ESL Students in California Public Higher Education

2020 UPDATE

CONTENTS

FROM ICAS CHAIRS

On behalf of the Intersegmental Committee of Academic Senates (ICAS), it is a pleasure to receive the enclosed 2020-21 English as a Second Language (ESL) Task Force Report. This report represents intersegmental faculty collaboration on addressing articulation practices, questions raised by educators, and support service concerns from the California Community Colleges (CCC), California State University (CSU), and University of California (U.C.). Central in this report is the goal of addressing the state and status of ESL and ESL education relevant to students in the three segments of public higher education in the State of California. The committee's research findings reveal institutional responses - and ongoing challenges – to addressing the needs of non-native speakers of English, as they pursue their educational goals (i.e., advanced training, A.A., B.A. M.A., Ph.D., lifelong learning, vocational certificates, etc.) at the CCC, CSU, and U.C. Two equity challenges highlighted in the report, and in need of intersegmental address, consideration, and discussion, include misperceptions of ESL students as only engaging in remedial course work and barriers to intersegmental transfer that result from this misperception.

The ICAS Task Force on ESL is comprised of faculty from all three segments with expertise in applied linguistics, English education, intensive academic ESL, Teaching English to Speakers of Other Languages (TESOL), and other areas relevant to ESL pedagogy, research, student achievement, teaching, etc. The rationale behind this composition is to ensure that this final report is accessible to stakeholders within and outside of the field. This strong collaboration permitted a broader view of the experiences had by ESL learners and offered greater insight into the specific barriers to transfer faced during intersegmental transfer.

Consistent with previous ICAS Task Force Reports on ESL, the results presented in this report raise more questions than can be answered at this time; however, the responses provided show great awareness of ESL learner needs and the various ways in which institutions are attempting to address these needs. A problem encountered by task force members throughout the research was limited data acquisition on ESL learners and the need for disaggregation of these data from other areas of student experiences. Therefore, it is important that all three segments continue discussions on improving strategies for data collection on ESL learners, their needs and wants, and what works and what does not to reduce barriers to their success. The recommendations found in this report highlight the areas in need of further – if not greater - investigation.

The Intersegmental Committee of Academic Senates commends the authors for their hard work on this comprehensive report. It is the sincere hope of the ICAS Chairs that this report is distributed widely and actions follow the recommendations that enable the academic success of ESL learners in the CCC, CSU, and U.C.

Sincerely,
Robert Keith Collins, Chair, Academic Senate California State University (ICAS Chair 2020-21)
Dolores Davison, President, Academic Senate for California Community Colleges
Mary Gauvin, Chair, University of California Academic Senate

EXECUTIVE SUMMARY

This report responds to the key questions raised by educators regarding English as a second language (ESL) practices, programs, and support services across the three California postsecondary systems: the California Community Colleges (CCC), the California State University (CSU), and the University of California (UC). Though there is unanimous agreement that English language learners (ELLs) represent an important demographic served across the three segments of higher education in California, the types of support offered to these students is both unbalanced and unclear. Many of these issues were noted in the 2006 Intersegmental Council of Academic Senates (ICAS) ESL Task Force report but remain unchanged in 2020, and recent statewide legislation along with national and international developments have rendered the landscape even more precarious for ESL instruction and support services.

The survey conducted for the purposes of this 2020 ESL Students in California Public Higher Education report found uncoordinated approaches to assessment for language learning, uneven methods of identifying ELLs, and an overall reduction in sections of ESL courses. Moreover, while ELL students are not a homogeneous population, it appears as though certain kinds of ELL students receive disproportionate levels of support. For instance, the 2020 survey responses reveal that many institutions have very clear means of identifying international students yet very unclear means of identifying ELL immigrants. The chief method of identifying immigrant ELLs is self-identification; however, immigrant ELL students may not choose not to identify as such. Often the most accurate means the college has to identify ELLs is enrollments in ESL classes. Self-identification or even college identification is usually imprecise and inconsistent.

This report concludes with a list of recommendations and action items in direct response to the lack of significant progress made towards serving ELLs since the 2006 report. The recommendations and action items signal the absolute necessity that the three higher educational systems coordinate efforts to identify, track, and provide adequate instruction and support for ELLs as well as engage ESL professionals in the recommendation and coordination of services.

While framing these concerns and addressing them through an equity-minded lens, it is important to acknowledge that the challenges and barriers facing ELLs not only affect their ability to be successful within or to transfer between public institutions of higher education, but also their ability to participate in and contribute to the social and economic well-being of the State of California. It is with this broader perspective in mind that the ICAS ESL Task Force recommends that this report, its findings, and its recommendations, be shared with faculty, staff, and administration in all three segments of public higher education in California, intersegmental groups, California professional organizations concerned with the specific needs of ELLs, legislators and other governmental entities, and our colleagues in K-12 education.

INTRODUCTION

Addressing the needs of English as a second language (ESL) students has been a focal point in national conversations about education at all levels for decades. Nowhere in the United States have educational issues concerning such students—also known as English language learners (ELLs), or more recently, as multilingual students—been more critical than in California, where they comprise 41.5% of all K-12 students[1] and a large proportion of postsecondary students. There is a critical need for California colleges and universities to find effective ways to equitably serve the rapidly growing population of ELLs in order to help them achieve a wide range of educational, professional, personal, and career goals.

Although California's postsecondary ELLs are extremely diverse in their ethnic, cultural and linguistic backgrounds, they tend to belong to one of several very broadly defined populations. One group consists of adult language learners who may be recent arrivals or long-term immigrants; these students generally define themselves as ELLs and seek out language instruction intentionally in order to reach employment or other goals as residents. A second group includes American-born children of immigrants, or children who immigrated at a young age, who reside in multilingual communities. These students, who have been called "Generation 1.5" students (now more frequently termed "multilingual learners"), have done most, if not all, of their schooling in the United States and frequently identify strongly with U.S. culture; however, features in their academic writing are frequently perceived by institutions as indicative of a need for attention to English language proficiency. A third population, the size of which varies significantly from campus to campus, consists of international students from a variety of nationalities, languages, and cultures who have typically developed literacy skills in a language other than English. Residency issues may impact all of the above groups, affecting personal motivation and well being, financial ability to continue education, and consistency of study. The very different needs of these groups challenge higher education systems in California to serve them in robust and equitable ways.

This report updates the initial study completed by the 2006 ICAS ESL Task Force in response to some of the key questions raised by educators and legislators about ESL practices, programs, and support services across the three California postsecondary systems: the California Community Colleges (CCC), the California State University (CSU), and the University of California (UC). The key questions asked in the 2006 study, which will be revisited in this document, are as follows:

- Are campuses effectively identifying ELL students who need specialized instruction to achieve academic success?

- How have the assessment and placement procedures changed in recent years and how is their effectiveness being evaluated?

- What kinds of programs, courses, and support services are currently offered for ELL students? How could they be more effective?

---

1   From "Facts about English Learners in California - CalEdFacts." Accessed at *https://www.cde.ca.gov/ds/ad/cefelfacts.asp.*

Additionally, this 2020 report addresses a follow-up question pertaining to current political changes:

- What impacts have recent political or policy changes had on programs that serve ELL students?

While the 2006 report was produced to address the particular concerns of the California Community College Board of Governors, many concerns are still relevant today, if not even more urgent, and are shared by all three higher education systems, though recent developments, such as the passing of Assembly Bill 705 (AB 705) in 2012, have impacted the CCC system more than the other two systems. The challenges facing ELLs affect not only their ability to be successful within or to transfer between public institutions of higher education, but also their ability to fully participate in and contribute to the social and economic well-being of the State of California. It is with this broader perspective in mind that this task force recommends that this report, its findings, and its recommendations be shared with faculty, staff, and administration in all three segments of public higher education in California, intersegmental groups, California professional organizations concerned with the specific needs of ELL students, legislators and other governmental entities, and our colleagues in K-12 education.

Summary of the 2006 ESL Task Force Report

The 2006 ICAS ESL Task Force report addressed issues related to the identification, assessment, placement, and support of English language learners in the California Community College system (CCC), the California State University system (CSU), and University of California system (UC). The report was based on three data sources: a survey of all three segments of public higher education in California (primary source), institutional websites, and task force members' personal knowledge (secondary sources).

The 2006 survey addressed these objectives:

1. To determine if and how students are identified as ELLs for tracking progress and assessment selection and/or for gathering longitudinal data.

2. To determine how students are identified as ELLs for the purposes of initial assessment selection and/or for the purposes of appropriate placement.

3. To identify the range of courses and program designs (credit-bearing, transferable, and noncredit) available to address the academic and vocational preparation of ELLs across the segments, and the processes by which these programs are evaluated.

4. To identify how the placement of ELLs into courses directed specifically toward the academic and vocational preparation of ELLs across the segments is affected by matriculation practices (enforcement of prerequisites, waiver policies, timeline for completion, course repetition).

5. To determine the kinds of student support services in our institutions that are specifically targeted to ELLs, whether prior to their enrollment or while they are enrolled in ESL courses, and after they have completed ESL coursework.

6. To determine the types of data on ELLs that are collected and reported, and the ways in which they are gathered, both while the students are enrolled in ESL courses and after they complete ESL coursework.

In reviewing the initial 2006 Task Force data, we note that many of the questions are still being asked today, even as the landscape of ESL has changed radically between 2006 and 2020. Key changes include the following:

- **Identification of ELLs throughout the system:** Identification continues to be complicated and inconsistent, impacting tracking and success reporting, but some tools have been created to attempt to collect this information.

- **Placement of ELLs into ESL and programs of study:** Legislation has changed CCCs' abilities to assess students for placement, affecting different groups of ELLs.

- **The environment for recruiting and serving international students:** Geopolitical impacts on international students have resulted in changes to enrollment and student confidence.

- **Types of courses and programs designed for ELLs:** Since the 2006 paper, CCCs have aligned with the CDE Adult Schools system for the purpose of streamlined educational pathways and have embraced concepts of acceleration and condensing of lengthy sequences to transfer.

- **Direct transition into transfer-level composition from ESL:** Whereas it had long been the practice at many colleges to impel ELLs to enroll in additional remedial coursework upon completion of ESL coursework, guidance from the California Community College Chancellor's Office in response to recent legislation[2] has recommended reform of the sequence to transfer.

- **Redefinition of ESL as distinct from remediation:** Although recent legislation[3] and even changes to Title 5 Education Code[4] now recognize ELLs as engaging in foreign language instruction, there are still ingrained practices in place throughout higher education that have not yet been transformed by this definition.

---

2 Assembly Bill 705, Section 1(a)(7).
3 Assembly Bill 705, Section 1(a)(7).
4 Title 5, Cal. Education Code § 55522.5(a)(1).

ESL in Current Higher Education

Identification of ELLs

Identifying ESL or ELL students in 2020 is still complicated. The two evaluation measures utilized in the 2006 paper, "external" and "internal" identification, are meant to discern whether it is the institution or the learners themselves who identify the need for English language instruction. Now, as in 2006, the reliance on both measurements can produce inconsistent assessment results. For example, students' self-identification might not be consistent with the identification provided by the external evaluation. In other words, students might not self-identify as English language learners, whereas an external evaluation might show they should. This hesitancy to self-identify can sometimes be attributed to students' negative associations with being labelled as an "ESL" student.[5] In addition, there is a lack of consensus about the point at which a student should no longer be classified as an English language learner. The 2006 document presents the following questions that address this issue:

1. Does a person remain a second-language-learner of English for their entire life?

2. If not, what is the criterion that determines whether one no longer needs to retain that label?

3. In a college or university setting is a student still a second-language-learner of English once the student is no longer enrolled in an ESL course?

The 2006 document provides two levels of identification: 1) initial and 2) on-going. The initial identification is used to identify English language learners at the beginning of their student career (freshman year at university, or pre-collegiate at community college). Most of the respondents of the 2006 survey (and indeed those of the 2020 survey as well) reported that they rely on self-identification on their application (by checking a box) or by the results of a placement test (when such tests are administered). Other institutions reported they either rely on information such as international visas, the place where students graduated from high school (U.S. graduates would not be considered ELLs), or the amount of language they speak to determine whether or not students should be identified as ELLs.

Number of Students Currently in ESL Services

Given the aforementioned issues, there are challenges to identifying the precise number of students currently in ESL services across the UC, CSU, and CCC systems. However, enrollment data provide a general sense of the number of ESL students in California public education. In the UC system, for instance, of the 1,804,253 incoming freshmen between fall 2010 and fall 2019, 507,353 (28.12%) indicated that their first language was "non-English" while an additional 567,906 (31.48%) reported that their first language was "English/non-English." Only 714,360 (39.59%) identified "English only" as their first language, and an additional 14,587 (0.81%) did not state their first language. In short, in

---

5   Ortmeier-Hooper, C. (2008). English may be my second language, but I'm not "ESL." *College Composition and Communication*, *59*(3), 389-419.

the last ten years, a majority (59.60%) of incoming UC freshmen declared their first language as either "non-English" or "English/non-English." More information on ELL students in the CCCs and CSUs can be found later in this report under each system's Segment Overview sections.

An additional data point, however, for identifying students in ESL services in California is international student enrollment numbers. While not all international students are necessarily ELLs, many, if not a majority, are, and the large number of international students in California public education had been noteworthy up until the 2020 pandemic and political barriers that have resulted in significant drops in international student enrollment.[6] For instance, the number of international students in the UC system over the last ten years provides a general sense of students needing ESL services: between 2010 and 2019, 44,887 (10.72%) of all 418,717 incoming freshmen in the UC system were international students.[7]

PROFILE OF ESL ACROSS THE THREE SEGMENTS

The following section provides an overview of the resources available for ESL in the three higher education public systems in the State of California: California Community Colleges, California State Universities, Universities of California. The information includes a profile and preliminary research on each system; however, the results and findings of the survey conducted in spring of 2020 to inform the updates to this report will detail additional information and can be found in the Survey section of this report.

California Community Colleges Segment Overview

The CCC system consists of 116 colleges in 73 districts, serving over two million students a year in credit and noncredit programs and courses.[8] In addition, the colleges serve students through innumerable courses offered at off-site facilities throughout their service areas. Any Californian of at least 18 years of age can enroll in a community college if they can demonstrate an "ability to benefit" from instruction. As a result, students enter the CCC system with a broad range of educational backgrounds and linguistic proficiencies. These students include, among others, recent immigrants, recent high school graduates, those who did not complete their high school education, and those seeking to update or upgrade job-related skills.

---

6   Baer, J. & Martel, M. (2020). Fall 2020 international student enrollment snapshot. Institute of International Education. Accessed at *https://www.iie.org/Research-and-Insights/Open-Doors/Fall-International-Enrollments-Snapshot-Reports*.

7   As will be discussed below, there is reason to believe that such numbers are not on an upward trajectory or even sustainable.

8   California Community Colleges facts and figures. Foundation for California Community Colleges. Accessed at *https://foundationccc.org/About-Us/About-the-Colleges/Facts-and-Figures#:~:text=Comprised%20of%2073%20 districts%20and,2%20million%20students%20per%20year*.

ESL programs and courses[9] play a central role in the mission of the CCCs as laid out in Education Code §66010.4 (2). The Education Code states that one of "the essential and important functions of the community colleges" is to provide instruction in English as a second language when needed to enable students to succeed at the postsecondary level. Furthermore, English as a second language is one of the nine delineated service areas authorized for noncredit instruction offered by California community colleges.

The 2019 Public Policy Institute of California (PPIC) study[10] on ESL students in California community colleges shows a system in flux over how to best serve ELLs. The study reported that most degree-seeking ESL students do not complete transfer-level English (which is a measure of success utilized by the state under the Basic Skills Initiative and tracked via the Basic Skills Progress Tracker). ESL coursework is typically found in multi-level, separate-skill sequences varying across the state; most courses are nontransferable, creating "empty calorie" courses that students are obligated to complete prior to entering transfer-level work. The pathway through ESL at some colleges has required students to pass through developmental English en route to transfer-level coursework, and great variance in course length, content, and scope exist between credit and noncredit ESL. Efforts to align credit and noncredit have included the creation of common CB 21 rubrics[11], the completion of which occurred in 2019; campuses now grapple with seeking development in how to align their programs with these rubrics.

Identification and Placement of ELLs in California Community Colleges

Placement of ELLs in CCCs is inconsistent from college to college. Assembly Bill 705[12] (AB 705) made significant changes to how students are assessed and placed into transfer-level coursework throughout the California Community College system, effectively eliminating all placement test instruments for English and math in favor of multiple measures placement emphasizing high school data. Implemented in fall of 2018, fully three years ahead of ESL's July 1, 2021 implementation deadline, this near-total elimination of placement assessment means colleges now rely largely on a variety of practices including Guided Self-Placement (GSP) and self placement [13] that allow students to choose courses rather than being placed into them after a skills assessment. The 2019 PPIC study cautions that GSP, while well-intentioned as a socially just practice for native speakers, may "contribute to greater inequality due to its heavy reliance on information that is often strongly linked

---

9 It should be pointed out that this report focuses on the language needs of ELL students transferring between the CCCs, CSUs, and UCs. In addition to transfer preparation, community college districts in California provide a range of ESL instruction comprising credit and noncredit, and not all ELLs identify transfer as a goal. ESL programs not in the transfer path represent a small part of this report; many unique needs and circumstances of non-transferable ESL are beyond the scope of this report and the mandate of the ICAS ESL Task Force.

10 Rodriguez, O., Bohn, S., Hill, L., and Brooks, B. (2019) "English as a Second Language in California's Community Colleges." Public Policy Institute of California. Accessed at *https://www.ppic.org/wp-content/uploads/english-as-a-second-language-in-californias-community-colleges.pdf*.

11 California Community Colleges Chancellor's Office. (2019). Student Data Elements (SB). Accessed at *https://webdata.cccco.edu/ded/cb/cb.htm*.

12 See Appendix C.

13 Perez, A. (2019 Apr 15). *AB 705 Guided and Self Placement Guidance and Adoption Plan Instructions*. Memo AA 19-19. California Community Colleges Chancellor's Office. See *www.cccco.org*.

to social and cultural capital," thus calling into question the ability to provide ELLs with equitable preparation for transfer-level coursework. At the time of this report, efficacy and validity of the unique tools and processes being used at each California community college to place ELLs into ESL or other coursework is still being evaluated ahead of the ESL assessment implementation deadline.

The legislative changes have affected how ELLs are placed into the college and into ESL classes at the California community colleges, how long they spend on their path to goal completion (degree, certificate, or transfer), and the type of coursework they take. Under the law, students may not be placed into an ESL pathway to transfer that will take longer than 6 semesters (or 9 quarters) to completion of transfer-level English (other transfer-level courses are not included in this metric). Transformative shifts in assessment, curriculum design, program design, course repetition, and teaching practices have radically changed ESL during this time period and continue to evolve. Statewide initiatives to create pathways for students to reach their goals have put more emphasis on counseling and student services support such as tutoring and retention strategies; meanwhile, a statewide focus on equity is bringing about changes in textbook adoption to address issues such as cost and accessibility.

AB 705 has created a two-stage placement process for ESL: the initial multiple measures placement into the college, and (once the ESL track is chosen) the placement within the ESL sequence[14.] As there is no single assessment used by colleges statewide, each college has devised its own response to the two stages of placement in accordance with the legislation. The allowance of language assessments for the second stage of placement is currently in flux and inconsistently applied throughout the state; some colleges continue to use a placement test for this stage of assessment, while others have adopted self-placement, guided placement, and/or other multiple-measures placement.

According to the bill, "Students who have acquired a United States high school diploma or the equivalent shall be placed according to [multiple measures placement now available at the colleges]"[15]. This has had effects on different populations, the depth of which are still being analyzed and addressed:

- ELL graduates from U.S. high schools: While English language proficiency is not a requirement for a U.S. high school diploma, and whereas the rate of high school graduation for California ELLs is 65%[16], the law nevertheless directs colleges to "use, in the placement of students into English and math courses, one or more of the following: high school coursework, high school grades, and high school grade point average" in order to "maximize the probability that a student will enter and complete transfer-level coursework in English and math within a one year timeframe"[17]. At this writing, the impact of this change is being evaluated; some colleges report positive gains in overall success while others report downturns.

---

14 Perez, A. (2019 Sep 26). *Credit English as a Second Language Guidance*. Memo AA 19-43. California Community Colleges Chancellor's Office. See *www.cccco.org*.

15 Title 5, Cal. Education Code § 55522.5(a)(1).

16 Sanchez, C. (2017). English Language Learners: How Your State is Doing. NPREd. *National Public Radio*. Accessed at *https://www.npr.org/sections/ed/2017/02/23/512451228/5-million-english-language-learners-a-vast-pool-of-talent-at-risk*.

17 California Community Colleges Chancellor's Office. *What is AB 705? Assessment and Placement*. Accessed at *https://assessment.cccco.edu/ab-705-implementation*.

- Adult ELLs with no U.S. high school data: While placement of high school ELLs is made clear, the effect of the AB 705 mandate on the roughly 70% of ELLs throughout the California community college system who have no U.S. high school data is less clear. Each college is charged with creating its own assessment plan for ELLs.

- International students: The law is unclear on how to best place international students, some of whom have attended high schools in the U.S. and most of whom have not; each college has taken a unique approach to placing these students pending further guidance from the state.

Tracking of ELLs Through CCCs

While identifying ELLs may be a challenge initially, what is also lacking is the ability to collect longitudinal data to track ELLs' progress beyond ESL coursework. In 2012, the Basic Skills Progress Tracker, powered by the Data Mart tool,[18] was created to track progress of ELLs in the CCC system in areas designated as basic skills; ESL has been included in this category. Tracking between the K-12 and the higher education systems, made difficult due to different identification practices in the two systems, has become an important goal but has been fraught with challenges in realization. Tracking in a post-AB 705 era means changes to the baseline of ESL pathway placement since most students are to be placed directly into transfer-level composition.

Due to errors in consistent coding of courses and limited framework for degree-applicable and transferable ESL courses,[19] the success of ELLs through the CCC system was not being accurately reported via statewide metrics for ESL. A project to remedy these coding errors began in 2018. The 2019 adoption of CB 25 *Course General Education Status*[20] has allowed colleges to more accurately code the courses that fulfill general education requirements for mathematics/quantitative reasoning or English composition (or ESL equivalent to English composition).

Courses in the ESL sequence are now coded to a rubric spanning beginning ESL literacy to Advanced ESL. Advanced ESL (coded as CB 21A)[21] is one level below transfer-level composition. Each college has a unique offering based on local demographics and other college offerings. The updating of coding has resulted in greater potential for California Community Colleges to offer ESL equivalents to transfer-level composition; many colleges have begun to reimagine their curriculum and thus transform ESL from a focus on basic skills and remediation into its own pathway to collegiate success.

---

18 California Community Colleges Chancellor's Office. Management Information Systems Data Mart. Accessed at *https://docs.google.com/document/d/19Ku7y3cCX8cZeoV_171lGApK0lMo34XHwB9NVDW7Ijs/edit#*.

19 ASCCC Resolution 09.04 (Spring 2014). "Consistency in Data Mart English as a Second Language Basic Skills Progress Tracker" (enacted). Accessed at *https://www.asccc.org/resolutions/consistency-data-mart-english-second-language-basic-skills-progress-tracker*.

20 Accessed at *https://webdata.cccco.edu/ded/cb/cb25.pdf*.

21 Accessed at *https://www.asccc.org/sites/default/files/ESL_CB21%20Competencies%20Crosswalked%20to%20Educational%20Functioning%20Levels.asd__0.pdf*.

Changes in Course Offerings and Enrollments

Since 2019, there has been a marked decrease in overall section offerings and enrollment in credit ESL while enrollment in noncredit ESL has held steady (noncredit integrated ESL courses saw a drop).

Figure 1: Credit ESL Course Sections Offered (by TOP code) California Community Colleges

— 493084 - English as a Second Language - Writing
— 493085 - English as a Second Language - Reading
— 493086 - English as a Second Language - Listening
— 493087 - English as a Second Language - Integrate
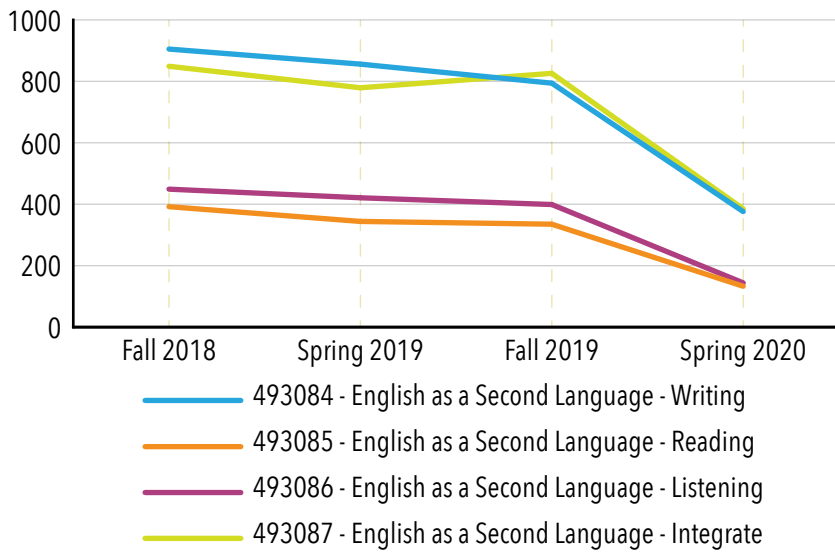
Figure 2: Credit ESL Enrollment (by TOP code) California Community Colleges

— 493084 - English as a Second Language - Writing
— 493085 - English as a Second Language - Reading
— 493086 - English as a Second Language - Listening
— 493087 - English as a Second Language - Integrate
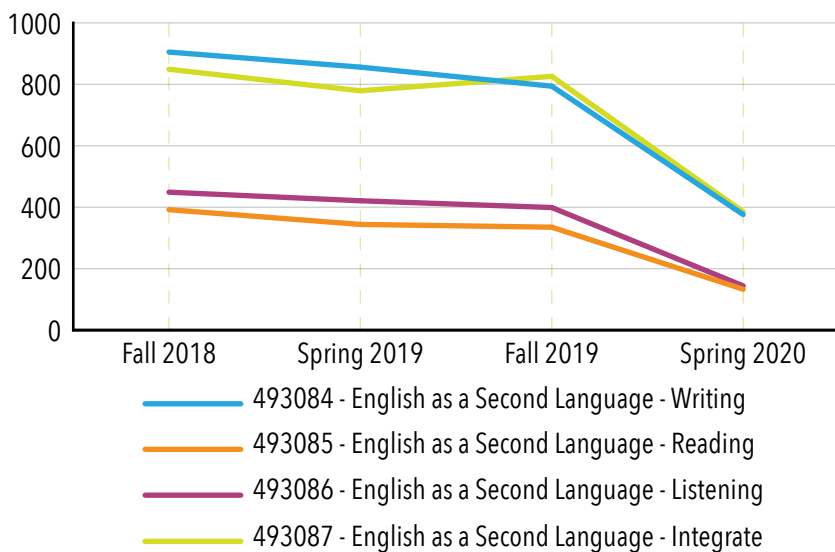
Figure 3: Noncredit ESL Course Sections Offered (by TOP code) California Community Colleges

493084 - English as a Second Language - Writing
493085 - English as a Second Language - Reading
493086 - English as a Second Language - Listening
493087 - English as a Second Language - Integrate
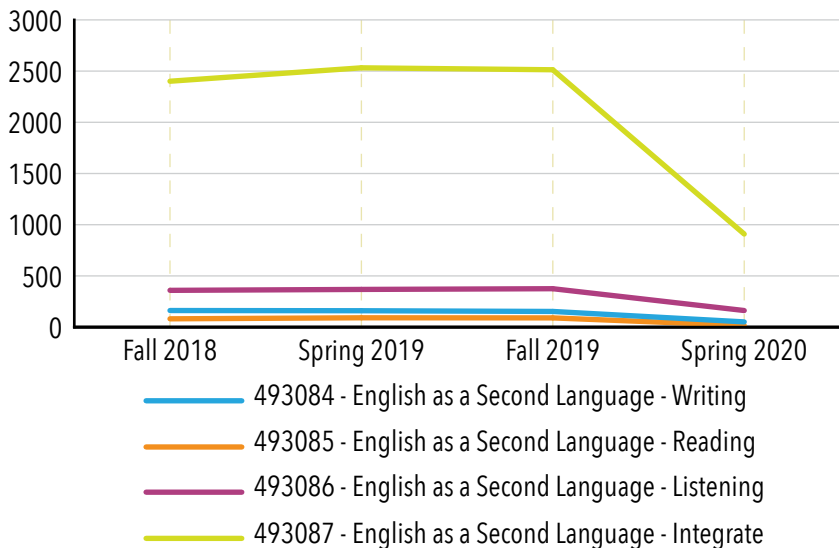
Figure 4: Noncredit ESL Enrollment (by TOP code) California Community Colleges

493084 - English as a Second Language - Writing
493085 - English as a Second Language - Reading
493086 - English as a Second Language - Listening
493087 - English as a Second Language - Integrate
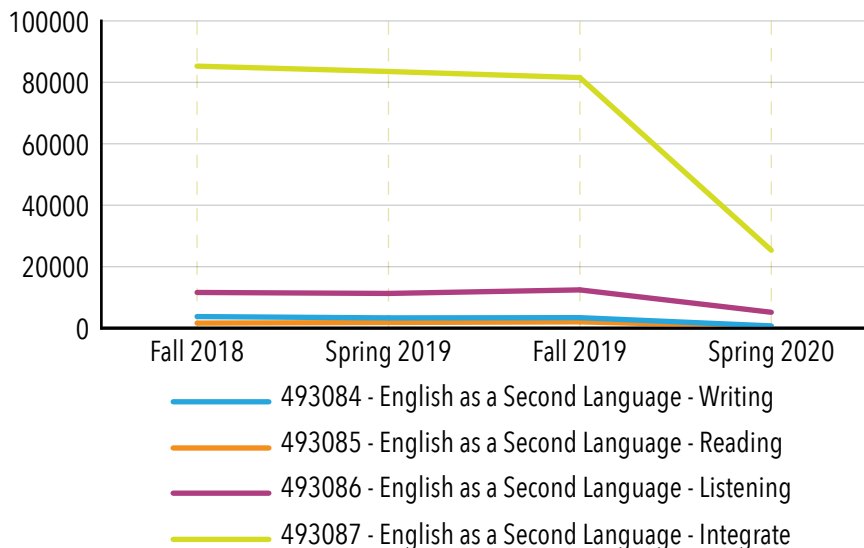
Source: Data Mart, California Community Colleges Chancellor's Office. Note: The data do not reflect the impact on enrollment due to COVID-19 closures, which did not occur until midway through Spring 2020.

Alignment of CCCs with Adult Education Schools

ESL courses are chiefly provided to communities by adult schools, community colleges, or both. In 2007, adult schools taught 75 percent of the total number of ESL students statewide, with ESL students

comprising over 40 percent of all adult school students.[22] Offerings of ESL by California community colleges through credit and noncredit courses have been impacted by legislation and initiatives.

The Student Success Task Force of 2012 identified lack of alignment between adult education and California community colleges as a barrier to student access and success, and in 2013, efforts began to align the two systems via district-based consortia. The California Adult Education Program (CAEP, formerly Adult Education Block Grant, a result of Assembly Bill 104 and Assembly Bill 86) created 71 consortia throughout California to leverage resources and provide more seamless service for adult learners seeking high school diplomas or equivalency, job preparation and training, ESL, and higher education pathways. Aimed at reducing redundancy of service, the consortia have aimed to streamline the transition of students into CCCs. Limited transition data from the adult schools to the CCC system can be viewed through the LaunchBoard AE Pipeline data system; further work is needed to reveal impact, predict and improve outcomes. Numbers are small: in 2017-2018, about 3% of ESL students transitioned into postsecondary (college and other)[23]. There is still no means to track students from the adult education system into and through California Community Colleges via a single identification number, a goal that many in the CAEP see as necessary to the improvement of data collection.

Connected to the goal of streamlining services from adult education into California Community Colleges is the change in funding of noncredit ESL, chiefly offered at CCCs or their affiliates. Previously, noncredit was funded at a significantly lower rate as compared to credit; as of 2014, noncredit ESL is now funded at the same rate as credit, thus removing any disincentive to creating noncredit courses at the community colleges. Comparing section offerings and enrollment from Fall 2014 to Fall 2019, there is a clear reduction in credit ESL sections and an increase in noncredit sections:

Credit ESL sections in CCCs

	Fall 2014 Credit Sections Count	Fall 2014 Enrollments	Fall 2019 Credit Sections Count	Fall 2019 Enrollments
ESL Writing:	1,129	26, 522	794	15,922
ESL Reading:	531	12,325	335	6,969
ESL Listening:	565	12,545	399	7,860
ESL Integrated:	878	16, 968	826	14,717
Total	3,103	68,360	2,354	45,468
Difference from 2014 to 2019			-24%	-33%

22 Gonzalez, A. (2007). "California's commitment to adult English learners: Caught between funding and need." *Public Policy Institute of California.* San Francisco, CA.

23 Launchboard (2020). "Adult education pipeline: Overview." *Cal-PASS Plus*. Accessed at *https://www.calpassplus.org/ Launchboard/Adult-Education-Pipeline.aspx*.

Noncredit ESL sections in CCCs

	Fall 2014 Noncredit Sections Count	Fall 2014 Enrollments	Fall 2019 Noncredit Sections Count	Fall 2019 Enrollments
ESL Writing:	121	3,714	153	3404
ESL Reading:	36	1,065	90	2031
ESL Listening:	228	9,377	375	12442
ESL Integrated:	2,241	91,166	2513	81,545
Total:	2,626	105,322	3131	99,422
Difference from 2014 to 2019			+19%	-5%

Source: Data Mart, California Community Colleges Chancellor's Office. Note: The data do not include the impact on enrollment due to COVID-19 closures, which did not occur until Spring 2020.

Improvements to data collection throughout the system continue, as do efforts to align levels of ESL from adult education all the way through noncredit and credit ESL at community colleges. Alignment work included the complete redesign of the matrix for comparing ESL courses across the system (known as CB 21) and its alignment to the federal Educational Functioning Levels (EFL).

Changes to Teaching Practices, Program Design, and Curriculum Design

The Student Success Task Force recommendations of 2012 urged colleges to redesign programs to increase student pace to goal attainment, and one strategy gaining favor in English and math has been acceleration. Counter to the "less and slower" principles of remedial education, acceleration is built on the principle of redesigning curriculum and pedagogy to accelerate a student through a course, or series of courses, to reach their goals more quickly and effectively. The concept has been well proven in English and math and is not fully integrated into ESL statewide. Several models of acceleration exist,[24] the most common being

- the "accordion" model: a series of courses, such as those in an ESL sequence, are broken into "A/B," with students enrolling in the "A" section first. Students who progress rapidly are able to advance to the next level without completing the "B" section, while students requiring more time enroll in the "B" section.

- the "Compressed" model: time normally spent on content is reduced while providing opportunities for the student to demonstrate their learning.

- the co-requisite model: required courses are paired with a low- or zero-unit support course to offer support for the student throughout the core course.

---

24 Find sources at *https://www.ncbi.nlm.nih.gov/pmc/articles/PMC6176760/*.

Some CCC ESL programs have embraced accelerated learning[25] in some form; others are opposed to acceleration in ESL[26], citing the length of time to attain proficiency in the English language as being dependent upon myriad individual factors. Further tension between time to goal completion and time to English proficiency has been complicated by recent laws regarding course repeatability that limit students to three attempts at a course per district.

AB 705 legislation, which mandated changes to placement of students into the CCC system, was accompanied by guidance from the California Community Colleges Chancellor's Office[27] including (among others) the following key recommended changes for ESL programs:

- Move towards integration of curriculum (i.e., grammar/writing/reading courses instead of stand-alone single skill courses)

- Transition ESL students directly into transfer-level coursework instead of passing through remedial English

- Explore credit ESL pathways to transfer-level English that allow for credit ESL faculty to teach transfer-level composition or create credit ESL equivalents to transfer-level composition

- Pursue submitting transfer-level ESL courses for inclusion into CSU General Education Breadth Area C2 and for course-to-course articulation

Per the last bullet above, efforts to submit advanced credit ESL classes for transferable credit at the CSU and as well as the UC systems are underway. Such curricular revisions have potential to allow ELLs to claim ESL courses as transferable in areas such as humanities, critical thinking, or even foreign language, with a potential savings of both units and money. Approval of submissions, however, are dependent entirely on the acceptance of the courses by CSU and UC reviewers. CCCs report inconsistencies with the application[28] of the rubric used by CSU and UC reviewers in approving revised courses for transfer.

California State University Segment Overview

The California State University system (CSU) is comprised of 23 campuses serving over 480,000 students annually[29]: 94% of whom come from the California community colleges and 89% of whom

25 "Acceleration in ESL." *TESOL Planner*. *https://tesolplanner.com/acceleration/*.

26 Parsafar, P. (2018). "Let's Stop the Nonsense." *Inside Higher Ed.* Accessed Jan 29, 2021 at *https://www.insidehighered.com/views/2018/12/19/problems-accelerated-learning-esl-opinion*.

27 See CCCCO Memo AA 18-41 Initial Guidance.

28 ASCCC Resolution 15.01 (Fall 2019). "Criteria and Training for the Evaluation and Approval of Advanced Credit English as a Second Language (ESL) Coursework for California State University General Education Breadth (CSU-GE) and the Intersegmental General Education Transfer Curriculum (IGETC)" (enacted). Accessed at *https://www.asccc.org/resolutions/criteria-and-training-evaluation-and-approval-advanced-credit-english-second-language*.

29 The California State University. *Factbook 2020.* Accessed Jan 21 2021 at *https://www2.calstate.edu/csu-system/about-the-csu/facts-about-the-csu/Documents/facts2020.pdf*.

come from California high schools. In 2019, the CSU had 16,122 international students[30]. Numbers of domestic ELLs are not noted statistically, but three-quarters of the student body are students of color and nearly one-third are the first in their families to attend college.

Identification and Placement of ELLs in California State Universities

CSU Executive Order 1110, introduced in 2017, called for a utilization of multiple measures in assessing academic readiness and determining course placement for incoming freshmen. The EO effectively reduced the number of students placing into ESL coursework. Currently, across the CSU system, the placement process starts with the incoming freshmen taking a self-directed placement survey, through which they can choose to self-identify as being ELL students. For community college transfer students, it is presumed that these students are already academically ready to engage in the kind of writing that is required in upper-division coursework. It is only through these students' own writing from the junior-level work that some lingering issues in their writing in academic English can be identified.

For incoming international students, English language proficiency is assessed with the results from the TOEFL examination with the following cut scores:

> TOEFL Undergrad
> a. internet = 61
> b. computer-based= 173
> c. paper= 500

> TOEFL Graduate
> a. internet= 80
> b. computer-based= 213
> c. paper=550

Curriculum

The CSU as a system offers ESL courses across its campuses. However, the type of ESL courses in the curriculum vary from campus to campus, and in some cases, there are not any courses offered, such as in the case of Sacramento State University. Stanislaus State University, on the other hand, offers three ESL courses in ESL academic writing. These courses are upper-division and can be used to complete the C2 requirement from general education (GE). In addition, Stanislaus State University offers a first-year composition stretch for students who self-identify in the directed-self placement test as ELL or multilingual writers. These courses are part of their A2 requirement for the GE. In addition, Stanislaus State University offers Intensive English courses for non-matriculated Stanislaus State University students.

---

30 Gordon, L. "Fewer international students expected to return to college in California and in nation, hurting finances." *EdSource.* May 8, 2020. Accessed Jan 21 2021 at *https://edsource.org/2020/fewer-international-students-expect-ed-to-return-to-colleges-in-california-and-nation-hurting-finances/631148*.

Many CSU campuses provide ESL coursework via separate programs located on, but not matriculated with, the university campuses. Such coursework, like those provided at CSU Bakersfield, are largely directed towards international students whose language needs are identified through college coursework.

Most courses for ELL students are housed within English departments, at least in the case of the campuses where these courses are offered. In addition, most of these courses are targeting freshmen and upper-division students, and in some cases can be used to fulfill general education requirements, most likely in Area C: Arts and Humanities, and are mostly credit-bearing. The ESL curriculum from the reporting CSU campuses range from two to four-levels of ESL writing instruction, which include upper-division writing courses. Final evaluation or exiting assessments in the CSU system rely on program self-evaluation (rather than inviting a third party or an outside evaluator).

Support Services

The CSU system offers different support services for their ELL students across campuses, including orientation and initial advising, counseling, and tutoring. Overall, and across the system, students initially receive a specially tailored orientation and advising about these services, in addition to counseling and tutoring services. Such services are frequently tailored to international students rather than to their immigrant and resident ELL counterparts.

University of California Segment Overview

The University of California (UC) is comprised of nine campuses serving over 280,000 students annually[31]. Similar to the CSU system, the UC system does not statistically separate out its domestic ELL students; however, the system serves a large number of international students, the largest number (25,600) coming from China. ESL classes may be provided in conjunction with the international student programs or through affiliates that may include private programs, community colleges, and community-based programs.

Identification and Placement of ELLs in the University of California System

Across the UC system, the placement of ELL students begins with their entry-level writing requirement (ELWR) and their demonstrated proficiency in English. All students must fulfill the ELWR by one of the following means:

- 30 or above on the ACT, English Language Arts

- 680 or above on the SAT, Evidenced-Based Reading and Writing

- 3 or above on either the AP English Language and Composition exam or the AP English Literature and Composition exam

---

31 Univers

- 5 or higher on the International Baccalaureate Higher Level Examination of 6 or higher on the Standard Level Examination in English (Language A only)

In addition, incoming freshmen who have had fewer than three years of high school instruction in English must demonstrate proficiency in English in one of the following ways:

- Score 24 or higher on the ACT combined English/Writing or English Language Arts (ELA)

- Score 560 or higher on the Writing section of the SAT Reasoning test or a score of 31 or higher on Writing and Language in the SAT with Essay (the new SAT, taken March 2016 or later)

- Score 3, 4 or 5 on the AP examination in English Language and Composition, or English Literature and Composition

- Score 6 or 7 on the IB Standard Level examination in English: Literature, or Language and Literature

- Score 5, 6 or 7 on the IB Higher Level examination in English: Literature, or Language and Literature

- Score 6.5 or higher on the International English Language Testing System (IELTS)

- Test of English as a Foreign Language (TOEFL) examination:

  - Internet-based test (iBT): Minimum score of 80 or better
  - Paper-based test (completed prior to Oct. 2017): Minimum score of 550 or better
  - Revised paper-delivered test (completed Oct. 2017 or later): Minimum score of 60 or better

Those who do not meet this proficiency requirement are placed into ELL coursework at the campus level. At a majority of campuses, students are placed into ELL coursework via the Analytical Writing Placement Exam (AWPE). Students who receive an "E" designation on the AWPE are either placed directly into ELL coursework (as is the case at most campuses), required to take an approved course in the summer prior to enrollment (as is the case at UC Merced), or required to take an additional placement exam (as is the case at UC Davis and UC Irvine).

Curriculum

Of the eight UC campuses surveyed, all except UC Berkeley offer courses specifically designed for English language learners.

UC Davis offers four ESL courses focused on Reading/Writing; one on Pronunciation; one on Listening; one on Speaking; and one Multi-skill. Students who have not fulfilled the Entry Level Writing

Requirement but who are in need of sheltered courses are given an additional quarter for completion based on where they place. The most they can receive is two additional quarters.

UC Irvine offers three ESL Writing courses and one ESL Reading course. While there is no timeline for this coursework, students are expected to complete this coursework in addition to their Entry Level Writing by the end of their seventh quarter.

UCLA offers three ESL Writing courses and three ESL Multi-skill courses. The goal is to have students fulfill their Writing 1 requirement by the end of their first year.

UC Riverside offers one ESL Reading/Writing course and one ESL Speaking course. Students can take up to two five residential quarters to fulfil their writing requirement.

UC Santa Barbara offers four ESL Writing courses, one Speaking 1 course, and one Grammar course. Students are expected to take writing courses every quarter until completing the Entry Level Writing Requirement but students sometimes have course conflicts, so the process can be extended.

UC Santa Cruz offers three ESL Reading/Writing/Multi-skill courses. Students are expected to satisfy their Entry Level Writing Requirement in three quarters.

UC San Diego offers one ESL Reading/Writing course and one Listening/Speaking course. Students have to complete the Entry-Level Writing Requirement on a timeline that ranges from 3-5 quarters depending upon ESL placement level at matriculation.

Support Services

All UC campuses except Berkeley have tutoring resources available for international students. UCI, UCSB, UCSC, UCSD report having tutoring services for domestic ELL students. UCD, UCSB, UCSC, UCSD have initial orientation/advising for ELL students. UCD, UCLA, UCR, UCSC offer mentoring services for ELL students. Davis, Irvine, UCLA, Santa Barbara, and San Diego offer some form of counseling services for ELL students.

None of the UC campuses has outreach services designed specifically to target ELL high school learners.

Only UC Davis provides ELL-specific resources for at-risk students: EOP/STEP. Only UC Riverside offers disabled student services designed specifically for ELLs. UCSB and Davis offer financial aid services designed specifically for ELLs. UCSC and Davis offer job placement/career services designed specifically for ELLs. Davis offers social/community building activities for international students.

2020 ESL SURVEY OF SEGMENTS

The survey, analysis, and recommendations reported in this paper respond to some of the key questions continued to be asked by experts in the ESL field. Comprehensive data was collected in an electronic survey asking about ESL practices, programs, and support services across the three California postsecondary systems: the California Community Colleges (CCC), the California State University (CSU), and the University of California (UC). An ESL Task Force appointed by the Intersegmental Committee of Academic Senates (ICAS) updated the questions asked by the 2006 ESL Task Force and sent the online survey to CCC, CSU and UC faculty and administrators with knowledge of ESL services on their individual campuses.

Survey Description

This report is based on data from the online ESL survey sent in May of 2020,[32] to representatives from all three California higher education systems. Research and statistical data from education web pages and the collective knowledge of the task force members also informed the writing.

For each college and university campus, the task force identified and contacted respondents whom they believed would best be qualified to answer the survey questions. The CCCs used the Academic Senate for California Community Colleges ESL faculty and local senate president listservs. The CSUs identified faculty and administrators from university website information. The universities that did not respond to the online survey request done through email were contacted by phone with the help of volunteer CSU graduate students in efforts to assist each campus with completing the survey. The UCs were emailed individually as follow up. Individual follow-up contact was conducted to encourage completion of the survey during early summer of 2020, both by email and phone calls.

Faculty and administrators who responded included professors, instructors, lecturers, and program directors or coordinators. Of the 116 California community colleges, representatives from 91 colleges (78%) completed the survey. Of the 23 California State Universities, 10 (44%) responded. Of the ten University of California campuses, the eight that have some form of provisions for ELL students were asked to complete the survey, and all eight campuses responded.

The online survey used to gather information for this report was designed based on the initial 2006 survey instrument. The survey began with a section about the respondent's background, followed by over 60 questions divided into the following categories:

- Identification of ELLs
- Assessment and Placement of ELLs
- Range of Courses for ELLs
- Course Completion Policies Related to ELLs
- Student Support Services for ELLs

---

32 See Appendix A for the complete survey instrument.

Although many of the questions simply called for multiple-choice responses, each of the categories also included numerous opportunities for open-ended comments about individual programs and practices. In some cases, the same questions were asked of respondents from CCCs, CSUs, and UCs, while in other cases, slightly different questions were asked of respondents in one or more of the three segments in order to reflect known differences in structure across the segments. The entire survey can be found in Appendix A of this report.

Data Analysis

Data Cleaning

Twenty-eight responses were excluded from the analysis because they appeared to be test responses or had no responses to any questions after the personal and campus background information sections. In two other cases, personal information was provided by a respondent at a campus, and no other information, and a subsequent response from that campus provided responses to the various questions but with no identifying information; in these two cases, each pair of responses was tentatively merged to form a single response. Another response was deleted because the few answers it contained generally contradicted the more complete set provided by another respondent from the same campus, who had also provided contact information, unlike the one deleted. Two respondents took the full survey twice; the second set of responses (nearly identical to the first) was used in each case, on the assumption that it was a conscientiously revised and corrected version. Thus, a total of 111 responses out of 144 were judged valid.

The data were further consolidated by campus, when there were multiple responses for the same campus. This happened for 14 campuses (11 community colleges, 1 CSU campus, and 2 UC campuses), reducing the total number of cases in the dataset to 95 (two campuses had three responses each). The process of consolidating responses required some judicious inferencing in some cases; as a general rule, if two people from the same institution answered a yes/no question differently, the "yes" answer was used, on the assumption that one person might be aware of a program which the other respondent was not aware. Likewise, answers with additional information (e.g., the number of courses offered of a given type) were judged more trustworthy than answers that contradicted them without specifics (e.g., a statement that such courses did not exist). Similarly, if respondents disagreed on a particular item, and one provided substantially more information on the survey (e.g., answering most of the question, as opposed to skipping many of them), the respondent who provided more details was generally evaluated as being more likely to give accurate information.

Disparate evaluations (e.g., "poor" and "excellent" for the same response were generally combined as a separate category (e.g., "poor + excellent"). In most cases, however, the responses were identical across respondents from the same campus, and differences were a case of one person answering something that another left blank, or different people not all choosing the same options on a "choose all that apply" item. In the latter case, all checkboxes that were selected for the item were included in the consolidated case. If one respondent from a campus replied "I don't know" or "unable to evaluate," the other response from that campus was reported.

These procedures resulted in a sample consisting of 95 responses. Of the 95, 79 were from community colleges, 8 were from CSU campuses, and 8 were from UC campuses. For survey questions dealing with respondents' background information, the 111 valid responses were used; for all other questions, the 95 consolidated single-campus responses were used.

Survey Results and Findings

Respondent Information

Survey respondents provided a total of 39 different job titles for the 111 valid responses; valid cases were used for this result because when cases were combined to form a single set of responses for a given campus, the personal background information was deleted. Rather than report 39 different job titles, some rather extensive consolidation was used to group respondents' job categories. These results are reported in Table 1, for all responses together, as well as for the three individual segments (community colleges, CSU campuses, and UC campuses). A distinction was made between faculty who also serve in an administrative capacity and respondents who classified themselves as administrators with no faculty or teaching status. This distinction was made because it might create a difference in perspective among the respondents. It is worth pointing out that three of the faculty identified themselves as adjunct faculty, and one as part-time faculty. Five indicated that they were lecturers; other classifications included professors, associate professors, assistant professors, instructors, and teachers.

Table 1

Job Positions of Respondents

Position category	Overall		CC		CSU		UC	
	Count	%	Count	%	Count	%	Count	%
Faculty	55	49.5%	48	52.7%	4	40.0%	3	30.0%
Supervisor/ Coordinator/ Director/Chair/ Dean	19	17.1%	14	15.4%	3	30.0%	2	20.0%
Faculty + Supervisor/ Coordinator/ Director/ Chair	28	25.2%	25	27.5%	1	10.0%	2	20.0%
Counselor	1	0.9%	1	1.1%	0	0.0%	0	0.0%
Academic Senate President	1	0.9%	1	1.1%	0	0.0%	0	0.0%
Blank	7	6.3%	2	2.2%	2	20.0%	3	30.0%
Total	111	99.9%	91	100.0%	10	100.0%	10	100.0%

Note: Values may not total to exactly 100.0% due to rounding.

Table 2 reports the number of years that respondents reported having worked at their current institutions. The open-ended survey question was phrased, "Please state how long you've worked here"; however, an unknown number of respondents may have reported time in the profession. As a clarification, nine respondents did in fact report "California" or "CA" for how long they had been

working in their current institution. Seven of these were faculty, and two were in combination faculty/administrative positions.

Table 2

Number of Years Worked at Institution

Number of years	Overall		CCC		CSU		UC	
	Count	%	Count	%	Count	%	Count	%
0-4	15	13.5%	13	14.3%	2	20.0%	0	0.0%
5-10 years	16	14.4%	10	11.0%	4	40.0%	2	20.0%
11-15 years	19	17.1%	15	16.5%	1	10.0%	3	30.0%
16-20 years	25	22.5%	23	25.3%	1	10.0%	1	10.0%
20-29 years	13	11.7%	12	13.2%	0	0.0%	1	10.0%
30 years or more	8	7.2%	8	8.8%	0	0.0%	0	0.0%
"California"	9	8.1%	8	8.8%	0	0.0%	1	10.0%
Blank	6	5.4%	2	2.2%	2	20.0%	2	20.0%
Total	111	99.9%	91	100.1%	10	100.0%	10	100.0%

Note: Values may not total to exactly 100.0% due to rounding.

How Campuses Identify Entering ELLs

Table 3 summarizes the responses to the question of whether a campus identifies entering students as second-language or Generation 1.5/multilingual learners of English (see Glossary for definitions). Very few respondents from community colleges, and a relatively low number from UC campuses, reported that their schools do not identify ELL freshmen at all. Fully one quarter of the CSU campuses responding, however, said that their schools do not identify ELLs. A relatively small number of community college and CSU campuses only identify international students as ELLs, with none of the UC respondents reporting that their schools limit their identification process in this way. Roughly a third of community colleges, a few CSUs, and no UCs reported identifying ELLs who were non-native English speakers, but not Generation 1.5 students. Roughly a third of community colleges, one eighth of CSUs, and a clear majority of UCs do include Generation 1.5 students when identifying their ELL population, according to those responding to the survey.

Only 15 respondents, all from community colleges, provided comments to explain their answers regarding whom they identify as ELLs. One responded that "ESL students are not identified," although this person also indicated that F-1 visa students are identified as ELLs. Another response indicated that the respondent did not understand the question, and another, who had selected "other," provided one of the responses on the list ("Yes, including both non-native English speakers/second language learners of English and Generation 1.5/multilingual learners of English") as their comment. Ten responses said that ESL students self-identify, anticipating the next question. Another respondent commented that F-1 students and non-native speakers of English are identified, but not Generation

1.5 students. Finally, one responded that ELLs are identified, but students decide which tests to take and may choose the English-only track.

Table 3

Whether a Campus Identifies Entering Students as Second-Language or Generation 1.5/Multilingual Learners of English

	Overall		CC		CSU		UC	
Response	Count	%	Count	%	Count	%	Count	%
No	8	8.4%	5	6.3%	2	25.0%	1	12.5%
Yes, but only F-1 visa/ international students	11	11.6%	10	12.7%	1	12.5%	0	0.0%
Yes, but only non-native English speakers/second language learners of English	27	28.4%	26	32.9%	1	12.5%	0	0.0%
Yes, including both non-native English speakers/ second language learners of English and Generation 1.5/ multilingual learners of English	28	29.5%	20	25.3%	3	37.5%	5	62.5%
Not Applicable	2	2.1%	2	2.5%	0	0.0%	0	0.0%
Other (please describe)	13	13.7%	13	16.5%	0	0.0%	0	0.0%
Blank	6	6.3%	3	3.8%	1	12.5%	2	25.0%
Total	95	100.0%	79	100.0%	8	100.0%	8	100.0%

Table 4

How a Campus Identifies Entering Freshmen as English Language Learners

	Overall		CC		CSU		UC	
	Count	% of campuses responding	Count	% of campuses responding	Count	% of campuses responding	Count	% of campuses responding
They are self-identified…								
on their applications	43	45.3%	37	46.8%	3	37.5%	3	37.5%
by the placement test they choose to take	54	56.8%	51	64.6%	1	12.5%	2	25.0%
not applicable	4	4.2%	3	3.8%	1	12.5%	0	0.0%
by another means (please explain):	33	34.7%	26	32.9%	3	37.5%	4	50.0%
They are identified by someone else…								
during placement testing	34	35.8%	29	36.7%	0	0.0%	5	62.5%
through visa data	23	24.2%	19	24.1%	2	25.0%	2	25.0%

	Overall		CC		CSU		UC	
	Count	% of campuses responding	Count	% of campuses responding	Count	% of campuses responding	Count	% of campuses responding
through biographical data	24	25.3%	20	25.3%	2	25.0%	2	25.0%
through a combination of placement testing and biographical data	30	31.6%	25	31.6%	0	0.0%	5	62.5%
not applicable	13	13.7%	10	12.7%	3	37.5%	0	0.0%
by another means, (please explain):	33	34.7%	30	38.0%	3	37.5%	0	0.0%

Table 5

How a CSU or UC Campus Identifies Entering Transfer Students as English Language Learners

	Overall		CSU		UC	
	Count	% of campuses responding	Count	% of campuses responding	Count	% of campuses responding
They are self-identified…						
on their applications	4	25.0%	3	37.5%	1	12.5%
by the placement test they choose to take	0	0.0%	0	0.0%	0	0.0%
not applicable	7	43.8%	3	37.5%	4	50.0%
by another means (please explain):	3	18.8%	2	25.0%	1	12.5%
They are identified by someone else…						
during placement testing	0	0.0%	0	0.0%	0	0.0%
through visa data	2	12.5%	1	12.5%	1	12.5%
through biographical data	2	12.5%	2	25.0%	0	0.0%
through a combination of placement testing and biographical data	0	0.0%	0	0.0%	0	0.0%
not applicable	7	43.8%	3	37.5%	4	50.0%
by another means, (please explain):	6	37.5%	3	37.5%	3	37.5%

Two items asked about how entering freshmen ("entering students" for community colleges and "entering freshmen" for CSU and UC campuses) are identified, with each item including a set of checkboxes. The first focused on how students are self-identified, and the second on other means of identification. These two items were combined in the analysis, and the responses are summarized in Table 4.

The questions asked respondents to explain if another method not listed was used for freshmen to *self*-identify as ELLs. Twelve community colleges and three CSU campuses reported using either self-identification on a guided placement survey, self-assessment, simply "self-identification," or self-enrollment in ESL courses, as the ways in which ELLs self-identified. Eight community college respondents stated that they self-identify by being identified during counseling sessions, and two community college respondents viewed F-1 status as a means of self-identifying. Two community college respondents and three UC respondents added that ELLs self-identify at their schools by taking a placement test (the UC AWP Exam and/or TOEFL for the UC respondents), although the future of placement testing at community colleges is uncertain. Two community colleges reported using multiple measures to classify freshmen as ELLs.

When explaining what method not listed was used for *others* to identify freshmen as ELLs, 20 community college respondents and three CSU respondents replied that self-identification is used. Seven community college respondents replied that counselors notice that students have a problem and refer them for ESL coursework, two community colleges reported using placement testing, and one community college and one CSU campus reported using students' transcripts to identify freshmen as ELLs. Five community colleges and one CSU reported using F-1 visa status to identify freshmen as ELLs.

Another question asked: "In its reports concerning such subjects as accreditation, demographics, and student success rates, does your campus gather general statistics about the number of ELLs (including multilingual/Generation 1.5 learners) who are not international students?" As Table 6 indicates, a majority of the community college campuses responding indicated that they do gather this sort of data, whereas a similar proportion of the CSU and UC campuses responding do not.

Table 6

Whether the Campus Gather Statistics About ELLs who are not International Students

	CCC		CSU		UC	
	Count	%	Count	%	Count	%
Yes	48	60.8%	3	37.5%	3	37.5%
No	30	38.0%	5	62.5%	5	62.5%
Blank	1	1.3%	0	0.0%	0	0.0%

An open-ended question then asked for further comments on the identification of ELLs on campus and the campus administration's awareness of their numbers. Among community college respondents 44 answered this question; eight replied "no" and three replied "n/a." The other comments are provided in their entirety in Table A1 in Appendix B, but the common threads from the comments are described here. The most prominent themes that emerged involved concern that ELLs are not systematically identified by most campuses or at the system level, particularly following the move away from placement testing as a result of AB 705. Respondents also referred to the elimination of levels in ESL programs, and a tendency for ELLs to move directly into transfer-level English classes, regardless of whether they are ready to succeed in those classes or not. Respondents also mentioned a lack of data on success of ELLs, including Generation 1.5 students, in transfer-level English and in

general education (G.E.) courses that require extensive reading and writing. Several respondents referred to a need for ethnic information in addition to racial information for greater insight into students' language needs. A reliance on unverified self-report data and self-directed placement were also mentioned. Interestingly, no respondent noted any improvements in serving ELLs that have resulted from AB 705. The overall tone of the comments was strongly negative.

Among the eight CSU survey respondents, there was one "no" and two substantive responses to the request for additional comments. Of the eight UC survey respondents, there were four responses. Neither system's comments contained clear trends such as those found in the community college responses; the full text of these responses can be found in Tables A2 and A3 in Appendix B.

CSU and UC respondents were asked whether incoming freshmen and transfer students are included in their campus' reports about ELLs. Of the eight CSU respondents to the survey, two (25.0%) indicated that both incoming freshmen and incoming transfer students are so included, and that the two groups are differentiated in campus reports. Of the eight UC survey respondents, three (37.5%) indicated that freshmen are included in campus reports about ELLs; one (12.5%) indicated that only incoming freshman ELLs are included in campus reports. Two of the UC respondents (25.0%) reported that freshman and transfer ELLs are differentiated in campus reports. CSU respondents were also asked whether, for incoming freshmen, the same procedures are used to place domestic ELLs and international students into freshman composition courses. Five of the six (83.3%) who answered this question indicated that their campuses do use the same procedures to place both groups.

The next question asked what assessment instruments campuses used to place ELLs. Respondents were asked to select all that applied, so percentages total more than 100%; percentages refer to the percentage of respondents who indicated that they used that instrument. Survey takers from 66 community colleges and 5 CSU campuses selected at least one response to this question. Those results are summarized in Table 7. Those selecting "other" were asked to specify what other instrument(s) are used at their campus. When responses described previous practice as well as plans for 2020-21, the latter was counted. These responses were combined and are provided in Table 8. As in Table 7, the percentages are based on the number of respondents for that system (i.e., 66 or 5, respectively). Based on these results, the most common instruments at community colleges appear to be directed self-placement (either for all students or for ELLs alone), standardized test scores, and specific placement tests for ELLs. Among the other options provided by the respondents, guided self-placement was clearly the most common response, despite its having been included in the list of possible responses. Among the responses from CSU campuses, directed self-placement and standardized test scores were the only options selected. Despite no CSU respondent selecting "other," one respondent did comment that their campus uses multiple measures.

Table 7

Instruments Used to Place ELLS at Community Colleges and CSUs

Instrument	Community colleges		CSUs	
	Count	%	Count	%
A single English placement test for all students, in which ELLs are placed based on cut scores only	6	9.1%	0	0.0%
A single English placement test for all students, in which students are placed based on reader evaluation only	2	3.0%	0	0.0%
A single English placement test for all students, where ELL students are placed based on a combination of both cut scores and reader evaluation	3	4.5%	0	0.0%
A specific placement test for ELLs	28	42.4%	0	0.0%
Scores on standardized tests (e.g., SAT, TOEFL, IELTS) and/or high school grades--if so, which one(s)?	21	31.8%	2	40.0%
A directed self-placement survey or similar procedure that is used to place all students	28	42.4%	4	80.0%
A directed self-placement survey or similar procedure that is used only for ELLs (including multilingual/ Generation 1.5 learners)	26	39.4%	0	0.0%
Other	29	43.9%	0	0.0%

Table 8

Results for "Other" Instruments at Community Colleges and CSUs

Instrument	Community Colleges		CSUs	
	Count	%	Count	%
Guided self-placement	20	30.3%	0	0.0%
Writing diagnostic/writing sample	5	7.6%	0	0.0%
HS GPA	4	6.1%	0	0.0%
Accuplacer	3	4.5%	0	0.0%
Can choose ESL placement test	2	3.0%	0	0.0%
Counselor or faculty recommendation	2	3.0%	0	0.0%
TOEFL/IELTS/etc.	2	3.0%	0	0.0%
Multiple measures	2	3.0%	1	20.0%
CELSA	1	1.5%	0	0.0%
Beginning in fall 2020	1	1.5%	0	0.0%
Guiding students to English 101	1	1.5%	0	0.0%
CAT for noncredit	1	1.5%	0	0.0%
CASAS	1	1.5%	0	0.0%
Unspecified placement test	1	1.5%	0	0.0%

If community college respondents said that scores on standardized tests and/or high school grades were used, they were asked which ones specifically were used. These results are provided in Table 9.

Table 9

Types of Standardized Tests and/or High School Grades Used at Community Colleges to Place ELLs

Measure	Count	%
HS GPA	9	33.3%
Accuplacer	4	14.8%
SAT	3	11.1%
Multiple measures	2	7.4%
TOEFL, IELTS, etc.	12	44.4%
CELSA	1	3.7%
Unclear response	1	3.7%

Community college and CSU respondents were asked who or what determines which test students take. These responses are summarized in Table 10. The column providing the percentages of those substantively responding was calculated with "not applicable" removed from the total number of survey takers responding. Responses to "other/ n/a" tended to indicate a combination of choices from the preceding question and stated that Accuplacer was no longer used, or were difficult answers to interpret (e.g., "the cut scores").

Community college and CSU respondents were then asked how the tests or self-placement instruments being used had been produced. This information is presented in Table 11. For community colleges, the majority were produced by faculty on campus, with a smaller number stating the tests were commercially developed. Respondents were told to check all answers that applied, so percentages total to more than 100%. Similarly, six CSU survey takers responded to this question, with a plurality indicating that the tests on their campuses were also created by faculty.

Table 10

Who or What Determines Which Test Students Take at Community Colleges and CSUs

	Community Colleges		CSUs	
Who decides	Count	%	Count	%
Students themselves	25	41.0%	1	16.7%
Counselors	1	1.6%	1	16.7%
ESL specialists	6	9.8%	0	0.0%
Students themselves; ESL specialists	1	1.6%	0	0.0%
Other/ N/A	28	45.9%	4	66.7%

Table 11

How Tests or Self-Placement Instruments Were Produced at Community Colleges and CSUs

	Community Colleges		CSUs	
Method of production	Count	%	Count	%
They were written by faculty on campus	40	60.6%	3	42.9%
They were commercially developed	22	33.3%	1	14.3%
They were developed system-wide	5	7.6%	1	14.3%
Not applicable	8	12.1%	2	28.6%

Table 12

Whether Locally-Developed Placement Tests at Community Colleges have Received Approval from the Chancellor's Office

Response	Count	%
Yes	11	18.3%
No	7	11.7%
Not applicable	41	68.3%
Yes + Not applicable	1	1.7%

Another question asked about community college placement tests; specifically, if they had been written on campus, whether they had received approval from the Chancellor's Office. The 60 responses are presented in Table 12. Among those who found the question applicable, a few more had received approval than had not. When asked how cut scores are set for placement tests used on their campuses, 61 respondents answered, although 18 of these said the question was not applicable to their campus. These responses are presented in Table 13. Most commonly, cut scores are set by ESL faculty, but they are also frequently set by ESL faculty along with non-ESL faculty (potentially either faculty in other departments or administrators) and the research and testing office.

Table 13

Cut Score Setting Methods Used by Community Colleges for Placement Tests

Cut score setting method	Count	%	% with substantive answer
The student self-identifies his/her own level	2	3.3%	4.4%
ESL specialists	27	44.3%	60.0%
A combination of ESL specialists and the research or testing office	2	3.3%	4.4%
A combination of ESL specialists, non-ESL specialists, and the research or testing office	13	21.3%	28.9%
A combination of ESL specialists, non-ESL specialists, and the research or testing office PLUS a systemwide committee	1	1.6%	2.2%
Not Applicable	16	26.2%	--

Table 14

Cut Score Setting Methods Used by CSU Campuses for Placement Tests

Cut score setting method	Count	%
Administrator(s)	1	25.0%
A committee of ESL teachers	0	0.0%
A combination of administrator(s) and a committee of ESL teachers	0	0.0%
N/A	3	75.0%
Other	0	0.0%

Table 15

Process for an ELL Student to Challenge a Placement Determination at Community Colleges and CSUs

Type of policy	Community College		CSU	
	Count	%	Count	%
Retest using the same test	14	24.6%	0	0.0%
Retest using a different test	9	15.8%	1	20.0%
Student may appeal results by oral or written request	23	40.4%	2	40.0%
Student may demonstrate skill or supply evidence of skill through other means	36	63.2%	0	0.0%
Retake the guided self placement	1	1.8%	0	0.0%
Yes, unspecified method	0	0.0%	1	20.0%
No process	7	12.3%	1	20.0%

Fifty-seven community college respondents reported that in most cases, some mechanism exists for ELL students to challenge their course placements. These are detailed in Table 15. In addition to these responses, nine community college respondents noted that since their campus uses some form of self-placement, the students can change their own results at will. One CSU respondent made essentially the same comment regarding self-placements.

Community college respondents were also asked whether the progress of entering freshmen who are ELLs and placed into courses for second language learners of English is tracked by any department, program, or campus entity. The responses from 63 of the survey takers are presented in Table 16. The vast majority indicated that ELLs' progress in completing ESL courses is tracked. When CSU respondents were asked whether their institutions track the progress of ELL immigrant students across courses, of the six respondents answering the question, all of them (100.0%) said these students' progress was not tracked. When asked whether their institutions track the progress of international student ELLs across courses, three of the six (50.0%) respondents answering the question said that their progress is tracked.

Table 16

Whether the Progress of Entering Freshman ELLs is Tracked by Community Colleges

Status of progress tracking	Count	%
Progress in completing ESL courses is tracked	51	81.0%
Progress is completing other writing requirements is tracked	6	9.5%
Progress is not tracked	6	9.5%

Table 17

How Community Colleges Evaluate the Effectiveness of the Placement Process for Students into Writing Courses

Evaluation method	Count	%
No data is being gathered	8	12.9%
Anecdotal data being discussed	10	16.1%
Formal data being gathered; not analyzed	16	25.8%
Formal data gathered and analyzed	28	45.2%

As seen in Table 17, a plurality reported that formal data are gathered and analyzed on their campuses, with a large number also collecting data but not analyzing it, at least thus far.

Respondents representing CSU and UC campuses were asked similar questions about whether they assess incoming ELL transfer students (UC), or more specifically, use a test to identify and place ESL transfer students. These results are provided in Table 18. The two CSU respondents whose campuses do assess incoming ELL transfer students reported that the test used for this purpose is the same one that is used for freshmen ELLs.

Table 18

Whether CSU and UC Campuses Assess Incoming ELL Transfer Students

	CSUs		UCs	
	Count	%	Count	%
Yes	2	33.3%	2	25.0%
No	4	66.7%	6	75.0%

A question on who determines whether transfer students should take an English test was answered by five CSU respondents, including both of those saying their campus assesses incoming ELL transfer students. Two of these respondents (40.0%), who work at campuses that do not assess ELL transfer students, reported "not applicable." Two others (40.0%) reported that the students themselves decide. These two respondents included one of the "yes" respondents on the previous question; this person had previously said their campus used a guided self-placement instrument, and further shared that it was locally developed by campus faculty. The other had said that students were not tested. The remaining respondent (20.0%), who also reported working at a campus that tests ESL transfer students, gave a confusing reply: "Students educated outside English-speaking country [*sic*] must meet minimum CSU English proficiency requirements." This appears to be a reference to proficiency tests such as the TOEFL and IELTS, which would not be required of transfer students. This inference is consistent with their statement on another item that the test was commercially developed. This calls into question whether the correct percentage in this small dataset should be 16.7% instead of 33.3%. The only respondent commenting on cut scores was the person who seemed to be referring to commercial tests of proficiency such as the TOEFL and IELTS (which, again, would not normally be required for transfer students); they said that the cut scores were set by ESL administrators.

UC respondents were asked a similar question, about who determines whether ELL transfer students are placed in ESL courses; the two people who had answered "yes" to the preceding question gave

the only responses. One said "ESL specialists," while the other replied, "We only have freshmen in our courses—no transfers." This answer also calls into question their previous response, suggesting that the correct number of "yes" responses in Table 18 should have been 16.7% for both systems.

Both CSU and UC respondents were asked whether their institutions track the progress of ELL transfer students across courses. Four out of the five CSU respondents answering this question reported that their campuses do not track students in this manner. The one who did report tracking of ELL transfer students said it is done informally by the International Students Advisor. The five UC respondents who answered the question said that these students' progress is not tracked.

When asked about concerns regarding the procedures used to place transfer students into courses for ELLs, two CSU respondents answered. One replied, "We just started creating writing courses for ELLs." The other stated, "While transfer ESL students may benefit from the instruction, they feel they don't belong in "ESL" classes. Our classes are not remedial at SF State - they meet the A2 and A1 requirements but are taught by ESL trained instructors. However, transfer students don't understand this perspective." Through an oversight with the survey instrument, UC respondents were not specifically asked for concerns about placement procedures. However, in the open-ended question asking for additional comments on assessment, placement, or tracking of ELL transfer students, none of the UC respondents expressed any concerns.

When asked how many students per year are placed into ESL-designated courses, including "all types of ELL students (immigrant, transfer, international, etc.)," three CSU respondents answered. Their answers were the following: N/A, 12 students for 2019-20 (averaging 7-12 per year), and 250. The question did not differentiate freshman and transfer students. UC respondents to the survey were asked separately about freshman and transfer students. For freshmen, the answers varied widely, even within the response from a single respondent. Rather than attempting to summarize such disparate data, all seven responses are presented in Table 19. On the other hand, only three respondents gave replies when asked about transfer students placed in ESL writing courses. One replied there were 5-10 such students; the other two replied that the question was not applicable.

Table 19

Numbers of UC Freshmen Placed in ESL Courses

Comments
It has varied considerably. It was over 1150 in 2017 and under 600 in 2019. + 600-1300
8-900
30-50
350 out of 4800 NF
500-600
450 this past year, but it has changed every year
300

UC respondents were additionally asked about the assessment and placement of incoming freshmen. The survey prefaced the questions by stating the following: The University of California administers the statewide Subject A Examination (now called the Analytical Writing Placement Examination, or AWPE) to all entering freshmen. Upon evaluation of this examination, students with non-passing scores and whose writing exhibits characteristics of ELLs are marked with an "E."

They were then asked about how their campus uses the "E" papers for placement of freshmen in writing courses. The 11 different responses chosen by the 8 respondents are presented in Table 20. The two "other" responses were as follows: "We also re-read E papers and place students into non-sheltered/mainstream courses to override a mislabeled E designated exam" and "In addition to placing the writers of E papers into our EMS Program we place many into our campus Writing Program based on biodata of years of U.S. education and years of U.S. residency."

Table 20

How UC Campuses Use "E" Papers for Freshman Placement

Response	Number selecting
We do not re-read the E papers; all students take a Subject A equivalent course regardless of the E designation.	1
We do not re-read the E papers; but most students with an E designation are placed into an ESL course or a course specifically designed to develop ELL students' English writing proficiency.	2
We re-read the E papers using our own evaluation criteria in order to place students in our ESL writing courses or other courses specifically designed to develop ELL students' English writing proficiency.	3
We re-test all students with an E designation using our own campus exam and we use this campus exam to place students in an appropriate writing course for ELL students.	2
We use a combination of re-reading the E papers and our own assessment instrument(s) to place students in an appropriate writing course for ELL students.	1
We do not use the E designation to place students in courses, but we do use it in some cases to advise students to take writing courses specifically designed for ELL/ multilingual students.	0
Other (please describe):	2

UC respondents were also asked to make additional comments about the role of AWPE in freshman placement; the four responses to this question were as follows:

- The "E" papers are read by campus specialists to see if we agree with the "E" designation. If so, they take our local placement exam for multilingual students.

- We have an in-house placement test that we use for transfer students and grad students. Freshmen come to us via the AWPE.

- More than 80% of "E" papers lead to placement in ELL courses.

- Typically we place more than half of the students whose AWPEs are designated with E into the Writing Program and not into a course with specialized instruction for L2 writers. Almost 100% of our undergraduate EMS courses are international students

When asked if their UC campus had its own campus assessment instrument(s), six respondents replied that they had been written by ESL faculty on campus, and the other two replied "none." Of those six with locally-produced instruments, one additionally replied that their campus had "a committee to develop directed self-placement for ALL students, including multilingual learners."

When asked what types of tasks were included on their campus assessment instruments, four respondents reported that they included composition writing. Two of these also reported using reading tasks in conjunction with the composition writing.

Both CSU and UC respondents were asked about how their institutions evaluate the effectiveness of the placement process for students into writing courses. These results are presented in Table 21. Only half of the respondents in either system reported any sort of evaluation of the placement process.

Table 21

How CSU and UC Campuses Evaluate the Effectiveness of the Placement Process for Students into Writing Courses

	CSU		UC	
	Count	%	Count	%
Anecdotal data being discussed	1	12.5%	3	37.5%
Formal data gathered and analyzed	2	25.0%	1	12.5%
Formal data being gathered; not analyzed	1	12.5%	0	0.0%
No data is being gathered	1	12.5%	2	25.0%
No response	3	37.5%	2	25.0%

When invited to make additional comments, only one CSU respondent had a reply—from the campus that is gathering but not analyzing data—stating that their campus had just revised the directed self-placement process, and that while they hoped to gather data about its effectiveness such information might not be accurate at present due to the current Covid-19 situation. The additional responses from UC respondents were rather confusing in some cases. One respondent, who reported that their campus discusses anecdotal data, answered "NO transfers." The other two respondents who made comments both stated that they assumed the question about evaluating the effectiveness of the placement process had referred to transfer students, one saying that they do not collect data on these students, and the other, who had reported that their campus discussed anecdotal data, appeared to say that formal data is collected for freshmen.

Respondents from all three systems were asked whether their campuses had classes specifically designed for ELLs. Their responses are summarized in Table 22. As can be seen, no community college campus reported *not* having ESL courses, although two of the seven CSU respondents reported that their campus did not, as did one of the eight UC respondents.

Table 22

Whether Campuses Have Classes Specifically Designed for ELLs

	CC		CSU		UC	
	Count	%	Count	%	Count	%
Yes	68	86.1%	5	62.5%	7	87.5%
No	0	0.0%	2	25.0%	1	12.5%
Blank	11	13.9%	1	12.5%	0	0.0%

Table 23

Undergraduate Classes Specifically Designed for ELLs that are Offered at Institutions, by Class Type

Community Colleges								
Levels	Writing	Reading	Reading/ writing	Pronunciation	Listening	Speaking	Listening/ speaking	Multi-skill	Grammar
8	1/1.3%	1/1.3%	1/1.3%	0/0.0%	0/0.0%	0/0.0%	0/0.0%	1/1.3%	0/0.0%
7	2/2.5%	2/2.5%	3/3.8%	0/0.0%	0/0.0%	0/0.0%	1/1.3%	2/2.5%	2/2.5%
6	1/1.3%	0/0.0%	4/5.1%	0/0.0%	1/1.3%	1/1.3%	3/3.8%	3/3.8%	3/3.8%
5	8/10.1%	7/8.9%	13/16.5%	4/5.1%	2/2.5%	2/2.5%	9/11.4%	11/13.9%	9/11.4%
4	6/7.6%	4/5.1%	10/12.7%	5/6.3%	5/6.3%	5/6.3%	10/12.7%	6/7.6%	14/17.7%
3	4/5.1%	7/8.9%	6/7.6%	3/3.8%	4/5.1%	5/6.3%	16/20.3%	2/2.5%	7/8.9%
2	4/5.1%	6/7.6%	8/10.1%	15/19.0%	1/1.3%	1/1.3%	9/11.4%	4/5.1%	8/10.1%
1	4/5.1%	5/6.3%	3/3.8%	19/24.1%	3/3.8%	3/3.8%	6/7.6%	6/7.6%	4/5.1%
0	49/62.0%	47/59.5%	31/39.2%	33/41.8%	63/79.7%	62/78.5%	25/31.6%	43/54.4%	32/40.5%

CSU								
3	3/37.5%	0/0.0%	0/0.0%	0/0.0%	0/0.0%	0/0.0%	0/0.0%	0/0.0%	0/0.0%
2	0/0.0%	0/0.0%	0/0.0%	0/0.0%	0/0.0%	0/0.0%	0/0.0%	1/12.5%	1/12.5%
1	1/12.5%	3/37.5%	2/25.0%	0/0.0%	0/0.0%	1/12.5%	1/12.5%	0/0.0%	1/12.5%
0	4/50.0%	5/62.5%	6/75.0%	8/100.0%	8/100.0%	7/87.5%	7/87.5%	7/87.5%	6/75.0%

UC								
4	1/12.5%	0/0.0%	0/0.0%	0/0.0%	0/0.0%	0/0.0%	0/0.0%	0/0.0%	0/0.0%
3	2/25.0%	0/0.0%	1/12.5%	0/0.0%	0/0.0%	0/0.0%	0/0.0%	1/12.5%	0/0.0%
2	0/0.0%	0/0.0%	0/0.0%	0/0.0%	0/0.0%	0/0.0%	0/0.0%	0/0.0%	0/0.0%
1	0/0.0%	1/12.5%	2/25.0%	1/12.5%	1/12.5%	3/37.5%	2/25.0%	1/12.5%	1/12.5%
0	5/62.5%	7/87.5%	4/50.0%	7/87.5%	7/87.5%	5/62.5%	6/75.0%	6/75.0%	7/87.5%

Note: Blank responses were recorded as 0 because of the way in which the question was presented.

The survey also inquired as to the types of classes specifically designed for ELLs that are offered at each campus, and the number of levels of each. These results are presented in Table 23. By far, community colleges offer a greater number of courses within each of the nine categories, and a

greater variety of courses as well. CSU campuses had the sparsest offerings: Of the eight campuses with respondents, writing courses for ELLs were reported at four campuses and reading/writing courses at two; other skills received much less emphasis, with pronunciation and listening classes not available at any of the eight campuses, and speaking, listening/speaking, and multi-skill classes only available at one campus each. Offerings at the UC campuses who responded to the survey were somewhat more extensive than at the CSU, but still only half the campuses reported reading/writing classes and three of the eight reported writing classes for ELLs. Three campuses offered a one-semester speaking course; in the other categories, 75% or more had no offerings.

Table 24

Other Types of Classes Specifically Designed for ELLs

Type of class	CC	CSU	UC	Type of class	CC	CSU	UC
Non-credit ESL (including "mirrored" classes)	11	0	0	Support course for Generation 1.5	1	0	0
Non-credit ESL and citizenship	4	0	0	Special ELL-designated sections of freshman composition	3	1	0
Separate IEP	1	0	0	Special composition course for study-abroad students	0	1	0
Lab classes	4	0	0				
Digital literacy	3	0	0	Classes for graduate student ELLs	0	0	2
Idioms	1	0	0				
One or more electives	7	0	0	Classes apparently captured in Table 23	5	1	1

Respondents were also asked whether their campus had other types of classes specifically designed for ELLs. These responses are summarized in Table 24. It should be noted that some respondents had responses in more than one category, especially among community college respondents. When asked what timelines, if any, were required for the completion of ESL courses at their institutions, respondents provided a broad range of replies, which are summarized in Table 25. Examples of unresponsive responses included "18 weeks to complete a course" and "It varies by student." The comment of "Only state requirements" from a community college respondent was interpreted as three years, in light of AB 705.

Table 25

Timelines for Completion of ESL Coursework

	CC	CSU	UC		CC	CSU	UC
1 semester/quarter per course	3		1	5 semesters	5		
1 year encouraged	1		1	3 years encouraged	3		
1 year	1		1	3 years required	12		
3-5 quarters			3	None	2	1	
2.5 semesters	1			Referred to options, not requirements			
3 semesters encouraged	1			May take each class up to three times			
3 semesters required	5			N/A	3		
2 years encouraged	2			Unresponsive response	8	2	
2 years required	5			Blank	25	5	2
4-5 semesters encouraged	3						

When asked what student population their courses for ELLs are intended to serve, no community college respondent gave an answer. The CSU and UC responses are presented in Table 26. When asked whether ESL cour ses were credit-bearing at their universities, no community college respondents replied. Four CSU respondents indicated that yes, they were, and one indicated that some were credit bearing, while three did not answer. Six UC respondents indicated that ESL courses were all credit-bearing, one said that none of them were, and one did not answer the question. On the subject of *non*-ESL composition courses, four CSU respondents indicated that they were all credit-bearing, while four did not respond. Six UC respondents indicated that they were all credit-bearing, and one said that none of them were, with only one respondent failing to answer. No community college respondents answered the question.

Table 26

Populations Intended to be Served by ESL Courses

	CC	CSU	UC
Most courses serve freshmen, while some/a few serve upper division		2	2
Some courses serve freshmen, while some serve upper division		3	1
All courses serve both freshmen and upper division			1
All courses serve freshmen only			3
Blank	79	3	1

Respondents were next asked in which departments or programs English courses for ELLs were offered. These responses are presented in Table 27. The responses provided by respondents selecting "other" are listed in Table 28.

Table 27

Departments and Programs in which English Courses for ELLs were Offered

	CC		CSU		UC	
English	17	18.9%	4	50.0%	0	0.0%
ESL	54	60.0%	0	0.0%	0	0.0%
Linguistics	3	3.3%	0	0.0%	1	14.3%
Writing Program	1	1.1%	2	25.0%	5	71.4%
Developmental Studies	3	3.3%	0	0.0%	0	0.0%
Learning Skills Center	5	5.6%	0	0.0%	0	0.0%
Other	7	7.8%	2	25.0%	1	14.3%
Total	90	100.0%	8	100.0%	7	100.0%

Table 28

Other Departments and Programs Reported for English Courses for ELLs

CC	CSU	UC
Languages & Communication (credit) and Community Education (noncredit)	Intensive English Program	Program in Academic English
ESL Non-credit	World Languages	
English for Multi-Lingual Students/Linguistics		
American Language (credit ESL)		
Adult Education		
Communications		
English Language Acquisition (which is part of the larger English, Labor Studies, Philosophy, and Humanities department)		

Respondents were also asked about the class sizes of ESL writing courses at their institutions. Many respondents gave ranges rather than discrete numbers, as allowed for in the item itself, making evaluation of the responses difficult. Thus, Table 29 presents the data first with frequency counts for all values, then with ranges rounded to their center values (e.g., 15-35 was rounded to 25). With the values condensed, it becomes easier to see that among community college respondents, a clear majority of the campuses reported ESL class sizes in the 25-30 range. The five CSU respondents were spread out so much that it is difficult to generalize, but all seven UC responses lay in the 14-18 range, a tremendous disparity compared to norms in the community colleges. It is worth noting that with class sizes above 25, it is challenging for a writing instructor to give much individual attention to the unique language support needs of ELL students. Specifically, it becomes difficult to give individual attention to the drafts written by each student. Likewise, as the number of students increases, instructors' ability to address the language needs of all the students decreases, making it more difficult to choose which language points to address in class.

Table 29

Class Sizes in ESL Writing Courses

All responses	CC	CSU	UC	Condensed responses	CC	CSU	UC
4-18	1	0	0	10	0	1	0
5-22	0	0	1	11	1	0	0
5-32	1	0	0	14	0	0	1
7-12	0	1	0	15	0	0	3
15	0	0	3	16	1	0	0
15-30	1	0	0	18	0	0	3
15-35	1	0	0	19	1	0	0
15-40	2	0	0	20	2	0	0
16	1	0	0	22	0	2	0
18	0	0	3	23	2	0	0
18-25	0	1	0	24	4	1	0
18-30	2	1	0	25	15	0	0
20	2	0	0	26	1	0	0
20-25	1	0	0	27	2	0	0
20-30	1	0	0	28	16	0	0
22	0	1	0	29	2	0	0
24	2	0	0	30	11	1	0
25	13	0	0	31	1	0	0
25-28	1	0	0	32	2	0	0
25-30	7	0	0	33	2	0	0
25-35	2	0	0	45	1	0	0
25-40	1	0	0				
26	1	0	0				
27	1	0	0				
27-30	1	0	0				
28	7	0	0				
28-31	1	0	0				
28-35	1	0	0				
29	1	0	0				
30	8	1	0				
30-35	1	0	0				
31	1	0	0				
32	1	0	0				
45	1	0	0				

Those responding to the survey were also asked whether students on their campus were required to follow a specific sequence of classes once placed into an ESL program. The responses to this question are presented in Table 30. When asked whether letter grades, pass/no pass, or credit/no credit grades were used in these courses, the vast majority of campuses in all three systems used letter grading, but many also reported allowing credit/no credit or pass/no pass grading as well. Among community college respondents, six respondents revealed that their campus only employs pass/fail or credit/no credit grading for ESL classes. One UC campus reported the same, while letter grades are required or at least an option at all of the CSU campuses for which information was available. When asked about non-ESL composition courses, responses were much the same, with five community college respondents reporting the use of pass/fail or credit/no credit grades without the option for letter grades.

Table 30

Whether Students are Required to Follow a Specific Sequence of ESL Classes

	CC		CSU		UC	
Yes	36	45.6%	1	12.5%	7	87.5%
No	30	38.0%	4	50.0%	0	0.0%
Blank	13	16.5%	3	37.5%	1	12.5%

Table 31

Type of Grading Used in ESL Courses

	CC	CSU	UC
Letter grades	58	5	6
Credit/no credit	21	3	0
Pass/no pass	49	0	3

Respondents were also asked about procedures or mechanisms to standardize grading in writing courses. The responses are presented in Table 32. Two of the most commonly used procedures among respondents from all three segments were norming sessions and uniform rubrics, but oddly enough, fewer respondents reported using uniform grading rubrics, which would generally be a prerequisite for any norming sessions. Large numbers among community college respondents also reported using common exams and exchanging papers with other instructors.

Table 32

Procedures Used to Standardize Grading in Writing Courses

Procedure	CC	CSU	UC
Uniform grading rubrics which all instructors follow	22	3	3
Common exams	23	0	1
Group-graded exams	13	0	1
Committee-evaluated portfolios	6	0	2
Norming sessions for grading student papers or exams	33	3	5
Exchange of papers for evaluation with other instructors in the program	18	2	1
None or Not Applicable	24	1	1
Other	14	1	2

When asked whether their campus offered ESL course sections to prepare students to pass a test that satisfies the CSU's Graduate Writing Assessment Requirement (GWAR), no community college or UC respondents reported having such courses. One CSU respondent responded with a "Yes," adding that the course itself meets the GWAR.

Table 33

Other Courses for ELLs Needed in Order to Meet Students' Needs

Course needs	CC	CSU	UC
The courses we currently offer meet students' needs.	21	2	0
We need additional courses. (Please specify which):	30	1	5
We need additional sections or classes of the courses we already offer to accommodate all of our students.	4	1	0
Not Applicable	4	1	2

The survey also posed the question of what other courses for ELLs respondents believed were needed at their institution in order to meet students' needs. The responses are summarized in Table 33. Interestingly, the most common response from both community college and UC respondents was to identify a need for additional courses. Majorities of those answering this question chose that response for each group, while only one of the five CSU respondents answering chose it. The desired new courses run the gamut from lower-level to more advanced. All of the faculty recommendations are presented in Table A4 in Appendix B.

Respondents were also asked how the language needs of ELLs were addressed if no ESL courses were offered at their institutions. Most respondents did not select any response, as their institutions offer ESL courses to meet ELLs' language needs; all responses came from four community college faculty, and one each at CSU and UC campuses. All four of the community college faculty from campuses that do not offer ESL courses reported using tutoring; learning center drop-in services

(which may overlap with the tutoring); and language, computer, or writing labs. Given that the CSU and UC results were based on a single campus each, it may not be prudent to attempt to generalize from them.

Table 34

How the Language Needs of ELLs are Met if No ESL Courses are Offered

Response	CC	CSU	UC
Tutoring	4	1	0
Language/Computer/Writing Lab	4	0	1
Workshops	2	0	1
Special training for writing faculty	0	1	0
Special training for faculty across the curriculum	1	1	0
Learning Skills Center drop in services	4	1	1
Their needs are not addressed	0	0	0
All blank	75	7	7

When asked to make additional comments about courses and programs for ELL students, one UC faculty member responded, as did 18 community college faculty. No CSU faculty made any comments. The UC respondent stated that while ESL coursework had previously not been for credit, it was expected to change in Fall 2020. Among the 18 community college responses, five raised the issue that their college has both credit and noncredit programs, in most cases providing a very brief statement about the two sets of offerings. Two expressed concerns about the implementation of AB705, and two other respondents expressed related concerns over student performance, whether students were given the opportunity to be successful, and a lack of information about student needs and whether they were succeeding in transfer-level writing classes. Two expressed concern that students transferring to CSU campuses were not getting appropriate general education (G.E.) credit for the level of learning that takes place in ESL courses, as these require language ability and cognitive activity more equivalent to that demanded in 300- or 400-level foreign language classes taken by native English speakers. One of these also referenced arbitrary decisions in the approval and disapproval of courses for transfer. The complete list of comments is provided in Appendix B in Table A5.

Respondents from the CSU and UC systems were asked whether their campus had special English or ESL sections for non-native English speakers. These results are presented in Table 35. Respondents were then queried as to the status of students once placed. At one of the CSU campuses, students placed in such a class must remain in it for the entire term. At another, they may appeal their placement to the instructor. At the other two CSUs, the respondent either did not know or did not answer. At four of the UC campuses, ELLs placed into special English or ESL sections remain in the course for the entire term, but at the fifth, they can appeal to the coordinator for another placement, or self-place into mainstream courses.

Table 35

Whether UC and CSU Campuses Have Special English or ESL Sections for Non-Native English Speakers

	CSU	UC
Yes	4	5
No	2	3
No response	2	0

If ELL students do not pass a composition course, at one CSU they are allowed to repeat the course three times, and at another CSU, they are allowed to repeat it more than three times. No other CSU faculty member responded to this question. On UC campuses, one respondent replied that they can retake the course(s) once, and another stated that they can retake them twice. Two others responded that the students can retake them more than three times, but one qualified their response by adding that the students must petition to retake the course more than once, and the other added, "I really don't know what the policy is re: question 65. The vast majority of students pass the classes and I'm not aware of a limit on re-takes." The other three UC respondents did not respond to this particular question.

The survey also asked whether students who fail an ESL class other than freshman composition are required to retake it and pass it before they take freshman composition. One CSU respondent answered "no," and one noted that their ESL freshman composition course was an ESL composition course (i.e., it is offered in the English Department and counts the same as a composition course for native English speakers). No other CSU faculty replied on this point. Four UC faculty replied "yes," and no others answered that question.

When asked "If ELLs have retaken a freshmen composition course the maximum number of times and still do not pass, what are the consequences?," no CSU faculty responded. Of the five UC faculty who replied, one stated that they would be dismissed from the university, and added that they could reapply after going to community college to meet the Entry Level Writing Requirement. Another stated that they could petition to continue in the composition course for one more quarter, or they would be dismissed. A third respondent replied that they could face dismissal, might receive extra tutoring, or might receive extra counseling. A fourth was uncertain, and the fifth was uncertain as well, adding "[I'm] not sure I've seen someone struggle that much– typically if they fail a class more than twice, they seem to have other academic or life challenges that may determine their university status."

Table 36

Services Provided to Support Domestic ELLs

Form of support	CC	CSU	UC	Form of support	CC	CSU	UC
Language assessment, whether formal or self-assessment	55	1	2	Mentoring	17	1	3
Options for multilingual sections of writing courses	18	2	3	Services through a partner such as an adult school, intensive English program or community-based program	26	0	0
Support courses to supplement grammar/writing/reading for core writing courses	45	3	2	Not applicable	0	0	1
				Other	17	0	1
Tutoring	64	4	4				

Respondents were asked what services their campuses provided to support domestic ELLs. The responses are summarized in Table 36. Among community college respondents who selected "other," eight mentioned learning or tutoring centers, language or computer labs, and other similar centers. Three mentioned counseling or peer mentoring. One mentioned embedded tutors in ESL classes, another mentioned outreach and retention support, and one mentioned workshops. Surprisingly, four also made reference to noncredit ESL programs, although this would not seem of much use to matriculated students. No CSU respondents mentioned other support services, and the one UC respondent stated that tutoring and mentoring were available to students once they were in writing courses.

Respondents were also asked what services their campuses provided to support international students. The responses are presented in Table 37. Among those from community colleges responding "other," it appears that services for international and domestic ELLs may have been conflated in some cases, although clearly not in all. Five mentioned learning or tutoring centers, language or computer labs, and other similar centers. Four mentioned their college's international student center or office, in some cases adding that the center or office includes designated counselors. Respondents from four other colleges also mentioned counseling, although it is unknown whether this referred to counseling exclusively available to international students or to students in general. One respondent stated that international students usually take noncredit courses there, and another cited their language school as a form of support.

Table 37

Services Provided to Support International Students

Form of support	CC	CSU	UC
Language assessment, whether formal or self-assessment	47	1	5
Options for multilingual sections of writing courses	14	3	4
Support courses t supplement grammar/writing/reading for core writing courses	43	3	2
Tutoring	58	4	6
Mentoring	19	1	4
Services through a partner such as an adult school, intensive English program or community-based program	15	1	0
Not applicable	4	0	0
Other (please specify)	19	0	0

Survey Conclusions

The data captured in the 2020 survey highlight an overall lack of support for ELL students in California higher education. Many respondents noted in their commentary that CCC, CSU, and UC systems seem to be ignoring ELL student needs and not providing services and support for this diverse population of students. Furthermore, the fact that many respondents indicated a lack of knowledge of how ELL students are identified and supported suggests that at some institutions there is a lack of reliable institutional memory or awareness regarding effective procedures that support

such students. As our higher educational systems work toward transformational change and antiracist policies and practices, it is of great concern to the task force that the barriers faced by ELL students, particularly domestic ELLs, have not been mitigated since the 2006 report, and in fact may have increased.

An area of particular concern is the lack of coordination across the three higher education segments to deliver ESL services to a population that has not diminished in size or need. California Education Code still clearly states the provision of ESL as "essential and important functions of community colleges,"[33] and there exists a tacit understanding by the CSU and UC systems that it is the role of the CCCs to provide ESL instruction to adequately prepare students for transfer. Yet, the infrastructure for delivery of ESL at the CCCs is hampered by the disappearance of intake assessment and has been further curtailed by a reduction in the number of sections offered. For the CSU and UC systems, providing adequate ESL services is also key, not only to provide continuity in ESL support for students transferring from the CCC system, but especially for the international student population, for whom there currently exists insufficient ESL language and academic literacy support at the CSU and UC.

Meanwhile, at the CCCs, there are structural disincentives for students to enroll in ESL courses which, if taken, might very well increase their success at the CSU or UC. By shifting from assessment for placement to self-placement, CCCs have seen more students enroll directly into transfer-level English, and consequently ESL coursework is now largely advised rather than directed or required. Elimination of assessment renders identifying ELL needs all the more difficult. If students are not identified and informed of the benefits of ESL, especially if they have come from high schools where ESL was stigmatizing, they may be reluctant to enroll into language courses that could improve their academic English for college study. A further disincentive is that those ELLs who do take ESL coursework are unable to have the units count for anything that would assist them on the pathway to transfer and degree. These ESL courses are therefore viewed by students as expensive, "empty calorie" units that delay the student's pathway to transfer and degree. With the CSUs' reduction in the number of units that can be required to meet freshman writing requirement[34] to no more than eight semester units, it becomes imperative that CCCs be able to provide this instruction, particularly for students who may require more than eight units to achieve proficiency in academic writing (see Cummins, 2008 and Harklau, et al., 1999, on the very significant difference in time needed to develop conversational proficiency and academic language proficiency).

---

33 Education code §66010.4 (2).

34 CSU EO 1110. (2017). *Executive Orders 1100 and 1110 Policy Changes*. Accessed at *https://www2.calstate.edu/ csu-system/why-the-csu-matters/graduation-initiative-2025/academic-preparation/Pages/eo-1100-and-1110-policy-chang- es.aspx*.

CONTINUED CHALLENGES IN ESL WITHIN CALIFORNIA HIGHER EDUCATION: BEYOND THE SURVEY OVERVIEW

California Community College System

A notable change from the ESL landscape of 2006 to that of the present day is a redefining of what ESL is and what purpose it serves. Assembly Bill (AB) 705 as well as California Education Code of Regulations title 5, section 55522.5 now state that ESL instruction is "distinct from remediation in English" and that "students enrolled in ESL coursework are foreign language learners who require additional language training in English, require support to successfully complete degree and transfer requirements in English, or require both." Despite these monumental advances being codified in California law and Education Code, continued challenges persist within California higher education, particularly in the area of equity for ELLs in the California community colleges who seek to transfer to partner institutions. Discourse at both the state and federal level continues to define or treat ESL as rooted in remedial, developmental, or basic skills education rather than recognizing the act of learning English as comparable to the learning of a foreign language. This deficit-model, ethnocentric mindset positions native English speakers (often in the minority) as the default and risks "othering" ELLs as deficient. This othering creates significant equity challenges for ELLs.

Equity Challenges

Equity Challenge 1: Misperceptions that ELLs are engaged in remedial course content.
The perception that any learner of English is de facto engaged in remedial work denies the level of rigor of ESL coursework as compared to foreign language instruction. A sample course outline of record for an ESL course at one or two levels below transfer-level composition reveals outcomes on par with or higher than outcomes for foreign language courses. Students of these courses are at advanced proficiency in their foreign language, English, which enables them to read, write, and engage with academic content that is rich, meaningful, and meets the Humanities requirements to

- analyze and appreciate works of philosophical, historical, literary, aesthetic and cultural importance; and to

- advance the students' understanding of the world and their local communities through the study of "Western and non-Western" language, culture, and perspectives.

Advanced ESL courses meet the objectives of the Humanities Areas C2 and 3B. In fact, many advanced ESL courses contain a rigor and depth of content which demand of ELLs a level of cultural and linguistic engagement that far exceeds course expectations for native English speakers in elementary or intermediate foreign language courses. ELLs spend semesters analyzing and articulating issues reflecting Zaretta Hammond's (2015) notion of deep culture, which "grounds the individual and nourishes his mental health. It is the bedrock of self-concept, group identity, approaches to problem

solving, and decision making."[35] Hammond's concepts of decision-making, self, world view, definitions and roles of kinship, preferences for competition or cooperation, and notions of equity are typical themes that ELLs struggle with intellectually and emotionally in what is their foreign language, English.

At their most essential and defining core, advanced credit ESL courses are abundant in cultural richness and diversity beyond what is typical across the campus. Students are immersed in culturally-focused, literature-based content throughout the course. In addition, ELLs are engaged, in essence, in content-based language instruction in which the study of culture is both inherent and infused due the sheer diversity of languages/cultures of their classmates and the connections to the literary themes and course topics. ELLs delve into the challenges of thinking and working in multiple languages, as nearly every assignment elicits discussion and reflection of various cultural aspects and worldviews rather than focusing solely on language skills. Finally, students are expected to make their claims and argue their positions in assignments totalling upwards of 5,000 - 6,000 words per semester.[36]

Moreover, the literary works with which ELLs engage are far more extensive than the "brief passages" required of 200-level foreign language courses. A sampling of textbooks from three course outlines of record below confirms that the literary works that advanced ESL students read are far from remedial:

- *The Kite Runner* by Khaled Hosseini
- *Battle Hymn of the Tiger Mother* by Amy Chua
- *Enrique's Journey* by Sonia Nazario
- *The Girl with Seven Names* by Hyeonseo Lee
- *Funny in Farsi* by Firoozeh Dumas
- *Things Fall Apart* by Chinua Achebe
- *The Spirit Catches You And You Fall Down* by Anne Fadiman
- *Outliers* by Malcom Gladwell

Furthermore, the contrast in expectations between ESL and foreign language study is illustrated by comparing the language competencies and course objectives of an advanced ESL course (which garners no CSU C2/IGETC 3B credit) with an intermediate Spanish course and C-ID Span 200 Intermediate Spanish I (which have CSU C2/ IGETC 3B approval) as shown in the charts below:

---

35 Hammond, Z. (2015). *Culturally responsive teaching and the brain: Promoting authentic engagement and rigor among culturally and linguistically diverse students.* Thousand Oaks, CA: Corwin.

36   See Siegal and Gilliland (2021) for current research on writing pedagogy and policy in the CCCs.

LANGUAGE COMPETENCY OVERVIEW: Advanced ESL vs. SPAN 203 Intermediate Spanish Courses	
GE Transfer Credit: ELLs receive no direct transfer credit (CSU C2/IGETC 3B) when taking these advanced ESL courses at more than 105 of the California community colleges.	**GE Transfer Credit:** Native English speakers can receive direct transfer credit (CSU C2/IGETC 3B) when taking these intermediate foreign language courses
Reading Objectives: Advanced ESL English language learners read unmodified articles and books/novels of 300-400 pages in length (e.g., *The Immortal Life of Henrietta Lacks*).	**Reading Objectives: SPAN 203 Intermediate Spanish** Native English speakers taking SPAN 203 read brief passages of contemporary, common prose.
Writing Objectives: Advanced ESL English language learners write essays (3-6 pages each) in what is their foreign language, English.	**Writing Objectives: SPAN 203 Intermediate Spanish** Native English speakers taking SPAN 203 write notes, outlines, sentences, or personal letters.
Grammar Objectives: Advanced ESL English language learners utilize advanced language structures consistent with 300-400 level foreign language coursework.	**Grammar Objectives: SPAN 203 Intermediate Spanish** Native English speakers utilize intermediate language structures consistent with high-beginning level credit ESL courses.

COURSE OBJECTIVES: Advanced ESL vs. C-ID 200 Intermediate Spanish I	
Writing: Advanced ESL ▪ Develop and use varied and flexible strategies for writing essays using the process approach (generating, drafting, revising, editing) ▪ Write timed in-class essays exhibiting acceptable advanced control of organization, development, coherence, language, and mechanics.	**Writing: C-ID 200 Intermediate Spanish I** ▪ Write at the intermediate level
Reading: Advanced ESL ▪ Read, analyze, and evaluate culturally diverse academic texts for content, context, and text structure with consideration of author's intent ▪ Recognize the contributions to knowledge, civilization, and society that have been made by members of various ethnic or cultural groups	**Reading: C-ID SPAN 200** ▪ Demonstrate comprehension of brief passages of contemporary, common prose ▪ Demonstrate accurate reading comprehension of cultural and literary material ▪ Answer content questions in the target language

COURSE OBJECTIVES: Advanced ESL vs. C-ID 200 Intermediate Spanish I	
Analytical Writing in Response to Readings	**Analytical Writing in Response to Readings**
■ Evaluate the background and context	■ Write at the intermediate level
■ Analyze the task to determine purpose, audience, point of view, and tone	
■ Identify the appropriate method of development for the task, i.e., Western logic, organization, language, and rhetorical modes such as division/classification, cause/effect, and compare/contrast	
■ Employ appropriate language within Western academic contexts with consideration of point of view, audience, formal vs. informal registers, etc.	
■ Construct substantive claims about a variety of topics	
■ Provide sufficient, relevant support that is logically reasoned and organized	
■ Use evidence that is increasingly beyond the students' personal experiences	
■ Logically integrate and synthesize sources, particularly from academic and literary texts, into students' own flow of ideas	
Critical Reading Analysis - Advanced ESL	**Critical Reading Analysis - C-ID SPAN 200**
■ Identify and summarize the contributions of people from varying ethnic and cultural groups throughout readings	■ Read at the intermediate level
■ Compare/contrast the contributions of varying groups in light of discrimination and other societal forces	
■ Analyze the development of themes/ideas, including cultural references and perspectives	
■ Analyze Western rhetorical structures, including their logic, organization, and language	
■ Identify specific details and evidence from linguistically and conceptually complex texts to support analysis and critique	
■ Evaluate claims and supporting evidence	
■ Identify and interpret implied information	
■ Evaluate author's tone and point of view	
■ Understand syntax and morphology and how they impact meaning	
■ Synthesize concepts from multiple sources	
■ Summarize and paraphrase accurately to show depth of understanding	
Critical Thinking & Synthesis: Advanced ESL	**Critical Thinking & Synthesis: C-ID SPAN 200**
■ Synthesize knowledge of their own cultural backgrounds with their knowledge of American culture and other cultures through discussions, diverse readings, and writing assignments	■ Analyze linguistic structures
	■ Compare and contrast cultural nuances of the Hispanic world

AB 705 and Title 5 both recognize that ESL instruction is not remedial content. Similarly, as far back as the January 2011, *The Guiding Notes for General Education Course Reviewers* recognized that advanced ESL courses are appropriate to satisfy the expectation for transfer general education credit:

- Courses in English as a Second Language may – despite their focus on proficiency and the acquisition of skills – be advanced enough to meet the objectives of the Humanities Areas C2 and 3B.

The CCCs recognize that many advanced ESL courses contain high rigor and richness of cultural content and demand of ELLs a level of engagement that meets and often exceeds that of courses for native English speakers in elementary or intermediate foreign language courses. Consequently, one of this task force's recommendations is that advanced-level ESL courses be systematically reviewed to assess whether they should be accepted as fulfilling requirements for Humanities Areas C2 and 3B or other general education requirements.

Moreover, submissions of credit ESL courses for fulfillment of transfer GE have resulted in approvals at some colleges and denials at other colleges despite having substantially similar course outlines. This seemingly inconsistent review process does not align with the Guiding Notes for General Education Course Reviewers for credit ESL courses, thereby causing concern for equitable evaluation of all courses to ensure that no students are unduly harmed.

Equity Challenge 2: Impact of a Deficit-minded View on ELL Pathway to Transfer
Inequitable structures have an impact on the success of those for whom the system was not designed to favor. The impact of a deficit-minded view of ELLs creates roadblocks and detours for ELLs in California higher education, who look to these institutions for pathways to help them achieve a wide range of educational, professional, personal, and career goals. The institutional impact of a deficit-minded view that continues to define ESL instruction as remedial is twofold: 1) ELLs do not receive transfer credit for work that exceeds that required for native English speakers in intermediate foreign language courses; and 2) ELLs then need to take additional units (ranging from 3 to 15 units) to fulfill transfer requirements. It is not an uncommon scenario for a native Spanish speaker seeking transfer to a UC campus to take rigorous advanced ESL courses and then subsequently take two semesters of elementary Spanish and one semester of intermediate Spanish in order to fulfill IGETC 3B requirements.

It is therefore an obligation to explore ways to eliminate such opportunity gaps for ELLs. IGETC 3B approval for advanced ESL courses could save a student up to 15 units on their pathway to the UC system. Likewise, if advanced ESL courses were approved to fulfill the CSU C2 Humanities requirement, an ELL student could save up to 10 units on their pathway to the CSU system. Fulfillment of these GE areas with advanced ESL courses will allow ESL students to reach their degree or transfer achievements sooner. In addition, it will save an individual student enrolled in credit ESL courses from taking between 6-15 units for competencies that, according to the *Guiding Notes for General Education Course Reviewer*s,[37] can be effectively met through ESL courses. This intersegmental curricular solution will reduce the number of semesters students need to complete requirements, while maintaining the integrity of courses approved for Humanities.

---

37 California State University & University of California (2020 Dec). Guiding Notes for General Education Course Review. Accessed at *https://www2.calstate.edu/csu-system/administration/academic-and-student-affairs/academic-programs-innovations-and-faculty-development/geac/Documents/GE-Reviewers-Guiding-Notes.pdf*.

California State University and University of California Systems

A significant continuing challenge for the UC and CSU systems is addressing the disconnect between efforts to recruit international students (at least partly because of the greater revenue they provide) and efforts to provide robust resources for international students' continued language and literacy development and academic socialization once they arrive. This will involve improved assessment, counseling, and instructional resources.

A second and related challenge is to improve tracking the progress and outcomes of ELL transfer students and international students across courses and time-to-degree in order to identify obstacles to progress to degree completion.

Finally, the CSU system faces a challenge in terms of meeting the language needs of entering ELL freshmen. As a result of Executive Order 1110, placement in writing courses is now conducted via self-placement or by using "multiple measures" such as high school courses and grades, or standardized test scores; these approaches do not always lead to students taking the courses that they need in order to develop their ability to be successful academic writers. The problem is exacerbated by the fact that EO 1110 places a cap of eight semester units on the writing coursework that entering freshmen can be required to take. This cap is problematic for many ELLs, who may need more than eight units of coursework in order to become successful academic writers.

INTERNATIONAL STUDENTS AND INTERNATIONAL STUDENT PROGRAMS

California Community Colleges

In the last few decades, changes to system funding have spurred a focus on international student recruitment. The system as a whole serves approximately 22,000 international students per year[38]. However, international student programs at California community colleges are individually operated and not part of a systemwide program, which means that each college has pursued its own path and weathered its own unique challenges. Meanwhile, the socio-political climate over the past two decades, coupled with the global COVID-19 pandemic, has resulted in boom-and-bust enrollment patterns for international student programs at the CCCs. An inconsistent presence of international students complicates one of the goals of the California Community Colleges Chancellor's Office's *Vision for Success* to increase by 35% the number of CCC students transferring to a CSU or UC.[39]

---

38 California Community Colleges Chancellor's Office. "California Community Colleges Chancellor Eloy Ortiz Oakley Issues Statement on Attorney General's Lawsuit against U.S. Immigration and Customs Enforcement." July 09, 2020. Accessed at *https://www.cccco.edu/About-Us/News-and-Media/Press-Releases/2020-AG-SUIT-JULY-MS*

39 California Community Colleges Chancellor's Office. "Vision for Success." Accessed at *https://vision.foundationccc. org/looking-ahead*.

California State Universities

The California State University usually counts an enrollment of 4,000 international students across all of its 23 campuses. This constitutes a total of 3% of the overall student population in the system. Nevertheless, these enrollment numbers have decreased as a result of COVID-19. There has been a decrease of 11% in the total enrollment of international students, which accounts for a total decrease of 40% of the international student population in the California State University system for the fall of 2020.

Universities of California

The UC Education Abroad Program brings reciprocity students from over 100 partner institutions in approximately 30 countries to study for a semester or a year at a UC campus, in exchange for UC students studying abroad. Reciprocity students must have a minimum 550 TOEFL score (or 83 for the Internet-based TOEFL) or a 7 IELTS score to be eligible to study at UC.

Below are the numbers of reciprocity students hosted at UC campuses over the last three years:

- 2017-18 – 1,580 students
- 2018-19 – 1,554 students
- 2019-20 – 1,723 students

UCEAP Reciprocity students rarely enroll in ESL courses because of the level of English proficiency that they must attain in order to be eligible for UC study. Here are the only reported enrollments of UCEAP reciprocity students in ESL courses last academic year:

- UC Davis – 3 reciprocity students took an ESL course in Winter 2020
- UC Irvine – 1 reciprocity student took an ESL course in Winter 2020, and 1 in Spring 2020
- UC Santa Barbara – 8 students took an ESL course in Winter 2020, and 1 in Spring 2020

Geopolitical Factors Impacting International Programs

The 2018 changes made by the U.S. Citizen and Immigration Services have resulted in a lower number of international students choosing to study in the U.S.[40] The 2020 pandemic and ensuing immigration policies have had a further significant impact on international student enrollments.
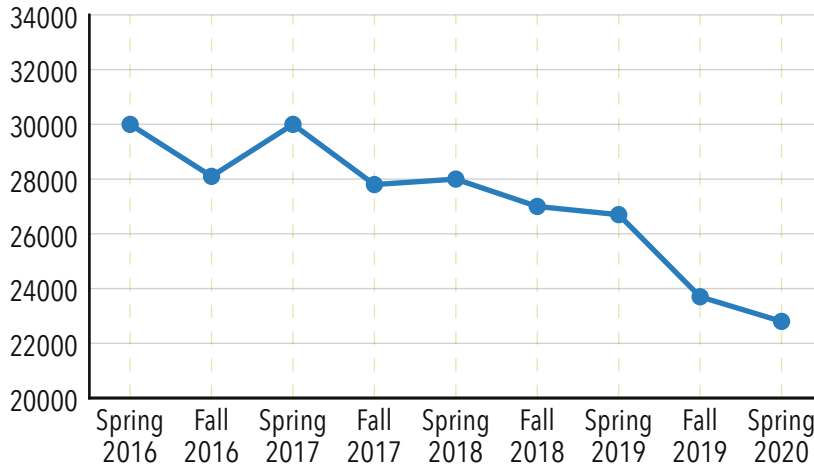
California Community Colleges

The California Community College system served approximately 23,000 international students in 2019.[41] These students are ineligible for in-state tuition and pay full fees that count for revenue for the colleges. International student enrollment has been impacted due to federal policy changes to

---

40 Data can be found at *https://www.pri.org/stories/2019-06-20/visa-rules-are-restricting-future-international-students-us*, *https://ncses.nsf.gov/indicators*, *https://www.insidehighered.com/admissions/article/2019/11/18/international-al-enrollments-declined-undergraduate-graduate-and*.

41 Data estimated from the Datamart webpage of the California Community College Chancellor's Office.

the Student and Exchange Visitor Policy (SEVP),[42] which have placed limits on students to study for the duration of their status, on spouses' and dependents' residency, and on the type of course load and course delivery they may engage. These changes appear to contribute to a downward trend in international student enrollment.

Figure 5: Student Count (CCCs with F-1 or M-1 visa)

Source: Citizenship Status Summary Report - Data & Format Area. *California Community College Chancellor's Office Management Informations Systems Data Mart.*

California State Universities

The 23-colleges that make up the California State University system each have uniquely different programs serving international students. There is no consistency of numbers per campus; smaller, remote campuses serve fewer international students while larger campuses closer to major cities have larger enrollments, and program offerings and institutional partnerships also play a role in enrollment. The following data on new student F1 visa applicants, admits, and enrollments is provided by the CSU Office of Chancellor Institutional Research and Analysis:

International Students (F1 Visa) CSU Systemwide

Fall	Applicants	Admits	Enrollees	Acceptance % of Apps	Matriculation % of Admits
2016	40,904	15,334	5,473	37.5%	35.7%
2017	36,934	15,153	4,860	41.0%	32.1%
2018	32,273	13,508	4,516	41.9%	33.4%
2019	32,906	13,514	4,014	41.1%	29.7%
2020	28,679	11,641	2,619	40.6%	22.5%

Note: Fall 2020 was a virtual learning term due to COVID-19.

---

42 Detailed information found at *https://www.ice.gov/news/releases/sevp-modifies-temporary-exemptions-nonimmigrant-students-taking-online-courses-during*.

International Student (F1 Visa) Undergraduates

Fall	Applicants	Admits	Enrollees	Acceptance % of Apps	Matriculation % of Admits
2016	19,395	9,149	3,353	47.2%	36.6%
2017	20,319	9,921	3,096	48.8%	31.2%
2018	18,406	8,733	2,910	47.4%	33.3%
2019	18,694	8,913	2,532	47.7%	28.4%
2020	14,331	7,539	1,946	52.6%	25.8%

Note: Fall 2020 was a virtual learning term due to COVID-19.

International Student (F1 Visa) Graduates

Fall	Applicants	Admits	Enrollees	Acceptance % of Apps	Matriculation % of Admits
2016	21,509	6,185	2,120	28.8%	34.3%
2017	16,615	5,232	1,764	31.5%	33.7%
2018	13,867	4,775	1,606	34.4%	33.6%
2019	14,212	4,601	1,482	32.4%	32.3%
2020	14,348	4,102	673	28.6%	16.4%

Note: Fall 2020 was a virtual learning term due to COVID-19.

While the data do not reflect enrollment fluctuation at the individual campuses, they clearly show a drop across the board from the year 2016. The reason for the drop may be attributed to myriad factors, not the least being U.S. shifts in policy related to international students, refugees, and visa lottery processes. Not all of these international students need or desire ESL, but all require resources to keep them supported academically and socially. The matriculation rates seem to keep pace with the rate of application and enrollment except for new graduates, whose matriculation held steadier.

University of California

The UC system saw a steady rise in international applicants, admits, and enrollees up until the pandemic of 2020. The following are the 10-year totals from 2010-11 to 2019-20:

Year	Applicants	Admits	Enrollees	Acceptance %	Matriculation %
2010-11	18418	6705	1217	36.40	18.15
2011-12	24318	11212	2196	46.11	19.59
2012-13	42380	16647	3364	39.28	20.21
2013-14	60771	20793	4060	34.22	19.53
2014-15	78407	25108	4615	32.02	18.38
2015-16	89213	29565	5459	33.14	18.46
2016-17	103174	34221	5829	33.17	17.03
2017-18	107177	36745	5954	34.28	16.20
2018-19	117311	37920	6265	32.32	16.52
2019-20	121279	37937	5927	31.28	15.62

The systemwide data, of course, do not account for enrollment fluctuations at individual campuses. For instance, in recent years, the UC Irvine campus saw a 76.57% growth in freshmen international student enrollment in just two years (828 in fall 2014 to 1,462 in fall 2016) while the UC Davis campus saw a 36.67% decline in just one year (1,230 in fall 2018 to 779 in fall 2019). What is additionally notable from the systemwide data is that 2019-20 marks the first year of a decline in total international student enrollees following a pattern of consistent growth over the several previous years. While the long-term impact of this recent decline is yet to be seen, it is nonetheless suggestive of the aforementioned possibility of the U.S. no longer being viewed as the first choice destination for international students.

On the domestic front, upheaval and uncertainty regarding the status of the Deferred Action for Childhood Arrivals (DACA) program has resulted in a lowered confidence among domestic immigrants studying in California higher education.[43] California's response to these shifts has been to bolster support for two programs: AB 540 and the California Dream Act. Academic senates, boards of trustees, and colleges and universities have filed suit against the federal government[44] in support of undocumented and status-vulnerable students. This situation may well change in 2021 with the new administration.

43 James, S. (2018 Aug 2) "Battle over immigration rattles community colleges." *New York Times. https://www.nytimes. com/2018/08/02/education/learning/immigration-community-colleges.html*

44 Kroichick, R. (2020 Jul 9). "California sues to stop Trump effort to bar international students amid pandemic." San Francisco Chronicle. *https://www.sfchronicle.com/bayarea/article/UC-plans-to-file-lawsuit-to-stop-barring-of-15397116.php*

CONCLUSION

As noted in the introduction, this report is an update of the initial study completed by the 2006 ICAS ESL Task Force and has sought to provide an analysis of the current climate of ESL in higher education in California and to detail information not generally available on each segment's websites.

The 2006 paper concluded the following, which the Task Force was dismayed to find still relevant, apropos, and wholly unchanged today:

> ELLs are present on every campus of the three segments of public higher education in California. This is true whether or not an institution officially recognizes the presence of ELLs on campus through programs and services designed for their special language needs.
>
> Indeed, on some campuses, especially in the CCC system, ELLs represent a growing majority of students. These students have varied ethnic, linguistic and cultural backgrounds; partly for this reason, they are not always readily identifiable. They range from international students and recently-arrived immigrants to long-term immigrants and those who are born in the United States into non-English linguistic communities. Many in the latter two categories comprise the group identified throughout this report as generation 1.5.
>
> The language development needs of ELLs must be addressed because their educational progress and success, or the lack thereof, affect not only themselves but also their classmates, their instructors, their institutions, and ultimately the society at large. Those in positions to make decisions about institutional priorities need to recognize this situation and the fact that, based on current demographic data, the number of ELLs in higher education in California will only continue to grow in the coming years. Ongoing communication among ESL educators is essential to an effective response to the needs of ELLs in higher education.

This task force sees no significant changes since the 2006 report. It is clear that section offerings, services, and identification of ELLs have not improved, and indeed have declined, over the last two decades. Furthermore, continued barriers to ELLs persist in delaying their progress toward transfer and degree.

One of the key realizations that has emerged in the process of creating this 2020 report is the unique challenges facing the CCC system. First, well-intentioned legislation such as AB 705 has negatively impacted ESL services on CCC campuses and, without appropriate intervention, will likely have an eventual impact on the CSU and UC systems, which are the primary destinations for CCC transfer students. It is important to emphasize that challenges facing the CCC campuses negatively affect all of California higher education. Secondly, there is a need for improved communication and coordination across the three systems but also *within* each system. While this is easiest to address within the UC system (with 9 undergraduate-serving campuses), and less so within the CSU system (with 23 campuses), it is far more challenging within the CCC system because of the sheer number of campuses (115). This reality puts our colleagues in the CCC system and the students they serve at an inherent disadvantage.

RECOMMENDATIONS

The 2006 ESL Task Force concluded with recommendations that the three higher educational systems coordinate efforts to identify, track, and provide adequate instruction and support for ELLs as well as the engagement of ESL professionals in the recommendation and coordination of such services. There is no evidence that these recommendations have been taken up or acted upon since the 2006 report.

Based on this lack of progress along with new findings from the 2020 survey and new developments since the 2006 report, the 2020 ESL Task Force makes the following recommendations in order to provide ELL students equitable access to opportunities:

1. **Bolster support for greater systemwide intersegmental coordination in order to improve communication, service sharing, and service enhancement for ELLs both within and across the CCC, CSU, and UC systems.** It is clear that greater systemwide and intersegmental communication and coordination is needed in order to ensure greater success for ELLs in California higher education. This task force is one of the few, perhaps the only, cross-segmental dialogue that has occurred to review the needs of ELLs. With greater collaboration and a true focus on serving ELLs from a systemwide perspective, solutions to many of the concerns from this report could be found. The CCC system and its individual campuses have been disproportionately impacted by recent legislation. They have simultaneously borne the greatest burden of supporting ELLs because of their open admissions model and the responsibility of preparing students for transfer to CSU/UC and beyond. The task force recommends allocating resources in a manner that strategically prioritizes the CCC system and its individual campuses.

2. **Provide resources and promote partnerships that leverage the extensive expertise and existing curricular infrastructure of CCCs to prepare and support ELL students in both undergraduate and graduate programs at the CSU/UC systems.** This is especially important for CSU/UC campuses that do not have an adequate infrastructure to support ELL students and are unable or unwilling to create such infrastructure.

3. **Recognize and address the disconnect between resources allocated to the recruitment of international students and the resources dedicated to supporting them once they are enrolled.** International students should not be viewed solely in terms of the tuition revenue they generate, but also in terms of the specific kinds of support they need while acclimating to life in a new country and new academic system.

4. **Provide resources for better communication, recording, and archiving of policies within individual institutions to address the needs of ELLs.** Our survey indicates that there is considerable variation among faculty and administrators in terms of their awareness of how ELLs are identified and served within their own institutions. Many ESL stakeholders rely on anecdotal information or informal "institutional memory" instead of clear policy.

5. **Enable more robust identification and tracking of ELLs across courses and across institutions in cases of transfer.** Tracking provides clearer data points that make visible the successes and needs of ELLs as they move through the three systems.

6. **Ensure adequate and sustainable ESL course offerings at the CCCs.** It is important to identify factors in the reduction of ESL course sections and services at the CCCs, and commit to equity by providing robust offerings as well as support for ELLs (including tutoring, dedicated counseling, and clear methods of identifying and tracking ELLs).

7. **Systematically review all advanced-level ESL courses for satisfaction of general education requirements.** Specifically, such courses should be assessed as to whether they should be accepted as satisfying Humanities Areas C2 and 3B or other general education requirements. This is consistent with moving beyond ethnocentric views of ESL that cast English language learning as remedial instead of as equal to foreign language learning; ELLs should be recognized as multilingual learners, just as much as anglophone students learning a language other than English.

8. **Examine the current state of ELL identification and placement into California community colleges and develop a consistent systemwide approach that addresses unintended consequences and inequitable impact of legislation on ELLs.** ELLs need to be clearly identified and provided options in accordance with AB 1805 in order to make appropriate decisions about the courses that will enhance their success.

9. **Establish clear criteria to ensure consistency in applying the California State University & University of California** *Guiding Notes for General Education Course Review* **for the approvals of advanced credit English as a Second Language courses for satisfaction of general education requirements.** CCCs submitting courses for review have been subjected to inconsistent approvals and denials regardless of course outline content.

ACTION ITEMS

The recommendations above indicate needs for action on the parts of all three California higher education segments, but some changes or reforms require legislative approval to be implemented. Therefore, the ICAS ESL Task Force proposes the following action items for each segment and for the California State Legislature:

For California State Legislature

1. Provide resources to support greater systemwide intersegmental coordination to improve communication, service sharing, and service enhancement for ELLs both within and across the CCC, CSU, and UC systems. (Recommendation 1)

2. Provide resources in a manner that strategically prioritizes the CCC system and its individual campuses, which have been disproportionately impacted by recent legislation while simultaneously bearing the greatest burden of supporting ELLs given their open admissions model and the responsibility of preparing students for transfer to CSU/UC and beyond. (Recommendations 2 and 6)

3. Provide resources and promote partnerships that leverage the existing expertise of CCCs to prepare and support ELL students in both undergraduate and graduate programs at the CSU/ UC systems. (Recommendations 1, 2, and 6)

For California Community Colleges

1. Work across California community colleges and collaborate with CSU and UC systems to improve intersegmental communication, service sharing, and service enhancement. (Recommendation 1)

2. Explore partnerships with nearby CSU and UC campuses to support their own ELL undergraduate and graduate students. (Recommendation 2)

3. Enable more robust identification and tracking of ELLs across courses and across institutions in cases of transfer. (Recommendation 5)

4. Identify factors in the reduction of ESL course sections and services at the CCCs, and commit to equity by providing robust offerings and support for ELLs (including tutoring, dedicated counseling, and clear methods of identifying and tracking ELLs). (Recommendation 6)

5. Provide resources for better communication, recording, and archiving of policies within individual institutions to address the needs of ELLs. (Recommendation 4)

6. Systematically review all advanced-level ESL courses to assess whether they should be submitted for approval satisfying Humanities Areas C2 and 3B or other general education requirements. (Recommendation 7)

7. Examine the current state of ELL identification and placement and develop a consistent systemwide approach that addresses unintended consequences and inequitable impact of legislation. (Recommendation 8)

8. Create support to ensure improved recording and archiving of policies and procedures related to ELLs so that stakeholders do not need to rely on informal "institutional memory." (Recommendation 4)

For California State University

1. Work across CSU campuses and collaborate with CCC and UC systems to improve intersegmental communication, service sharing, and service enhancement. (Recommendation 1)

2. Explore partnerships with nearby CCCs that leverage their expertise in preparing and supporting ELL students in the CSU system. (Recommendation 2)

3. Recognize and address the disconnect between resources allocated to the recruitment of international students and the resources dedicated to supporting them once they are enrolled. International students should not be viewed solely in terms of the tuition revenue they generate but also in terms of the specific kinds of support they need while acclimating to life in a new country and academic system. (Recommendation 3)

4. Enable more robust identification and tracking of ELLs across courses and across institutions in cases of transfer. (Recommendation 5)

5. Provide resources for better communication within individual institutions to address the needs of ELLs. (Recommendation 1 and 4)

6. Create support to ensure improved recording and archiving of policies and procedures related to ELLs so that stakeholders do not need to rely on informal "institutional memory." (Recommendation 4)

7. Establish clear criteria to ensure consistency in applying the California State University & University of California *Guiding Notes for General Education Course Review* for the approvals of advanced credit English as a Second Language courses for satisfaction of general education requirements. (Recommendation 9)

For University of California

1. Work across UC campuses and collaborate with CCC and CSU systems to improve intersegmental communication, service sharing, and service enhancement. (Recommendation 1)

2. Explore partnerships with nearby CCCs to tap their expertise in preparing and supporting ELL students in the UC system. (Recommendation 2)

3. Recognize and address the disconnect between resources allocated to the recruitment of international students and the resources dedicated to supporting them once they are enrolled. International students should not be viewed solely in terms of the tuition revenue they generate but also in terms of the specific kinds of support they need while acclimating to life in a new country and academic system. (Recommendation 3)

4. Enable more robust identification and tracking of ELLs across courses and across institutions in cases of transfer. (Recommendation 5)

5. Provide resources for better communication within individual institutions to address the needs of ELLs. (Recommendations 1 and 4)

6. Create support to ensure improved recording and archiving of policies and procedures related to ELLs so that stakeholders do not need to rely on informal "institutional memory." (Recommendation 4)

7. Establish clear criteria to ensure consistency in applying the California State University & University of California *Guiding Notes for General Education Course Review* for the approvals of advanced credit English as a Second Language courses for satisfaction of general education requirements. (Recommendation 9)

REFERENCES

ASCCC Resolution 09.04 (2014). "Consistency in Data Mart English as a Second Language Basic Skills Progress Tracker." *https://www.asccc.org/resolutions/consistency-data-mart-english-second-language-basic-skills-progress-tracker*

Baer, J. & Martel, M. (2020). Fall 2020 international student enrollment snapshot. Institute of International Education. Accessed at: *https://www.iie.org/Research-and-Insights/Open-Doors/Fall-International-Enrollments-Snapshot-Reports*

Cummins, J. (2008). BICS and CALP: Empirical and theoretical status of the distinction. In B. V. Street & N. H. Hornberger (Eds.), *Encyclopedia of Language and Education, 2nd Edition, Volume 2: Literacy* (pp. 71-83). Heidelberg: Springer.

Gonzalez, A. (2007). *California's Commitment to Adult English Learners: Caught Between Funding and Need.* San Francisco: Public Policy Institute of California.

Hammond, Z. (2015). *Culturally responsive teaching and the brain: Promoting authentic engagement and rigor among culturally and linguistically diverse students.* Thousand Oaks, CA: Corwin.

Harklau, L., Losey, K. M., & Siegal, M. (Eds.). (1999). *Generation 1.5 Meets College Composition: Issues in the Teaching of Writing To U.S.-Educated Learners of ESL.* Mahwah, NJ: Erlbaum.

Irwin (2017). AB-705 Seymour-Campbell Student Success Act of 2012: matriculation: assessment. California State Assembly. *https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=201720180AB705*

Ortmeier-Hooper, C. (2008). English may be my second language, but I'm not "ESL." *College Composition and Communication, 59*(3), 389-419.

Perez, A. (2019). *AB 705 Guided and Self Placement Guidance and Adoption Plan Instructions.* Memo AA 19-19. California Community Colleges Chancellor's Office. www.cccco.org

Rodriguez, O., Bohn, S., Hill, L., and Brooks, B. (2019). "English as a Second Language in California's Community Colleges." Public Policy Institute of California. *https://www.ppic.org/wp-content/uploads/english-as-a-second-language-in-californias-community-colleges.pdf*

Siegal, M., & Gilliland, B. (Eds.). (2021). *Empowering the Community College First-Year Composition Teacher Pedagogies and Policies.* Ann Arbor: University of Michigan Press.

GLOSSARY

AB 705: California Assembly Bill 705 (2017) amended section 78213 of the Education Code relating to community colleges. Existing law prohibits a community college district or college from using any assessment instrument for the purposes of these provisions without the authorization of the board of governors. This bill requires a community college district or college to maximize the probability that the student will enter and complete transfer-level coursework in English and mathematics within a one-year timeframe, and use, in the placement of students into English and mathematics courses in order to achieve this goal, one or more of the following: high school coursework, high school grades, and high school grade point average, and that a student enrolled in English-as-a-second-language (ESL) instruction will enter and complete degree and transfer requirements in English within a timeframe of 3 years.

AB 540: California Assembly Bill 540 is a California law that allows all students who qualify, including undocumented students, to pay in-state tuition fees at all California Community Colleges (CCC) the California State University (CSU) and University of California (UC) systems. Any student who meets the specific requirements will be exempt from paying nonresident tuition: attended a California high school for three or more years; graduated from a California high school or attained the equivalent of a high school diploma from California (e.g., GED or California Proficiency Exam); completed a California Nonresident Tuition Exemption Request.

Academic literacy: The skills and background knowledge necessary to read and write for educational purposes, including texts and examinations.

Academic programs: Programs that have academic goals, usually degree programs.

Associate credit: Credit for Associate of Arts/Associate of Science (AA/AS) degrees at the community college level (See also *Degree-applicable credit*).

Across the disciplines: Course work inclusive of several different academic subjects (e.g., history, science, mathematics, languages, engineering).

Analytical Writing Placement Examination (AWPE): Diagnostic writing examination taken by entering UC freshmen (known previously as the Subject A Exam).

Baccalaureate credit: Credit toward a bachelor's degree at a four-year college/university.

Basic skills: Academic abilities to read, write, and compute; basic skills courses at CCC do not carry credit for graduation.

California Bilingual Educators (CABE): Professional organization; affiliate of the national organization NABE.

California Department of Education (CDE): State agency overseeing K-12 education.

California English Language Development Test (CELDT): Test for K-12 English language learners.

Combined English Language Skills Assessment (CELSA): 45-minute cloze test used to place students in appropriate course work.

California Master Plan: Legislative blueprint that lays out the educational goals and policies for postsecondary public education in California.

California Postsecondary Education Commission (CPEC): The planning and coordinating body for higher education under the California Master Plan.

California Teachers of English for Speakers of Other Languages (CATESOL): Professional organization; affiliate of the international organization TESOL.

Credit bearing: Courses that, upon successful completion, grant credit toward academic degrees.

Course correlation: Manner by which the course outcomes measure in comparison to other assessments.

DACA: A program, known as Deferred Action for Childhood Arrivals, issued in a memorandum on June 15, 2012 entitled "Exercising Prosecutorial Discretion with Respect to Individuals Who Came to the United States as Children," creating a non-congressionally authorized administrative order that permitted certain individuals who came to the United States as juveniles and meet several criteria, including lacking any current lawful immigration status, to request consideration of deferred action for a period of two years, subject to renewal, and eligibility for work authorization. Under the categorical criteria, individuals could apply for deferred action if they had come to the U.S. before their sixteenth birthday; were under age 31; had continuously resided in the United States since June 15, 2007; and were in school, graduated or had obtained a certificate of completion from high school, obtained a General Educational Development (GED) certificate, or were an honorably discharged veteran of the Coast Guard or Armed Forces of the United States.[45]

Degree-applicable credit: Course credit for academic degrees at CCC, CSU and UC institutions.

Developmental course: Course for students learning/developing new material and skills, e.g., English as a second language (not remedial, which refers to information already learned but insufficiently mastered as preparation for subsequent course work).

Dominant language: Language spoken most often by the student.

---

45 Retrieved from U.S. Department of Homeland Security at *https://www.dhs.gov/deferred-action-childhood-arrivals-daca*.

English as second language (ESL): The study of English by speakers of other languages as a second or subsequent language, generally in an English-speaking country.

English competencies: Ability to speak, listen, read, and write in English.

English Council of California Two-Year Colleges (ECCTYC): Professional organization.

English Placement Test (EPT): The CSU placement examination (includes reading, grammatical and mechanical components, and a writing sample), developed and published by ETS (Educational Testing Services).

ESL student/English language learner: Most narrowly, students enrolled in English as second language courses; occasionally also a broad label for students who are not fluent English speakers.

Equal opportunity program (EOP): Programs that offer access to education for students with particular needs, such as low-income or receiving other government assistance; also known as Equal Opportunity Programs and Services (EOPS).

Generation 1.5: Students who arrive in the United States at an early age (e.g., 5, 6, 7) speaking a language other than English, or who are born in the United States into non-English-speaking families, and who must learn English as a second language when they enter school; at the postsecondary level, students often have high oral skills but retain signs of another language in their writing.

Graduate Writing Assessment Requirement (GWAR): The junior-level undergraduate/graduate student requirement for a writing class or writing examination taken by students who desire a degree from the CSU; has different labels on different campuses, e.g., Junior English Proficiency Test (JEPET), Writing Proficiency Exam (WPE), and Writing Proficiency Assessment (WPA).

Home language: Language spoken in the home environment (not necessarily a student's dominant language).

Immigrant student: Student who arrives in the United States planning to remain; usually on resident green card, often with plans for citizenship status.

Intensive English program (IEP): Programs directed at international students, to study English in an American setting with considerable classroom experience, compounded with outside opportunities to expand their English proficiency; often focuses on TOEFL preparation.

International student: Student who arrives in the United States for purposes of limited study and then returns to home country; on student visa status.

Intersegmental Committee of Academic Senates (ICAS): Includes representatives of each of the three public postsecondary education systems – California Community Colleges, California State Universities, University of California.

Intersegmental Coordinating Committee (ICC): An intersegmental group that spans K-12 through university, working under the auspices of the California Education Round Table (CERT).

Intersegmental General Education Transfer Curriculum (IGETC): Agreement that allows for completion of lower-division general education curriculum prior to transfer to a CSU or UC.

Intersegmental Major Preparation Articulated Curriculum (IMPAC): Faculty project for coordination of CCC courses with majors in the CSU and UC to ensure that students do not lose units while transferring from CCC to UC or CSU.

Language minority student: Student whose native language is another language and is learning English.

Limited English proficiency (LEP): Label used in K-12 to indicate students who are learning English.

Mainstreaming: Act of placing students in traditional (English-speaking) classrooms with no additional attention to student's linguistic or cultural needs.

Matriculation policies: Guidelines which govern the process by which students move from one educational level to another (e.g., community college to UC or CSU).

Multi-skill courses: Courses which focus on a variety of skills, e.g., reading, writing, speaking and listening.

Native language: The language a person speaks as s/he begins to use language.

Native speaker: A speaker of the language s/he began to use as a first language.

Non-native speaker: A speaker of a language other than that which was learned as a first language.

Noncredit/non-credit bearing: In CSU and UC, courses which do not grant credit for degree (non-degree applicable); may often apply units for financial aid, sports participation, housing, etc. In CCC, noncredit is for a completely separate category of courses--nine authorized areas; often similar to the work of adult school programs offered through K12.

Non-degree applicable: Courses that do not bear credit toward academic degrees conferred by the CC, CSU and UC systems. In the CC, the term is used to differentiate between degree-applicable credit and non-degree-applicable credit and not used for noncredit courses.

Objective test: Assessment which can be machine scored; generally consists of an answer from a defined set of choices.

Oral proficiency: Degree of speaking and listening abilities.

Portfolio assessment: Materials collected over time and across course work, along with reflections, for assessment of educational attainment.

Precollegiate/pre-baccalaureate courses: Courses offered at the level(s) below that which allows credit toward degree.

Reliability: The quality of a measurement that allows for repeatability or consistency.

Second language acquisition: The developmental process of acquiring another language (in this context, English).

Self-placement: A process by which students choose the mathematics, English, or ESL course in which they should begin studying. Self-placement can be *guided* or *directed*, although in some cases students may be left on their own to select courses in which to enroll. *Guided Self-Placement (GSP)* is a locally developed tool or process that allows students, in consultation with counselors or other faculty, to determine suitable coursework. *Directed Self-Placement (DSP)* is a series of online activities designed to help entering students determine which course is the right choice for them.

Subjective tests: Assessment instruments which rely on human judgment (e.g., reading and scoring of essays).

Subject A: The UC writing placement examination (known today as the AWPE, Analytical Writing Placement Examination) taken by freshmen.

Test of English as a Foreign Language (TOEFL): An ETS (Educational Testing Services) examination taken by international students who desire admission to North American postsecondary education institutions.

Three college/university systems: The systems of California Community Colleges, California State University, and University of California.

Transferable/Transfer-level courses: Course work which is applicable toward and recognized for degree programs at other postsecondary education institutions.

University Committee on Preparatory Education (UCOPE): A UC committee that monitors and conducts evaluation on preparatory and remedial education.

Validation: The quality of measurement that confirms testing is true to its expressed focus.

Vocational programs: Technical or medical training programs.

Writing sample: A student-produced essay or paragraph used for placement or assessment.

APPENDIX A: 2020 ESL SURVEY

ESL Students in California Public Higher Education Survey

Thank you for your prompt and thorough attention to this important survey created by the Intersegmental Committee of Academic Senates (ICAS) ESL Task Force. Your input is greatly needed to understand and improve services to language learners in California higher education.

The ICAS ESL Task Force was formed in 2019 for the purpose of updating the 2006 ICAS paper, "ESL Students in California Public Higher Education." The purpose of this survey is to better understand how English Language Learners (ELLs) are served at the three segments of higher education in the state of California: the California Community Colleges, the California State University, and the University of California. Your responses will be used to update and maintain standards of service for ELLs.

Disclaimer:

Your responses will be used solely by the ICAS ESL Task Force and will not be shared with a third party, although we may contact you to clarify or follow up on a response. To help protect confidentiality, surveys will not retain any information that will personally identify you, your department, your location, or your particular institution. Participation in this survey, while urgently needed, is voluntary and greatly appreciated.

Time Investment and Timeline of Survey:

The survey can be completed in 60 minutes or less.

The survey includes questions pertaining to all three segments of higher education, but respondents will respond only to questions relevant to their own segment. Please complete the survey by _____. A member of ICAS may confidentially follow up with you on particular questions, as needed.

Respondent Information
Please provide the following information about yourself and your campus.

Your name and other identifying information will be kept confidential.
Name:
Email address:
Telephone:

What is your job position?

How long have you been at this position? (Please state years/months):

What is your degree/professional preparation? (e.g., B.A. English + TESL Certificate, M.A. English, Ph.D. Applied Linguistics)

What is the name of your campus?

Which system does your campus belong to?
    CC
    CSU
    UC

Terminology to be used in the survey:
The term *English Language Learners (ELLs)* as used in this document refers to both non-native English speakers and Generation 1.5/multilingual learners and users of English. It is used in lieu of the term *ESL students.*

The term *domestic students* as used in this document refers to immigrant and native-born students, as well as refugees and AB 540 students who reside in the state of California.

The term *international students* refers to F-1 visa students living in the U.S. on a temporary basis.

Section 1. Identification of ELLs: Community College Campuses
[UC and CSU: skip to Section 2]

On your campus, are entering students identified as second-language or Generation 1.5/multilingual learners of English?
1. No
2. Yes, but only F-1 visa/international students
3. Yes, but only non-native English speakers/second language learners of English
4. Yes, including both non-native English speakers/second language learners of English and Generation 1.5/multilingual learners of English

On your campus, how are entering students identified as second-language learners of English? (check all that apply)
They are self-identified...
    ○ on their applications
    ○ by the placement test they choose to take
    ○ by another means, (please explain):

They are identified by someone else...
    ○ during placement testing
    ○ through biographical data

  ○ through visa data
  ○ through a combination of placement testing and biographical data
  ○ by another means, (please explain):

In its reports concerning such subjects as accreditation, demographics, and student success rates, does your campus gather general statistics about the number of ELLs (including multilingual/Generation 1.5 learners) who are *not* international students?
  ▪ Yes
  ▪ No

If you answered Yes to the previous question, what office can provide copies of such reports to the ICAS ESL Task Force?

Do you have any further comments on the identification of ELLs on your campus and on your administration's awareness of their numbers?

Section 2. Identification of ELLs: CSU and UC Campuses
[Community College: skip to Section 3]

On your campus, are entering freshmen identified as second-language learners of English?
  1. No
  2. Yes, but only F-1 visa/international students
  3. Yes, but only non-native English speakers/second language learners of English
  4. Yes, including both non-native English speakers/second language learners of English and Generation 1.5/multilingual learners of English

On your campus, how are entering freshmen identified as second-language learners of English? (check all that apply)

They are self-identified...
  ○ on their applications
  ○ by the placement test they choose to take
  ○ by another means, (please explain):

They are identified by someone else...
  ○ during placement testing
  ○ through visa data
  ○ through biographical data
  ○ through a combination of placement testing and biographical data
  ○ by another means, (please explain):

On your campus, are entering transfer students identified as second-language learners of English?

1. No
2. Yes, but only F-1 visa/international students
3. Yes, but only non-native English speakers/second language learners of English
4. Yes, including both non-native English speakers/second language learners of English and Generation 1.5/multilingual learners of English

On your campus, how are entering transfer students identified as second-language learners of English? (check all that apply)

They are self-identified...
○ on their applications
○ by the placement test they choose to take
○ by another means, (please explain):

They are identified by someone else...
○ during placement testing
○ through visa data
○ through biographical data
○ through a combination of placement testing and biographical data
○ by another means, (please explain):

In its reports concerning such subjects as accreditation, demographics, and student success rates, does your campus gather general statistics about the number of ELLs (including multilingual/Generation 1.5 learners) who are *not* international students?
○ Yes
○ No [Skip to question 11]

If you answered yes to Question 2, what office could provide copies of such reports to the ICAS ESL Task Force?

Which of the following groups are included in the information given in your campus's reports about ELLs? (check all that apply)
○ Incoming freshmen
○ Incoming transfer students

If both of these groups are included, are they differentiated in campus reports?
○ Yes
○ No

Do you have any further comments on the identification of ELLs on your campus and on your administration's awareness of their numbers?

Section 3. Assessment and Placement of ELLs: Community College Campuses [CSU: skip to Section 4]
[UC: skip to Section 5]

As you answer the questions below, please note that some questions relate to the assessment and placement of different groups, including ELLs and non-ELLs, and both domestic and international students.

What assessment instruments does your institution use for placement of freshmen ELLs (including multilingual/Generation 1.5 learners) into composition courses?
(check all that apply)
- A single English placement test for all students, in which ELLs are placed based on cut scores only
- A single English placement test for all students, in which students are placed based on reader evaluation only
- A single English placement test for all students, where ELL students are placed based on a combination of both cut scores and reader evaluation
- A specific placement test for ELLs
- Scores on standardized tests (e.g., SAT, TOEFL, IELTS) and/or high school grades--if so, which one(s)?
- A directed self-placement survey or similar procedure that is used to place all students
- A directed self-placement survey or similar procedure that is used only for ELLs (including multilingual/Generation 1.5 learners)
- Other (Please describe)

If students take a placement test, who or what determines which test (ELL/English) the students take?
a. Students themselves
b. Counselors
c. CESL specialists
d. Other/ N/A

How were the tests or self-placement instruments in Question 12 produced? (check all that apply)
- They were written by faculty on campus
- They were commercially developed
- They were developed system-wide

Please use the space below to make additional comments:

If your placement test was written on campus, has it received approval from the Chancellor's Office?

    ○ Yes

    ○ No

    ○ N/A

If you use a placement test on your campus, who determines cut-off scores for placement?

    a. ESL specialists

    b. Non-ESL specialists

    c. The research or testing office

    d. A combination of A through C

    e. A systemwide committee

    f. Other (please state who):

Is there a process for an ELL student (including a multilingual/Generation 1.5 learner) to challenge a placement determination? (check all that apply.)

    ○ Yes, retest using the same test

    ○ Yes, retest using a different test

    ○ Yes, student may appeal results by oral or written request

    ○ Yes, student may demonstrate skill or supply evidence of skill through other means

    ○ Yes, (if different from above, please explain)

    ○ No process

If entering freshmen ELL students (including multilingual/Generation 1.5 learners) are placed into courses for second language learners of English, is their progress tracked by any department, program or other campus entity?

    ○ Progress is not tracked

    ○ Progress in completing ESL courses is tracked

    ○ Progress in completing other writing requirements is tracked

How is your institution evaluating the effectiveness of the placement process for students into writing courses?

    1. No data is being gathered

    2. Anecdotal data being discussed

    3. Formal data being gathered; not analyzed

    4. Formal data gathered and analyzed

Please use the space below to make additional comments:

Section 4. Assessment and Placement of ELLs: CSU Campuses
[CC: skip to Section 6] [UC: skip to Section 5]

As you answer the questions below, please note that some questions relate to the assessment and placement of different groups, including ELLs and non-ELLs, and both domestic and international students.

For incoming freshmen, do you use the same procedures to place domestic ELL students and international students into freshman composition courses?
- ○ Yes
- ○ No

What assessment instruments does your institution use for placement of freshmen ELLs (including multilingual/Generation 1.5 learners) into composition courses? (check all that apply) *If the procedures are different for domestic ELL students and international students, please explain how they differ.*
- ○ A single English placement test for all students, in which ELLs are placed based on cut scores only
- ○ A single English placement test for all students, in which students are placed based on reader evaluation only
- ○ A single English placement test for all students, where ELL students are placed based on a combination of both cut scores and reader evaluation
- ○ A specific placement test for ELLs
- ○ Scores on standardized tests (e.g., SAT, TOEFL, IELTS) and/or high school grades--if so, which one(s)?
- ○ A directed self-placement survey or similar procedure that is used to place all students
- ○ A directed self-placement survey or similar procedure that is used only for ELLs (including multilingual/Generation 1.5 learners)
- ○ Other (Please describe)

If students take a placement test, who or what determines which test (ESL/English) the students take?
- a. Students themselves
- b. Counselors
- c. ESL specialists
- d. Other/ N/A

How were the tests or self-placement assessment instruments in Question 12 produced? (check all that apply)
- ○ They were written by faculty on campus
- ○ They were commercially developed
- ○ They were developed system-wide

Is there a process for an ELL immigrant student to challenge an EPT placement determination?
- ○ No
- ○ Yes, retest using a different test
- ○ Yes, student may appeal results by oral or written request
- ○ Yes, (if different from above, please explain)

If your campus uses a test for placement, who determines cut scores for it?
- a. Administrator(s)
- b. A committee of ESL teachers
- c. A combination of A and B
- d. Other (please explain):

Does your institution track the progress of ELL immigrant students across courses at your institution?
- ○ No
- ○ Yes (Please explain what kind of tracking is done and by whom)

Please use the space below to make additional comments:

All international students entering the CSU must take the TOEFL examination or some equivalent examination. This exam along with other factors is used to determine whether or not these students can enter the university. The following questions relate specifically to international students who speak English as a second or other language.

Does your institution track the progress of international students across courses at your institution?
- ○ No
- ○ Yes (Please explain)

Please use the space below to make additional comments:

The following questions relate specifically to transfer students who enter the CSU after their freshman year.

Does your campus use a test to identify and place ELL transfer students?
- ○ Yes
- ○ No

Is the test identified in Question 20 the same test as the one used to identify and place ELL immigrant or international students on your campus?

- ○ Yes
- ○ No

Who determines which transfer students should take the ESL test?

- a. Students themselves
- b. Counselors
- c. ESL specialists
- d. Other (please describe)
- a. It was written by faculty on campus
- b. It was commercially developed
- c. Other (please explain)

Who on your campus determines placement scores for this ESL test?

- a. ESL administrator(s)
- b. A committee of ESL teachers
- c. A combination of ESL administrator(s) and a committee of ESL teachers
- d. Other (please explain):

Does your institution track the progress of ELL transfer students across courses at your institution?

- ○ No
- ○ Yes (Please explain what kind of tracking is done and by whom)

What concerns do you have about the procedures used to place transfer students into courses for ELLs?

Approximately how many students per year are placed into ESL-designated courses? Please include all types of ELL students (immigrant, transfer, international, etc.) in your estimate:

How is your institution evaluating the effectiveness of the placement process for students into writing courses?

- a. No data is being gathered
- b. Anecdotal data being discussed
- c. Formal data being gathered; not analyzed
- d. Formal data gathered and analyzed

Please use the space below to make additional comments:

Section 5. Assessment and Placement of ELLs: UC Campuses
[CC and CSU: skip to Section 6]

As you answer the questions below, please note that some questions relate to the assessment and placement of different groups, including ELLs and non-ELLs, and both domestic and international students.

Assessment and placement of incoming freshmen:

The University of California administers the statewide Subject A Examination (now called the Analytical Writing Placement Examination, or AWPE) to all entering freshmen. Upon evaluation of this examination, students with non-passing scores and whose writing exhibits characteristics of ELLs are marked with an "E."

When your campus receives the E papers from the systemwide Subject A/AWPE read, how do you use them for placement of freshmen in writing courses? (check all that apply.)
- ○ We do not re-read the E papers; all students take a Subject A equivalent course regardless of the E designation.
- ○ We do not re-read the E papers; but most students with an E designation are placed into an ESL course or a course specifically designed to develop ELL students' English writing proficiency.
- ○ We re-read the E papers using our own evaluation criteria in order to place students in our ESL writing courses or other courses specifically designed to develop ELL students' English writing proficiency.
- ○ We re-test all students with an E designation using our own campus exam and we use this campus exam to place students in an appropriate writing course for ELL students.
- ○ We use a combination of re-reading the E papers and our own assessment instrument(s) to place students in an appropriate writing course for ELL students.
- ○ We do not use the E designation to place students in courses, but we do use it in some cases to advise students to take writing courses specifically designed for ELL/multilingual students.
- ○ Other (please describe) _____

Please use the space below to make additional comments:

If you have your own campus assessment instrument(s), how are they produced? (check all that apply. If NONE apply, skip to question 15)
- ○ They are written by ESL faculty on campus.
- ○ They are commercially developed
- ○ Other (please describe)

If you have your own campus assessment instrument(s), what types of tasks are included? (check all that apply):

- ○ Composition writing
- ○ Multiple choice questions
- ○ Reading tasks
- ○ Discrete grammar questions
- ○ Discrete vocabulary questions
- ○ Listening to a lecture
- ○ A cloze exercise where students fill in the blanks with appropriate words
- ○ Speaking tasks
- ○ Other (please describe)

On your campus, who determines placement of students who have received an E designation at the systemwide Subject A examination? (check all that apply)

a. ESL specialists
b. Non-ESL specialists
c. A research or testing office
d. Other (please explain who)

On your campus, is it possible for a student who has received an E designation to be placed directly into a mainstream or ESL-designated Subject A composition course (i.e., to be given a campus placement that bypasses pre-Subject A ESL courses)?

- ○ Yes
- ○ No

On your campus, is there a process through which a student can challenge an ESL placement determination? (check all that apply)

- ○ Yes, the student can be retested using the same assessment instruments as described above.
- ○ Yes, the student can be retested using a different test or procedure.
- ○ Yes, the student can appeal based on a first-week-of-class diagnostic essay.
- ○ Yes, a student may appeal results with an oral or written request.
- ○ Yes, (if different from any of the above, please explain)
- ○ No, a student may not appeal a placement decision.

If entering freshmen ELL students are placed into courses that are specifically designed to improve their English writing proficiency, is their progress tracked by any department, program, or other campus entity?

a. Progress is not tracked.
b. Progress in completing ESL courses is tracked.
c. Progress in completing other writing requirements is tracked.

Please describe briefly who does this tracking (e.g., the ESL Program, composition program or other campus unit) and what tracking is done (e.g., success rates of students in passing ESL courses, amount of time from ESL placement to completion of Subject A requirement, success of students in mainstream composition courses after completing ESL courses).

On your campus, approximately how many freshmen per academic year are placed in ESL designated courses?

Please use the space below to make additional comments:

Assessment and placement of incoming transfer students [continuation of Section 5 for UC only]

Does your campus assess incoming ELL transfer students?
- Yes
- No [skip to question 23]

On your campus, who determines whether transfer students are placed in ESL courses (check all that apply)?
a. ESL specialists
b. Non-ESL specialists
c. A research or testing office
d. Other (please explain who)

On your campus, is there a process through which a transfer student can challenge an ESL placement determination? (check all that apply)
- Yes, the student can be retested using the same assessment instruments as described in Question 12.
- Yes, the student can be retested using a different test or procedure.
- Yes, the student can appeal based on a first-week-of-class diagnostic essay.
- Yes, a student may appeal results with an oral or written request.
- Yes, (if different from any of the above, please explain)
- No, a student may not appeal a placement decision.

If transfer ELL students are placed into courses specifically designed to improve their academic English, is their progress tracked by any department, program, or other campus entity?
a. Progress is not tracked.
b. Progress in completing ESL courses is tracked.
c. Progress in completing other writing requirements is tracked.

Please describe briefly who does this tracking (e.g., the ESL Program, composition program or other campus unit) and what tracking is done (e.g., success rates of students in passing ESL courses, amount of time from ESL placement to completion of writing requirements, success

of students in mainstream writing courses after completing courses specifically designed for ELL writers).

On your campus, approximately how many ELL transfer students per academic year are placed in courses specifically designed to improve writing proficiency of ELL students?

How is your institution evaluating the effectiveness of the placement process for students into writing courses?
  a. No data is being gathered
  b. Anecdotal data being discussed
  c. Formal data being gathered; not analyzed
  d. Formal data gathered and analyzed

Additional comments on assessment, placement or tracking of ELL transfer students:

Section 6: Courses and Programs for Academic and Vocational Preparation of ELLs: CC, CSU and UC Campuses

Does your campus have classes specifically designed for ELLs?
  ○ Yes
  ○ No [skip to question 29.b]

What undergraduate classes specifically designed for ELLs are offered at your institution? Please check or circle the appropriate responses.

Type of Class Campus has? (check) Number of Levels (circle)
  Writing   1 2 3 4 5 6 7 8 9
  Reading   1 2 3 4 5 6 7 8 9
  Reading/Writing   1 2 3 4 5 6 7 8 9
  Pronunciation   1 2 3 4 5 6 7 8 9
  Listening   1 2 3 4 5 6 7 8 9
  Speaking   1 2 3 4 5 6 7 8 9
  Listening/Speaking 1 2 3 4 5 6 7 8 9
  Multi-Skill   1 2 3 4 5 6 7 8 9
  Grammar   1 2 3 4 5 6 7 8 9

If not, please indicate timelines, if any, required for completion of ESL courses.

If your campus has another type of class specifically designed for ELLs (not listed above), please specify the type and number of levels below:

Please use the space below to make additional comments:

CSU/UC respondents only:

What student populations are these courses intended to serve?
- a. All courses serve freshmen only
- b. All courses serve upper-division only
- c. All courses serve both freshmen and upper division
- d. Some courses serve freshmen, while some serve upper division
- e. Most courses serve freshmen, while some/a few serve upper division

CSU/UC respondents only:

Are ESL courses at your institution credit-bearing?
- a. Yes, all are credit bearing.
- b. Some are credit bearing. Please indicate which.
- c. No, none are credit bearing

Are all non-ESL composition courses at your institution credit-bearing?
- a. Yes, all are credit bearing.
- b. Some are credit bearing. Please indicate which.
- c. No, none are credit bearing

In which department(s)/program(s) are English courses for ELLs offered? check all that apply
- ○ English
- ○ ESL
- ○ Linguistics
- ○ Writing Program
- ○ Developmental Studies
- ○ Learning Skills Center
- ○ Other (Please specify):

What is the class size of ESL writing courses at your institution? Give either a number or a range (e.g., 18-25) of numbers as appropriate.

Once students place into an ESL program, are they required to follow a specific sequence of courses?
- ○ Yes
- ○ No

What types of grades are given in your courses for ELLs? (check all that apply)
- ○ Letter grades
- ○ Credit/no credit
- ○ Pass/no pass
- ○ Other (please specify):

What types of grades are given in your non-ESL composition courses? (check all that apply)
- ○ Letter grades
- ○ Credit/no credit
- ○ Pass/no pass
- ○ Other (please specify)

Does your department/program use any of the following procedures or devices to standardize grading for writing courses? (check all that apply)
- ○ Uniform grading rubrics which all instructors follow
- ○ Common exams
- ○ Group-graded exams
- ○ Committee-evaluated portfolios
- ○ Norming sessions for grading student papers or exams
- ○ Exchange of papers for evaluation with other instructors in the program
- ○ Other (Please describe):

Does your campus offer ESL sections of courses to prepare students to pass a test that satisfies GWAR?
- ○ No
- ○ Yes (Please explain):
- ○ Not from a CSU campus

Aside from the courses already offered, what other courses for ELLs are needed at your institution in order to meet students' needs?
- a. The courses we currently offer meet students' needs.
- b. We need additional sections or classes of the courses we already offer to accommodate all of our students.
- c. We need additional courses. (Please specify which:)

How is your program evaluated?
- ○ Outside evaluator
- ○ Program self-evaluation
- ○ Other (please specify):

If no ESL courses are offered at your institution, how are the language needs of ELLs addressed?
- ○ Tutoring
- ○ Language/Computer/Writing Lab
- ○ Workshops
- ○ Special training for writing faculty
- ○ Special training for faculty across the curriculum
- ○ Learning Skills Center drop in services
- ○ Their needs are not addressed

Additional comments about courses and programs for ELL students:

Section 7: Matriculation Practices Related to ELLs: CC, CSU and UC Campuses

If a course has an ESL course prerequisite, can a student challenge the prerequisite?
- ○ Yes
- ○ No
- ○ N/A

If yes, who makes a determination on the challenge?

Are students accepted for degree/certificate programs before placement into ESL or English courses?
- ○ Yes
- ○ No

If yes, what time lines are required for completion of ESL courses?

Please use the space below to make additional comments:

Are students in your department permitted to repeat ESL courses?
- ○ Yes (some or all)
- ○ No

If yes, which ones and how many times?
Type of Class? Can be repeated? Number of times can be repeated

Writing	Yes No 1 2 3 4 5
Reading	Yes No 1 2 3 4 5
Reading/Writing	Yes No 1 2 3 4 5
Pronunciation	Yes No 1 2 3 4 5
Listening	Yes No 1 2 3 4 5
Speaking	Yes No 1 2 3 4 5
Listening/Speaking	Yes No 1 2 3 4 5
Multi-Skill	Yes No 1 2 3 4 5
Grammar	Yes No 1 2 3 4 5

If another type of ESL class can be repeated please specify the type of class and number of times it can be repeated below:

Additional comments about matriculation practices:

Section 8. Matriculation Practices Related to ELLs: CSU and UC Campuses
[CC: skip to Section 9]

Please respond to these questions only if your campus has special English or ESL sections for non-native English speakers:

If ELLs are placed into special sections of English composition for non-native speakers their freshmen year or when they first arrive to the university, which of the following apply? (check all that apply)
 ○ They must remain in the course the entire school term
 ○ They can appeal to the instructor for a different placement
 ○ They can appeal to the coordinator for a different placement
 ○ Other (describe briefly):

Please use the space below to make additional comments:

If ELLs do not pass a composition course, how many times are they allowed to retake it?

Freshmen composition course
 ○ Not allowed to retake
 ○ 1
 ○ 2
 ○ 3
 ○ More than 3

ESL composition courses prerequisite to freshmen composition
 ○ Not allowed to retake
 ○ 1
 ○ 2
 ○ 3
 ○ More than 3

Please use the space below to make additional comments:

If students fail an ESL class other than freshmen composition, are they required to retake it and pass it before they take freshmen composition?
 ○ Yes
 ○ No

If ELLs have retaken a freshmen composition course the maximum number of times and still do not pass, what are the consequences? (check all that apply.)
 ○ They can petition to continue in the composition course for one more quarter.
 ○ They are allowed to take an alternate course.

○ They are dismissed from the university.
○ They are provided extra tutoring.
○ They are provided extra counseling.
○ Other (please describe):

Please use the space below to make additional comments:

Any additional comments about matriculation practices? Please use this space:

Section 9. Student Support Services for ELLs: CC, CSU, and UC Campuses

For each of the following student support services, please respond to the questions relevant to your campus. Note in some cases there are separate questions for international ELL students and other (e.g., immigrant) ELLs since some campuses offer support for international learners but not for other ELLs and vice versa. If your campus does offer services for ELLs that includes international and other ELLs without distinguishing these populations, please check both categories.

Orientation/Initial Advising

What services exist at your campus to support domestic ELLs?
a. Language assessment, whether formal or self-assessment
b. Options for multilingual sections of writing courses
c. Support courses to supplement grammar/writing/reading for core writing courses
d. Tutoring
e. Mentoring
f. Services through a partner such as an adult school, intensive English program or community-based program
g. Other

What services exist at your campus to support international students?
a. Language assessment, whether formal or self-assessment
b. Options for multilingual sections of writing courses
c. Support courses to supplement grammar/writing/reading for core writing courses
d. Tutoring
e. Mentoring
f. Services through a partner such as an adult school, intensive English program or community-based program
g. Other:

Are there orientation/initial advising services designed specifically for international ELLs on your campus?
○ Yes
○ No

Are there orientation/initial advising services designed specifically for other ELLs on your campus?
- ○ Yes
- ○ No [if you answered no to both 50.a and 50.b, skip to question 51.a]

Please provide a brief description of orientation/initial advising specifically designed for ELLs.

Please rate the overall effectiveness of the orientation/initial advising provided for ELLs:
- ○ Excellent
- ○ Good
- ○ Average
- ○ Below Average
- ○ Poor
- ○ Unable to evaluate

Comments related to the rating:

Counseling

Are there counseling services designed specifically for international ELLs on your campus?
- ○ Yes
- ○ No

Are there counseling services designed specifically for other ELLs on your campus?
- ○ Yes
- ○ No [if you answered No to both 51.a and 51.b, skip to question 52.a]

Please provide a brief description of counseling services specifically designed for ELLs.

Please rate the overall effectiveness of counseling services provided for ELLs
- ○ Excellent
- ○ Good
- ○ Average
- ○ Below Average
- ○ Poor
- ○ Unable to evaluate

Comments related to the rating:

Tutoring/Learning Centers

Are there tutoring/learning center services designed specifically for international ELLs on your campus?

○ Yes
○ No

Are there tutoring/learning center services designed specifically for other ELLs on your campus?
    ○ Yes
    ○ No [if you answered no to both 52a and 52b, skip to question 53.a]

Please provide a brief description of tutoring/learning center services specifically designed for ELLs.

Please rate the overall effectiveness of tutoring/learning center services provided for ELLs:
    ○ Excellent
    ○ Good
    ○ Average
    ○ Below Average
    ○ Poor
    ○ Unable to evaluate

Comments related to the rating:

Transfer Services (Prospective transfers for CCs, incoming transfers for UCs and CSUs)

Are there transfer services designed specifically for international ELLs on your campus?
    ○ Yes
    ○ No

Are there transfer services designed specifically for other ELLs on your campus?
    ○ Yes
    ○ No [if you answered no to both 53.a and 53.b, skip to question 54.a]

Please provide a brief description of transfer services specifically designed for ELLs.

Please rate the overall effectiveness of transfer services provided for ELLs:
    a. Excellent
    b. Good
    c. Average
    d. Below Average
    e. Poor
    f. Unable to evaluate

Comments related to the rating:

Outreach to Feeder High Schools

Are there outreach services designed specifically to target ELL high school learners?
○ Yes
○ No [skip to question 55.a]

Please provide a brief description of outreach services specifically designed for ELLs.

Please rate the overall effectiveness of the outreach services provided for ELLs:
a. Excellent
b. Good
c. Average
d. Below Average
e. Poor
f. Unable to evaluate

Comments related to the rating:

Services for At-Risk Students (EOPS/EOP)

Are there services for at-risk students designed specifically for ELLs on your campus?
○ Yes
○ No [skip to question 56.a]

Please provide a brief description of services for at-risk students specifically designed for ELLs.

Please rate the overall effectiveness of services provided for at-risk ELLs.
a. Excellent
b. Good
c. Average
d. Below Average
e. Poor
f. Unable to evaluate

Comments related to the rating:

Services for Disabled Students

Are there disabled student services designed specifically for ELLs on your campus?
○ Yes
○ No [skip to question 57.a]

Please provide a brief description of disabled student services specifically designed for ELLs.

Please rate the overall effectiveness of disabled students services provided for ELLs:
   a. Excellent
   b. Good
   c. Average
   d. Below Average
   e. Poor
   f. Unable to evaluate

Comments related to the rating:

Financial Aid Services

Are there financial aid services designed specifically for ELLs on your campus?
   ○ Yes
   ○ No [skip to question 58.a]

Please provide a brief description of financial aid services specifically designed for ELLs.

Rate the overall effectiveness of financial aid services provided for ELLs:
   a. Excellent
   b. Good
   c. Average
   d. Below Average
   e. Poor
   f. Unable to evaluate

Comments related to the rating:

Job Placement/Career Center

Are there job placement/career services designed specifically for ELLs on your campus?
   ○ Yes
   ○ No [skip to question 59]

Please rate the overall effectiveness of job placement/career center services offered for ELLs.
   a. Excellent
   b. Good
   c. Average
   d. Below Average
   e. Poor
   f. Unable to evaluate

Comments related to the rating:

Other services

Are there other services designed specifically for ELLs on your campus that were not mentioned above?
- ○ Yes
- ○ No [skip to question 60]

Please provide a brief description of other service(s) specifically designed for ELLs.

Please rate the overall effectiveness of the services provided.
- a. Excellent
- b. Good
- c. Average
- d. Below Average
- e. Poor
- f. Unable to evaluate

Comments related to the rating on service effectiveness noted in 59.c. above:

Could a member of the ICAS ESL Task Force contact you about your responses, if we have any questions or if we want to get further information about your campus? You will only be contacted if you say yes.
- ○ Yes, I would be willing to be contacted
- ○ No, I would prefer not to be contacted further

Would you like to receive email notification when the report from this study is available?
- ○ Yes
- ○ No, thank you

APPENDIX B: SURVEY PARTICIPANT COMMENTS

Table A1

Comments from Community College Faculty on Identification of ELLs

Comment
1. We are transitioning (as are most CCC) from identifying ELLs via a placement test to AB 705 recommended guided self-placement.
2. Our administration is aware of the total number of students who choose to take ESL courses because the ESL Department has requested that information from our Research Office. Because students do not self-identify at any point in the application process, we do not have the actual number of ELLs on our campus.
3. Identification of ELLs is minimal since we don't have placement tests any longer and counselors are not suggesting ELLs identify as such. They're encouraging everyone to go straight into transfer level English.
4. As chair of ESL for the past four years, I worked hard to make administration and institutional researchers aware of the fact that we are not adequately identifying ELL learners. No progress was made!!
5. Given AB705 and the push to not use a placement test, we now do guided placement and have eliminated two levels of courses - the pushback from TESOL, I think, cam a little late for small credit programs. Students really do get to choose. International students are guided to that office's own language school.
6. To my knowledge, the CCC application does not have any concrete questions that identify ELL students. Our campus can only identify our ELL population if they take our credit classes. Our college's Environmental Scan and Educational Master Plan contain no data on ELL learners. There is lack of systematic institutional information and tracking system of ELLs.
7. We could use help in identifying and better recommending proper learning assistance for gen 1.5 students
8. System-wide, there is no consistent method to identify ELLs. Campus-wide, our administration is aware and supportive of ELLs. However, we need develop a mechanism to institutionalize identification of students, tracking of coursework, and success/retention.
9. Data is analyzed in Program Enhancement Plans that is written by ESL credit and non-credit faculty. ESL non-credit student are identified through counseling data collection program.
10. Data needs to be gathered taking into account student ethnic identity rather than race. For example, data is gathered for 'African-Americans' and applied to our program (our students are Africans, but might not be American citizens). Another example, not all surveys take into account that our students from the Middle East might identify as Arab or Chaldean. Information about ethnicity and language background is more useful to our department than race. We'd also like more information about the success of students who do not speak English as their first or primary language, but place themselves into English composition rather than ESL. We'd like to have more data about their success in not just transfer-level English, but also other GE classes that require reading and writing in English.
11. We are now identifying ELLs because we, the ESL department pushed for it and had a seat at the table when deciding on school matriculation intake procedures. This is a recent tracking method, so we haven't used the tracking for research purposes yet, but we will in the future. We can also track students who are identified as ELLs and don't take ESL courses to see if they succeed in WR 1 without ESL. Also, we are trying to get all identified ELLs to take our ESL assessment so we understand what incoming ESL level they are regardless of what ESL or WR 1 course they enroll in.
12. The data is collected, but not reported out unless specifically requested or may be reported out at the district level.
13. I don't believe that the immigrant ESL students are disaggregated from the international students.
14. There has been a movement to push out low level literacy and language students. Those seeking financial aid may have to enter intermediate level classes when they really need basic skills help. As a result, they may enter English 101 with insufficient skills to succeed.
15. In lieu of AB705, there is no placement testing for English, only ESL.

Comment
16. In general, no good method exists to do outreach to our general population of ESL learners; they have to either seek out ESL or transition to our program from our Noncredit ESL program. We have a high number of Gen 1.5 but we do not identify them that way. Basically we capture information on our Latinx students but they may or may not be ESL.
17. We have a very small number of ESL students on campus, so the college doesn't collect much information on this population.
18. No data is collected	The administration only looks at numbers of those students who attend the credit ESL classes. As a HSI in an area that has immigrants from all over the world, there are many ELLs in our college. For this reason, we do not have an accurate count of ELLs
19. I believe greater awareness would be beneficial so that additional services might be offered.
20. Administration is keenly aware of ELL population and is making progress toward addressing the needs of ELL students mainly due to AB 705 mandates.
21. As far as I know, we have work to do in this area. I know we were working on offering specific credit classes to meet the needs of ELLs, but I don't know how we are identifying these students.
22. We don't know their language breakdown, which would be nice.
23. The implementation of AB705 and identification and placement process are problematic. -Right now students who graduated from high school are automatically directed to English. But we have many students who have graduated from high school in the US and still need ESL classes to be successful. They often times register in English because that's what they're directed to do and then we have to identify and move them and change their schedule in record time so that their studies aren't disrupted. Additionally, there is an impact on their confidence in English when this happens. It was my understanding that the state was going to use the "3 or more years of high school," as an indicator, not just "graduated from high school." That is a very significant change, and I doubt that much feedback from ESL faculty was considered when it was made. -I also feel that it is wrong to require all of these home grown placement tools that aren't validated as somehow more acceptable than the CELSA. The CELSA has problems but should be phased out, not eliminated in haste. There should be time given to validate placement tools while still being able to use currently validated tools rather than using something that might completely inaccurately place students for fall 2020. ESL programs and, again, students' schedules and self confidence may be negatively impacted because of this decision. Funding for creating, validating, and then implementing placement is needed. -It would be helpful if we identified Gen 1.5 students at our campus.
24. These things are changing Fall 2020, as our district launches our ESOL Self-Guided Placement Tool to be in compliance with AB 705.
25. There is an awareness of the quantitative numbers of ELL's on our campus (as it relates to enrollment and pathways in ESL), but there is not always great awareness of how ELL's permeate the entire college (i.e. CTE programs such as Child Development and Allied Health).   Our administration is aware of students that self-identify as ELL's, but there is an unknown number of students already enrolled in programs that have not taken ESL courses nor sought language support.
26. It's extremely frustrating on our campus because NO ONE verifies the information students self report. As a result, they falsely claim they are native speakers or went to high school in the U.S. to skip ESL assessment when that is not true. No one verifies their answers.
27. We have a very small credit program, so our administration is acutely aware of the number of ESL students in our ESL courses.
28. ELLs and who they are. Currently, students are not identified as second-language learners. We are not able to obtain data on students who do not enroll in ESL who might be ELL. This includes gen 1.5 who are more likely, especially post AB705, to not be aware of or take ESL. We are not able to know if language make be a factor in success without this data, or offer appropriate, targeted supports to those students.
29. It's harder now with AB 705, which has made it difficult to identify and place ELLs. We also cannot disaggregate ethnographic differences for meaningful analysis. CCCApply limits our ability to learn who our students are and how we can serve them linguistically.
30. ELLs are very difficult to identify and collect data on in our region. Our college is located close to the border with Mexico, the community is bilingual and many of our students are binational.

Comment
31. It's a disaster. Students find out they can take me for English, and that I am bilingual with extensive training in second language acquisition, but we haven't offered an ESL class in years.
32. ELL's have been neglected for a long time on this campus. Not seen as a significant priority by administration and local community. Not nearly enough support or resources allocated.
33. Would like statistics and a break down on language background.

Table A2

Comments from CSU Faculty on Identification of ELLs

Comment
1. I encourage the Task Force to consider a more expansive view of language diversity than the "ELL" designation allows. Many of my students are multilingual and fully fluent in English, yet would benefit from language/culture support services typically thought to apply only to "ESL students." The ICAS report could frame English as a lingua franca used across multilingual communication contexts (e.g., it is common in my courses for a student group project to include a Spanish/English speaker, an Arabic/English speaker, and a Mandarin/English speaker, all using English+ to communicate - what are the language/communication/cultural literacy strategies involved in such situations?)
2. I could be wrong, but I do not think we gather information about ELL status for incoming students, whether first-year or transfer.

Table A3

Comments from UC Faculty on Identification of ELLs

Comment
1. Re: question 13-- I have no idea. I could do some research on campus websites, but then I would probably never get to it and not submit this questionnaire in a timely fashion.
2. Our writing program keeps good statistics about F1 and non-F1 ELL students in the writing program. We do not have contact with upper-division (transfer) students.
3. I have seen reports of transfer students' home language backgrounds, but I don't know how this data is gathered.
4. I only work with entering freshman and cannot speak to transfer Ss or whole-campus reporting

Table A4

Specific Recommendations by Faculty for New ESL Courses

Comment
1. Additional ESL support courses for students in transfer-level courses
2. an English 1A ESL course for multilingual non-native English-speaking students; Supplemental support and lab courses; onboarding, navigation, resource awareness courses; computer courses for ESL students
3. courses for technical English, certificate pathway, and professional English (non composition-based)
4. Courses with CSU/IGETC approval to fulfill 3B/C2 & 1A/A2 GE requirements. A lower level reading elective, contextualized core content courses, and a study skills elective.
5. Distance Ed.

Comment
6. Due to AB705, we reduced the number of levels and courses offered to our students. Anecdotally, we have seen less success at the lower levels of our program, and we have seen a need for supplemental classes for our international students. We plan to offer mirrored credit/noncredit classes at one level below the course currently offered, and supplemental 3-unit courses at the advanced levels.
7. ESL 101 transferable tot he UC system
8. ESL courses which are transferrable to CSUs.
9. Freshman Composition for ELL and classes to transition ELL from non-credit certificate to Freshman comp.
10. Grammar
11. More partnerships with CTE programs, technology basic skills courses
12. orientation to college course for ESL; dedicated pronunciation course; dedicated digital literacy course
13. Reading for English language learners
14. Students have expressed interest in pronunciation-specific and grammar-specific courses
15. Support courses for content area disciplines
16. Support courses for ELLs in programs across the campus (academic, CTE)
17. Support Courses in non ESOL disciplines
18. through AB705 ELL students who have completed 4 years of high school can take freshman composition even if they have not taken ENGL 12 in high school. AB705 has created a problem for these students since they are not prepared for freshman English. Even an ESL support class is not enough.
19. Transfer level composition courses for ELLs should be available
20. We are developing VESL courses
21. We are gradually moving into non-credit adult-ed type courses, which we did not previously offer.
22. We are planning to offer an AmLa 1A (transfer-level composition for ELLs), American cultural course, and grammar review courses for Gen 1.5 students.
23. We constantly review this question.as part of both Program Review and the Program SLO process
24. We currently have courses preparing students for credit courses awaiting approval.
25. We have non credit courses coming for beginners
26. We need additional upper level writing courses for ELL
27. We need classes that offer lower level ESL than we currently offer in order to meet the needs of the community, but have been told these would not be approved.
28. We need content-based ESL courses that prepare students for various certificates.
29. We need corequisite courses geared toward ELLs in freshman composition.
30. We need integrated reading/writing/speaking/listening.
31. We'd like to create additional elective courses around culture, English for Math, etc.
32. workplace ESL/VESL.

CSU Faculty Comment
In my opinion, we need courses to help ELL immigrant students brush up their reading/writing skills and gain confidence in their writing.

UC Faculty Comments
We need some courses for transfer students. We could also use more courses in oral skills. Our graduate offerings do not meet the demands, either. + we would like to offer courses for transfer students

Comment
We used to offer electives in reading, grammar, and speaking. Budget doesn't allow for it anymore, and students really focus on completing requirements only.
courses for ELL transfer students
We don't need them, but we would like to offer a course focused on critical reading skills
oral communications, applied phonetics

Table A5

Additional Comments by Community College Faculty about Courses and Programs for ELL Students

Comment
1. Additionally, there is nothing in place which recognizes the high level of cognitive energy required for language learning. The CSU system of approving courses for transferability does NOT work. Approval is simply dependent on the view of the reviewer who may see ESL as "remedial". Courses at one institution are being approved for transfer (specifically in humanities) while other schools which submit the same proposals are being denied. It is a biased system which penalizes students for not being fluent in English while at the same time, transfer-level credit is accepted for native-English speaking students taking a foreign language, even though the demands are not as great. This is not only unfair, it is inequitable and discriminatory.
2. At El Camino College, we have a credit ESL and non-credit ESL program.
3. Data on who ELLs are and where they are (which programs) and how they are doing is essential to developing appropriate supports. With more gen 1.5 students going directly to English 1A and beyond, we don't know how they are doing and how to help them.
4. Fulfillment of CSU/IGETC 3B/C2 & 1A/A2 GE requirements with credit ESL courses surpass the goals of AB705 and statewide completion goals. Students enrolled in ESL courses are engaging in advanced language instruction with rich cultural components that far exceed those in Beginning foreign language courses. Consistency to approve courses through a lens that does not perceive ESL as sub-remedial or expect that advanced ESL courses will cease to also focus on language is a topic we request the committee to take up.
5. NA
6. Open-Ended Response
7. Our ESL program also offers a language lab and an ESL lab where students can drop in for supplemental instruction.
8. The college offers tutoring and workshops for English language learners.
9. There are limits to the number of times a class may be taken. With language learning, this can be problematic. The students who arrive with academic preparation, such as degrees from other countries, will do well. They know how to study and have access to support systems. The unschooled students who are working two or three jobs to keep body and soul together do not get financial aid, do not know how to study, seldom have time or place to study, and have little chance of moving into successful patterns. Child care is limited. Day students are favored over night. Classes are held when there is no library, Writing Center, or food service available. There is very limited security at night. The campus can be very dark. Much of this is political. Each school is in competition for positions on imaginary graphs.
10. We are concerned about the impact of fully implementing AB705 because our lowest-level students might end up being placed into courses that are above the level they can be successful at.
11. We are currently researching ESL certificates so that we our own.
12. We believe we have an effective program that meets student needs for both credit, transfer bound students and noncredit, community focused students.
13. We combine 5 of our 6 courses with our noncredit program as a bridge/pathway into credit for those students.
14. We have dual-listed ESL program in which our first two levels are Noncredit only, and our other 5 levels are dual-listed with credit and noncredit students in the same classes.
15. We have just begun offering mirrored credit/noncredit courses at all levels of our ESL program.

Comment
16. We need a lot more non-credit offerings! And better quality control of instructors.
17. We overhauled the program two years ago and engaged in a lot of professional development to prepare faculty to teach the new curriculum.
18. We support ELL's that are not taking ESL classes through tutoring in ESL labs. These labs support students in classes like English 1A, Physics, etc.

APPENDIX C: ASSEMBLY BILL 705

California Assembly Bill No. 705

CHAPTER 745

An act to amend Section 78213 of the Education Code, relating to community colleges.

[Approved by Governor October 13, 2017. Filed with Secretary of State October 13, 2017.]

LEGISLATIVE COUNSEL'S DIGEST AB 705, Irwin. Seymour-Campbell Student Success Act of 2012: matriculation: assessment.

(1) Existing law establishes the California Community Colleges, under the administration of the Board of Governors of the California Community Colleges, as one of the segments of public postsecondary education in this state. Existing law, the Seymour-Campbell Student Success Act of 2012, provides that the purpose of the act is to increase California community college student access and success by providing effective core matriculation services of orientation, assessment and placement, counseling, and other education planning services, and academic interventions. Existing law prohibits a community college district or college from using any assessment instrument for the purposes of these provisions without the authorization of the board of governors. This bill would require a community college district or college to maximize the probability that the student will enter and complete transfer-level coursework in English and mathematics within a one-year timeframe, and use, in the placement of students into English and mathematics courses in order to achieve this goal, one or more of the following: high school coursework, high school grades, and high school grade point average. The bill would authorize the board of governors to establish regulations governing the use of measures, instruments, and placement models to ensure that these measures, instruments, and placement models achieve the goal of maximizing the probability that a student will enter and complete transfer-level coursework in English and mathematics within a one-year timeframe, and that a student enrolled in English-as-a-second-language (ESL) instruction will enter and complete degree and transfer requirements in English within a timeframe of 3 years. The bill would also authorize the board of governors to establish regulations that ensure that, for students who seek a goal other than transfer, and who are in certificate or degree programs with specific requirements that are not met with transfer-level coursework, a community college maximizes the probability that a student will enter and complete the required college-level coursework in English and mathematics within a one-year timeframe. The bill would prohibit a community college district

or college from requiring students to enroll in remedial English or mathematics coursework that lengthens their time to complete a degree unless placement research that includes consideration of high school grade point average and coursework shows that those students are highly unlikely to succeed in transfer-level coursework in English and mathematics. The bill would authorize a community college district or college to require students to enroll in additional concurrent support, including additional language support for ESL students, during the same semester that they take the transfer-level English or mathematics course, but only if it is determined that the support will increase their likelihood of passing the transfer-level English or mathematics course. To the extent the bill would impose additional duties on community college districts and colleges, the bill would impose a state-mandated local program.

(2) The California Constitution requires the state to reimburse local agencies and school districts for certain costs mandated by the state. Statutory provisions establish procedures for making that reimbursement. This bill would provide that, if the Commission on State Mandates determines that the bill contains costs mandated by the state, reimbursement for those costs shall be made pursuant to the statutory provisions noted above.

THE PEOPLE OF THE STATE OF CALIFORNIA DO ENACT AS FOLLOWS:

SECTION 1. (a) The Legislature finds and declares all of the following: (1) The California community college system is the nation's largest system of higher education, and a critical entry point to higher education and opportunities for upward mobility. (2) California's community colleges identify more than 75 percent of its students as underprepared, and refer this overwhelming majority of students to remedial courses. (3) The choice of assessment instruments and placement policies has serious implications for equity, since students of color are more likely to be placed into remedial courses. (4) There are serious adverse consequences to a college incorrectly assigning a prepared student to remediation. These adverse consequences include discouraging some students from pursuing a postsecondary education, as well as burdening other students with higher educational costs and delaying their degree plans. (5) Students placed into remediation are much less likely to reach their educational goals. According to the Student Success Scorecard, just 40 percent go on to complete a degree, certificate, or transfer outcome in six years, compared to 70 percent for students allowed to enroll directly in college-level courses. (6) Numerous reputable studies suggest that community colleges are placing too many students into remediation and that many more students would complete transfer requirements in math and English if allowed to bypass remedial prerequisite courses and enroll directly in transfer-level English and math courses. (7) Instruction in English as a second language (ESL) is distinct from remediation in English. Students enrolled in ESL credit coursework are foreign language learners who require additional language training in English, require support to successfully complete degree and transfer requirements in English, or require both of the above. (8) The Board of Governors of the California Community Colleges has established rules to protect students from being excluded from courses in which they can be successful. This was in response to a Mexican American Legal Defense and Education Fund lawsuit that was settled in 1991 and was driven by concerns that assessment tests disproportionately placed Latino students into remedial prerequisite courses. (9) Community colleges are prohibited from requiring students to take a prerequisite course unless they are highly unlikely to succeed in a higher-level course

without it pursuant to Section 55003 of Title 5 of the California Code of Regulations, but this policy is not followed in practice. In math, broad exceptions allow community colleges to block students from courses in which they can be successful in the service of four-year university transfer policies. (10) Colleges are also required to use multiple measures in determining course placement pursuant to Section 55522 of Title 5 of the California Code of Regulations, but Title 5 of the California Code of Regulations does not provide enough guidance in the use of multiple measures to ensure that students are not excluded from courses in which they can be successful. (11) A 2016 report by the Public Policy Institute of California found that California community colleges still use placement tests extensively, and that the use of other student achievement measures for placement was sparse and unsystematic. (12) There is evidence that when used as the primary criterion for placement, these tests tend to underplace students—leading colleges to assign students to remedial courses when those students could have succeeded in college-level courses. The reliance of test scores as the determinant factor for high-stakes placement decisions runs contrary to testing industry norms. (13) Research shows that a student's high school performance is a much stronger predictor of success in transfer-level courses than standardized placement tests. (14) The community college system is in a good position to improve placement practices. The system's Multiple Measures Assessment Project and Common Assessment Initiative have conducted deep and research-driven work on the use of high school performance to greatly improve the accuracy of the placement process. (15) The Legislature has made significant investments to improve student assessment and placement. These investments most recently include the Community College Basic Skills and Student Outcomes Transformation Program grants, which are providing selected colleges with funding to redesign remedial assessment and placement, as well as curriculum and career pathways. (16) The goal of this act is to ensure that students are not placed into remedial courses that may delay or deter their educational progress unless evidence suggests they are highly unlikely to succeed in the college-level course. (b) It is the intent of the Legislature that the State Department of Education and the Chancellor's Office of the California Community Colleges work collaboratively to ensure timely access to data regarding high school performance for purposes of community college student placement.

SEC. 2. Section 78213 of the Education Code is amended to read: 78213. (a) No community college district or college may use any assessment instrument for the purposes of this article without the authorization of the board of governors. The board of governors may adopt a list of authorized assessment instruments pursuant to the policies and procedures developed pursuant to this section and the intent of this article. The board of governors may waive this requirement as to any assessment instrument pending evaluation. (b) The board of governors shall review all assessment instruments to ensure that they meet all of the following requirements: (1) Assessment instruments shall be sensitive to cultural and language differences between students, and shall be adapted as necessary to accommodate students with disabilities. (2) Assessment instruments shall be used as an advisory tool to assist students in the selection of appropriate courses. (3) Assessment instruments shall not be used to exclude students from admission to community colleges. (c) The board of governors shall establish an advisory committee to review and make recommendations concerning all assessment instruments used by districts and colleges pursuant to this article. (d) (1) (A) A community college district or college shall maximize the probability that a student will enter and complete transfer-level coursework in English and mathematics within a one-year timeframe, and use, in the placement

of students into English and mathematics courses in order to achieve this goal, one or more of the following measures: (i) High school coursework. (ii) High school grades. (iii) High school grade point average. (B) Colleges shall use evidence-based multiple measures for placing students into English-as-a-second-language (ESL) coursework. For those students placed into credit ESL coursework, their placement should maximize the probability that they will complete degree and transfer requirements in English within three years. (C) Multiple measures shall apply in the placement of all students in such a manner so that either of the following may occur: (i) Low performance on one measure may be offset by high performance on another measure. (ii) The student can demonstrate preparedness and thus bypass remediation based on any one measure. (D) When high school transcript data is difficult to obtain, logistically problematic to use, or not available, a community college district or community college may use self-reported high school information or guided placement, including self-placement for students. (E) The board of governors may establish regulations governing the use of these and other measures, instruments, and placement models to ensure that the measures, instruments, and placement models selected by a community college demonstrate that they guide English and mathematics placements to achieve the goal of maximizing the probability that a student will enter and complete transfer-level coursework in English and mathematics within a one-year timeframe and credit ESL students will complete transfer-level coursework in English within a timeframe of three years. The regulations should ensure that, for students who seek a goal other than transfer, and who are in certificate or degree programs with specific requirements that are not met with transfer-level coursework, a community college district or college maximizes the probability that a student will enter and complete the required college-level coursework in English and mathematics within a one-year timeframe. (2) Notwithstanding Section 78218 or any other law, a community college district or college shall not require students to enroll in remedial English or mathematics coursework that lengthens their time to complete a degree unless placement research that includes consideration of high school grade point average and coursework shows that those students are highly unlikely to succeed in transfer-level coursework in English and mathematics. A community college district or college may require students to enroll in additional concurrent support, including additional language support for ESL students, during the same semester that they take a transfer-level English or mathematics course, but only if it is determined that the support will increase their likelihood of passing the transfer-level English or mathematics course. The community college district or college shall minimize the impact on student financial aid and unit requirements for the degree by exploring embedded support and low or noncredit support options. (e) For purposes of this section, "assessment" means the process of gathering information about a student regarding the student's study skills, English language proficiency, computational skills, aptitudes, goals, learning skills, career aspirations, academic performance, and need for special services. Assessment methods may include, but not necessarily be limited to, interviews, standardized tests, attitude surveys, vocational or career aptitude and interest inventories, high school or postsecondary transcripts, specialized certificates or licenses, educational histories, and other measures of performance.

SEC. 3. If the Commission on State Mandates determines that this act contains costs mandated by the state, reimbursement to local agencies and school districts for those costs shall be made pursuant to Part 7 (commencing with Section 17500) of Division 4 of Title 2 of the Government Code.

APPENDIX D: IGETC 3B/CSU C2 APPROVALS FOR ACADEMIC ESL COURSES

Approvals of Advanced ESL for IGETC 3B Humanities	Approvals of Advanced ESL for CSU C2 Humanities
Historical approval of academic ESL sequence courses for IGETC 3B Humanities: • NONE	Historical approval of academic ESL sequence courses for CSU C2 Humanities: ▪ Fall 1990: Palomar ESL 103 ▪ Fall 1990: Palomar ESL 102 ▪ Fall 1990: Palomar ESL 101 ▪ Fall 1991: De Anza ESL 6 ▪ Summer 2003: Sacramento City ESLR (denied 3B Fall 20)
Fall 2019 approval of academic ESL courses for IGETC 3B Humanities: ▪ Palomar ESL 106 (1LB*) ▪ Palomar ESL 103 (2LB**) ▪ De Anza ESL 6 (TLC+1***) *1LB: one level below transfer-level composition **2LB: two levels below transfer-level composition ***TLC+1: Fulfills CSU A3/IGETC 1B	Fall 2019 CSU C2 Humanities approvals: ▪ Palomar ESL 106 (1LB*) ▪ City College of San Francisco ESL 188 ▪ (1LB* – denied 3B F19) ▪ Reedley ESL 15 (1LB* – denied 3B F20) *1LB: one level below transfer-level composition
Fall 2020 approval of academic ESL courses for IGETC 3B Humanities: ▪ NONE	Fall 2020 CSU C2 Humanities approvals: ▪ American River College ESL 350 (TLC+1*** – denied 3B Fall 20) ▪ Cypress ESL 109 (1LB* – denied 3B Fall 19 & Fall 20) ▪ Cypress ESL 108 (2LB** – denied 3B Fall 19 & Fall 20) ▪ Reedley ESL 14 (2LB** – denied 3B Fall 20) ▪ Riverside ESL 50 ▪ Norco ESL 50 ▪ Moreno Valley ESL 50 ▪ Southwestern ESL 159A *1LB: one level below transfer-level composition **2LB: two levels below transfer-level composition ***TLC+1: Fulfills CSU A3/IGETC 1B

Source: *Assist.org* compiled as of 7/2020. Presented at ASCCC Curriculum Institute 2020

Kathy Wada, Cypress College ESL

APPENDIX E: IGETC 1A/CSU A2 APPROVALS FOR ACADEMIC ESL COURSES

Approvals of Advanced ESL for IGETC 1A Written Communication	Approvals of Advanced ESL for CSU A2 Written Communication
Historical approval of academic ESL courses for IGETC 1A Written Communication: ■ NONE	Historical approval of academic ESL courses for CSU A2: ■ American River College ESLW 340 - approved Summer 2003 ■ Citrus ESL 101 Reading and Composition ■ De Anza ESL 5 Adv Composition and Reading ■ Sacramento City ESLW 340 - approved Summer 2003 * Consumes River College ESLW 240 approved F2010; Removed Su2020 * Foothill ESL 26 – approved F1992; Removed Su2010 * Foothill ESLL 26 – approved Su2010; Removed Su2018
Fall 2019 approval of academic ESL courses for IGETC 1A: ■ Cabrillo ESL 1A ■ Santa Rosa ESL 10	Fall 2019 CSU A2 approvals: ■ Cabrillo ESL 1A ■ Santa Rosa ESL 10
Fall 2020 approval of academic ESL courses for IGETC 1A: ■ American River ESLW 340 ■ Cypress ESL 110 C ■ Grossmont ESL 122 ■ Palomar ESL 110 ■ Sacramento City ESLW 340	Fall 2020 CSU A2 approvals: ■ American River ESLW 340 ■ Cypress ESL 110 C ■ Grossmont ESL 122 ■ Palomar ESL 110 ■ Sacramento City ESLW 340 ■ Modesto Junior College ELIC 100 ■ Orange Coast ESLA 100 ■ Southwestern ESL 115A

Source: *Assist.org* compiled as of 10/2020. Initial version presented at ASCCC Curriculum Institute 2020

Kathy Wada, Cypress College ESL