



TO: Presidential Commission on Election Administration
FROM: NALEO Educational Fund
DATE: August 1, 2013
RE: Recommendations to Enhance Access to California's Electoral Process for Latinos and all Californians

I. Introduction

The National Association of Latino Elected and Appointed Officials (NALEO) Educational Fund greatly appreciates and welcomes the opportunity to provide the Presidential Commission on Election Administration (PCEA) with recommendations to improve the election experience for California's Latinos and all voters. The NALEO Educational Fund is the leading non-profit, non-partisan organization that facilitates full Latino participation in the American political process, from citizenship to public service. Our mission has great resonance with one of the primary guiding principles of the PCEA - to ensure that all eligible voters should have the opportunity to cast their ballots without undue delay, and remove obstacles that prevent under-represented voters from casting ballots.

In California, Latinos and non-Hispanic Whites now account for the same share of the state's population (39%), and according to projections from the California Department of Finance, in 2014, Latinos will be the state's largest population group. Thus, the future strength and vitality of California's democracy depends on Latinos becoming fully engaged in the state's electoral process.

This memorandum will first provide information about the NALEO Educational Fund's work with Latino voters and elections in California. We will then address the need for effective voter education and language assistance in the Latino community. Finally, we will provide recommendations and highlight best practices to make voting and registration accessible to Latinos and all Californians.

II. The NALEO Educational Fund's Work with California Latino Voters and Election Policy

For several decades, the NALEO Educational Fund has worked to achieve its mission through programs that promote the civic integration of the Latino community through voter education and outreach efforts, offering professional development opportunities to Latino elected and appointed officials, disseminating information on issues related to Latino engagement and political impact, and advocating for policies that protect Latino voters. With respect to Latino voter outreach and education, since 2004, we have operated and managed a year-round, bilingual voter information and education hotline – 888-VE-Y-VOTA (Go and Vote!) – that has been a critical resource for thousands of voters to navigate our electoral system. In 2012 alone, we helped over 21,000 voters with inquiries on registration, education, and voting, with about one-third (34%) of the inquiries coming from Californians. We also utilize original research to better understand the behaviors and attitudes

of the Latino electorate, including national polls and focus groups which scientifically assess key messages, messengers and mediums for outreach.

With respect to policy development, the NALEO Educational Fund is a leader in the national and California dialogue regarding the impact of election policies and practices on Latino electoral participation. After the enactment of federal election reform legislation, the Help America Vote Act of 2002 (HAVA), we served as members of the California Secretary of State's Advisory Committee that developed and updated the state's HAVA plan. In April 2012, we testified before the United State House of Representatives Committee on the Judiciary Subcommittee on the Constitution to express our concerns about the unprecedented number of restrictive voting and registration measures across the nation and their detrimental impact on the Latino vote. In 2011 and 2012, we also engaged in community mobilization and advocacy for fair redistricting to protect opportunities for the Latino community to elect the candidates of their choice. Our redistricting activities occurred in connection with the map-drawing by California's Citizen Redistricting Commission (Congressional, state legislative and Board of Equalization seats), the Los Angeles County Board of Supervisors and the Los Angeles Unified School District.

Finally, with the support of The James Irvine Foundation, we have become a member of the Future of California Elections (FoCE) collaborative, and as described in more detail below, we have worked on initiatives related to improving California's official voter guide and promoting the state's new on-line voter registration (OVR) system. We intend to continue these efforts, and are also working with FoCE on enhancing the accessibility of California's elections for language-minority voters.

III. California's Latino Electorate and the Need for Effective Voter Education

As noted above, California's Department of Finance estimated that in July 2013, Latinos and non-Hispanic Whites reached parity in California's population, with each group comprising 39%. The Department of Finance also projected that Latinos will become the state's largest population group by early 2014. According to the 2011 American Community Survey (1-year estimates), Latinos account for one out of every four (26.4%) of California's eligible voters, and more than half (51.3%) of the state's native-born citizens under the age of 18 are Latino. Thus, Latinos are an integral part of California's current and future electorate.

However, Latinos' voting and registration rates are not yet commensurate with their presence in California's overall population or its eligible electorate. According to Current Population Survey data from the Census Bureau's reports on voting and registration in Presidential elections, the number of Latino voters increased significantly between 2000 and 2012, doubling from 1.6 million to 3.2 million, and the Latino share of voters increased from 14% to 23%. However, in the November 2012 election, more than half (52%) of Latino U.S. citizen adults (CVAP) did not cast ballots, including 2.8 million Latinos who were not registered to vote.

Latinos Need Basic Information about Elections and the Voting Process: Through our experience providing information to callers through our 888-VE-Y-VOTA hotline, we have learned that one of the most significant barriers facing Latinos is lack of basic information about registering to vote and casting ballots. Many Latinos are young or are naturalized citizens, and they are not yet familiar with the electoral process. Of the 7,153 hotline calls received from California in 2012, 61% were about

basic voter registration information – the callers wanted to know about matters such as if they were registered to vote, how or where to register, or how to change their address on the voter rolls. In addition, 33% were inquiries about basic voting matters, such as polling place location or poll site hours, early voting, obtaining a sample ballot, or absentee voting. Thus, the overwhelming majority of California callers to our hotline (94%) were seeking fundamental information for participation in the 2012 election.

Improving the Accessibility of Official Voter Guides Will Enhance the Latino Voting Experience:

As part of our FoCE efforts, the NALEO Educational Fund worked with California's Secretary of State (SOS) to provide recommendations on enhancing the accessibility of the state's official voter guide to Latinos and other underrepresented groups – our recommendations covered both the “hard copy” version of the guide and the SOS' election information website. We based our initial suggestions on our overall experience with Latino voters and our knowledge about their need for language assistance in the electoral process (described in more detail below). Most of our recommendations were relatively simple improvements that the SOS adopted:

- The SOS included instructions in nine languages, including Spanish, on how to obtain a hard copy of the voter guide in a language other than English, on the back of the English-language version. Prior to this change, the instructions were in only in English; the translated instructions made it easier for voters not yet fully proficient in English to obtain a hard copy version in their native language.
- Voters can now more easily find election information in multiple languages, including Spanish, through a link on the SOS' website. Additionally, the SOS' website was restructured to reduce the number of pages a user has to navigate before reaching the voter guide and election information in other languages. Users can now navigate to resources in other languages by clicking once on their preferred language, which is located on the side bar menu of the voter guide's landing page.
- Voters have improved access to the audio versions of the online voter guide. While previously only available on an audio cassette, the voter guide is now downloadable in MP3 audio format for Spanish and several languages other than English.

In addition, to obtain Latino voters' perspectives on changes to improve the official voter guide, we conducted a series of community voter forums in Los Angeles, Riverside, and San Diego Counties, which each have significant Latino citizen voting age populations and voter registration. Overall, 77 persons attended the forums. The participants included both English- and Spanish-dominant Latinos; in some locations, we held separate forums for each group, and in others we combined the groups and provided simultaneous translation when necessary.

During the forums, participants reviewed both the official state voter guide and a guide produced by a private non-profit organization, intended to serve as a shorter and more accessible document than the official guide. Generally, we did not find any significant differences between the English- and Spanish-dominant participants with respect to their responses to the guides and their recommendations. Overall, participants had more confidence in the information presented in the

official guide, because it was produced by a public agency, and there was less risk that its information would be biased. However, the participants also appreciated many aspects of the non-profit guide, which made it more accessible and readable. Many of the recommendations of participants are changes to design or format elements of the guide which would be simple to implement, and could be done so in a cost-effective manner. The following presents the forum participants' recommendations for improving California's official voter information guide:

Design	
1. Use a simple layout with ample spacing between different topics so the pages are not crowded	<ul style="list-style-type: none">• Community members felt overwhelmed by the amount of information per page. It discouraged some from reading and using the voter guide.
2. Increase font size	<ul style="list-style-type: none">• Participants noted that elderly voters and voters with visual disabilities may find the words too small and difficult to read.
3. Use greater contrast in formatting to highlight key information	<ul style="list-style-type: none">• The current voter information guide uses some formatting to stress important points, but participants wanted more. For example, they suggested adding space around key dates or using a contrasting black box and white font to draw the eye to key information.
4. Use column layouts that are the standard width of newspaper columns	<ul style="list-style-type: none">• Participants were very supportive of keeping the Quick-Reference Guide section of the official guide (a six-page summary of the “pros and cons” of the ballot measures, and their supporters and opponents), but they found the organization of the ballot measures’ Pro/Con sections confusing since no extra spacing separated one measure from the other. They had to pause to grasp the page structure before reading.
5. Add pictures	<ul style="list-style-type: none">• Participants liked the use of pictures in the non-profit guide to explain section headings. They found that the visual cues made it easier to navigate the paragraphs.
6. Add clearly labeled tabs along the top and edge of the page to create easier access to each section	<ul style="list-style-type: none">• Participants said they confused the Proposition tab markers on the long edge of the page with a page number and realized later it was the Proposition. They suggest clearly labeling the tabs “Proposition XYZ” at the top of the page and along the edge of the voter guide.

Organization	
1. Organize the voter information guide to meet the needs of both new and experienced voters	<ul style="list-style-type: none">Participants felt a less experienced voter might be discouraged if the information sought was not readily available. They suggested that the front of the guide could include information for new voters while the back could present information for experienced voters.
Comprehension	
1. Use concise language that is simple to understand	<ul style="list-style-type: none">Participants recommended that explanations and summaries be brief and easily comprehensible.
New Elements	
1. Add a short Table of Contents to the front cover	<ul style="list-style-type: none">Many participants had not noticed the Quick-Reference Guide and thought the information would be more useful on the front cover.
2. Create a Quick-Reference Guide that can be pulled out of the larger voter guide.	<ul style="list-style-type: none">Voters suggested that a pull-out version of the Quick-Reference Guide would be easier to take to the voting booth.
3. Allow voters to “opt in” to different versions of the voter information guide.	<ul style="list-style-type: none">Voters know there may be legal reasons that the SOS has to mail out the long official voter guide. However, participants thought it might be a good idea to let voters choose to receive either the lengthier voter guide or just the Quick-Reference Guide.

Improving the accessibility of California’s voter guide is one important approach to ensuring that Latinos and all Californians become more knowledgeable about ballot measures and the electoral process when they cast their votes.

IV. The Need for Effective Language Assistance to Ensure Full Latino Political Participation

In order to ensure full Latino participation in California’s electoral process, it is critical that Latino U.S. citizens who are not yet fully proficient in English can register to vote and cast ballots. These Latino citizens are a significant share of the state’s electorate. According to the Census Bureau’s American Community Survey data (2011 1-year estimate), 1.3 million Latino¹ CVAP in California are not yet fully proficient in English, and they account for one of every five (21%) of the state’s Latino CVAP. While nearly three-quarters of these Latinos are naturalized citizens (73%), because

¹ For the purposes of the discussion, the number of Latinos not yet fully proficient in English was derived from Californians who indicate that they speak Spanish at home.

of lack of access to educational opportunities, many native-born Latino also do not possess a high level of English proficiency. This can prove a particular challenge for voters in a state like California where the electorate is presented with complex ballot measures with materials written at a level that even highly-educated native-born English speakers find difficult to comprehend.

California's Latinos are eager to learn English, but the state's English language learning (ELL) providers cannot meet the demand for instruction. In 2006, the NALEO Educational Fund surveyed ELL providers nationwide, and found that 40% reported having waiting lists at one or more of their sites (a copy of the report with our survey's findings is attached to this memorandum). Several of the providers surveyed reported that they had to reduce or eliminate their programs because of funding cuts.

Moreover, access to California adult education had decreased over the last several years, because of public school district budget cuts across the state. Adult education provided through K-12 public school districts is one of the primary means through which Californians obtain ELL instruction, and the California Department of Education reports that the ELL program is the largest of all adult education programs in California, which demonstrates the great demand for ELL. A June 2012 survey by EdSource of the state's 30 largest school districts found that a majority of school districts had significantly decreased their total programming for adult education. Oakland Unified reported reducing adult education spending from \$11.7 million in the 2007-08 school year to just \$1 million for the 2012-13 school year. The San Jose Unified School District served 2,500 adult education students but turned away 5,000 adults seeking to enroll in adult education classes. The Los Angeles Unified School District nearly closed its adult education program in June 2012, but an agreement with union representatives reduced the program instead.

In addition, it should be noted that California Latinos who are not yet fully engaged in the electoral process rely heavily on Spanish-language information sources to learn about voting and political matters. In 2012, the NALEO Educational Fund has conducted original research utilizing a nationally and statewide representative survey and focus groups to better understand the challenges faced by Latinos eligible to vote, but who are either unregistered, or consistently do not vote (the California component of this research was made possible by the support of The James Irvine Foundation). Our "Great Unengaged" survey found that nearly half (49%) of Latino California respondents rely on Spanish-language sources for news and information about politics and elections, accessing those sources from at least once per week to every day. More than half (57%) rely even more frequently on Spanish-language television in particular, while just about half (48%) depend on Spanish-language radio.

Finally, the demographic characteristics of the callers and the nature of the inquiries for our *VE-Y-VOTA* hotline also demonstrate the need for effective language assistance to help ensure full Latino electoral participation. Nearly two-thirds (65%) of our California callers in 2012 were foreign-born, and the overwhelming majority conducted their calls in Spanish (94%). In addition, as noted above, most of the California callers were seeking basic information about voting and registration. However, among the callers who contacted the hotline because of the problems they experienced in registering or voting, there was a small but significant number who requested translated materials or Spanish-language assistance from election officials, but could not obtain it.

For example, on Election Day 2012, in Los Angeles County, a caller reported that voters were unable to cast their ballots for up to two hours because “the only bilingual poll worker had gone to lunch.”

V. Best Practices in Election Administration to Meet the Needs of Latino Voters

In order to ensure that Latino voters can become full participants in California and the nation’s political process, it is critical that election officials take account of the needs of Latino voters when implementing procedures and practices throughout the voting and registration process. The following sets forth the NALEO Educational Fund’s recommendations, and highlights some of the best practices of California jurisdictions:

A. Improve voter education and outreach to Latinos

In light of the great need for basic voter education and outreach in the Latino community, election officials should seek to develop and implement outreach strategies that are targeted to and appropriate for Latino voters. As noted above, many Latinos who are not fully engaged in the political process rely heavily on Spanish-language media for information about elections and politics, and election officials should establish and strengthen partnerships with those media outlets as part of their outreach efforts. In California, Spanish-language media have aired public service announcements on voting and registration provided by election jurisdictions. These outlets also have provided “earned media” opportunities for election officials, by featuring them in news stories or on public affairs programming.

California election officials should have staff and a strategy specifically dedicated to outreach to the Latino community, and should make that outreach a top priority in their voter education efforts. This strategy should include partnership with Spanish-language media, but jurisdictions should also go beyond media partnerships to reach Latinos. For example, both the City and County of Los Angeles seek out opportunities to conduct voter registration and outreach at locations or events that are likely to be attended by Latinos, such as community fairs or festivals, and sporting events (such as Los Angeles Dodger games). In 2008, Los Angeles County conducted outreach to Latinos and other county residents through billboards and other outreach materials. The County also provides training on voter registration for non-profit community organizations, a significant number of whom work closely with the Latino community. In addition, the City of Los Angeles has produced voter education YouTube videos, which have the potential of reaching younger voters who are more likely to obtain information from on-line sources.

The City and the County of Los Angeles also work with other government entities, such as school districts, Neighborhood Councils or Business Improvement Districts, to provide voter outreach at their convenings or events such as public school recreation activities. In Los Angeles County, the federal courts conduct swearing-in ceremonies for naturalized citizens, and Los Angeles County provides voter registration opportunities to the newly-naturalized at the conclusion of those ceremonies. The foregoing examples demonstrate that the Latino voter education and outreach strategy of election officials can and should include a broad range of efforts that take into account the diverse ways in which Latinos obtain information about voting and the election process.

B. Ensure strict compliance with language assistance provisions of the state and federal law across California

Under the language assistance requirements of the federal Voting Rights Act, the state of California and twenty-eight of its counties must provide language assistance in Spanish to their voters throughout the registration and voting process. This generally requires that all election information those jurisdictions provide in English must also be available in Spanish, including registration materials, voter guides, notices, and ballots. It also requires that language assistance be provided through mail and at election offices, and at the polling place. Under state law, certain California jurisdictions must also provide Spanish-language assistance at the polling place, generally by providing certain translated materials to voters. According to preliminary projections by the SOS, in 2014, 57 of California's 58 counties will be required to provide Spanish-language assistance to voters as a result of either federal or state requirements. Because effective language assistance is so critical for the participation of Latino voters, state and local jurisdictions should strictly comply with these requirements.

In terms of best practices for language assistance, as noted above in our discussion regarding revisions to the state voter guide, election officials should seek out feedback on a variety of issues related to language assistance from community groups and stakeholders who are familiar with the needs of Latino voters. For the California voter guide, our dialogue with the SOS produced some immediate improvements, that were relatively easy to implement, and we hope the SOS will act on the recommendations that emerged from our community forums. With respect to websites, we would note that having a "mirrored website," where the Spanish-language version covers the same topics and has a similar format to the English-language version is a particularly helpful practice. For example, compare California's Orange County English site: <http://www.ocvote.com/> with its Spanish-language site: <http://www.ocvote.com/es/>.

With respect to bilingual pollworker recruitment, training and deployment, the City of Los Angeles utilizes several practices that help it carry out its language assistance program for Latinos. First, the City has staff members with the appropriate language and cultural competency skills that are responsible for recruitment and training activities. The City translates its recruitment materials into the languages of the communities it needs to provide pollworkers for, and uses Census data to map out the areas in the city where there is a high need for bilingual pollworkers. The County of Los Angeles works to make its pollworker training more accessible by supplementing its in-person training with YouTube videos.

C. Consider the needs of Latino voters when implementing election technology innovations

As part of our FoCE activities, the NALEO Educational Fund conducted outreach to community colleges to promote incorporating OVR capabilities into their websites. We chose to target community colleges, as opposed to other educational institutions, because we knew that these were the institutions of higher education that were more likely to have a large segment of young Latinos in attendance. Ultimately, young Latinos utilized OVR to register; according to the Center for Latino Policy Research (CLPR) at the University of California-Berkeley in a report released earlier this

year, “young Latinas/os were most likely to register online”. The report found that of the 839,297 on-line registrants, 22.6% were Latino.

Moreover, when the SOS developed OVR, it worked with groups like Rock the Vote and Turbo Vote as they developed third-party voter registration tools. The SOS is working to achieve full integration with these tools and its own database. We recommend the full integration of these tools with the SOS database for several reasons. First, full integration would allow users to complete their application entirely online through these tools, avoiding the common place errors such as the requirement to print, sign, and mail registration applications. In addition, when Rock the Vote and Turbo Vote developed their tools, they incorporated input from Latino stakeholders about the digital needs of Latino voters, which has helped enhance the accessibility of OVR to Latinos, and the use of innovative approaches to the OVR interface. Finally, the development of high-quality third-party OVR tools by non-profit organizations allows the OVR tools to be utilized in a manner that helps other non-profit, non-partisan community groups conduct voter education to Latino and other under-represented voters. This essentially enables community groups that have close relationships with Latino voters and who are trusted sources of information to more effectively engage Latinos in the electoral process.

Looking to the future, California’s election officials will need to take into account the needs of Latino voters whenever new practices involving technological innovations are involved. For example, a 2013 review of existing research by NALEO Educational Fund and the Tomas Rivera Policy Institute at the University of Southern California suggests that the “digital divide” still exists within the Latino community, and that in particular, older Latinos are less likely to access the Internet or engage in other on-line activities than younger Latinos. Moreover, among those Latinos who do access the Internet, older Latinos typically do so through computers, while younger Latinos primarily do through mobile devices, such as smartphones. It is important to consider these differences when developing new digital tools and resources related to voting and elections, and when developing new outreach campaigns to promote their usage.

D. Engage community groups and other stakeholders who are knowledgeable about the needs of Latino voters in on-going discussions about election administration practices

In order to ensure that election officials develop effective strategies for reaching, educating, and serving Latino voters, they must work closely with community groups and other stakeholders who are familiar with the Latino community and knowledgeable about the needs of Latino voters. One of the best practices for structuring this relationship is the creation of an entity which includes both election officials and community group members. While these entities can address issues related to community members in general, they should have some mechanism (such as a specialized committee or working group) which focuses primarily on language-minority accessibility issues.

Three of the most effective groups of this nature are convened by Los Angeles County (the Community Voter Outreach Committee), the City of Los Angeles (the LA Votes Committee), and Orange County (the Community Election Working group). These groups hold regular meetings which bring together election administration staff with “hands on” responsibility for various matters with a diverse group of community representatives. These groups address a broad range of issues. Community members provide input on pollworker recruitment, training and deployment strategies.

Members provide suggestions to election administration staff on approaches to translating materials, and may assist with reviewing actual translations. The groups work together on voter education and outreach plans. Group meetings also provide a venue to “troubleshoot” problems which may arise during election administration, and to reach practical and cost-effective solutions. In addition, these groups promote collaboration between community organizations, and assist them in utilizing their resources effectively through enhanced coordination of activities and sharing of information.

In addition, the on-going dialogue established by meetings of election official/community partnership groups lay the foundation for effective mechanisms to quickly identify and resolve problems which may occur on Election Day. The City of Los Angeles has established a hotline that community groups can use on Election Day to report problems at polling sites (the City also has a hotline that enables pollworkers to report problems, which allows the City to deploy staff to a particular polling site, if necessary). Thus, on Election Day, jurisdictions can quickly learn if there are any systematic or jurisdiction-wide issues that develop, and can also expeditiously respond to isolated problems as may be needed. This greatly enhances the voting experience of Latinos and all voters within the jurisdiction.

Election officials can also establish and strengthen partnerships with community organizations by providing training and technical assistance for their members about the electoral process. As noted above, Los Angeles County trains community organizations about voter registration. Orange County has established the Orange County Election Academy, an eight-week course provided free of charge which teaches participants about the full range of election management functions, including candidate filing, campaign finance, ballot design, voter outreach, polling site operations, ballot counting, and election certification. The more education about the election process community members receive, the more effectively they can work with election officials to assist with improving election administration in their jurisdictions.

VI. Conclusion

The PCEA has undertaken a critical inquiry into and assessment of election administration practices that could help revitalize our nation’s democracy by removing barriers to participation and enhancing the voting experience for all Americans. In California and nationwide, Latinos are an integral part of the electorate today, and will continue to strengthen their political presence in the future. If we are to ensure that all eligible Americans have access to the electoral process, our election practices must ensure that Latinos can fully participate in our country’s democracy. We once again thank the PCEA for the opportunity to share our views, and we look forward to working with you to achieve this important goal.



The ESL Logjam:

*Waiting Times for Adult ESL Classes
and the Impact on English Learners*

OCTOBER 2006



NALEO Educational Fund

THE ESL LOGJAM: WAITING TIMES FOR ADULT ESL CLASSES AND THE IMPACT ON ENGLISH LEARNERS

By Dr. James Thomas Tucker

September 2006



The National Association of Latino Elected and Appointed Officials (NALEO) Educational Fund is the leading national organization that empowers Latinos to participate fully in the American political process, from citizenship to public service. The NALEO Educational Fund carries out its mission through programs that promote the civic engagement of Latinos, provide technical assistance and professional development to the nation's Latino elected officials, and disseminate research on issues important to the Latino population. The NALEO Educational Fund is a non-partisan 501(c)(3) organization whose constituency includes the more than 6,000 Latino elected and appointed officials nationwide. For further information contact:

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Dr. Tucker has extensive expertise in redistricting and voting rights law. He is a former senior trial attorney with the United States Department of Justice, Civil Rights Division, Voting Section, where his litigation experience encompassed work on the last of the 1990's North Carolina congressional redistricting cases, *Georgia vs. Ashcroft*, minority language assistance cases under Section 203 of the Voting Rights Act, and federal observer coverage. He has published numerous articles on the Voting Rights Act and voting law, testified before both the House and the Senate on the language assistance and federal observer provisions of the Act, and has submitted several reports into the House and Senate records relating to the 2006 reauthorization of the temporary provisions of the Act.

Dr. Tucker clerked for Chief United States District Judge Maurice Paul in the Northern District of Florida from 1994-97. An Air Force veteran and commissioned officer, Dr. Tucker served on AWACs during Desert Storm operations in the Persian Gulf and in the active reserves as an assistant staff judge advocate (JAG). Dr. Tucker has also been a Shareholder at Ogletree Deakins, the third largest labor and employment firm in the United States.

Dr. Tucker is co-director and co-author (with Dr. Rodolfo Espino, Assistant Professor of Political Science at Arizona State University) of *Minority Language Assistance Practices in Public Elections* (2006). The study updated the cost data collected by the two prior GAO studies and determined the practices of public elections officials in providing oral and written language assistance.

Dr. Tucker holds Doctor of the Science of Laws and Master of Laws degrees from the University of Pennsylvania, a Juris Doctor degree with high honors from the University of Florida and a Master of Public Administration degree from the University of Oklahoma.

I. EXECUTIVE SUMMARY

Broad agreement exists in our society about the desirability of U.S. residents speaking English. Policymakers, community and civic leaders, and social scientists—and especially non-English speakers themselves—agree that knowledge of English is the gateway to full participation in U.S. society and its many rewards.

Yet learning a language is difficult and the primary tool to achieve this consensus goal—English as a Second Language (“ESL”) instruction—is in crisis. ESL courses are few, overbooked, and often overcrowded, and students can face long waits for spots on the class roster. As Congress has recognized,¹ the inadequate funding of these courses has significantly narrowed the bottleneck and constitutes a key barrier to immigrants’ ability to learn English.

How serious is the backlog? Solid data on the waiting lines has been scarce, and recent figures are almost absent. Previously, the best information came from a 1996 survey which relied on some two dozen sources in ten states and was admittedly not “comprehensive.”²

This report updates those findings and provides a much broader foundation of evidence, presenting results of interviews with 184 ESL providers from twenty-two cities in sixteen states across the nation. It finds that almost three in five ESL providers have waiting lists, and that among the others, some face such extraordinary demand that they have abandoned waiting lists altogether. Students seeking an ESL classroom seat can wait three years or longer, yet some providers have had to discontinue classes because of lack of funding. Partly as a result, language barriers remain in our society.

BACKGROUND

The need for adult ESL is substantial and increasing. According to the 2000 Census, approximately

21.3 million people in the United States—more than the population of Australia—speak English “less than very well.” About 4.4 million households, or 11.9 million people, are “linguistically isolated” from the rest of the populace. The demand for ESL rises every year, and overall it is the fastest growing area of adult education.

These adults have tremendous motivation to learn English, but they face serious obstacles. ESL instructors report great enthusiasm among participants, who tend to persist in their studies longer than students in other classes. Yet courses can be scarce and the waiting lines daunting. Information about upcoming classes is often hard to find. And students must often sacrifice precious free time to attend, since many hold two jobs, support families, and have to learn English in the few hours available in the evenings.

Despite the need, most ESL providers simply introduce students to English. Though they learn key fundamentals, even students completing basic ESL classes have limited English proficiency (“LEP”). Many would continue, but the system is too overwhelmed to provide more than a few advanced classes.

FINDINGS

The survey confirmed that there is an enormous, unmet need for ESL classes. Key findings include:

- **A majority of ESL programs have waiting lists.** Among the 176 providers currently offering classes, 57.4 percent reported that they had a waiting list. Waiting times ranged from a few weeks to more than three years.
- **Some programs with excess demand do not keep waiting lists.** In New York, for example, where only 41,347 adults were able to enroll in 2005 out of an estimated need of one million, most adult ESL programs have dropped waiting lists because of the extreme demand.

- **Some providers try to finesse the waiting list.** Several providers said they avoided waiting lists by, for instance, temporarily placing students at the wrong ESL level until an opening appeared at the right one, or by increasing class size, often to more than 40 per class.
- **Growing ESL demands and funding losses have reduced the availability and caliber of adult ESL services.** Some providers reported that they have had to discontinue classes. Others said that even when they are able to offer classes, they have to rely upon overwhelmed teachers or volunteers who are not professional educators and have minimal training, or none at all. Funding cuts also result in inadequate facilities, insufficient materials, and the inability to publicize ESL services.
- **Most ESL providers do not charge adult learners to enroll in their classes.**
- **Few classes are available to intermediate and more advanced English learners,** because ESL providers are flooded by the demand for the most basic instruction. It can take several years for LEP students to acquire spoken English language and literacy skills equal to those of a person with a fifth grade education—and that level is still functionally illiterate.
- **The best ESL programs often have the longest waiting times.** Comprehensive programs with small classes that allow students to progress through all English levels are in particularly high demand. For example, the intensive two-year program offered by Unlimited Potential for women in Phoenix, has a three-year waiting list.
- **Nearly all providers stated that at least ten percent of their students spoke Spanish.** More than one out of every six also reported that at least ten percent of their students spoke Chinese, Korean, or Vietnamese.

ESL capacity is greatest in states with many non-English speaking people, but programs are still often overcrowded and understaffed. States that have

long had large populations of non-English speaking residents, such as California, Florida, Hawaii, and Texas, have more ESL capacity and tend to have shorter waiting times, or even no waiting times. Even so, many providers in these states reported overflowing classrooms and difficulty finding enough teachers or volunteers. Waiting times are longest in the northeastern and southwestern states, where there are emerging non-English speaking populations. Locations with ESL queues include:

- Phoenix, Arizona—The state’s largest ESL provider has a waiting list of over 1,000 people with a waiting time of up to 18 months for the highest-demand evening classes.
- Denver, Colorado—According to the Colorado Department of Education, of the seven area providers reporting waiting lists, waiting times ranged from two weeks to two months.
- New Haven, Connecticut—Half of the surveyed providers in this city reported waiting times ranging from one to twelve months.
- Chicago area—Students can wait as long as six months.
- Boston, Massachusetts—Massachusetts has mandated class sizes of no more than twenty students, and there are at least 16,725 adults on ESL waiting lists, with wait times as long as three years for some programs.
- Las Vegas, Nevada—Most providers reported having waiting lists, with waiting times averaging two months.
- Newark, New Jersey—Three of the four surveyed providers reported waiting times averaging one to three months.
- Albuquerque, New Mexico—Providers reported waiting lists with over 1,000 names. The largest provider reported waiting times of twelve to fourteen months.

- New York City—Most adult ESL programs no longer keep waiting lists because of the extreme demand, but use lotteries in which at least three of four applicants are turned away. Some adult learners must wait several years.
- Philadelphia, Pennsylvania—About half of the providers reported waiting lists ranging from one to twelve months.
- Rhode Island—The Rhode Island Department of Elementary and Secondary Education reported that over half of all adults reported to be on waiting lists for 12 months or more.
- Seattle, Washington—A majority of surveyed providers reported waiting times ranging from two weeks to six months.

II. THE NEED FOR ADULT ESL PROGRAMS AND ENGLISH LITERACY PROGRAMS

There is a tremendous need for adult ESL classes in the United States. According to the 2000 Census, forty-seven million Americans speak a language other than English at home, or 18 percent of the total population of the United States aged five and over.³ Of this number, approximately 21.3 million people are limited-English proficient (LEP) because they speak English “less than very well.”⁴ About 4.4 million households encompassing 11.9 million people are “linguistically isolated” from the rest of the population.⁵ In 2000, Asian Americans numbered 11.9 million persons,⁶ of whom 39.5 percent were not proficient in English.⁷ Spanish-speaking persons comprise the largest⁸ segment of the voting population that is not yet fully proficient in English.⁹ A large portion of the population with limited-English language skills are American citizens by birth: Puerto Ricans;¹⁰ Hawaiians, persons born in America Samoa, and inhabitants of Guam;¹¹ and the “first Americans,” including Alaska Natives and American Indians.¹²

Forty-seven million Americans speak a language other than English at home, [and] approximately 21.3 million people are limited-English proficient (LEP).

The need for adult ESL classes is acute among United States citizens, as demonstrated by LEP rates in jurisdictions covered by the language assistance provisions of the Voting Rights Act of 1965. Under the Voting Rights Act of 1965, certain jurisdictions are required to provide language materials and oral language assistance to Latino and other “language

minority” voters. The Voting Rights Act sets out a formula for determining which jurisdictions are covered under these provisions, based in part on the number of voting-age U.S. citizens of specific language groups who are LEP. The Census Bureau uses this formula to determine which jurisdictions are covered after each Census. According to the July 2002 Census determinations,¹³ an average of 13.1 percent of voting age citizens are LEP in the language triggering language assistance coverage.¹⁴ Nearly one-third of the covered jurisdictions have LEP rates in the covered languages exceeding twenty percent.¹⁵ In 15.5 percent of the covered jurisdictions, more than half of all voting age citizens are LEP.¹⁶

In California, New Mexico, and Texas, an average of 16.3 percent of LEP Spanish-speaking voting age citizens do not have at least a fifth grade education.

High LEP rates are compounded by low educational attainment rates that results in functional illiteracy.¹⁷ According to the 2002 Census determinations, in California, New Mexico, and Texas, an average of 16.3 percent of LEP Spanish-speaking voting age citizens do not have at least a fifth grade education.¹⁸ The average rate among all jurisdictions covered by the language assistance provisions is 18.8 percent, or nearly fourteen times the national rate of people who do not have at least a fifth grade education.¹⁹

Adult ESL students also experience low English reading attainment rates. A national adult literacy survey found that in 2003, among Spanish speaking adult students starting ESL classes: 61 percent had Below

Basic and 25 percent had a Basic prose literacy level;²⁰ 49 percent had Below Basic and 25 percent had a Basic document literacy level;²¹ and 62 percent had a Below Basic quantitative literacy.²² Adults who speak other non-English languages, including Asian languages, had the following English skills levels before starting ESL classes: 26 percent had a Below Basic and 33 percent had a Basic prose literacy level; and 20 percent had a Below Basic and 24 percent had a Basic document literacy level.²³ What do these figures mean? According to a Department of Education-funded study,

In terms of literacy levels, 64% of the second-language, foreign-born population in the United States, ages 16-65, are at Level 1 of the International Adult Literacy Survey (IALS), **meaning they have difficulty reading and using even simple, clearly formatted print information in English, such as directions on a prescription bottle.**²⁴

The inability to read and write poses a significant barrier to LEP adults attempting to learn English and is one of the principal reasons ESL classes are usually connected to Adult Basic Education (ABE) classes.²⁵

The impact of illiteracy on adult ESL students often varies, depending upon their native language. A California survey found that a majority of Spanish-speaking students “have little or no education in their own language.”²⁶ These students have to be taught about the importance of doing homework and the need to study, before they can even begin to learn how to read, write, and speak English.²⁷ It can take eighteen months to two years to acquire sufficient literacy skills before illiterate Spanish-speaking adults can even begin to learn English.²⁸ Asian-speaking adult ESL students are “generally more educated,” but “they struggle to learn English because of an unfamiliar writing system.”²⁹ Thus, adult ESL providers face substantial challenges in addressing the extreme language and literacy needs of their students.

III. BARRIERS TO ESL ENROLLMENT

Many opponents of providing government information in languages other than English contend that LEP adults in the United States, including voting age citizens covered by the language assistance provisions of the Voting Rights Act, are not motivated to learn English. Nothing could be further from the truth. As one ESL provider explained:

There are many myths that people don't want to learn English. They are not true. I'm an expert in English language acquisition, and I've generally observed the following pattern: It's difficult for the first generation to learn English, regardless of their language because it's difficult to acquire a second language. By the second generation, their children acquire English by the age of six and stop speaking Spanish. By the third generation, their native language is lost completely unless they make an intentional effort to preserve it (this is the exception and not the rule). Immigrants want their children to learn English.³⁰

According to a Department of Education-funded study:

Learners in [adult ESL] classes generally demonstrate high levels of enthusiasm for learning English and stay in programs longer than do learners in other adult basic education classes.... Adult English language learners possess life experience, maturity, and motivation, which facilitate their learning. Many have positive memories of school and are eager to continue their education.³¹

The Department of Education has reported that ESL is the fastest growing area of adult education.³² According to a Department survey of adults whose primary language was other than English, 10.8 percent reported taking ESL classes in the preceding year.³³ Over two and one-half times that many non-participants, 27.7 percent, reported that they were interested in taking adult ESL classes but did not do so, typically because of barriers to the classes.³⁴

There are several barriers to taking adult ESL classes. According to the Department of Education, “of the 3 million non-participating adults who were interested in taking ESL classes, most (58.8 percent) reported that they did not know of any classes they could have taken in the past 12 months.”³⁵ In other words, the long waiting times discussed below are one of the most significant barriers to enrollment. Several other barriers also exist. Among all adults surveyed, time was a barrier cited by 40 percent, money by 26 percent, and child care and/or transportation by 23 percent.³⁶

There is “no shortage of motivation” to learn. Instead, the extreme demands for ESL services far exceed the available supply of open classes.

Lack of child care and transportation were two of the most significant barriers faced by immigrant women.³⁷ Older learners have a higher dropout in most programs because the pace is too fast and the programs contain too much content, and elderly learners often have high illiteracy rates and suffer from memory impairments.³⁸

The ESL waiting list data highlights that LEP adults are extremely motivated to learn English and become fully integrated into American society. According to ESL providers, the average adult ESL student is “the working poor,” holding two jobs, supporting a family, and learning English in the few hours available to them in the evenings. There is “no shortage of motivation” to learn.³⁹ Instead, the extreme demands for ESL services far exceed the available supply of open classes.

Participants in adult ESL classes give a number of reasons for enrolling: “to improve general English

language competence; to address personal, family, or social needs; to meet work demands or pursue better employment; or to further their education.”⁴⁰ According to a recent National Household survey conducted by the Department of Education, 95 percent of adult ESL learners enrolled in classes “to improve the way you feel about yourself” and 93 percent “to make it easier to do things on a day-to-day basis.”⁴¹

In summary, non-English speaking adults in the United States want to learn English and become literate. The demand for adult ESL services and literacy programs continues to grow each year. “With this heightened demand, there are long waiting lists for ESL classes in many parts of the country,”⁴² as documented below.

IV. ENGLISH ABILITIES OF ADULTS COMPLETING ESL PROGRAMS

Even where LEP adults are able to enroll in ESL programs, they cannot learn English overnight. Most ESL providers offer four or five levels of English instruction. It can take several years for LEP students to even acquire spoken English language and literacy skills equal to that of someone with a fifth grade education, which is still functionally illiterate. As one recent report observes:

Researchers studying children learning English as a second language suggest that it takes 5-7 years to learn a language well... The Mainstream English Language Training (MELT) Project posited that it would take 500-1,000 hours of instruction for an adult who is literate in the native language but has not had prior English instruction to reach the level of being able to satisfy basic needs, survive on the job, and have limited interaction in English... Because adult learners are not in school six hours a day, five days a week (as children are), it is almost impossible to predict how long it would take to move from one level to another.⁴³

Most adult ESL students are in class between two and four days per week.⁴⁴ For example, one adult ESL provider reported that her program's day classes are two and one-half hours per day five days a week for two

It can take several years for LEP students to even acquire spoken English language and literacy skills equal to that of someone with a fifth grade education.

months, and night classes are two hours per night four nights a week for three months. Despite the popularity of Saturday classes, her program does not offer them because the education gains tend to be minimal because of the amount of time in between classes.⁴⁵ The “vast majority” of ESL programs operate on an “open entry/open exit” philosophy that allows students to enter or exit a program whenever they choose.⁴⁶

In 2004, a Nevada legislator received numerous complaints from native English speakers that ballot questions were too difficult to understand, and that they needed to be put in language that an eighth or ninth grader could understand.

A majority of adult ESL students are enrolled in the most basic levels of ESL classes.⁴⁷ Although students tend to make educational gains in these classes,⁴⁸ even those students completing basic ESL classes have limited English proficiency. The 2003 national adult literacy survey found: only three percent of adults with a Basic English literacy were able to correctly answer a simple prose literacy question;⁴⁹ only four percent of adults with a Basic English literacy were able to correctly answer a simple document literacy question;⁵⁰ and only forty percent of adults with a Basic English literacy were able to correctly answer a simple quantitative literacy question.⁵¹

The challenges encountered by LEP adults in acquiring English proficiency not only affects their ability to perform daily tasks and job skills, but also their access to information about the electoral process. Appendix F includes a chart summarizing the characteristics of different English proficiency levels. The chart makes it clear that even Advanced English speakers can have difficulty understanding complicated ballots. Ballots tend to be far more complex than the simple questions Basic English speakers could not answer correctly. In 2004, a Nevada legislator received numerous complaints

from native English speakers that ballot questions were too difficult to understand, and that they needed to be put in language that an eighth or ninth grader could understand.⁵² In 1992, Congress documented that the absence of oral language assistance and information in their own language is devastating to political participation on ballot questions by language minority citizens.⁵³ The need for language assistance on ballot questions is especially important because of the growing number of propositions directly impacting covered language minority citizens.

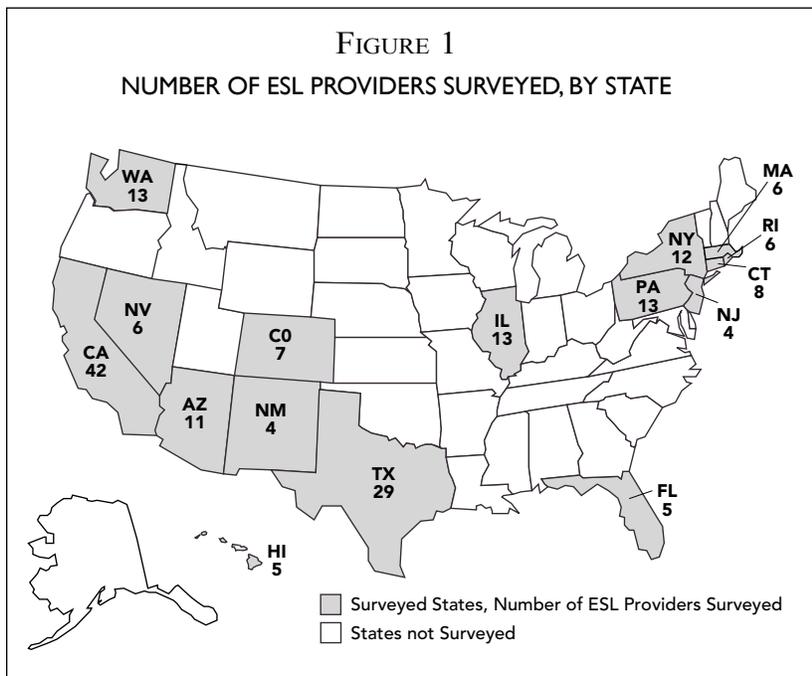
V. SURVEY PARTICIPANTS AND METHODOLOGY

The survey measures the demand for and availability of adult ESL classes.⁵⁴ All of the surveyed cities are covered under the language assistance provisions of the Voting Rights Act.⁵⁵ Responding ESL providers serve both U.S. citizens and non-citizens seeking to learn English. The survey was conducted by telephone between mid-April and early-June 2006 of a sample of providers ranging from small programs to some of the largest programs in the country. We contacted a large number of adult ESL providers throughout the nation, requesting their participation in the survey. Complete responses were received from 184 of these ESL providers serving more than 600,000 adult ESL students annually in twenty-two cities in sixteen states.⁵⁶ Over one-third (38.6%) of all surveyed ESL providers are located in California and Texas, which account for 61.8 percent of the 505 jurisdictions covered by the language assistance provisions of the Voting Rights Act.⁵⁷

Figures 1 and 2 identify the number and location of the surveyed ESL providers.

Survey respondents were asked to identify the languages spoken by ten percent or more of their adult ESL students. Spanish was the most common language spoken among ESL students, with 92 percent of surveyed providers reporting that at least ten percent of their students are Spanish language speakers. Asian languages also had a large presence among surveyed providers, particularly Chinese, Korean, and Vietnamese language speakers. At least five percent of the surveyed providers identified significant populations of Russian/Armenian, Haitian/French-Creole, and Portuguese-speaking learners.⁵⁸

Figures 3 and 4 depict the languages spoken by at least ten percent of the students attending classes at surveyed adult ESL providers.



The overwhelming majority of all surveyed adult ESL providers do not charge for their programs. Of the 176 surveyed providers offering adult ESL classes,⁵⁹ 81.2 percent (N = 143) reported that they do not charge a fee for their classes. With a few exceptions, most of the remaining providers only charged a nominal fee of \$25 or less to cover the costs of an ID card or the books and materials used by the adult students. In most cases, even the nominal fee could be waived if it poses a financial hardship.⁶⁰

FIGURE 2
NUMBER OF ESL PROVIDERS SURVEYED,
BY STATE AND CITY

State and City	Number Surveyed	Percent of Total
ARIZONA (Phoenix)	11	6.0%
CALIFORNIA	42	22.8%
Anaheim	4	2.2%
Los Angeles	9	4.9%
San Diego	7	3.8%
San Francisco	22	11.9%
COLORADO (Denver)	7	3.8%
CONNECTICUT (New Haven)	8	4.3%
FLORIDA (Miami)	5	2.7%
HAWAII (Honolulu)	5	2.7%
ILLINOIS (Chicago)	13	7.1%
MASSACHUSETTS (Boston)	6	3.3%
NEVADA (Las Vegas)	6	3.3%
NEW JERSEY (Newark)	4	2.2%
NEW MEXICO (Albuquerque)	4	2.2%
NEW YORK (New York City)	12	6.5%
PENNSYLVANIA (Philadelphia)	13	7.1%
RHODE ISLAND (Providence)	6	3.3%
TEXAS	29	15.8%
Dallas	4	2.2%
El Paso	5	2.7%
Houston	7	3.8%
San Antonio	13	7.1%
WASHINGTON (Seattle)	13	7.1%
STATE TOTALS	184	100%

FIGURE 3
LANGUAGES COMPRISING AT LEAST
TEN PERCENT OF STUDENTS ATTENDING
ADULT ESL CLASSES

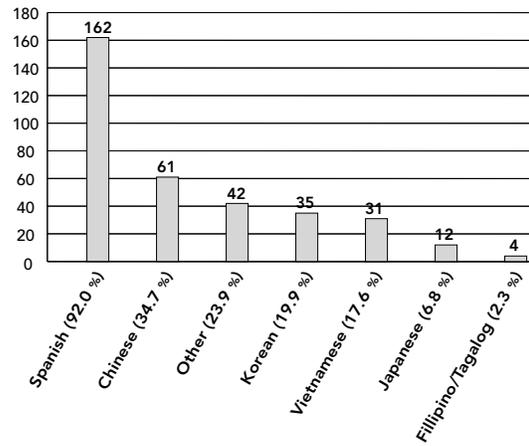
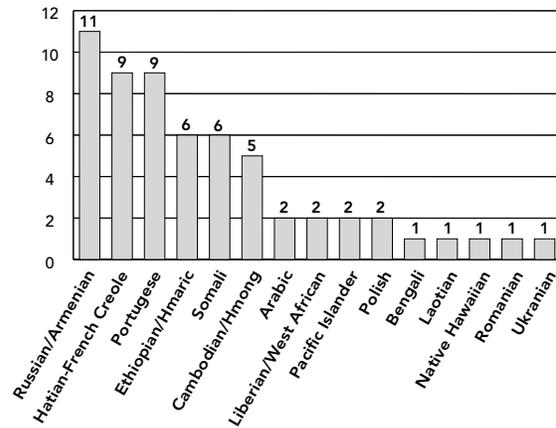


FIGURE 4
"OTHER" LANGUAGES COMPRISING AT LEAST
TEN PERCENT OF STUDENTS ATTENDING
ADULT ESL CLASSES



VI. AVAILABILITY AND QUALITY OF ADULT ESL PROGRAMS

It is impossible to know the exact number of adults attending ESL classes in the United States because of the lack of a “coherent infrastructure for adult education.”⁶¹ In 2003-2004, there were nearly 1.2 million learners enrolled in federally funded ESL programs, or 43.8 percent of all learners enrolled in federally funded adult programs.⁶² In 2000, the primary recipients of state-administered federal funding included local education agencies (46%), public and private non-profit organizations (13%), correctional institutions (11%), community and technical colleges (10%), and community-based organizations (10%).⁶³

Although federal funding has increased, the proportion of federal funding to state funding has decreased considerably.

Most federal funding comes from appropriations under the Adult Education and Family Literacy Act (AEFLA), enacted as Title II of the Workforce Investment Act of 1998. In 2003-2004, the federal government allocated \$561 million for AEFLA grants, representing approximately one-quarter of all funds spent at state and local levels to provide adult education and literacy instruction.⁶⁴ Although federal funding has increased, the proportion of federal funding to state funding has decreased considerably and provides only a small fraction of funding compared to per pupil expenditures in the public schools.⁶⁵

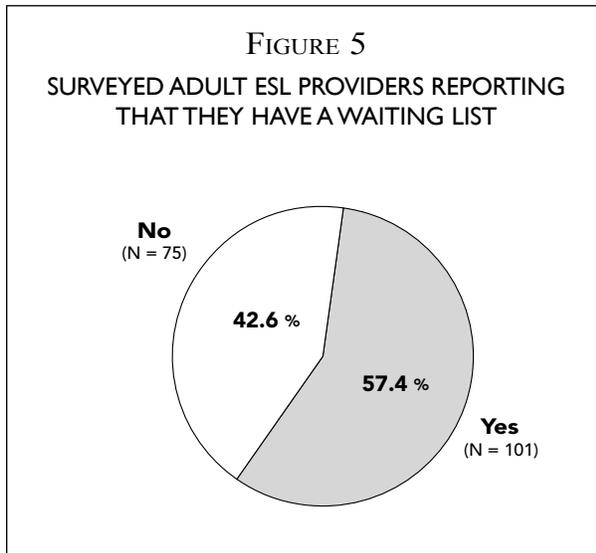
Many adult ESL providers may not receive any federal funding, including “faith-based organizations” and “volunteer-based organizations.”⁶⁶ ProLiteracy, which resulted from the merger of Laubach Literacy and Literacy Volunteers of America in 2002,⁶⁷ provided basic literacy and ESL instruction to nearly 200,000

adults through 1,200 affiliates in all fifty states in 2003-2004.⁶⁸ ProLiteracy reported that more than 110,000 volunteers who volunteered more than 7.3 million hours to instruct adult students.⁶⁹ Among the ESL students, 36.5 percent were from Mexico, 24 percent from other countries in Central and South America, two percent from Puerto Rico, and 19 percent from Asia.⁷⁰

Lack of adequate funding has a tremendous impact on the quality of adult ESL programs. Teaching ESL students, particularly those who are illiterate, is “labor intensive.” As the Los Angeles School District explained, “Teaching them how to hold a pencil, position a paper, form letters, pronounce words, and learn how to learn takes not only a lot of patience but intense one-on-one tutoring.”⁷¹ A separate study by the State of California found that “there is a strong positive relationship between the amount of instructional time ESL and ESL-Citizenship learners receive and the average scale score gains they attain on ... reading tests.”⁷² A national study from 1994 similarly found that ESL learners required “three to four times more instruction” than Adult Basic Education (ABE) or Adult Secondary Education (ASE) students: ESL students required a median of 113 hours, ABE 35, and ASE 28.⁷³

Inadequate funding translates into long waiting times, which discourage many highly motivated adults from acquiring English skills.

Inadequate funding also has a detrimental effect on English language acquisition. There are simply not enough providers to meet the increasing demand,



even at the most basic English levels. According to a Department of Education survey, of 3 million nonparticipating adults who were interested in taking ESL classes, 58.8 percent “reported that they did not know of any classes they could have taken in the past 12 months.”⁷⁴ Inadequate funding translates into long waiting times, which discourage many highly motivated adults from acquiring English skills.

Lengthy waiting times do not account for the adults who do not even try to get into programs because of family or economic barriers, or the waiting times themselves.

The remainder of this report will focus on the availability and quality of adult ESL programs in the sixteen states and twenty-two cities where the survey was conducted. Among the 176 surveyed providers currently offering adult ESL classes, 57.4 percent reported that they had a waiting list. Waiting times ranged from a few weeks to more than three years. Many ESL providers believe the best programs are those that offer such features as one-on-one tutoring or small classes taught by certified ESL teachers, and these programs have the longest waiting times.

Waiting lists alone do not tell the whole story. Many adult providers are forced to meet the growing need for ESL classes by a variety of means that often can comprise the quality. Although beginning ESL teachers recommend that a “literacy class should have no more than 15 to 20 students,”⁷⁵ it is not unusual for providers to have classes of more than 40 students. Furthermore, students are often placed at the wrong level to get them into some class, until an opening occurs in the right English level class. Many providers do not have waiting lists. Some will attempt to place adults with other programs, while others will simply turn students away. In a few cities, such as New York City, ESL providers hold lotteries for the scarce seats in their classes, Lengthy waiting times also do not account for the adults who do not even try to get into programs because of family or economic barriers, or the waiting times themselves.

What follows is a summary of the state by state waiting times and quality of services. Appendix A includes data for all of the 184 surveyed providers.

ARIZONA (PHOENIX)

All ten of the surveyed providers currently offering adult ESL classes reported that Spanish is their largest single language group. In addition, some providers reported that Asian students attending Arizona State University account for the presence of some Chinese, Japanese, and Vietnamese speakers in their programs. The language needs of Spanish and Asian language students vary. Spanish-speaking students tend to have higher illiteracy rates that impact their written abilities, while Asian students typically have a more difficult time gaining spoken language skills.⁷⁶

All but one of the surveyed providers has a waiting list for at least some of its courses. The one exception, Chandler-Gilbert Community College, uses an open enrollment system that requires applicants to wait for the next scheduled class cycle, which often can be a few months.⁷⁷ Waiting list data in Arizona undercounts the actual demand because not all ESL providers maintain one. In addition, many people look elsewhere for ESL classes instead of putting their name on a waiting list.⁷⁹

Rio Salado Community College, which is the largest adult ESL provider in Arizona offering 33 classes per day, reports a waiting list of over 1,000 people with a

The largest adult ESL provider in Arizona, offering 33 classes per day, reports a waiting list of over 1,000 people with a waiting time of up to 18 months for the highest-demand evening classes.

waiting time of up to eighteen months for the highest-demand evening classes.⁸⁰ Dysart Community Center has twice as many applicants on its waiting list as its annual ESL enrollment.⁸¹ The Chandler Public Library offers new classes every eight weeks, and immediately starts new waiting lists as soon as classes are filled.⁸²

Comprehensive adult ESL programs, such as the intensive two-year program offered by Unlimited Potential for women, have a three-year waiting list.

Comprehensive adult ESL programs, such as the intensive two-year program offered by Unlimited Potential for women, have a three-year waiting list. Unlimited Potential's two-year program is particularly effective at developing English language proficiency. Students are placed at the literacy level that meets their needs and have a learning program tailored to their

abilities. English skills are developed for parenting, school communications, understanding health care, and "getting around." The program has a very high retention rate and maximum group size of twenty students, adding to waiting list times. Most students enter at a pre-literacy Level I and exit after successfully completing a Level III ESL course (out of four levels).⁸³

CALIFORNIA

**(ANAHEIM, LOS ANGELES,
SAN DIEGO, SAN FRANCISCO)**

In California, there is a tremendous demand for ESL courses among Spanish and Asian language adults. According to the United States Department of Education, in 2003-2004 there were 435,777 adults enrolled in California's federally funded English Literacy programs, or 37.2 percent of all adults enrolled nationwide.⁸⁴ Latinos comprised 75.2 percent (N = 327,912) and Asians comprised 16.6 percent (N = 72,210) of these adult ESL students.

The percentage of language groups reported by providers corresponds with the Department of Education data. Thirty-nine of the 42 surveyed California providers reported that Spanish-speakers comprised at least ten percent of their students. A majority also reported having large numbers of Asian language students. In Anaheim, of the four surveyed providers, three reported that Vietnamese and two reported Korean enrollments of ten percent or greater.⁸⁵ In Los Angeles, of the nine surveyed providers, two each reported Chinese and Korean students were more than ten percent of enrollment.⁸⁶ In San Diego, of the seven surveyed providers, two reported Chinese and one each reported Filipino/Tagalog and Vietnamese comprised at least ten percent of all adult students. The 22 surveyed San Francisco providers had the highest frequency of Asian languages spoken by ten percent or more of all adult students: fifteen reported Chinese, eight reported Vietnamese, six reported Korean, four reported Japanese, and one each reported Cambodian/Hmong and Filipino/Tagalog.

Data from a few of the adult ESL providers demonstrates the diverse demographics of the populations being served in California. At the Baldwin Park Adult School in Los Angeles County, which serves approximately 13,000 adult ESL students annually at two main sites and 23 satellite locations, the median student age is 26.9 years old. A majority of all students, 78 percent, speak Spanish. The balance of the population includes 11.5 percent Asian, 1.4 percent African-American, and 1.2 percent American Indian adult students.⁸⁷

[In California,] not every provider is able to continue to offer ESL classes because funding for many programs has been decreasing.

Northern California tends to have larger percentages of Asian language students than in the southern part of the state. In 2005, East Side Union High School District in San Jose served 9,286 adult students, including 5,029 unduplicated adult ESL students.⁸⁸Latinos comprised slightly more than half of all adult ESL students, followed by Vietnamese at 28.5 percent, “other Asians” at 2.1 percent, and Cambodians at 1.0 percent. Although Chinese speakers only comprised .07 percent of all adult ESL students, they comprised 15.1 percent of the program’s 365 ESL home study students.⁸⁹

California is uniquely equipped to meet the high level of demand for adult ESL classes because of extensive state-run programs. Like other states, California receives federal Workforce Investment Act funding. Some programs, typically community colleges, also receive federal Perkins funding. Funding is directly tied to the educational gains made by students.⁹⁰

California supplements the federal money. It provides funding for English proficiency testing. It also offers state funding for ESL and Civics instruction. For many programs, particularly the adult schools, California provides Average Daily Attendance (“ADA”) funding for adult ESL students just as it does for public school

students. State funds also include Community Based Educational Tutoring (“CBET”) money that provides \$50 million per year for schools to teach English to adults who agree, in return, to provide English language tutoring to children in California’s K-12 schools. CBET was added as part of Proposition 227, a 1998 voter initiative that banned bilingual education in the public schools.⁹¹

Adult schools are not eligible to receive state funding unless they use certified teachers. As a result, many adult ESL programs in the public school system employ highly trained educators, such as the 36 teachers with Masters Degrees teaching in the Los Angeles Unified School District.⁹² That District’s Evans Community Adult School, which has the largest free-standing campus in Los Angeles along with ten smaller sites, has 150 state-certified teachers who teach more than 21,000 adult ESL students annually.⁹³

California places a cap on the amount of state funding ESL providers can receive, which results in increasingly crowded classrooms in many locations.

California also has 106 literacy programs in libraries around the state. These programs provide one-on-one tutoring to teach students how to read and write in English. Students must demonstrate some ability to speak English before they are admitted. The State does not provide funding for people who do not speak English at all, although the rules have been relaxed in recent years to require only a minimal English ability. Since these programs typically provide the most individualized instruction with just a fraction of the capacity of the adult schools, they tend to have the longest waiting periods.⁹⁴

In total, California spends approximately \$620 million a year on adult ESL classes.⁹⁵ One educator observed, “The State has said it will provide ‘whatever is needed for ESL.’”⁹⁶ It is not enough because the demand

for ESL classes continues to increase. For example, the New Haven Adult School in the San Francisco area used to have only four classes two times a day. Now, the program offers nine classes in the morning, two in the afternoon, and nine at night.⁹⁷

Many adult ESL students in California must also contend with barriers posed by illiteracy in their own language.

In addition, not every provider is able to continue to offer ESL classes because funding for many programs has been decreasing. At the end of 2005, the Lao Family Community Development Center in Oakland had to discontinue its ESL and citizenship classes after the program's funding was lost. According to Executive Director Kathy Chao, her program "cannot help students without ESL instructors" who need to be paid. Ms. Chao is currently trying to get the ESL program's funding restored so ESL classes can be offered again.⁹⁸

Providers able to offer ESL classes continue to contend with the increasing costs of doing so in the face of fewer dollars per student. California places a cap on the amount of state funding ESL providers can receive, which results in increasingly crowded classrooms in many locations.⁹⁹ State CBET funding, which is the only source of funding for childcare programs, is scheduled to sunset next year if the legislature does not renew it.¹⁰⁰ Fred Thompson, who administers adult ESL services for the San Mateo Adult School, noted, "There is a significant need for ESL classes, and we would offer more if we had the money." Demand for Mr. Thompson's program is so great, that students learn about it by "word of mouth."¹⁰¹ Other ESL administrators also refrain from advertising their services because they are already filled to capacity. Sandy Rasay, the program director of adult ESL services at East Side Union High School District in San Jose, observed, "It is sometimes a struggle with costs going up. It is very hard for administrators."¹⁰²

Several providers offer classes uniquely tailored to the needs of adult ESL students. For example, the San Mateo Adult School, which serves a little more than half of all adult ESL students in San Mateo County, goes to a day laborer's center in the County. Six days a week, the Adult School offers classes at a firehouse for all of the day laborers who are not chosen to go to work. Most of the students in the Adult School's regular classes are day laborers trying to learn English after a long day at work. The program offers a "persistence program" to facilitate the ability of day laborers to stay enrolled in classes as long as they can.¹⁰³

Many adult ESL students in California must also contend with barriers posed by illiteracy in their own language. According to Alice Bradshaw, a majority of her program's students are Spanish-speaking adults from rural areas of Mexico with low educational attainment. Ms. Bradshaw reported that before she can teach these adults English, she must instruct them on how to be students because of their lack of schooling.¹⁰⁴ Other language groups also experience unique barriers that make English acquisition more difficult.

Despite the resources committed by the state to adult ESL programs, 40% of the surveyed providers reported having waiting lists at one or more of their sites.

Lack of childcare and transportation are also significant problems for adults who want to learn English. Many programs address this problem by creating distance learning classes, in which instruction is accomplished through computer or video programs, with periodic appointments with an instructor.¹⁰⁵ One program director reported that 7.2 percent of her program's 5,000 adult ESL students are distance learners.¹⁰⁶ The Baldwin Park Adult School in Los Angeles County offers free babysitting classes.¹⁰⁷

Despite the resources committed by the state to adult ESL programs, forty percent (N = 17) of the surveyed providers reported having waiting lists at one or more of their sites. In Anaheim, the Adult Transition Program at Esperanza High School reported having 200 people on its waiting list, waiting on average of six months and sometimes as long as a year.¹⁰⁸ The Los Angeles Unified School District, which serves approximately 110,000 adult ESL students annually, reported that many of its adult schools have waiting lists, particularly if there are insufficient facilities or certified teachers to open new classes.¹⁰⁹ Read/San Diego Adult Literacy has a waiting list with nearly a quarter of its annual enrollment, with an average waiting time of three months.¹¹⁰ The longest waiting times are usually for programs offering childcare, Evenstart, citizenship ESL, offsite or distance learning that can be done at home, and the most desired time slots in the evenings or weekends.

“Waiting times may be double or triple what is reported. The waiting lists only report the people who can come to school at the designated times. There are many single mothers who are stuck at home and do not have an opportunity to go to school.”

In the San Francisco Bay area, Menlo Park Public Library Project Read reports a waiting list of six months to one year, with problems that are common among ESL providers that rely upon volunteers. According to Program Director Alice Bradshaw, “students wait a long time now.” The Program does not have any problem placing daytime students right away because

many senior volunteers are only willing to teach during the day when demand among adults who are working or taking care of children is the lowest. The Program has “a very difficult time finding enough tutors to fill the need for evening classes.” In the past, the Program served large numbers of Chinese adult ESL students from Palo Alto, which does not offer sufficient services. However, Ms. Bradshaw reported that the Program stopped accommodating these students after the number of volunteers dropped. Waiting times for volunteer-based programs, such as Project Read, are usually tied to how long it takes to match students with volunteer tutors.¹¹¹

According to Ed Morris, an administrator for the Los Angeles Unified School District Adult Education program, “Waiting times may be double or triple what is reported. The waiting lists only report the people who can come to school at the designated times. There are many single mothers who are stuck at home and do not have an opportunity to go to school.” Mr. Morris explained, “There is a whole hidden population that would love to learn. They want to learn English and acquire basic educational skills. But they can’t do it if the classes are restricted to classrooms at the schools. If these individuals were able to get away from home, then the waiting times would be longer.” Mr. Morris concluded, “The waiting lists only represent waiting times for the programs that are available. There is an impact beyond these programs.”¹¹²

California providers report a number of ways of addressing waiting lists. Some providers with open enrollment programs at capacity will “hold off taking students briefly.” Others may turn students away when they run out of space.¹¹³ Some providers will go to every available source for classroom facilities, turning to community centers and churches after all of the adult schools and regular schools are filled.¹¹⁴ Many open up new classes, as long as there is sufficient funding and available facilities and certified teachers.¹¹⁵ One provider reported that they will place a student in a class with space, even if it is at a different ESL proficiency level, until there is an opening at the student’s actual proficiency level.¹¹⁶ Another provider reported that they will place the student in the correct English class, but the student will only receive help from the instructor when he or she is able.¹¹⁷

Other providers increase class sizes to as many as 40 students, which is roughly double what most providers say is necessary for effective and individualized instruction.¹¹⁸ As Ms. Rasay explained, adult schools in California are criticized if there are long waiting lists, so they “pack in the classes.” In Ms. Rasay’s program, the average class size is supposed to be 33, but is often over 40. “It would be better if the classes were smaller, but we have to have the larger classes out of survival.” Ms. Rasay reported that the class sizes were increased because her program is serving a much larger population of adults than what is funded.¹¹⁹

**Recent budget cuts
and dramatically increased
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in the coming years.**

According to the United States Department of Education, California’s adult ESL classes are making progress. Between 2001 and 2004, the percentage of adults who successfully completed one or more levels of English instruction has gone up each year. By the end of 2004, 35 percent (N = 151,749) of all adult students in California’s federally funded ESL programs made an educational gain in their English acquisition, for a three-year total of 422,699. Unduplicated state funded enrollment makes this number substantially higher.¹²⁰ However, recent budget cuts and dramatically increased enrollment demonstrate that California will continue to face challenges meeting the needs of adult ESL students in the coming years.

**COLORADO
(DENVER)**

All six of the surveyed ESL providers in Denver reported that Spanish-speaking students comprise at least ten percent of their enrollment. Two providers reported that

at least ten percent of their students speak Ethiopian/Hmaric languages. One provider each also reported that the following languages are spoken by at least ten percent of its students: Chinese, Japanese, Korean, Portugese, Russian/Armenian, Somali, and Vietnamese.

The largest providers in Denver rely heavily on unpaid volunteers to teach adult ESL students. The Emily Griffith Opportunity School, founded 90 years ago, is the largest and oldest ESL program in Denver and has 4 paid tutors and 75 active volunteers to serve an annual enrollment of 3,000.¹²¹ The Adult Learning Source has 150 volunteer tutors, guided by an experienced teacher, to work with groups of 10 to 15 ESL students.¹²² The Literacy Coalition of Jefferson County has no paid instructors, but is considering hiring a part-time paid coordinator.¹²³

In the five-county Denver metro area,¹²⁴ adult ESL programs working with the Colorado Department of Education had an enrollment of 4,721 adult ESL learners in FY 2005, or 50% of the total Colorado ESL population. Of the seven programs reporting waiting list data, waiting times ranged from two weeks to two months.¹²⁵

**CONNECTICUT
(NEW HAVEN)**

In New Haven, all seven of the surveyed providers with ESL classes reported that Spanish-speakers comprise the largest group of their enrolled students. One provider each reported that at least ten percent of its students speak Chinese, Korean, Ethiopian/Hmaric, Portugese, and Somali.

Half of the surveyed providers currently offering adult ESL classes reported having waiting times of one to twelve months. The Literacy Center of Milford reported that it “always” has a waiting list.¹²⁶ The Literacy Volunteers of Greater Bridgeport, which serves just under 400 adult ESL students annually, has 200 people on a waiting list with an average waiting time of six to twelve months.¹²⁷ Dr. Carol Brutza, the ESL Director for Gateway Community College and a member of New Haven’s board of literacy volunteers, reported that there are “several hundred” people on the City’s waiting list.¹²⁸

FLORIDA (MIAMI)

All five of the surveyed ESL providers in Miami reported that Spanish-speaking students comprise the overwhelming majority of their students. One provider also reported a large population of Haitian/French-Creole speakers.

Miami-Dade has long been home to a large Cuban-American population. The area is therefore better positioned than nearly all of the other surveyed regions nationally to provide adult ESL services. Only one of the five surveyed ESL providers, the Adult Center in Coral Gables, reported having a waiting list because “a few classes are full.” Classes may have as many as 35 students in them.¹²⁹

In the past, Miami-Dade has had waiting lists for its ESL classes. However, there has been a declining enrollment in the last few years. At that time, the Miami-Dade Public School District served as many as 100,000 adult ESL students; today, annual enrollment is between 60,000-70,000.¹³⁰ ESL providers offered several explanations for the recent decline in enrollment. One provider observed that “enrollment is down because of the hurricanes” and because the economy has improved. “There are more students when there are no jobs.”¹³¹ Other providers noted that many students have been reluctant to enroll in classes since Florida adopted a requirement that they present identification such as a Florida ID, certificate of domicile, or utility bill.¹³²

HAWAII (HONOLULU)

With one exception, the five surveyed Hawaii ESL providers reported that all of the languages spoken by ten percent or more of their student population are Asian and Pacific Islander languages. All of the providers reported Chinese and Korean students comprise ten percent or more of their enrollment. In addition, three reported having Japanese, two Vietnamese, and one each for Native Hawaiian, Pacific

Islander (Marshallese, Micronesian, Sumatran, and Tongese), and Spanish populations of ten percent or more of their enrollment.

None of the ESL programs reported having waiting lists. However, two of the five providers are college programs geared for international students that charge fees ranging from \$725 to \$1475 for 18 credit hours.¹³³ One of the remaining providers, Hawaii Literacy, Inc., reports that many students are not formally enrolled, but instead use a “drop-in” center to get assistance as needed. There is no waiting list for those students who are enrolled because they “beg for volunteers.” Classes are always full, and they could easily add classes if they had the capacity to do so.¹³⁴

ILLINOIS (CHICAGO)

All twelve surveyed ESL providers currently offering classes in the Chicago area reported that Spanish-speakers comprised ten percent or more of their students. The respondents also reported a growing Asian population, with two providers each indicating that Chinese and Korean students comprised at least ten percent of their students, and one each reporting at least ten percent Filipino and Vietnamese students. Two providers also reported servicing large numbers of Polish and Russian/Armenian students, and one provider each identified a growing Arabic and Somali student population.

Adult ESL providers in Chicago offer different types of services to address the particular needs of their students. One provider used 242 volunteers in 2005 to provide one-on-one tutoring to adult ESL students using a goal-centered approach.¹³⁵ The community colleges offer in-class instruction. The Jane Addams Resource Corporation provides computer-based ESL instruction.¹³⁶ The Sisters of St. Josephs offer a unique solution to transportation issues faced by adult ESL students: since 1993, they have offered a “Schools on Wheels” program in a bookmobile providing classes at mobile locations, teaching 2,000 students with the assistance of 297 volunteers.¹³⁷ Other providers offer classes at multiple locations.

In Chicago, eight out of the twelve surveyed providers offering adult ESL classes have a waiting list. The average waiting time for these providers ranges from just a few weeks to as long as six months.¹³⁸ Adult Education and Elgin Literacy Connections report waiting lists as much as fifty percent of their total enrollment, with waiting times ranging from three to six months. The popularity of convenient programs such as the Schools on Wheels also translates into waiting lists for applicants.¹³⁹

However, waiting lists do not tell the whole story. For example, although World Relief Chicago reported having only ten people on their waiting list, they have turned away many more applicants. Recently, 130 students attempted to register for 50 spaces in World Relief Chicago's two evening classes. Eighty applicants were referred to other adult ESL programs. Once classes are filled for their three twelve-week sessions, applicants must either wait until the next class session or attempt to get into other programs.¹⁴⁰

Local universities and community colleges attempt to accommodate adult ESL students by opening new classes, but are often hampered by inadequate funding, lack of facilities, or insufficient numbers of instructors. Elgin Community College reported that it does not "officially" have a waiting list, but is not always able to open new classes to accommodate students. Demand is very high and they "never have problems filling classes." Last semester, Elgin Community College created new classes with a total of 100 additional places after all of their existing classes filled up quickly.¹⁴¹ Morton College is able to accommodate 3,600 adult ESL students from Cicero alone, but cannot expand into the surrounding area to meet the demand because of funding constraints.¹⁴² Other programs, such as the University of Illinois, limit enrollment to Head Start parents and immediate family members of students.¹⁴³

MASSACHUSETTS (BOSTON)

Like most of the major northeastern cities, Boston has a growing ESL population that covers the full spectrum of languages. Spanish is the most common language

of ESL students, followed by the Asian languages. Four providers have large numbers of Chinese students, two reported Korean students, and one reported Vietnamese student enrollments exceeding ten percent. Two providers in Boston reported that at least ten percent of their adult ESL students are Portuguese-speakers from Brazil, the Azores, and the Cape Verde Islands. One Boston provider reported that at least ten percent of its adult ESL students speak Haitian/French-Creole.

In Boston, the average waiting time is six to nine months, but some adults have to wait as long as two to three years.

Massachusetts' adult ESL services are distinct in several respects from most of the other fifteen surveyed states. The State Department of Education has a sophisticated, real-time electronic database that tracks the number of unduplicated adult ESL students enrolled and on waiting lists statewide.¹⁴⁴ Updates are available immediately after an ESL provider enters them into the database.¹⁴⁵

In addition, unlike most states, the Massachusetts Department of Education has asked all adult ESL providers it funds to concentrate on the quality of their services, not the quantity of students served. Classes are limited to no more than 20 students, with 15 to 18 in most basic Level I English classes. Many of the best programs offer one-on-one ESL tutoring, which provides enhanced learning opportunities but also limits the number of students who are served.¹⁴⁶ In 2003-2004, there were a total of 11,888 adult ESL students served statewide by federally funded providers.¹⁴⁷

According to Kenny Tamarkin, Executive Director of the Massachusetts Coalition for Adult Education, about 25-30 of the "biggest and the best" programs in Boston are supported by the State, with nearly 100 additional programs receiving no State funding. There is only capacity for about 16,000 adult ESL students among current providers.¹⁴⁸

The growing number of non-English speaking residents and the State's focus on quality instruction has had a major impact on the ability to meet demand. As of April 24, 2006, there were at least 16,725 unduplicated adults on ESL waiting lists in Boston. This number is an undercount of the actual number of adults who cannot get into programs because many applicants get discouraged by the long waiting lists and do not sign up. In Boston, the average waiting time is six to nine months, but some adults have to wait as long as two to three years.¹⁴⁹

NEVADA **(LAS VEGAS)**

In Las Vegas, all six of the surveyed ESL providers reported having large numbers of Spanish-speaking students enrolled in their programs. One provider reported that Chinese-speaking students also comprised at least ten percent of its student population.

All of the ESL providers reported using waiting lists at some time. Two-thirds of the surveyed providers reported that they currently have waiting lists with waiting times averaging two months. The Community College of Southern Nevada, which is the largest ESL provider in Nevada, reported that the average waiting time for adult ESL classes is from one to four months.¹⁵⁰ Catholic Charities of Southern Nevada, which serves 700 ESL students annually, reported that for the last two years it has had a waiting time of "a few weeks" for its evening classes.¹⁵¹ The Desert Rose Adult School usually is able to add new classes, but occasionally has waiting lists.¹⁵²

NEW JERSEY **(NEWARK)**

Spanish-speaking students comprise the largest language group at all four of the surveyed ESL providers in Newark. Three providers reported having large numbers of Haitian/French-Creole speaking students. Two providers indicated that at least ten percent of their ESL students are Portuguese speakers from Brazil, the Azores, and the Cape Verde Islands. One provider

each reported that ten percent or more of their students speak Chinese, Japanese, Korean, Ethiopian/Hmaric, and Somali.

Three of the four surveyed providers reported having waiting lists for their adult ESL classes, with waiting times averaging between one to three months. One provider reported that once classes fill up, applicants must wait approximately two and one-half months for the next class cycle to begin.¹⁵³ Similarly, another provider reported that applicants often must wait three months for the next class to begin to ensure that they are placed with others having comparable English language skills.¹⁵⁴

NEW MEXICO **(ALBUQUERQUE)**

In Albuquerque, New Mexico, all four of the surveyed ESL providers reported that Spanish comprised most of their students. TVI Community College also reported that Chinese, Filipino, Korean, and Vietnamese students comprised at least ten percent of its ESL student population.¹⁵⁵

Three large providers serving nearly 2,700 adult ESL students annually had waiting lists with over 1,000 names. A fourth provider, SER de New Mexico, had no waiting list but is a small provider serving fewer than ten students annually. The average waiting time ranges from about one month at Readwest, to twelve to fourteen months for Catholic Charities, the largest adult ESL provider in Albuquerque. In April 2006, Catholic Charities conducted a survey of the April 2005 classes, and found that 458 applicants were still waiting to take classes. Their waiting list is expected to increase further because employers are now requesting that their employees learn English.¹⁵⁶ Literacy Volunteers at TVI Community College reported a waiting time of two months for their one-on-one tutoring program, but no waiting time for classes available through open enrollment.¹⁵⁷

Each of the four surveyed programs relies on grants from the federal or state governments or volunteers. According to Jorge Thomas, Director of ESL Services

for Catholic Charities, there is insufficient funding to schedule more classes because of the costs of staff, facilities, and materials.¹⁵⁸

NEW YORK (NEW YORK CITY)

All twelve of the surveyed providers in New York City reported large numbers of Spanish-speaking ESL students. Asian language speakers were the next most common group, with three providers reporting at least ten percent of their students speak Chinese, two providers reporting Korean, and one reporting Japanese. One provider each reported that at least ten percent of its students speak Bengali, Ethiopian/Hmaric, Haitian/French-Creole, Russian/Armenian, and Somali.

In the metropolitan New York City region, the need for adult ESL courses is estimated to be one million, but only 41,347 adults were able to enroll in 2005.

In the metropolitan New York City region, the need for adult ESL courses is estimated to be one million, but only 41,347 adults were able to enroll in 2005 because of inadequate numbers of classes. Most adult ESL programs no longer keep waiting lists because of the extreme demand, but use lottery systems in which at least three out of every four adults are turned away.¹⁵⁹

It is commonplace for LEP adults to not be selected (for a program) even after five or six lotteries.

In 2001, the Literacy Assistance Center surveyed the few providers that maintained waiting lists, and found that there were 12,000 adults on the lists,

with an average waiting time of at least six months.¹⁶⁰ According to Executive Director Elyse Barbell, “The waiting list data is soft because you’re dealing with a transient population that you often cannot locate. If you have a waiting list of 800 people, you go far down the list because you can’t locate people. Many people don’t put their names on lists.” Ms. Barbell explained: “Waiting list data is very difficult to get. Many programs don’t keep waiting lists because people are on the list too long. You don’t want to discourage people from enrolling in classes because of the length of the waiting list. Instead, most programs in New York City use open registration dates (such as the community colleges), lotteries, etc.”¹⁶¹

It is not unusual for a provider maintaining a waiting list to have several times as many people on the list than their capacity. The Northern Manhattan Improvement Corporation reported that it has a capacity of 600 students per year, but has a waiting list of 2,300 with an average waiting time of twelve to eighteen months; it would be longer, but other applicants drop off the list.¹⁶² Other providers have waiting lists comparable to their annual capacity. La Guardia Community College, which serves 400 students annually, has 400 people on its waiting list with an average waiting time of twelve months.¹⁶³ Community Impact at Columbia University has an annual capacity of 125 students and currently has 94 people on its waiting list.¹⁶⁴

...applicants would sleep out for days in front of the building to get into classes...

Casey Williams, an ESL director in Jackson Heights/Queens Borough, New York, explained that her program had to stop using waiting lists about ten years ago. Her program used to be first come/first served at the Queens Public Library, and applicants would sleep out for days in front of the building to get into classes, with near-riots breaking out when people jumped places. Many programs in New York City now use lottery systems every two or three months. It is commonplace for LEP adults to not be selected even after five or six

lotteries, causing them to come in with tears to beg and plead with the program director to let them in, only to be told, “there’s no more room, there’s no more space.” Existing adult ESL programs only begin to “scratch the surface” of responding to this “enormous” demand. Ms. Williams rebuffed the notion that immigrants are discouraged from leaning English. “They want to learn English. You can’t imagine what they go through to get into classes.” Once students do win the lottery, they can automatically enroll for the next level of English class if they have good attendance and progress.¹⁶⁵

PENNSYLVANIA

(PHILADELPHIA)

Philadelphia adult ESL providers serve a very diverse mix of language groups. Of the eleven providers currently offering ESL classes, the identified number of providers reported that the following languages are spoken by ten percent or more of their students: seven reported Spanish; six reported Chinese; five reported Vietnamese; four reported Russian/Armenian; three reported Korean; two each reported Cambodian/Hmong, Liberian-West African, or Haitian/French-Creole; and one each reported Laotian, Pacific Islander, Portugese, or Ukrainian.

Registration recently opened for summer courses, with two classes closing within a day and all five classes expected to close within three days.

Several providers in Philadelphia reported that inadequate funding has significantly curtailed their ESL classes at the same time demand is increasing. Two providers reported discontinuing their programs altogether. The Community College of Philadelphia has had to cut its enrollment because of growing costs.¹⁶⁶

Project SHINE (Students Helping in the Education of Elders) reported that funding is not keeping up with the need for ESL services.¹⁶⁷ As Lynette Hazelton at District 1199C explained, “The need is much higher. We have a waiting list because of word of mouth about our program. It impacts recruitment. We are not proactive and do not reach out to more people because we don’t have the capacity.”¹⁶⁸

About half of the surveyed Philadelphia providers offering adult ESL classes have waiting lists ranging from one to twelve months. Many programs do not maintain waiting lists because they use open enrollment; as soon as all classes are filled up, applicants must wait for the next class cycle to begin. For example, the Community College of Philadelphia, which is one of the largest ESL providers in the City, does not have a “formal waiting list.” Registration recently opened for summer courses, with two classes closing within a day and all five classes expected to close within three days. Applicants who are unable to enroll in a class typically must wait three to four months for the next class.¹⁶⁹

“ Adult literacy problems may not be solved because instructors don’t understand language issues. ”

Inadequate funding hurts Philadelphia’s ESL providers in other ways beyond waiting lists. According to Tina Klutemeier, Director of Project SHINE at Temple University, “Seventy-five percent of all adult basic education instructors in Pennsylvania are volunteers who are minimally trained and supervised. Adult literacy problems may not be solved because instructors don’t understand language issues.”¹⁷⁰ The few paid positions available are typically reserved for volunteer recruiters or administrators who do not actually teach classes.¹⁷¹ Failure to meet the needs of adult ESL students adds to the failure of many of Philadelphia’s public schools to adequately meet the language needs of limited-English proficient students.¹⁷²

RHODE ISLAND (PROVIDENCE)

In Providence, five of the six surveyed providers reported that Spanish was the language most commonly spoken by their students. In addition, two providers each reported that at least ten percent of enrolled students speak Cambodian/Hmong or Portuguese. One provider reported that Haitian/French-Creole speakers comprised at least ten percent of all students.

According to the Office of Adult Education at the Rhode Island Department of Elementary and Secondary Education (“DOE”), 34 providers, about half of all ESL providers in the State, receive state funding. These providers serve 3,300 adult ESL students annually. There are an estimated 1500 more adult ESL students who are served by programs not receiving state funds.¹⁷³ Some ESL providers reported that due to the stress being placed on an overwhelmed system of ESL programs, few providers are able to offer advanced courses that result in higher levels of English proficiency.

[In Rhode Island] over half of all adults reported to be on waiting lists had been waiting for 12 months or more.

In March 2006, 34 providers working with DOE reported that 1,760 adults were on a waiting list, or one person for every learner currently enrolled in a program. Over half of all adults reported to be on waiting lists had been waiting for 12 months or more.¹⁷⁴ Similarly, the International Institute of Rhode Island, which serves about 850-900 adult ESL students each year, reported a waiting list of approximately 750 adults waiting an average of at least twelve months. Five of the six surveyed providers reported waiting lists ranging from three to twelve months. The waiting time for all Rhode Island adult ESL providers was as much as two years until 2004-2005, when Rhode Island Governor Donald Carcieri increased state funding for adult ESL programs by \$1.4 million.¹⁷⁵

Nevertheless, demand continues to increase, adding to the waiting lists. Many applicants give up and will not put their name on a list because of the lengthy waiting period.¹⁷⁶

Several other factors have an impact on waiting times. There is a “large bottleneck” of students at the most basic level. Twenty of the 27 ESL classes offered by the International Institute of Rhode Island are at the most basic level, with the remainder at the intermediate level. None are at the most advanced level. Class sizes are limited to 20-23 to facilitate learning.¹⁷⁷ Programs that are provided at no cost as a result of federal or state funding are in the highest demand because most adult ESL students cannot afford to pay for classes.

TEXAS (DALLAS, EL PASO, HOUSTON, SAN ANTONIO)

All 29 surveyed providers in Texas reported that Spanish was the predominant language spoken among their enrolled students. Providers in three cities also reported that Asian language students comprised at least ten percent of all adult students. In El Paso, two providers reported that Koreans comprised at least ten percent of enrollment. In Houston, two providers reported that at least ten percent of their students speak Chinese. In San Antonio, one provider each identified Chinese and Korean as languages spoken by ten percent of enrolled students.

The larger providers in the four Texas cities vary considerably from one another. In Dallas, Literacy Instruction For Texas (LIFT) serves approximately 5,500 adult ESL students through an all-volunteer non-profit operation. LIFT collaborates with other organizations to offer 131 classes at 30 sites around the Dallas/Ft. Worth metropolitan area. Classes are limited to fifteen students and are two and one-half hours long, four days a week, for three months. Students are interviewed to determine their proficiency level and are assigned to the appropriate English-level class.¹⁷⁸

In El Paso, the three largest independent school districts (El Paso, Socorro, and Ysletta) have a combined adult

ESL enrollment of more than 4,000 students annually. Classes are offered in the evenings during weeknights.¹⁷⁹ The El Paso Area Adult Education Consortium likewise serves approximately 4,000 students each year at 30 satellite locations.¹⁸⁰ El Paso Community College has approximately 2,900 unduplicated adult students each year in three different programs: 7,000 student placements in credit ESL classes; 2,000 students in non-credit ESL classes; and 200 ESL student placements in free community-based adult basic education and literacy, with each volunteer providing one-on-one tutoring for one to five students.¹⁸¹

**The Harris County
Department of Education
serves approximately 9,200
adult ESL students annually
through over 200 class
sessions offered twice a year
at fifteen Houston area
school districts.**

The Houston Community College System is the largest adult ESL provider in Houston, serving as a conduit for funding from the Texas Education Agency for Adult Learning to at least ten community-based organizations that provide free instruction.¹⁸² The Community College also offers approximately 100 ESL classes twice each year, including three hours of instruction Monday through Thursday and five hours of instruction on Saturdays. Overall, approximately 16,000 adult ESL students per year are enrolled through one of the Community College's programs.¹⁸³ The Harris County Department of Education serves approximately 9,200 adult ESL students annually through over 200 class sessions offered twice a year at fifteen Houston area school districts.¹⁸⁴

San Antonio offers ESL classes to thousands of adults through local community centers. At most centers, there are five classes on Tuesdays and Thursdays,

and three classes on Mondays and Wednesdays. Each class is four hours in length. Classes tend to be very large because of tremendous demand, with class sizes averaging between 30-35 students each. The Texas Education Agency and the San Antonio Independent School District provide most of the funding for these classes.¹⁸⁵

Half of the 29 surveyed providers in Texas reported having waiting lists ranging from a few weeks to one year.

In Dallas, two of the four surveyed providers have waiting times that average one to two months.

In El Paso, all five surveyed providers reported having waiting lists as long as one year. El Paso Community College anticipates a four-month waiting time this summer because it has less funding to offer fewer classes that close up much faster.¹⁸⁶ The El Paso Public Library Literacy Center has developed a partnership with the El Paso Independent School District to offer classes on the weekend, which has the highest demand because students do not have conflicts with work. Waiting times of more than one year are common because the library can only offer classes twice each year.¹⁸⁷ Evening classes at the public schools also typically have waiting lists. The Socorro Independent School District does not have enough funding to open up enough new classes to meet the need for ESL instruction.¹⁸⁸

The average waiting time in Houston for adult ESL classes is about one month. There are about 5,000 students currently on waiting lists for programs served by the Houston Community College System.¹⁸⁹

Only two of the thirteen surveyed San Antonio providers had waiting times for adult ESL classes. The reduced waiting times are the result of more ESL resources in the city and surrounding area. Providers still struggle to keep up with growing demand. The Colonel Victor J. Ferrari Community Center opened up only six months ago, and has already served 2,600 adult ESL students with over 5,000 expected by year's end. The demand is so high at the Center that applicants must wait on average two to three months.¹⁹⁰

WASHINGTON

(SEATTLE)

Like California, Washington has a growing population of Spanish and Asian language students. In Seattle, adult ESL providers reported that Spanish was the largest single language group, with eleven out of thirteen providers reporting student enrollments of at least ten percent. Asian languages comprising at least ten percent of all students included: ten providers reporting Chinese; six providers reporting Vietnamese; three providers reporting Korean; and one provider reporting Japanese. Two providers reported having at least ten percent Russian/Armenian students, and one provider each reported Ethiopian/Hamric and Somali.

The King County Library System is the largest single adult ESL provider in Seattle. Last year, it served 24,154 students. All of the County libraries offer two programs in Library Beginners and Advanced ESL classes. Students are tested for English and literacy and assigned to a class based on their level of proficiency.¹⁹¹

Many of the providers rely heavily upon unpaid volunteers to teach adult ESL classes. It is always a problem finding dedicated volunteers who are able to make the long-term time commitments necessary for the classes.

The Kaizen Program for New English Learners with Visual Limitations offers one of the most unique adult ESL programs in the country. Kaizen specializes in English language instruction for the visually impaired, typically elderly students. According to program director Sylvie Cashdon, the challenges for her students

are difficult to overcome because “it is not easy for the visually impaired and blind to read the citizenship book and prepare for the citizenship test.” Visually impaired adult ESL students also face tremendous barriers to getting to polling places and voting even after they learn some English. Ms. Cashdon’s program is a model for others, and she often provides consulting services to other providers faced with visually impaired ESL students.¹⁹²

The low cost of ESL classes is very important to allow low-income adults to attend. The community colleges charge \$25 per student per quarter, with liberal exceptions for students who cannot afford it.¹⁹³ Programs are heavily dependent upon federal and state funding, private foundations, and donations, which directly impacts class availability when funding is reduced.¹⁹⁴ Many of the providers rely heavily upon unpaid volunteers to teach adult ESL classes. It is always a problem finding dedicated volunteers who are able to make the long-term time commitments necessary for the classes.¹⁹⁵

Among the thirteen surveyed providers in Seattle, ten reported having waiting times ranging from two weeks to six months. Two of the remaining three providers are community colleges, Reton Technical College and Seattle Central Community College, which generally are able to open up new classes as soon as they have enough students who have expressed interest in a particular level of English class.¹⁹⁶ The third provider, the Kaizen Program, typically offers ESL classes to only five to seven students at a time. Sometimes, Kaizen cannot take new students because of the specialized demands of providing instruction to visually impaired adults.¹⁹⁷

Waiting times are influenced by several factors. Just as in other cities, basic ESL classes fill up the fastest.¹⁹⁸ Classes taught early in the morning or in the evening are in high demand.¹⁹⁹ Offsite programs that are closer to where students live tend to have more people on waiting lists; for example, Literacy Source reported waiting times of up to four months for offsite programs, substantially longer than for onsite classes.²⁰⁰ Specialized programs with the best learning opportunities, such as computer ESL training and one-on-one instruction,

have the longest waiting times.²⁰¹ Citizenship ESL classes also are extremely popular.²⁰² Many community colleges use an open enrollment system that may require students to wait up to three months for the next enrollment period after classes close.²⁰³

ENDNOTES

- 1 See 138 CONG. REC. S11744-45 (daily ed. Aug. 6, 1992) (statement of Sen. Simon) (quoting Louis Freeberg, Thousands Shut Out of English Classes in California Schools, S.F. CHRON. (Nov. 5, 1991)).
- 2 A summary of the data is available at http://www.cal.org/caela/esl_resources/waiting.html. The data was collected for a Senate hearing.
- 3 See BUREAU OF THE CENSUS, ECONOMICS & STATISTICS ADMIN., U.S. DEP'T OF COMMERCE, LANGUAGE USE AND ENGLISH-SPEAKING ABILITY: 2000 ("LANGUAGE ABILITY") 1 (OCT. 2003).
- 4 See *Ibid.* at 4.
- 5 See *Ibid.* at 10. A "linguistically isolated household" refers to "one in which no person age 14 or over speaks English at least 'Very well.' That is, no person aged 14 or over speaks only English at home, or speaks another language at home and speaks English 'Very well.'" *Ibid.*
- 6 See BUREAU OF THE CENSUS, ECONOMICS & STATISTICS ADMIN., U.S. DEP'T OF COMMERCE, WE THE PEOPLE: ASIANS IN THE UNITED STATES 1 (Dec. 2004). According to the 2000 Census, 69.9 percent of all Asian-Americans were foreign-born, approximately half of whom were naturalized citizens. See *Ibid.* at 9. Two-thirds of all Asian-Americans were citizens. See *Ibid.*
- 7 See *Ibid.* at 11. According to the 2000 Census, the following numbers of Asian-American persons age five years and older speak the identified languages at home: over two million speak Chinese; over 1.2 million speak Tagalog (Filipino); over one million speak Vietnamese; nearly 900,000 speak Korean; and nearly half a million speak Japanese. See 2000 CENSUS OF POPULATION, Summary File 3, at table PCT10.
- 8 See LANGUAGE ABILITY, at 4, 7. Persons who speak Spanish comprise nearly two-thirds of all Americans who speak English "less than very well," totaling approximately 13.8 million of the 21.3 million limited-English proficient Americans. See *Ibid.* at 4. According to the 2000 Census, approximately 80 percent of all Hispanic persons aged five and older spoke Spanish at home, including approximately 90 percent of all Central American, Dominican, and South American Hispanics. See BUREAU OF THE CENSUS, ECONOMICS & STATISTICS ADMIN., U.S. DEP'T OF COMMERCE, WE THE PEOPLE: HISPANICS IN THE UNITED STATES 10 (Dec. 2004).
- 9 See LANGUAGE ABILITY, at 7. Over seventy percent of all Hispanic persons in the United States are either native-born or naturalized citizens. See WE THE PEOPLE: HISPANICS, at 8.
- 10 See *Ibid.* at 10 (noting that 26.7 percent of all Puerto Ricans speak English less than "very well"). According to the 2000 Census, there are over 3.4 million Puerto Ricans in the United States, making them the second largest group of Hispanic Americans behind only Mexican-Americans, who include over 20.9 million persons. See *Ibid.* at 1.
- 11 See BUREAU OF THE CENSUS, ECONOMICS & STATISTICS ADMIN., U.S. DEP'T OF COMMERCE, WE THE PEOPLE: PACIFIC ISLANDERS IN THE UNITED STATES 9 (Aug. 2005). According to the 2000 Census, there are approximately 400,000 Native Hawaiian citizens, 128,000 Samoan citizens, and 91,000 Guamanian or Chamorron citizens. See *Ibid.* at 1. Approximately forty-four percent of all Pacific Islander persons spoke a language other than English at home. *Ibid.* at 11. Approximately one-third of these persons did not speak English "very well." See *Ibid.*
- 12 See BUREAU OF THE CENSUS, ECONOMICS & STATISTICS ADMIN., U.S. DEP'T OF COMMERCE, WE THE ... FIRST AMERICANS (Sept. 1993). According to the 2000 Census, there were over 4.1 million American Indians, Eskimos, and Aleuts living in the United States. See BUREAU OF THE CENSUS, ECONOMICS & STATISTICS ADMIN., U.S. DEP'T OF COMMERCE, THE AMERICAN INDIAN AND ALASKA NATIVE POPULATION: 2000 ("NATIVE AMERICANS") 3 (Feb. 2002). Historically, Navajos have comprised the largest number of Native Americans with limited English skills. According to the 2000 Census, Navajo-speaking persons comprise nearly half of the roughly 380,000 persons who speak a Native American language. See 2000 CENSUS OF POPULATION, Summary File 3, at table PCT10. Today, there are approximately 155 indigenous American languages still spoken in the United States. See National Clearinghouse for English Language Acquisition and Learning Instruction Educational Programs, Frequently Asked Questions, at <http://www.ncele.gwu.edu/expert/faq/20natlang.html>.
- 13 On July 26, 2002, the Director of the Bureau of the Census issued a notice of determination as to which states and political subdivisions are subject to the minority language assistance provisions of Section 203 of the Voting Rights Act. See Voting Rights Act Amendments of 1992, Determinations Under Section 203, 67 Fed. Reg. 48,871 (July 26, 2002) (to be codified at 28 C.F.R. pt. 55).
- 14 See DR. JAMES THOMAS TUCKER & DR. RODOLFO ESPINO ET AL., MINORITY LANGUAGE ASSISTANCE PRACTICES IN PUBLIC ELECTIONS 24, 26 (Mar. 2006).
- 15 *Ibid.* at 28.

- 16 Ibid.
- 17 The Census Bureau defines “illiteracy” as the failure to complete the fifth grade. See U.S. Bureau of the Census, Voting Rights Output File Documentation (Sept. 2, 2004), at www2.census.gov/census_2000/datasets/determination/vr_doc_rev7.wpd.
- 18 MINORITY LANGUAGE ASSISTANCE PRACTICES IN PUBLIC ELECTIONS, at 24, 33.
- 19 Ibid. at 24, 29.
- 20 U.S. Department of Education, National Center for Education Statistics, NATIONAL ASSESSMENT OF ADULT LITERACY (NAAL): A FIRST LOOK AT THE LITERACY OF AMERICA’S ADULTS IN THE 21ST CENTURY 13 (2003) (“FIRST LOOK”). “Prose literacy” is defined as “the knowledge and skills needed to perform prose tasks (i.e., to search, comprehend, and use information from continuous texts).” Ibid. at 2. For an example of a prose literacy question, see Appendix C.
- 21 FIRST LOOK, at 13. “Document literacy” is defined as “the knowledge and skills needed to perform document tasks (i.e., to search, comprehend, and use information from noncontinuous texts in various formats).” Ibid. at 2. For an example of a document literacy question, see Appendix D.
- 22 FIRST LOOK, at 13. “Quantitative literacy” is defined as “the knowledge and skills required to perform quantitative tasks (i.e., to identify and perform computations, either alone or sequentially, using numbers embedded in printed materials).” Ibid. at 2. For an example of a quantitative literacy question, see Appendix E.
- 23 FIRST LOOK, at 13.
- 24 THE NATIONAL CENTER FOR ESL LITERACY EDUCATION (NCLE) & THE CENTER FOR APPLIED LINGUISTICS (CAL), ADULT ENGLISH LANGUAGE INSTRUCTION IN THE 21ST CENTURY 9 (2003) (emphasis added) (“21ST CENTURY”).
- 25 Telephone interview of Henry Nahutete, East Orange School District/Bernie Edmonson Center (Apr. 18, 2006).
- 26 LOS ANGELES UNIFIED SCHOOL DISTRICT, DIVISION OF ADULT AND CAREER EDUCATION, “DACE ESL Literacy Survey” in THE CONNECTION: AN ABE/ESL & CITIZENSHIP NEWSLETTER 2 (Spring 2006) (“LA Literacy Survey”).
- 27 Telephone interview of Alice Bradshaw, Menlo Park Public Library Project Read (May 24, 2006).
- 28 Telephone interview of Andres Muro, El Paso Community College (May 23, 2006).
- 29 LA Literacy Survey, at 2.
- 30 Telephone interview of Andres Muro, El Paso Community College (May 23, 2006).
- 31 21ST CENTURY, at 9.
- 32 U.S. Department of Education, Office of Vocational and Adult Education, ADULT EDUCATION FOR LIMITED ENGLISH PROFICIENT ADULTS (1995).
- 33 ESL PARTICIPATION, at 3.
- 34 Ibid. at 3-4.
- 35 Ibid. at 6.
- 36 Ibid.
- 37 Ibid. at 6-7.
- 38 Telephone interview of Tina Klutemeier, Director of Project SHINE (Students Helping in the Education of Elders), the Center for Intergenerational Learning at Temple University (Apr. 18, 2006).
- 39 Ibid.
- 40 21ST CENTURY, at 8.
- 41 U.S. DEPARTMENT OF EDUCATION, NATIONAL CENTER FOR EDUCATION STATISTICS, NATIONAL HOUSEHOLD EDUCATION SURVEYS PROGRAM OF 2005: ADULT EDUCATION PARTICIPATION IN 2004-05, at 2, 11 (May 2006).
- 42 U.S. DEPARTMENT OF EDUCATION, NATIONAL CENTER FOR EDUCATION STATISTICS, ISSUE BRIEF: ADULT PARTICIPATION IN ENGLISH-AS-A-SECOND-LANGUAGE (ESL) CLASSES 1 (May 1998).
- 43 21ST CENTURY, at 17.
- 44 RICHARD L. VENEZKY & DANIEL A. WAGNER, SUPPLY AND DEMAND FOR LITERACY INSTRUCTION IN THE UNITED STATES 2-3 (Sept. 1994) (“SUPPLY AND DEMAND”).
- 45 Telephone interview of Casey Williams, ESL Program Director at the Forest Hills Community House in Jackson Heights/Queens Borough (Apr. 27, 2006).
- 46 SUPPLY AND DEMAND, at 4.
- 47 21ST CENTURY, at 17.
- 48 See U.S. DEPARTMENT OF EDUCATION, OFFICE OF VOCATIONAL AND ADULT EDUCATION, ADULT EDUCATION AND FAMILY LITERACY ACT 26 (2006) (“AEFLA Report”).
- 49 See FIRST LOOK, at 22 (the question and responses are included as Appendix C).
- 50 See FIRST LOOK, at 24 (the question and responses are included as Appendix D).
- 51 See FIRST LOOK, at 25 (the question and responses are included as Appendix E).
- 52 Ed Vogel, “Lawmaker wants to make ballots easier,” LAS VEGAS REVIEW-JOURNAL, at 6B (Dec. 14, 2004).
- 53 For example, in the 1988 general election in Sandoval County, New Mexico, although 62.7 percent of all ballots included votes on referendum issues, only 7.4 percent of Native American ballots included votes for those issues. S. REP. NO. 102-315 at 9. Similarly, in the County’s 1984 election, only 4 percent of eligible Native American voters cast absentee ballots, compared to 26 percent of eligible white voters. Ibid.
- 54 The survey is included in Appendix B.

- 55 See 42 U.S.C. §§ 1973b(f)(4) and 1973aa-1a. The language assistance provisions require that oral language assistance be provided at every stage of the elections process. In addition, voting materials must be translated into the language triggering coverage unless the language is historically unwritten, such as most Alaska Native and American Indian languages.
- 56 A list of the surveyed ESL providers is in Appendix A.
- 57 See JAMES THOMAS TUCKER & RODOLFO ESPINO, *MINORITY LANGUAGE ASSISTANCE PRACTICES IN PUBLIC ELECTIONS* 7 (Feb. 2006) (summarizing July 2002 Census determinations for Section 203 coverage).
- 58 Nearly all of the Portuguese adult ESL students come from Brazil, the Azores, and the Cape Verde Islands.
- 59 Eight of the 184 surveyed adult ESL providers reported that they had to discontinue offering ESL classes, in most cases because of budget cuts and loss of funding.
- 60 According to a 1997 survey, among adults taking ESL classes outside of a college or university program, one-third spent none of their own money on classes, one-third spent less than \$100 on classes, and one-third spent more than \$100 on classes. U.S. DEPARTMENT OF EDUCATION, OFFICE OF EDUCATIONAL RESEARCH AND IMPROVEMENT, *PARTICIPATION OF ADULTS IN ENGLISH AS A SECOND LANGUAGE CLASSES: 1994-95*, at 6 (May 1997) (“ESL PARTICIPATION”).
- 61 SUPPLY AND DEMAND, at 4.
- 62 AEFLA Report, at iii, 2, 25.
- 63 21ST CENTURY, at 5.
- 64 AEFLA Report, at 1.
- 65 Ibid., at 5.
- 66 Ibid., at 6.
- 67 Ibid., at 7.
- 68 The data is from ProLiteracy’s webpage, at www.proliteracy.org.
- 69 Ibid.
- 70 Ibid.
- 71 LA Literacy Survey, at 2.
- 72 CALIFORNIA DEPARTMENT OF EDUCATION, CALIFORNIA ADULT EDUCATION, THE RELATIONSHIP OF ADULT ESL READING PERFORMANCE TO INSTRUCTIONAL TIME (Aug. 2004).
- 73 21ST CENTURY, at 9.
- 74 SUPPLY AND DEMAND, at 6.
- 75 LA Literacy Survey, at 2.
- 76 Telephone interview of Vanda Sallf, Tempe Union School District Adult Education (Apr. 18, 2006).
- 77 Telephone interview of Virginia Edwards, Chandler-Gilbert Community College (Apr. 18, 2006).
- 78 Telephone interview of Kathy Price, Rio Salado Community College (Apr. 18, 2006).
- 79 Telephone interview of Marybeth Gardner, Chandler Public Library (Apr. 18, 2006).
- 80 Telephone interview of Kathy Price, Rio Salado Community College (Apr. 18, 2006).
- 81 Telephone interview of Susie Ortiz, Dysart Community Center (Apr. 17, 2006).
- 82 Telephone interview of Marybeth Gardner, Chandler Public Library (Apr. 18, 2006).
- 83 Telephone interview of Jean Devine, Director of Unlimited Potential (Apr. 28, 2006).
- 84 AEFLA Report, at 25, 36-37. “English Literacy” is defined as “instruction for adults who lack proficiency in English and who seek to improve their literacy and competence in English.” Ibid., at 2.
- 85 One provider each in Anaheim reported that Arabic and Romanian are spoken by at least ten percent of its students.
- 86 One provider in Los Angeles reported that Russian/Armenian is spoken by at least ten percent of its students.
- 87 Telephone interview of Susen Broellos, Vice Principal in charge of ESL/Citizenship, Baldwin Park Adult School (June 1, 2006).
- 88 “Unduplicated” means that a student is only counted once in the school’s annual enrollment numbers, even if that student has taken multiple classes.
- 89 Telephone interview of Sandy Rasay, ESL Program Coordinator, East Side Union High School District Adult Education Program (May 24, 2006).
- 90 The educational gains for California are described at the end of this Section.
- 91 Telephone interview of Ed Morris, Los Angeles Unified School District Adult Education (May 26, 2006).
- 92 Telephone interview of Ed Morris, Los Angeles Unified School District Adult Education (May 26, 2006).
- 93 Telephone interview of Ethel Watson, Evans Community Adult School (May 26, 2006).
- 94 Telephone interview of Alice Bradshaw, Menlo Park Public Library Project Read (May 24, 2006). The public library English literacy programs are generally provided in partnership with the public schools, including adult schools, in their area. Ibid.; telephone interview of Patrice O’Halloran, Chula Vista Public Library branch of Sweetwater Adult School (May 23, 2006).
- 95 Telephone interview of Ed Morris, Los Angeles Unified School District Adult Education (May 26, 2006).
- 96 Telephone interview of Ed Morris, Los Angeles Unified School District Adult Education (May 26, 2006).
- 97 Telephone interview of Queta Comacho, New Haven Adult School (May 24, 2006).
- 98 Telephone interview of Kathy Chao, Executive Director, and Mai Quach, Employment Director, Lao Family Community Development Center (May 24, 2006).

- 99 Telephone interview of Sandy Rasay, ESL Program Coordinator, East Side Union High School District Adult Education Program (May 24, 2006).
- 100 Telephone interview of Ed Morris, Los Angeles Unified School District Adult Education (May 26, 2006).
- 101 Telephone interview of Fred Thompson, San Mateo Adult School (May 23, 2006).
- 102 Telephone interview of Sandy Rasay, ESL Program Coordinator, East Side Union High School District Adult Education Program (May 24, 2006).
- 103 Telephone interview of Fred Thompson, San Mateo Adult School (May 23, 2006).
- 104 Telephone interview of Alice Bradshaw, Menlo Park Public Library Project Read (May 24, 2006).
- 105 Telephone interview of Ed Morris, Los Angeles Unified School District Adult Education (May 26, 2006); telephone interview of Sandy Rasay, ESL Program Coordinator, East Side Union High School District Adult Education Program (May 24, 2006); telephone interview of Alice Bradshaw, Menlo Park Public Library Project Read (May 24, 2006); telephone interview with Cathy Capsetta, Mountain View/Los Altos Independent School District Adult School (May 24, 2006); telephone interview of Susen Broellos, Vice Principal in charge of ESL/Citizenship, Baldwin Park Adult School (June 1, 2006).
- 106 Telephone interview of Sandy Rasay, ESL Program Coordinator, East Side Union High School District Adult Education Program (May 24, 2006).
- 107 Telephone interview of Susen Broellos, Vice Principal in charge of ESL/Citizenship, Baldwin Park Adult School (June 1, 2006).
- 108 Telephone interview of Esmeralda Garcia, Adult Transition Program at Esperanza High School (April 21, 2006).
- 109 Telephone interview of Ed Morris, Los Angeles Unified School District Adult Education (May 26, 2006).
- 110 Telephone interview of Tony Moore, Read/San Diego Adult Literacy (May 25, 2006).
- 111 Telephone interview of Alice Bradshaw, Menlo Park Public Library Project Read (May 24, 2006). Other library literacy coordinators have had the same experience. Telephone interview of Donya Sultani, San Mateo Public Library Project Read (May 24, 2006).
- 112 Telephone interview of Ed Morris, Los Angeles Unified School District Adult Education (May 26, 2006).
- 113 Telephone interview of Patrice O'Halloran, Chula Vista Public Library branch of Sweetwater Adult School (May 23, 2006).
- 114 Telephone interview of Susen Broellos, Vice Principal in charge of ESL/Citizenship, Baldwin Park Adult School (June 1, 2006).
- 115 Telephone interview of Ed Morris, Los Angeles Unified School District Adult Education (May 26, 2006); telephone interview of Elizabeth Penuela, Fremont – Washington Community Adult School (May 26, 2006); telephone interview of Diana Rumney, Jefferson Union High School – Adult Education Division in Daly City (May 24, 2006).
- 116 Telephone interview of Queta Comacho, New Haven Adult School (May 24, 2006).
- 117 Telephone interview of Travis Anderson, St. Vincent de Paul Village in San Diego (May 25, 2006).
- 118 Telephone interview of Michael Brady, Piedmont Adult School (May 24, 2006); telephone interview of Barbara Lucich, Amador Valley Adult Education in Pleasanton (May 24, 2006); telephone interview of Sandy Rasay, ESL Program Coordinator, East Side Union High School District Adult Education Program (May 24, 2006).
- 119 Telephone interview of Sandy Rasay, ESL Program Coordinator, East Side Union High School District Adult Education Program (May 24, 2006).
- 120 AEFLA Report, at 36-37.
- 121 Telephone interview of Slavica Park, Emily Griffith Opportunity School (Apr. 25, 2006).
- 122 Telephone interview of Beatrice Casillas, Adult Learning Source (Apr. 18, 2006).
- 123 Telephone interview of Gwen Welch, Literacy Coalition of Jefferson County (Apr. 18, 2006).
- 124 The Denver metro region is comprised of Adams, Arapahoe, Denver, Douglas, and Jefferson, Counties.
- 125 Telephone interview of Jane Miller, Colorado Department of Education (Apr. 21, 2006).
- 126 Telephone interview of Joy Stonier, Literacy Center of Milford (Apr. 18, 2006).
- 127 Telephone interview of Judy Klein, Literacy Volunteers of Greater Bridgeport (Apr. 18, 2006).
- 128 Telephone interview of Dr. Carol Brutza, Gateway Community College (May 1, 2006).
- 129 Telephone interview of Ada Perez-Navas, Adult Center in Coral Gables (Apr. 18, 2006).
- 130 Telephone interview of Manny Castaneda, Miami-Dade Public School District (Apr. 21, 2006).
- 131 Telephone interview of Shirley Valasco, Adult Center in Miami Palmetto (Apr. 18, 2006).
- 132 Telephone interview of Ada PerezNavas, Adult Center in Coral Gables (Apr. 18, 2006); telephone interview of Manny Castaneda, Miami-Dade Public School District (Apr. 21, 2006).
- 133 Telephone interview of Steve Jock, Assistant Director, Hawaii English Language Program (HELP) at the University of Hawaii (Apr. 21, 2006); telephone interview of William Potter, English Foundations Program (Apr. 21, 2006).

- 134 Telephone interview of Virginia Lord, Office Administrator, Hawaii Literacy, Inc. (Apr. 28, 2006).
- 135 Telephone interview of Angela West Blank, Executive Director, Literacy Volunteers of Western Cook County (Apr. 21, 2006).
- 136 Telephone interview of Becky Raymond, Jane Addams Resource Corporation (Apr. 21, 2006).
- 137 Telephone interview of Sister Marybeth, Schools on Wheels, Sisters of St. Joseph (Apr. 21, 2006).
- 138 Telephone interview of Gary F. Sarpy, Adult Education: English as a Second Language (Apr. 18, 2006); telephone interview of Karen Oswald, Executive Director, Elgin Literacy Connections (Apr. 21, 2006).
- 139 Telephone interview of Sister Marybeth, Schools on Wheels, Sisters of St. Joseph (Apr. 21, 2006).
- 140 Telephone interview of Carrie Lucas, World Relief Chicago (Apr. 25, 2006).
- 141 Telephone interview of Rose DiGerdando and Mary Lloyd, Elgin Community College (Apr. 21, 2006).
- 142 Telephone interview of Jim Young, Morton College (Apr. 21, 2006).
- 143 Telephone interview of Maureen Meehan, University of Illinois (May 24, 2006).
- 144 The numbers are “unduplicated” because they do not double-count someone who has placed their name on several waiting lists with different ESL providers.
- 145 Telephone interview of Kenny Tamarkin, Executive Director of the Massachusetts Coalition for Adult Education (Apr. 24, 2006).
- 146 Telephone interview of Christine Ellersick, Eastern Massachusetts Literacy Council (Apr. 24, 2006).
- 147 AEFLA Report, at pp. 70-71.
- 148 Telephone interview of Kenny Tamarkin, Executive Director of the Massachusetts Coalition for Adult Education (Apr. 24, 2006).
- 149 Telephone interview of Kenny Tamarkin, Executive Director of the Massachusetts Coalition for Adult Education (Apr. 24, 2006) (citing data from a database maintained by the Massachusetts Department of Education); telephone interview of Joanne Arnoud, Director of the Boston Adult Illiteracy Fund (Apr. 18, 2006).
- 150 Telephone interview of Dimi Jefferis, Language and Literature Program Coordinator for the Community College of Southern Nevada (Apr. 25, 2006).
- 151 Telephone interview of Mila Devetak, Catholic Charities of Southern Nevada (Apr. 24, 2006).
- 152 Telephone interview of Sandy Farino, Counselor, Desert Rose Adult School (Apr. 24, 2006).
- 153 Telephone interview of Martina Nuñez, New Jersey State Employment and Training Commission (Apr. 18, 2006).
- 154 Telephone interview of Henry Nahutete, East Orange School District/Bernie Edmonson Center (Apr. 18, 2006).
- 155 Telephone interview of Donna Erica, Literacy Volunteers at TVI Community College (Apr. 24, 2006).
- 156 Telephone interview of Jorge Thomas, Director of ESL services at Catholic Charities (Apr. 24, 2006).
- 157 Telephone interview of Donna Erica, Literacy Volunteers at TVI Community College (Apr. 24, 2006).
- 158 Telephone interview of Jorge Thomas, Director of ESL services at Catholic Charities (Apr. 24, 2006).
- 159 Telephone Venu Thelakkat, Director of ALIES and Data Analysis, Literacy Assistance Center of New York (Apr. 28, 2006).
- 160 Telephone interviews of Elyse Barbell, Executive Director, and Venu Thelakkat, Director of ALIES and Data Analysis, Literacy Assistance Center of New York (Apr. 28, 2006); telephone interview of Casey Williams, ESL Program Director at the Forest Hills Community House in Jackson Heights/Queens Borough (Apr. 27, 2006).
- 161 Telephone interview of Elyse Barbell, Executive Director, Literacy Assistance Center of New York (Apr. 28, 2006).
- 162 Telephone interview of Michael Perrone, Program Coordinator, Northern Manhattan Improvement Corporation – Adult Education Program (Apr. 25, 2006).
- 163 Telephone interview of coordinator at LaGuardia Community College (Apr. 27, 2006).
- 164 Telephone interview of Alex Wolf, Community Impact at Columbia University (Apr. 25, 2006).
- 165 Telephone interview of Casey Williams, ESL Program Director at the Forest Hills Community House in Jackson Heights/Queens Borough (Apr. 27, 2006).
- 166 Telephone interview of Maria Diaz, Community College of Philadelphia (Apr. 18, 2006).
- 167 Telephone interview of Tina Klutemeier, Director of Project SHINE (Students Helping in the Education of Elders), the Center for Intergenerational Learning at Temple University (Apr. 18, 2006).
- 168 Telephone interview of Lynette Hazelton, District 1199C Training & Upgrading Fund (Apr. 18, 2006).
- 169 Telephone interview of Maria Diaz, Community College of Philadelphia (Apr. 18, 2006).
- 170 Telephone interview of Tina Klutemeier, Director of Project SHINE (Students Helping in the Education of Elders), the Center for Intergenerational Learning at Temple University (Apr. 18, 2006).

- 171 Telephone interview of Lynette Hazelton, District 1199C Training & Upgrading Fund (Apr. 18, 2006).
- 172 *Y.S. v. School District of Philadelphia*, Case No. 85-6924 (E.D. Pa. 1986) (consent decree continued by stipulation in 2001).
- 173 Telephone interview of Elizabeth Jardine, Office of Adult Education at the Rhode Island Department of Elementary and Secondary Education (Apr. 18, 2006).
- 174 Telephone interview of Elizabeth Jardine, Office of Adult Education at the Rhode Island Department of Elementary and Secondary Education (Apr. 18, 2006).
- 175 Telephone interview of Nazneen Rahman, Director of Educational Services at the International Institute of Rhode Island (Apr. 21, 2006).
- 176 Telephone interview of Janet Isserlis, Literacy Resources of Rhode Island at Brown University (Apr. 18, 2006).
- 177 Telephone interview of Nazneen Rahman, Director of Educational Services at the International Institute of Rhode Island (Apr. 21, 2006).
- 178 Telephone interview of Janice Gabriel, Literacy Instruction For Texas (LIFT) (May 25, 2006).
- 179 Telephone interview of Martha Toscano, El Paso Public Library Literacy Center (May 23, 2006); telephone interview of Maria Cesnik, Adult Learning Center, Ysleta Independent School District (May 23, 2006); telephone interview of Martha Serna, Adult Learning Center, Socorro Independent School District (May 23, 2006).
- 180 Telephone interview of Ana Herrera, El Paso Area Adult Education Consortium (May 23, 2006).
- 181 Telephone interview of Andres Muro, El Paso Community College (May 23, 2006).
- 182 These organizations include: Meadow Brook, Houston International University, Research and Development Institute, Chinese Community Center, Alliances Incorporated, GulfCo Community Services, Houston Read Commission, Literacy Volunteers of Houston, Literacy Volunteers of America, the American Association of Mexican American Communities, and Search.
- 183 Telephone interview of Pearl Pigott, Houston Community College System (May 23, 2006).
- 184 Telephone interview of Jenelle Baker, Harris County Department of Education (May 30, 2006).
- 185 Telephone interview of Mirea Lopez, Margarita R. Huantes Community Center (May 23, 2006).
- 186 Telephone interview of Andres Muro, El Paso Community College (May 23, 2006).
- 187 Telephone interview of Martha Toscano, El Paso Public Library Literacy Center (May 23, 2006).
- 188 Telephone interview of Martha Serna, Adult Learning Center, Socorro Independent School District (May 23, 2006); telephone interview of Maria Cesnik, Adult Learning Center, Ysleta Independent School District (May 23, 2006).
- 189 Telephone interview of Pearl Pigott, Houston Community College System (May 23, 2006).
- 190 Telephone interview of Ofernia Rangel, Colonel Victor J. Ferrari Community Center (May 25, 2006).
- 191 Telephone interview of Mary Jane Vanilla, King County Library System (Apr. 26, 2006).
- 192 Telephone interview of Sylvie Cashdon, Kaizen Program for New English Learners with Visual Limitations (Apr. 24, 2006).
- 193 Telephone interview of Andre Loh, Seattle Central Community College – Basic Studies Division (Apr. 24, 2006); telephone interview of Donna Miller Parker, Shoreline Community College (Apr. 24, 2006).
- 194 Telephone interview of Donna Miller Parker, Shoreline Community College (Apr. 24, 2006); telephone interview of Kyna Moser, Literacy Source (Apr. 26, 2006); telephone interview of Chen Deering, Chinese Information and Service Center (Apr. 26, 2006); telephone interview of Maria Tursi, Multi-Service Center in Federal Way (Apr. 26, 2006).
- 195 Telephone interview of Kyna Moser, Literacy Source (Apr. 26, 2006); telephone interview of Sarah Ellesson, Literacy Council of Seattle (Apr. 26, 2006); telephone interview of Alice Ferrier, Hopelink (Apr. 25, 2006).
- 196 Telephone interview of John Chadwick, Reton Technical College (Apr. 28, 2006).
- 197 Telephone interview of Sylvie Cashdon, Kaizen Program for New English Learners with Visual Limitations (Apr. 24, 2006).
- 198 Telephone interview of Donna Miller Parker, Shoreline Community College (Apr. 24, 2006); telephone interview of Julia Freimund, Asian Counseling and Referral Service (ACRS) (Apr. 26, 2006).
- 199 Telephone interview of Andre Loh, Seattle Central Community College – Basic Studies Division (Apr. 24, 2006); telephone interview of Maria Tursi, Multi-Service Center in Federal Way (Apr. 26, 2006).
- 200 Telephone interview of Kyna Moser, Literacy Source (Apr. 26, 2006).
- 201 Telephone interview of Kyna Moser, Literacy Source (Apr. 26, 2006); telephone interview of Sarah Ellesson, Literacy Council of Seattle (Apr. 26, 2006); telephone interview of Theresa Marsh, Seattle Public Library (May 1, 2006).
- 202 Telephone interview of Chen Deering, Chinese Information and Service Center (Apr. 26, 2006).
- 203 Telephone interview of Donna Miller Parker, Shoreline Community College (Apr. 24, 2006).

APPENDIX A:

ESL PROGRAM ENROLLMENT AND WAITING TIMES, BY STATE AND CITY

ARIZONA

Phoenix

Provider Name	Annual ESL Enrollment	ESL Waiting List	ESL Number Waiting	ESL Waiting Time (in months)
Arizona Literacy and Learning Center	0	No		
Chandler Public Library	596	Yes	50	2
Chandler-Gilbert Community College	250	No		
Dysart Community Center	100	Yes	200	12
Friendly House Adult Basic Education Program	2,500	Yes	200	6 to 8
Gilbert Public School District	300	Yes	12	0 to 4
Literacy Volunteers of Maricopa County	1,200	Yes	100	1
Queen Creek Unified School District	270	Yes	42	3
Rio Salado College	8,000	Yes	1,000	18
Tempe Union School District Adult Education	850	Yes	150	2
Unlimited Potential	60	Yes	105	36

CALIFORNIA

Anaheim

Provider Name	Annual ESL Enrollment	ESL Waiting List	ESL Number Waiting	ESL Waiting Time (in months)
Adult Transition Program-Esperanza High School	1,500	Yes	200	2 to 12 (6 average)
Anaheim Union High School District	4,000	No		
Huntington Beach City School District	2,000	No		
Newport-Mesa Unified School District	2,500	No		

CALIFORNIA (Cont.)

Los Angeles

Provider Name	Annual ESL Enrollment	ESL Waiting List	ESL Number Waiting	ESL Waiting Time (in months)
Baldwin Park Adult School	13,000	No		
Bimini Adult Learning Center at Mijoo Peace Church	2,000	Yes	10	.5
Culver City Adult Reading Program	1,156	No		
Dibble Adult School in Hacienda Heights	3,000	No		
Evans Community Adult School	21,000	No		
Fremont - Washington Community Adult School	Unknown/varies by site	Yes	60	.25
Hudson Learning Center in La Puente	300	No		
LA County Independent School District - Adult Education	110,000	Yes	Unknown/varies by site	Unknown/varies by site
Willow Center in La Puente	300	No		

San Diego

Provider Name	Annual ESL Enrollment	ESL Waiting List	ESL Number Waiting	ESL Waiting Time (in months)
Read/San Diego Adult Literacy	400	Yes	70	3
San Diego Community College District	23,000	Yes	Unknown/varies by site	.75 to 2
SER - Jobs for Progress	22	No		
St. Vincent de Paul Village	35	No		
Sweetwater Adult School (Site location: Chula Vista Public Library)	100	No		
Sweetwater Union High School District, Division of Adult Education	12,000	No		
Vista Literacy Center ESL	10	No		

CALIFORNIA (Cont.)

San Francisco

Provider Name	Annual ESL Enrollment	ESL Waiting List	ESL Number Waiting	ESL Waiting Time (in months)
Alameda Adult School	600	Yes	30	Unknown/varies by site
Alameda Free Library Adult Literacy Program	30	Yes	20	6
Amador Valley Adult Education (Pleasanton)	400	No		
Berkeley Adult School	6,000	No		
East Side Union High School District	5,029	Yes	Unknown/varies by site	1 to 2
Fremont Union High School District, Sunnyvale/Cupertino Adult Education Program	3,000	Yes	50	1.5
Hayward Adult School	4,000	No		
Immigration and Citizenship Program, Center for Employment Training	400	No		
Intercultural Institute of California, Korean Center	170	No		
Jefferson Union High School - Adult Education Division (Daly City)	2,000	No		
Lao Family Community Development (Oakland)	0	No		
Livermore READ Project	180	Yes	120	12
Menlo Park Public Library Project Read	230	Yes	30	6 to 12
Morgan Hill Community Adult School	600	Yes	40	1 to 1.5
Mountain View/Los Altos ISD Adult School	4,000	Yes	100	5
New Haven Adult School	1,800	No		
Newark Adult High School	1,200	No		
Piedmont Adult School	120	No		
Redwood City Public Library - Project READ	275	Yes	400	2 to 12 (9 average)
San Mateo Adult School	9,000	No		
San Mateo Public Library Project Read	100	Yes	Unknown/varies by site	1
Santa Clara Adult Education	2,600	Yes	50	1

COLORADO**Denver**

Provider Name	Annual ESL Enrollment	ESL Waiting List	ESL Number Waiting	ESL Waiting Time (in months)
Accelerated Schools	0	No		
Adult Learning Source	405	No		
Colorado Department of Education	9,427	Yes	125	.5 to 2
Emily Griffith Opportunity School	3,000	No		
Literacy Coalition of Jefferson County	700	Yes	Unknown/varies by site	Unknown/varies by site
Sanchez-Boulder Valley Family Literacy Program	70	Yes	3	3
Spring Institute for International Studies	600	Yes	50	2 to 2.5

CONNECTICUT**New Haven**

Provider Name	Annual ESL Enrollment	ESL Waiting List	ESL Number Waiting	ESL Waiting Time (in months)
Catholic Charities San Jose	0	No		
Gateway Community College	500	No		
Hamden Adult Education ESL	170	No		
Junta for Progressive Action	0	No		
Literacy Center of Milford	95	Yes	15	3 to 4
Literacy Volunteers of Greater Bridgeport	397	Yes	200	6 to 12
Literacy Volunteers of Greater New Haven	1,000	No		
Springs Learning Center	108	Yes	25	1 to 1.5

FLORIDA**Miami**

Provider Name	Annual ESL Enrollment	ESL Waiting List	ESL Number Waiting	ESL Waiting Time (in months)
Adult Center - Miami Palmetto	2,000	No		
Adult Center (Coral Gables)	1,800	Yes	Unknown/varies by site	Unknown/varies by site
Adult Education Center (Hialeh)	4,000	No		
Henry H. Filer Middle School	1,200	No		
Miami Dade Public Schools	70,000	No		

HAWAII**Honolulu**

Provider Name	Annual ESL Enrollment	ESL Waiting List	ESL Number Waiting	ESL Waiting Time (in months)
English Foundations Program	200	No		
Hawaii Department of Education	4,436	No		
Hawaii English Language Program (HELP) at the University of Hawaii	275	No		
Hawaii Literacy, Inc.	230	No		
Moanalua/AIEA Community School for Adults	300	No		

ILLINOIS**Chicago**

Provider Name	Annual ESL Enrollment	ESL Waiting List	ESL Number Waiting	ESL Waiting Time (in months)
Acquinas Learning Center	125	Yes	20	1
Adult Education: English as a Second Language	85	Yes	40	3 to 6
Albank Park Community Center	1,500	Yes	10	.5
Community Christian Alternative Academy	0	No		
Elgin Community College	1,700	Yes	Unknown/varies by site	.5
Elgin Literacy Connections	300	Yes	100	3 to 4

ILLINOIS (CONT.)

Chicago (Cont.)

Provider Name	Annual ESL Enrollment	ESL Waiting List	ESL Number Waiting	ESL Waiting Time (in months)
Jane Addams Resource Corporation	12	No		
Literacy Volunteers of Western Cook County	196	Yes	35	2 to 3
Morton College (Cicero)	3,600	No		
School on Wheels (Sisters of St. Joseph)	387	Yes	52	0 to 3
South Suburban College/Adults Tutoring Adults	250	No		
University of Illinois	250	No		
World Relief Chicago	300	Yes	10	3

MASSACHUSETTS

Boston

Provider Name	Annual ESL Enrollment	ESL Waiting List	ESL Number Waiting	ESL Waiting Time (in months)
Asian American Civic Association	450	Yes	140	2 to 6
Boston Adult Illiteracy Fund	10,000	Yes	6,000	3 to 36 (9 average)
Chinese Progressive Association ESL	185	Yes	39	5.5
Community Learning Center (Cambridge, Massachusetts)	1,100	Yes	300	12
Eastern Massachusetts Literacy Council	240	Yes	265	12 to 24
Massachusetts Coalition for Adult Education	16,000	Yes	16,725	6 to 24

NEVADA

Las Vegas

Provider Name	Annual ESL Enrollment	ESL Waiting List	ESL Number Waiting	ESL Waiting Time (in months)
Catholic Charities of Southern Nevada	700	No		
Churchwright Multicultural Center	650	Yes	150	2
Community College of Southern Nevada	3,570	Yes	200	1 to 4 (2 average)
Desert Rose Adult High School	1,500	No		
Las Vegas - Clark County Library District Computer Assisted Literacy in Libraries (CALL)	1,600	Yes	200	2 to 3
Read: Volunteer Literacy Services of Southern Nevada	Unknown/varies by site	Yes	Unknown/varies by site	Unknown/varies by site

NEW JERSEY**Newark**

Provider Name	Annual ESL Enrollment	ESL Waiting List	ESL Number Waiting	ESL Waiting Time (in months)
East Orange School District/Bernie Edmonson Center	400	Yes	Unknown/varies by site	3
New Jersey State Employment and Training Commission	1,500	Yes	50	2.5
Newark Literacy Campaign, Inc.	225	Yes	40	1
South Orange - Maplewood Adult School	500	No		

NEW MEXICO**Albuquerque**

Provider Name	Annual ESL Enrollment	ESL Waiting List	ESL Number Waiting	ESL Waiting Time (in months)
Catholic Charities	2,000	Yes	1,000	12 to 14 (12 average)
Literacy Volunteers at TVI Community College	450	Yes	20	2
Readwest, Inc. (Rio Rancho, New Mexico)	220	Yes	28	1
SER de New Mexico	8	No		

NEW YORK**New York City**

Provider Name	Annual ESL Enrollment	ESL Waiting List	ESL Number Waiting	ESL Waiting Time (in months)
Aguilar Language Learning Center - New York Public Library	100	No		
Community Impact at Columbia University	125	Yes	94	6
Consortium for Worker Education	20,000	No		
Forest Hills Community House (in Jackson Heights/Queens Borough)	3,000	No		
John Jay College of Criminology	130	No		

NEW YORK (CONT.)

New York City (Cont.)

Provider Name	Annual ESL Enrollment	ESL Waiting List	ESL Number Waiting	ESL Waiting Time (in months)
La Guardia Community College	400	Yes	400	12
Lenox Hill Neighborhood House ESOL	175	Yes	10	.25 to .5
Literacy Assistance Center	41,347	Yes	12,000	3 to 6
New York Public Library - Dept of Outreach Services	2,900	Yes	1,000	1 to 2 (2 average)
Northern Manhattan Improvement Corporation - Adult Education Program	600	Yes	2,300	12 to 18 (12 average)
Queen Library - ESL Adult Learning Program	3,000	Yes	150	1
The City College of New York (CUNY)	500	Yes	200	6

PENNSYLVANIA

Philadelphia

Provider Name	Annual ESL Enrollment	ESL Waiting List	ESL Number Waiting	ESL Waiting Time (in months)
Asian Social Service	160	No		
Center for Literacy - Philadelphia	300	Yes	25	1 to 2
Community College of Philadelphia	1,500	Yes	Unknown/varies by site	3 to 4
District 1199C Training & Upgrading Fund	45	Yes	40	3 to 12
Institute for Study of Civic Values	0	No		
Jewish Employment & Vocational Service	500	No		
Korean Community Development Services Center	0	No		
LaSalle University Adult Learning Program	30	Yes	5	3 to 4
Lutheran Children & Family Services	180	No		
New World Association	600	Yes	20	1 to 2
PathWays PA	0	No		
Project SHINE, Center for Intergenerational Learning at Temple University	300	No		
Southeast Asian Mutual Assistance Associations Coalition (SEAMAAC)	230	No		

RHODE ISLAND

Providence

Provider Name	Annual ESL Enrollment	ESL Waiting List	ESL Number Waiting	ESL Waiting Time (in months)
Dorcas Place Family Learning Center	1,000	Yes	100	3 to 6 (6 average)
East Providence Library, an affiliate of the Rhode Island Family Literacy Initiative	100	Yes	23	6
Genesis Center	700	Yes	100	3 to 4
International Institute of Rhode Island	900	Yes	750	12
Literacy Resources of Rhode Island at Brown University	300	No		
Rhode Island Department of Education	3,300	Yes	1,760	3 to 12

TEXAS

Dallas

Provider Name	Annual ESL Enrollment	ESL Waiting List	ESL Number Waiting	ESL Waiting Time (in months)
English Language Ministry of East Dallas Cooperative Parish	250	Yes	70	1
Literacy Instruction for Texas (LIFT)	5,500	No		
Mesquite Adult Literacy Center/ESL	60	Yes	15	1 to 2 (2 average)
Vickery Meadow Learning Center	550	No		

El Paso

Provider Name	Annual ESL Enrollment	ESL Waiting List	ESL Number Waiting	ESL Waiting Time (in months)
Adult Learning Center, Socorro ISD	800	Yes	15	1
Adult Learning Center, Ysleta ISD	1,693	Yes	Unknown/varies by site	1
El Paso Area Adult Education Consortium	4,000	Yes	Unknown/varies by site	.50 to .75
El Paso Community College	2,900	Yes	Unknown/varies by site	4
El Paso Public Library Literacy Center	100	Yes	Unknown/varies by site	6 to 12

TEXAS (CONT.)

Houston

Provider Name	Annual ESL Enrollment	ESL Waiting List	ESL Number Waiting	ESL Waiting Time (in months)
Harris County Public Library	600	Yes	5	1
Harris County Department of Education	9,200	Yes	20	1
Houston Community College System	16,000	Yes	5,000	1
Latino Literacy Center	100	Yes	50	1 to 2
Literacy Advance of Houston	2,693	Yes	200	1 to 2
Literacy Volunteers of Houston	900	No		
Serinos Charter School	900	No		

San Antonio

Provider Name	Annual ESL Enrollment	ESL Waiting List	ESL Number Waiting	ESL Waiting Time (in months)
Bob & Jeanne Billa Community Center	3,191	No		
Col. Victor J Ferrari	2,600	Yes	31	2 to 3
Columbia Height Community Center	3,748	No		
Columbia Heights Center	1,800	No		
East Central Independent School District & Adult Education	150	No		
Fr. Albert Benavides Community Center	2,137	No		
Literacy Instruction for Texas	5,500	No		
Margarita R Huantes Community Center	2,557	No		
Northside Independent School District Evenstart Family Literacy Program	100	Yes	50	3 to 6 (6 average)
San Antonio Commission on Literacy	3,300	No		
Serinos Charter School	80	No		
St.Mary's Learning Center	3,748	No		
Willie C Velasquez Community Center	6,647	No		

WASHINGTON

Seattle

Provider Name	Annual ESL Enrollment	ESL Waiting List	ESL Number Waiting	ESL Waiting Time (in months)
Asian Counseling and Referral Service (ACRS)	300	Yes	10	.5 to 2
Chinese Information and Service Center	170	Yes	6	Unknown/varies by site
Hopelink	70	Yes	2	1 to 1.5
Kaizen Program for New English Learners with Visual Limitations	20	No		
King County Library System	24,154	Yes	Unknown/varies by site	Unknown/varies by site
Literacy Council of Seattle	300	Yes	24	2 to 3
Literacy Source	350	Yes	60	1.5 to 4
Multi-Service Center (Federal Way)	200	Yes	30	6
Reton Technical College	2,500	No		
Seattle Central Community College - Basic Studies Division	4,200	No		
Seattle Public Library	400	Yes	Unknown/varies by site	Unknown/varies by site
Shoreline Community College	1,400	Yes	40	3
St. James ESL Program	110	Yes	20	2

APPENDIX B: SURVEY INSTRUMENT USED DURING TELEPHONE INTERVIEWS OF ESL PROVIDERS



Questions marked with a * are required
ESL Telephone Survey

INSTRUCTIONS: Introduce yourself to the respondent, identify your organization, and ask them if they have a few minutes to answer questions about their ESL program. You may tell them your research is for a report being prepared for Congress on the availability of ESL instruction.

Please complete all fields. Complete a separate survey entry for each ESL provider you contact. If you have any questions, please e-mail Jim Tucker at jtucker@naleo.org.

Date of interview *

Month	Day	Year
Jun (06) ▼	11 ▼	2006 ▼

Your name *

Your organization *

City where ESL provider is located *

State where ESL provider is located *



Name of ESL provider *

ESL Provider's Telephone number with area code *

Name of person you are interviewing from ESL provider *

Does your organization offer adult ESL classes? *

Spanish Chinese Filipino/Tagalog Japanese Korean Vietnamese Other

Which of the following languages are spoken by at least ten percent of your adult ESL students? (Check all that apply)

Please specify other languages spoken by at least ten percent of the students (if any)

Add any other comments about languages spoken by students

What is your total ANNUAL adult ESL enrollment? (Estimate, if necessary) *

Does your adult ESL class(es) have a waiting list? *

How many people are currently on your adult ESL waiting list? (Estimate, if necessary) *

How many MONTHS is the waiting time for adult ESL classes?

What is the MINIMUM waiting time in MONTHS?

What is the MAXIMUM waiting time in MONTHS?

Add any other comments about waiting list

Do you charge for your adult ESL classes? *

How much do you charge for your adult ESL classes? *



Provide any details about the costs here



Are there any other people or organizations I should contact for information about the availability of adult ESL programs? (If so, please enter the information)



Enter any other comments the respondent provides



Thank you for taking the time to answer my questions. I appreciate your assistance.

Please contact jtucker@naleo.org if you have any questions regarding this survey.

QuestionPro

APPENDIX C:

EXAMPLE OF PROSE LITERACY QUESTION AND RESPONSES, BY ESL LEVEL



Prose Literacy Question

Refer to the article on the next page to answer the following question.

What is the purpose of the *Se Habla Español* expo?

Correct answer

Any statement such as the following:

- To enable people to better serve and sell to the Hispanic community
- To improve marketing strategies to the Hispanic community
- To enable people to establish contacts to serve the Hispanic community

Percentage of adults who answered the question correctly, 2003

All Adults	<i>Below Basic</i>	<i>Basic</i>	<i>Intermediate</i>	<i>Proficient</i>
16	#	3	16	60

Rounds to zero.
NOTE: Adults are defined as people 16 years of age and older living in households or prisons. Adults who could not be interviewed due to language spoken or cognitive or mental disabilities (3 percent in 2003) are excluded from these data.
SOURCE: U.S. Department of Education, Institute of Education Sciences, National Center for Education Statistics, 2003 National Assessment of Adult Literacy.

Source: U.S. Department of Education, National Center for Education Statistics, NATIONAL ASSESSMENT OF ADULT LITERACY (NAAL): A FIRST LOOK AT THE LITERACY OF AMERICA'S ADULTS IN THE 21st CENTURY, 22-23 (2003).



MARKETING

Se Habla Español Hits Chicago

September 25, 26, and 27 are three days that will change your marketing.

"To some advertisers, the Hispanic market's like the weather—you hear a lot about it, but you can't do much about it," says veteran marketer Tony Martinez. "And other companies think Hispanics will buy their products anyway, so they don't need to do anything special.

"Both attitudes are way off base," Mr. Martinez says briskly, "and they'll both make the competition ecstatic. Because there's a lot of money to be made in the Hispanic market. Its spending power will be \$160 billion this year, and that's growing maybe \$1.4 billion a month," he exclaims, peering intensely over his glasses. "For example, we Hispanics buy 9 percent of all new automobiles.

"This is definitely a special market...you do have to have a special understanding of it," Mr. Martinez goes on, "because as one research firm said, it's a market with currents that are going in many directions. But the rewards will be fantastic. Hispanics are very brand conscious and they tend to become brand loyal very quickly."

It's Mr. Martinez's job—his mission in life—to make sure companies learn how they can serve and sell to America's Hispanics. He has been marketing to the community for many years, working with the best in the business, including Coca-Cola and the advertising firm of Castor GS&B. Now his staff is organizing the largest annual Hispanic market trade show in the business—*Se Habla Español*.

The three-day *Se Habla Español* expo, put on by *HISPANIC BUSINESS* magazine, is in Chicago this year, at the Hyatt Regency. As in the two previous years in New York and Los Angeles, this conference will host a "big top"-like mix of activities.

The show draws thousands of the country's top marketers, media people, advertisers, researchers, and Hispanic contractors—all intent on gathering as much information as possible, and all hoping to explore new business opportunities. As in any really good big-top show, a hundred different things are happening all at once.

More than 60 Hispanic market specialists conduct fact-heavy seminars. Companies promoting everything from cars to demographic information to career opportunities for Hispanic professionals display and discuss their products in 30,000 square feet of exhibit space. Major exhibitors this year include Ford Motor Co., Lincoln-Mercury, Chevrolet, American Airlines, Telemundo, the Bureau of the Census, and many, many more.

"It's all contacts . . . contacts . . . contacts!" Mr. Martinez exclaims in his best marketing ringmaster style.

Each of the major media hosts its own luncheon or reception, playing to sold-out crowds. Leading participants in last year's Print Reception, for example, included *La Opinion* of Los Angeles, *Vista* magazine, *The Miami Herald*, and the *Los Angeles*

Times. Some participants in the 1989 Radio Luncheon included Katz Hispanic Radio and Caballero Spanish Media. "We still have a few events open to corporate sponsors," Mr. Martinez mentions, not without interest. "They'll be able to count on considerable media play both in preliminary press coverage and during the events themselves."

Another opportunity for sponsor visibility is the *Se Habla Español* Scholarship Fund, which will publicly award scholarships to talented Hispanic students in the various communications fields.

A grand finale black tie banquet spotlights the leading figures in America's Hispanic media world, recognizing outstanding work in each medium with the *Se Habla Español Awards in Communication*. In 1989, Mr. Martinez recalls, almost 400 entries were submitted. Publicidad Siboney swept the top honors for "Ad of the Year" and "TV Ad of the Year" with its commercial for Pepsi-Cola.

One problem attendees find is that the conference offers more information than any one person can gather during just three days. "They should know their priorities," Mr. Martinez advises, "to ensure they focus on the events that will be of most value to their employers."

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Source: U.S. Department of Education, National Center for Education Statistics, NATIONAL ASSESSMENT OF ADULT LITERACY (NAAL): A FIRST LOOK AT THE LITERACY OF AMERICA'S ADULTS IN THE 21st CENTURY, 22-23 (2003).

APPENDIX D:

EXAMPLE OF DOCUMENT LITERACY QUESTION AND RESPONSES, BY ESL LEVEL

A First Look at the Literacy of America's Adults in the 21st Century

Document Literacy Question

Seventy-eight percent of what specific group agree that their school does a good job of encouraging parental involvement in educational areas?

Parents and Teachers Evaluate Parental Involvement at Their School

Do you agree or disagree that...?

	Total	Level of School		
		Elementary	Junior High	High School
<i>percent agreeing</i>				
Our school does a good job of encouraging parental involvement in sports, arts, and other nonsubject areas				
Parents	77	76	74	79
Teachers	77	73	77	85
Our school does a good job of encouraging parental involvement in educational areas				
Parents	73	82	71	64
Teachers	80	84	78	70
Our school only contacts parents when there is a problem with their child				
Parents	55	46	62	63
Teachers	23	18	22	33
Our school does not give parents the opportunity for any meaningful roles				
Parents	22	18	22	28
Teachers	8	8	12	7

Source: The Metropolitan Life Survey of the American Teacher, 1987

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Correct answer

Junior high teachers

Percentage of adults who answered the question correctly, 2003

All Adults	Below Basic	Basic	Intermediate	Proficient
36	#	4	47	98

Rounds to zero.

NOTE: Adults are defined as people 16 years of age and older living in households or prisons. Adults who could not be interviewed due to language spoken or cognitive or mental disabilities (3 percent in 2003) are excluded from these data.

SOURCE: U.S. Department of Education, Institute of Education Sciences, National Center for Education Statistics, 2003 National Assessment of Adult Literacy.

Source: U.S. Department of Education, National Center for Education Statistics, NATIONAL ASSESSMENT OF ADULT LITERACY (NAAL): A FIRST LOOK AT THE LITERACY OF AMERICA'S ADULTS IN THE 21st CENTURY, 24 (2003).

APPENDIX E:

EXAMPLE OF QUANTITATIVE LITERACY QUESTION AND RESPONSES, BY ESL LEVEL



Quantitative Literacy Question

Suppose that you had your oil tank filled with 140.0 gallons of oil, as indicated on the bill, and you wanted to take advantage of the five cents (\$.05) per gallon deduction.

1. Figure out how much the deduction would be if you paid the bill within 10 days. Enter the amount of the deduction on the bill in the space provided.



ASHLAND OIL, INC.
Ashland, Kentucky
41114 (606) 392-3333

18609
DATE
2/2/02
CUSTOMER NO.
002316

ROBERT NELSON
DIVERTY ROAD
ASHLAND, KY 41114
P/R 4TH HOUSE ON LEFT
FILL REAR IN DRIVEWAY

TANK SIZE	GALLONS	ZONE	STOP LOC.	DELIVERY TYPE	DEGREE DAYS	K FACTOR	PRODUCT CODE
275	180	28	0	AU HO	3247	8.30	2

CUSTOMER'S SIGNATURE

TANK TRUCK SALESMAN TRUCK NO.

METER READING - BEFORE AND AFTER DELIVERY

A A 0 0 3 0 0 1 4 0⁰
A A 0 0 2 0 0 0 0 0⁰

PRODUCT	PRICE	GALLONS	10TH	AMOUNT
FUEL OIL	97.9	140	0	137 06
SAVE if no outstanding balance due and you pay within 10 days				DEDUCT \$.05 per gal.
				NET TOTAL

WEMOFORMS • (800) 221-1209 • (201) 636-0080

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Correct answer				
\$7.00				
Percentage of adults who answered the question correctly, 2003				
All Adults	Below Basic	Basic	Intermediate	Proficient
52	1	40	92	100
NOTE: Adults are defined as people 16 years of age and older living in households or prisons. Adults who could not be interviewed due to language spoken or cognitive or mental disabilities (3 percent in 2003) are excluded from these data. SOURCE: U.S. Department of Education, Institute of Education Sciences, National Center for Education Statistics, 2003 National Assessment of Adult Literacy.				

Source: U.S. Department of Education, National Center for Education Statistics, NATIONAL ASSESSMENT OF ADULT LITERACY (NAAL): A FIRST LOOK AT THE LITERACY OF AMERICA'S ADULTS IN THE 21st CENTURY, 25 (2003).



APPENDIX F:

CHARACTERISTICS OF ENGLISH LANGUAGE LEARNERS

English Proficiency Level	Beginning	Early Intermediate	Advanced	Early Advanced	Advanced
Listening	<ul style="list-style-type: none"> Understands no spoken English. Progresses to understanding simple questions and statements with a strong reliance on graphic stimuli. 	<ul style="list-style-type: none"> Demonstrates an understanding of simple and familiar conversations, questions, and statements when spoken at normal speeds. Restates information for clarification. 	<ul style="list-style-type: none"> Demonstrates an understanding of informal conversation. Comprehends lectures on familiar subjects conducted at normal speeds of discourse. 	<ul style="list-style-type: none"> Understands most conversations and lectures on familiar topics at a normal speed of discourse. 	<ul style="list-style-type: none"> Understands both social and academic language without difficulty.
Speaking	<ul style="list-style-type: none"> Progresses from expressing non-verbally to expressing the most basic and routine needs. Asks and answers questions on very familiar topics. 	<ul style="list-style-type: none"> Shows more confidence, but still encounters difficulty with everyday conversations. Handles some academic language tasks but still needs assistance. 	<ul style="list-style-type: none"> Develops social and academic languages, yet participation in such conversations is hesitant due to errors in idiom or structure. 	<ul style="list-style-type: none"> Demonstrates the ability to speak the language in most situations. Produces an occasional error in idiom or structure. 	<ul style="list-style-type: none"> Uses both social and academic language with a high degree of fluency.
Reading	<ul style="list-style-type: none"> Reads and understands simple text ranging from a non-English reader to a simple text in English. Uses vocabulary that is basic and limited. Rereads and checks for meaning but details are often missed. 	<ul style="list-style-type: none"> Comprehends simple, basic, familiar material. Reads more complex material several times and is able to understand new vocabulary if introduced in a highly contextual manner. 	<ul style="list-style-type: none"> Reads simple and familiar material. Reads facts, but inferred meaning is usually misunderstood. 	<ul style="list-style-type: none"> Comprehends most factual information. Reads for information and description. Divides the text into main ideas and sub-categories. 	<ul style="list-style-type: none"> Reads from a variety of written forms, ranging from technical materials to newspaper items. Acquires new knowledge on unfamiliar topics in areas of a general nature.
Writing	<ul style="list-style-type: none"> Writes and understands simple text ranging from a non-English text to writes simple text in English. Recognizes basic and limited vocabulary. Rereads and checks for meaning; details are included within written text. 	<ul style="list-style-type: none"> Develops survival skills for writing. Writes short sentences and paragraphs while demonstrating a developmental understanding of grammar, punctuation, spelling, and use of tenses. Works inconsistently; accuracy still varies. 	<ul style="list-style-type: none"> Develops sufficient skills to meet any survival need. Writes notes and responds to questions on familiar topics by using an already-established repertoire of writing patterns. Produces past tenses of words at varying degrees of accuracy. 	<ul style="list-style-type: none"> Writes summaries and other types of correspondence that demonstrate control and knowledge of common conventions. Produces common errors in spelling and punctuation. Organizes paragraphs but there still exists some difficulty with writing complex sentences. 	<ul style="list-style-type: none"> Writes effectively in most situations. Demonstrates a refined knowledge of spelling, punctuation, and vocabulary. Writes complex sentences to express ideas clearly.

Source: New Mexico State Department of Education, Bilingual Multicultural Education Unit (January 1, 2004)

