

ATTITUDES, BACKGROUNDS, AND LEADERSHIP EFFICACY OF ENGLISH AS A
SECOND LANGUAGE PROGRAM DIRECTORS IN INDIANA SCHOOLS:
IMPLICATIONS FOR POLICY, LEADERSHIP, AND PROFESSIONAL DEVELOPMENT

A DISSERTATION
SUBMITTED TO THE GRADUATE SCHOOL
IN PARTIAL FULFILLMENT OF THE REQUIREMENTS
FOR THE DEGREE
DOCTOR OF EDUCATION
BY
DONNA LYNN ALBRECHT
DR. MARILYNN QUICK - ADVISOR

BALL STATE UNIVERSITY
MUNCIE, INDIANA

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APPROVED BY:

Committee Chairperson

Date

Committee Chairperson

Date

Committee Chairperson

Date

Committee Chairperson

Date

Dean of Graduate School

Date

Ball State University

Muncie, Indiana

May 2014

DEDICATION

This work is dedicated first to my family who inspired and supported me. My husband and boys never questioned my ability to accomplish this task and have put up with hearing about the endless studying and writing for what seemed like forever. We are all ready for me to move on to the next project. My mom and dad have always encouraged me and my father inspired me by being the first in our family to earn a doctorate at the age of 60! My brother and sister, along with my parents-in-law have supported and believed in me. My father-in-law passed away unexpectedly without getting to see me complete this step in my life, but he supported me in my education and career like a second father.

Close friends have supported and encouraged me. My “Deborahs” have kept me on my course and not let me give up, and their husbands and families have sustained me with intelligent conversation, wit, and much needed distractions. Friends in Indiana have helped me understand local conventions and helped our family make the adjustment back to life in the USA. They have been there for our kids and truly been a “village” of support.

I also want to dedicate this study to the many English as a Second Language teachers, program directors, and students that I have worked with over the years. They are my true inspiration in the search for solutions to the challenges we face in the field in an environment that largely does not understand the needs and unique contributions English learners bring to the classroom. Finally, this work is dedicated to the English learners in our classrooms who are the face of the future of this country, and who help us be more culturally competent, globally aware and open minded.

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ABSTRACT

DISSERTATION: Attitudes, Backgrounds, and Leadership Efficacy of English as a Second Language Program Directors in Indiana Schools: Implications for Policy, Leadership, and Professional Development

STUDENT: Donna Lynn Albrecht

DEGREE: Doctor of Education

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This study researched the preparedness of English as a Second Language directors in school corporations in Indiana to determine their background experiences, awareness of second language acquisition research, levels of qualification, attitudes towards English learners (ELs), efficacy for leading ESL programs, and to gain an understanding of how to provide guidance and support to this group of individuals. Furthermore, the study investigated relationships between these factors to gain insight into how they impact each other and program implementation. The study endeavored to provide useful information towards policy making and support of ESL leaders. The research was quantitative and utilized a tailored design Internet survey to collect data. Descriptive data was analyzed using analysis of frequency (distribution, central tendency and dispersion of individual variables), while relationships between elements were analyzed using a combination of ANOVA, and Pearson's Product Moment correlational analysis, followed by post hoc analysis and regression analysis. Findings indicated that having experience with

English learners and teaching certification for working with English learners were significant factors in the areas of knowledge, attitude, and efficacy. An exploratory model of ESL program leadership, developed by the researcher, concluded that when EL directors are certified and bring experience of working with ELs to their positions, it is more likely that their programs will be successfully implemented. Finally, the interplay of variables showed that these directors' levels of knowledge of second language acquisition principles and efficacy for leading the ESL program had highly significant effects on attitude, program implementation and each other. The implications of this study include directions for policy, training programs, and further research.

CHAPTER ONE

Schools across the United States are faced with a growing population of students for whom English is not their first language. In Indiana, this student population has grown over 400% in a 10 year period (U.S. Department of Education, Office of English Language Acquisition, 2010) placing Indiana in the top five in the United States for rapid growth rate (Levinson, et.al, 2007). Indiana is still not a high incidence state in terms of percentage of the student population who are English learners (ELs) coming in at 5% of the student enrollment in public schools (Indiana Department of Education Compass, 2012-2013). Nevertheless, the No Child Left Behind Act has placed requirements on school corporations to meet adequate yearly progress (AYP) with subcategories of students along many lines, such as race, socio-economic status, and Limited English Proficiency (LEP). Even with the Indiana Waiver for ESEA, ELs must meet AYP and are also included in what Indiana defines as the “bottom 25%” of all students on state testing. This includes ELs in another subcategory that is new. In 2011, 53.7% of ELs were in the bottom 25% for English Language Arts (ELA), while 42.1% were in the bottom 25% for Mathematics (U.S. Department of Education, Elementary and Secondary Education, 2011).

Statement of the Problem

The above statistics lead to inevitable difficulties for Indiana in several areas. From work conducted by several universities in Indiana through the National Professional Development Grant, several difficulties are specified (Smith, & Mungro, 2009; personal communication, A.

Teemant, September 28, 2012). First, the rapid increase of English learners was not anticipated nor planned for by many Indiana schools, which are not prepared to meet the challenge of ensuring that English learners will make adequate yearly progress (AYP). An achievement gap of 19.7% in Math and 28.4% in ELA exists between ELs and non-EL students tested in Indiana in 2012-2013 (Indiana Department of Education Compass). Schools often do not have adequately prepared teachers or leaders who have the knowledge base to make decisions about program design and development to maximize EL student potential. They frequently do not have a background in effective instructional practices or knowledge and understanding of curricular materials that are effective with this population. Additionally, school officials are sometimes unaware of, and do not know how to interpret the law with regards to ELs. Another problem schools face is knowing how to benefit from and allocate the various available funds provided by the federal and state government to assist in teaching EL children. Furthermore, schools often do not have the resources or knowledge to provide effective professional development for their faculty and staff. The challenge is great for a school and community to have the linguistic and cultural competency to meet the needs of the students and to successfully incorporate them into the school and community. All of these issues fall on the shoulders of the person the local education agency has delegated to report to the state on this population, often called the English as a Second Language (ESL)/Title III/Non-English Speaking (NESP) Program Director, hereafter referred to as the English as a Second Language (ESL) Director. This leads to several questions. What are the state guidelines for holding this position? What are these individuals' qualifications, experience and attitudes with regards to ELs? How are these individuals supported and trained? Is there a relationship between levels of training and attitudes

of ESL directors towards English learners? Are these individuals enabled with the leadership skills and efficacy needed to lead a program of this level of importance?

In order to assist in answering these questions, this study researched the preparedness of local education agencies' designated ESL directors in the state of Indiana to learn about their background experience, awareness of second language acquisition research and best practices, levels of qualification, attitudes towards English learners, and efficacy for leading ESL programs. I also hoped to gain an understanding of how to provide guidance and support to this group of individuals. It also outlined the expectations and support of the Indiana Department of Education (IDOE) for Local Education Agencies and those who lead ESL programs regarding their requirements towards English learners based on Federal regulations and law. The study endeavored to provide useful information towards policy making and support of leadership in programs for English learners to the State Department of Education Office of English Language Learning and Migrant Education Programs.

Purpose of the Study

Given the circumstances of the Local Education Agency vis-à-vis the requirements of No Child Left Behind (NCLB) Title I and Title III and rulings of law to equitably and effectively educate English learners, it is imperative that the individual making the educational and budgetary decisions pertaining to grant funding and corporation expenditures be knowledgeable and prepared. Much research has been conducted on leadership in the school setting, pointing to a strong correlation between leadership and student outcomes (Waters, Marzano & McNulty, 2003; Leithwood, et al., 2004). This study defined the Indiana Department of Education expected qualifications and requirements of the ESL directors in school corporations and the individual directors' levels of preparation, qualification, leadership experience, and level of

efficacy with providing ESL program leadership and professional development. The ultimate purposes of this study were:

- to determine the level of knowledge of second language acquisition theory, professional development attained, leadership efficacy and attitudes towards English learners of the individuals managing the ESL programs and corresponding grants in Indiana Local Education Agencies;
- to investigate the relationship between levels of training and experience with attitudes towards English learners of the ESL directors;
- to investigate the relationship between attitudes towards English learners of the ESL directors and their leadership efficacy towards administering the ESL Program;
- to investigate the relationship between district data (demographics, personnel working with ELs, low incidence/high incidence/rapid influx, assessment) and the qualifications, attitudes and levels of professional development of the ESL directors;
- to provide documentation to the Indiana Department of Education Office of English Language Learning and Migrant Education Programs to support recommendations on how to further support, train and equip ESL Directors.

Significance of the Study

Research has been conducted on the effects of leadership, both positive and negative, on student achievement. Based on a Mid-continent Research for Education and Learning Organization meta-analysis of research looking at 5000 studies and narrowing them down to 70 that fit the criteria set out by the researchers, they found a significant relationship between

leadership and student achievement. The effect size expressed as a correlation between the two variables is .25 (Waters, Marzano & NcNulty, 2003). To further explain this statistic, this is equivalent to a change of one standard deviation in the leader's ability resulting in a 10 percentile change effect on student achievement (Waters, Marzano & NcNulty, 2003). Following on this theme, Richard Elmore (2003) wrote the following in a report for the National Governor's Association:

Knowing the right thing to do is the central problem of school improvement. Holding schools accountable for their performance depends on having people in schools with the knowledge, skill, and judgment to make the improvements that will increase student performance (Elmore, 2003, p.9).

Indiana had 9,114 English learners in 1997-1998 compared to 46,417 in 2007-2008, representing 409.3% growth over that 10 year period of time (U.S. Department of Education, Office of English Language Acquisition, 2010). In 2009-10, EL students in public schools in Indiana reached 47,772. Of these students, 38,245 were Spanish speaking Latinos, followed by German (1,540), Burmese (1,457), Arabic, (780) and Chinese (671) (U.S. Department of Education, Office of English Language Acquisition, 2013). According to the Department of Education 2012-2013 Annual School Report Card for Indiana, 51.9 % of EL students passed the ISTEP state test in English/Language Arts compared to 80.3% for non-EL students, while 63.9% of ELs passed the test in Mathematics compared to 83.6% of non-EL students. These statistics show a significantly lower achievement rate for EL students.

With an understanding of the importance of effective leadership in schools, and with a review of the data regarding EL students in Indiana, it is clear that strong leadership of programs serving English learners is vital. This research provides a detailed profile of the school personnel

charged with leading the ESL programs in Indiana school corporations. With this knowledge, the Indiana Department of Education and Local Education Agencies will have more information on the direction needed to provide those leading the English learners' programs with the support and professional development they need to improve student achievement. Furthermore, the IDOE may determine that a minimal set of qualifications is necessary to effectively run these programs.

Research Questions

1. What qualifications (certification, experience, knowledge of Title III/NESP requirements, second language acquisition principles and training), and backgrounds do ESL directors in Indiana have?
2. What are the ESL directors' attitudes towards English learners?
3. What types of professional development have ESL directors had and/or want to receive?
4. What level of efficacy do ESL directors have with providing leadership for the EL program and professional development to staff?
5. How is district data (demographics, personnel working with ELs, low incidence/high incidence/rapid influx, assessment) related to the qualifications and level of training of the ESL directors?
6. Is there any relationship between ESL directors' attitudes towards English learners and their levels of qualification, experience and efficacy for managing the program for English learners?

Delimitations

The following delimitations were in place for this research:

1. This study is limited to the state of Indiana.

2. This study is limited to those that reported being a director for the ESL/Title III and/or Non-English Speaking Program in the survey distributed through the Learning Community (listserv and online tool) of the Indiana Department of Education Office of English Language Learning and Migrant Students intended for this population.
3. It should be noted that the term English as a Second Language (ESL) was intentionally used in this study although the state of Indiana more commonly uses English as a New Language. The reason for this was to use the term more common to the rest of the nation, ESL, for the purpose of comprehensibility to a broader reader audience.

Definition of Terms

Basic Interpersonal Communication Skills (BICS) – The language ability that English learners need for verbal face-to-face social communication which can take 1-3 years to develop (Cummins, 1979).

Bilingual Education – An instructional program that uses more than one language as the vehicle for instruction (U.S. Department of Education; Office of Planning, Evaluation and Policy Development; Policy and Program Studies Service, 2012).

Cognitive Academic Language Proficiency (CALP) – The academic language of the classroom that usually takes 5 to 10 years for English learners to acquire (Cummins, 1979).

Common Underlying Proficiency – Cummins construct that describes common proficiency underlying languages that can be utilized between languages. What is learned in one language can be tapped into for use in the other language (Cummins, 1979).

Comprehensible Input – Krashen's construct of communication that is contextualized and made understandable, but that is slightly more difficult than the language learner's current level (Krashen, 1982).

Content ESL Instruction – An approach to second language teaching that uses content-area subject matter to teach language (U.S. Department of Education; Office of Planning, Evaluation and Policy Development; Policy and Program Studies Service, 2012).

Culturally and Linguistically Diverse Students (CLD) – Students who are from language and cultural backgrounds outside of the majority population (Freeman & Freeman, 2007).

Cultural Competency – An ability to value the diversity and similarities of students, to have empathy and respect for CLD students, to provide culturally relevant and responsive instruction, to value family and community of all individuals in the school, and to be reflective about one's own biases and prejudices with a view to change (Hamayan & Freeman, 2006).

English as a New Language (ENL) – Indiana's term for the program in which students are learning English as an additional language. This term is broader than the more commonly used English as a Second Language because it acknowledges that for many English learners, English is in fact their third, fourth or beyond. (Indiana Department of Education website)

English as a Second Language (ESL) – A program designed to teach the English language to speakers of other languages who need to learn it for everyday life, work or school (U.S. Department of Education; Office of Planning, Evaluation and Policy Development; Policy and Program Studies Service, 2012).

English Language Learners (ELLs) – Students who are learning English as an additional language to their primary language. This is a term still widely used, but the shorter version below is becoming the norm.

English Learners (ELs) – Students who are learning English as an additional language to their primary language. This is the shorter version of ELL that is becoming more widespread.

ESL Pullout Program – A program where English learners are pulled out of the mainstream classroom for English instruction (U.S. Department of Education; Office of Planning, Evaluation and Policy Development; Policy and Program Studies Service, 2012).

First Language/Heritage/Primary – A student’s native language.

Fossilization – An error that becomes part of an English learner’s speech pattern (Lightbown & Spada, 2006).

Innatism – A theory that human beings are born with mental structures that are designed specifically for the acquisition of language (Lightbown & Spada, 2006).

Language Acquisition – Picking up language through meaningful conversation that is similar to how children learn their first language. No formal study of form or grammar. (Lightbown & Spada, 2006).

Language Acquisition Device – Chomsky’s construct that describes the area of the brain that processes language (Chomsky, 1968).

Language Instruction Education Program – A Title III term used to describe a type of instructional program or course in which LEP students are placed for the purpose of attaining English proficiency and meeting State academic content standards. These can utilize more than one language and are not specifically defined to include a certain type of program. (U.S. Department of Education; Office of Planning, Evaluation and Policy Development; Policy and Program Studies Service, 2012).

LAS Links – The English language proficiency test used by the state of Indiana to determine LEP student proficiency levels.

Leadership Efficacy – The level of confidence a person in a leadership position feels with regards to his/her level of knowledge, skills and abilities to lead others. (Bandura, 1977; Leithwood, et al., 2004; Reeves, D.B., 2011).

Limited English Proficient (LEP) – Describes students whose English language skills are limited. This is the term the United States government uses and is most often used in legal documents and administrative code, but it is considered to have a negative connotation by educators and researchers in second language acquisition (caveat included by researcher) (U.S. Department of Education, Office of Planning, Evaluation and Policy Development, 2012).

Non-English Speaking Program (NESP) – Indiana State program that provides supplemental funding to eligible school corporations who serve limited English proficient students. In 2011-2012 academic year, this amount was \$95.62 dollars per pupil. (Indiana Department of Education (2010) Title III webpage).

School Corporations – The term used in Indiana to represent school districts or local education agencies.

Second Language Acquisition (SLA) – A term often used to represent the field of study associated with learning a language other than the first language learned.

Subtractive – A term used to describe language and cultural programs in which a second language and culture are learned at the expense of the first language and culture (Lightbown & Spada, 2006).

Title III of No Child Left Behind (NCLB) – This act combined the Bilingual Education Act and the Emergency Immigrant Education program which used to be under Title VII of the Elementary and Secondary Education Act. The U.S. Department of Education provides formula

grants to states which then redistribute them to Local Education Agencies based on the number of LEP students and a successful grant proposal. (No Child Left Behind (NCLB) Act of 2001).

Transfer – The influence of the first language on learning the second language (Chomsky, 1968).

Summary

Chapter 1 has provided an overview of the research problem, the purpose of the research and its significance. Namely, in a time of high stakes testing and accountability, are those who are directing ESL programs and Title III/NESP grants well qualified and supported to make the decisions necessary to enable ELs to succeed? When it has been well documented that leadership is vital to student success in school, it is important to learn if those leaders have the training and efficacy necessary to do the job effectively and to determine what support they need. This chapter set out the research questions, delimitations and definitions necessary to the research.

The following chapter provides a review of the literature that is relevant to this study. A brief review of the legal requirements and demographic changes pertaining to ELs' education was outlined, along with a review of the literature on the necessity of good educational leaders in an effective school system. Furthermore, the principle knowledge bases needed on second language acquisition research, effective strategies, and programs for ESL students necessary for academic success were outlined. The current requirements and expectations for ESL directors in Indiana and a description of what the state provides in terms of support and professional development was included. Finally, a review of the research on the role of professional development, perceptions and attitude of educators, and efficacy of educators on student achievement, particularly for ELs was conducted.

CHAPTER TWO

REVIEW OF THE LITERATURE

Leadership in the field of English as Second Language is becoming increasingly important as the demographics of the United States and the students in our schools change. As of 2010, English learners comprised 10% of the nation's total public school enrollment (Institute of Education Sciences National Center for Education Statistics, 2012). There are over 5 million ELs in the United States, representing an increase of 57% in a period of 10 years (NCELA, 2006). In Indiana, this student population has grown over 400% between 1991-92 and 2009-10 (Indiana Accountability System for Academic Progress; U.S. Department of Education, 2009-10) bringing Indiana into the top five in the United States for rapid growth rate (Levinson, et al., 2007). Furthermore, according to a report by the U.S. Government Accountability Office in 2009 which investigated teacher preparation in Schools of Education in the U.S. for students that fall into the students with disabilities and English learner subcategories, preparation of educators for working with English learners is lacking. This document reported that in 2009, students with disabilities represented 9% of the U.S. student population, while English learners represented 10%. However, they found that while the majority of preparation programs required at least one class in serving students with disabilities, only 20% required courses for working with English learners. The article suggests, "The major reason cited by programs for not requiring courses with content on English language learners or field experiences with this student subgroup was that their state standards did not require this of teacher preparation programs," (U.S. Government

Accountability Office, 2009, Highlights n.p.). Given this brief look at demographic changes and inadequate teacher preparation, it is clear that there is a need for strong leadership in an area that has grown rapidly in a relatively short period of time.

In order to understand the factors which are the foundation for this study more clearly, this chapter examines several important topics. First, as background, it is necessary to have an understanding of the legal requirements placed on schools to educate ELs equitably and programs that have developed to support those laws. Second, the educational state and demographic changes of our EL student population is a driving force behind the need for this research. A more thorough review of the literature on demographic changes and their implications is examined, with particular focus on Indiana. Third, a review of the research and literature surrounding the importance and effects of leadership on student achievement is detailed. Fourth, an overview is outlined of the body of research on second language acquisition and effective strategies, models and programs for academic success with English learners. These four areas led to a look at the expectations and qualifications required by the state of Indiana Department of Education for Title III/NESP (Non-English Speaking Program) program leadership in Local Education Agencies. Furthermore, a description of what the state provides in terms of support and professional development was included. Finally, a review of the research on the role of professional development, attitude of educators, and leadership efficacy of educators on student achievement, particularly for ELs was conducted. These areas of research form a chain of important and related topics that led the researcher to look at the relationship between perceptions, attitudes and efficacy of ESL directors compared to their levels of qualification and training. It is the hope of the researcher that conclusions that are drawn from

this research will help guide policy and provide some direction for the training needs of individuals fulfilling these leadership roles.

Legal Requirements Placed on Schools to Educate English Learners Equitably

Title VI section 601 of the Civil Rights Act of 1964 is the place to start when reviewing law pertaining to students learning English. Section 601 of the Act states:

No person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefit of, or be subjected to discrimination under any program or activity receiving Federal financial assistance (§2000d).

The Office of Civil Rights (OCR) has interpreted this stipulation to include English learners. In 1970, the OCR issued a memorandum that stated:

Where the inability to speak and understand the English language excludes national origin minority group children from effective participation in the educational program offered by a school district, the district must take affirmative steps to rectify the language deficiency in order to open its instructional program to these students (Pottinger, 1970, para. 1).

The 1970 OCR Memorandum also set out the circumstances in which a school district would be violating Title VI of the Civil Rights Act of 1964 including four specific indicators. The school would be violating the Act if:

1. Students are excluded from effective participation in school because of an inability to speak and understand the language of instruction;
2. Students are assigned to special education classes because of a lack of English proficiency;

3. Programs for English learners are not designed to teach English as quickly as practicable or if they are in a program that is designed as a dead end or permanent track;
4. Parents are not notified of school information in a language they can understand.
(Mello, 2012, p. 44)

Following this interpretation of the Civil Rights Act to more clearly include English learning students, a landmark case, *Lau v. Nichols* (1974) from the United States Court of Appeals for the Ninth Circuit used the OCR Memorandum as a guide to overturn the decision and ruled in favor of the 1800 Chinese origin students who were not receiving English language support. Excerpts from this decision show the imperative of providing English language support in California public schools given that:

This is a public school system of California and 71 of the California Education Code states that "English shall be the basic language of instruction in all schools." [414 U.S. 563, 566] ... Under these state-imposed standards there is no equality of treatment merely by providing students with the same facilities, textbooks, teachers, and curriculum; for students who do not understand English are effectively foreclosed from any meaningful education.

Basic English skills are at the very core of what these public schools teach. Imposition of a requirement that, before a child can effectively participate in the educational program, he must already have acquired those basic skills is to make a mockery of public education. We know that those who do not understand English are certain to find their classroom experiences wholly incomprehensible and in no way meaningful (*Lau v. Nichols*, 1974, p. 414).

While this was a groundbreaking case in terms of public school responsibility towards English learners, it did not specify what should be done to rectify the problem. The next step in this chain of events that provided guidance on program development was the *Castaneda v. Pickard* (1981) case. This Supreme Court case outlined a three pronged approach to developing English language development programs to ensure their effectiveness. The first prong required programs to be based on sound educational theory and pedagogy. The case did not dictate a particular approach, but stated that the approach must be supported by sound expert approval. The second prong specifies that schools must provide adequate support with adequate and effective staff and resources to provide a realistic chance for success. Furthermore, this case outlined that these basic requirements must be supported by local and state funds and that ELs must have opportunities to access programs such as High Ability (Gifted and Talented), Honors, and Advanced Placement. Finally, this decision of the Supreme Court ruled that the programs for English language development must be periodically evaluated and revised to ensure effectiveness (Mello, 2012).

A further case that had a major impact on the requirements of public schools to equitably serve ELs was *Plyler v. Doe* (1982). This Supreme Court case guaranteed all children equitable access to a basic public education regardless of immigrant status. One of the arguments put forth by the State of Texas was that children who had entered the state illegally were not guaranteed equal protection under the law because they were not “persons within its jurisdiction” as outlined in the Fourteenth Amendment of the United States Constitution. The Supreme Court upheld the Court of Appeals arguments on this stating that anyone, regardless of legal status, is considered within the jurisdiction of the state. The Supreme Court stated in *Plyler v. Doe* (1982):

The Fourteenth Amendment to the Constitution is not confined to the protection of citizens. It says:

Nor shall any state deprive any person of life, liberty, or property without due process of law; nor deny to any person within its jurisdiction the equal protection of the laws.

These provisions are universal in their application, to all persons within the territorial jurisdiction, without regard to any differences of race, of color, or of nationality, and the protection of the laws is a pledge of the protection of equal laws. Yick Wo, supra, at 369 (Plyler v. Doe, 1982, p. 457) (emphasis added in original text).

Following the issue of jurisdiction was the issue of the right of illegal aliens to equal protection under the law. The following excerpt provides some of the rationale for why the Supreme Court upheld that these children should have equal protection stating that education provides a means for sustaining the nation's political, cultural, and economic heritage and that depriving a group of children of education would be to handicap them:

In addition to the pivotal role of education in sustaining our political and cultural heritage, denial of education to some isolated group of children poses an affront to one of the goals [p222] of the Equal Protection Clause: the abolition of governmental barriers presenting unreasonable obstacles to advancement on the basis of individual merit. Paradoxically, by depriving the children of any disfavored group of an education, we foreclose the means by which that group might raise the level of esteem in which it is held by the majority. But more directly, "education prepares individuals to be self-reliant and self-sufficient participants in society." *Wisconsin v. Yoder, supra, at 406 U.S. 221.*

Illiteracy is an enduring disability. The inability to read and write will handicap the individual deprived of a basic education each and every day of his life. The inestimable toll of that deprivation on the social, economic, intellectual, and psychological wellbeing of the individual, and the obstacle it poses to individual achievement, make it most difficult to reconcile the cost or the principle of a status-based denial of basic education with the framework of equality embodied in the Equal Protection Clause (*Plyler v. Doe*, 1982, p. 457).

Another argument put forth by the State of Texas was that the cost to the state was unmanageable, and that this cost was taking away from the education of students who were legitimate residents. The court determined that the cost of educating these children outweighed the benefits because the costs to the state and nation in terms of unemployment, welfare, and crime would be far greater if a “subclass of illiterates” is created (*Plyler v. Doe*, 1982, p. 457). The Supreme Court clearly ruled in this case that states cannot discriminate against children in the public school based on the legality of their immigration status.

The law firmly supports the equitable delivery of free public education to children who are learning English. Under the No Child Left Behind Act of 2001, signed into law by President George W. Bush, Title III is specifically dedicated to language instruction for limited English proficient children and immigrant children and youth. This law generally set out “To close the achievement gap with accountability, flexibility, and choice, so that no child is left behind. <<NOTE: Jan. 8, 2002 - [H.R. 1]>>” (No Child Left Behind Act. 2001). Under Title III, very specific guidelines were set and some funding was set aside for development of programs to better education English learners. More specific information regarding the requirements of states

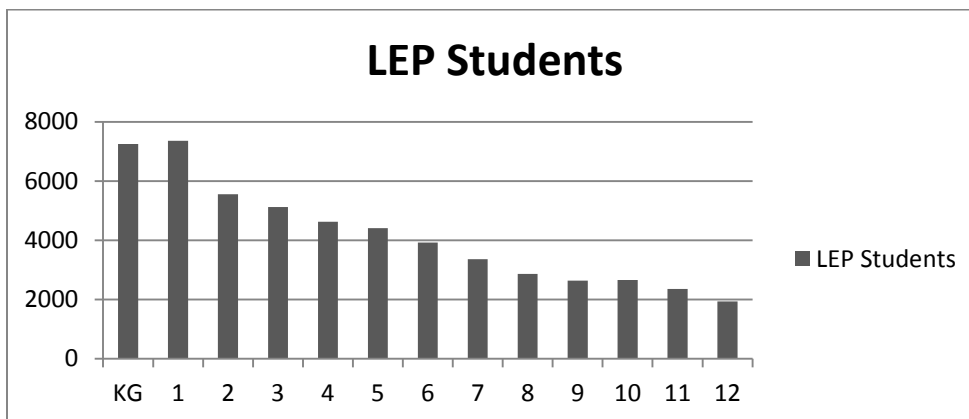
and schools under Title III are in the section on state expectations and qualifications of ESL directors in Indiana.

English Learner Demographics Focusing on Indiana - Changes and Implications

During the 2012-2013 academic year, Indiana's EL population represented five percent of the student enrollment in public schools (Indiana Department of Education Compass, 2012-2013). Indiana had 409.3% growth over a 10 year period of time between 1997-1998 and 2007-2008 (U.S. Department of Education, Office of English Language Acquisition, 2010). Another important piece of data is the breakdown of the ELs by grade level. Figure 1 portrays this breakdown.

Figure 1

Number of Limited English Proficient (LEP) students in Indiana schools by grade 2012-2013



(Geier, Davidson, Tuchman & Williamson, 2013)

As the grade levels decrease, the number of ELs increases. According to a report by The Urban Institute just under two-thirds of the LEP K-12 students are U.S. born natives. This trend indicates in part that our LEP population is increasing more internally through birth rate than through immigration (Fix & Passel, 2003). As reported in Thomas and Collier (2002), LEP students are projected to make up 40% of the school age population in the USA by 2030.

The percentage of EL fourth through eighth graders who scored proficient or above in 2012-2013 on Indiana state-developed assessments in Mathematics and English Language Arts (ELA) was 63.9% and 51.9%, respectively, while non-ELs scored 83.6 in Mathematics and 80.3% in ELA. This represents a gap of 19.7% in Math and 28.4% in ELA between ELs and non-EL students tested in Indiana (Indiana Department of Education Compass, 2012-13). Reporting on another year, Quality Counts (2009) stated that this gap increased from fourth grade to eighth grade in both reading and math. In Indiana, while the total graduation rate of all non-LEP students was 91.2% in 2012, the LEP graduation rate was 81.3% (Indiana Department of Education Compass, 2011-12). This is a difference of 10.1%.

In reference to assessment of English language students on English proficiency, fluency attainment and content standards, state statistics show that Indiana did not meet all three of the Annual Measurable Achievement Objectives (AMAOs) in 2010, 2011, 2012 or 2013 specifically for AMAO 3, the category of meeting Adequate Yearly Progress (AYP) (Indiana Department of Education Compass, 2010-13). This means that for the subcategory of Limited English Proficient students, school corporations overall have not met the state's performance targets for the English Language Arts and Math state tests. Looking at the proficiency levels of Indiana students based on the LAS Links test, and considering research that shows that it takes ELs between 4-10 years (Thomas & Collier, 2002; Cummins, 2006) to reach the level of their native English speaking peers on academic language, this is not surprising. Only 23% of Indiana's ELs in 2013 were at a level 5 (Fluent English Proficient), while 42% were at a level 4 (Advanced), 21% at a level 3 (Intermediate), 9% at a level 2 (Early Intermediate), and 5% at a level 1 (Beginner) (Indiana Department of Education Compass, 2010-13). In addition to learning English, these EL students must also attempt to master content at a native speaker level. This is

extremely challenging under the best of circumstances and with the ideal programming that matches the students' needs (Thomas & Collier, 2002; Cummins, 2006). These statistics show why effective leadership of ESL programs is so vital to ensure student achievement and academic success.

The percentage of EL students in public schools in different types of locale is varied. In cities, on average 14.3% of students are ELs. Large cities have an average of 17.7% ELs, while small cities have 11% ELs. Suburban areas have 8.3% ELs, while towns have 6.8 and rural communities have 3.6% ELs (U.S. Department of Education, National Center for Education Statistics, Common Core of Data, 2009-10). This is significant because the size of this demographic group in a school corporation determines the amount of funding, if any, a corporation receives from Title III/NESP grants. In an ESEA evaluation brief on Title III accountability, the following was stated with reference to small and large EL populations:

Whether their EL population is large or small, states and districts face challenges in meeting the needs of their EL students. Jurisdictions with large numbers or percentages of ELs may grapple with meeting the needs of ELs on a large scale but also may have a critical mass of ELs that makes provision of services a higher priority and more cost-effective than in areas with fewer ELs (Cosentino de Cohen, Deterding, and Clewell, 2005). States and districts with smaller numbers or percentages of ELs may have more isolated EL populations and more commonly have lower levels of infrastructure, expertise, and political priority for providing instruction suited to the unique needs of ELs. Jurisdictions with small and growing EL enrollments also may be more likely to employ a less coordinated or more ad hoc approach to serving ELs (Zehler, et al., 2008;

Short and Fitzsimmons, 2007; Ballantyne, Sanderman, & Levy, 2008) (Boyle, et al., 2010, p. 3).

Regardless of the size of the population, however, school corporations are required to provide educational services from their own resources to assist the ELs in becoming proficient in the language and guaranteeing their participation and equal access to programs and public education (*Plyler v. Doe*, 1982; Title VI of the Civil Rights Act of 1964; Office of Civil Rights 1970 Memorandum; *Lau v. Nichols*, 1974). The size of the population of ELs determines the amount of resources the school corporation must invest in meeting these requirements and the types of programs that will work to meet the needs of that population (Angela Mello, 2012).

Role and Importance of Leadership on Student Achievement

Due to the lack of current research on ESL Directors of Local Education Agencies, the researcher looked to the literature on other leadership roles in schools to make connections. As a follow up to their 2003 research mentioned previously in Chapter 1, Waters and Marzano (2006) took a closer look at school district leadership, specifically the effects of the superintendent's leadership on student achievement. In a meta-analysis of 27 studies involving 2,817 districts and the achievement scores of 3.4 million students, Waters and Marzano (2006) found a statistically significant positive relationship between district leadership and student achievement (at .24). In their work, they defined three main findings and one unexpected additional finding. The first finding was that district leadership matters, as referenced in the aforementioned positive relationship between district leadership and student achievement. The second finding was that successful superintendents created goal-oriented districts through collaborative goal-setting, establishing non-negotiable goals for achievement and instruction, alignment of board of education support for goals, and monitoring of goals. The third finding was that superintendent

tenure (length of time in position) had a positive correlation to student achievement of $r = .19$. The unexpected fourth finding was that this all worked best in settings where the superintendent set clear goals yet provided “defined autonomy” to buildings to determine how to implement the goals.

A review of the research conducted by Leithwood et al. (2004) suggests that not only does leadership matter, but that its effects are underestimated and account for approximately a quarter of the total of school effects on student learning. They state that leadership is second only to classroom instruction in terms of educationally related factors that affect what students learn. To further state the case and establish the relevance to the current research, Leithwood et al. (2004) showed that effects of leadership are seen the most in areas where there is the most need. The need for improvement in EL student achievement has been well established in the demographics section of this research. The Leithwood study further defines three fundamental leadership practices without which success would not be achieved. Setting directions by developing shared understandings about the goals of the organization so that the staff feel personally motivated and engaged is the first practice that is nonnegotiable. The second practice is the development of people in the organization through intellectual stimulation, individualized support and appropriate modeling of best practices and beliefs linked to the goals. The third is described as redesigning the organization which can include strengthening district culture, modifying organizational structures, and building collaborative processes.

Reyes (Tellez and Waxman, 2006) pushes more specifically for the importance of leadership and the characteristics of successful leadership with culturally and linguistically diverse student populations (CLD). She states that school leaders must be knowledgeable about their populations as a starting point. Deficit thinking in which CLD students are seen as bringing

deficiencies to the classroom rather than funds of knowledge is particularly harmful as it causes teachers and leaders to see students as unintelligent. On the other hand, leaders who ran successful EL programs integrated those programs into the school vision and mission, staffing decisions, professional development decisions, instructional goals, assessment practices, and parental partnerships. These leaders provided non-EL teachers with professional development and included EL teachers in decision making about programs and governance. Furthermore, these successful leaders knew and used second language acquisition research to drive decisions and made parents aware of these decisions. They valued and used various languages in the school and respected the first languages of the parents. Schools were run like families and moral leadership was the basis for decisions on providing resources and time, for fair treatment of CLD students.

Reyes (Tellez & Waxman, 2006) cites Montecel & Cortez (2002) when she suggests that educational leaders must be committed to increasing student achievement through building bilingual programs, improving communication, and building community. These leaders must have knowledge about programming for ELs, must know strategies that are successful with ELs, and must be aware of the cultures and languages of the students. Relationship building and teaming efforts that include EL teachers and bilingual teachers throughout all subject areas is necessary. Ruiz (1993) is also cited in Reyes' work (Tellez & Waxman, 2006) as stating that there is a lack of attention to ELs in school reform movements even though there is a large body of research that supports bilingual education and other successful approaches. Additionally, it is claimed that while the dissonance between home and school accounts for much of the school failure of minority students, this research is mostly excluded from school reform movements. Reyes (Tellez & Waxman, 2006) cites Murphy (2002) in concluding that school leaders need to

be recultured to be successful with CLD (including EL) students to be strong moral stewards, educators and community builders.

To add to this part of the discussion, a doctoral dissertation written by Pierre (2009) found that leadership competencies for working with CLD students, as described by principals in the study, included a deep understanding of second language acquisition and strong community engagement. Furthermore, principals in this study believed that diversity is a strength in the school, all students can learn given the time and support they need, the mandate of the school principal (leadership) is to improve student learning, and that the principal (leader) must build capacity to serve diverse communities better. Furthermore, relevant to Pierre's research, Leithwood and Riehl (2003) said that effective leaders promote teaching that is culturally responsive to the populations being served, and leads to equity and excellence for all students. Additionally, Ryan (2003) concluded that inclusive forms of leadership work more effectively with diverse communities and involve including them in the culture and curriculum of the school, including their languages and funds of knowledge.

A large-scale principal and teacher survey of 257 elementary schools in California correlated with the state EL proficiency exams of EL students in those schools provided insight into the role of central office administrators on EL student performance (Williams, et al., 2007). This study looked specifically for the reasons behind why some schools performed better in terms of EL student achievement than others although they had similar populations of English learners. Principals in schools that had higher English proficiency scores stated that their districts provided them with clear expectations that schools meet required state and national growth (AYP and ELP) targets for all subgroups. Furthermore, the districts provided schools with achievement data. Principals and teachers were evaluated based on that data, as well as

whether instruction was focused on achievement. In another area, districts ensured alignment of state standards with the language arts and math curricula, and provided adequate textbooks and facilities. Finally, the districts provided materials for struggling students and ensured that the instructional needs of English learners were being addressed.

The impact of leadership on school climate and teacher attitude is demonstrated by a study conducted by Walker, Shafer, and Iiams (2004). In this study, an anecdotal account of a situation in a particular school highlights an area of significant concern. The situation portrayed through several different interviews with teachers showed that a principal and the district ESL director declared that no language other than English would be spoken at the school. This was a punitive measure in response to an event that occurred on the playground. Consequently, federally-funded free breakfast was denied to several students a week because they were speaking their native language in the cafeteria. The ESL director in the district did not advocate for the EL students who were being denied their civil rights to free speech and their legally entitled, federally-funded meal. This director and the subsequent director (upon the retirement of the first) were not chosen by the district based upon their experience or training with English learners or programs to support them. They had no training or experience in this area. Neither the ESL director nor the principal consulted with the experienced and trained EL teachers who consequently felt disenfranchised and unsupported (in addition to indignant that their students' rights were being violated). According to Levine and Lezotte (2001) used to support the Walker et al. study, principals who have negative attitudes towards ELs can create and perpetuate negative school cultures that transmit to the teachers. Consequently, teachers often fail to meet the academic and social needs of EL students and actively "maintain the hegemonic legitimacy of the dominant social order" (Walker et al., 2004, p. 130).

Second Language Acquisition - A Review of What Works for Language Development and Academic Success with English Learners

One of the requirements placed on school districts towards English learners of the Elementary and Secondary Education Act (ESEA) is that all Language Instruction Education Programs (LIEPs) must be based on scientifically based research (U.S. Department of Education, 2012). Given that this is a relatively young field and that humans are the subjects of research, there is currently no one theory that is agreed upon by researchers in the field as the best theory of second language acquisition. In fact, there may never be one theory that accounts for all instances of learning an additional language. Different theories, all researched based, lead to different approaches for instruction. Leaders of LIEPs must be able to evaluate what works best for their setting and their particular EL students' needs. Given this reality, there nevertheless exists a set of theories that are fundamental to the second language acquisition process and must be understood in order for the ESL directors to be able to make well informed decisions about their programs (U.S. Department of Education, 2012). These theories and constructs have been outlined herein.

According to a May 2012 report issued by the U.S. Department of Education that reviewed a broad base of literature on second language acquisition (SLA) and Language Instruction Education Programs (LIEPs), there is a continuum on which language learning theories can be viewed. This continuum has on one side a more passive, acquisition based view of language learning in which the learner is not consciously and formally taking steps to learn language. In this model, the first language may be used in the interim to support learning of content. In the middle of the continuum is a mixed approach that includes active learning mixed with innate, subconscious learning supported by the first language. On the opposite extreme is a

very active process of language learning in which the learner actively monitors his or her own learning. Each of the main SLA theories has been described below within this framework (U.S. Department of Education, 2012).

On the more passive side of the continuum are the theories of Steven Krashen, who in 1982 offered a view of SLA in which the learner has a limited consciously active role in the learning process. Five hypotheses make up what is called the Monitor Model. One of the five is referred to as the acquisition hypothesis. In this model, language is acquired through meaningful interaction with the target language. The second is the natural order hypothesis in which learners acquire the grammatical structures of the language in a predictable order. The input hypothesis states that the learner is capable of learning language at a level one step beyond his or her current level with comprehensible input. The monitor hypothesis, the one the model is named after, states that active involvement by the learner is limited to a role of monitor or editor for self-correction. Finally, the affective filter hypothesis states that the learner needs a relaxed, non-threatening environment in which his or her anxiety level is not raised in order to learn language. The idea is that if one is anxious, a wall will go up, preventing the learner from being in a state in which acquisition can take place.

The middle ground theories that support both an Innatist perspective towards language learning balanced with judicious use of instruction and first language support stem from the theories of Noam Chomsky and Jim Cummins, amongst others. Chomsky (1968) argued that language learning is innate and unique to humans. According to him, humans have a Language Acquisition Device (LAD) that allows us to learn any language given adequate input and exposure. Cummins (1979, 1981) further developed this approach to second language acquisition by adding the concept of transfer, which proposes that the skills an individual has in

one language can be utilized to learn new skills and knowledge in another language.

Additionally, Cummins (1981) added Common Underlying Proficiency to the discussion as a shared base of knowledge that an individual can draw upon and share between languages (also known as Linguistic Interdependence). Another foundational element to these theories was the distinction between basic interpersonal communication skills which take from one to two years and cognitive academic language proficiency which takes anywhere from four to ten years to achieve (Cummins, 1979). Often, once ELs reach near fluency, they no longer receive specific language instruction which could lead to a plateau being reached (fossilization) and fluency never being obtained (U.S. Department of Education, 2012). This group of theories lend themselves to second language learning methods which use the first language as a tool and promote bilingualism.

The perspective of language learning which purports that it must be actively engaged in and self-monitored can be seen as being at the opposite end of the spectrum from a passive acquisition of language. Language learners must be active participants in their learning, employing cognitive learning strategies and adjusting language production according to noticed comprehension errors or communication errors (Chamot & O'Malley, 1996). The Cognitive Academic Language Learning Approach was a development out of this perspective (Chamot & O'Malley, 1996).

An influential study by Thomas and Collier (1997) provided empirical evidence as to the effectiveness of different types of language teaching programs for ELs and the length of time it takes for them to become proficient in English. One aspect of the study showed that it takes four to seven years for ELs, when simultaneously receiving instruction in their first language, to be on par with native English speaking students on standardized tests of reading. For those who did

not receive instruction in their first language, it took seven to ten years or more. Another important aspect of this study resulted in a comparison of different program models for ELs. In essence, two-way developmental bilingual programs produced students who performed significantly higher than native English speakers while one-way developmental bilingual programs including ESL taught through academic content produced students who performed slightly higher than native English speakers. ESL pullout programs taught traditionally, meaning basic language development and ESL taught through academic content both produced students who performed significantly below native English speaker norms. Transitional bilingual education that included ESL taught through academic content served students slightly better yet still produced students who were well below native English speaking norms. These results compare students who started school as beginners to the English language in kindergarten and followed them through their K-12 school careers.

Reviewing the key research on second language acquisition leads to some common understandings as to some factors or strategies that are beneficial to language learning while at the same time not pointing definitively towards any one theory. These factors must be taken into consideration with regards to the specific population of ELs in a school corporation, thus making it crucial for the director of EL programs to be able to evaluate them.

Expectations, Requirements, and Qualifications Required for ESL/Title III/NESP Directors in Indiana School Corporations

The State of Indiana does not have specific requirements for qualifications or experience for the individual who holds the position of Director of ESL/Title III/NESP. This has been determined through email correspondence (July 26, 2010) and personal interview (August 25, 2010) with the then Coordinator of English Language Learning and Migrant Education for the

State Department of Education (Harvey, 2010) and through document review of the Indiana Code through the Indiana Register dated December 14, 2012.

The Coordinator of English Language Learning and Migrant Education Programs stated that there are no requirements for who can serve as Title III/NESP director in school corporations. She said that it is often a district level administrator who is responsible for other Title programs that fulfills this role. Furthermore, she said that her office cannot dictate much about who manages this grant program because Title III only allows two percent of the district's allocation to be used for administration. When asked if the person has to have an administrative license, the coordinator said no. When asked if the person must have experience working with ELs, she also stated that they do not. With regards to training, Ms. Harvey stated that the individuals responsible for the grant are expected to participate in a WebEx that outlines the program requirements (Harvey, 2010). This document is referenced later in this section.

The Indiana Register document, known as REPA (Rules for Educator Preparation and Accountability) dated December 14, 2012 posted by the Indiana State Board of Education outlines the qualifications required for other school leaders including building level administrator, district level administrator-superintendent, district level administrator-director of career and technical education, district level administrator-director of curriculum and instruction and district level administrator-director of exceptional needs. In order to be licensed by the state to fulfill one of the aforementioned positions, one must have completed an approved education program in that area, successfully completed the administrator's licensure assessment, have had relevant experience in that field or as an administrator, and have earned a master's degree (Indiana State Board of Education, 2012). These requirements are not paralleled for directors of ESL/Title III/NESP programs under State law.

The following excerpts are from the Title III Biennial Report to Congress, 2008-10 (U.S. Department of Education, Office of English Language Acquisition, Language Enhancement, and Academic Achievement for Limited English Proficient Students (2013) and are referenced to support the importance of the leader of this grant at the Local Education Agency having appropriate qualifications and experience. The implications of the leader not knowing how to manage the ESL program are great.

The overall goals of Title III of the ESEA are to ensure that LEP students, including immigrant children and youth, attain English proficiency while meeting the same challenging State academic content and student academic achievement standards as all children (ESEA, §3102(1), p. 5)

Additionally, the report discussed the accountability requirements placed upon the state and then passed down the chain of command to the Local Education Agency. Within this section, several important elements are noted. First, standards for language proficiency attainment must be established by the state and followed by the school corporations (Local Education Agencies). Second, Annual Measurable Achievement Objectives must be established by the state to which school corporations are held accountable. Accountability requirements include the following:

Title III requires states to develop ELP standards that include the recognized language domains of reading, writing, speaking, listening, and comprehension and, as also required by Title I, assess the ELP of LEP students on an annual basis. In addition, states must establish AMAOs that measure subgrantee progress in helping LEP students gain ELP and achieve academically. These AMAOs also are used to measure the performance of

Title III subgrantees and the states and hold them accountable for the achievement of LEP students.

The first two AMAOs pertain to students' acquisition of the English language, while the third AMAO focuses on academic performance:

AMA0 1 measures the extent to which LEP students make progress in English proficiency;

AMA0 2 measures the extent to which LEP students attain English proficiency; and

AMA0 3 measures the academic achievement of LEP K–12 students in mathematics and reading or language arts and is the adequate yearly progress (AYP) measure as it applies to LEP students, as measured under Title I of *ESEA* (U.S. Department of Education, Office of English Language Acquisition, Language Enhancement, and Academic Achievement for Limited English Proficient Students, 2013, p. 4-5).

Since AMAOs are determined by the individual states, Indiana's were defined in the *Monthly Happenings* newsletter available online from the Office of English learning and Migrant Education, Indiana Department of Education:

- AMA0 1 checks for the percentage of students assessed by your school district via LAS links in spring 2013 whose performance increased 12 or more overall scale points from their most recent prior test. Students must have already taken the annual assessment for their score to be included in this calculation. The state target was 51% and the state performance was 64%. The state target increases by 2% points each year.

- AMAO 2 checks for the percentage of LEP students assessed by your school district via LAS links in spring 2013 who received an overall level 5 (with at least a 4 in all domains of speaking, listening, reading, and writing) AND who were previously LEP (level 1-4) on their most recent assessment. The state target was 14% and the state performance was 14%. The state target increases by 1% point each year.
- AMAO 3 checks for the performance of the LEP subgroup on ISTEP+ in math and English/language arts. The AYP subgroups are still recognized within Indiana's A-F accountability system known as AMOs (annual measurable objectives). The state target for the LEP subgroup in spring 2013 was 53% passing for E/LA and 63% for math. These targets increase each year, which can be found on p. 74 of Indiana's current ESEA Federal Flexibility Waiver. Current LEP (levels 1-4) students, first year 5s, and students within the 2 year monitoring window are factored in the LEP subgroup (Geier, Davidson, Williamson, & Mann, Feb 2014, p. 2).

It should be noted that AMAO targets are defined at the state level which produces different scales of measurement across the United States. In an American Institute for Research report on Title III, the authors state, "Both numeric AMAO targets and the definitions of "progress" and "proficiency" have varied dramatically across states since Title III has been in place... This lack of stability, consistency, and transparency surrounding the implementation of Title III performance objectives raises concerns that states' Title III accountability systems may not be effectively informing and motivating improvement at this time." (Boyle, Taylor, Hurlburt, & Soga, 2010, p. 10).

Especially notable is the section which refers to subgrantees (Local Education Agencies) who do not meet the AMAOs for four years in a row. According to consequence number two, if

the state determines to continue to allow the subgrantee to receive Title III funds, one of the conditions is that educational personnel who prevented it from meeting the AMAOs must be replaced. This is striking given that there are no requirements placed on the subgrantee (Local Education Agency) regarding qualifications or experience of the individual holding the Director of ESL position in Indiana. These consequences follow:

To enforce the requirements of Title III, subgrantees are subject to specific consequences if they fail to meet the targets for any of the three AMAOs. After two consecutive years of failing to meet the AMAO(s), a subgrantee must develop an improvement plan for ensuring that the district will meet the objectives. The plan must address the reasons why the subgrantee did not achieve the objectives. If a subgrantee does not meet the AMAOs for four consecutive years, the state must either:

(1) require the subgrantee to modify its curriculum, program, and method of instruction, or

(2) determine whether the subgrantee should continue to receive Title III funds. If the state determines that the subgrantee should continue to receive Title III funds, the state must require the subgrantee to replace educational personnel and address the factors that prevented it from meeting the AMAOs (U.S. Department of Education, Office of English Language Acquisition, Language Enhancement, and Academic Achievement for Limited English Proficient Students, 2013, p. 5).

The Indiana Department of Education Office of English Learning & Migrant Education produces several documents that outline the guidelines and procedures to follow to legally and equitably serve English learners in schools. One such document addresses the amount of time that is appropriate for specific English language development:

The school corporation shall provide equal educational opportunity to language minority students with the appropriate level of English language development to allow for meaningful participation of language minority students in the district's educational program. Such instruction shall take place during the regular school day. A minimum of one (1) hour daily is appropriate for LEP students at English proficiency levels 1-4 (Indiana Department of Education Office of English Learning & Migrant Education, 2011, para. D).

This is important because it spells out the amount of time that ELs are to be engaged in activities to improve their English language development specifically. Furthermore, segments of the text of NCLB (2001) Title III (20 U.S.C. 6801 et seq.) are provided to show the requirements of the Local Education Agency in providing appropriate uses of funds. The ESL Director appointed by the Local Education Agency to oversee programs for EL students would have the responsibility to ensure that these requirements are met if this grant is received.

TITLE III—LANGUAGE INSTRUCTION FOR LIMITED ENGLISH PROFICIENT AND IMMIGRANT STUDENTS

SEC. 3115. SUBGRANTS TO ELIGIBLE ENTITIES.

(c) REQUIRED SUBGRANTEE ACTIVITIES.—An eligible entity receiving funds under section 3114(a) shall use the funds—

(1) to increase the English proficiency of limited English proficient children by providing high-quality language instruction educational programs that are based on scientifically based research demonstrating the effectiveness of the programs in increasing—

(A) English proficiency; and

(B) student academic achievement in the core academic subjects; and

(2) to provide high-quality professional development to classroom teachers (including teachers in classroom settings that are not the settings of language instruction educational programs), principals, administrators, and other school or community-based organizational personnel, that is—

- (A) designed to improve the instruction and assessment of limited English proficient children;
- (B) designed to enhance the ability of such teachers to understand and use curricula, assessment measures, and instruction strategies for limited English proficient children;
- (C) based on scientifically based research demonstrating the effectiveness of the professional development in increasing children's English proficiency or substantially increasing the subject matter knowledge, teaching knowledge, and teaching skills of such teachers; and
- (D) of sufficient intensity and duration (which shall not include activities such as one-day or short-term workshops and conferences) to have a positive and lasting impact on the teachers' performance in the classroom, except that this subparagraph shall not apply to an activity that is one component of a long-term, comprehensive professional development plan established by a teacher and the teacher's supervisor based on an assessment of the needs of the teacher, the supervisor, the students of the teacher, and any local educational agency employing the teacher.

These aspects of carrying out the Title III grant requirements point to the need for the director to be knowledgeable in many areas pertaining to the education of ELs from appropriate programming based on scientific research to professional development for personnel. However, as has been already established, there are no requirements from the state for this individual in the Local Education Agency.

Indiana State Department of Education Support and Training for ESL/Title III/NESP

Directors in Indiana School Corporations

The researcher met with the state director of the English Language Learning and Migrant Programs, Lauren Harvey (personal communication, July 26, 2010) to gather information about what is offered in terms of training and professional development for ESL directors.

Additionally, a review of the Indiana Department of Education website shows resources on Title III administration, regulations, forms, program ideas, and so on. These are available on The

Learning Connection, a resource for which one must register to be able to access information. There are several WebEx resources and PowerPoint presentations which provide guidance. Individuals who are part of this community may also post questions and share information through a message board. Emails are distributed to this group as well, which is a major vehicle for providing information to the Directors of ESL programs. In the past, the IDOE has hosted yearly conferences, but that responsibility has been taken on by one of the Regional Education Centers.

Role of Attitude and Professional Development of Educators on Student Achievement

Limited research has been conducted on the attitudes and beliefs of educators towards English learners or more generally, culturally and linguistically diverse learners. Most of the existing research has focused on teachers and not on administrators or other educational leaders charged with overseeing ENL programs. The research that does exist shows a tendency for teacher attitudes towards ELs to reflect community and societal beliefs and misinformation about language acquisition (Walker et al., 2004). Another contributing factor in attitudes towards ELs is the expectation for teachers to meet the needs of a changing population without adequate training. The regulations of NCLB require accountability for the progress of ELs (the government uses LEP, Limited English Proficient) while the population of EL students continues to increase. This puts pressure on teachers who do not feel well prepared to meet the needs of culturally and linguistically diverse students. These factors also apply to the person in the leadership position, which is usually the ESL director and the principal. This raises the stakes for the leader to have a strong knowledge base about what works and what does not work in program planning and implementation for ELs (Walker et al., 2004; National Clearinghouse on English Language Acquisition, 2008).

According to Levine & Lezotte (2001), the most decisive factor that will impact the effectiveness of the school program for ELs is the principal or school leader. Administrators who had a positive attitude towards cultural and linguistic diversity spread that attitude to teachers (Levine & Lezotte, 2001; Wrigley, 2000). A study (Walker et al., 2004) found that teacher attitudes towards ELs were neutral to strongly negative across varying demographic categories and different types of communities. Furthermore, EL teachers who were interviewed in this study held administrators accountable for negative attitudes towards ELs and for allowing a school culture that blames ELs for their social and academic deficiencies. This is often called a subtractive view of the impact of culturally and linguistically diverse students, as opposed to viewing them as an additive feature in the school culture (Freeman & Freeman, 1998). In the same study, 70% of teachers surveyed were not interested in having ELs in their classrooms while 14% directly objected. Furthermore, 87% of teachers had never received any professional development in working with ELs and 51% said they would not be interested in the training if given the opportunity. Paradoxically, teachers in the same study felt that their schools openly welcomed ELs and embraced their native cultures and languages (62%) and 78% thought that language-minority students bring diversity to the classroom. The researchers speculated that this paradox could be due to those interviewed feeling the need to be politically correct (Walker et al., 2004).

Additionally, teachers (and administrators) often have misinformed opinions about issues that have been disproven or strongly contested. For example, 71.1% of teachers surveyed believed that students can learn English in two years (Reeves, 2006). However, multiple longitudinal studies show that this is not correct. The research reports that it takes ELs between four and ten years to reach academic proficiency equal to their native English speaking peers

(Thomas & Collier, 2002; Cummins, 2006). The difference lies in many factors such as the type of language program the student is in, language proximity (similarity between languages), and personal motivation. Another misconception is that ELs should speak English at home and not their primary language. In a study conducted by Karabenick, Clemens, and Noda (2004), 729 teachers were surveyed showing that 52% believed this to be true. In fact, it is very important for individuals to have a strong first language and to gain first language literacy. This acts as a base to form common underlying proficiency of language from which a new language can pull information (Cummins, 2006). It is much easier to learn a second or third language if there is a preexisting strong base to build on. One way to combat this lack of knowledge corresponds to one of the recommendation of the researchers in the Walker et al. (2004) study:

Administrators need professional development in the areas of second language acquisition, diversity and ELL pedagogy, in addition to specialized professional development in implementing and managing effective ELL programs. Administrators need this knowledge in order to create a positive school environment essential for effective inclusive education, and to optimize and support collaboration between ELL teachers and mainstream teachers (p. 154).

Adding to the need for professional development, Byrnes, Liger, and Manning (1997, 1996) found that teachers who had the most positive attitudes towards ELs had participated in formal EL training, had completed a graduate degree, and came from regions where they received strong supportive messages from state legislature and educational mandates. A similar study by Youngs and Youngs (2001) found that teachers were more likely to have positive attitudes when they had taken foreign language or multicultural education courses, received some training in working with ELs, lived or taught outside the USA and had worked with more

diverse students. However, on a 2001 U.S. Department of Education NCES survey, only 27% of teachers felt they were “very well prepared” to meet the needs of ELs. In a survey, Reeves (2011) found that 81.7% of teachers felt they did not have enough training to work well with ELs.

Looking further at the possible outcomes of professional development, an unpublished study conducted by this researcher with the assistance of IUPUI-CUME (Indiana University Purdue University in Indianapolis – Center for Urban and Multicultural Education) for evaluation of a National Professional Development Grant and to inform program development, used a survey adapted from the “*Not in My Classroom*” study (Walker et al., 2004). The unpublished study found significance in the pre and post assessments surrounding professional development based on the Professional Learning Community model (Dufour et. al. 2006). The pre and post assessments utilized a five point Likert scale on items centering on attitude, knowledge, and efficacy of the participants. The following excerpt was taken from the evaluation report for the first group that was trained through the program that consisted of general education teachers, EL teachers, EL assistants, building administrators and the ESL director.

Upon completion of the ten hours of training, twenty-one participants of the Anderson Elementary and Anderson Secondary professional learning communities completed a *Perceptions of English Language Learners* post assessment. Data was analyzed through a paired T test. Table 2 highlights statements that showed significant difference between pre and post assessment perceptions of teachers who participated in the professional development. It appears that teachers’ perceptions were impacted by the training.

Table 2

Anderson PLC Pre and Post Assessment Perceptions

Items	Pre Mean (SD)	Post Mean (SD)
I feel well prepared to teach ELL students.	2.82 (1.01)	3.59** (.87)
I would like to have an ELL student in my classroom.	4.25 (.77)	4.63* (.62)
ELL students learn better if they are not allowed to use their native language at school.	2.59 (1.00)	1.35***(.49)
ELL student bring needed diversity to schools.	4.31 (.48)	4.75** (.45)
It is important to consistently provide culturally relevant pedagogy for ELL students.	4.19 (.66)	4.56* (.51)
ELL students should be expected to be fluent in English after one year of ELL instruction. (R)	1.94 (.90)	1.35** (.49)
Mainstream teachers should adapt their instruction to meet ELL student needs.	3.94 (.83)	4.59** (.51)
If a school does not have an ELL teacher, ELL students should be placed in Special Education. (R)	1.47 (.62)	1.24* (.44)
It is the responsibility of the ELL student to adapt to American culture and school life. (R)	2.88 (1.09)	2.13* (1.02)

***p<.001, **p<.01, * p<.05

R = reversely coded item

(Smith & Mungro, 2009, p. 8¹).

In the same evaluation report, open-ended responses were coded around themes. The three main areas that were developed through this research were:

- 1) an increased awareness of teaching strategies and needs of ELL students,
- 2) feeling encouraged and better equipped to accommodate all students, and
- 3) valuable collaboration with colleagues and resources (Smith & Mungro, 2009, p. 8).

A few of the participants in the study were administrators and the ESL director, in addition to EL teachers, but their scores were not disaggregated separately from the teachers' scores. Therefore, it is not possible to draw conclusions about the change in administrator or ESL director attitudes following training. This information provides another reason to specifically focus research on ESL directors. The world of education needs to know how to meet their needs as a distinct group.

¹ Research conducted by Albrecht, report written as part of the evaluation for a grant by Smith & Mungro.

Role of Efficacy in Leadership

The study of self-efficacy has been an important part of understanding the effects of self-belief in one's own abilities on achievements for untold years. As Virgil stated, "They can because they think they can," in the Aeneid in around 30 BCE (Williams, 2014). Famous psychologist, Albert Bandura made significant contributions in this area in the 1970's. He defined efficacy in terms of the expectation that one can do what is required to produce an outcome (Bandura, 1977). Bandura discussed sources of efficacy with the most influential being mastery experiences. He proposed that successful performance of a task or activity would lead to increased self-efficacy about future performance while unsuccessful performance would lead to decreased self-efficacy.

In 1976, a RAND Corporation study was conducted paving the way to applying the concept of efficacy to education (Armor et al., 1976). This study used two items to create a teacher efficacy variable and related it to student achievement in reading, primarily with Mexican American and African American students. Armor et al. found that teacher efficacy had a strong, positive effect on student performance. Tschannen-Moran, Hoy, and Hoy (1998) discuss many other studies that extended the RAND study and found correlations between student achievement, teacher stress, willingness to try innovations, and willingness to stay in the field. They also referenced Guskey in an article from 1984 in which he wrote that higher levels of efficacy were related to more positive attitudes about teaching (Tschannen-Moran et al., 1998). In the same article, Bandura's contribution to teacher efficacy, the Teacher Self Efficacy Scale, was referenced to point out that measuring teacher self-efficacy needs to be more specific to the context, but not so specific as to not be generalizable. Furthermore, Bandura's theories

point to the need to examine reciprocal relationships between environmental contexts, personal factors and efficacy (Tschannen-Moran et al., 1998).

After an extensive literature review, the paper by Tschannen-Moran et al. (1998) suggested a concept of how to view and measure efficacy that weaves together the ideas that came before. The inputs to teacher efficacy were Bandura's sources of efficacy (the most important being mastery experiences, or the perception that performance has been successful), potential new sources of efficacy, cognitive processing of the individual, analysis of the teaching task and assessment of personal teaching competence. Then, teacher efficacy leads to consequences for the teacher reaching goals, intensified effort, persistence, and so on. This in turn leads to performance, which leads back to mastery experiences. They state, "It is in making explicit the judgment of personal competence in light of an analysis of the task and situation that our model improves upon previous models" (Tschannen-Moran et al., 1998, p. 233).

In a study by Tschannen-Moran and Gareis (2005), the previous work on teacher efficacy was extended to principals. This study looked at the role of multiple factors on efficacy and found that demographics and school contexts did not strongly predict efficacy in principals. On the other hand, they found that the perception of the quality and usefulness of principals' preparation and support from others played significant roles in efficacy for leadership. They concluded the study by stating that the level of principals' self-efficacy in the form of belief in their abilities to impact student outcomes affects the principals' behaviors and attitudes (Tschannen-Moran & Gareis, 2005).

Studies have also shown that when a teacher or educational leader feels a sense of control over their situations and environments, they have a greater level of efficacy (Bandura, 1993; Tschannen-Moran et al., 1998; Leithwood & Jantzi, 2008). More recently, Reeves (2011) said

that, “By ‘efficacy’ we mean the personal conviction of teachers and administrators that their actions are the primary influences on the academic success of students (p. 26).” This journey down the road of defining efficacy in education led this researcher in search of the role that ESL program leaders’ feelings of self-efficacy played on their attitudes towards ELs, their beliefs about their level of program implementation, and to try to understand the factors that impacted the efficacy of these ESL program leaders.

The present research sought to explore the relationships and interplay between the constructs of knowledge in the field of ESL, attitude towards English learners, efficacy for program leadership, and effective program implementation, as experienced by those in leadership roles over ESL programs in Indiana schools. Additionally, the study sought to determine if personal data and district demographic data affected the constructs. Finally, the study looked at the professional development needs of these leaders to improve their implementation of the ESL programs. The study sought to draw parallels between what is known about the importance and significance of leadership in schools generally (principals, central office personnel) with leadership of ESL programs.

CHAPTER 3

METHODOLOGY

The primary purpose of this research was to gain a clearer understanding of the qualifications and experiences of the individuals in Indiana school corporations who have been appointed to administer the English as a Second Language program and Title III and/or Non-English Speaking Program grant funds, in light of the importance of leadership on student achievement. Secondly the researcher sought to determine the attitudes of the individuals towards English learners and their feelings of leadership efficacy to determine if a relationship exists between these and other factors, such as personal and district demographic data. Another purpose of the investigation was to determine what the relation might be between district characteristics and demographics and the qualifications and experiences of the individual holding this position. Finally, the study sought to make recommendations on appropriate qualifications and professional development needs of these individuals.

Research Questions

1. What qualifications (certification, knowledge of Title III/NESP requirements, second language acquisition principles and training), and backgrounds do ESL directors in Indiana have?
2. What are the ESL directors' attitudes towards English learners?
3. What types of professional development have ESL directors had and/or want to receive?

4. What level of efficacy do ESL directors have with providing leadership for the EL program and professional development to staff?
5. How is district data (demographics, personnel working with ELs, low incidence/high incidence/rapid influx, assessment) related to the qualifications and level of training of the ESL directors?
6. Is there any relationship between ESL directors' attitudes towards English learners and their levels of qualification, experience and efficacy for managing the program for English learners?

Research Design

The research methodology used in this study followed a quantitative approach with elements of both descriptive and correlational study. Descriptive research seeks to provide information about a current situation taking place. Much of this study was descriptive; however, the fifth and sixth research questions sought to determine the relationships and interactions between multiple factors, such as the individual's experiences, qualifications, attitudes, leadership efficacy, and the district's composition. This is the part of the research that is correlational (Postlethwaite, N., 2005).

Tailored design internet survey research was the method of data collection for this study. The tailored design approach was utilized because it encourages a high quantity and quality of response from the participants. This approach follows principles of human behavior that encourage social exchange and motivate individuals to participate because they feel a sense of involvement (Dillman, Smyth, & Christian, 2009). The procedures are important in this type of design because they are specifically intended to encourage participants to respond because of their unique involvement. Parts of the procedure that were crucial included the correspondence

with participants and the survey itself which was designed to engage those who were targeted (Dillman et al., 2009). The initial email message to participants is included in Appendix .A.

A survey was written and the internet was utilized to distribute and collect this survey using a tool called QuestionPro. The Indiana State Department of Education Office of English Language Learning and Migrant Programs (IDOE OEL&ME) was instrumental in connecting the researcher with the individual in a LEA who was identified as the ESL director for each relevant school district. The survey was sent out by the Department of Education through a community for personnel serving English Learners on the Learning Connection and through a weekly update that goes out on that community (personal communication with Anne Davis, Director of Individualized Learning, November 14, 2011). Securing the support and assistance of this state agency also aided in establishing legitimacy for the survey and elevating its importance (Dillman et. al., 2009). The researcher followed up by sending a reminder to this group through the same channels described above. Responders were assured that the data would only be used in the aggregate to determine overall trends and that their identities and school corporation identities would not be individually reviewed.

Description of the Sample

The targeted sample consisted of a pool of individuals who administered the ESL program, Title III and/or NESP grants at school corporations in Indiana. This pool was determined with the assistance of the Indiana Department of Education Office of English Language Learning and Migrant Programs (IDOE OEL&ME) through the Learning Connection user group IDOE - Title III and NESP (English Learners). The IDOE leadership of this office agreed to assist in the distribution of the survey through the Learning Connection list-serve, and to encourage participation through offering their support and by specifically addressing the

announcement to “EL Program Directors”. More information on the distribution of this survey and the method used to target the appropriate audience can be found in the data collection section, with follow up in the chapter on results.

The Instrument

The survey instrument was developed by the researcher with input from several data sources, including: professional literature, a group of professionals in the TESOL (Teaching English to Speakers of Other Languages) field, and input from a tool already developed by the researcher in conjunction with IUPUI – CUME (Indiana University Purdue University in Indianapolis Center for Urban and Multicultural Education) to evaluate teacher knowledge and attitudes toward English learners. The survey instrument is located in Appendix B. The survey was developed by generating an organizational framework of information desired from the participants that would assist in answering the research questions. The categories in this framework included: individual data, second language acquisition, ESL programing models, attitudes towards ELs, professional development for ESL leadership, efficacy for leadership of ESL program, and district data. The alignment of the survey items to the research questions and categories of information is located in Appendix C. Furthermore, the survey items were organized into the constructs investigated in this study to form scales of mean scores, also located in the same document in Appendix C. Those constructs were knowledge of second language acquisition and ESL programs, attitudes of ESL directors towards ELs, efficacy for leadership of ESL directors, and implementation of ESL programs.

Within this organizational framework, 33 items (68 total responses) of various response types were generated. Both closed-ended and open-ended questions were utilized depending on the type of information desired. Furthermore, follow up questions in an open-ended format were

utilized when additional information was sought and to provide the option of further explanation when the available options may not have suited the individual circumstances. Mixed response options were often utilized for questions pertaining to individual and school corporation data. Items designed to elicit knowledge levels about research and best practices with ELs, attitudes towards ELs, efficacy of the participants on leadership of the ESL programs, and implementation of the program were presented in the format of a six point Likert scale from “strongly disagree, moderately disagree, disagree, agree, moderately agree, strongly agree.”

Organization of Survey by Research Question

1. What Qualifications (Certification, Awareness of Title III/NESP Requirements, Second Language Acquisition Principles and Training), and Backgrounds Do ESL Directors in Indiana Have?

The survey questions addressing this research question were organized into two main areas: personal data (experience, level of education, credentials) and knowledge (Title III/NESP requirements, second language acquisition principles). The personal data category was descriptive in nature. For the knowledge base, a composite mean score of knowledge was calculated based on answers to specific questions that have substantiated answers based on research in the field, and questions which required a self-reported understanding of rules and regulations. This variable was defined as Likert Score of Knowledge (LSK). Questions 30c and 31b were reverse-coded in the analysis.

2. What Are the ESL Directors' Attitudes towards English Learners?

The survey questions written to provide a profile of attitude followed two types: those that are purely based on opinion and those that have roots in research based evidence in the field. The second category is often referred to as “myths” of language learning in the field (Lightbown

& Spada, 2006), which refers to those strongly held beliefs about second language acquisition (such as children will learn language simply by being immersed in the mainstream classroom), not supported by research. A mean score for each type was generated creating a subscale entitled mean Likert Score of Pure Attitude (LSPA) and a second entitled mean Likert Score of Informed Attitude (LSIA). A third scale combined both types of questions into one profile generating an overall mean Likert Score of Attitude (LSA). Several questions in this analysis were reverse-coded: 27a-d, 28a-c, 29d, 31c, and 31d.

3. What Types of Professional Development Have ESL Directors Had and/or Want to Receive?

The survey questions related to this research question provided lists of types of professional development that are typically provided to schools either by the State Department of Education, universities or other consultants. One question asked what they had taken part in before while another asked them to rank the top 5 they would still like to participate in. One open-ended question was available for subjects to write in other topics they felt they need to learn more about. Additionally, a question explored the types of professional development models used within corporations to train staff.

4. What Level of Efficacy Do the ESL Directors Have with Providing Leadership for the ESL Program and Professional Development to Staff?

Survey questions were developed to provide a profile of the level of leadership efficacy felt by the ESL directors for management of the ESL program. These questions used a Likert scale and a variable based on the means of the questions combined to form a Likert Score of Efficacy (LSE). Questions 15c and 30a were reverse-coded.

5. How Is District Data (Demographics, Personnel Working With ELs, Low Incidence/High Incidence/Rapid Influx, and Assessment) Related to the Qualifications and Level of Training of the ESL Directors?

The questions developed for this research question were divided into three categories: personnel data of those working in the school corporation with the ESL program, school corporation demographic information, and questions related to the implementation of the ESL program. Questions related to personnel data were designed to ascertain the titles of those answering the survey, their role in the management of the program, the number of individuals who have been in that role and the reasons they were given the responsibility for the ESL program. Questions related to school corporation demographics included general information about the size and type of the corporation, in addition to more detailed information about the ESL student population and the corporation's ability to meet the assessment requirements of Title III/NESP. The last category related to this research question resulted in a profile of the level of implementation of the ESL program in the corporation as reported by the survey participant. A mean Likert Score of Implementation of the Program (LSIP) was developed by combining the relevant questions.

6. Is There Any Relationship between ESL Directors' Attitudes towards English Learners and Their Levels of Qualification, Experience, and Efficacy for Managing the Program for English Learners?

Answering this research question required utilizing data obtained in research question one, two, four and five. Multiple comparisons were done to observe possible relationships between variables relating to personal data (qualifications, experience), knowledge in the field (Likert mean Score of Knowledge), attitude towards ELs (Likert mean Score of Attitude

combined from: Likert mean Score of Pure Attitude, Likert mean Score of Informed Attitude), efficacy for managing the ESL program (Likert mean Score of Efficacy), implementation of the ESL program (Likert mean Score of Implementation of Program), and district demographic information.

Content Validity and Referenced Survey Reliability Measures

The survey was reviewed by an expert panel consisting of individuals working in higher education, those working in PK-12 settings and with input from the Indiana State Department of Education Office of English Language Learning and Migrant Education Programs, which posted the survey on the Department of Education's listserv for this group of leaders. The panel participants were given a protocol defining their roles, giving them instructions, and providing questions for their input. This protocol is located in Appendix D.

The panel consisted of:

Dr. Annela Teemant, Associate Professor of Second Language Education & ESL Program Coordinator, Indiana University Purdue University at Indianapolis: Dr. Teemant has extensive experience as a researcher, educator, professional development specialist, presenter, and advocate of the development of successful programs for English learners. She has coauthored the *Five Standards for Effective Pedagogy* CD-ROM Series from the Center for Research on Education, Diversity and Excellence (CREDE) in 2002. Dr. Teemant has been the lead investigator of several Federal grants (National Professional Development Grant) for developing educators to teach ELs successfully.

Dr. Lynne Stallings, Assistant Professor Department of English, Ball State University: Dr. Stallings is a researcher, educator, presenter and partner with local schools on the

development of successful teaching practices for English learners. She advises licensure candidates and coordinates the program in accordance with state and national TESOL standards.

Deborah Wilson-Allam, Administrator for Pupil Services and English language learners at Utica City School District: Ms. Wilson-Allam has a degree in Educational Leadership from the University of Rochester and a Master's Degree in Teaching English as a Foreign Language from the American University in Cairo. She has worked as an ESL professional development specialist for the OCMBOCES in New York State and has provided ESL technical support for 23 districts in Onondaga, Corland and Madison counties.

Haley Frischkorn, Adjunct Professor for ESL, Anderson University and ESL Teacher, Hamilton Southeastern School Corporation: Ms. Frischkorn has a Master's of Science in Education and TESOL from Indiana University Purdue University at Indianapolis. She has recently been the Coordinator of the ESL program and instructor for both graduate and undergraduate classes in teaching English learners at Anderson University, in addition to professional development specialist in connection with a federal National Professional Development Grant at Anderson University.

Danielle Riego, English as a New Language Coach K-12, Hamilton Southeastern School Corporation: Ms. Riego serves one of the largest school corporations in Indiana as the ESL Coach and coordinates the ESL program. She is active in the Indiana TESOL Leadership Group and has presented professional development workshops with the staff at Anderson University's ESL program. She also serves as a University Supervisor for teacher candidates working towards their license to work with English learners for Anderson University.

The content validity of this research has been verified through this panel's review. The panel responded to the survey while using the corresponding questions to determine if the survey

items would collect the expected results. The researcher then interviewed each panelist separately and revised the survey based upon their collective feedback. The panelists were asked to sign the protocol forms to gain the panelists' agreement to participate (Dillman et al., 2009).

Furthermore, reliability for parts of the instrument that were taken from the pre-existing survey used by the researcher, as mentioned above, was established by prior use of the instrument. In the present survey, Cronbach's alpha reliability coefficient was utilized for all of the constructs that were developed into scales based on mean Likert scores. Those reliability statistics are reported in the results section. Many of the remaining parts of this survey have been informed by other surveys of a similar nature conducted with teachers and building level administrators. Specifically, the surveys referred to were:

- *“Not in My Classroom”*: Attitudes towards English language learners in the mainstream classroom (Walker et. al., 2004). This study was conducted out of the University of North Dakota and included results from 422 teachers. As reported by the researchers, the alpha reliability coefficient for the survey was .67.
- *Professional development implications of teachers' beliefs and attitudes towards English language learners* (Karabenick & Noda, 2004). This study was conducted out of Eastern Michigan University and included 729 teachers. The researchers divided the study into categories and developed scales of combined factors, having different alpha reliability coefficients. Those relevant to this study were: Teacher Attitude toward ELs (alpha reliability coefficient .77), and Teacher Efficacy for Teaching ELs (alpha reliability coefficient .79).
- *Similar English learner students, different results: Why do some schools do better?* (Edsource, 2007). This study was an extensive research project that included Stanford

University, WestEd, American Institutes for Research, and EdSource. 237 principals and 4,700 teachers were surveyed in schools where English learners were present. The authors stated that the survey questions were extensively vetted by state policymakers, other researchers, and district and school educators, and field tested in eleven low-, middle-, and high-performing elementary schools across the state.

- *English language learners at school: A guide for administrators* (Hamayan & Freeman, pp 103-106, 2006). This resource is a book developed for administrators who are developing policy and programs for ESL programs. The book includes a series of surveys designed for administrators to use in evaluating their schools, programs, resources, and goals, to name a few areas. This is a reference, not a research study, so the surveys do not have reliability coefficients.
- *Tools for gathering information and evaluating the adequacy of the learning environment* (Appendix F in *Special education considerations for English language learners: Delivering a continuum of services*, 2007). This resource is a tool that is part of a book developed to guide administrators in the development of services for English learners. The survey is offered as a tool to be used by districts to assess the quality of their programs for ELs. There are no reliability coefficients available.

Data Collection

The survey was distributed electronically using a commercial tool called QuestionPro. This allowed the researcher to ensure that only one survey was answered from each respondent computer. The survey was sent out through the Department of Education online community for personnel serving English learners on the Learning Connection and through a weekly update that

goes out on that community list-serve from the Office of English Learning and Migrant Education Programs (OEL&ME). The announcement read:

Survey of EL Program Directors' Backgrounds and Needs

EL Program Directors: The director of EL Teaching Programs at Anderson University, Donna Albrecht, is conducting a doctoral survey entitled "Attitudes and Efficacy of EL Program Directors", accessible through the link in her letter below. Survey results will be made available to IDOE. Our office hopes this can bring better understanding and attention to the backgrounds and needs of EL Directors in Indiana. Participation is completely voluntary but highly appreciated. Thank you. -OEL&ME

Part of the reason for using a tailored design model was to motivate the target population to participate. The message sent out in this way with the encouragement of the responsible state office for receivers to participate was an important aspect of the chosen methodology. The email letter composed by the researcher was sent out with the survey (See Appendix A). The survey was available for participation in the spring of 2013, for 10 weeks. A reminder was sent out by the IDOE OEL&ME mid-way through the 10 weeks. A follow up reminder was sent out by the researcher through the Learning Connection two thirds of the way through to inform potential participants that the survey would remain open for a specific period of time coinciding with summer break for most school corporations.

Data Analysis

The majority of this study was descriptive; therefore, the data was analyzed using basic statistical analysis such as the distribution, central tendency and dispersion of the individual variables. The distributions revealed the frequency of the values of particular variables and are shown in percentages, tables and bar charts. The central tendency of particular variables showed

their center of distribution using the mean. Finally, dispersion revealed the spread of values around the central tendency. This was displayed in the study through the standard deviation of values (Trochim, 2006). When appropriate, items were reversely coded to show that higher values represented a more positive slant towards the topic.

For the research questions that sought to determine if relationships existed between factors (research questions five and six), a series of comparisons including one-way analysis of variance, Pearson Correlation, post hoc tests and linear regression were conducted to determine whether any relationships existed between a variety of variables. Pearson's Product Moment correlational analysis was used to look for statistical significance. This information is displayed in tables and scatter plots. Furthermore, regression analysis was done to look for predictive relationships when significance was found in the correlation of factors. Statistical significance for this study was measured at p level = .05.

Profiles based on questions using Likert scales were formed around constructs to provide a measure of that construct. These scales that were used as factors were: Likert Score of Knowledge (LSK); Likert Score of Pure Attitude (LSPA); Likert Score of Informed Attitude (LSIA); Likert Score of Attitude (LSA); Likert Score of Efficacy (LSE); and Likert Score of Implementation of the Program (LSIP). Mean scores were used in later research questions to determine variances between groups based on personal data and district data, and in correlational and regression analyses.

Limitations of the Study

The limitations of the study were multiple. Firstly, the sample frame only consisted of individuals reported to be the ESL/Title III and/or Non English Speaking Program director through self-reporting to communication from the Indiana Department of Education (IDOE)

Office of English Learning and Migrant Education (OEL&ME). This communication occurred through the IDOE online list-serve of the Learning Connection entitled Title III and NESP (English Learners). It is possible that not all school corporations that have EL students are included since they must subscribe to this list, although the OEL&ME encourages all ESL program directors to subscribe and it is their main method of communication with the directors. Furthermore, others can subscribe to this list-serve, so there is no guarantee that some respondents were not part of the target pool. Secondly, the study can only point to an association of attitudes with qualifications and experience, but cannot say why this occurs. The study can show that there is a relationship, but cannot show the cause of that relationship. Therefore, the researcher can only speculate as to the conclusions, and compare them with information reported by the respondents, such as needs for particular kinds of professional development. Thirdly, in an era of political correctness, individuals who answered the survey may have stated what they feel is the politically correct thing to say, rather than what they really believe. Along with this, the responder may have felt uncomfortable about the way the information was going to be used and fearful that their superiors would discover their feelings and/or that they were not prepared for their position. This is the difficulty with self-reported data. Lastly, the idea that the effects of leadership on student outcomes found in other research would apply to the ESL program/Title III directors is speculative. This study did not claim to have conducted this research, but to have drawn a parallel. It may be that the level of knowledge, skill, experience, efficacy, and attitudes of these individuals who lead the ESL programs has no bearing on EL student outcomes.

Summary

The methodology of this research provides a sound understanding of the level of preparation, attitudes, experience, and efficacy of school personnel charged with leading the ESL programs in Indiana schools. The design used was descriptive and correlational in nature and based upon on-line survey techniques. The following chapter will go into detail regarding the results of this study.

CHAPTER 4

ANALYSIS OF DATA

This study researched the preparedness of directors of English as a Second Language programs at local education agencies' in the state of Indiana to learn about their background experiences, awareness of second language acquisition research and best practices, levels of qualification, attitudes towards English learners, and efficacy for leading ESL programs. An additional purpose was to gain an understanding of what guidance and support this group of individuals might need. Survey questions were organized and grouped around the research questions for analysis and the findings are detailed in the following sections.

Survey Participant Details

The number of subjects with data complete enough to be analyzed overall was 88; however, in some cases the statistical analysis revealed a number slightly higher or lower than this number because some subjects answered some questions, but not others. The number of public school corporations in Indiana was 295. Given that the survey was distributed through the Indiana Department of Education's Learning Connection to the Title III and NESP (English Learners) listserv and targeted those who direct ESL programs, this provides an approximate 30% response rate if one individual responded per School Corporation. Of those who started the survey (115), there was a 76% completion rate. While the method of distribution does not guarantee that a specific person in each corporation responded, one of the goals of this tailored design survey was to develop a series of questions that were asked to ascertain the position and

role of the participant in the leadership of the ESL program to help assure that the target population answered the survey. The responses to these questions were analyzed according to the research question they addressed, but a brief explanation helps explain this point. The position titles of those who participated, found in research question five, demonstrated that the majority of the individuals were in leadership roles and were responsible for the coordination of the ESL program. Respondents were also asked how long they had been in a position of responsibility for the ESL program, answers for which can be found in research question one. The question clearly states that the person answering it should be in a leadership role in the ESL program. Further questions asked for the participant's role in the corporation with regards to the ESL program, and about the level of involvement of the individual in the design and delivery of the ESL program. The answers to these questions can be found in research question five. All of these questions made it clear that those who were being targeted to respond to the survey, and thus the results, were consistent with individuals who played a leadership role in the ESL program in their corporations.

Analysis by Research Question

The data for each research question was analyzed and the results described in order to provide the necessary information upon which to draw conclusions. The following provides that information conveyed in the order of the research questions. Research question one includes demographic information about the survey participants.

Research Question 1: What Qualifications (Certification, Experience, Knowledge of Title III/NESP Requirements, Second Language Acquisition Principles and Training), and Backgrounds Do ESL Directors in Indiana Have?

Demographic information. The first category of questions dealt with personal data, or demographics of the subjects who responded to the survey (experience, education, credentials). Table 1 demonstrates that the majority of participants had above 16 years of experience. Most subjects reported having education above a Bachelor's Degree. The highest number reported having a Master's Degree or a Master's Degree plus 30 credit hours. Table 1 depicts all of the responses on educational level. With regards to credentials, Table 1 shows that the greatest number of participants reported that they have a teaching license, but approximately 40% stated that they hold either building or district level administrative credentials or other school specialist credentials. Table 1 also shows that the largest group of respondents said that they have held their position related to the English learners' program for 1-2 years while the smallest group reported having held the position for over 10 years.

Table 1

Demographic Data of Survey Participants

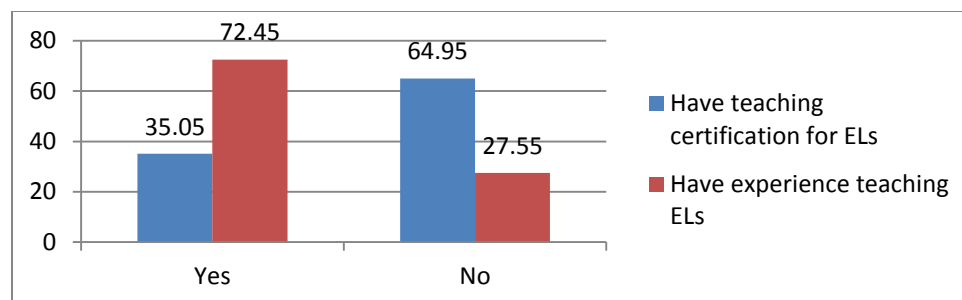
Years of Experience			Level of Education		
	n (102)	%		n (102)	%
0-5	14	13.33	BA/BS	19	18.63
6-10	19	18.10	MA/MS	26	25.49
11-15	17	16.19	MA +1	12	11.76
Over 15	55	52.38	MA + 30	26	25.49
			Educational Specialist	14	13.73
			Doctoral	5	4.9
			Ed.D/Ph.D		

Professional Credential			Time in Position		
	n (96)	%		n (90)	%
Teacher	33	34.38	1-2 years	36	40.00
Building Level (principal)	15	15.62	3-5 years	24	26.67
District Level	11	11.46	6-10 years	21	23.33
Other school Specialist	14	14.58	Over 10 years	9	10.00
Other	23	23.96			

Over a third of the subjects stated that they held certification in teaching English learners specifically. Figure 2 shows that in contrast, nearly three-fourths of participants stated that they have had experience teaching ELs themselves.

Figure 2

Comparison of Participants Having Teaching Certification and Experience Teaching ELs



Knowledge in the field of English as a Second Language program management and second language acquisition of directors of ESL programs. The second category of questions relevant to answering research question one pertains to the knowledge base of the directors. A construct or factor was developed from relevant research questions to form this measure of knowledge of second language learning and programming. This factor was defined as Likert Score of Knowledge (LSK). Table 2 provides descriptive statistics and Cronbach's reliability alpha for the group of items that made up this factor.

Table 2

Descriptive Statistics for Likert mean Score of Knowledge

	N	Minimum	Maximum	Mean	Std. Deviation	Cronbach's α
LSK	91	1.00	6.00	5.0682	.78066	.772

The Likert scale was 1-6 (high).

Originally, 14g was considered as part of the Knowledge variable, but it was withdrawn upon further analysis through Cronbach's reliability test. The question did not really speak to the individuals' knowledge, but rather their experience. It asked whether or not the participants had

administered the LAS Links test themselves. Cronbach's alpha reliability coefficient for the remaining items was .77. Table 3 represents the mean scores and standard deviations of participants on each question included in the subscale of knowledge.

Table 3

Questions Included in Likert Mean Score of Knowledge

Question number	Question	Mean of survey participants	Standard Deviation
14a	I understand what federal and state laws require regarding services to English learners (i.e. Lau v Nichols ruling).	4.97	1.24
14e	I know what is on the home language survey and when an answer requires the student to be assessed for English language proficiency.	5.58	.89
14h	I know and can teach someone else about the English Language Proficiency levels used in Indiana based on the LAS Links assessment.	5.22	1.06
26a	The EL student must be provided with instruction in the content areas at the grade level appropriate to the student's age.	4.84	1.25
30b	EL students learn content better if they are allowed to use their native language as support when applicable.	4.77	1.07
30c*	EL students should be expected to perform close to grade level after one year of English language instruction.	2.06	.94
31a	Mainstream teachers must adapt their instruction to meet EL student needs.	5.35	.94
31b*	If a school does not have an EL teacher, EL students should be served through Special Education programs.	2.00	.94

* These items were reverse-coded to form the various attitude indexes. The Likert scale was 1-6 (high).

Survey respondents scored the highest on average to the question, "I know what is on the home language survey and when an answer requires the student to be assessed for English language proficiency." Participants scored lowest on average to the question, "EL students learn content better if they are allowed to use their native language as support when applicable." With all of these prompts combined together, the mean for participants ($n = 91$) was 5.07 ($SD = .78$) on a six point Likert scale, with six representing the greatest level of knowledge on these questions. The knowledge (LSK) factor was then used to determine the relationship between it and the demographic questions pertaining to this research question (experience, education, credentials)

as described above. These relationships and others were analyzed in response to research question six.

Research Question 2: What Are The ESL Directors' Attitudes towards English Learners?

The attitude of ESL directors towards ELs was measured by dividing the category into two parts, and then taking an overall combined score: the Likert Scale of Pure Attitude (LSPA) and the Likert Scale of Informed Attitude (LSIA). The third factor combined both types of questions into one profile generating an overall mean Likert Score of Attitude (LSA). These subscales were used to develop profiles of subjects' attitudes, which were then utilized to help answer research questions five and six. Table 4 provides descriptive statistics and Cronbach's reliability alpha scores for each attitude scale.

Table 4

Descriptive Statistics for Likert mean Scores of Attitude

	N	Minimum	Maximum	Mean	Std. Deviation	Cronbach's α
LSA	84	2.78	5.83	4.5750	.58269	.819
LSPA	84	2.33	6.00	4.7536	.74582	.728
LSIA	84	2.91	5.91	4.5137	.64658	.739

The Likert scale was 1-6 (high).

Table 5 represents the mean scores and standard deviations of participants on each question included in the attitude subscales. The highlighted questions in the table made up the pure attitude scale, while the others made up the informed attitude scale. The combined scale included all questions. The highest mean was on the statement, "EL students are capable of performing well academically." This item was on the subscale of informed attitude. The lowest mean was on question 27a, which was reverse coded and read, "EL students should be encouraged to start speaking English from the very beginning."

Table 5

Questions Included in Scores of Attitude (LSIA, LSPA, LSA):

Question number	Question	Mean of survey participants	Standard Deviation
26b	Schools with EL students should hire certified EL teacher(s) according to the number of students in need.	4.81	1.29
26c	EL students are capable of performing well academically.	5.71	.74
26d	If I were teaching, I would like to have an EL student in my classroom.	5.51	.87
26f	EL students bring needed diversity to schools.	5.42	1.03
27a*	EL students should be encouraged to start speaking English from the very beginning.	4.20	1.42
27b*	Parents should speak English at home to help their children learn English.	3.27	1.54
27c*	EL students should be treated the same when it comes to grading and assessments.	2.07	1.08
27d*	Students will learn English by being immersed in the mainstream classroom - they soak up the language.	3.51	1.58
27e	It is the responsibility of the school to accommodate EL students and assist them in adapting to American culture and school life.	5.20	.90
28a*	EL students learn English better if they do not use their native language at school.	2.55	1.29
28b*	EL students are a disproportional financial burden to schools.	1.96	1.11
28c*	EL students need to learn English before they can be active participants in their classrooms and schools.	1.73	.931
28d	The general education teacher has responsibility for the academic success of the EL.	4.51	1.26
29d*	The responsibility for the EL student to learn English belongs primarily to the EL staff.	2.16	.88
30d	Incorporating our EL students' cultural differences into the mainstream classroom is vital.	5.02	.86
31c*	It is the responsibility of the EL student to adapt to American culture and school life.	3.10	1.08
31d*	Because of the pressure on teachers to raise student achievement, it is understandable that teachers are reluctant to have EL students in their classes.	3.49	1.64

* These items were reverse-coded to form the various attitude indexes. The Likert scale was 1-6 (high).

The item "EL students usually come from places with inferior educational systems" was originally included in the Pure Attitude subscale, however, through Cronbach's reliability analysis, it proved to be a less reliable item and was removed. This question was determined to likely measure the experience of participants with EL demographic groups rather than attitude, such as refugee populations and students with limited formal schooling.

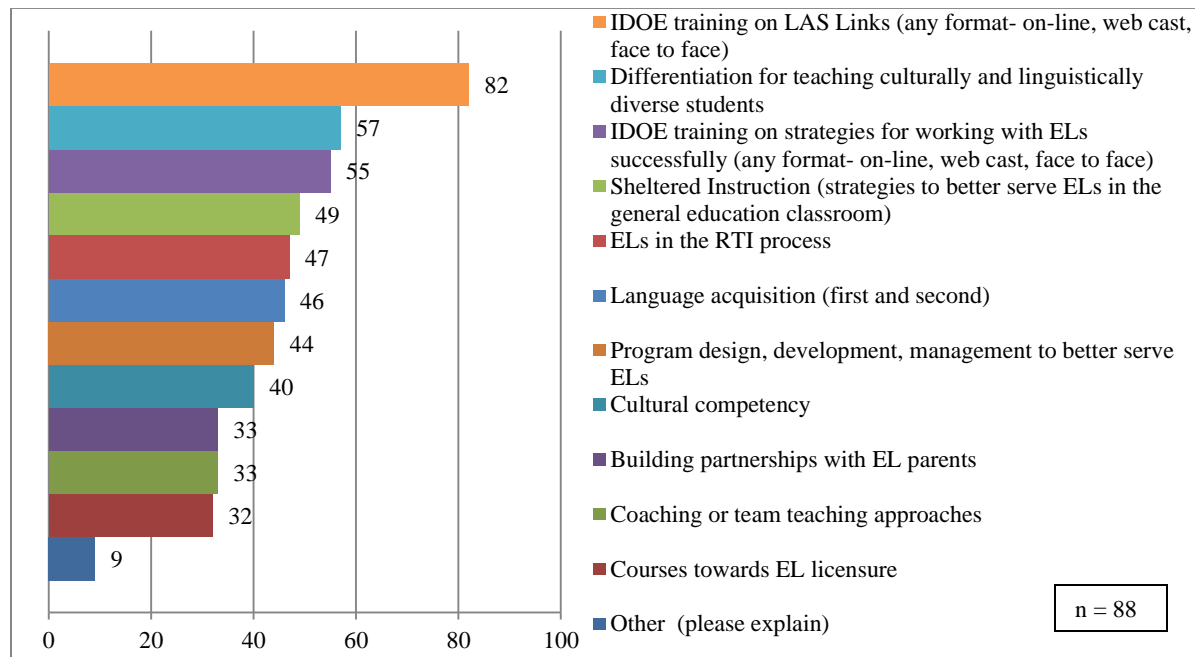
Research Question 3: What Types of Professional Development Have ESL Directors Had and/or Want to Receive?

The survey questions related to this research question provided lists of professional development types that are typically provided to schools either by the State Department of Education, universities or other consultants. One question asked what they had taken part in before while another asked them to rank the top five they would still like to participate in.

Training received. Figure 3 displays the types of training survey respondents had previously taken part in. They were asked to check all that apply.

Figure 3

Types of Training to Support the Education of ELs Received Personally By Survey Participants



The most frequently received training to support the education of English learners was Indiana Department of Education training on the LAS Links test of English language proficiency.

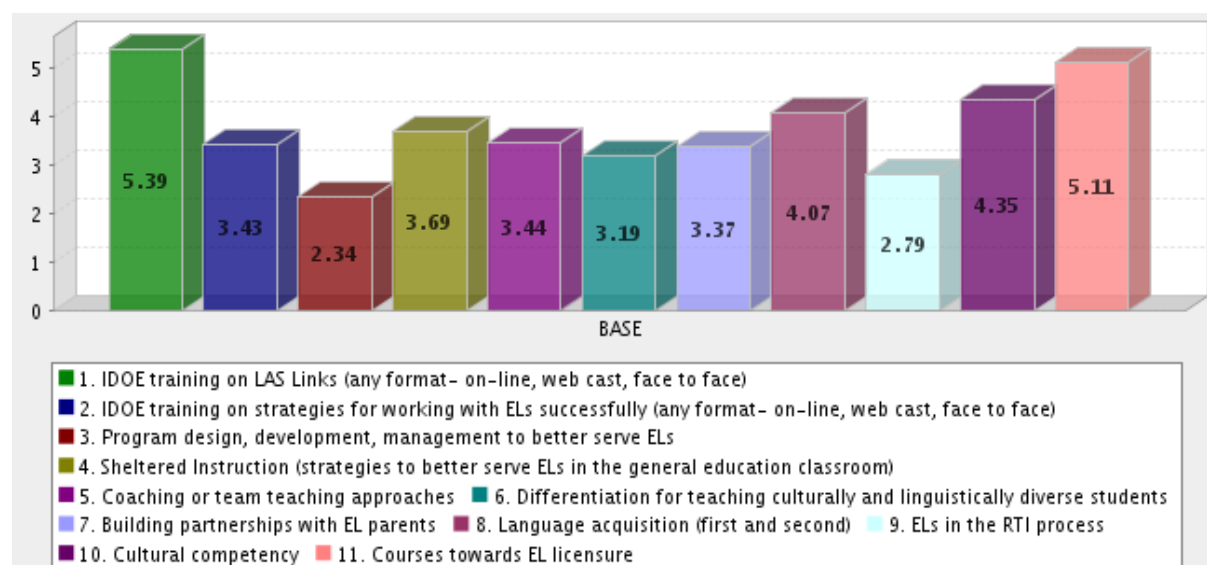
Differentiation for teaching culturally and linguistically diverse students and IDOE training on strategies for working with ELs successfully were very close seconds. For close to half of the

training types mentioned only 50% or less of the respondents had participated. Of the types of training that survey subjects said they have had, the lowest number reported having training towards licensure in teaching ELs.

Training survey participants would like to receive. The next question pertained to what type of training subjects would like to receive and asked them to rank their top five choices. These choices mirrored those in the preceding question. Figure 4 shows the mean scores of participants with 1 being the highest rank.

Figure 4

Ranking of Personal Training Needs By ESL Program Leaders: 1 = Highest



The highest ranking choice was for training in program design, development, and management to better serve ELs. Respondents believed they were not in need of LAS Links training or courses towards licensure to teach ELs. They were also not highly interested in cultural competency training or language acquisition.

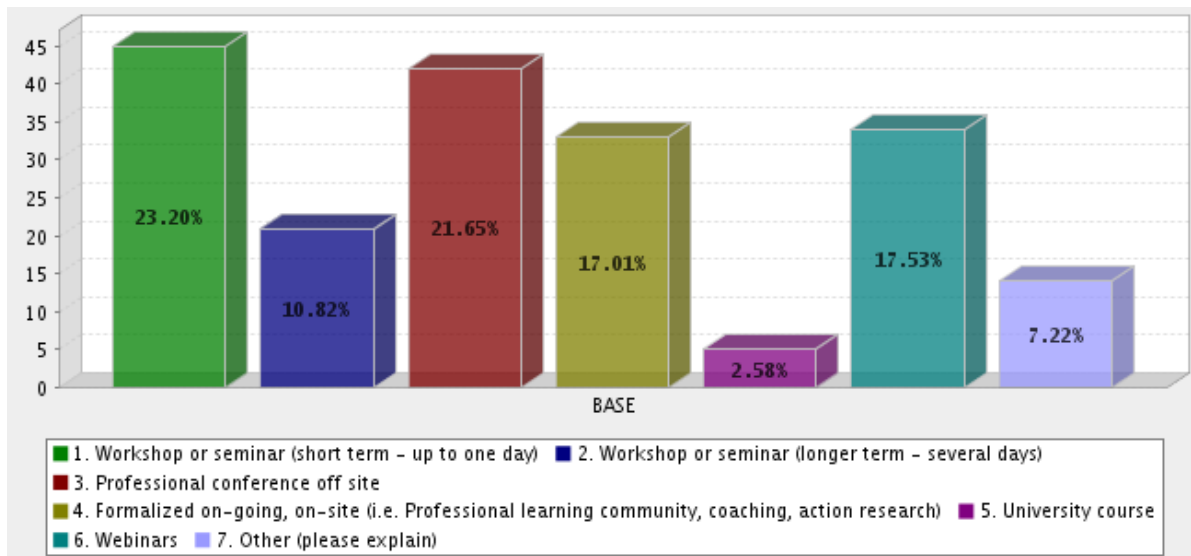
Survey subjects listed a variety of other professional development needs to the open ended question: “Please list any other professional development needs you have on working

with or managing the EL program in your district.” They were categorized into four main areas with a remaining few labeled as “other needs.” The categories under which most answers fell were training for teachers, training for administrators, quality programs, and managing very small or extremely large programs. The need for training for general educators was the most commonly cited additional need. The comments ranged from training in the SIOP model (Sheltered Instruction Observation Protocol) to coaching and co-teaching. Training for administrators was divided mostly into the needs of the ESL program directors themselves and what they thought were the needs of other administrators in their corporations. Several stated that they felt alone in their positions and would like more support and understanding of the situation of ELs from the other administrators in their districts. They also stated that collaboration between ESL program directors was needed. Additional needs included several comments about quality program design and implementation of small programs with few resources and large case loads. Appendix E provides a table representing the answers of the subjects in these categories.

In a related question on professional development, participants were asked what types of professional development models were used within the corporation to train staff. Figure 5 portrays the professional development models utilized by corporations represented in this survey.

Figure 5

Professional Development Models for Working with ELs Used by Indiana Schools



Training formats that were the most commonly used included one-day workshops and offsite conferences. On-going, on-site models, such as professional learning communities and webinars were the next most commonly utilized formats. The least participated in model was university courses. Table 6 outlines the answers provided in the “other” category. Several of these answers convey the message that no professional development is occurring specifically for working with ELs. In other cases, training is provided during a few minutes in a staff meeting or is more on-going.

Table 6

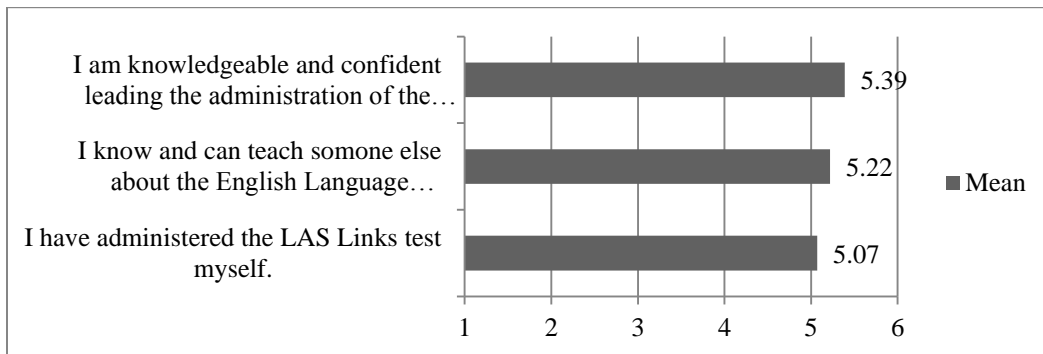
“Other” Categories on Types of Professional Development Models used in Indiana Schools

Not providing training	Other type of training
None	The on site is more non-formalized.
We don't do any of the above now. There is a moratorium on conference attendance, so teachers must take a personal day if they want to attend and it's on their dime. PLCs have been instituted, but there is NO specific focus on ELL at all. As such, their needs are generalized into the universal design system of RTI interventions which is deeply harming ELLs.	I plan specific EL professional development for teachers, staff, and administrators. The administration works with me to allow time for speakers or presentations as needed. These trainings are on-going throughout the school year or year-to-year.
None provided	the multiple workshop days occur on a monthly basis
We don't do much in the way of professional development for teachers or staff.	Educational Impact professional development on-line modules
Corporation currently does not provide PDs pertaining to ELs.	Book study
Nothing	Once per month for a few minutes, provided by me (the only EL teacher) Serial sessions on a topic or group of topics during monthly staff meetings. A professor and researcher has been using some schools as research sites, and is offering that university's certification program to staff.

Findings relating training to knowledge, informed attitude and efficacy. One of the types of training that was widespread among participants was IDOE training on the LAS Links test. This corresponds with another set of questions on the survey asking responders about their knowledge and confidence in administering and applying the LAS Links assessment. Figure 6 shows that the means of participants on these questions were very high.

Figure 6

LAS Links Administration and Application Knowledge and Confidence of Participants

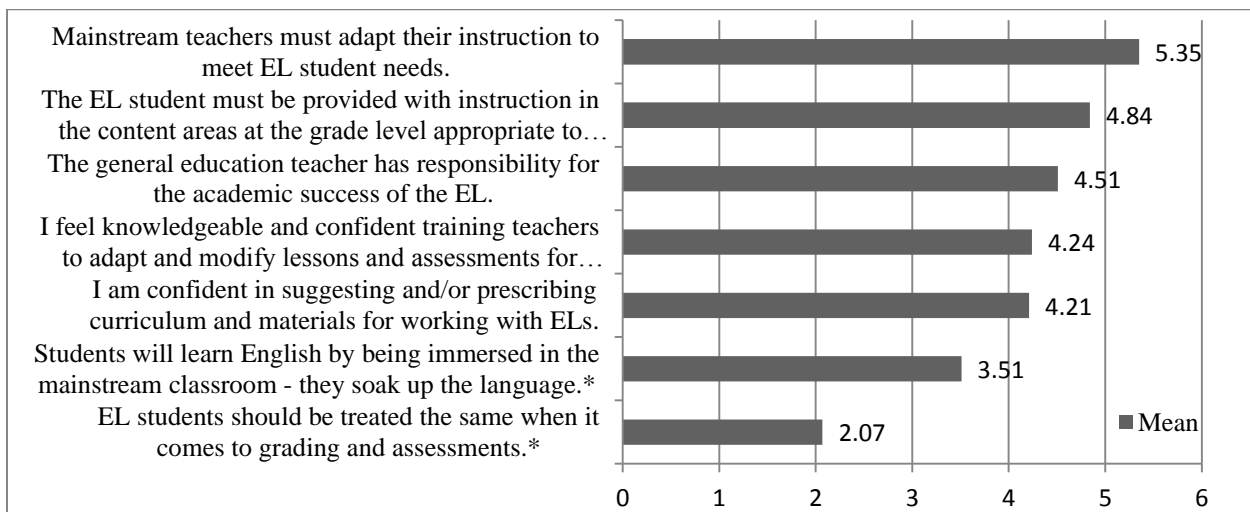


The Likert scale was 1-6 (high).

Participants widely engaged in two other areas of training that are very similar to each other: differentiation for teaching culturally and linguistically diverse students and training on strategies for working with ELs successfully. Related items on the survey are being viewed together for the purpose of investigating the possible effects of professional development in this area. Figure 7 shows the means for these questions.

Figure 7

Knowledge, Informed Attitude, and Efficacy Items Related to Participants' Understanding of Differentiation and Strategies for ELs



*Items were reverse coded. The Likert scale was 1-6 (high).

The highest three are items that indicate an awareness of the responsibilities of schools towards EL students in the academic realm. The items that correspond to efficacy of the participants to implement these requirements through training of teachers and identification of curriculum and materials were not as high as the awareness that this must take place. The lowest scoring areas came from the scale of informed attitude. The last item is a direct contradiction to the first item in Figure 7. While the last item was reversely coded in analysis, it still shows a lower mean result than the first item (3.93 when reversed compared to 5.35).

Research Question 4: What Level of Efficacy Does The ESL Director Have With Providing Leadership for The EL Program and Professional Development to Staff?

Survey questions were developed to provide a profile of the level of leadership efficacy felt by the ESL director for management of the ESL program. The combination of these questions formed the factor called Likert mean Score of Efficacy. This variable was used to assist in answering research questions five and six. Table 7 provides descriptive statistics and Cronbach's reliability alpha for the efficacy scale.

Table 7

Descriptive Statistics for Likert Mean Scale of Efficacy (LSE)

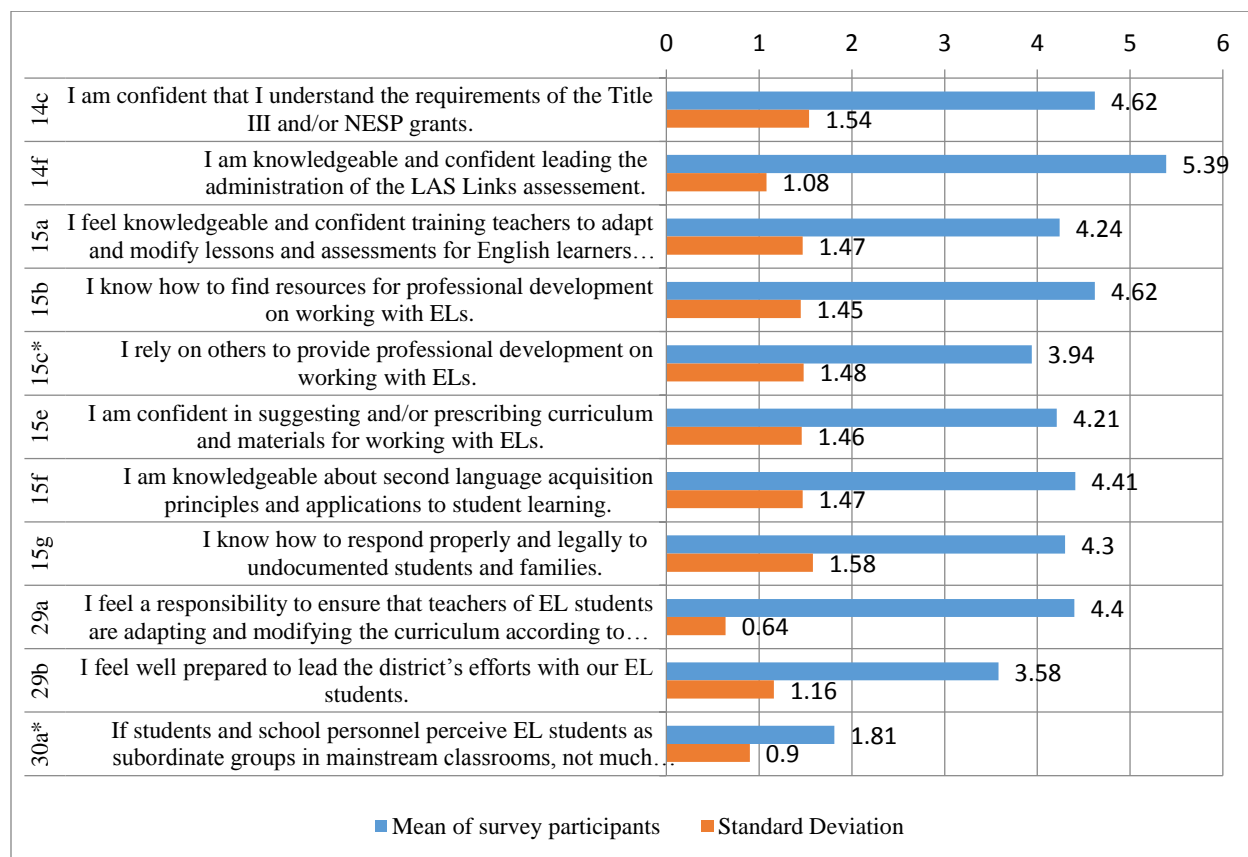
	N	Minimum	Maximum	Mean	Std. Deviation	Cronbach's α
LSE	91	1.00	5.83	4.3520	1.00027	.911

The Likert scale was 1-6 (high).

Figure 8 provides the mean and standard deviation on a six-point scale for the statements which make up the efficacy profile.

Figure 8

Items Included in Likert Mean Score of Efficacy (LSE)



*Item was reverse coded in analysis. The Likert scale was 1-6 (high).

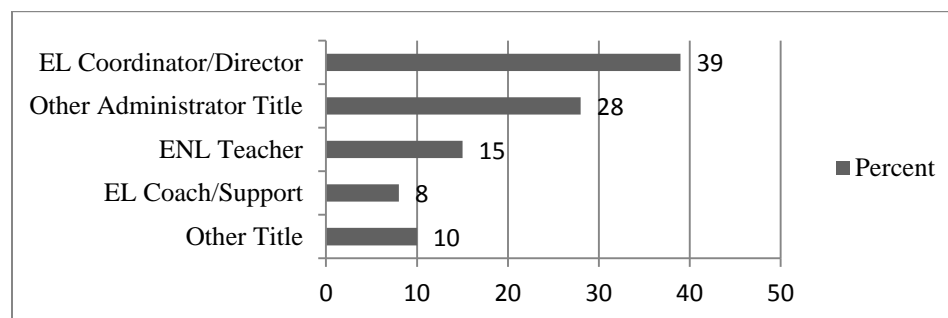
Survey participants' mean scores were highest for the statement, "I am knowledgeable and confident leading the administration of the LAS Links assessment," Two statements that had equal means were: "I know how to find resources for professional development on working with ELs," and "I am confident that I understand the requirements of the Title III and/or NESP grants." The lowest mean score was on the statement, "I feel well prepared to lead the districts efforts with our EL students." Two items were reversely coded in the analysis because their negative answers were considered the desired responses (15c and 30a).

Research Question 5: How Is District Data (Demographics, Personnel Working With ELs, Low Incidence/High Incidence/Rapid Influx, and Assessment) Related to the Qualifications and Level of Training of the ESL Directors?

The items developed for this research question were divided into three categories: personnel data of those working in the school corporation with the ESL program, questions related to the implementation of the ESL program (variable LSIP - Likert mean Scale of Implementation of the Program), and school corporation demographic information. This information was then related to aspects of the qualifications and training levels of ESL directors as best described by the variables defined to ascertain knowledge of the field (LSK) and implementation of the program (LSIP). When related only to corporation demographics, significance on differences in efficacy (LSE) was discussed in this section.

ESL program personnel data. Descriptive data was compiled for personnel working with ESL programs. The first question in this area asked respondents to state their titles. Figure 9 provides the percentages representing the categories of these job titles. This information pertains to this section by providing information regarding the level of personnel various corporations in Indiana are utilizing to lead their ESL programs. Furthermore, the question provided information on the individuals who filled out the survey with regards to the intended target group.

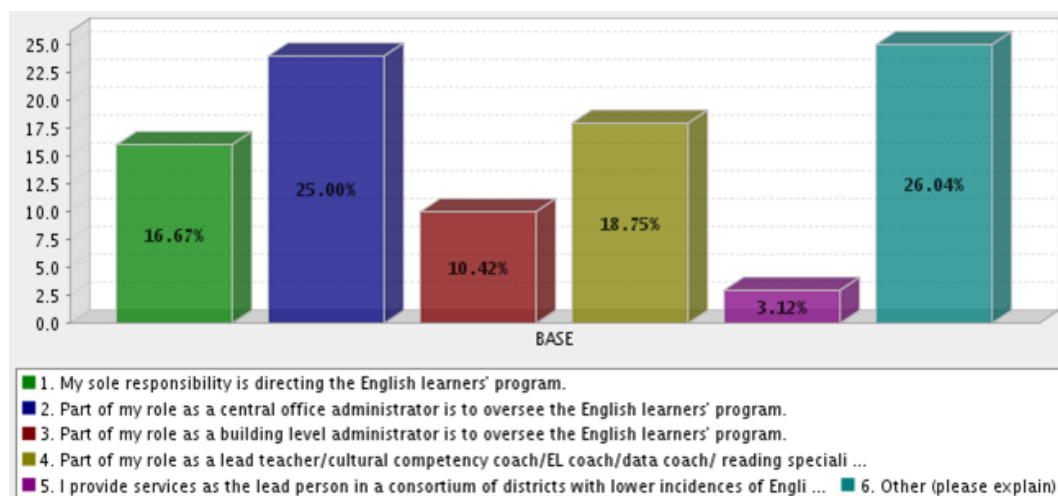
Figure 9

Percentage of Participants in Job Titles by Category

An analysis of the titles beyond these categories showed that those who had EL, ELL, ENL, or ESL as part of their titles represented 62% of the participants. Two thirds of the survey participants have titles that either directly state that they are the EL coordinator or director or that they hold an administrative role of a different title. Many of those with other administrative titles were curriculum directors (35%), while 15% were special education directors. Eleven percent of this group was a superintendent or assistant superintendent. Five percent of the entire group had something related to counseling or social work in their titles and fell into the categories of other administrator title or other title. Appendix F provides these titles following the categories in Figure 9.

Role of survey participant in ESL program. Next, participants were asked to describe their roles in the school corporation with regards to the English learning program and Title III/NESP grants. A range of answers was provided along with the possibility of writing in their own responses. The largest group outside of those who wrote in answers was those who oversee the ESL program as part of their central office administrative role. Those who had directing the ESL program as their sole responsibility accounted for less than a fifth. Figure 10 provides an overview of the various roles individuals responding to the survey play in the ESL program in their corporations.

Figure 10

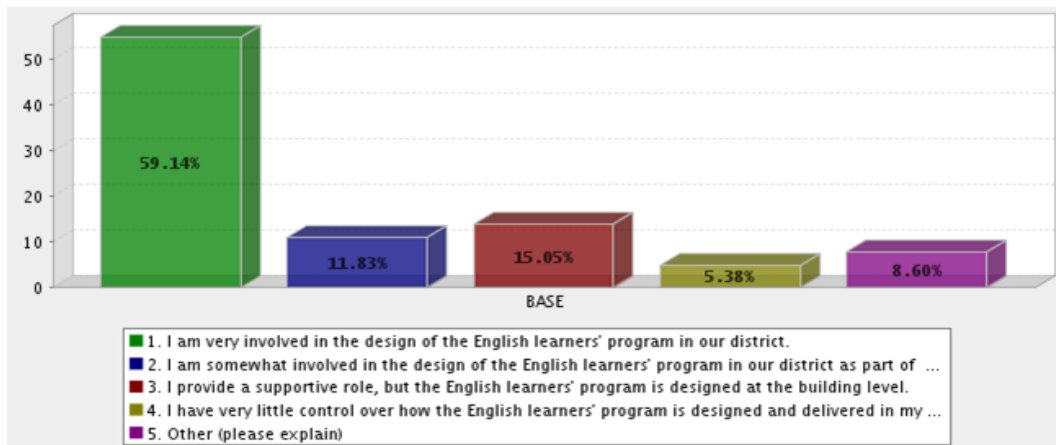
Roles of Survey Participants in the ESL Programs in Their School Corporations

There were no significant relationships between the role the individual plays in the administration of the ESL program and the scale for knowledge (LSK) or implementation of the program (LSIP).

Levels of participation in the design of the ESL program. The next question asked participants what their level of participation was in the design of the ESL program in their districts. The majority stated that they are very involved, while few said that they have very little control over the design and delivery of the ESL program. Figure 11 provides the percentages of participants according to their levels of involvement.

Figure 11

Level of Involvement of Participants in Design of the ESL Program in the School Corporation



On the degree of involvement the respondent felt in the design of the ESL program in the corporation in relation to the variable of knowledge (LSK) there was no significance found. However, significant relationships were found between the degree of involvement of the individual in the design of the ESL program and program implementation (LSIP). In a one-way analysis of variance, the test of Between-Subjects Effects was significant $p = .000$, with an effect size of .22. Post hoc comparisons showed significant relationships between groups as displayed in Table 8.

Table 8

Post Hoc Test Comparing Levels of Involvement in the Design and Delivery of the ESL Program and Program Implementation

Post Hoc	In my role	In my role	M	SD	Sig.
	I have very little control over the English learners program	I am very involved in the design of the English learners program	2.19	1.38	
Tukey	I have very little control over the English learners program	I am somewhat involved in the design of the English learners program	3.93	.90	.018
HSD	I have very little control over the English learners program	I provide a supportive role in the English learners program	4.02	1.0	.008

The Likert scale was 1-6 (high).

Of greatest significance was the difference between those who were very involved in the design of the English learners' program and those who felt they had very little control.

Number of individuals holding responsibility for ESL program in last five years. In another question related to personnel, participants were asked how many individuals held the responsibility for the ESL program over the past five years. The percentage of districts in which one person held the position for five years was reported at 42.22% while 27.78% answered that two individuals had held the job. This leaves 30% that have had three or more individuals in this role. No significant relationships were found on the variables of knowledge or program implementation.

Reasons participants were assigned to their role in ESL program. The final question in the area of personnel data of the ESL director as it relates to the corporation's ESL program asked about the reason the individual was assigned this role. The question allowed respondents to answer more than one reason providing a total of 109 responses. Table 9 provides the categories and percentages of the responses. Answers to this question allowed for multiple responses, which was not conducive to correlational analysis because the groups were not exclusive.

Table 9

Reasons Participants Were Assigned to the Role of ESL Leader

Answer	Count	Percent
I have specific knowledge in this area.	37	33.94%
I am an administrator who was assigned this duty as part of my responsibilities.	29	26.61%
I volunteered because I have an interest in this area.	9	8.26%
No one else wanted responsibility for it.	8	7.34%
Other (please explain)	26	23.85%

The largest number responded that they were assigned this role because they had specific knowledge in this area, while the second largest group was administrators who were assigned

this role as part of their responsibilities. The third largest group responded to the “other” category, and most of those answers provided further detail about the circumstances surrounding why the individuals held the ESL Director position, which ranged widely from the retirement or passing away of the former ESL director to the district being required to provide the person with a position. Four participants responded that they are in guidance or counseling and that their individual districts have determined to house the program in their department. Most of the open ended answers could have fit into one of the provided categories, with many responses centering on the person’s interest and advocacy in working with ELs, as opposed to giving a different reason for holding the position.

Implementation of the ESL program. The implementation of the ESL program (variable LSIP – Likert mean Score of Implementation of the Program) was the second category of questions designed to assist in answering research question 5. Items were written to determine how effectively the ESL program was being implemented. These were compiled to form a variable based on the means on the Likert Scale used for these questions. The mean for participants on the overall scale was 3.98 ($SD = 1.05$) on a six-point Likert scale, with six representing the greatest level of program implementation effectiveness. Table 10 provides descriptive statistics and Cronbach’s reliability alpha for the program implementation scale.

Table 10

Descriptive Statistics for Likert Mean Score for Program Implementation Scale

	N	Minimum	Maximum	Mean	Std. Deviation	Cronbach’s α
LSIP	91	1.00	5.75	3.9780	1.05019	.808

The Likert scale was 1-6 (high).

The LSIP variable was used to determine the relationship between it and various groups as they responded to the demographic questions pertaining to this research question. It was further used

to explore relationships between variables in answering Research Question 6. Table 11 below represents the mean scores and standard deviations of participants on each item included in the program implementation scale.

Table 11

Questions Included in Likert Mean Score of Implementation of the Program Scale

Question number	Question	<i>M</i>	<i>SD</i>
14b	My district has a shared vision on the successful implementation of the program for English learners.	3.98	1.46
14d	I am able to implement all of the requirements of the Title III and/or NESP grants.	4.41	1.38
15h	Data is used to inform instruction for ELs through corporation programing and policies.	4.46	1.38
29c	The schools in my district know how to embrace EL students' cultures and languages and integrate them into the life of the school.	3.02	1.12

The Likert scale was 1-6 (high).

The prompt, "Data is used to inform instruction for ELs through corporation programing and policies," had the highest mean. The lowest mean was on the item, "The schools in my district know how to embrace EL students' cultures and languages and integrate them into the life of the school."

Issues in implementation of the ESL program, open ended responses. In a related question asked at the conclusion of the survey, participants were asked "Explain any issues your corporation faces in the implementation of the EL program, including Title III and/or Non-English Speaking Program grant(s) if applicable." Major themes as determined by the categorization of answers in Appendix G were lack of funding, lack of certified staff, lack of prioritization of this program in the corporation and at the state level, and lack of training for general education teachers.

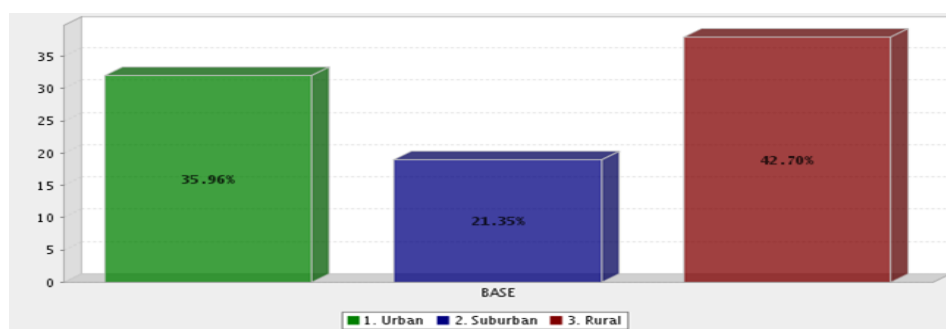
Role of personal data on implementation of the ESL program. There were no significant relationships regarding personal data, specifically on the number of years the

participant had been in education, the highest level of education, the level of professional certification, or the number of years in the position, and the variable which comprised the level of implementation of the ESL program (LSIP). Furthermore, there was no significant difference between those who had teaching certification for working with ELs or experience working with ELs themselves and those who did not on the level of implementation of the ESL program.

School district demographic information. School district demographic information pertaining to general characteristics and specifically regarding English learners was the next category researched. The size of the district was presented as an open ended question. By the answers received, it is not clear that this question was interpreted the same way by all participants because answers ranged from one to 123,000. Some seemed to be reporting their EL population, while others reported overall district numbers, which is what was expected. Figure 12 shows the classification of schools which were described through the survey into urban, suburban, or rural.

Figure 12

Classification of School Corporations Represented in Study into Urban, Suburban, and Rural



The corporations' classifications in terms of whether they were urban, suburban or rural showed no significance between the groups on the variable for knowledge, efficacy, or program implementation. It is noted that in comparing means among these three subscales, program implementation received the lowest scores for all three classifications, while knowledge received

the highest across the board. Table 12 below provides data on the means for each classification on the variables of knowledge, efficacy, and program implementation based on a six-point Likert scale with six being highest.

Table 12

Presentation of Mean Scores for Knowledge, Efficacy and Program Implementation for Urban, Suburban and Rural School Corporations

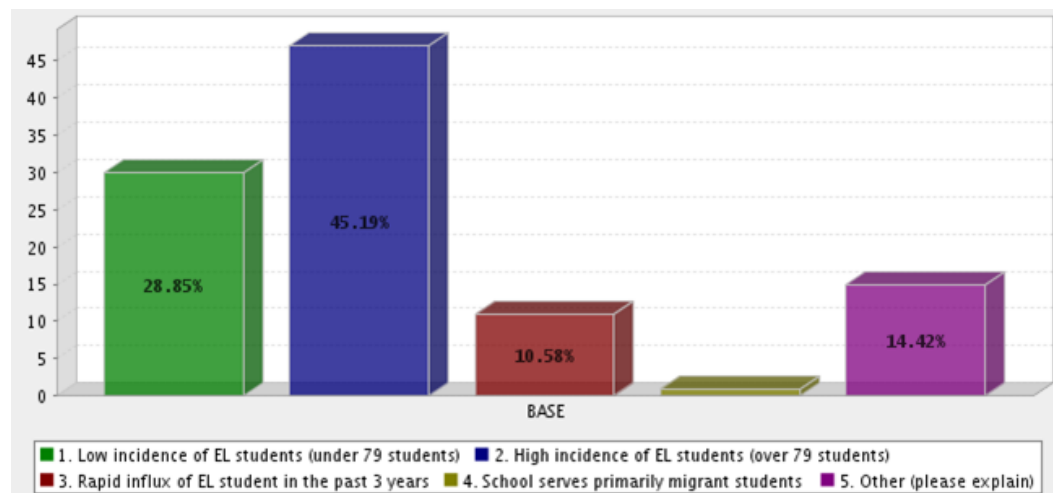
Classification	Knowledge subscale	Efficacy subscale	Program Implementation subscale
Rural	5.01	4.23	3.89
Suburban	5.13	4.48	3.98
Urban	5.06	4.46	4.06

The Likert scale was 1-6 (high).

Description of ESL population in corporation. For the question asking for a description of the EL population in the district, participants were allowed to check more than one category. Refer to Figure 13 for details on the description of the EL population by percentage of those who responded to the survey.

Figure 13

Description of EL Population in School Corporations

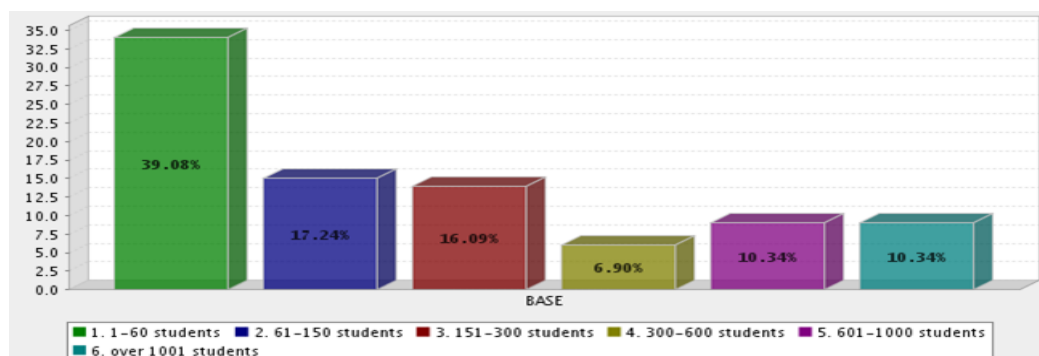


This led to a total of 104 responses with the largest group describing their corporation as having a high incidence of EL students (defined as over 79, the requirement to be eligible to receive Federal Title III funding at the time of the survey). Approximately a third had below that threshold to receive federal funding independently, without being part of a consortium. Only one percent responded that they serve mostly migrant students. Answers to this question describing the EL population (rapid influx, high incidence, etc.) allowed for multiple responses which was not conducive to correlational analysis because the groups were not exclusive.

Number of ELs in corporation. The next questions probed for more details regarding the number of EL students in the corporation and revealed that the largest percent of participants reported that their corporations served 60 or fewer students in their ESL programs. On the other end of the spectrum, 20.68% of participants reported serving over 600 students. Figure 14 provides the details.

Figure 14

Number of EL Level 1-4 Learners in Corporations



A one-way analysis of variance showed significance between groups on the variable of knowledge ($p = .007$, $ES = .18$). Table 13 displays the post hoc test showing significance on the subscale of knowledge (LSK) for participants when corporations had 1-60 students compared to

those with over 1000. There was no statistical significance on a comparison of EL population size and the variable of program implementation.

Table 13

Post hoc Test Comparing Participant Knowledge by Size of EL Population in Schools

Post Hoc	Number of ELs	Number of ELs	<i>M</i>	<i>SD</i>	Sig.
	1-60 ELs		4.82	.73	
Tukey HSD	1-60 ELs	> 1000 ELs	5.63	.29	.013

The Likert scale was 1-6 (high).

The number of English learners in the corporation also showed a significant difference between groups for the variable of leadership efficacy, as shown through a one-way analysis of variance between subjects test ($p = .003$, $ES = .19$). Table 14 shows that the participants in corporations that had between 1 – 60 ELs were significantly different from the corporations that had 601-1000, and those having over 1000 ELs.

Table 14

Post hoc Test Comparing Participant Leadership Efficacy by Size of EL Population in Schools

Post Hoc	Number of ELs	Number of ELs	<i>M</i>	<i>SD</i>	Sig.
	1-60		4.82	.73	
	1-60	601-1000	5.00	.60	.016
Tukey HSD	1-60	> 1000	5.63	.29	.047

The Likert scale was 1-6 (high).

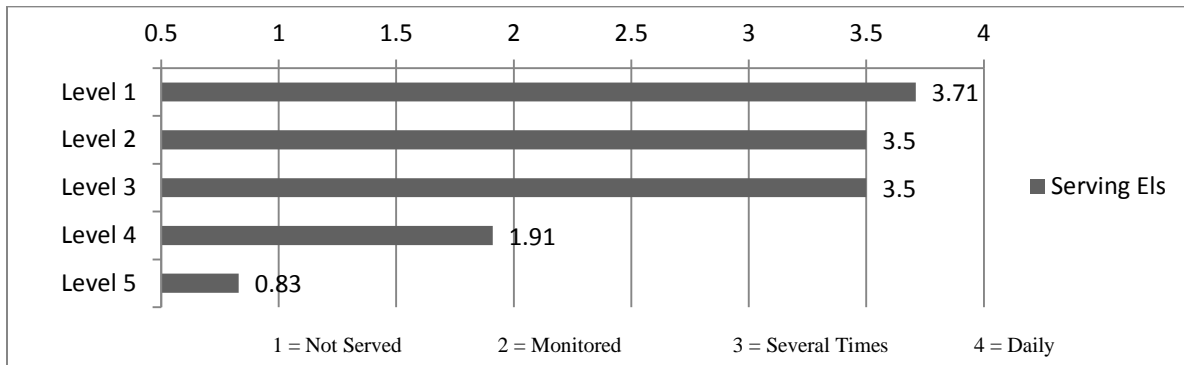
Description of hours of service provided by English Language Proficiency (ELP) level and EL achievement on Annual Measurable Achievement Objectives (AMAOs).

Several questions in this study inquired about the service and achievement of ELs in school corporations. Figure 15 provides a scale portraying the average number of times per week

students with English language proficiency levels one through five were served in school corporations.

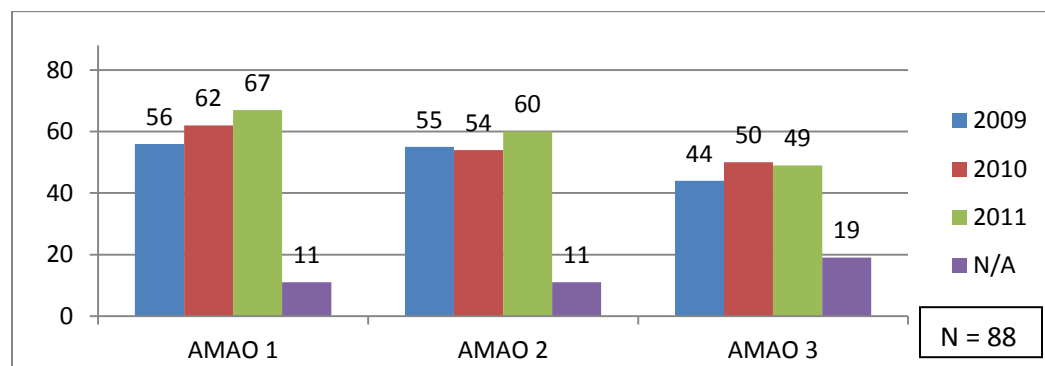
Figure 15

Average Times per Week Serving ELs in School Corporations



Through self-reporting, respondents provided information on when their corporations met the three Annual Measurable Achievement Objectives (AMAO) set by the No Child Left Behind Act between 2009 and 2011. AMAO 1 requires an increase in the number or percentage of English language learners making progress in English, based on the state English language proficiency assessment. From 2009 to 2011 school corporations experienced a steady increase in meeting this measure. AMAO 2 requires an increase in the number or percentage of English language learners attaining English proficiency on the annual state English language proficiency assessment (level 5 out of 5). On this measure, participants reported a very slight decline in 2010 compared to 2009 but an increase over both years in 2011. AMAO 3 requires an increase in the percentage of English language learners (as a subgroup) meeting Adequate Yearly Progress (AYP) outcomes under Title I at the State and local levels. Participants reported lower rates for meeting this measure than the other two measures overall. Both 2010 and 2011 showed an increase over 2009 rates. Figure 16 provides the percentages of corporations in this study passing each AMAO by year.

Figure 16

Corporations Attaining Pass Rates on AMAOs over Three Years

As a follow-up question participants were asked, “Pertaining to the question above, if your district has met some of the AMAOs in the last couple of years, but not all, please provide any additional information about circumstances that you believe are relevant.” The answers ranged from those who did not know or have enough information to analyze the issues to in-depth answers with much critical analysis. Several answers referenced the method of obtaining the AYP status in an era where waivers have been put into place for all other state testing. One respondent stated:

It has been far less than timely and mystifying as to why and how AYP is still being calculated for the AMAO when the Indiana NCLB waiver has superseded AYP for all other purposes. It feels like we are being punished because no one was part of the waiver writing process to represent the EL community. The process also does not care why we did not make AYP only that we did not make it so no credit for making AMAO 2 this year only failure for not making AMAO3.

Other participants expressed dissatisfaction with the test itself, LAS Links, and the method of determining when a student is proficient in English. Two respondents stated:

Respondent 1 - Attainment: Indiana does double testing of level 5s. They have to test as a 5 twice. Many kids move from 5 back down to 4. It's interesting b/c this happens with the same tool, but different forms. As a result the children are ping ponging between being in the subgroup and not. Being supported and then not supported and supported again. This double testing is surely benefitting the testing company, but it is unfairly impacting kids and schools. This boomerang effect is causing us not to make attainment...Also, attainment targets keep rising. This has no consideration for recent influxes of immigrants, such as district with a high refugee population.

Respondent 2 - Some students remain at the level 4 stage for a longer period of time than a student going from a level 1 to 2. Therefore, when a group of students score a level 5 that have previously been a level 4, it may take longer for the next group of level 4 students to obtain a level 5...Raising the percent of students meeting these criteria each year may not work since different students are being assessed. Also, the length of time that students who are testing have been in the U.S. and the number of students that have a score of 4 are not the same as the previous year. Two students that both have the same overall proficiency score may be very different in terms of length of time in U.S. schools or their academic capabilities.

Furthermore, several participants stated that due to budget cuts, they have lost staff and resources, that the ESL program is not a priority, or that the teachers have not had professional development, making it more difficult to serve the EL students. Others discussed the substantial influx of immigrant students and refugees who require time to pass ISTEP+ and make gains in English. A chart of these answers divided into categories can be found in Appendix H.

Research Question 6: Is There Any Relationship between ESL Directors' Attitudes Towards English Learners and Their Levels of Qualification, Experience, and Efficacy for Managing the Program for English Learners?

A series of comparisons of mean scores, one-way analyses of variance, Pearson correlations, post hoc tests, and linear regressions were conducted to determine whether any relationships existed between variables to assist in answering this research question. This included utilizing data obtained in research question one, two, four and five. Multiple comparisons were done to observe possible relationships between variables relating to personal data (i.e. qualifications, experience, number of years in the position) and personnel data (i.e., role in the corporation, role in leadership of the ESL program), specifically in the areas of knowledge in the field, attitude towards ELs, and leadership efficacy for managing the ESL program.

Role of personal/personnel data in knowledge (factor LSK). Beginning with personal data, the number of years the participant had been in education, and the number of years the individual had been in the position showed no significant differences on the index of knowledge. Furthermore, the differences in levels of education and levels of professional certification showed no significance on the knowledge scale.

Certification for teaching ELs and knowledge. Having certification for teaching English learners resulted in significant differences in levels of knowledge. A one-way analysis of variance test was conducted and was found to be significant ($p = .001$, $ES = .08$). Welch's robust test of means was used to account for differences in group sizes. Table 15 shows that participants having no teaching certification in the area of teaching English learners scored lower on the Likert mean score of knowledge than those having certification.

Table 15

Teaching Certification and Experience with ELs Means for Effects on Scale of Knowledge

	Certification		No Certification		<i>df1</i>	<i>df2</i>	Welch
	<i>M</i>	<i>SD</i>	<i>M</i>	<i>SD</i>			
Knowledge	5.38	.49	4.91	.85	1	89	11.14***
	Experience		No Experience		<i>df1</i>	<i>df2</i>	Welch
	<i>M</i>	<i>SD</i>	<i>M</i>	<i>SD</i>			
Knowledge	5.26	.54	4.60	1.07	1	89	8.85**

Note * $p < .05$, ** $p < .01$, *** $p < .001$. The Likert scale was 1-6 (high).

Teaching experience with ELs and knowledge. Similarly, the results of a one-way analysis of variance showed significance between groups on the knowledge factor according to whether or not the subjects have had teaching experience with ELs themselves, as conveyed in Table .13 The Welch test was utilized because of different group sizes. Those having taught ELs themselves had a significantly higher mean score of knowledge than those who had not ($p = .006$, $ES = .15$). Other questions on personal data were descriptive in nature and not conducive to finding relationships with the Likert mean Score of Knowledge (LSK).

Personnel issues and knowledge. Questions related to personnel issues of those working with ESL programs were also analyzed with regards to levels of knowledge. The role of the individual in the corporation and the level of involvement the participant had in the leadership of the ESL program were not significant factors in the level of knowledge the person had in this area. Furthermore, the number of individuals who had held the position within the last five years showed no significant difference on the level of knowledge the individual had.

Role of personal/personnel data on attitude (factors Pure Attitude - LSPA, Informed Attitude - LSIA, Combined Scale of Attitude LSA). Upon searching for possible relationships between personal data and the variables pertaining to attitude, no significance was found concerning the number of years the person had been in education, the level of certification, or the

number of years in the position. Regarding level of education, there was a significant difference on both the informed attitude subscale and the combined attitude subscale. A one-way analysis of variance test showed significant differences for informed attitude ($p = .04$, $ES = .13$). A post hoc test showed significance between those having a Master's Degree and those with a Master's plus 15 credit hours as displayed in Table 16. For the combined attitude scale, a one-way analysis of variance showed significance ($p = .02$, $ES = .16$). Post hoc tests showed significance between those having a Master's Degree and those with a Master's plus 15 credit hours as shown in Table 16.

Table 16

Post Hoc Test Comparing Levels of Education and Scales of Attitude

	Level of Education	Level of Education	<i>M</i>	<i>SD</i>	Sig.
Informed Attitude	Master's Degree		4.22	.72	
	Master's Degree	Master's plus 15 credit hours	5.00	.62	.04
Combined Attitude	Master's Degree		4.28	.65	
	Master's Degree	Master's plus 15 credit hours	5.00	.49	.02

The Likert scale was 1-6 (high).

Certification for teaching ELs and attitude. Having certification for teaching English learners resulted in significant differences on all of the subscales of attitude, therefore, the statistics are being reported for the combined measure only because this is reflective of the others. Using a one-way analysis of variance between subjects, significance was found ($p = .000$ level, $ES = .15$). Those having certification had a significantly higher mean score of knowledge than those without certification. Table 17 shows the details of this finding.

Table 17

Teaching Certification and Experience with ELs Means for Effects on Scale of Attitude

	Certification		No Certification		<i>df1</i>	<i>df2</i>	Welch
	<i>M</i>	<i>SD</i>	<i>M</i>	<i>SD</i>			
Attitude	4.87	.51	4.41	.56	1	64.19	14.81***
	Experience		No Experience		<i>df1</i>	<i>df2</i>	Welch
	<i>M</i>	<i>SD</i>	<i>M</i>	<i>SD</i>			
Attitude	4.72	.52	4.2	.59	1	35.38	13.97***

Note * $p < .05$, ** $p < .01$, *** $p < .001$. The Likert scale was 1-6 (high).

Teaching experience with ELs and attitude. Additionally, having experience teaching English learners resulted in significant differences on all of the subscales of attitude; therefore, the statistics were reported for the combined measure only as it encompasses the others. Table 17 shows the results of a one way analysis of variance and the accompanying post hoc Welch test because groups were not equal. Those having experience teaching ELs had a significantly higher mean score of attitude than those who did not ($p = .000$, $ES = .16$). The effect size (ES) of experience on pure attitude was the highest of the attitude scales ($p = .000$, $ES = .22$).

Personnel data and attitude. Personnel data questions showed no significant differences on attitude scales for the role the individual played in the corporation or for the number of individuals who held the position within the last five years.

Involvement in design and delivery of ESL program and attitude. On the comparison of the level of involvement in the design and delivery of the ESL program the participants had and the pure attitude held by those individuals, a one-way analysis of variance showed significant differences between those who had very little control and all other categories ($p = .000$, $ES = .23$) as demonstrated in Table 18.

Table 18

Post Hoc Test Comparing Levels of Involvement in the Design and Delivery of the ESL Program and Pure Attitude

	In my role	In my role	<i>M</i>	<i>SD</i>	Sig.
	I have very little control over the English learners program		3.33	.76	
		I am very involved in the design of the English learners program	4.92	.58	.000
Tukey	I have very little control over the English learners program	I am somewhat involved in the design of the English learners program	4.61	.73	.014
HSD		I provide a supportive role in the English learners program	4.51	.96	.029

The Likert scale was 1-6 (high).

Similarly, a significant difference ($p = .021$, $ES = .14$) was found through a one way analysis of variance on the combined measure of attitude between those who felt they had very little control and those who were very involved as displayed in Table 19.

Table 19

Post Hoc Test Comparing Levels of Involvement in the Design and Delivery of the ESL Program and Combined Scale of Attitude

	In my role	In my role	<i>M</i>	<i>SD</i>	Sig.
	I have very little control over the English learners program		3.76	.37	
Tukey	I have very little control over the English learners program	I am very involved in the design of the English learners program	4.69	.53	.016

The Likert scale was 1-6 (high).

Role of personal/personnel data on efficacy (factor LSE). On questions regarding personal data, such as, the number of years in education, the level of education, and the level of

professional certification of participants showed no significant differences on levels of efficacy felt for leading the ESL program.

Certification for teaching ELs and efficacy. A significant relationship was found between whether or not a respondent had certification for teaching ELs and the level of efficacy felt for providing leadership and professional development for the ESL program. A Welch test of equality of means was conducted as a robust test because of the differences in group sizes and was found to be significant ($p = .000$, $ES = .22$). Table 20 shows that those having certification had a significantly higher mean score of efficacy than those without certification.

Table 20

Teaching Certification and Experience with ELs Means for Effects on Scale of Efficacy

	Certification		No Certification		<i>df1</i>	<i>df2</i>	Welch
	<i>M</i>	<i>SD</i>	<i>M</i>	<i>SD</i>			
Efficacy	5.00	.52	4.02	1.03	1	89	35.93***

	Experience		No Experience		<i>df1</i>	<i>df2</i>	Welch
	<i>M</i>	<i>SD</i>	<i>M</i>	<i>SD</i>			
Efficacy	4.68	.68	3.53	1.20	1	31.58	21.24***

Note * $p < .05$, ** $p < .01$, *** $p < .001$. The Likert scale was 1-6 (high).

Teaching experience with ELs and efficacy. A significant relationship was found between individuals having teaching experience with ELs and those who did not and the level of efficacy a respondent felt for providing leadership and professional development for the ESL program. A Welch test of equality of means was conducted as a robust test because of differences in group sizes and was found to be significant ($p = .000$, $ES = .27$). As shown in Table 20 those having teaching experience with ELs had a significantly higher mean score of efficacy than those without.

Length of time in ESL leadership position and efficacy. A further area that showed a significant relationship was on the question of how long the respondent held the position of

leadership in the ESL program and the level of efficacy felt for leading the program. The test of between-subjects effects was significant ($p = .000$, $ES = .19$). On post hoc tests, the difference in means was significant between those holding the position of leadership for 1 to 2 years and all other groups, as seen in Table 21.

Table 21

Post Hoc Test Comparing Length of Time Leading ESL Program and Efficacy for Leading the ESL Program

	I have held the position for...	<i>M</i>	<i>SD</i>	Sig.
	I have held the position for 1-2 years	3.82	1.03	
	I have held the position for 3 – 5 years	4.64	.65	.006
Tukey HSD	I have held the position for 1 – 2 years	4.53	1.07	.03
	I have held the position for over 10 years	5.05	.65	.003

The Likert scale was 1-6 (high).

Personnel data and efficacy. Regarding personnel data, Table 22 shows that the role the respondent played in the school corporation was significant for efficacy as shown through a one-way analysis of variance ($p = .01$, $ES = .16$). A Dunnett T3 post hoc test was conducted due to inequality of groups and showed that those whose sole responsibility was directing the ESL program had a significantly higher mean score of efficacy than those who did this as part of their central office administrative role.

Table 22

Post Hoc Test Comparing Role of Participant in ESL Program and Scale of Attitude

	In my role	In my role	<i>M</i>	<i>SD</i>	Sig.
	Sole responsibility is directing ESL program		5.05	.60	
Dunnett T3	Sole responsibility is directing ESL program	Direct ESL program as part of central office duties.	4.21	.70	.004

The Likert scale was 1-6 (high).

Relationships between scales of knowledge, attitude, efficacy and program implementation.

Descriptive statistics for each scale created to provide measures of knowledge, attitude, pure attitude, informed attitude, efficacy, and program implementation are represented in Table 23.

Table 23

Descriptive Statistics for Scales Representing Constructs

	Descriptive Statistics					
	<i>N</i>	Minimum	Maximum	<i>M</i>	<i>SD</i>	Cronbach's α
LSK (knowledge)	91	1.00	6.00	5.07	.78	.772
LSA (combined attitude)	84	2.78	5.83	4.58	.58	.819
LSPA (pure attitude)	84	2.33	6.00	4.75	.75	.728
LSIA (informed attitude)	84	2.91	5.91	4.51	.65	.739
LSE (efficacy)	91	1.00	5.83	4.35	1.00	.911
LSIP (program implementation)	91	1.00	5.75	3.98	1.05	.808

The Likert scale was 1-6 (high).

Several of the compiled scales were found to be correlated through Pearson's correlation coefficient. The indexes of knowledge (LSK) and efficacy (LSE) had significant correlation with every other subscale, and each other. Table 24 provides the Pearson coefficient for these relationships and the significance levels.

Table 24

Pearson Product-Moment Correlations between Scales of Knowledge, Attitude, Program Implementation, and Efficacy

	LSK (knowledge)	LSE (efficacy)
LSK (knowledge)		.747 ^{***}
LSA (combined attitude)	.691 ^{**}	.509 ^{**}
LSPA (pure attitude)	.497 ^{**}	.457 ^{**}
LSIA (informed attitude)	.679 ^{**}	.476 ^{**}
LSIP (program implementation)	.350 ^{**}	.541 ^{**}
LSE (efficacy)	.747 ^{**}	

Note * $p < .05$, ** $p < .01$, *** $p < .001$.

Knowledge and efficacy had the greatest level of correlation, while knowledge and program implementation had the lowest. After knowledge, efficacy's highest level of correlation was with program implementation, while its lowest level of correlation was with pure attitude. Other correlations occurred between the subscales of attitude (pure attitude, informed attitude, and combined scale), as displayed in Table 25. It is to be expected that the two subscales making up the combined scale would be correlated with the combined scale. The Likert mean Score of Attitude (combined) had a stronger correlation with the Likert mean Score of Informed Attitude ($r = .929, p = .000$). Furthermore, the two attitude subscales that did not have any corresponding items were significantly correlated: Likert mean Score of Pure Attitude and Likert mean Score of Informed Attitude ($r = .497, p = .000$).

Table 25

Pearson Product-Moment Correlations between Scales of Pure Attitude, Informed Attitude and Combined Attitude

	LSA (combined attitude)	LSPA (pure attitude)
LSPA (pure attitude)	.761 ^{***}	
LSIA (informed attitude)	.929 ^{***}	.497 ^{**}

Note * $p < .05$, ** $p < .01$, *** $p < .001$.

Regression analysis. Upon further investigation into the nature of the relationships using simple linear regression analysis, several predictive relationships were discovered that show the percentage of variance in one variable may be explained in terms of the other. Table 26 outlines the factors that acted as post hoc dependent variables, and two main factors that served as independent variables or predictors.

Table 26

Simple Linear Regression: Knowledge (LSK) and Efficacy (LSE) as Predictors of all other Scales

Dependent Variable	Predictor	Predictor	Predictor	Predictor	Predictor	Predictor
	LSK (knowledge)	LSK	LSK	LSE (efficacy)	LSE	LSE
	<i>r</i>	β	R^2	<i>r</i>	β	R^2
LSK (knowledge)				.747**	.583**	.559**
LSA (combined attitude)	.691**	.617**	.477**	.509**	.327**	.259**
LSPA (pure attitude)	.497**	.569**	.247**	.457**	.376**	.209**
LSIA (informed attitude)	.679**	.673**	.461**	.476**	.339**	.226**
LSIP (program implementation)	.350**	.471**	.122**	.541**	.568**	.293**
LSE (efficacy)	.747**	.958**	.559**			

Note * $p < .05$, ** $p < .01$, *** $p < .001$.

Again, knowledge and efficacy proved to have significant predictive value for all the other factors, and each other. Significance was high, meeting a 0.01 level for each of the relationships in the table. Knowledge predicted efficacy to the greatest degree accounting for 56% of the variance in efficacy. Knowledge accounted for the lowest degree of variance in program implementation at 12%. Other than the correlational relationship between knowledge and efficacy, efficacy predicted the mean on the combined attitude scale the most representing 26% of the variance. Efficacy had the lowest predictive effect on pure attitude at 21% of the variance. Furthermore, Table 27 shows that the attitude scales held predictive value for efficacy

through linear regression analysis. The combined attitude scale held the greatest predictive value for efficacy at 26% of the variance.

Table 27

Simple Linear Regression: Attitude Scales as Predictors for Efficacy

Dependent Variable	Predictor	Predictor	Predictor	Predictor	Predictor	Predictor	Predictor	Predictor	Predictor
	LSA (combined attitude)	LSA	LSA	LSPA (pure attitude)	LSPA	LSPA	LSIA (informed attitude)	LSIA	LSIA
	<i>r</i>	β	R^2	<i>r</i>	β	R^2	<i>r</i>	β	R^2
LSE (efficacy)	.509**	.792**	.259**	.457**	.556**	.209**	.476**	.667**	.226**

Note * $p < .05$, ** $p < .01$, *** $p < .001$.

Finally, Table 28 shows that program implementation played a predictive role in efficacy through regression analysis, accounting for 29% of the variance in efficacy.

Table 28

Simple Linear Regression: Program Implementation as Predictor of Efficacy

Dependent Variable	Predictor	Predictor	Predictor
	LSIP (program implementation)	LSIP	LSIP
	<i>r</i>	β	R^2
LSE (efficacy)	.541**	.516**	.293**

Note * $p < .05$, ** $p < .01$, *** $p < .001$.

Summary

The results reported in this chapter provide data with which to answer the six research questions. One aspect of this study was to provide data on the leadership of ESL programs in Indiana school corporations as a starting point to determine what their needs are in terms of leadership development. The data reported provide this information, which will be discussed in detail in the next chapter. Furthermore, results provided data that point to differences in individuals leading ESL programs with regards to knowledge, attitude, efficacy, and program implementation based on level of education, certification for teaching ELs, experience teaching

ELs, role in leadership of ESL program, level of involvement in the design and delivery of the ESL program, length of time in the position, and number of ELs in the corporation. Finally, the interplay of variables showed that these leaders' levels of knowledge and efficacy had significant effects on attitude, program implementation, and each other.

CHAPTER 5

DISCUSSION

The present study researched ESL directors in the state of Indiana to learn about their background experiences, knowledge of second language acquisition research and teaching practices, levels of qualification, attitudes towards English learners, and efficacy for leading ESL programs to gain an understanding of how to provide guidance and support to this group of individuals. It also sought to determine how these factors may interact and affect each other to provide a direction for further research. The study endeavored to provide information that would be useful towards policy making and support of leadership in programs for English learners to the State Department of Education Office of English Language Learning and Migrant Education Programs. The questions that guided my research were:

1. What qualifications (certification, experience, knowledge of Title III/NESP requirements, second language acquisition principles and training), and backgrounds do ESL directors in Indiana have?
2. What are the ESL directors' attitudes towards English learners?
3. What types of professional development have ESL directors had and/or want to receive?
4. What level of efficacy do ESL directors have with providing leadership for the EL program and professional development to staff?

5. How is district data (demographics, personnel working with ELs, low incidence/high incidence/rapid influx, assessment) related to the qualifications and level of training of the ESL directors?

6. Is there any relationship between ESL directors' attitudes towards English learners and their levels of qualification, experience and efficacy for managing the program for English learners?

The discussion for this study is organized around the constructs identified, which align with the research questions. The connection with prior literature on this topic is made within the discussion of each construct. Personal data and school corporation data used to address some of the key findings are discussed in sections separate from the constructs, in addition to professional development. The chapter summarizes the main conclusions and their implications and concludes with recommendations for further research and suggestions for the development of leadership in the field of English as a Second Language.

Overview of Significant Findings and Connections in the Study

The four main constructs in this study, knowledge in the field of ESL, attitude towards English learners, efficacy for program leadership, and effective program implementation, were all affected to varying degrees by the leaders' qualifications, experience, and certification with ELs, roles in leadership of the programs, and number of ELs in the corporation. Knowledge, attitude and efficacy were affected by the greatest number of factors. Having teaching certification to work with ELs and experience teaching ELs had significant effects on all three of these areas. The level of involvement the respondent felt in the design and delivery of the EL program had significant effects on attitude and program implementation. Efficacy was also affected by the length of time the person held the position. The number of ELs in the

corporation had a significant impact on the knowledge and efficacy levels of the subjects. The participants' roles in their corporations (sole responsibility being the EL program, to this duty being part of a larger job) had a significant effect on efficacy.

The constructs were all significantly correlated with each other (knowledge, attitude, efficacy, and program implementation), except for attitude and program implementation. Knowledge and efficacy were significantly correlated with attitude and program implementation, as well as each other. Even further, these showed predictive qualities for each. Knowledge and efficacy proved to be the power players in this study. Attitude also proved to be predictive of efficacy. Table 28 combines all of these factors that were discussed in individual sections in the results chapter to show their significant roles in the four constructs in this study.

Table 28

Significant Relationships Demonstrated in this Study

Factors	Knowledge	Attitude	Efficacy	Program Implementation
Education level		X		
Certification with ELs	X	X	X	
Experience teaching ELs	X	X	X	
Role in ESL in Corporation			X	
Involvement in design of ESL program		X		X
Time in position			X	
Number of ELs	X		X	
Effect of Knowledge		X	X	X
Effect of Efficacy	X	X		X
Effect of Attitude			X	

Part of this study was exploratory in nature, intended to describe the qualities and characteristics of those who direct the ESL programs in Indiana school corporations. A vast amount of descriptive data was obtained and was included in the results section. A part of the discussion in this chapter will explore key conclusions from this data.

Unanticipated Findings

One observation that may be surprising was that very few personal characteristics (educational level, certification, experience) or district data (number of ELs, role in corporation, corporation classification) affected the level of program implementation as described through self-reporting. This may be because it was self-reported and many of those in the position are administrators who know how to navigate requirements placed upon them. It may also indicate that the state is doing a sufficient job of educating them about their requirements for reporting and implementation. The majority of them stated that they had training on how to administer the LAS Links test, for example. Administering the test does not take a high level of knowledge about language acquisition, but does require one to know how to navigate procedures. Even so, the level of involvement the participant had in the design and development of the ESL program significantly affected program implementation. Furthermore, knowledge and efficacy both significantly affected program implementation. It seems that for program implementation, an individual needs to feel a level of responsibility, ability and confidence, and a sense of knowledge that they can perform the job adequately.

Another area of interest was found in the analysis of titles respondents held in their corporations relevant to the ESL program and the reasons they were placed in these positions. While no parallels can be drawn for certain, the percentage of participants who have a title that includes EL Coordinator/Director or some variation thereof was very close to the percentage of

participants who said the reason they were assigned their role was that they had specific knowledge in the field. Additionally, the same pattern held true for those who were administrators with another type of title. The percentage of administrators who were assigned the ESL duties as part of their role as an administrator nearly matched with the percentage of participants who held an administrative title other than something related to ESL directly. On this same line of thought, the percentage of those whose titles were EL Coach or a support role for ELs nearly matched the percentage of those who volunteered because of their interest. Those with other types of titles not related to ESL and those who said they had the responsibility for the program because no one else wanted it were also close (see Appendix F and Table 7). While these parallels are curious, they could be purely coincidental. In this study, the question about titles was open-ended and therefore was not set up in a way that could be easily correlated. In future studies, it would be worthwhile to investigate the possible correlations between how a district views the ESL leadership position and the reason certain individuals are chosen to lead them.

Discussion

In this section I utilize the relevant literature as a lens through which to discuss the findings of my research. I present this information by discussing each construct developed in the study (knowledge, attitude, efficacy, and program implementation), as well as the effects of personal and district data on those constructs. Additionally, professional development needs are analyzed followed by conclusions, implications, and recommendations. When relationships between factors would have implications in more than one area, these are discussed in the first topic and referenced thereafter.

Knowledge in the field of English as a Second Language program management and second language acquisition of directors of ESL programs

In the review of literature, several studies were pointed out that express the importance of a base of knowledge when it comes to leadership of school programs, specifically focusing on ESL programs (U.S. Department of Education, 2012; Pierre, 2009; Tellez & Waxman, 2006). The present study sought to expand upon these studies by exploring the level of knowledge and awareness the program leaders had in ESL programs in Indiana. One of the purposes of this study was to outline what is required of schools in the establishment of ESL programs in terms of the law, government regulations, and established research based principles in second language acquisition. Research questions were designed to get a reading on the level of knowledge of the leaders of ESL programs in these areas. Participants had a higher average score on knowledge than on any other scale as seen in Table 21. The study also sought to determine factors that affected the level of knowledge of the individuals, and how that knowledge affected their attitudes towards ELs, their levels of efficacy for leading the ESL programs, and the levels of implementation of the ESL program.

Factors affecting knowledge. Factors from personal data that significantly impacted levels of knowledge were certification in teaching ELs and experience teaching ELs. Each of these qualities resulted in a greater level of knowledge. Experience had a greater effect size than certification, which seems to indicate that much learning occurs through experience. Certification played a role, as expected, since it should be a measure of knowledge in the field in which one is certified to teach, but may have played less of a role in terms of effect size because programs leading to certification focus on teaching, not leading. Also, experience would enhance knowledge learned through certification and may represent a cumulative effect.

Although I cannot definitively state this, it seems plausible from my experience in the field that these programs lack courses in leadership and program design because they are intended for teachers, not administrators. While it must be noted that certification was still highly significant with a strong effect size, the field could benefit from more research into the development of leadership training for ESL program directors.

The number of ELs in the district showed a significant difference in the directors' knowledge for the smallest and largest groups. An effect size of .18 demonstrates that there is an 18% difference between directors on knowledge in these situations. This implies that having a very large number of ELs leads to having a greater level of knowledge. This may be out of necessity. With very low numbers, the requirements of reporting are different. If there are fewer than 10 students in a subcategory in a grade level, the corporation is not required to report Adequate Yearly Progress (AYP) data on that group. Therefore, districts with low numbers of ELs may not be as well versed on all of the requirements, laws, and language teaching principles because it is not a necessity in performing their jobs. Furthermore, very large districts may be more likely to be the ones who hire professionals in ESL to lead their programs. While this survey did not ask that question specifically, one of the questions on the survey asked participants about their roles in the corporation. Sixteen percent of respondents stated that their sole responsibility is to direct the English learners' program. Another question asked why the individual was placed in this role, and 34% of respondents said that it is because of specific knowledge in this field. It is more likely that corporations with very large EL populations would be the ones with sufficient need and resources to hire the more knowledgeable candidates.

Correlation and regression of factors with knowledge. The knowledge and efficacy scales were more highly correlated with each other than any of the other scales as referenced in

Table 24 showing a positive and highly significant correlation ($r = .747$, $R^2 = .559$). From the literature on efficacy, confidence is built partly on a strong basis of knowledge, in the form of preparation (Tschannen-Moran & Gareis, 2005). Knowledge is a predictive factor in efficacy, as shown through regression analysis accounting for approximately 60% of the difference between participants in efficacy. The present research supports this connection already made in the literature and applies it to a different target group of leaders who require preparation and knowledge in a specific context.

Knowledge is also significantly and positively correlated to all the scales of attitude in this study, although at higher levels for the combined factor of attitude and informed attitude than for the pure attitude factor. Through regression analysis, knowledge was shown to predict the differences in informed attitude 46% of the time. This could be anticipated because the informed attitude scale was derived from questions that come from commonly held beliefs about second language learning. These common myths are not valid according to research, but are widely held in the population (Lightbown & Spada, 2006). The pure attitude questions were ones that could be seen as being based on “political correctness” as used in the Walker et al. (2004) study on teacher attitudes. Ten years after the study (Walker et al., 2004), the landscape of school demographics has changed with larger numbers of ELs in schools across the nation. Additionally, cultural competency and relevancy have become topics for discussion and training in schools and in the national conversation. Although knowledge is correlated to this at a highly significant level ($r = .497$, $p < .01$), it was not as strong as the others. The predictive relationship of knowledge to pure attitude showed that 25% of the variance can be accounted for by knowledge (see Table 24). An increase in the amount of media coverage on topics related to

demographic changes and general levels of cultural competency may be more relevant to this scale than specific knowledge of the law and language acquisition.

Knowledge is significantly correlated to program implementation, but at a lower level of strength than the other factors. Knowledge also predicted program implementation at a lower level than the other factors, representing 12% of the variance. Nevertheless, this shows that knowledge significantly impacts program implementation, as would be expected by the quantity of information that is required to manage an ESL program (*Plyler v. Doe*, 1982; Title VI of the Civil Rights Act of 1964; Office of Civil Rights 1970 Memorandum; *Lau v. Nichols*, 1974, U.S. Department of Education, 2012, U.S. Department of Education, Office of English Language Acquisition, Language Enhancement, and Academic Achievement for Limited English Proficient Students, 2013).

Attitudes towards English learners of directors of ESL programs

The literature on the role that attitude plays in leadership has included the notion that principals who demonstrate negative attitudes towards ELs create and maintain negative school cultures that transmit to teachers (Levine & Lezotte, 2001). Levine and Lezotte (2001) stated that the most decisive factor impacting the effectiveness of the school program for ELs is the principal or school leader. These studies show that the leader sets the tone. Research has been done in this regard on principals and teachers, but not with those who lead ESL programs specifically. The present study gained insight on this specific group of leaders and points to the connection between attitude and other factors, such as training and experience.

Research questions were designed to measure the attitudes of the leaders of ESL programs towards ELs, and were divided into categories of informed attitude, pure attitude and the combination of both. The study also sought to determine factors that affected the attitudes of

the participants, and how those attitudes interacted with their knowledge, their levels of efficacy for leading the ESL programs, and the levels of implementation of the ESL program. Pure attitude provided the highest mean, but all three scales were very close. All attitude scales had higher means than efficacy or program implementation, as portrayed in Table 21.

Factors affecting attitude. Attitude scales were affected by the second largest number of personal and district data factors, outnumbered only by efficacy. The first factor that had a significant effect was the level of the individual's education. Differences were significant between those with a Master's Degree and those with a Master's plus 15 credits for both informed attitude and the combined scale of attitude. The researcher can speculate that perhaps those individuals who went beyond a Master's continued their credits in a field related to ELs or another area of study that led to a more positive attitude towards ELs.

Certification for teaching ELs was another factor that significantly affected attitude. There was a 15% difference on the combined attitude scale of those who were certified and those who were not. Anecdotally, as I have just completed Special Program Accreditation with TESOL and achieved national recognition for the program, it is noted that an aspect of the TESOL standards that was one of the most difficult to achieve in the certification program was in the area of cultural competency. It is a concern that certification did not produce an even stronger effect size on attitude, at least in this study. Further research should look at effective strategies for increasing cultural competency in training programs, and if training can result in significantly changed attitudes.

Having teaching experience with ELs was a significant factor in attitude, most dramatically with regards to pure attitude. Significance was high for all scales, but effect size was the greatest for the effect of experience on pure attitude. Since pure attitude measures the

topics that are not necessarily based on fact, but on areas related to cultural competency and sensitivity, it makes sense that experience working with ELs would yield the highest results on this scale.

In a previous study, teachers who were the most positive had participated in formal training for working with ELs, held graduate degrees, and received strong state legislative support (Byrnes, Liger & Manning, 1997, 1996). Furthermore, Youngs and Youngs (2001) found that teachers were more likely to have positive attitudes if they had received some training with ELs, had experience working with ELs, or experienced diverse settings. The results of my study imply that the previous research on teacher attitudes may also apply to leaders in that education, training for working with ELs, and experience make a difference in attitudes towards ELs. Furthermore, Walker et al. (2004) found that teacher attitudes towards ELs were between neutral to strongly negative, and the EL teachers held administrators accountable for this negativity. If the negative impact of a leader's poor attitude about ELs can be changed through enhanced leadership training and experiential learning, it seems that a difference in the culture of the school may be made.

Another factor that had a significant effect on attitude was the level of involvement the participant had in the design and delivery of the ESL program. Those who felt they had very little control had significantly lower means on the pure attitude scale than all other levels of involvement. These findings extended research on the effects of feelings of control leading to greater levels of efficacy to the result that this, in turn, will lead to more positive attitudes of teachers towards ELs (Bandura, 1993; Tschannen-Moran et al., 1998; Leithwood & Jantzi, 2008). While my study does not indicate that this is a certain conclusion, it points to further

research to investigate whether greater involvement would lead to greater investment of the individual resulting in a more positive attitude.

Correlation and regression of factors with attitude. My findings indicate that knowledge has a greater impact on areas of attitude that require more information and result in a more educated opinion. Efficacy and attitude were also significantly correlated displaying a reciprocal relationship. This is discussed more in the section on efficacy, but mentioned here to signify the interconnectedness of the constructs with attitude.

Overall, compared to the review of research in chapter 2 of this study, the level of attitudes of individuals leading ESL programs was higher than what was reported for teachers. As reported in the Walker et al. study (2004), teachers' attitudes towards ELs were neutral to negative on the whole. EL teachers held the leadership in the schools accountable for the negative attitudes towards ELs. In this study, those leaders displayed more positive attitudes. Whether or not this would lead to more positive attitudes amongst the teachers they lead is beyond the scope of this study, but past research would indicate that it would (Levine & Lezotte, 2001). Levine & Lezotte stated that the negative attitudes of principals towards ELs create and maintain negative school cultures that are manifested in teachers. Other studies have indicated that leadership is a driving factor in successful schools, leaders set the tone, and leadership has an effect on student achievement (Waters & Marzano, 2006; Leithwood, et.al., 2004; Tellez & Waxman, 2006). In conclusion, since it appears that the attitudes of school leaders impact teachers, and since school leaders have a significant impact ultimately on student achievement, it is vital that we figure out how to raise ESL leadership attitudes through education, experience, involvement and strengthening efficacy.

Efficacy of directors for leadership of ESL programs

The body of research into the role self-efficacy plays in education has been applied to teachers and administrators but not specifically to ESL program leaders. Important past findings have been that teacher efficacy plays an important role in a teacher's performance, persistence in the face of difficulties, and student performance levels (Tschannen-Moran, Hoy & Hoy, 1998). Extending this area of research to administrators, researchers have found that efficacy for leadership in principals affects their attitudes and behaviors, which affects teachers' efficacy levels and student performance (Tschannen-Moran & Gareis, 2005). Research has sought to learn the factors that affect leadership efficacy, with evidence pointing towards mastery of tasks, preparation and support. Items in my study were formulated to define context and tasks, to more clearly assess the efficacy levels of leaders of ESL programs specifically. The item which resulted in the highest mean in the scale was, "I am knowledgeable and confident leading the administration of the LAS Links assessment." Two statements that had equal means were: "I know how to find resources for professional development on working with ELs," and "I am confident that I understand the requirements of the Title III and/or NESP grants." These items point to what previous research suggested about the importance of preparation, which includes having a level of knowledge that builds efficacy in performing the task at hand (Tschannen-Moran & Gareis, 2005). These items indicate very specific areas of knowledge about completing distinct tasks that are associated with administrative duties.

The lowest mean score was on the statement, "I feel well prepared to lead the district's efforts with our EL students." This statement is more general and encompasses a broader base of knowledge and tasks. When the context was broadened to this level, ESL leaders felt a lower sense of efficacy and less confidence in their level of preparation. I would speculate that those in

administrative positions have experience performing administrative tasks, so these areas are more in their comfort zone. However, being prepared to lead the district's efforts with a population that is struggling has greater implications than overseeing the administration of a test, filling out grant paperwork, and finding professional development resources. Leading the efforts of student improvement for a group of students who struggle due to language proficiency increases the level of responsibility a great deal. The fact that this was the lowest area of efficacy for survey participants is a concern because of the implications this has on the effects of leader efficacy on teacher performance and student achievement (Tschannen-Moran & Gareis, 2005).

This study was able to provide further support of past research and clarification about reciprocal relationships between factors such as knowledge in the field, attitude towards ELs, implementation of the ESL program, as well as personal and demographic factors impacting efficacy. The factors that made a significant difference in efficacy are first outlined, followed by an explanation of the correlations and predictive nature of relationships between constructs.

Factors affecting efficacy. Of all of the constructs researched in this study, efficacy was affected by the greatest number of personal and district data factors. Having certification for teaching ELs made a significant difference (22% of the variance) on the leaders' feelings of efficacy for leading the ESL programs. This is consistent with earlier studies that found that preparation was a factor in developing leadership efficacy (Tschannen-Moran and Gareis, 2005). In addition, teaching English learners personally accounted for 27% of the variance on feelings of efficacy for leadership. This is consistent with the notion that having mastery experiences leads to a greater level of efficacy (Bandura, 1977). Having that personal experience to draw

upon seemed to produce a greater level of confidence in the form of efficacy for making decisions about the ESL programs and the ability to provide professional development to staff.

The length of time the individual had been in the leadership role with the ESL program also showed a significant difference between groups on efficacy. Those with one to two years in this role had the lowest mean scores while those having over 10 had the highest. This information supports both the effects on efficacy of preparation and mastery because as time in the role increased, so did the opportunities to learn from experience. A learning curve exists for any role, and one would expect time to be a factor in other ways. However, the length of time in the position was not a significant factor in any of the other areas in this study (knowledge, attitude or program implementation). I can only speculate about these results. It could be that the administrative side of leadership is relatively easy to manage, as indicated elsewhere in this study. This would make the length of time in the position not as vital to acquiring that type of knowledge or program implementation. As far as knowledge on the academic side of second language acquisition, it may be that time in that role did not help them learn that type of content. In either case, time would not make a significant difference.

The role the individual played in the development and delivery of the ESL program accounted for 16% of the variance between those whose sole responsibility was directing the ESL program and those who did this as part of their central office duties. On the other hand, the amount of involvement the participant felt they had in the design and delivery of the ESL program was not a significant factor on efficacy. Previous research has shown that having a sense of control over one's environment and decision making leads to a greater level of efficacy (Bandura, 1993; Tschannen-Moran et al., 1998; Leithwood & Jantzi, 2008). However, in this study, control over the environment (stated in terms of involvement) was not a supported factor

in efficacy, or at least was not teased out in the related item on the survey, while the level of involvement was a factor on attitude and program implementation. It could be that since attitude was significantly affected by level of involvement, and attitude significantly affected efficacy, there is an indirect relationship between the way the participants viewed involvement and their efficacy. This could be a result of wording of the item. It gave a stem, "In my role:" and then five choices that included being very involved, being somewhat involved as part of a team, providing a supportive role, and having very little control. With the exception of the last choice, none of the choices had a negative connotation to them. It may also be that the level of involvement and the feeling of control over their environment are not interpreted the same way and that this item is really not a measure of control.

Correlation and regression of factors with efficacy. As previously mentioned the strength of the relationship between efficacy and knowledge had the highest level of correlation and demonstrated a positive reciprocal relationship. Also of significance in this study was the correlation between efficacy and program implementation. Using regression analysis to determine the influence of efficacy and program implementation on each other, each accounted for 29% of the variance in the other. The findings connect with the literature on mastery experiences being a major contributing factor in efficacy, as proposed by Bandura (1977). Efficacy and program implementation showed a reciprocal relationship, with each positively impacting the other. These factors, efficacy and knowledge, and efficacy and program implementation, seem to be intertwined in their relationships where the characteristics of one impacts the other. If it is possible to ascertain which comes first in this reciprocal arrangement, that would be worth further study. It seems to be an infinite loop.

As for leadership efficacy's relationship with attitude, there is a strong correlation between the two. An understanding of which had predictive value on the other was sought using regression analysis. Both variables proved to be significant in their ability to predict the other. This is to be expected with a strong correlation; however, the effect of attitude on efficacy was stronger as analyzed by the Beta measure. The literature reports that having a higher level of efficacy is related to more positive attitudes, but does not report any directionality in the relationship (Tschannen-Moran et al., 1998; Tschannen-Moran & Gareis, 2005). The present study indicates that while efficacy and attitude have a reciprocal relationship, there is some evidence to suggest that attitude may influence efficacy more so than the opposite.

The picture that is painted in this study regarding leadership efficacy of ESL directors is that efficacy is the most impacted by personal and district data of any of the constructs and, in return, ties with knowledge as the leading factors on all other constructs. From past research, it is clear that leadership efficacy has a positive impact on teacher efficacy and improved student performance (Tschannen-Moran & Gareis, 2005). Given the importance of the effects of leadership efficacy, it will be important for researchers to continue to investigate the antecedents and results of this construct.

Program implementation levels for ESL programs

The extent to which the participants felt the ESL program was implemented in their corporations received the lowest mean of all the scales in this study. Furthermore, program implementation was affected by the least number of factors in the study. The use of data to inform decision making was the strongest point on the program implementation scale. This topic is widely discussed in the world of education and in the wider community. A heightened sense of the demand for this could have caused respondents to say that this is occurring, especially

given that the survey was supported and distributed by the Indiana Department of Education. Even though this is what educators hear is supposed to be occurring, the mean was not as high as could have been expected if they were mainly answering what they thought they should answer. This led me to consider that at some level, this may not be occurring to as great an extent as expected by the state and federal requirements of Title III and NESP grants. “I am able to implement all of the requirements of the Title III and/or NESP grants,” has similar results to the use of data to inform instruction. Again, this is an area that is expected to be implemented as part of the responsibilities of the job, but the mean did not seem to be overinflated. An open ended question asked participants to explain any issues faced by the corporation in the implementation of the ESL program. This helped to shed some light on the reasons why participants felt they could not fully implement Title III and/or NESP grant expectations. The resounding reasons were lack of funding, lack of certified staff, lack of prioritization of the program by the corporation and the state, and lack of training for general education teachers.

The lowest mean on the program implementation scale was on the item stating, “The schools in my district know how to embrace EL students’ cultures and languages and integrate them into the life of the school.” Given the importance of culturally competent pedagogy and classrooms that produce an environment that welcomes EL students and lowers their affective filters, this is concerning (Cummins, 2006; Lightbown & Spada, 2006). This supports the findings in the section on professional development needs, which indicated that one of the survey participants’ greatest concerns was the training of teachers and administrators in areas of cultural competency and research based strategies for teaching ELs. “My district has a shared vision on the successful implementation of the program for English learners,” also had a relatively weak mean score. This statement has elements of the administrative and affective sides of running a

successful ESL program. Cultural competency, school culture, and district level collective vision on how to incorporate ELs into the classroom, school and community are areas that need further research, discussion and implementation.

In this study, knowledge of English language learning principles and leadership efficacy are significantly correlated to program implementation. Leadership efficacy for managing the ESL program plays a stronger role. As discussed previously in the section on efficacy, there is a strong connection between mastery of experiences and efficacy (Bandura, 1977). If successful program implementation is seen as a form of mastery, it would follow that efficacy and implementation would have a close and reciprocal relationship.

No personal data factors significantly affected the participants' reporting on program implementation in their corporations. Only one district data point had a significant effect on program implementation: involvement of the responder in the design and delivery of the ESL program. This factor represents the amount of responsibility and independence the corporation allows the individual in that role to have. Those who felt they had very little control over the design and delivery of the ESL program had significantly lower means than all other levels of involvement. The number of individuals who felt they had little control was few; nevertheless, it does seem to make sense that those who felt little control over the program design and delivery would also report lower levels of program implementation. This could be because they have less control, and therefore feel a lower sense of efficacy for program implementation (Bandura, 1993), or these individuals may not be aware of how the program should be implemented. These are questions that could be explored in future research to gain a fuller picture of how the level of personal involvement affects program implementation.

Personal data of those directing ESL programs – areas of interest

On the whole, survey participants were highly educated, represented many years of experience, and held teaching or administrative credentials. These results seem consistent with what should be expected of individuals administering programs in public school education. For the most part, they were not associated with any differences between groups on other factors in this study. What did make a difference was whether or not the participants had taught English learners themselves and had a license to teach ELs. Both of these characteristics were highly correlated with knowledge, attitude and efficacy. In turn, knowledge and efficacy played significantly on program implementation. Reviewing these two factors compared against their effects on the scales of knowledge, attitude and efficacy, it is notable that their effects were greatest on efficacy. Overall, experience played somewhat of a stronger role than certification in the differences between groups on all three scales. While these issues were discussed in more detail earlier, the relevance here is that standard preparation for an administrative or teaching role did not significantly impact survey participants' knowledge levels about ESL programs, attitudes towards ELs, or efficacy for leadership of ESL programs. On the other hand, personal experience teaching ELs and having certification in the field of teaching ELs did make an impact as shown through differences between groups on all of these scales.

This finding has implications for identifying what characteristics and qualifications are associated with successful ESL directors and point to the lack of requirements for those directing ESL/Title III/NESP programs in Indiana at present (Indiana State Board of Education, 2012). Furthermore, these findings provide initial quantitative data that is contrary to the trend in some legislative bodies to require less or no certification and qualifications for administrators and other school personnel (Indiana State Board of Education, 2012). Although these findings are

limited and cannot be conclusive on their own, they warrant further investigation on this point because of the significance the outcomes could have on policy and training programs.

Efficacy was also significantly affected by the number of years the participant had been in the leadership role in the ESL program in the corporation. This is relevant because over 40% had only been in the position of leadership for one to two years. One possible conclusion is that there is a high rate of turnover of who holds responsibility for this program in corporations. Given the strength of leadership efficacy's role on knowledge, attitude and program implementation, longevity in this role seems to be a characteristic for which corporations would strive. It is worth further study to determine why this turnover is occurring, or if some other factors are at play, and what corporations can do to create increased longevity in this role.

District personnel factors and demographic data relevant to ESL programs – areas of interest

The analysis of titles that warrants discussion is the variation of ways in which school corporations choose to administer ESL programs. Given the participants' titles, close to 40% have EL Coordinator/Director as full or partial titles. Comparing this to the size of the EL populations in the respondent pool, 45% reported having a high incidence of EL students (over 79 – the threshold to qualify for Title III grant in Indiana at the time of the survey). These percentages are very close. Another 29% reported a low incidence of ELs (below 79 in the corporation). In school corporations that have low incidence of ELs, they either do not receive Title III funds, or they do so through a consortium (U.S. Department of Education, English Language Acquisition State Grants).

In my six years as a grant director for the National Professional Development Program working with eight school corporations and several Education Centers across Indiana, schools

that do not choose to receive Title III funds often do not employ an individual to lead the ESL program. When they are below that threshold, what I have experienced is that an ENL teacher or support person, or an individual in an unrelated position, is given the responsibility. To quantify this statement beyond my experiential knowledge, 15% of those who responded to the survey as the lead person in the ESL program were special education directors² and 5% were guidance counselors or social workers. Some of the additional comments provided as to why these individuals were chosen, specifically related to the guidance counselor roles were:

- central office decided guidance would be responsible for this program,
- all counselors in our corporation were asked to be a part of this, and
- I work in the Guidance Office and the other Guidance Counselor does not do it.

In personal discussions with several Educational Service Centers in Indiana, some corporations shared that they have decided not to apply for federal Title III funds through consortiums, and several have withdrawn from these consortiums. Additionally, some of the consortium leaders themselves have decided not to apply for the Title III grants. The rationale given in one such communication was that school corporations did not want to “mess with it,” the ‘it’ being burdensome oversight and compliance issues for very little money (Education Service Centers, personal communication, February 24, 2014). The Title III Biennial Report to Congress, 2008-2010 (2013) stated that Indiana had 1,160 EL students reported, but not served through Title III in 2009-2010. The number of ELs not being served one year earlier was 676. Although these numbers are relatively small, this represents a sizable increase (42%) in one year. This supports the point that schools with small populations of ELs are choosing not to join

² As a point of information, the OCR 1970 Memorandum states that Title VI of the Civil Rights Act of 1964 would be violated if schools serve ELs through special education classes.

consortiums to gain access to Title III monies. One respondent stated, “This is not my only responsibility. We have too few students to worry about. They are doing fine. The LAS Links is burdensome. Too much paperwork for so little funding. Unlike Special Education.” Another respondent mirrored this concern, “The grants are difficult to implement with a small number of EL students. The regulation and monitoring are an unnecessary burden to school staff.” A question to consider going forward is how EL students’ civil rights to a free, equitable public education (including Lau and Castaneda standards required of all schools) are secured in low incidence corporations that do not have Title III resources or oversight.

Corporation classification: rural, urban, suburban. District classification into rural, urban, or suburban had no significant impact on the scales for knowledge, efficacy and program implementation. However, all three classifications showed similar results when knowledge, efficacy, and program implementation were compared. For all three classifications of district settings, knowledge had the highest mean scores (over 5 on a 6 point scale), efficacy means were in the middle (around 4.5) and program implementation was lowest (just around 4 or a little less). See Table 10 for more information. The means on each scale were very close, showing that it did not make a difference what type of classification the corporations were associated with. It is evident that program implementation was low across all types of corporations. This is worthy of further research because assumptions could be made that rural corporations lack resources and support while urban corporations have large populations of ELs and a lack of funding. Suburban corporations are generally thought to have populations of students that represent more socio-economically advantaged families and have more resources. This particular item on this individual study shows that the classification did not make a difference between groups, but that overall, implementation was low. However, the participants themselves asked for more

professional development on how to manage very large and very small programs. Future research could help to develop a better understanding of how the corporations' classifications affect their needs and if classification is correlated with size of EL population because this could point to whether or not professional development and support needs to be differentiated on this basis.

Services for EL students and Annual Measurable Achievement Objectives

(AMAOs). The reported number of days per week that ELs receive services does not comply with the specifications of the state for 1 hour a day for levels 1-4 by all corporations (IDOE Office of English Learning and Migrant Education, Guidelines to Satisfy Legal Requirements). Information from the survey revealed that level 1s and 2s are served every day by approximately 75 – 80% of corporations. However level 3s are only served every day by 60% of corporations and level 4s several times a week. This becomes important when reviewing progress of corporations on Annual Measurable Achievement Objectives. According to the survey participants, AMAO 1, (measured by the LAS Links Assessment – making progress learning English) was not met by all, but was met more consistently than the other two. AMAO 2 looks at the percentage of ELs who attain proficiency, a level 5 on the LAS Links Assessment. Corporations did not all meet this AMAO, either. Participants pointed out that if a large wave of refugee students or any other group of lower level ELs comes into the district, the percentage of the ELs who attain level 5 will be lower. The number of ELs at a level 4 is different each year, so the measurement of reaching attainment is going to be different every year. ELs are expected to make approximately 1 level gain per year. Given research in second language acquisition, this is not realistic through all five levels. It takes 4-10 years to reach native-like proficiency (Thomas & Collier, 2002; Cummins, 2006). This was supported in the research and in the

respondents' follow-up statements. The situation is complicated by the fact that ELs are often not receiving daily support, and the level of support lessens as they progress through levels. This finding supports the U.S. Department of Education's 2012 report on Language Instruction Education Programs which stated, "Often, once ELs reach near fluency, they no longer receive specific language instruction which could lead to a plateau being reached (fossilization) and fluency never being obtained." What cannot be determined from this study is whether an increase in the amount of services to ELs would lead to an increase in meeting the AMAOs. This is a point that needs further research.

The issue with AMAO 3 is different because it does not speak to language attainment, but academic content attainment. In the current era, there is much confusion as to how and why ELs should be expected to meet AYP (Annual Yearly Progress) when the state has obtained a waiver on ESEA requirements. Participants expressed concern and confusion about how this measurement is being determined. One participant stated,

It feels like we are being punished because no one was part of the waiver writing process to represent the EL community. The process also does not care why we did not make AYP only that we did not make it so no credit for making AMAO 2 this year only failure for not making AMAO3. We did not make AYP because "Safe Harbor" was not calculated as it had been in every other AYP calculation.

Indiana's ELEA waiver includes provisions for EL students in levels 1 and 2 for the first year not to be included in the report card for schools on the measure of ELA and math assessments (U.S. Department of Education, Elementary and Secondary Education, 2012). However, schools are still held accountable for AMAO 3 for level 1 and 2 students, which is the same measure.

Corporations struggled with AMAO 3 or meeting AYP with the subgroup of ELs the most with nearly half of all participants stating that they did not meet it over a three year period of time. This is consistent with the IDOE's reporting that AMAO 3 has not been met from 2010 – 2013. The gap between ELs and non-EL students in Indiana in 2012-2013 was 19.7% in Math and 28.4% in English Language Arts (Indiana Department of Education Compass, 2012-13). In Quality Counts (2009) this gap was said to have increased from the fourth grade to the eighth grade. This is consistent with research in the field stating that it takes 4-10 years, as a minimum, for ELs to reach academic proficiency. Research also points out that it is common for students to make rapid gains in the first few years, but then slow down as they reach higher grade levels, and therefore, more difficult academic language (Thomas & Collier, 2002; Cummins, 1979; Cummins 1981; Cummins, 2006). This research supports these previous studies and points to a consideration of the difficulties with the measurement system currently being used.

Professional Development of ESL Directors

One of the purposes of this study was to determine what professional development ESL directors have experienced, and what they believe they still need in order to establish a rationale for training for this specific group. Research by Byrnes, Liger, and Manning (1997, 1996) and by Youngs and Youngs (2001) found that when teachers were trained in ways to assist ELs achievement, they had more positive attitudes. If this finding is to be carried over to ESL administrators, it is important to know what their needs are. In previous unpublished research that I conducted, evaluated by IUPUI-CUME (Indiana University Purdue University – Center for Urban and Multicultural Education) for a National Professional Development Grant, professional development through a Professional Learning Communities model improved scores of teachers and administrators on questions pertaining to attitudes, knowledge, and efficacy

(Smith & Mungro, 2009) (see Footnote 1). While this research pointed to promising results of professional development, it did not separate the administrators and ESL directors from the teachers. This is one of the reasons that this current study focused on that group intentionally. The effects of attitude on efficacy for leadership and the resulting impact on successful leadership are very positive and influential, as discussed in those sections of this paper. The question is then, what professional development experiences do ESL directors need to ultimately lead their corporations to improved EL student achievement?

In my experience of training teachers and administrators to work with ELs, I have found that these groups generally understand that EL students have a need for differentiation and special strategies when it comes to instruction, but struggle with the concept of applying the same principles to grading and assessment. This notion was supported by this study. Educators feel there is an element of unfairness in adapting assessments, and secondary teachers in particular struggle with the concept of an alternative grading system. This could be what is reflected in the discrepancy found between the high mean scores to the prompt, “Mainstream teachers must adapt their instruction to meet EL student needs,” and the low mean scores on the prompt, “EL students should be treated the same when it comes to grading and assessment.” The latter was reversely coded. The two somewhat contradict each other. When looking at the gap between understanding the need to differentiate instruction and the execution of it from a professional development standpoint, it is evident that ESL leaders need additional support in understanding the more difficult points related to equity and implementation of teaching ELs according to their proficiency levels. While the majority of participants have had training in these areas, it remains clear that they are not as strong in applying the ideas as they are in being aware of them. One possible explanation could be that training has developed participants at the

lower levels of Bloom's taxonomy (remembering, understanding), but has not reached higher levels of application, evaluation and synthesis. Participants acknowledged their needs in this area by including differentiation for teaching culturally and linguistically diverse students and training on strategies for working with ELs successfully in their top five areas for future professional development. Further research should seek to identify the types of training that are effective in getting to the higher levels of implementation.

An open ended question was asked pertaining to any other professional development needs of subjects in working with or managing their ESL programs. The most often cited need was for training for general educators in strategies for modifying instruction to follow the Individualized Learning Plans (ILPs), coaching, co-teaching, and cultural competency. Another item in the survey asked participants if they rely on others to provide professional development on working with ELs to their staff, and 67% of them did. Combining this information with another question on what professional development models for working with ELs are used, this makes sense considering that 73% utilize one-day workshops, longer workshops, professional offsite conferences, or webinars. These types of training often utilize consultants and are not conducted by the ESL director. Only 17% use an onsite, ongoing format such as Professional Learning Communities, coaching or action research teams. These would lend themselves more to a local specialist being in the lead, although this is not necessarily the case. At one point, five universities in Indiana had the National Professional Development Grants, and all of them were working in the schools supplying the training for these ongoing, onsite sessions. I directed one of these programs, and the project leaders of these grants met together periodically to share strategies and provide support. We often had strong local partners in the ESL directors who worked alongside of us to provide the professional development. This partnership produced

strong connections between the universities and their partner corporations resulting in benefits for all (professional development support for the corporation, leadership training, development of field experience partners for pre-service teachers and research opportunities). Further research could look at these and other models to pursue the ways that local ESL leaders can be trained to support professional development within their systems in ways that are sustainable and effective.

The training that the fewest respondents have participated in was for courses towards EL licensure, at 36%. This corresponds to the percentage that has licensure for teaching ELs already (35%). Notably, respondents ranked courses towards licensure very low in terms of their need for further professional development. However, one of the most significant aspects of this study has been the finding that having this licensure affected the participants' levels of knowledge, their attitudes towards ELs, and their efficacy for leadership of the ESL program. One possible explanation for this disconnect could be that, as individuals who are mostly in leadership roles, they see this licensure for teaching as not relevant to their career levels. A suggestion for bridging this gap between the significance of having the EL license and participants' lack of interest in this training is the development of training programs in ESL program leadership. The highest ranking choice for further professional development was in program design, development, and management to better serve ELs, which corresponds to this specific need of program directors. Participants identified other leadership development training needs as working with ELs in the Response to Instruction (RtI) process, building partnerships with EL parents, coaching, and team teaching approaches for working with ELs.

The needs of the EL directors in terms of professional development is a mixture of technical knowledge of laws, policies and procedure, and an academic knowledge of how to

actually improve the language skills and content knowledge of ELs. The open ended question on the training needs of respondents identified additional areas that could be supported through a leadership training program. Participants stated that they wanted collaboration with other directors, and ways to build support within their corporations, “So many times it seems I am an island.” This notion of collaboration and social support leading to increased efficacy is supported in the literature (Tschannen-Moran et.al., 1998). Respondents also wanted training in a range of other areas that would be geared towards program administration. Appendix E provides a table of these needs. These professional development areas of need further point to specialized training for ESL leaders beyond what is offered for teacher licensure.

Finally, the lowest scoring item from the scale of efficacy was “I feel well prepared to lead the districts efforts with our EL students.” With the interrelationships that have been indicated in this study between efficacy, knowledge, program implementation, certification, and experience with ELs, it is strongly suggested that future researchers find ways to ensure that ESL directors feel well prepared to lead in moving EL students forward academically.

Conclusions and Implications

The research led to several overall conclusions that are discussed in this section along with their implications for the field. These are discussed as a backdrop for the resulting recommendations and lead to areas for further research.

Need For Review of Policies

The number of ELs in schools in the United States is increasing and will continue to do so at exponential rates (U.S. Department of Education, National Center for Education Statistics, 2009-10; Boyle, Taylor & Soga, 2010; Institute of Education Sciences National Center for Education Statistics, 2012; Indiana Accountability System for Academic Progress, 2010). Even

so, it seems that the world of ESL in terms of laws, policies and procedures is years behind other subgroups of high need students, such as students with disabilities (U.S. Government Accountability Office, 2009). However, the demographic changes taking place in the USA and the projections showing that these will not slowdown in our lifetime indicate that educators need to act now. If action is not taken until this situation becomes dire with 40% of the school-aged population being English learners, it will be too late for several generations of students, not to mention the damage that would be done to society and the economy (Thomas & Collier, 2002).

A major difference to be taken into account is that, in the Special Education world, parents are more aware of their rights and are not a group without a voice. Multiple organizations exist to assist parents and to advocate for special education rights of children such as the Council of Parent Attorneys and Advocates and Parent Advocacy Council for Education. English learners' parents often do not speak English and are not well informed about the educational rights of their children (Fix & Passel, 2003). Furthermore, they are not an empowered group, often feeling intimidated by the school and official situations (Hamayan & Freeman, 2006). However, the American Civil Liberties Union is stepping up more often to advocate for this group of students. For example, the ACLU along with others filed a law suit on April 24, 2013 against the California Department of Education alleging that 20,000 English learners are not having their educational needs met (Maxwell, 2013). Additionally, more English learners are second or third generation American citizens (Fix & Passel, 2003). As these groups become better informed, they will insist on their Lau rights being met (*Lau v Nichols*, 1974; Hamayan & Freeman, 2006).

The education field needs to be proactive and not wait for law suits and legislators to make decisions that will dictate how decisions are made rather than doing what is best for kids

now. According to a report by The Urban Institute (Fix & Passel, 2003, p. 7), “The flows (immigration) over the past decade have had a profound effect on the nation’s demographic make-up and hold far-reaching implications for all domains of education and social welfare policy.” In another study, it was mentioned that strong state legislative support was a factor in positive teacher attitudes towards ELs (Byrnes, Liger & Manning, 1997, 1996). In light of these changes, it would be prudent to review and enhance policies and programs to support English learners, their educators, and leaders now.

An Exploratory Model of ESL Program Leadership: Relationships between Factors

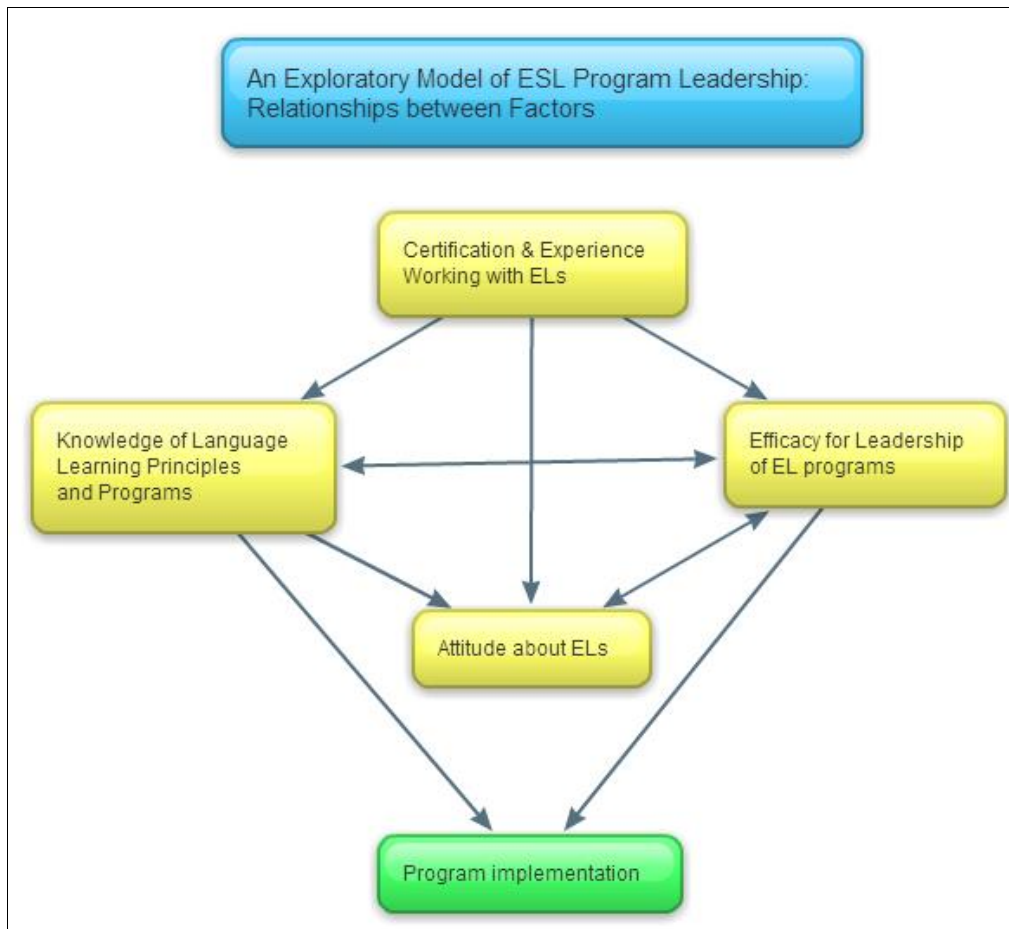
The power factors affecting leaders of ESL programs in this study were certification for teaching English learners and experience working with ELs. These two factors had implications on personal characteristics of leaders including knowledge of second language acquisition and ESL program administration, attitudes towards ELs, and efficacy for leadership of ESL programs. In turn, knowledge and efficacy were the power constructs having predictive value for all other characteristics of leadership, including a reciprocal relationship between the two.

Efficacy can involve many factors. In this study, the factors of preparation and mastery of tasks were primarily explored. A key finding demonstrated a strong relationship between efficacy and successful program implementation. This relationship has been confirmed in other studies as well (Tschannen-Moran & Gareis, 2005). Attitude proved to be the weaker of the constructs in this study in terms of correlation or predictive value, affecting only efficacy.

Figure 17 provides an exploratory model of ESL program leadership to assist in explaining the relationships between these variables and a base upon which to conduct further research.

Figure 17

An exploratory model of ESL program leadership: Relationships between factors



The Exploratory Model of ESL Leadership developed from this research has implications beyond research, into areas of training, licensure, leadership development and ultimately, successful ESL program implementation. Of course, from this study alone, conclusions cannot be made as to what successful leadership training programs might look like. However, its strongly significant findings, taken together with prior research, point in these directions for further investigation.

The trend in many states, including Indiana, is to move away from higher levels of qualification and education for teachers and educational leaders (Milner, 2013; Ravitch, 2013;

Indiana State Board of Education, 2012). Indiana does not require a Master's Degree for teacher professionalism. Furthermore, the Indiana Department of Education does not have any requirements for the individual leading the ESL program in Indiana schools (Indiana State Board of Education, 2012). However, this study speaks to the importance of having experience and certification when it comes to effective leadership of ESL programs. While one cannot generalize from this study that all ESL leaders would be more successful with their programs given certification and direct experience with ELs, the results indicate that this is a direction to consider.

Another area in this research that supports higher levels of training specifically in the field of teaching English learners successfully is the finding that participants were relatively competent in the management side, but less so with instructional leadership. Respondents were generally able to properly fill out the paperwork and administer the requirements of the Title III/NESP grants, and follow through on the state's requirements for reporting. These are not the areas that ESL leaders felt they need support in for themselves or their staff. While they can check off all the boxes and fill out the forms properly, schools are still not meeting AMAO requirements. From the survey findings, there is a sense of frustration that mainstream teachers are not equipped to meet the needs of ELs in their classrooms and that support and funding are inadequate from the state and corporations. ESL leaders have become competent at the paperwork, but perhaps that emphasis has taken away from the focus on improving student learning, which is the educational leadership side of the equation.

Use of Tailored Design Model to Gain Participation and Buy-In

A tailored design model was utilized in an attempt to target the particular group of people desired as subjects for this study. This type of design promotes buy-in and encourages targeted

individuals to want to participate because it speaks to their perceived needs. They participate because they see that this can help them in the future and because it is an area they are involved in and care about (Dillman et al., 2009). A strong response was received from the target group in an era during which it has become increasingly more difficult to get feedback. Individuals in school corporations are bombarded with researchers wanting to gather data from them because the field of education is insisting upon research based evidence for decision making.

Furthermore, as Dillman et al. stated:

The sample survey has been transformed from being a comfortable face-to-face conversation to a highly impersonal experience that with increasing frequency is mediated by an electronic device (p.1)...one of the ironies of modern surveying is that there now exists more means of reaching people and doing so more quickly than ever before, but there is a greater likelihood of people not allowing certain means of access, whether through mail, Internet, or telephone. We have entered an era of choice not just for surveyors, but also for respondents (pp. 12-13).

These authors developed the tailored design model to assist in combating these challenges. This model focuses on scientifically supported strategies to inspire individuals to respond by creating effective interaction with them, encouraging and drawing them in to the project. The success of this approach, along with the utilization of specific list-serves to reach the targeted audience, is an approach that future researchers may want to consider.

Recommendations

Recommendations are the culmination of what has been learned through research. For this study, several recurring focal points have led to the following recommendations for the improvement of English learner education and further research.

1. **Policy and qualifications.** Minimal requirements should be established by the state for the leadership of ESL programs similar to other areas of district level administration (exceptional needs, career and technical education, curriculum and instruction) as found in the Rules for Educator Preparation and Accountability (Indiana State Board of Education, 2012). The requirements for these areas generally require the educator to pass the school leader's licensure assessment, hold a proficient or accomplished practitioner license in the content area, successfully complete an approved district administrator program in that content area, and have a master's degree. While it is important to develop minimal qualifications, this should be done with a view to meeting the needs of the leaders so that they can in turn assist teachers and building level leaders in closing the achievement gap that exists between ELs and non-ELs. It is not necessary to mirror what is being done in the other areas, but to utilize research to determine what those minimal qualifications should be. Establishing qualifications would also professionalize the role of ESL director, giving that individual a place at the table in making district level decisions. With any new endeavor, there would be inevitable growing pains. A transition period would be needed along with avenues to pursue the qualification requirements. Those currently in leadership positions should have the opportunity and incentives to pursue qualifications. Professionalization of the position through certification will also incentivize schools of education to develop leadership training programs for ESL directors.
2. **Preparation through advanced education.** Development of leadership programs (master's level or above, or equivalent certificate) specifically designed to develop administrators for ESL at the same level as director of exceptional needs programs, or

other specialized areas. There exists a body of knowledge that is unique to this field in terms of second language acquisition and research on effectiveness of instructional programming that would not be gained in a traditional administrative program or without specific studies in this content area. A review of requirements at several universities in Indiana to prepare administrators for state licensure as district level directors of exceptional needs and other areas revealed that courses are required in general administrative content, as well as content in that specific field. In my position as a director of English language teaching programs, I have developed courses as special topics of study in leadership and assessment of ESL programs for individuals seeking ENL licensure who are already in leadership roles. These courses have been very well received as they met the needs of those individuals already doing the job, but not having the licensure. There are resources and books available that would greatly assist leaders in this field to be more knowledgeable and efficacious. This type of program would serve the purpose of developing support and collaboration among leaders which was an element that participants felt is currently lacking. Currently Indiana is systematically deemphasizing further education in the form of advanced degrees and providing for less rigorous academic programming pathways for certification of educators (Indiana State Board of Education, 2012). Although this provides an excuse for educational partners, such as schools of education, not to develop programs in leadership that are clearly needed, there are creative ways to provide this education. Certificates of study in ESL leadership can be used by educators for professional growth points. If universities are clever, they will design these programs so that those credits can be used towards a master's degree when the pendulum shifts again.

3. **AMAO review in Indiana to align with research in SLA and ESEA waiver**

documents. A thorough review of AMAO expectations and measurements based on research in the field is prudent to promote equity for our EL students and to determine what makes sense in terms of second language acquisition research. Measurements are needed that support and provide data to aid educational decision making rather than measurements that penalize ELs and schools. Given the research in second language acquisition, the guidelines for determining AMAO 1 and 2 should be reviewed. It is not uncommon for a one level gain to be made for two or three years, but beyond that, the rigor of the academic language increases and progress slows (Thomas & Collier, 2002; Cummins, 1979; Cummins 2006). Indiana's ESEA Flexibility waiver includes provisions for EL students in levels 1 and 2 for the first year not to be included in the report card for schools on the measure of ELA and math assessments (U.S. Department of Education, Elementary and Secondary Education, 2012). However, schools are still held accountable for meeting AMAO 3 (meeting adequate yearly progress) for level 1 and 2 students, which is the same measure. Along the same lines, ESL leaders need to put programs into practice that effectively improve the language and academic learning of ELs. These programs need to match research based teaching and learning strategies to AMAOs that are defined according to research in second language acquisition. In order for assessment to be effective, it needs to be valid. A reassessment of how AMAOs are measured would be a step in the right direction.

4. **Further research on the Exploratory Model of ESL Leadership.** Research should be continued on the Exploratory Model of ESL Leadership to determine if the relationships between factors and constructs are truly predictive, and if so, what can be done to

enhance these factors. Can efficacy be amplified by increasing knowledge through professional development or credentialing requirements? Will an increase in knowledge and efficacy lead to better program implementation, and ultimately, improved student learning? Will efficacy be even more enhanced by training specific to the needs of ESL directors? Are leader attitudes less important in program implementation than previously thought or does the effect of attitude on efficacy encompass that relationship? The role of social support and collaboration came out through the open ended questions, but was not part of this research design. Further research could investigate the role of support and collaboration in the Exploratory Model of ESL Leadership.

- 5. Additional research considerations.** Other suggestions for further research that were embedded in the narrative of this chapter include:
- a. effective strategies for increasing cultural competency in training programs, and if training can result in significantly changed attitudes;
 - b. models for ways that local ESL leaders can be trained to support professional development within their systems in ways that are sustainable and effective and lead to higher levels of successful program implementation;
 - c. a better understanding of how the corporations' classifications affect their needs and if classification is correlated with size of EL population to determine whether or not professional development and support needs to be differentiated on this basis;
 - d. the role of cultural competency, school culture, and district level collective vision on incorporating ELs into the classroom, school and community;

- e. the possible correlations between how a district views the ESL leadership position and the reason certain individuals are chosen to lead them;
- f. why rapid turnover in the ESL leadership role is occurring and what corporations can do to create increased longevity in this role;
- g. how EL students' civil rights to a free, equitable public education (including Lau and Castaneda standards required of all schools) are secured in low incidence corporations that do not have Title III resources or oversight; and
- h. if an increase in the amount of services to ELs would lead to an increase in meeting the AMAOs.

In conclusion, as Leithwood et al. (2004) found, the effects of leadership are seen the most in areas where there is the most need. The changing demographic makeup of this nation indicates that educating English learners is a growing area of high need. My research has shown that as a whole, ESL program leaders do not feel well prepared to lead their corporations in the implementation of programs leading to academic success for ELs. These leaders feel that the established system has gaps in its support for them and those for whom they are responsible, the ELs, their teachers, and communities. Tschannen-Moran and Gareis (2005) found that the perception of the quality and usefulness of education leaders' preparation and support from others played significant roles in efficacy for leadership. Efficacy and preparation (knowledge, certification, and experience) played significant roles in my study, leading to several suggestions and directions for further research. As an educational community, we need to find a path forward that will lead to highly effective programs for our rapidly growing English learning population and to provide adequate support for the task.

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APPENDIX A

Email Text to Participants

Dear ESL Director/Title III/NESP or Consortium Leader,

You are invited to participate in this survey to gather valuable information on programs for English learners including Title III/Non-English Speaking Program Grant participating schools and the needs of those directing these programs in Indiana. This survey is part of a Doctoral Dissertation and is supported by the Indiana Department of Education Office of English Learning and Migrant Education Programs. In this survey, ONLY ESL/Title III/NESP directors and consortium leaders (age 22 and older) from participating schools in Indiana will be asked to complete a survey that establishes a baseline of those individuals' qualifications, levels of training in this area, professional development needs, and so on as they relate to the district's characteristics.

It will take approximately 20 minutes to complete the questionnaire. The ultimate purpose of this survey is to provide direction on the professional development needs of individuals in these leadership positions.

Please fill this survey out to the best of your ability; however, if some questions would cause you to abort the survey or you do not know the answers, you may skip those questions. The more information you provide, the better the information will be to make suggestions for improvements to support you.

Your survey responses will be anonymous and data from this research will be reported only in the aggregate. Individual data will not be utilized beyond the initial collection and aggregated analysis and will not be stored beyond 2 years.

Your participation in this study is completely voluntary. There are no foreseeable risks associated with this project. However, if you feel uncomfortable answering any questions, you can withdraw from the survey at any point. If you have questions at any time about the survey or the procedures, you may contact Donna Albrecht by email at dalbrecht@anderson.edu or phone 765-641-3686. My Faculty Advisor is Dr. Del Jarman, [dwjarman@bsu.edu](mailto:dwjjarman@bsu.edu), 765-285-8488.

IRB Contact information- Director, Office of Research Integrity, Ball State University, Muncie, IN 47306, 765-285-5070 or irb@bsu.edu

Please start with the survey now by clicking on the URL, clicking the agree button, and then continue. <http://ESLdirectorsurveyIndiana2013.questionpro.com>

Thank you very much for your time and support.

Donna Albrecht
Doctoral Candidate,
Educational Leadership Department
Ball State University

APPENDIX B

Survey Instrument

Hello: You are invited to participate in this survey to gather valuable information on programs for English learners including Title III/Non-English Speaking Program Grant participating schools and the needs of those directing these programs in Indiana. This survey is part of a Doctoral Dissertation and is supported by the Indiana Department of Education Office of English Learning and Migrant Education Programs. In this survey, all EL/Title III/NESP directors and consortium leaders from participating schools in Indiana will be asked to complete a survey that establishes a baseline of those individuals' qualifications, levels of training in this area, professional development needs, and so on as they relate to the districts characteristics. It will take approximately 20 minutes to complete the questionnaire. The ultimate purpose of this survey is to inform and provide direction on the professional development needs of individuals in these leadership positions. Please fill this survey out to the best of your ability; however, if some questions would cause you to abort the survey or you do not know the answers, you may skip those questions. The more information you provide, the better the information will be to make suggestions for improvements to support you. Your survey responses will be strictly confidential and data from this research will be reported only in the aggregate. Your participation in this study is completely voluntary. There are no foreseeable risks associated with this project. However, if you feel uncomfortable answering any questions, you can withdraw from the survey at any point. If you have questions at any time about the survey or the procedures, you may contact Donna Albrecht by email at dalbrecht@anderson.edu. Thank you very much for your time and support. Please start with the survey now by clicking on the Continue button below.

1. I have been in education for:
 1. 0-5 years
 2. 6-10 years
 3. 11-15 years
 4. Above 16 years

2. What is your highest level of education earned to date:
 1. Bachelor's Degree
 2. Master's Degree
 3. 15 credits above Master's Degree
 4. 30 credits above Master's Degree
 5. Educational Specialist
 6. Doctorate

3. What is your level of certification:
 1. Teacher
 2. Building level administration
 3. District level administration (superintendent)
 4. Other school specialist
 5. Other (please explain)

4. What is/are your area(s) of certification:

5. I have/had teaching certification in the area of teaching English learners.
 1. Yes
 2. No

6. Have you had experience teaching EL students yourself?
 1. Yes
 2. No

7. If you answered yes above, please briefly describe your experience teaching ELs:

NESP grants.						
d. I am able to implement all of the requirements of the Title III and/or NESP grants.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e. I know what is on the home language survey and when an answer requires the student to be assessed for English language proficiency.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
f. I am knowledgeable and confident leading the administration of the LAS Links assessment.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
g. I have administered the LAS Links test myself.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
h. I know and can teach someone else about the English Language Proficiency levels used in Indiana based on the LAS Links assessment.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

15. For each statement, please select the ONE letter that reflects your level of agreement:

	STRONGLY DISAGREE	DISAGREE	SLIGHTLY DISAGREE	SLIGHTLY AGREE	AGREE	STRONGLY AGREE
a. I feel knowledgeable and confident training teachers to adapt and modify lessons and assessments for English learners according to their proficiency levels.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. I know how to find resources for professional development on working with ELs.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. I rely on others to provide professional development on working with ELs.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d. I am aware of the different delivery models for working with ELs.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e. I am confident in suggesting and/or prescribing curriculum and materials for working with ELs.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
f. I am knowledgeable about second language acquisition principles and applications to student learning.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
g. I know how to respond properly and legally to undocumented students and families.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
h. Data is used to inform instruction for ELs through corporation programming and policies.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

16. I have personally participated in the following type of training to support the education of ELs (check all that apply):

1. IDOE training on LAS Links (any format- on-line, web cast, face to face)
2. IDOE training on strategies for working with ELs successfully (any format- on-line, web cast, face to face)
3. Program design, development, management to better serve ELs
4. Sheltered Instruction (strategies to better serve ELs in the general education classroom)

5. Coaching or team teaching approaches
6. Differentiation for teaching culturally and linguistically diverse students
7. Building partnerships with EL parents
8. Language acquisition (first and second)
9. ELs in the RTI process
10. Cultural competency
11. Courses towards EL licensure
12. Other (please explain)

17. Please rank the top five topics in order of your personal needs for training with 1 being highest:
- IDOE training on LAS Links (any format- on-line, web cast, face to face) _____
 - IDOE training on strategies for working with ELs successfully (any format- on-line, web cast, face to face) _____
 - Program design, development, management to better serve ELs _____
 - Sheltered Instruction (strategies to better serve ELs in the general education classroom) _____
 - Coaching or team teaching approaches _____
 - Differentiation for teaching culturally and linguistically diverse students _____
 - Building partnerships with EL parents _____
 - Language acquisition (first and second) _____
 - ELs in the RTI process _____
 - Cultural competency _____
 - Courses towards EL licensure _____

18. Please list any other professional development needs you have on working with or managing the EL program in your district:

19. How many students are in your corporation approximately?

20. What is your district’s classification:

1. Urban
2. Suburban
3. Rural

21. What best describes the English Learners in your district (check all that apply):

1. Low incidence of EL students (under 79 students)
2. High incidence of EL students (over 79 students)
3. Rapid influx of EL student in the past 3 years
4. School serves primarily migrant students
5. Other (please explain)

22. During the current academic year how many levels 1-4 English Learners are in your corporation:

1. 1-60 students
2. 61-150 students
3. 151-300 students
4. 300-600 students
5. 601-1000 students
6. over 1001 students

23. What English language proficiency levels is your district serving (check all that apply):

	Daily	Several times a week	Monitoring	Not directly serving
a. Level 1	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

b. Level 2	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. Level 3	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d. Level 4	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e. Level 5	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

24. Mark the appropriate checkbox identifying when your district met the Annual Measurable Achievement Objectives (AMAOs) for English learners (LEP) over the last three years (check box if you met it):

	2009	2010	2011	N/A
a. AMAO 1: Number or percentage of English language learners making progress in English, based on the state English language proficiency assessment	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. AMAO 2: Number or percentage of English language learners attaining English proficiency on the annual state English language proficiency assessment	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. AMAO 3: Number or percentage of English language learners (as a subgroup) meeting Adequate Yearly Progress (AYP) outcomes under Title I at the State and local levels	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

25. Pertaining to the question above, if your district has met some of the AMAOs in the last couple of years, but not all, please provide any additional information about circumstances which you believe are relevant:

26. For each statement, please select the ONE letter that reflects your level of agreement:

	STRONGLY DISAGREE	DISAGREE	SLIGHTLY DISAGREE	SLIGHTLY AGREE	AGREE	STRONGLY AGREE
a. The EL student must be provided with instruction in the content areas at the grade level appropriate to the student's age.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. Schools with EL students should hire certified EL teacher(s) according to the number of students in need.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. EL students are capable of performing well academically.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d. If I were teaching, I would like to have an EL student in my classroom.						
e. EL students usually come from places with inferior educational systems.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
f. EL students bring needed diversity to schools.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

27. For each statement, please select the ONE letter that reflects your level of agreement:

	STRONGLY DISAGREE	DISAGREE	SLIGHTLY DISAGREE	SLIGHTLY AGREE	AGREE	STRONGLY AGREE
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	DISAGRE E		DISAGRE E			
a. EL students should be encouraged to start speaking English from the very beginning.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. Parents should speak English at home to help their children learn English.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. EL students should be treated the same when it comes to grading and assessments.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d. Students will learn English by being immersed in the mainstream classroom - they soak up the language.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e. It is the responsibility of the school to accommodate EL students and assist them in adapting to American culture and school life.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

28. For each statement, please select the ONE letter that reflects your level of agreement:

	STRONGLY DISAGRE E	DISAGRE E	SLIGHTLY DISAGRE E	SLIGHTLY AGREE	AGREE	STRONGLY AGREE
a. EL students learn English better if they do not use their native language at school.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. EL students are a disproportional financial burden to schools.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. EL students need to learn English before they can be active participants in their classrooms and schools.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d. The general education teacher has responsibility for the academic success of the EL.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

29. For each statement, please select the ONE letter that reflects your level of agreement:

	STRONGLY DISAGREE	DISAGREE	NEITHER DISAGREE nor AGREE	AGREE	STRONGLY AGREE
a. I feel a responsibility to ensure that teachers of EL students are adapting and modifying the curriculum according to each student's English language proficiency level.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. I feel well prepared to lead the district's efforts with our EL students.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. The schools in my district know how to embrace EL students' cultures and languages and integrate them into the life of the school.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d. The responsibility for the EL student to learn English belongs primarily to the EL staff.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

30. For each statement, please select the ONE letter that reflects your level of agreement:

	STRONGLY DISAGREE	DISAGREE	SLIGHTLY DISAGREE	SLIGHTLY AGREE	AGREE	STRONGLY AGREE
a. If students and school personnel perceive EL students as subordinate groups in mainstream classrooms, not much can be done about it.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. EL students learn content better if they are allowed to use their native language as support when applicable.						
c. EL students should be expected to perform close to grade level after one year of English language instruction.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d. Incorporating our EL students' cultural differences into the mainstream classroom is vital.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

31. For each statement, please select the ONE letter that reflects your level of agreement:

	STRONGLY DISAGREE	DISAGREE	SLIGHTLY DISAGREE	SLIGHTLY AGREE	AGREE	STRONGLY AGREE
a. Mainstream teachers must adapt their instruction to meet EL student needs.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. If a school does not have an EL teacher, EL students should be served through Special Education programs.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. It is the responsibility of the EL student to adapt to American culture and school life.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d. Because of the pressure on teachers to raise student achievement, it is understandable that teachers are reluctant to have EL students in their classes.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

32. What professional development models on working with ELs does your corporation provide (check all that apply)?

1. Workshop or seminar (short term - up to one day)
2. Workshop or seminar (longer term - several days)
3. Professional conference off site
4. Formalized on-going, on-site (i.e. Professional learning community, coaching, action research)
5. University course
6. Webinars
7. Other (please explain)

33. Explain any issues your corporation faces in the implementation of the EL program, including Title III and/or Non-English Speaking Program grant(s) if applicable.

APPENDIX C

Survey Items Organized by Research Question, Information Organizational Structure, and Constructs

1. What qualifications (certification, awareness of Title III/NESP requirements, second language acquisition principles and training), and backgrounds do ESL directors in Indiana have?	2. What are the ESL directors' attitudes towards English learners?	3. What types of professional development have ESL directors had and/or want to receive?	4. What level of efficacy does the ESL director have with providing leadership for the EL program and professional development to staff?	5. How is district data (demographics, personnel working with ELs, low incidence/high incidence/rapid influx, assessment) related to the qualifications and level of training of the ESL directors?
<p>Survey Questions:</p> <p>Personal data: 1,2,3,4,5,6,7,11</p> <p>Knowledge base (LSK): 14a,14e,14h, 26a, 30b, 30c, 31a,31b</p>	<p>Survey Questions:</p> <p>Pure Attitude(LSPA): 26d, 26f, 28b, 30d, 31c, 31d</p> <p>Informed Attitude (LSIA): 26b, 26c, 27a, 27b, 27c, 27d, 27e, 28a, 28c, 28d, 29d</p> <p>Combined Attitude (LSA): 26b,26c,26d,26f,27a, 27b,27c,27d,27e,28a,28b, 28c,28d, 29d, 30d, 31c,31d</p>	<p>What have they had: 16</p> <p>What do they want: 17,18</p>	<p>Survey Questions:</p> <p>Efficacy (LSE): 14c,14f,15a,15b,15c, 15d,15e,15f,15g,29a, 29b, 30a</p>	<p>Survey Questions:</p> <p>Personnel data : 8,9,10,12,13</p> <p>Implementation of ESL program in district (LSIP): 14b,14d,15h, 29c,</p> <p>Open ended: 32</p> <p>District demographics: 19,20,21,22,23,24, 25</p>
<p># 33 is open ended and the resulting answers could be classified under any of the research questions.</p>				

<p>Categories for research questions:</p> <ul style="list-style-type: none"> - Individual data: <ul style="list-style-type: none"> o Demographic o Education o Experience o Certification o Level of professional development 	<p>Categories for research questions:</p> <ul style="list-style-type: none"> - Attitudes and dispositions towards English learners: <ul style="list-style-type: none"> o Cultural sensitivity o Additive verses subtractive view of ELs o Level of responsibility for ELs across all personnel o Welcoming and inclusive atmosphere created in schools and classrooms 	<p>Categories for research questions:</p> <ul style="list-style-type: none"> - Professional development <ul style="list-style-type: none"> o IDOE training on LASLinks (any format- on-line, web cast, face to face) o IDOE training on strategies for working with ELs successfully (any format- on-line, web cast, face to face) o Professional Development in program design, development, management to better serve ELs o Professional Development in methodologies and strategies to better serve ELs in the classroom o Professional Development on English Language Development o Professional Development on Sheltered Instruction 	<p>Categories for research questions:</p> <ul style="list-style-type: none"> - Efficacy with providing professional development, training, coaching <ul style="list-style-type: none"> o Ability to deliver effective professional development. o Knowledge of how to outsource professional development if needed. 	<p>Categories for research questions:</p> <ul style="list-style-type: none"> - District data: <ul style="list-style-type: none"> o Title III/NESP director information i.e. title, extent of authority, amount of time dedicated to EL program (FTE), time in position, turnover in position o Demographic data of students in district o Classification of district: urban, suburban, rural o Classification of EL program: low or high incidence, rapid influx o Backgrounds of EL students and number of heritage languages represented o Rate of success with EL learners (language proficiency/state testing)
<ul style="list-style-type: none"> - Knowledge of language acquisition (first and second): <ul style="list-style-type: none"> o Role of first language in second language learning o BICS/CALP o Individual characteristics of language learners o Language proficiency levels and silent period o Role of culture and identity 				

<ul style="list-style-type: none"> - Knowledge of programing models and effective management o Immersion, bilingual, transitional, etc. o Push-in, pull-out, co-teaching, coaching o Allowable uses of Title III and NESP funding o Law pertaining to EL students (Federal and State) 		<ul style="list-style-type: none"> o Professional Development on Differentiation o Professional Development on ELs in the RTI process o Professional Development on cultural competency o Professional Development on working with culturally and linguistically diverse students o Professional Development on building partnerships with EL parents o Professional Development on coaching or team teaching approaches o Professional Development on language acquisition (first and second) o Relevant courses for university credit 	<ul style="list-style-type: none"> o 	
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APPENDIX D

Protocol for Feedback on ESL/Title III/NESP Director Survey

Introduction:

Thank you for agreeing to assist in the development of this dissertation survey intended to gain information on the backgrounds, knowledge levels, professional development needs, attitudes towards English learners, and efficacy with implementation of Title III/NESP programs and leadership. Additionally, information will be gathered about the district data pertaining to their English learning population. The goal of this research is to gather baseline data and to point to professional development needs of district leadership of Title III/NESP programs. I will ask you to take the survey yourself without interruption and then I will walk you through a cognitive interview mostly consisting of having you think aloud about the questions, followed by probing on specific questions. This process is intended to assist me in improving the survey to make it more usable and to validate the questions asked. Your actual answers to the survey will not be included in the final study and are only gathered to provide input on the survey instrument.

Volunteer waiver:

I am handing you a waiver form that states that you are volunteering to be part of this pre-testing of the Title III/NESP Director Survey. This information will be used to improve the survey, make it more understandable to respondents and easier to use. Your responses will be used only for this purpose and will be reported in the aggregate. However, at times, specific details from your interview may be quoted, without your name being mentioned. Your name will not appear in the dissertation specifically, except in the “thank you” section.

Signature: _____

Date: _____

Position: _____

Procedure:

I am going to ask you to go online to fill out the survey without interruption from me. When you have completed the survey, I will walk you through a think-aloud protocol during which you will first go through a couple of training questions, followed by systematically going through the survey. You will provide input on your observations of clarity and ease of use of the survey for each section/question. You will then be asked specific debriefing questions about the survey overall to determine its usability and content validity.

Questions for Feedback to Title III/NESP Director Survey:

1. Overall, how easy or difficult was the survey to complete?
2. Was there anything unclear or difficult about the format of the survey?
3. If you received this survey link in an email from a dissertation candidate, how likely would it be that you would fill it out?
4. If you received this survey link in an email from the Indiana Department of Education Office of English Learning and Migrant Programs, how likely would it be that you would fill it out?
5. Do the question order and grouping of questions make sense to you?
6. Does the question order flow smoothly as you answer the questions?
7. Do the introduction page and/or the first question in the survey motivate you to continue the survey? Is it interesting, easy enough to answer and understand, but at the same time inspire you to feel that the benefits of completing this survey outweigh the costs to you?
8. Are sensitive or potentially objectionable questions near the end of the survey?
9. Please identify questions that you might object to answering or that might cause you to abandon the survey.
10. Do you believe that the questions in this survey will assist the researcher in gathering the intended data?
11. Are there topic areas that the researcher has left out that would be vital to this topic?
12. Are there questions that are irrelevant to the intended topic?

Thank you for assisting me in this endeavor. Please allow me to take you to lunch at a convenient time for you!

APPENDIX E

Categories of Professional Development Needs on Working with or Managing the English Learning (EL) Program

Training for teachers	Training for administrators	Quality programs	Managing small or large programs	Other needs
Cultural awareness for gen. Ed. Teachers.	Getting admin on board with EL requirements.	Data collection and analysis for understanding the efficacy of district/school level EL programming.	40 in grades K-12 with \$3,000 and 1 staff member. Prioritizing/maximizing extremely limited resources.	Links between types of reporting and processes Acuity and IDOE requirements.
SIOP training for the district.	Collaboration with other EL directors and a go-to expert for things I don't know. Lonely job.	Long term ELs. What does the research say about best practices for moving these students to fluency and which of those practices can I apply to my setting with the resources I have?	How to implement and provide programing with a very limited population and across numerous grade levels.	Grant writing For compliance.
Effectively monitoring specific language development (more specific than LAS Links) to guide instruction and goals for general ed. classroom.	I would benefit from ways to enlist more support from central administration.	Program design. This universal interventionist model is pervasive. Where did this come from? Why is it effective?	Managing a LARGE caseload (200+ students).	Writing the Title III Grants.
Authentic instruction of language (not just worksheets or computer programs but within the context of learning the content).	So many times it seems I am an island.	We are always trying to look for a curriculum that works for all k - 12 levels. We seem to have better resources for K - 5, but falter at the secondary levels.	Very few ESL students and do not receive any money (according to administration) for this program.	Communication with the student's home.
How to enroll the core teachers in collaborating with my EL teachers to modify their instruction so that our EL students have a "fighting chance" to be successful in general education classes, especially at the high school level.	Only known for 2 weeks that I'll be the director next school year (2013/2014) I presently can't answer that question. I'm sure I'll need help but what I don't know right now.	The issues we have are not necessarily about PD, but about resources and time.		I am not aware of what licensure requirements there are for me to continue in the position.
Professional development for mainstream staff.	We have not received good training on laws regarding ELs over the past few years (e.g.,	I would like to (and plan to) collaborate more with other EL program leaders to learn more		

	supplanting of funds).	about the program models used in other districts.
Guiding EL teachers to be coaches to our general education classroom teachers.	I would like to know how to write an Individual Learning Plan and make sure I am doing it correctly since I am new to this position.	How to find program design ideas for middle school and high school.
Our needs are direct funding for training of ESL.	Courses for administrators, especially principals and superintendents with no knowledge and/or background with ELs.	What does CCSS mean for EL students? How do you increase text complexity with these kids? How do you increase writing skills and answering text based questions? What does math CCSS mean for EL kids?
My main two needs currently are providing general education teachers with research-based strategies on how to support ELL students within their classrooms.		Ongoing support and accountability for effectively serving ELLs.
The utter lack of trained ENL employees. Disturbed by the low level of cultural competency.		
Explaining and demonstrating how to implement the modifications listed on the ILP in the classroom.		

APPENDIX F

Categories of Titles for Positions in the School Corporations Related to EL Program

EL Coordinator/Director or related specifically in title	Other Administrative Role	ENL Teaching Title	EL Coach or Support Title	Other
EL coordinator/lead teacher	Director of Special Education	EL teacher	Instructional Coordinator	Middle School Social Worker
Building administrator/EL Coordinator	Assistant Principal	ESL Teacher/ Title III	ELL District Coach	Literacy Coach/Title 1
Director of Communications and Language Programs	Assistant Superintendent	ESL Instructor	EL Coach	Elementary/ Middle School Counselor
Assistant Principal; EL/Migrant Coordinator	Director Curriculum and Instruction	ESL Teacher	EL Coach	Accounting Specialist
EL Director	Special Education Director	ENL Teacher	ESL Support Services	Resource Room Director
EL Director	Superintendent	EL Teacher	ESL Assistant	Teacher Assistant
El Coordinator	Director of Federal Programs	ESL Teacher	ESL Assistant	Elem. school counselor
EL Coordinator and Instructor	Director of Special Programs	ENL/English Teacher		Teacher
HA/EL Coordinator as well as Title 1 teacher	Academic Support Specialist, district level curriculum & instruction	ENL/English Teacher		Title 1 Teacher
K-12 Coordinator/Teacher of English Learners	special education coordinator	ENL Teacher		
ENL Teacher, EL Program Coordinator	School Psychologist; Special Education Coordinator	ESL Teacher		
Director of English Learner Programs	Assistant Principal	ENL Resource teacher		
Director of English Learning and Migrant Education	Federal Program Supervisor	Elementary EL Teacher		
Director of ESL and World Languages	Principal	EL Teacher		
Business and Economics Teacher / ELL District Coordinator	Curriculum Coordinator			
EL Coordinator and Community Liaison	Director of Curriculum			
EL coordinator	Director of Guidance			
teacher with EL coordinator duties	K-12 Administrator, Director of Curriculum and Instruction			
Language Minority Program Coordinator	Assistant Director, Curriculum and Instruction			
ENL Coordinator	Director of Guidance			
EL Coordinator and EL Teacher	Curriculum Coordinator			
ENL Coordinator	Assistant Superintendent			

Preschool Director; EL Director, Title I Director, and McKinney/Vento Coordinator and Liaison	Director of Curriculum
ESL Coordinator	Director of Curriculum
Elementary Principal, Title III Program Administrator	Curriculum Coordinator
ELL Coordinator	Principal of Middle School
EL coordinator	
District EL Coordinator	
EL Instructor/Coordinator	
Director of Special Services (special education and ENL/Title III)	
Director of Title Programs, High Ability; and Rti Facilitator	
I am Professional Development Director for an Education Service Center and serve as lead for the TITLE III CONSORTIUM.	
ENL Coordinator	
Director of English Learner Programs	
Spanish Teacher, interim English Language Learning Program Coordinator	

APPENDIX G

Issues of Program Implementation from Open Ended Question by Theme

Funding	Certified ESL staff	ESL program not a priority	Lack of training for general education teachers	Other issues
Not enough staff and funding to hire certified staff.	See comment in column 1. <hr/> The most difficult hurdle is that our corporation has one person to serve four schools. Even with a low number of EL students, it is still a challenge.	Our district has a very low EL population and therefore it is not a high priority here which is so sad.	Our main issue is to get teachers to understand that EL students are in the classroom and that it is imperative that well thought out lessons and accommodations are provided to students.	We are always grappling with the ideas of supplementing rather than supplanting services with grant fundings.
There is not enough General Fund money to adequately staff for the increasing EL population.	I am very comfortable in the position, but am retiring. I am concerned that the person chosen to follow me, although she is a very experienced teacher, has little experience with ELs and limited knowledge of many of the areas you have asked questions about here.	The EL program is not of high priority, especially because we have financial problems. I am the only one running this program for 5 schools and 70 children. It is difficult to meet anyone's needs being stretched so thin and having no prior experience or training in this field.	Our main issue is one of support. We provide excellent professional development and have had hundreds of participants from paraprofessionals, to teachers, to building and district administrators. Then they go back to their settings and few use the training. The coaching and support that are supposed to follow at the building level doesn't happen so it doesn't make much difference for EL students (or any other students).	We struggle with scheduling, especially with the secondary students.
Most of the funding for EL instruction and interpreters for families must be paid with NESP and general fund. Title III is a good resource, but it can be frustrating to find effective ways to use that funding when it must be only supplemental. NESP is not enough to cover all of the basics, so they do stress the general fund.	I am retiring. The person taking over the position has no background in second-language acquisition and no specialized training in working with ELs.	This is not my only responsibility. We have too few students to "worry about" They are doing fine. The LAS Links is burdensome. Too much paperwork for so little funding. Unlike Special Education.		We need an accepted curriculum and lesson plans, if possible, to use with our students. I have tried to find textbooks for our EL teachers to use with students and have been unsuccessful. I want to hear about and get information on successful curricula.

<p>There's no money to fund my position full time so I am not meeting with my EL students as much as I should be. I could be doing so much more to help them if I had more time to meet with them. Some of my 1st graders need to be seen every day but I can only see them 3x a week for 30 min. The state has set all of these "rules" but then doesn't want to fund to personnel needed to make it happen. It's very frustrating!</p>	<p>Lack of certified staff that knows how to run a Non-English Speaking Program</p> <hr/> <p>Although we have a very solid EL staff, we do not have the manpower necessary to provide our hundreds of EL students with all of the support and English Language Development that they need. For example, I am the sole EL teacher in my building, with assistant, and we have 96 EL students Levels 1-5 to service and support. Other elementary schools have even higher numbers (120, 160) with the same number of EL staff.</p>	<p>Our school corporation is only concerned with ISTEP and IREAD passing rates. They are not interested in language development for ELs, just skill and drill...until we pass. When they do miraculously pass, they don't have a lot of language depth to support further development of content...which slows student growth. It doesn't seem like anyone at the state level cares anymore about what is REALLY going on, just what is able to be documented and sent to them on signature sheets and agendas. With the increasing demands on teacher and school performance, I don't see this getting better.</p>	<p>I think that teachers simply do not know what to do with many EL students, especially newcomers who are placed into mainstream classes. They are completely unprepared and the district offers very little ongoing professional development, because they expect it to be embedded in other professional development opportunities. I will say that it is typically glossed over, but does not extend to Gen 1.5 students or students who need significant support, such as newcomers or students who are in "interlanguage".</p>	<p>Large number of EL students. Effectively tracking and monitoring specific needs of all EL students due to the large number. Informing teachers specifically on the language goals of the student (too general in ILP to really be effective). Differences in programs between schools.</p>
<p>Too little \$\$</p>	<p>I mentioned this already - we need more people resources to meet the needs of our students.</p>	<p>Not a priority, unclear how funding is used</p>	<p>Finding time for PD</p>	<p>No real need before. just getting started</p>
<p>A couple thousand dollars is not enough to pay a teacher, much less provide instructional materials. Thankfully, my district sees the value in what I do despite my small numbers. Therefore, they pick up the cost of my salary in the general fund. But, neighboring school districts have the guidance counselors</p>	<p>My District is small and has a very limited tax base due to very moderate housing/property taxes and only a few businesses. (Our free/reduced lunch population is in the high 80-mid 90% in each school.) Therefore, the EL Program districtwide has only 1 certified teacher and all other EL services are</p>	<p>Principals and Superintendents with no knowledge nor background with ELs. IDOE currently in such disarray that ELs are no longer a priority nor concern; therefore ELs are neither a priority nor a concern for principals or superintendents. The calculations for school growth currently do not</p>	<p>Consistent service of level 3 and level 4 EL students in our non-magnet schools. Teachers expect these students to work at grade level with their native peers. Many students are still hundreds of words behind thier peers in academic vocabulary and continue to struggle with reading and writing. Many of these students are adopted and come from Asia and Africa. If they</p>	<p>Universal design encouraged by the RTI model. Lack of funding Lack of leadership at the IDOE level in ELL and lumping that into the division of "Individualized learning" is a big joke. The waiver document for AYP referenced earlier by Bennett administration states that they will find a</p>

<p>oversee services to EL students. Often in an insufficient manner.</p>	<p>performed by paraprofessionals. Since about 1/3 of our student population is eligible for EL services, I would like to see at least one certified EL teacher per school working with our EL students during the delivery of our focused EL small group setting each day. Even though as the Director I am certified, and our Literacy Coach and I do all of the elementary lesson plans for our paras, a licensed teacher onsite would be very beneficial.</p>	<p>include AMAOs nor has any element of ELs as a sub-pop, which means ELs count only in aggregate which translates into ELs' language development not being a priority or concern. Methodologies and assessments are designed and based on native English speaking students' growth not ELs. Interventions are neither research based nor data driven. What works for Native English speaking students is what is used for ELs.</p>	<p>begin schooling in kindergarten they have a better chance of being successful. If the student comes during the middle grades or high school they have a very difficult time adjusting culturally and academically. The student is dependent on strong family support and tutoring.</p>	<p>high quality coordinator for the role. This has not happened and it is not actively being solicited. It has been vacant now for over a month and there has been NO posting for it. It is so needed. When there is lack of representation at the state level, there is lack of inertia at the local level. This is so discouraging and unethical.</p>
<p>Not enough of the general budget is spent on supporting our EL Programs and staff.</p>	<p>performed by paraprofessionals. Since about 1/3 of our student population is eligible for EL services, I would like to see at least one certified EL teacher per school working with our EL students during the delivery of our focused EL small group setting each day. Even though as the Director I am certified, and our Literacy Coach and I do all of the elementary lesson plans for our paras, a licensed teacher onsite would be very beneficial.</p>	<p>include AMAOs nor has any element of ELs as a sub-pop, which means ELs count only in aggregate which translates into ELs' language development not being a priority or concern. Methodologies and assessments are designed and based on native English speaking students' growth not ELs. Interventions are neither research based nor data driven. What works for Native English speaking students is what is used for ELs.</p>	<p>We have some problems with general education teachers being flexible with EL students and the EL teacher. They just do not know enough. Also, funding is an issue. I am the only EL teacher and also the only person to translate for parents/teachers/students. I have to provide services to all students, while being called out to help in other areas as issues arise. If we had the funding, we could hire someone else to help with this.</p>	<p>high quality coordinator for the role. This has not happened and it is not actively being solicited. It has been vacant now for over a month and there has been NO posting for it. It is so needed. When there is lack of representation at the state level, there is lack of inertia at the local level. This is so discouraging and unethical.</p>
<p>Increased funds for support personnel at one of our schools would be helpful</p>	<p>performed by paraprofessionals. Since about 1/3 of our student population is eligible for EL services, I would like to see at least one certified EL teacher per school working with our EL students during the delivery of our focused EL small group setting each day. Even though as the Director I am certified, and our Literacy Coach and I do all of the elementary lesson plans for our paras, a licensed teacher onsite would be very beneficial.</p>	<p>include AMAOs nor has any element of ELs as a sub-pop, which means ELs count only in aggregate which translates into ELs' language development not being a priority or concern. Methodologies and assessments are designed and based on native English speaking students' growth not ELs. Interventions are neither research based nor data driven. What works for Native English speaking students is what is used for ELs.</p>	<p>We have some problems with general education teachers being flexible with EL students and the EL teacher. They just do not know enough. Also, funding is an issue. I am the only EL teacher and also the only person to translate for parents/teachers/students. I have to provide services to all students, while being called out to help in other areas as issues arise. If we had the funding, we could hire someone else to help with this.</p>	<p>high quality coordinator for the role. This has not happened and it is not actively being solicited. It has been vacant now for over a month and there has been NO posting for it. It is so needed. When there is lack of representation at the state level, there is lack of inertia at the local level. This is so discouraging and unethical.</p>
<p>Funding of trained EL teachers is a continuing challenge.</p>	<p>Social Workers should not be implementing/carrying out ELL programs.</p>	<p>include AMAOs nor has any element of ELs as a sub-pop, which means ELs count only in aggregate which translates into ELs' language development not being a priority or concern. Methodologies and assessments are designed and based on native English speaking students' growth not ELs. Interventions are neither research based nor data driven. What works for Native English speaking students is what is used for ELs.</p>	<p>We have some problems with general education teachers being flexible with EL students and the EL teacher. They just do not know enough. Also, funding is an issue. I am the only EL teacher and also the only person to translate for parents/teachers/students. I have to provide services to all students, while being called out to help in other areas as issues arise. If we had the funding, we could hire someone else to help with this.</p>	<p>high quality coordinator for the role. This has not happened and it is not actively being solicited. It has been vacant now for over a month and there has been NO posting for it. It is so needed. When there is lack of representation at the state level, there is lack of inertia at the local level. This is so discouraging and unethical.</p>
<p>Funding limits the number of staff that can be hired to work directly with EL students. I would like to be able to hire staff with the grant money without having to be concerned about what portion of the day is the required EL session and the above-and-beyond. I would like my staff to be able to assist EL students as needed throughout the day whether it be push-in or pull-out to meet the needs of the LEP students.</p>	<p>Having individuals in each building knowledgeable of the EL program</p>	<p>include AMAOs nor has any element of ELs as a sub-pop, which means ELs count only in aggregate which translates into ELs' language development not being a priority or concern. Methodologies and assessments are designed and based on native English speaking students' growth not ELs. Interventions are neither research based nor data driven. What works for Native English speaking students is what is used for ELs.</p>	<p>Habit of having an aide pull the students away from the teacher rather than push in. This is a bad habit and hard to break. Students end up with a bad attitude about EL services because they are always being pulled away. Teachers are unsure how to teach ELs because they've always had an aide pulling them out for extra help.</p>	<p>The grants are difficult to implement with a small number of EL students. The regulation and monitoring are an unnecessary burden to school staff. Because all our EL students are either performing within the norm or far above expectations; this is currently not much use and generally students do not like being pulled from class.</p>

APPENDIX H

Additional Information on Not Meeting Annual Measurable Achievement Objectives

Issues with system and measurement	Issues with the school	Do not know
<p>WE have a significant influx of Immigrant students. Note that AYP is what the district does not always meet in the LEP category. It is difficult for new students to the US to pass ISTEP+ their first year.</p>	<p>We have not had a certified teacher in charge of the program. There is only one person for 70 children. Teachers have not had any professional development.</p>	<p>I am not sure. This is my first year and I am not quite sure what this all means. (Sad but true...)</p>
<p>Last year, our percentage of students making progress surpassed all but 1 school corporation in Northeast Indiana. However, we missed the number of students required to move from 4 to 5 by 1/2 student. Of course, they round down. We have so few resources provided by the state that students who have ELP 4; earn A's, B's, and C's; and no longer desire EL services (usually secondary school students) usually do not receive services. They are not the priority of our resources. :(</p>	<p>We changed the elementary ESL curriculum two years ago. Due to budget cuts we lost staff and resources last year and this year</p>	<p>I have no idea</p>
<p>Communication with the IDOE has been poor regarding the calculation of AMAOs. It has been far less than timely and mystifying as to why and how AYP is still being calculated for the AMAO when the Indiana NCLB waiver has superseded AYP for all other purposes. It feels like we are being punished because no one was part of the waiver writing process to represent the EL community. The process also does not care why we did not make AYP only that we did not make it so no credit for making AMAO 2 this year only failure for not making AMAO3. We did not make AYP because "Safe Harbor" was not calculated as it had been in every other AYP calculation.</p>	<p>Many of our level 4 students had not gotten direct services, which then caused them to not reach a level 5. They now have direct services.</p>	<p>Do not know</p>
<p>Attainment: Indiana does double testing of level 5s. They have to test as a 5 twice. Many kids move from 5 back down to 4. It's interesting b/c this happens with the same</p>	<p>We made sure to have EL licensed teachers in three schools. Two in an elementary school, two in a middle school and one in our high</p>	

<p>tool, but different forms. As a result the children are ping ponging between being in the subgroup and not. Being supported and then not supported and supported again. This double testing is surely benefitting the testing company, but it is unfairly impacting kids and schools. This boomerang effect is causing us not to make attainment. Further, we are supposed to be doing WIDA as per an AYP waiver document submitted by the Bennet administration. IT has not happened. As a result, we are stuck with LAS Links and are only 1 of 3 states that actually is using this instrument AND we are the only ones testing double 5s. Also, attainment targets keep rising. This has no consideration for recent influxes of immigrants, such as district with a high refugee population.</p>	<p>school. The school corporation has decided to call these Magnet Schools. Once the assessment shows the student needs English language support I meet with the parents and offer them the opportunity to have their student attend the magnet school no matter where they live in our district. The students are bused to the magnet school, from their home, at no additional charge to the family. Should the family not want the additional English Services in the magnet school and for their student to attend their "home school" (close to where they live) ,then they must sign a waiver. The waiver states that their student has done the assessment and was identified as an LEP student. They agree that they have been offered the resources of the magnet school (elementary, middle, and high school), and have refused those services. Core teachers also receive some PD in these schools.</p>	
<p>Some students remain at the level 4 stage for a longer period of time than a student going from a level 1 to 2. Therefore, when a group of students score a level 5 that have previously been a level 4, it may take longer for the next group of level 4 students to obtain a level 5. Our district may not be able to meet the requirement. Raising the % of students meeting this criteria each year may not work since different students are being assessed. Also, the length of time students testing have been in the U.S. and the number of students that have a score of 4 are not the same as the previous year. Two students that both have the same overall proficiency score may be very different in terms of length of time in U.S. schools or their academic capabilities. I might have two third grade students that have an overall proficiency of 4.</p>	<p>No professional development, little priority for the ELL program.</p>	

<p>However, one student has been in the corporation since Kindergarten and is still weak in reading and/or other areas. Whereas, the other student arrived at end of 1st grade and is doing outstanding work in all areas often out performing English speakers.</p>		
<p>We no longer have an ayp system. Explain how you calculate 3</p>	<p>We missed AMAOs for 2012 because of #3.</p>	
<p>We set the bar too high.</p>		
<p>The number of level 1-3 students makes attaining AMAO #2 near impossible. My research has shown that if any district with over a 45 % in 2010 of levels 1-3 does not make AMAO #2, any district over 42% of levels 1-3 in 2011 does not make AMAO #2, and any district with over 40% does not make it for 2011. This is for districts over 700+ LEP students. Also, the AYP is directly related to the form of the test. For Test B (2010-2011), nearly all districts made AYP. I believe this is due to safe harbor and more students being in the pool being calculated. Form B is more difficult.</p>		