DOCUMENT RESUME

ED 356 684 FL 800 632

AUTHOR Taylor, Linda; And Others
TITLE Three Years of Amnesty Education in California. IRCA Pre-Enrollment Appraisal Results for New Californians.
INSTITUTION Comprehensive Adult Student Assessment System, San Diego, CA.
SPONS AGENCY California State Dept. of Education, Sacramento. Amnesty Education Office.
PUB DATE 92
CONTRACT 8368
NOTE 70p.; Evaluation of California's federally funded Amnesty program. For report highlights, see ED 345 588.
AVAILABLE FROM California Adult Student Assessment System, Suite 1M, 2725 Congress Street, San Diego, CA 92110.
PUB TYPE Reports - Research/Technical (143) -- Tests/Evaluation Instruments (160) -- Statistical Data (110)

EDRS PRICE MF01/PC03 Plus Postage.
DESCRIPTORS Adult Education; *Citizenship Education; Civics; Demography; *English (Second Language); Literacy; *Literacy Education; Student Characteristics; *Undocumented Immigrants
IDENTIFIERS Amnesty Education; *California; Immigrant Americans; Immigration Reform and Control Act 1986

ABSTRACT

The Immigrant Reform and Control Act (IRCA) of 1986 provided a one-time opportunity for people who had been living in the United States illegally to obtain legal resident status and eventually qualify for citizenship. In order to go from temporary to permanent status, applicants were now required to demonstrate a minimal understanding of English and U.S. History or to pursue a course of study to that effect. This report provides an updated demographic and educational profile of the California amnesty student population based on results of the IRCA Appraisal over a 3-year period. The report includes information on student characteristics, IRCA Appraisal test score results and their relationship to student characteristics, Amnesty program characteristics, and program participation. (Adjunct ERIC Clearinghouse on Literacy Education) (LET)

Three Years of Amnesty Education in California

IRCA Pre-Enrollment Appraisal Results for New Californians

Prepared for the

California Department of Education

Amnesty Education Office

by

CASAS Comprehensive Adult Student Assessment System

1992

Three Years of Amnesty Education in California

IRCA Pre-Enrollment Appraisal Results for New Californians

Prepared for the

California Department of Education

Amnesty Education Office

by

CASAS Comprehensive Adult Student Assessment System

1992

This report was prepared for the California State Department of Education, Amnesty Education Office under contract #8368 with the Comprehensive Adult Student Assessment System (CASAS), Foundation for Educational Achievement, 1992.

ACKNOWLEDGMENTS

We would once again like to express our gratitude to the many SLIAG-funded educational agencies in California that took the time to test and collect demographic information for more than half a million amnesty students. Without their cooperation, flexibility, and patience, this report would not have been possible.

CASAS is grateful to Richard Stiles for his leadership and vision in establishing a statewide database to document the needs of the amnesty program. CASAS also appreciates the support of K. Gwen Stephens and the staff of the California State Department of Education, Amnesty Education Office.

This report was written by Comprehensive Adult Student Assessment System (CASAS) staff Linda Taylor, Lise Wanage, and Patricia Rickard. Sylvia Ramirez made significant contributions to the report, and Terry Emmett from the California Department of Education conducted a preliminary analysis of pre/post results from amnesty participants in 321-funded programs. Autumn Keltner offered many valuable comments. Computer programming and initial analysis of the data were handled by John Martois, Richard Ackermann, and Charlotte John.

Diane Bailey developed data displays and produced the report. Anne Marie Steinberger, Diane Bolton, and Chris Hassett assisted in final proofing and production. Many other CASAS staff and consultants assisted with the data collection and writing of this report. Special thanks to the dedicated CASAS staff who patiently processed hundreds of thousands of IRCA answer sheets.

TABLE OF CONTENTS

LIST OF FIGURES

LIST OF TABLES

Chapter One:
BACKGROUND

> I think it is clear that if you meet an immigrant on the street and you ask him what he wants, the first thing he will always say is that he wants a job. The second thing he'll always say is that he wants a good education for his children. The third thing he'll always say is that he wants to learn English. He knows these are the three things needed to make it in this society, so that's what he wants.
>
> — Leo Estrada, *California Tomorrow*, Summer 1986

INTRODUCTION

The IRCA Legislation

More than half of the three million amnesty applicants in the nation were from California.

The landmark Immigration Reform and Control Act (IRCA) of 1986 provided a one-time opportunity for people who had been living in the United States illegally to obtain legal resident status and eventually qualify for citizenship. More than half of the three million amnesty applicants in the nation were from California. The IRCA legislation also outlined new regulations regarding hiring and employment, including employer sanctions for illegal or discriminatory hiring practices and improper documentation.

IRCA's legalization program was open to two types of applicants: "Pre-82s" and "SAWs." Pre-82s were the largest group of applicants. They qualified by proving they had resided continuously in the United States since before 1982. Special agricultural workers ("SAWs") qualified if they had worked in agricultural jobs in this country for at least 90 days between May 1985 and May 1986.

The Education Requirement

The IRCA education requirement triggered funding for free English classes.

In order to progress from temporary to permanent resident status, Pre-82s in the IRCA program were required to demonstrate that they either 1) had a minimal understanding of English and U.S. History, or 2) were

"satisfactorily pursuing" a course of study (at least 40 hours of a 60-hour course) recognized by the U.S. Attorney General. Some Pre-82s, such as those who had been in the United States for more than 20 years, were exempted. It was the first time in U.S. history that immigrants were required to qualify in this way. SAWs were exempt from this education requirement, but in California and many other states they were permitted and encouraged to attend amnesty education classes. Although the education requirement was burdensome for some amnesty applicants, it triggered the appropriation of funding to provide access to free classes, and it afforded those who wanted to study English with the means to do so.

Funding

Congress appropriated approximately four billion dollars in State Legalization Impact Assistance Grant (SLIAG) funds for the four-year period beginning in 1987. California's share was $1.7 billion, but within California, only $354 million was designated for education, a relatively low allocation for education compared to other highly impacted states.

Under IRCA, federal funding in the form of SLIAG grants was mandated. Each state was required to allocate 30 percent of its grant to education, public health, and public assistance (10% each); the remaining 70 percent was allocated at the discretion of individual states.

Program Goals

Funds were awarded by the California Department of Education (CDE) to education providers based on their ability to meet two major goals in the following order of priority:

1) To serve those needing a Certificate of Satisfactory Pursuit to fulfill legalization requirements; and

2) To make available education and training that would enable them to succeed in school, become more employable, and otherwise realize their full potential as citizens of the United States.[1]

The implication of the first goal was that SLIAG-funded agencies were required to serve Pre-82s in need of a certificate before other Pre-82s or SAWs. In 1988 and 1989 when amnesty programs were full to overflowing, this meant that SAWs were often assigned to waiting lists, and in some cases, students who wanted to continue to study had to make way for new students in need of certificates. The INS had feared a shortage of classes to provide the requisite number of certificates, but this

turned out not to be a problem since so many amnesty education providers emerged to fill the need.

SLIAG-funded agencies were also strongly motivated by state reimbursement policies to give priority to serving Pre-82s: educational programs were reimbursed fully for amnesty students with temporary resident (I-688) or permanent resident (I-551) status, but only partially or not at all for students with only employment authorization status (I-688A). Pre-82s, especially those in need of certificates, were more likely than SAWs to have temporary resident (I-688) status.

The first goal has been largely met; however, there remain approximately 100,000 Pre-82s still in need of a certificate.[2]

The second broad amnesty goal of making education and training available for success in school, in the workplace and in the community as citizens has been repeatedly stressed by the Amnesty Education Office. Education beyond the minimum 40-hour requirement is necessary to meet this goal. However, although programs are in place and the amnesty population is ready to take advantage of additional training, federal and state funding which was designated for amnesty has been substantially reduced and programs have been forced to close or phase down. This was not the intention of the 1986 federal IRCA legislation. As in many similar programs intended to benefit Hispanic immigrants, SLIAG funding has been diverted to politically more powerful causes, leaving the primarily Hispanic, newly legalized amnesty population in California with limited access to educational services.

Education beyond the minimum 40-hour requirement is necessary for success in school, in the workplace, and in the community as citizens.

Implementation of the Amnesty Program in California

Many states waited until federal guidelines were firmly in place before implementing the education component of IRCA. However, in California, by the spring of 1987, students were already enrolling in public adult schools and some community college programs by the thousands, drawing on pre-existing state and local funding resources. In order to respond to this great need, the newly formed California Department of Education Amnesty Education Office (AEO) decided to formally begin to coordinate and fund amnesty education programs. This decision obligated the AEO to formulate and implement program policies and procedures without the benefit of a formal planning phase.

A state plan for amnesty education services was quickly drafted which incorporated federal Health and Human Services (HHS) guidelines. It also provided the means for agencies to apply for SLIAG funding.

Enrollment

The amnesty education population doubled statewide enrollment in ESL/Citizenship classes, and increased the entire adult education enrollment by one-third.

The amnesty education population had a strong impact on the adult education system in California, doubling statewide enrollment in ESL/Citizenship classes, and increasing the entire adult education enrollment by one-third.[3]

After four years of service, actual enrollment figures far exceeded the estimates in the California State Plan; more than one million amnesty students were served from 1987-1991. (See Table 1.1.)[4]

Table 1.1
Projected and Actual Enrollment by Year

	87-88	88-89	89-90	90-91
Original CDE projection	— 900,000 over a three-year period —			
Revised State Plan projection	81,648	190,512	272,160	—
Actual enrollment by year	86,747	664,100	359,788	237,842

California Department of Education, Amnesty Education Office, 1991

The peak year for amnesty enrollment was 1988-89. After that, due to substantial fiscal and program restraints at the federal and state levels, student enrollment fluctuated, even though there was continuing demand for services. In the history of this program, there has never been a match between funding and the demand for services. In addition, many agencies have reported that amnesty students are actually being served in non-amnesty education programs, but they cannot be claimed or counted because they are not identifying themselves as amnesty students.[5]

In the three-year period from 1988-1991, the percentage of SAW enrollment increased while the percentage of Pre-82 enrollment decreased. (See Table 1.2.)

Table 1.2
Pre-82 vs. SAW Enrollment: 1987–1991

	Pre-82	SAW
87–88	— No available data —	
88–89	83%	17%
89–90	81%	19%
90–91	71%	29%

California Department of Education, Amnesty Education Office, 1991

California's Data Management and Reporting System

The mission of the Comprehensive Adult Student Assessment System (CASAS) in relation to this program was to implement a statewide data management and reporting system. This system:

- documents student eligibility, background, and English language proficiency for program placement; and
- provides data to project educational need.

The CASAS amnesty education database is the largest adult literacy database in the nation, with more than half a million records (568,899) from three state fiscal years (October 1988 - June 1991).

SLIAG-funded agencies were required to test all new amnesty students and to send the results to CASAS. This database has provided a reliable, valid and convincing source of information to identify the educational needs of program participants and to inform state and federal level policy decisions.

Measuring Literacy Using the IRCA Pre-Enrollment Appraisal

The IRCA Pre-Enrollment Appraisal was developed from the CASAS item bank. It measures basic listening, reading, and writing skills in a functional context with a focus on U.S. government and history content. Test results provide information to determine educational service priorities for the amnesty program, and to place students in classes. The IRCA Appraisal also collects data about salient demographic characteristics of the legalization population. Additional information about CASAS and a description of the IRCA Pre-Enrollment Appraisal is found in Appendix A.

Test results provide information to determine educational service priorities for the amnesty program, and to place students in classes.

A CASAS scaled score of 215 on the IRCA Pre-Enrollment Appraisal is the minimal benchmark for functional literacy which was legislatively established for amnesty programs in the state of California. It also was adopted in federal amnesty guidelines. (See Appendix A for a description of general functional levels of ability and scaled score interpretation.) A CASAS score of 215 is also used in programs gauging literacy and employability, e.g., GAIN(the California welfare reform program), JTPA, and others.

REPORT IMPETUS

Addressing the Needs of the Amnesty Population

Before the passage of the IRCA legislation, very little was known about the amnesty population. Without legal status, they lived in fear of discovery and deportation. The IRCA legislation has brought this population out of the shadows where their needs can be more easily defined. Under IRCA, funding was allocated not only for legalization, but also for providing social services such as education, medical care and public assistance to help this newly legalized population integrate into the mainstream of society. Since 1987 a number of important studies have been conducted which have contributed to form a clearer picture of the needs of the amnesty population.[6] The California State Education Plan identified the need for a compilation and analysis of information from the IRCA Pre-Enrollment Appraisal to provide a demographic profile of amnesty participants, and to provide information about their English language proficiency based on test results.

The Three-Year IRCA Pre-Enrollment Appraisal Report

The purpose of this report is to provide an updated demographic and educational profile of the California amnesty student population based on results of the IRCA Pre-Enrollment Appraisal over a three-year period. Chapter Two presents amnesty student characteristics, including a demographic and educational profile, and a discussion of students' legalization status with respect to their enrollment in amnesty classes. Chapter Three contains IRCA Appraisal test score results from three fiscal years, as well as an examination of the relationship of test scores to demographic and educational variables. Amnesty program characteristics are presented in Chapter Four, including an overview of the educational delivery system, types of classes offered, the yearly pattern of enrollment, and information about program participation. Data are now available on amnesty student progress and are reported for the first time in Chapter Five. *Report Highlights* from this report have been published separately.

Three-Year Report Study Sample

Data for this report are derived from IRCA Enrollment Appraisal answer sheets received from more than 200 agencies and processed by CASAS for the period from October 1, 1988 through June 30, 1991.

Throughout this report, data are presented for the total study population and also separately for Pre-82s and SAWs where differences occur. The total number of appraisal answer sheets compiled for this report was 445,033, of which five percent (22,312) were received without a SAW or

Pre-82 identification. Of the remaining 422,721 answer sheets, 72 percent (303,120) were marked "Pre-82,"and 28 percent (119,601) were marked "SAW."

Program and fiscal constraints prevented agencies from testing all students; however, this database contains a substantial and impressive number of student records. It is representative of the statewide enrollment in amnesty programs with respect to geographic region and provider type, but not with respect to Pre-82s and SAWs. CASAS received proportionally more SAW IRCA Appraisal student records from amnesty providers in each succeeding year as compared to CDE enrollment figures.

Previously Published Reports

A report of IRCA Pre-Enrollment Appraisal results from October 1988 through September 1989 was published by CASAS in early 1990. Individual agency data reports for 1988-89 and 1989-90 were also prepared and distributed. IRCA Pre-Enrollment Appraisal data were also used in conjunction with a survey of amnesty applicants enrolled in educational programs conducted from late February through mid-July 1989. The results from this related study are found in the 1989 report, "A Survey of Newly Legalized Persons in California," prepared by CASAS for the California Health and Welfare Agency.[7]

NOTES

1 California Department of Education, California State Plan for State Legalization Impact Assistance Grants, 1987.

2 California Department of Education, Amnesty Education Office, 1992.

3 Ibid.

4 Ibid.

5 Ibid.

6 See Bibliography. Reports include the IRCA Survey of Newly Legalized Persons in California, and The Current Situation in Mexican Immigration.

7 Survey of Newly Legalized Persons, CASAS, 1989.

Chapter Two:
STUDENT CHARACTERISTICS

> The popular and scholarly image of the Mexican immigrant is one of a young, single male, uneducated and working in agriculture, residing temporarily in the United States in a predominantly Spanish-speaking enclave, and supporting a family that remains behind in Mexico. But what are the socioeconomic facts?
>
> — Vernez and Ronfeldt, *The Current Situation in Mexican Immigration*, 1991

INTRODUCTION

According to the Immigration and Naturalization Service, more than 1.6 million people applied for legalization in California. This figure does not account for those who will become legalized as spouses and family members of the amnesty population. The socio-economic realities that this newly legalized group faces also will eventually affect an even larger portion of California's population.

In order for sound educational policy to be formulated that will facilitate the full transition of the newly legalized population into the mainstream of American society, it is essential to assemble the facts about their demographic characteristics and educational needs.

This chapter contains a demographic and educational profile of the amnesty student population in California from data collected over three state fiscal years, from 1988 to June 1991. The following questions will be discussed:

- Who applied for legalization?
- What was the ethnic background of the amnesty education population?
- What was the gender of this population?

- What was their age?
- How many were married?
- Where were they living in California?
- Was the amnesty education population employed?
- How many were agricultural workers?
- How much education did they complete in their native country?
- How many attended classes in the United States prior to IRCA?
- What was their legalization status?

DEMOGRAPHIC PROFILE

Who applied for legalization?

IRCA's legalization program was open to two types of applicants: "Pre-82s" and "SAWs," (Special Agricultural Workers). Pre-82s qualified by having lived in the United States since before 1982. SAWs qualified by having worked in agriculture in this country between May 1985 and May 1986. In the three-year IRCA Pre-Enrollment Appraisal subsample, 72 percent were Pre-82s and 28 percent were SAWs.

What was the ethnic background of the amnesty education population?

Nearly all students in this population were of Hispanic origin (99%) and spoke Spanish as their native language (98%).

Nearly all students in this population were of Hispanic origin (99%) and spoke Spanish as their native language (98%). Eighty-eight percent, or 380,660 of these students were from Mexico. In essence, this database, and consequently most of this report, pertains to newly legalized Mexicans in California. Their numbers far surpassed those from other countries.

Due to the size of this database, however, even a relatively small percentage of the total is substantial. Seven percent (29,673) indicated that they were from El Salvador, and three percent (13,418) from Guatemala. (See Figure 2.1.) Other countries represented were Nicaragua (1,553) and Colombia (9487), as well as the Philippines, Korea, and India, each with approximately 450. Another 1.5 percent were from other countries.

An examination of differences between the country of citizenship for Pre-82s and SAWs revealed that more SAWs (95%) than Pre-82s (85%) were from Mexico.

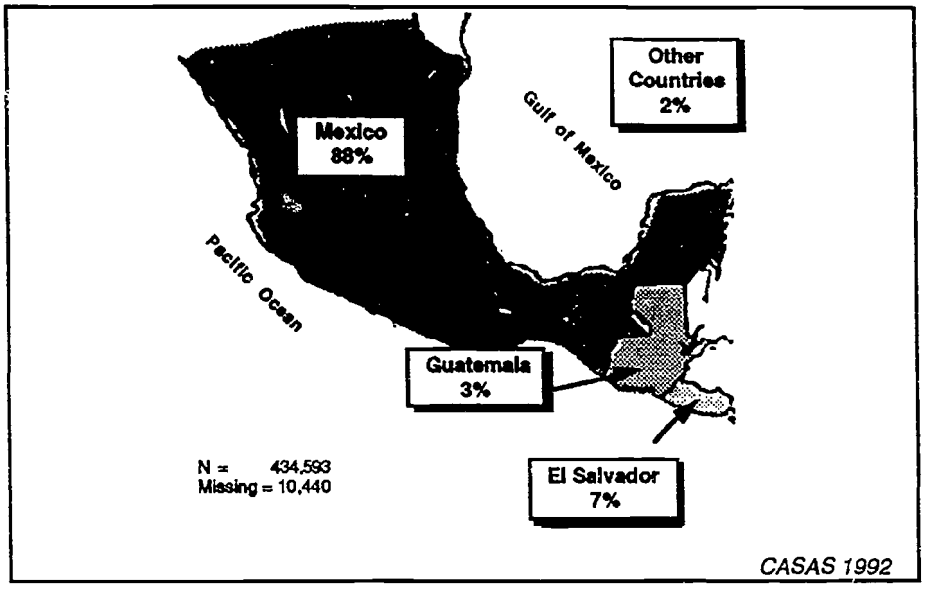


Figure 2.1 - Country of Citizenship

Most of these students (88%) were from Mexico.

What was the gender of this population?

In the entire study population, approximately 60 percent were male. Among the Pre-82s, men and women were represented almost equally (54% and 46%).[1] (See Figure 2.2.) The SAWs were predominantly male (79%), perhaps because they had qualified for amnesty as farmworkers who were either single or unable to bring their families with them to the United States.

Among Pre-82s, men and women were represented almost equally. The SAWs were predominantly male.

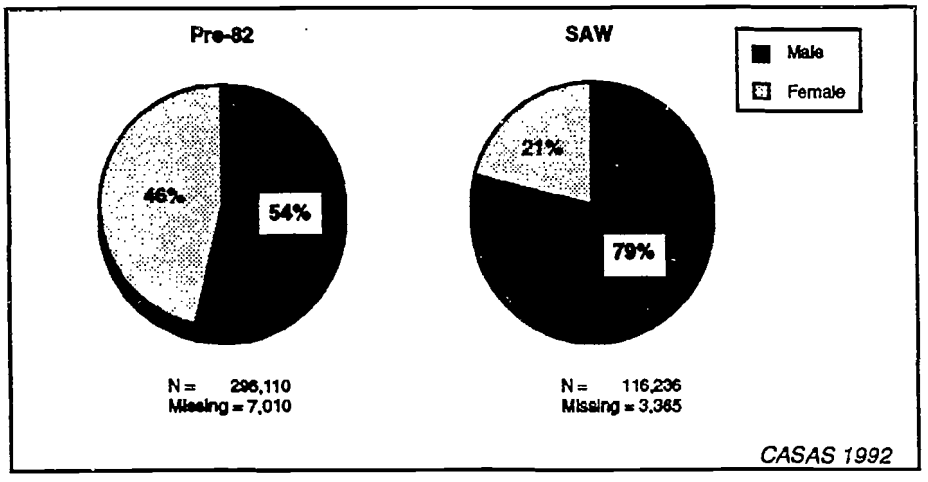


Figure 2.2 - Gender

What was their age?

Nearly one-half (45%) of the students were in their late teens and twenties when they first enrolled, but the age composition was distinctly different for Pre-82s and SAWs. The SAWs were very young, much younger than the Pre-82s: 66 percent of the SAWs, but only 38 percent of the Pre-82s were less than 30 years old. (See Figure 2.3.) Fifteen percent of the general American population is less than 25 years of age[2]; in comparison, SAWs were younger than most Americans (41%), but Pre-82s were not (13%).

Nearly one-half of the amnesty education population was in their late teens and twenties. SAWs were much younger than Pre-82s.

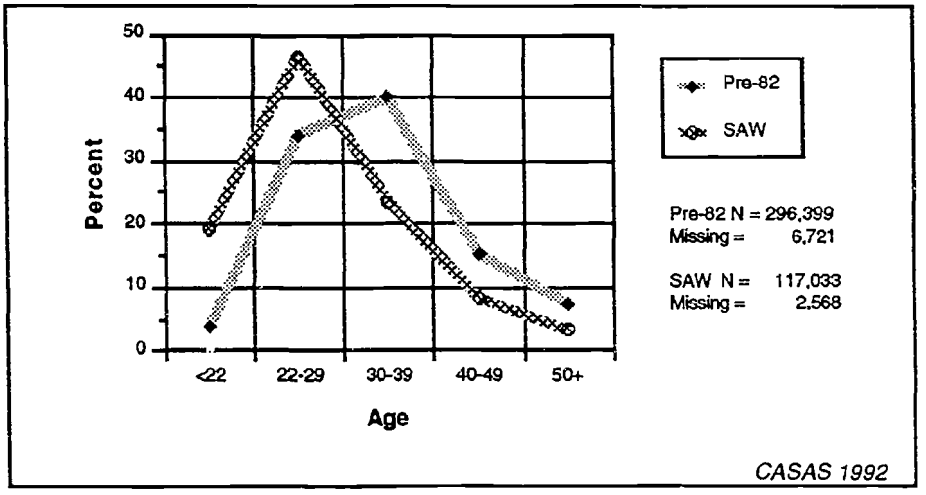


Figure 2.3 - Age

How many were married?

68 percent of the Pre-82s were married. Of those, 91 percent were living with their spouse in the U.S.

One commonly held perception is that the amnesty population is largely composed of single men. However, data from the Survey of Newly Legalized Persons (CASAS 1989) indicated that 68 percent of the Pre-82s enrolled in adult classes surveyed were married, while according to 1980 Census data, only 62 percent of the general American population were married.[3] SAWs enrolled in amnesty classes were less likely to be married (43%).

Another common misconception is that many amnesty applicants support a spouse in their country of origin. Again, the data proved this to be untrue. Of those surveyed who were married, 91 percent of the Pre-82s and 79 percent of the SAWs were living with their spouses in the United States.[4]

Where were they living in California?

For IRCA Appraisal reporting purposes, the state of California is divided into six geographic regions (Los Angeles, the Los Angeles Perimeter, San

Diego, the Bay Area, the Central Valley, and the Balance of the State). In this database, the majority (70%) of students were in the greater Los Angeles area (Los Angeles County and the Los Angeles Perimeter). Figure 2.4 presents the distribution of Pre-82s and SAWs showing a clear majority of Pre-82s (64%) concentrated in greater Los Angeles. There was a more equal distribution of SAWs statewide, although 38 percent lived in the greater Los Angeles area.

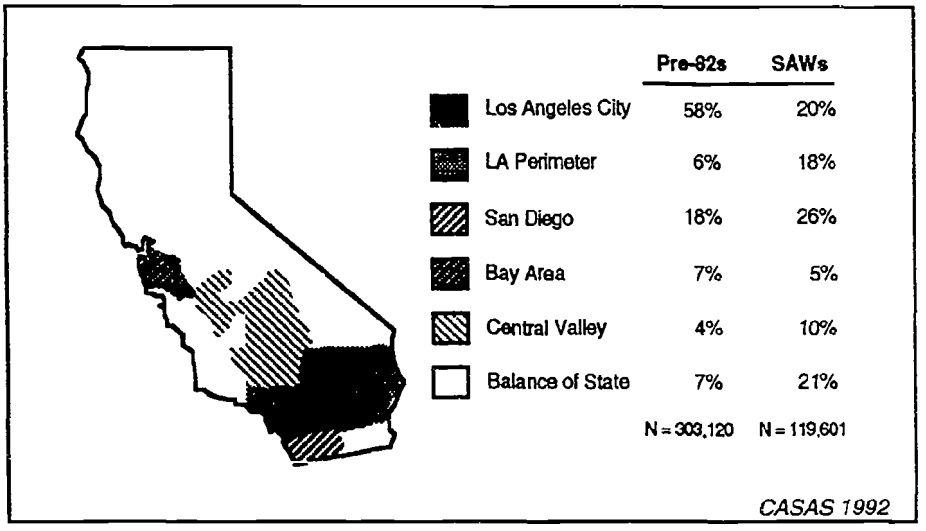


Figure 2.4 - Geographic Region

More than half (64%) of the Pre-82s lived in the greater Los Angeles area. There was a more equal distribution of SAWs statewide.

Over the three-year period, the proportion of students enrolled in Los Angeles County and Los Angeles Perimeter amnesty education programs decreased, while San Diego County programs showed an increase in enrollment. The proportion of students enrolled in other regions remained more or less stable over the three year period. The pattern was similar for both Pre-82s and SAWs.

Was the amnesty education population employed?

According to the CASAS Survey conducted in 1989, the majority of the amnesty education population reported that they were working full-time (85%), and an additional seven percent reported that they were working part-time. Most were employed in entry-level or unskilled jobs requiring limited English skills in manufacturing, service and agricultural industries. (See Figure 2.5.) Survey data also verify that this population is hardworking: 86 percent of the Survey population were working 50 or more hours a week.[5] The CASAS Survey also found that in 1989 very few were on any type of public assistance, including public assistance that was allowable for amnesty applicants.

This population is hardworking: 85 percent were working full-time.

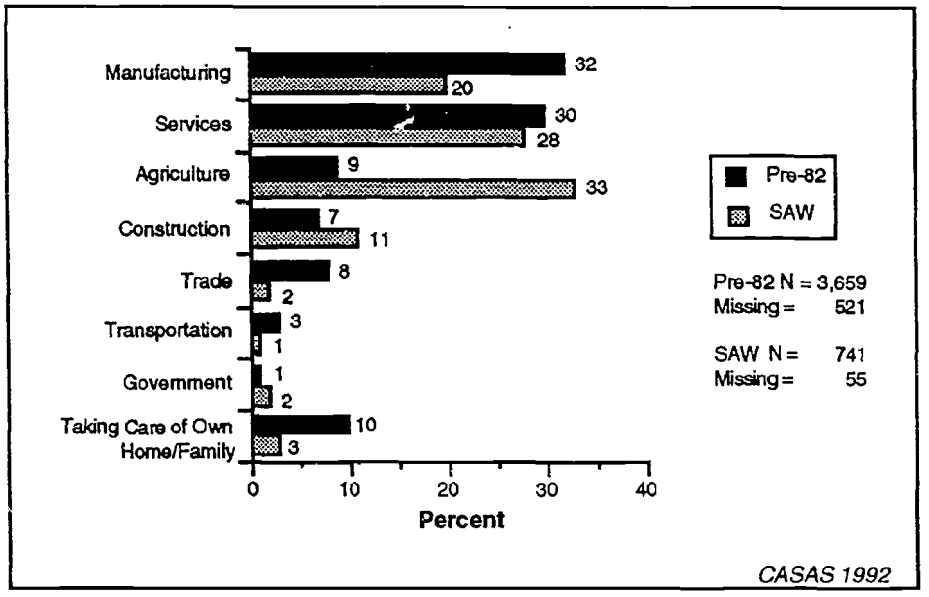


Figure 2.5 - Usual Business or Industry

How many were agricultural workers?

Although many amnesty applicants may have worked in agriculture at one time, by 1989 most of the SAWs enrolled in classes had either left agriculture (67%) or expressed an intention to find better work. Very few of the Pre-82s enrolled in classes (9%) were agricultural workers.[6]

EDUCATIONAL BACKGROUND

How much education did they complete in their native country?

73 percent of amnesty students had completed fewer than eight years of education.

The amnesty education population is extremely undereducated. Overall, the mean number of years of education completed prior to entering the United States was 5.6, representing far fewer years of education than most Americans and other immigrant groups. Seventy-three percent of amnesty students had completed fewer than eight years of education compared to 27 percent for all immigrants and 13 percent for the general American population.[7] (See Figure 2.6.)

Twenty-eight percent of the amnesty population enrolled in classes had completed three years of school or fewer in their native country, and 40 percent had completed five years or fewer. An additional 25 percent had completed one more year of school (6 years), which raises the percentage to almost two-thirds (65%) that had completed six years or fewer.

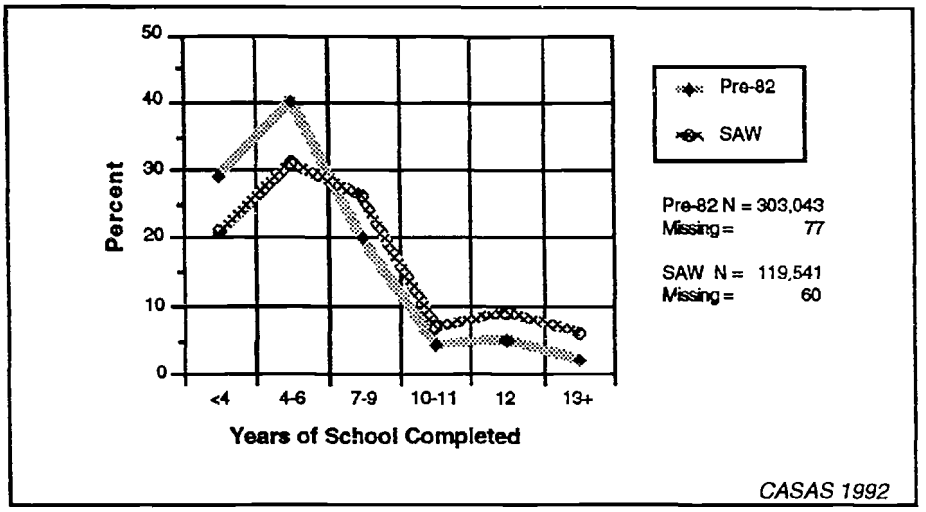


Figure 2.6 - Years of School Completed In Native Country

High school completion is another important frame of reference for gauging the relative level of previous education of the amnesty population. The first report of the National Education Goals Panel, Building a Nation of Learners, reports that more than 80 percent of America's young people have a high school diploma or its equivalent.[8] In contrast, only 9 percent of this amnesty population had completed 12 or more years of school; 12 percent reported having a high school diploma or its equivalent.

Only 9 percent had completed 12 or more years of school.

Other findings related to years of school completed in native country

Younger amnesty students reported completing more years of school in their native country than older students, perhaps due to increased access to education in their native countries in recent years. (See Table 2.1.)

Table 2.1 - Age by Years of School Completed in Native Country

Years of School Completed	Age <21	22-29	30-39	40-49	50+
<4	7	10	18	31	42
4-6	34	39	47	44	40
7-9	38	29	21	15	10
10-12	19	17	10	7	5
13+	2	5	4	3	3
N=	32,171	147,866	136,052	47,180	18,835

N = 382,104
Missing = 62,929

CASAS 1992

For example, of those who had completed less than four years of school, 42 percent were 50 years of age or older, while only 17 percent were below 30 years of age. It was also found that men had completed slightly more years of education in their native country than women.

Educational differences between Pre-82s and SAWs

Although SAWs qualified for amnesty as agricultural workers, in general those who enrolled in classes were better educated than Pre-82s.

Although SAWs qualified for amnesty as agricultural workers, in general those who enrolled in classes were better educated than the Pre-82s. (See Figure 2.6.) The mean number of years of education for Pre-82s was 5.6 compared to 6.9 for SAWs. More SAWs (48%) than Pre-82s (27%) had completed seven or more years of school. More than twice the percentage of SAWs (16%) than Pre-82s (7%) had attended 12 or more years.

There are several possible reasons why SAWs who enrolled voluntarily in classes were, in general, more educated than Pre-82s. First, SAWs did not have an education requirement. Those who attended school may have been more motivated to enroll to learn English based on previous success in school. Second, there were more young SAWs than Pre-82s in this population and, as demonstrated above, younger students had completed more years of school in their native country.

How many attended classes in the United States prior to IRCA?

Very few Pre-82s (5%) and SAWs (3%) had completed the equivalent of one academic year of school in the United States when they enrolled in amnesty classes. Even fewer had completed the equivalent of one or more academic years of school in the United States. These data underscore the finding in the 1989 CASAS Survey that amnesty students were generally first-time users of education services in this country, or had taken very little advantage of education services. Nearly all amnesty students expressed an interest in attending future classes.[9]

LEGALIZATION STATUS

The Legalization process

In most cases, the legalization process took two to three years. After submitting an initial application, applicants received a Work Authorization, or I-688A card. Once their eligibility for amnesty was determined, they received a Temporary Resident (I-688) card. Then, after approval, they obtained full legal Permanent Resident status, and received an I-551 card, which is commonly called a "green card."

Legalization regulations were somewhat different for SAWs than for Pre-82s, with generally more requirements for Pre-82s, including the educational requirement. However, many SAWs retained their initial I-688A status for more than two years, due to a backlog of applications and some problems in documenting their eligibility. Additionally, a much greater percentage of SAW applications were ultimately denied by INS. Therefore, a higher percentage of Pre-82 students were farther along in the legalization process compared to SAW students at the time of enrollment.

Pre-82 students were farther along in the legalization process compared to SAWs at the time of enrollment.

What was their legalization status?

In 1988-89, 87 percent of the Pre-82s for whom data were reported (N = 47,773) had become temporary residents compared to about half (49%) of the SAWs who reported this information (N = 8,138). By 1990-91, when data for a greater percentage of the total sample were collected (N = 88,752), 74 percent of the Pre-82s and 58 percent of the SAWs had received temporary resident status. Stated differently, almost eight times as many SAWs as Pre-82s who enrolled in classes reported having I-688A (work authorization) status (N = 55,202 and 7,219 respectively). Approximately 80 percent of all amnesty students surveyed in 1989 said they intend to apply for U.S. citizenship.[10]

Impact of legalization status on education providers

SLIAG reimbursement was not available to education providers for amnesty students with work authorization status (I-688As) until 1989, when federal guidelines were approved and partial reimbursement for work authorization students was made available retroactively to 1987-88. Even so, many education providers served these students with no certainty of SLIAG reimbursement initially, and at reduced and fluctuating levels of reimbursement based on the INS approval rate once the guidelines were established. Some adult schools and commu ity colleges that were "under cap" were able to claim reimbursement for serving I-688As through state apportionment funds rather than through SLIAG.[11]

Education providers demonstrated their commitment to serving this population in spite of disincentives and the challenges of reaching out to a new student population.

Considering the fiscal and other obstacles to serving I-688As, who were mainly SAWs with provisional legal status and no mandate to study, it is impressive that such large numbers of these students were served. Education providers of all three types demonstrated their commitment to meeting the needs of this population, in spite of disincentives and the challenges of reaching out to a new student population.

SUMMARY

Demographic Profile

- Almost all students were of Hispanic origin (99%) and spoke Spanish as their native language.
- The country of citizenship for most students was Mexico (88%) with El Salvador (7%) and Guatemala (3%) also represented.
- The SAWs were much younger than the Pre-82s: 66 percent of the SAWs were in their late teens and twenties.
- Sixty-eight percent of the Pre-82s were married. SAWs were less likely to be married (43%).
- Within the entire Appraisal population, approximately 60 percent were male. Among Pre-82s, men and women were represented almost equally (54% and 46% respectively), but SAWs were predominantly male (79%), perhaps because they had qualified for amnesty as farmworkers who were either single or unable to bring their families with them to the United States.
- More than half of the Pre-82s (64%) were concentrated in the greater Los Angeles area. There was a more equal distribution of SAWs statewide, although 38 percent lived in the greater Los Angeles area.
- The majority of the amnesty education population reported that they were working full-time (85%). Most were employed in entry-level or unskilled jobs requiring limited English skills.
- Very few amnesty students were receiving public assistance.
- By 1989-90 most of the SAWs had left agriculture (67%) and almost all Pre-82s were no longer agricultural workers (91%).

Educational Background

- The amnesty population is extremely under-educated.
- The mean number of years of school completed in their native country was 5.6.
- About two-thirds (65%) of all students had attended six or fewer years of school in their native country. Twenty-eight percent had completed three of fewer

years of school. These results suggest that more than one-third were not literate in their native language.

- SAWs had completed more years of school in their native country than Pre-82s, even though SAWs had qualified for amnesty as agricultural workers.
- Younger students had more years of education in their native country.
- More than half were first time users of educational services in the United States.
- Almost all amnesty students expressed interest in attending future classes.

Legalization Status

- Pre-82s achieved temporary resident status more quickly than SAWs.
- Approximately 80 percent of amnesty students intend to apply for citizenship.

NOTES

1 These findings differ slightly from INS statistics for the entire adult legalization population in California. Women comprised only 43% of all Pre-82 applicants and 18% of all SAW applicants. INS, Provisional Legalization Application Statistics, 5/12/89.

2 Vernez and Ronfeldt. The Current Situation in Mexican Immigration. RAND, 1991. From 1980 U.S. Census data.

3 Ibid.

4 Survey of Newly Legalized Persons, CASAS, 1989.

5 Ibid.

6 Ibid.

7 Vernez and Ronfeldt. The Current Situation in Mexican Immigration. RAND, 1991.

8 National Education Goals Panel, Building a Nation of Learners, 1991.

9 Survey of Newly Legalized Persons, CASAS, 1989.

10 Ibid.

11 California Department of Education, Amnesty Education Office, 1992.

Chapter Three:

IRCA PRE-ENROLLMENT APPRAISAL TEST SCORE RESULTS

> We are getting individuals that have no skills at all in English. At least 20 percent of our students have no literacy skills in their primary language.
>
> — Domingo Rodriguez, Los Angeles Unified School District, *Los Angeles Times*, March 9, 1989

INTRODUCTION

One controversy surrounding the amnesty legislation from its inception concerned projections about the English literacy of the amnesty population. Many assumed that since amnesty applicants had resided here for a number of years, their level of English would be proficient, and funding allocations were based on this assumption. However, after only one year of providing English classes to this population, it became very clear that the amnesty population was far less proficient in English than was previously assumed.

This chapter contains findings from the IRCA Pre-Enrollment Appraisal. Cumulative results over three fiscal years, from October 1988 to June 1991, will be presented and compared to results from other adult education populations. Appraisal results also will be examined in relation to other factors such as prior education, gender, age, service provider type, geographic region, and fiscal year.

IRCA READING AND LISTENING APPRAISAL PERFORMANCE

Interpreting Results

IRCA Pre-Enrollment Appraisal results are reported as CASAS scaled scores. Scaled score ranges have been divided into the following categories for ease of interpretation.

Table 3.1 - Interpreting CASAS Scores

<200	Difficulty with basic survival tasks
200-214	Able to perform some basic survival tasks
215-224	Able to perform most survival tasks
225+	Able to perform in routine work and social situations (High school entry level reading skills)

CASAS 1992

A score of 215 on the IRCA Pre-Enrollment Appraisal is the legislatively established literacy benchmark for this program.

A scaled score of 215 on the IRCA Pre-Enrollment Appraisal is the legislatively established literacy benchmark for this program. Students with a score of 215 would be able to meet most survival needs and social demands, and perform successfully at a job that required limited English skills. Amnesty providers in California were instructed to give enrollment priority to students who scored below 215 since they were also more likely to need a Certificate of Satisfactory Pursuit, and also more in need of instruction.

The IRCA Reading and Listening Appraisals

The reading and listening portions of the IRCA Pre-Enrollment Appraisal assess a person's ability to apply basic reading and listening skills in functional contexts.

The Reading portion of the IRCA Pre-Enrollment Appraisal assesses a person's ability to apply basic reading skills in a functional context. Competencies required for normal day-to-day functioning along with the ability to interpret information about U.S. history and government are measured. The Listening portion of the IRCA Pre-Enrollment Appraisal assesses basic listening skills, also in a functional context. Competencies such as using the telephone, following directions, and simple instructions are measured.

IRCA Reading and Listening Appraisal Results

86 percent scored below CASAS 215 in reading.

Eighty-six percent of all newly enrolled students in this three-year sample scored below CASAS 215 on the Reading portion of the IRCA Pre-Enrollment Appraisal.[1] (See Figure 3.1.) More than two-thirds of all students scored below 200 in reading, the beginning level of ability. Seventeen percent had reading scores in the intermediate range (200-214), and 14 percent scored at or above the minimum literacy benchmark of 215. Only seven percent scored in the high school entry level range of 225 or more.

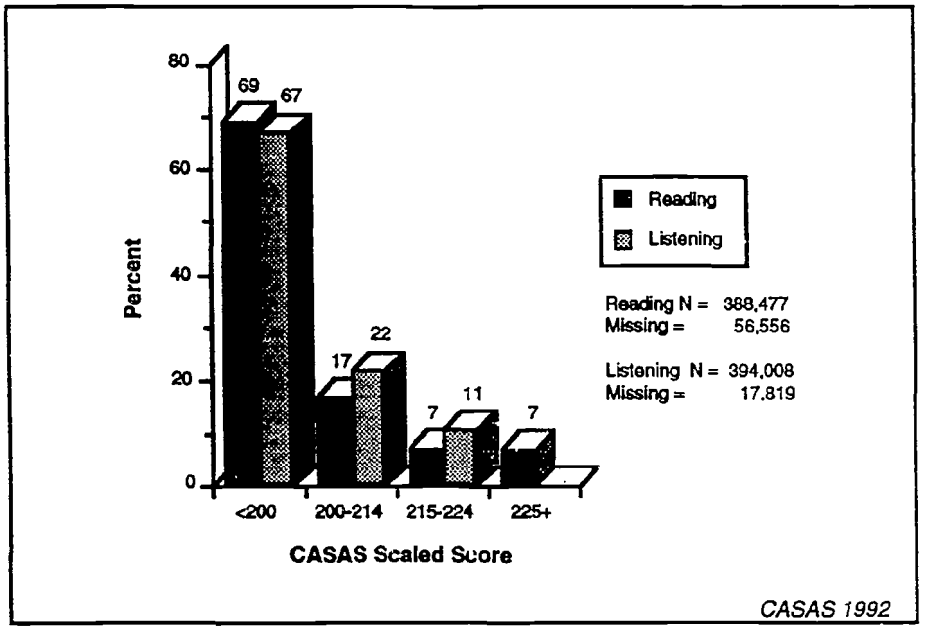


Figure 3.1 - IRCA Reading and Listening Appraisal Results for New Enrollees

89 percent scored below CASAS 215 in listening.

Eighty-nine percent of all new enrollees scored below 215 on the Listening portion of the IRCA Pre-Enrollment Appraisal. The majority (67%) scored below 200 in listening, the beginning level of ability. Approximately 22 percent scored at the intermediate level (200-214) and approximately 11 percent scored 215 or more.

Overall performance on the reading and listening portions of the appraisal for all newly enrolling students from Fall 1988 to June 1991 was similar: the mean IRCA reading appraisal score was 190, and the mean listening appraisal score was 185.

Performance was similar for Pre-82s and SAWs, except that Pre-82s scored slightly higher than SAWs in listening (12% and 8% respectively scored 215+).

Most would have difficulty functioning successfully in other than entry-level jobs, in most job training programs, and in the community.

Appraisal results clearly demonstrate that the English language proficiency level of most amnesty students was extremely low. Most would have difficulty functioning successfully in other than entry-level jobs, in most job training programs, and in the community.

Appraisal Performance Over Three Fiscal Years

Overall, there was very little change in the appraisal scores of newly enrolled amnesty students over the three-year period from October 1988 to June 1991. In SFY 1990-91, the reading scores of newly enrolled students were slightly lower than in the two previous fiscal years: 72 percent scored below 200 in 1990-91 as compared to 68 percent in the two previous years. Listening scores for new enrollees also were slightly lower in each succeeding year. Although some "new enrollees" may have previously studied in amnesty classes in other agencies, most were first-time students.[2]

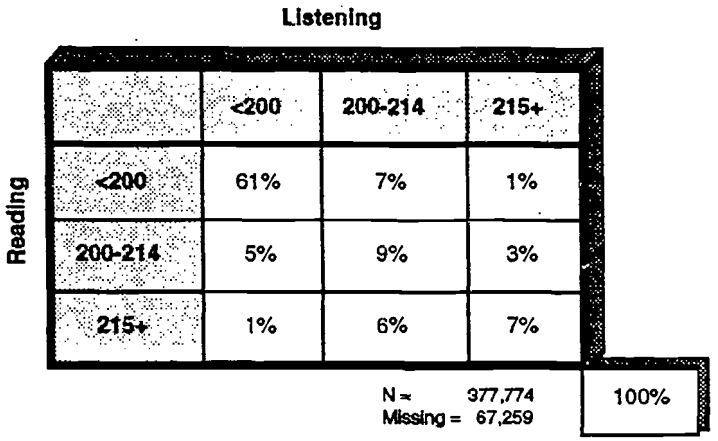
The finding that the scores of newly enrolled students remained consistently low over time confirms the need to serve beginning level students who enrolled to fulfill the INS educational requirement, or who may have re-enrolled or enrolled in different programs to further their education after completion of the 40-hour requirement.

Combined Listening and Reading Scores

Functioning effectively in the community or workplace requires proficiency in both reading and listening. Verbal ability in English without a corresponding ability to read and write is a limiting factor in job performance and community involvement and presents a barrier to sociocultural assimilation. Similarly, English literacy without the ability to communicate orally also is a major obstacle.

Eighty-two percent of the scores were below 215 in both listening and reading. (See Table 3.2.) Only seven percent of the scores were at or above 215 in either listening or reading, the threshold level for functional literacy in English for this program.

Table 3.2 - Listening Score by Reading Score



Reading \ Listening	<200	200-214	215+
<200	61%	7%	1%
200-214	5%	9%	3%
215+	1%	6%	7%

N = 377,774
Missing = 67,259
100%

CASAS 1992

Only seven percent of the scores were at or above 215 in either listening or reading, the threshold level for functional literacy in English for this program.

More than three-fourths (77%) of the scores were in parallel ranges for both listening and reading, including 61 percent that were below 200 in both. Approximately one-fourth of the scores were in different ranges in reading and listening, divided almost equally between higher listening than reading scores (11%) and higher reading than listening scores (12%).

COMPARING CALIFORNIA AMNESTY TO GAIN READING SCORES

The extent of the need for amnesty English language instruction is dramatically illustrated in a comparison of amnesty appraisal scores with appraisal scores for participants in GAIN (Greater Avenues for Independence), the California welfare reform program. This mandatory program provides job services as well as training, education, and support services to AFDC recipients to assist them in attaining unsubsidized employment. For the purpose of this comparison, the 1990-91 GAIN Appraisal sample was restricted to non-native speakers of English, including 61 percent whose native language was Spanish and the remainder whose native languages were mostly Asian. The mean reading score of 190 for the amnesty population was significantly lower than the mean reading score of 224 for the GAIN Appraisal population of non-native speakers of English. (See Table 3.3.)

The mean reading score of 190 for the IRCA Appraisal population was significantly lower than that of the GAIN Appraisal population.

Table 3.3 - Comparative Reading Appraisal Scores

	Scaled Score	Amnesty	GAIN
Mean Reading Appraisal Score		190	224
Difficulty with basic survival tasks	<200	69%	6%
Able to perform some basic survival tasks	200-214	17%	18%
Able to perform most survival tasks	215-224	7%	22%
Able to perform in routine work and social situations (High school entry level reading skills)	225+	7%	54%

Amnesty N = 388,477
GAIN N = 113,316
CASAS 1992

It is sound economic policy to help amnesty students obtain basic and vocational skills to prevent them from becoming welfare recipients, a very costly prospect.

More than three-fourths (76%) of the GAIN population scored at or above CASAS 215, the minimum functional literacy level for both programs, in sharp contrast to 14 percent of the amnesty population who scored in that range. This comparison highlights the fact that the amnesty population currently has basic skills that are far below the skill level of the economically disadvantaged GAIN welfare population. Given that the amnesty population is in more need of education than most other California subpopulations and that many have a sincere interest in continuing their education, it is sound economic policy to provide training to help them obtain basic and vocational skills. Without this, they will have difficulty competing in today's job market, and are in danger of becoming welfare recipients, a very costly prospect.

IRCA APPRAISAL RESULTS IN RELATION TO OTHER VARIABLES

Appraisal Results by Years of School Completed in Native Country

The more years of school completed in the native country, the higher the appraisal score.

A clear relationship between years of school completed in the native country and appraisal scores was identified. (See Table 3.4.) The likelihood of scoring at or above 215 on the Reading Appraisal increased in conjunction with increasing levels of education in the student's native country. For example, only two percent of the students who had completed four or fewer years of school in their native country scored at or above CASAS 215 on the reading portion compared to 37 percent for persons who had completed 12 years of education in their native country. This pattern was true for both Pre-82s and SAWs and for both reading and listening appraisal results.

Table 3.4 - Appraisal Results by Years of School Completed in Native Country

Year of School Completed

Scaled Score	<4	4-6	7-9	10-11	12	13+
<200	87	72	54	43	41	34
200-214	9	19	25	24	22	21
215-224	2	5	11	15	15	17
225+	2	4	10	18	22	28
N=	81,320	120,455	83,660	20,291	23,413	13,806

N= 342,945
Missing = 102,088

CASAS 1992

Appraisal Results by Gender

Appraisal performance was examined by gender for Pre-82s and SAWs. Pre-82 males scored highest in both listening and reading. (See Figure 3.2.) Males scored higher than females in reading (16% vs. 12% respectively scored 215+). SAW females scored lowest in listening: only six percent scored 215 or more. Higher appraisal scores for men may be related to the finding that men had completed slightly more years of school in their native country than women. (See Chapter Two.)

Pre-82 men had the highest reading and listening scores. SAW women had the lowest listening scores.

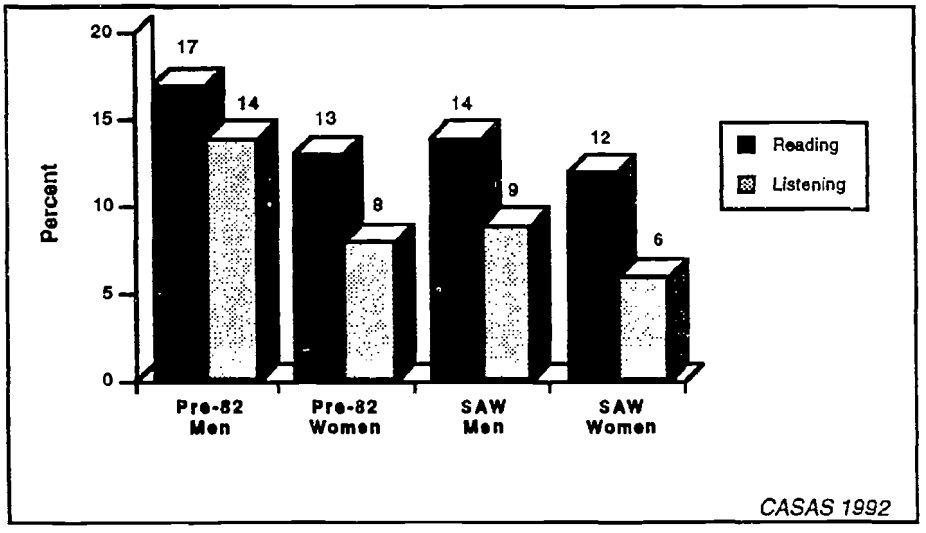


Figure 3.2 - Percentage of 215+ Appraisal Scores by Gender

Appraisal Results by Age

Older students had lower appraisal scores.

Appraisal data clearly show that older students had lower appraisal scores. For example, 88 percent of students who were more than 50 years of age scored below 200 in reading (see Table 3.5), compared to 65 percent of students who were less than 40 years of age. This pattern generally holds for both Pre-82s and SAWs, and for both reading and listening scores. The relationship between age and appraisal scores in the amnesty population may be related to the finding that younger students reported completing more years of school in their native country than older students.

Table 3.5 - Reading Appraisal Results by Age

Scaled Score	Age <21	22-29	30-39	40-49	50+
<200	65	63	67	78	88
200-214	20	20	18	12	7
215+	15	17	15	10	5
N =	30,319	14,130	135,118	50,363	23,287

N = 380,217
Missing = 64,816

CASAS 1992

Reading Appraisal Results by Geographic Region

Reading scores were lowest in the Central Valley and highest in the Los Angeles Perimeter.

Reading and listening scores varied by geographic region, with generally higher scores in metropolitan areas. (See Table 3.6.) Reading scores were highest in the Los Angeles Perimeter, while listening scores were highest in the Bay Area. Both reading and listening scores were lowest in the Central Valley. Scores were relatively low in the San Diego region, which includes rural Imperial County, and in the Balance of State, which encompasses mostly rural areas. In Table 3.6, the six geographic regions are ranked in order from highest to lowest with respect to the percentage scoring 215 or more in reading and listening. Results were similar for Pre-82s and SAWs.

Table 3.6 - Reading Appraisal Results by Geographic Region
(Percentage Scoring 215+)

Geographic Region	Reading 215+	N =	Listening 215+	N =
LA Perimeter	19%	37,097	12%	37,473
Bay Area	18%	22,680	15%	23,891
Los Angeles	15%	190,291	12%	19,091
Balance of State	13%	42,863	8%	43,129
San Diego	12%	72,204	10%	75,975
Central Valley	8%	23,242	6%	23,449

Reading N = 388,477
Missing = 56,556

Listening N = 349,008
Missing = 51,025

CASAS 1992

Reading Appraisal Results by Provider Type

Reading Appraisal scores differed for the three types of service providers who offered ESL classes for legalization, namely, adult schools, community colleges, and community-based organizations. A greater percentage of newly enrolled students from community colleges scored 215 or more in reading (19%), compared to new students from adult schools (16%) and community-based organizations (10%). (See Fig. 3.3.) Conversely, adult schools and community-based organizations served lower level entering students. Listening results were similar.

Amnesty students at community colleges scored highest in both reading and listening at the time of enrollment.

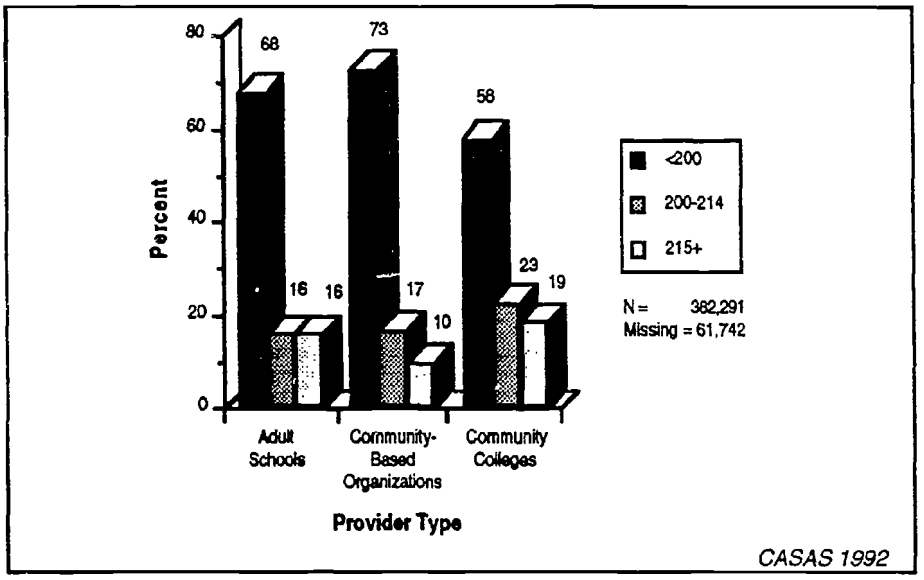


Fig. 3.3 - Reading Appraisal Results by Provider Type

SUMMARY

Amnesty students were far less proficient in English than was previously assumed. Test results clearly demonstrate that most amnesty students would have difficulty functioning successfully in other than entry level jobs, in most job training programs, and in the community.

- Eighty-six percent scored below 215 in reading, and can be considered functionally illiterate in English.
- Reading and listening test score performance was similar.
- The mean reading appraisal score was 190; the mean listening appraisal score was 185.
- Test score performance was nearly identical for Pre-82s and SAWs.
- Nearly 70 percent scored below 200 in reading or listening. They would have difficulty:

  -using the telephone

  -following simple oral or written instructions

  -reading basic job related information

- Over the three-year period, there was very little change in the scores of newly enrolling students.
- The mean reading score of 190 for the IRCA Appraisal population was significantly lower than that of the GAIN Appraisal population (224).

Other Appraisal Findings:

- The more years of school completed in the native country, the higher the appraisal score.
- Older students had lower appraisal scores.
- Test scores were lowest in the Central Valley and highest in the Bay Area and the Los Angeles Perimeter.
- Newly enrolled students in community colleges scored highest in both reading and listening.
- Newly enrolled students in community-based organizations scored lowest.

NOTES

1 Scores were derived from a combination of actual test scores for those who were able to take the test as well as inferred scores of 163 for those who were at such a low level of English language proficiency that they could not attempt the test.

2 Survey of Newly Legalized Persons. CASAS, 1989.

Chapter Four:
PROGRAM CHARACTERISTICS

> Of all residents in America, immigrants have perhaps the most motivation to learn. They are by definition more adventurous than those they left behind. Many adult educators working with amnesty education classes give moving examples of enthusiastic participation. There is reason for optimism in places where this climate exists or can be developed.
>
> — David Stuart, *Adult and Continuing Education Today*, May 1990

INTRODUCTION

The 1986 IRCA legislation opened the door to education to more than a million adults in California. When English classes for the adult amnesty population were first available in California in 1987, the demand was so overwhelming that existing educational providers quickly opened amnesty education classes—many doubled their enrollment and new schools sprang up overnight. Continual proposed and actual Congressional cuts from the original SLIAG appropriation made delivery of services a challenge for participating educational programs. However, in the short time (1987-1991) that SLIAG funding has been available, almost two-thirds of all of California's amnesty applicants were served, albeit for an average of 60 hours of instruction.[1]

In 1987, many programs doubled their enrollment, and new schools sprang up overnight.

The inclusion of an educational requirement in the original IRCA legislation for applicants to speak minimal English or enroll in an English course was unprecedented in the history of United States immigration policy. It was intended to mollify opponents of amnesty who wanted some assurance that newly legalized residents would have some functional English skills. Many amnesty proponents viewed the requirement as burdensome and inequitable, since no other immigrant group had ever been required to demonstrate minimal English ability.

In practice, although it has placed an additional burden on amnesty applicants, the education requirement has provided free access to English classes to adults who were in great need of these services and who had been reluctant to attend, or unaware of the availability of classes prior to the amnesty program. The 1989 CASAS Survey showed that more than half of those who enrolled were first-time users of educational services in the United States, and many have continued to study beyond the minimum 40-hour requirement.

Important issues that faced IRCA program administrators were how to 1) reach and serve large numbers of IRCA students quickly with limited funding; 2) set up quality programs with appropriate curricula to target mostly students with low literacy skills; 3) place students accurately and monitor their progress; and 4) help students stay in programs despite busy working schedules. Chapter Four will present some characteristics of amnesty education programs:

- The Educational Delivery System
- Types of Classes Offered
- Yearly Pattern of Enrollment
- Program Participation

THE EDUCATIONAL DELIVERY SYSTEM

Educational Service Providers

The service delivery system for amnesty education in California was unique. It included adult schools, community colleges, and community based organizations.

The service delivery system for amnesty education in California was unique. Three types of education providers participated: public adult schools, community colleges, and community-based organizations. More than 200 agencies were funded. Overall, adult schools served the most students, followed by community-based organizations and community colleges. (See Table 4.1.) In 1987 when the program began, the majority of students were served by adult schools. However, by 1990-91, when community-based organizations and community college amnesty programs were fully implemented, agency participation became more equalized: 44 percent of all students were served by adult schools, 43 percent by community-based organizations and 13 percent by community colleges.[2]

Table 4.1 - Enrollment by Provider Type

Provider Type	87-88	88-89	89-90	90-91
	Year			
Adult Schools	92%	68%	50%	44%
Community-Based Organizations	6%	20%	34%	43%
Community Colleges	2%	12%	16%	13%

California Department of Education, Amnesty Education Office, 1991

This unique educational delivery system successfully provided the target population with classrooms in convenient locations—in places where they lived and worked—and at times they could attend, usually in the evening. Classes were offered at community centers, churches, recreation centers, places of business, and even in agricultural fields and labor camps. Traditional settings such as community college campuses and public schools buildings were also used.

Public Adult Schools

Public adult schools, which have the longest history of serving the adult ESL population, served the greatest number of students throughout the program. (See Table 4.1.) Initially, adult schools and some community colleges were the most prepared to accommodate this new influx of students with low levels of native language and English literacy. Building on their experience with Southeast Asian refugees in the 1980s, who had also entered with very low literacy skills, program staff modified existing ESL classes and curricula to incorporate civics and to meet the specific language learning needs of the amnesty population. Consequently, in the first year of SLIAG funding and in the second year, when enrollments were highest, adult schools took the lead in providing service to the amnesty population. Over time, adult schools served decreasing numbers while community-based organizations, in particular, served increasingly more.

Over time, adult schools served decreasing numbers while community-based organizations, in particular, served increasingly more.

Approximately half of the amnesty students in California were enrolled in classes in Los Angeles County. More than 60 percent of the students served in Los Angeles County attended adult schools, including Los Angeles Unified School District and several other large districts.

Community-Based Organizations

Classes were set up in factories, fields, churches, and elementary schools in outlying areas to make them more accessible.

Community-based organizations (CBOs) played a unique role in providing service in neighborhoods and areas that were not close to community colleges or adult schools. Classes were set up in factories, fields, churches, and elementary schools in outlying areas to make them more accessible. CBOs served more students than other providers in the Central Valley, the Bay Area, and the San Diego region, which includes rural Imperial County. CBOs also served more than one-third of the students in the greater Los Angeles metropolitan area. Many of these agencies initially became involved in the amnesty program as Qualified Designated Entities (QDEs) by providing legal assistance and bilingual counseling to amnesty applicants. Some agencies continued to offer these services in conjunction with their amnesty classes.

Amnesty enrollment in community-based organizations increased over time, which may have been the result of an emphasis on outreach activities and, in some cases, complete reliance on SLIAG funds to provide amnesty classes. CBOs served a somewhat greater percentage of students who had completed fewer than four years of school in their native country (26%).

Community Colleges

Community college programs served the largest percentage of students who had completed 12 or more years of school.

Community college enrollment was fairly consistent over the three-year period from 1988–1991. Some community colleges, especially larger colleges in urban areas, had existing programs for students with low literacy skills, and could easily expand and integrate amnesty students. Others were faced with the challenge of serving large numbers of students with very low English skills for the first time. Community college programs served a somewhat smaller percentage of students who had completed fewer than four years of school in their native country (20%), and the largest percentage of students who had completed 12 or more years of school (15%) than other provider types.

Differences in Service to Pre-82s and SAWs

Adult schools served more than half (51%) of the Pre-82s for whom Pre-Enrollment Appraisal data were collected, while a greater percentage of SAWs were attracted to community-based organizations (44%) and community colleges (15%). Community-based organizations served approximately half of the nearly 50,000 SAW students with fewer than six years of education. This may be because there was a greater concentration of SAW students with low levels of education in the Central Valley, the Bay Area, and the San Diego region where CBOs served more than other providers.

EDUCATIONAL SERVICES

Types of Classes Offered

SLIAG funding was allocated to temporarily increase the capacity of adult education programs to meet the needs of the newly legalizing population. According to federal guidelines, it could be used to provide all educational services that were authorized under the Adult Education Act, including instruction in:

- English for adults with limited English proficiency (ESL)
- Citizenship skills (Civics)
- Adult Basic Education to develop basic skills to enable adults to function effectively in society (ABE)
- GED preparation and Adult Secondary Education (ASE); and
- ESL instruction to prepare for or support vocational education (VESL)

In California, the state legislature initially restricted the types of classes that could be offered with SLIAG funding to ESL and Civics in order to assure that those most in need of instruction to meet the Immigration and Naturalization Service (INS) education requirement would be served. In SFY 1990-91 in California, additional types of instruction were authorized for SLIAG reimbursement, including adult basic education (ABE), GED preparation, high school completion courses, and vocational ESL (VESL). Reimbursement for job-specific vocational education was not permitted.

Curriculum

As part of the mandate by the Immigration and Naturalization Service for implementation of the IRCA legislation, U.S. government and civics content was incorporated into the amnesty curriculum at the intermediate and advanced levels. At the beginning levels, the amnesty education curriculum offered by most agencies in California was designed to teach students to function in everyday life situations in order to perform their personal and civic responsibilities. CASAS developed amnesty-specific resource materials for curriculum development and teacher training to assist programs that were offering English as a Second Language (ESL) for the first time or that were adapting existing programs to the needs of this population with its very low levels of literacy and English.[3]

YEARLY PATTERN OF ENROLLMENT

Most amnesty programs had an "open enrollment" policy: new students could enter at any time of the year that classes were in session. The peak season for enrollment in amnesty programs was fall. Figure 4.1 illustrates the overall patterns of enrollment, based on the total number of Pre-Enrollment Appraisals collected statewide during Fiscal Year 1989-90, the year of highest amnesty enrollment, and Fiscal Year 1990-91. A great influx took place in September and October, followed by a decline in enrollment thereafter. Enrollment decreased during winter, spring and summer breaks.

The period of high enrollment in September and October occurred in both 1989-90 and 1990-91. This suggests that September/October peaks in enrollment were not tied to amnesty-related deadlines or requirements, but that this is a typical enrollment pattern for all adult ESL classes.

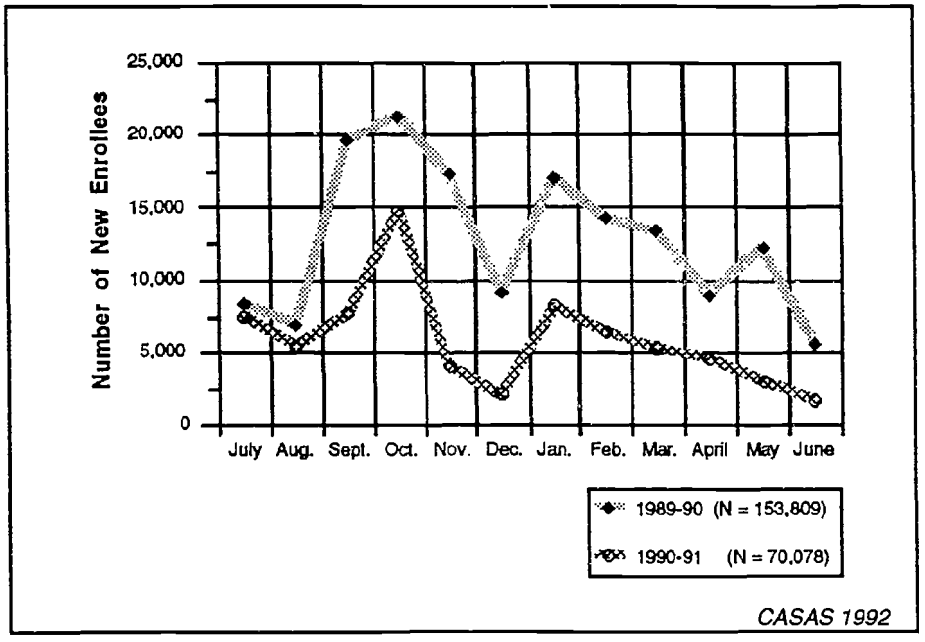


Figure 4.1 - Yearly Pattern of Enrollment Over Two Fiscal Years

PROGRAM CHARACTERISTICS OF THE 321 AMNESTY SUBSAMPLE

Subsample Description

Additional findings are presented below from a 1990-91 subsample of 7,870 amnesty students who attended Adult Basic Education/English as a Second Language (ABE/ESL) programs that receive supplemental funding through Section 321 of the federal Adult Education Act. This amnesty subsample of the statewide sample will be referred to as the "321 Amnesty Subsample." This subsample differs from the statewide IRCA Appraisal sample in two important ways. First, most of the agencies that received 321 funding in California were adult schools who also served most of the amnesty students in this subsample (77%). Very few were served by community-based organizations (12%) or community colleges (10%). It is therefore not possible to compare provider types from data in this subsample. Secondly, the mean test score at the beginning of instruction for the 321 Amnesty Subsample (210) was considerably higher than for the statewide IRCA Appraisal Sample (190), a difference of 20 points on the CASAS scale.

The mean test score at the beginning of instruction for the 321 Amnesty Subsample (210) was considerably higher than for the statewide IRCA Appraisal Sample (190).

Program Participation

A majority of amnesty students (71%) attended classes in the evening. Classes offered had an average of 26 participants, but varied in size from one to more than 60 participants.

Students were in classes that met for an average of 12 hours per week. Approximately 20 percent studied six or fewer hours per week, while about 25 percent studied 15 hours or more. It is estimated that amnesty students attended class for an average of 60 hours, or approximately 5 weeks at 12 hours per week.[4] This is corroborated in the CASAS Survey conducted in March 1989, in which approximately half of the amnesty students interviewed reported being enrolled for one or two months. At 12 hours per week, Pre-82s could study for one month to fulfill their 40-hour requirement. Twenty percent reported studying for more than five months.

Students were in classes that met for an average of 12 hours per week.

Reasons for Enrolling

Upon enrolling, students were asked to identify their main goal or reason for attending class. (See Fig. 4.2.) The reasons most often given were to further their education (34%) or improve their job situation (33%). Although many Pre-82s were initially "mandated" to attend in order to fulfill their English language proficiency requirement for legalization, only 21 percent of all amnesty students in this subsample marked "mandated" as their primary reason for enrolling. Most Pre-82s had already fulfilled

Furthering their education (34%) and improving their job situation (33%) were most often given as reasons for enrolling.

their education requirement in the fall of 1990 when these data were collected.

These findings suggest that by 1990, most amnesty students had their own motivation for studying—they were not attending only to fulfill a legalization requirement. Students, teachers and administrators alike were fully aware that 40 hours of English instruction (equivalent to one week of school in public schools) was simply not enough time to obtain a working knowledge of the English language.

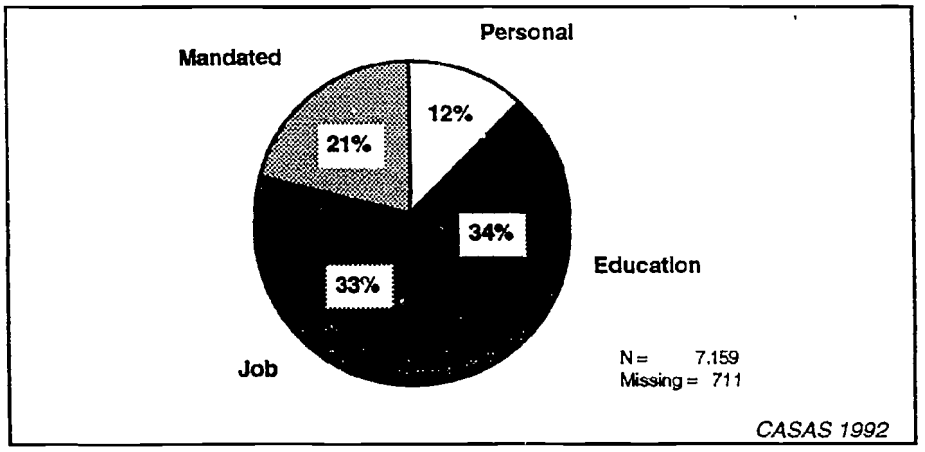


Figure 4.2 - Reasons for Enrolling (321 Amnesty Subsample)

Placement

More than half (51%) were placed into pre-beginning or beginning level ESL classes.

By 1990-91, SLIAG funding was available to place students into both ESL and ABE classes. The great majority (93%) of the amnesty participants in this subsample were enrolled in ESL classes which ranged in difficulty from pre-beginning to advanced levels. More than half (51%) were placed into pre-beginning or beginning level ESL classes. Seven percent were enrolled in ABE, high school or GED classes. SLIAG agencies have reported, however, that it is difficult to identify amnesty students who enroll in higher level (non-ESL) courses since they no longer consider themselves to be "amnesty students."[5] For this reason, there may be more than seven percent in higher level classes who were not identified as amnesty students. The California Department of Education SLIAG Model Transition Project[6] has produced additional information about amnesty students who are making the transition from ESL instruction to ABE, vocational or other training courses, and the workplace.

Goal Attainment

Students were tracked to determine whether, at the time of the post-test, they were retained in the program or whether they had left the program. Most programs post-tested after an average of 100 hours of instruction. Information about students' reasons for leaving the program was also collected. (See Table 4.2.) More than half were retained in the program (39%), or reported successful outcomes (14%), including entering job training, getting a job, entering college, changing programs, or meeting other personal educational goals.

More than half the students were retained in the program (39%), or reported successful outcomes (14%).

Approximately 35 percent did not continue in the program for unknown reasons. Twelve percent left the program due to specified barriers. The barriers, listed in the order most frequently cited, were 1) a change in work schedule; 2) a change in residence; 3) health or family; 4) childcare; and 5) transportation.

Table 4.2 - Goal Attainment

Continued in program	39%
Left program; met own goals	14%
Left program; barriers	12%
Left program; reason unknown	35%

N= 6,019
Missing = 1,851

CASAS 1992

Changes in work schedule and residence were the most often cited barriers to continuing in the program.

SUMMARY

Some of the results from this chapter were drawn from a subsample of 7,870 amnesty students who attended ESL classes in ABE/321 funded programs in California in 1990-91. This amnesty subsample is referred to as "the 321 Amnesty Subsample." Some of the results in this section are also drawn from the CASAS Survey of Newly Legalized Persons conducted in 1989 (N = 4,976).

- More than 200 adult schools, community colleges and community based organizations served amnesty education students.

- Although many Pre-82s were obliged or "mandated" to attend in order to fulfill their education requirement for legalization, most (79%) specified other reasons for enrolling. Most students enrolled to further their education or improve their job situation.
- Most amnesty students (71%) attended classes in the evening for an average of 12 hours per week.
- Classes offered had an average of 26 participants.
- On the average, it took five weeks for students to complete 60 hours of instruction.
- More than half (51%) of these students were placed into pre-beginning or beginning level ESL classes.
- In the 321 Amnesty Subsample, more than half were retained in the program (39%), or reported successful outcomes (14%). Twelve percent left the program due to specified barriers.

NOTES

1 California Department of Education, Amnesty Education Office, 1991..

2 Ibid.

3 These materials include the IRCA Curriculum Index and Matrix, the IRCA Curriculum Supplement, and the "California IRCA/SLIAG Teacher Training Teleconference Videotape Series," a staff development video series designed for ESL instructors. These materials are available from CASAS.

4 Ibid.

5 Ibid.

6 The SLIAG Model Transition Project identified three amnesty education providers to serve as models for effectively transitioning students from amnesty classes to mainstream education and employment. The outcomes of this project include a videotape showing key program and instructional strategies being implemented by each project, How-to Manuals which provide guidelines for implementation, regional workshops, and a final report, available from CASAS.

Chapter Five:
LEARNING GAINS

> Two years ago my boss said I would lose my job if I didn't learn English. Now I'm the main person there—in charge of everything, thanks to school!
>
> — An Amnesty Student, *Immigrant Voices*, CDE, 1991

INTRODUCTION

Overview

How much were amnesty students able to achieve during their enrollment? Have they benefited from instruction? IRCA Pre-Enrollment Appraisal results show that the amnesty population, for the most part, entered programs with very low scores. This chapter contains information about learning gains based on students in the 321 Amnesty Subsample who were pre- and post-tested. The following questions will be addressed:

- Based on pre- and post-test results, how much progress did amnesty students make?
- What factors affected student progress?
- Why did amnesty students enroll? How did their reason for enrolling affect progress?
- How have students benefited from amnesty education classes?
- What barriers prevented them from continuing in programs?

Method of Measuring Achievement

One method of measuring progress is in terms of gains in test scores after a predetermined number of hours of instruction. Under SLIAG guidelines, post-testing was not mandatory for amnesty students, mainly because it

was anticipated that many would not continue for more than 40 hours, and post-testing after such a short time does not generally produce valid results.

However, many amnesty students were enrolled in adult education programs which were mandated to measure gains by post-testing after approximately 100 hours of instruction. CASAS test results for amnesty students in these programs who were tested were collected for the first time in 1990-91 and are presented in this chapter. This group is a subset of the 321 Amnesty Subsample which was referred to in Chapter Four. Pre-test, demographic, goal attainment, and matched pre- and post-test data are available for 1,820 of these amnesty students.

An important caution in the interpretation of test scores from the 321 Amnesty Subsample is that these amnesty students had better English skills when they enrolled and were generally better educated than all students in the entire IRCA Appraisal sample. The 321 Amnesty Subsample contains only students who had enough English ability to be pre-tested, while the IRCA Appraisal sample includes inferred scores of 163 for students who were unable to be tested at the time of enrollment. The mean reading pre-test score for the 1,820 amnesty students with matching post-test scores was 210, which is substantially higher than the mean score of 190 for the entire IRCA Appraisal sample. Previous education in the native country is another indicator of the difference between the two samples: 35 percent of the 321 amnesty students who were pre- and post-tested had completed six or fewer years of education in their native country, as compared to 53 percent of the entire IRCA Appraisal sample.

Reading and Listening Gains

Amnesty students with matched scores were predominantly served by adult schools (88%).

Mean gains were calculated for three levels of students: beginning, intermediate, and advanced. Students with pre-test scores below 200 were considered to be beginning level; those with pre-test scores between 200 and 214 were termed intermediate; and those who scored 215 or more were advanced. Amnesty students with matched pre- and post-test scores in the accurate range on the CASAS scales were predominantly served by adult schools (88%); very few were served by community colleges or community-based organizations.

Agencies were instructed to post-test after approximately 100 hours of instruction, usually on the basis of scheduled class hours rather than individual students' hours of attendance. In practice, the average number of hours reported between pre- and post-testing was approximately 100, but a wide range of hours were reported. In order to yield more precise

results, only post-tests reported to have been administered from 80 to 120 hours after the pre-test are included.

As noted above, the mean pre-test score for the 321 Amnesty Subsample with matched scores was 210. Amnesty students gained an average of five points in reading after approximately 100 hours of instruction. (See Table 5.1.) At the time of the post-test, the mean reading score was 215, indicating achievement of the minimum level for basic functioning at work and in the community.

Amnesty students gained an average of five points in reading after approximately 100 hours of instruction.

Table 5.1 - Mean Reading and Listening Gains

Mean Gains

Level	Mean Reading Gain	N =	Mean Listening Gain	N =
Beginning (<200)	8	229	7	124
Intermediate (200-214)	7	286	*	--
Advanced (215+)	3	465	*	--
All Levels	5	980	6	191

Reading N = 980
Listening N =191
*Insufficient data

CASAS 1992

It was also found that students with lower pre-test scores made better progress. In other words, those with more to gain, gained more. Beginning students gained an average of 8 points in reading to reach a mean post-test score of 196, and intermediate students gained an average of 7 points to achieve a mean post-test score of 216. Advanced students showed smaller gains, an average of 3 points, to achieve a mean post-test score of 227.

Listening scores were also collected but the number of matched scores was much smaller—191. The mean listening pre-test score was 198, 12 points lower than the mean reading pre-test score. Students for whom both pre- and post-test listening scores were available gained an average of 6 points on the CASAS scale to reach a level of 204.

Comparison with the Statewide 321 Population

The mean reading pre-test scores for students in the 321 Amnesty Subsample as compared to all ESL students in 321 programs were almost the same: 211 and 210, respectively. Amnesty students' average reading gains (5 points on the CASAS scale after approximately 100 hours of instruction) were slightly greater than for all ESL students in the statewide 321 sample in 1990-91 (4 points). These findings show that the 321 Amnesty Subsample progressed at least as well as and somewhat better, on average, than other ESL students in the state. In addition, these findings are consistent with six years of CASAS data which show that students in California ABE/ESL programs gain approximately 5 points on the CASAS scale after 100 hours of instruction.[1]

FACTORS AFFECTING GAIN

Gain by Hours of Instruction Between Pre- and Post-test

IRCA participants who received more hours of instruction made the greatest gains.

Duration of instruction is an important variable related to student gain. As can be noted from Figure 5.1, IRCA participants who received more hours of instruction made the greatest gains. Those post-tested after less than 80 hours of instruction made reading gains on the order of 4 points on the CASAS scale. Students post-tested after receiving 80-119 hours of instruction increased their scores by approximately 5 points; and the mean score of those receiving more than 120 hours improved by 6 points.

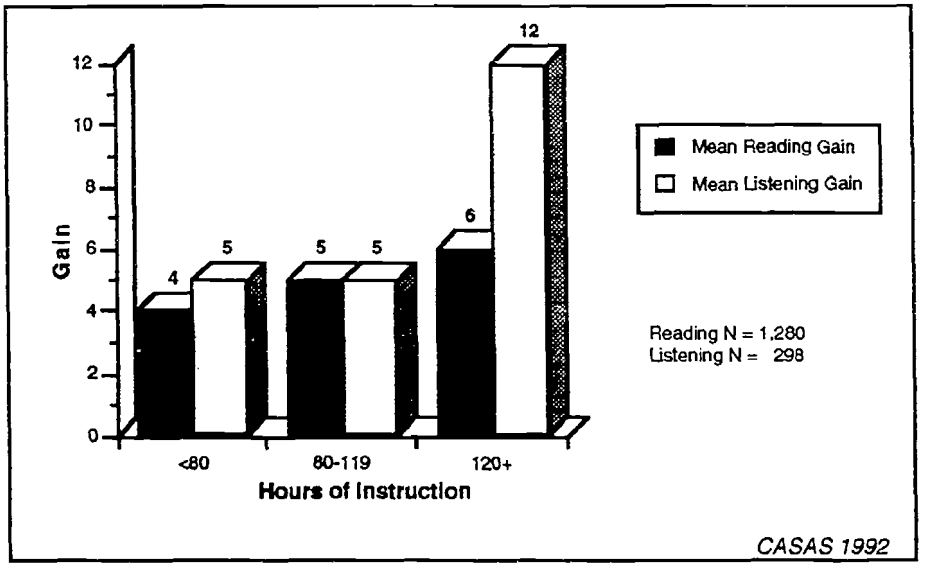


Fig. 5.1 - Mean Reading and Listening Gains by Hours of Instruction

Available data suggest that amnesty students who were post-tested after fewer than 60 hours of instruction (N = 68) made smaller gains (an average of 2.5 points in reading), as compared to those who were post-tested after approximately 100 hours (5 points). This finding should be interpreted with caution since the number of cases of students who were post-tested after fewer than 60 hours is relatively small.

Listening gains for students who reported 120+ hours of instruction are more than twice as great as for students who studied fewer hours. This finding, too, should be interpreted cautiously due to the relatively small number of students with matched pre- and post-test listening scores.

Other Factors Affecting Gain: Age, Gender, Reason for Enrollment

Students who were younger were slightly more likely to make greater gains. There was no major difference in gains made by males and females. With regard to reason for enrolling, students who marked "Job" as their primary reason for enrolling made the largest gains. (See Table 5.2.)[2] Students who indicated that they were mandated to attend made the smallest gains.

Students who marked "Job" as their primary reason for enrolling made the largest gains.

Table 5.2 - Mean Reading Gain by Reason for Enrolling

Reason for Enrolling	Mean Reading Gain
Mandated	5
Personal	6
Education	6
Job	7

N = 1,643
Missing = 6,227

CASAS 1992

SUMMARY

The following results are from the subsample of amnesty students enrolled in 321-funded ABE/ESL programs who were pre- and post-tested in reading in 1990-91 (N = 1,820). This subsample was generally better educated and had substantially higher average reading pre-test scores

(211) than students in the entire IRCA Appraisal population (190). Eighty-eight percent of these students were served by adult schools.

- Amnesty students gained an average of five points in reading after approximately 100 hours of instruction.
- The mean reading pre-test scores for amnesty students as compared to all ESL students in 321 programs were almost the same: 211 and 210 respectively, on the CASAS scale.
- Amnesty student reading gains (5 points) were slightly greater than for all ESL students in the statewide 321 sample. (4 points).
- Available data suggest that amnesty students who were post-tested after fewer than 60 hours of instruction (N = 68) made smaller gains (an average of 2.5 points in reading), as compared to those who were post-tested after approximately 100 hours (5 points). This finding should be interpreted with caution since the number of cases of students who were post-tested after fewer than 60 hours is relatively small.
- Students whose main reason for enrolling was to get a job or job promotion made the greatest gains.

NOTES

1 CASAS Statewide Accountability System for Federally Funded 321 Adult Basic Education Programs, July 1, 1989 – June 30, 1990. August 1990.

2 Ibid.

Chapter Six:
THE IRCA INVESTMENT

> It is the position of the California Department of Education that an educated immigrant population means more taxpayers, more businesses, more jobs, and more economic growth for the state. Simply stated, it is just bad economic policy not to invest in the immigrant population.
>
> — California Department of Education,
> *Amnesty Education Office*, 1991

INTRODUCTION

This chapter describes how federal State Legalization Impact Assistance Grants (SLIAG) and the needs of amnesty applicants greatly contributed to the improvement of existing adult education programs and created a new forum for collaboration between committed agencies. Changes occurred in five main areas: 1) cooperation and collaboration; 2) program delivery models and student support services; 3) staff development; 4) curriculum; and 5) outreach. This chapter highlights progress made by the adult education delivery system in each of these areas.

COOPERATION AND COLLABORATION

Five governmental agencies had major responsibility for implementation of the IRCA legislation in California: the U.S. Department of Health and Human Services (HHS), the Washington, DC and the Western Region Offices of the Immigration and Naturalization Service (INS), the California State Legislature, the California Health and Welfare Agency, and the California Department of Education. At the federal level, legalization policies and procedures for the amnesty program were administered by the INS. The U. S. Department of Health and Human Services formulated policy and enforced regulations for the SLIAG program, which provided services in the areas of education, health, and public assistance.

Five governmental agencies had major responsibility for implementation of the IRCA legislation in California.

In California, the lead agency administering SLIAG funds was the Health and Welfare Agency. The California Department of Education communicated with all of these agencies to interpret regulations and funding implications for State educational programs. Regulations related to several important aspects of the SLIAG program were mandated by the California State Legislature.

The interpretation of SLIAG regulations was often complicated due to the interrelationships between legalization and funding considerations.

The interpretation of SLIAG regulations was often complicated due to the interrelationships between legalization and funding considerations, and the need to consult more than one governmental agency to resolve ambiguities. For example, federal SLIAG regulations permitted education funding for all eligible amnesty applicants (both Pre-82s and SAWs). IRCA legislation clearly required 40 hours of a 60-hour course as one way for Pre-82s to fulfill the education requirement to become permanent residents, but there was no equivalent education requirement for SAWs. Although federal legislation provided funding for education for both Pre-82s and SAWs not to exceed $500 per year, in California the Health and Welfare Agency recommended legislative priorities to ensure adequate funds were available for public health and public welfare programs. Education for SAWs was not seen as a priority. The California Department of Education assisted amnesty education providers to interpret state budget language, federal SLIAG regulations, and the IRCA legislation to understand who could be served in what time frame.

Many cooperative arrangements were initiated between different types of agencies in their efforts to efficiently meet the needs of this population.

Another example of collaboration emerged from the sheer numbers of amnesty immigrants, which necessitated an immediate expansion of the adult educational delivery system. SLIAG funds provided an opportunity for community based organizations to receive funds to provide educational services, and public education agencies were allowed to provide services to this population in areas where previous inter-agency agreements may have limited their participation. Therefore a new configuration of providers emerged that, in some cases, did not have long traditions of working together, who in some cases were in competitive situations for the first time, and who in some cases were serving a new population of students. Many cooperative arrangements were initiated between different types of agencies in their efforts to efficiently meet the needs of this population.

To better address the diverse needs of the education delivery system, an IRCA statewide advisory committee was established to provide policy and program direction to CDE. Many difficult issues were resolved effectively in this new policy forum, and the advisory group became a model for field-based problem solving and policy direction.

PROGRAM DELIVERY MODELS AND STUDENT SUPPORT SERVICES

Immigrant populations have always expressed a strong desire and great need for English classes as they struggle to begin a new life in a "strange new land." Amnesty applicants were no different. They also had the same barriers familiar to adult education providers, such as lack of transportation, childcare needs, and very little understanding of the education system. What made this group different from similar waves of immigrants was the immediacy of their needs. No other group of immigrants was legally required to fulfill an education requirement or to do so within a certain time frame.

No other group of immigrants was legally required to fulfill an education requirement or to do so within a certain time frame.

The original IRCA legislation required immigrants to complete Phase I (temporary resident status), wait 12 months, and then complete Phase II within 18 months. Amnesty applicants were expected to complete 40 hours of instruction during the 12-month period after completion of Phase I, based on individual application dates. However, the projected bell curve of educational service utilization never materialized as thousands of immigrants overwhelmed program intake centers as soon as the legislation was approved—with no attention to timelines. The IRCA legislation was eventually modified, removing the 12- and 18-month waiting periods, and the original 30-month eligibility period was extended to 42 months. However, the fact remained that almost one million immigrants faced an education requirement in California, and they demanded programs and support services to accommodate their need.

And programs responded. For example, during 1988-89, the peak year for amnesty enrollment in California, the Los Angeles Unified School District offered classes around the clock to ensure that applicants could obtain their certificate even if they were working odd hours or more than 40 hours per week. Community based organizations proved to be particularly creative in locating classes in the fields, at temporary agricultural headquarters, in churches — wherever the target population congregated. Childcare and transportation were provided in many areas of the state. Additionally, agencies developed bilingual testing and orientation centers to assist amnesty applicants to plan for their educational needs. In the process of serving so many amnesty students, programs' intake, placement, and student tracking procedures became much more efficient and thorough, and in many instances, programs implemented new computer systems that improved their ability to serve their entire adult student population.

The Los Angeles Unified School District offered classes around the clock.

STAFF DEVELOPMENT

The increased demand for amnesty classes caused a great demand for ESL instructors.

The increased demand for amnesty classes caused a great demand for ESL instructors. Many community based organizations did not employ teachers according to the same credentialing standards as public agencies. In an effort to meet the need and allow uncredentialed teachers from community based organizations to begin teaching, the legislature introduced budget language that stated that individuals who met certain requirements could teach in ESL programs in community based organizations as long as they attended training or ESL college courses.

The California Department of Education responded to the need for staff development for the many new teachers coming on board by offering an IRCA Teacher Training Teleconference Series in the fall of 1988 and again in the fall of 1989. The series was coordinated by CASAS with optional college credit available from San Diego State University. It consisted of ten modules for new-to-amnesty instructors which were broadcast via satellite to downlink sites throughout the state, and then made available on videotape. Facilitators were available at each site to coordinate interactive participation with the presenters. Topics covered included an overview of IRCA/SLIAG policies and their implications for amnesty students, an introduction to competency-based education, curriculum and lesson planning, and practical techniques for teaching adult students at different levels of ability.

CURRICULUM

The legislation and unique needs of amnesty applicants resulted in the creation of diverse course offerings. Some areas of new or increased curriculum development and instruction were native language literacy and beginning literacy, civics and citizenship, and vocational English (VESL).

NATIVE LANGUAGE LITERACY AND BEGINNING LITERACY COURSES

Suddenly the lowest ESL class levels were not low enough.

Data from the IRCA Appraisal indicate that approximately 85 percent of the population were below the level of functioning that allowed participation in employment training (215 on the CASAS scale) and fully one-third were not literate in their own language. What that translated to in practical program terms was that suddenly the lowest ESL class levels were not low enough. Beginning literacy and native language literacy classes were begun or intensified to meet the unprecedented demand for these services. Many community colleges which had never offered non-credit classes had to develop curricula for approval for new courses to

meet the needs of this population and in many cases, these students continued to attend community college classes. This resulted in a corresponding search for and development of appropriate materials.

Civics Coursework

The IRCA legislation required instruction in English and Civics. Most ESL curricula did not include a civics component, and introducing civics topics for beginning literacy students was challenging. The California Department of Education, through a contract with the Center for Adult Education at San Francisco State University, developed ESL/Civics Integration: A Guide for Curriculum Development and Lesson Planning. This guide was made available to all program practitioners. The Department of Education also contracted with CASAS to develop a curriculum guide which identified relevant amnesty program competencies, and matched them with appropriate instructional materials. By 1989, many commercial publishers had responded to the demand for materials at all levels that integrated ESL and Civics. The curriculum for many adult and community college ESL courses now integrates civics competencies in mainstream ESL classes since many programs have found that non-amnesty students are also interested in civics.

Vocational English as a Second Language (VESL) Classes

Many adult and community college ESL courses now integrate civics.

Job specific vocational programs were not eligible for federal SLIAG funds. However, two years into the program, Vocational ESL (VESL) classes were permitted. There was a high demand for these classes in which eager applicants learned the "language of work." Amnesty students' interest in VESL classes reflects recent data that indicate that while amnesty applicants comprise six percent of the state's population, they represent 12 percent of the workforce.

Citizenship Classes

Many agencies have established naturalization centers.

Citizenship classes were also in high demand. According to the 1989 CASAS survey of amnesty applicants in California, 80 percent of those surveyed wanted to become citizens. This demand was further supported by the decision by INS to approve standardized citizenship tests. Many agencies have established naturalization centers to support the application and approval process for citizenship.

OUTREACH

Agencies were always put in a crisis planning mode—either to manage large numbers of students, or to search for students to meet enrollment targets.

The Education Transition Plan states, "The history of amnesty education has been characterized by a lack of direct correlation between available students and available funding."[1] This fact has meant that agencies were always put in a crisis planning mode—either to manage large numbers of students that exceeded their school's capacity, or to search for students to meet enrollment targets. The repeated crisis situations were exacerbated by grants based on actual attendance hours of eligible students. At least three different times during the five-year funding period from 1987 to 1992, agencies were given grants that were later reduced because of state and national budget problems. Similarly, augmentations were granted at times when they were too late to be of any use.

The peak enrollment year for amnesty classes was 1988-89, but agencies did not know until June of 1989 whether their enrollment costs would be covered. By the fall of 1989, agencies were reporting lower enrollment figures and there was confusion among the eligible population about whether or not they could attend classes beyond the mandated 40-hours.

Innovative outreach included hiring students as peer recruiters, and advertising on tray liners at community fast food restaurants.

In 1990, the Legislature funded an outreach project based at Mira Costa College to assist agencies to identify and serve "priority Pre-82s" who had not yet fulfilled their education requirement. This project was also mandated to attract eligible applicants who may not have realized that they could continue their education, and to inform SAWs (who did not have an education requirement) that they were eligible to receive educational services. Initially the outreach project gave program grants to individual agencies to develop local outreach activities based on community needs. Agencies were extremely innovative—conducting amnesty fairs, advertising on tray liners at community fast food restaurants, hiring students as peer recruiters, placing advertisements at local Spanish theaters, and working cooperatively with other amnesty education providers. Often outreach efforts reinforced relations with the local business community and strengthened the education programs' ties with the communities they served.

When funding was drastically reduced in 1991-92, the outreach project had to narrow its focus and target only applicants that had begun but not completed the amnesty process and were in jeopardy of losing their authorization to live and work in the United States. With cooperation from the Governor, INS, key legislators, and a variety of community agencies, a major public awareness campaign was launched that featured statewide toll free numbers with information in English and Spanish 24 hours a day. Applicants could obtain information about education requirements and local INS approved schools that provided free classes.

CONCLUSION

Although the experience of implementing amnesty education classes in California was generally characterized by excessive regulations and administrative requirements, and the need to respond quickly and flexibly to constantly changing program guidelines, there were many benefits to education providers which made the program worthwhile and rewarding. Adult programs in California have now documented their ability to respond quickly to the need to serve large numbers of students in the context of an extremely complicated bureaucratic system.

Many innovations in program delivery models, staff development, and curriculum and instructional appproaches can be directly linked to the need to serve the amnesty population. In particular, the amnesty program in California, which was almost entirely Hispanic, has strengthened the role of community based, primarily Hispanic organizations, and has raised the level of awareness among all types of adult education providers that there remains a great need to continue to serve this growing population of adult students.

The amnesty program in California has strengthened the role of community-based, primarily Hispanic organizations.

NOTES

1 California Department of Education, IRCA Transition Plan, 1991.

BIBLIOGRAPHY

Amnesty Education Outreach Project. *Immigrant Voices: Pursuing an American Dream*. San Diego, California: Mira Costa College, 1991.

Baker, Susan Gonzáles. *The Cautious Welcome: The Legalization Programs of the Immigration Reform and Control Act*. Santa Monica, California: The RAND Corporation, 1991.

Bean, Frank D., Barry Edmonston and Jeffrey Passel. *Undocumented Migration to the United States: IRCA and the Experience of the 1980s*. Santa Monica, California: The RAND Corporation, 1989.

Bean, Frank D., Georgez Vernez and Charles B. Keely. *Opening and Closing the Doors: Evaluating Reform and Control*. Santa Monica, California: The RAND Corporation and Washington, D.C.: The Urban Institute, 1989.

California Department of Education, Amnesty Education Office. *Amnesty Students and Their Impact on Adult Literacy*. Sacramento, California: California Department of Education, 1989.

California Department of Education, Amnesty Education Office. *Education Transition Plan*. Sacramento, California: California Department of Education, 1990.

California Department of Education, Amnesty Education Office. *Fact Sheet, Amnesty Education Program in California*. Sacramento, California: California Department of Education, 1989.

California Department of Education, Amnesty Education Office. *SLIAG Facts*. Presentation to National Public Welfare Association, SLIAG Task Force. 1989.

California Department of Education, Adult Literacy Focus Group. *Final Report*. California Education Summit, 1989.

California Department of Education, Youth, Adult and Alternative Educational Services Division. *California State Education Plan for State Legalization Impact Assistance Grants*. Sacramento, California: California Department of Education, 1987.

California Postsecondary Education Commission (CPEC). *Meeting the Educational Needs of the New Californians*. Sacramento, California: California Postsecondary Education Commission, 1992.

CASAS. *Amnesty Education Report: IRCA Pre-Enrollment Appraisal Results*. San Diego, California: CASAS, February 1990.

CASAS. *CASAS Statewide Accountability System for Federally Funded 321 ABE Adult Basic Education Programs*. San Diego, California: CASAS, 1990.

CASAS. *GAIN Appraisal Program, Fourth Report*. San Diego, California: CASAS, 1990.

CASAS. *A Survey of Newly Legalized Persons in California*. San Diego, California: CASAS, 1989.

City University of New York. *A Needs Assessment of Amnesty Immigrant Students in New York State*. New York, New York: City University of New York, 1990.

Coleman, James S. *Policy Perspectives: Parental Involvement in Education*. Washington, D.C.: U.S. Department of Education, 1991.

Employment Development Department (EDD). *California Looks at the U.S. Reform and Control Act*. Sacramento, CA: Employment Development Department, 1988.

Estrada, Leo and Kevin McCarthy. "Is That the All Too Rare Sound of Civilized, Intelligent Debate on the Impact of Mexican Immigration?" *California Tomorrow*. Summer, 1986. p. 27.

Juffras, Jason. *Impact of the Immigration Reform and Control Act. on the Immigration and Naturalization Service*. Santa Monica, California: The RAND Corporation, 1991.

Kissam, Edward and JoAnn Intili. *Legalized Farmworkers and their Families: Program and Policy Implications*. Santa Rosa, California: California Human Development Corporation (CHDC), 1989.

NALEO Educational Fund. *The National Latino Immigrant Survey*. Los Angeles, California: NALEO, 1989.

Olsen, Laurie et al, eds. *Out of the Shadows: The IRCA/SLIAG Opportunity*. Los Angeles, California: California Tomorrow, 1989.

Olsen, Laurie. *Crossing the Schoolhouse Border: Immigrant Students and the California Public Schools*. Los Angeles, California: California Tomorrow, 1988.

Refugee Policy Group, Center for Policy Analysis and Research on Refugee Issues. *Serving the Newly Legalized: Their Characteristics and Current Needs*. Washington D.C.: Refugee Policy Group, 1988.

Rodriguez, Domingo in Shuitt, Douglas. "Proposed Hike of $50 Million for Amnesty Classes Gains." *Los Angeles Times*, March 9, 1989.

Rolph, Elizabeth and Abby Robyn. *A Window on Immigration Reform: Implementing the Immigration Reform and Control Act in Los Angeles*. Santa Monica, California: The RAND Corporation, 1990.

Ronfeldt, David and Monica Ortíz de Oppermann. *Mexican Immigration, U.S. Investment, and U.S.-Mexican Relations*. Santa Monica, California: The RAND Corporation, 1990.

Stuart, David. "Trendlines: Amnesty Eduation Offers Opportunity for Learners and Teachers." *Adult and Continuing Education Today*. May 21, 1990. p. 4.

U.S. Department of Health and Human Services (HHS), Family Support Administration. 45 CFR Parts 16 and 402. *State Legalization Impact Assistance Grants; Final Rule.* Federal Register. Washington, D.C.: Department of Health and Human Services, March, 1988.

U.S. Immigration and Naturalization Service (INS), Statistics Division, Office of Plans and Analysis. *Legalization Application Statistics.* Washington, D.C.: U.S. Immigration and Naturalization Service, November, 1989.)

U.S. Immigration and Naturalization Service (INS). *Provisional Demographics.* Washington, D.C.: U.S. Immigration and Naturalization Service, November, 1989.

United Way of San Diego County. *Herencia y Futuro: Latino Future Scan.* San Diego, California: United Way of San Diego County, 1991.

Vernez, Georgez and David Ronfeldt. *The Current Situation in Mexican Immigration.* Santa Monica, California: The RAND Corporation, 1991.

Appendix A:

DEVELOPMENT AND IMPLEMENTATION OF THE IRCA PRE-ENROLLMENT APPRAISAL

INTRODUCTION

The IRCA Pre-Enrollment Appraisal was developed by the Comprehensive Adult Student Assessment System (CASAS) to provide information on students' educational history, salient demographic characteristics, and information about their legal status. In addition, prospective students are tested to determine their abiltity to speak and understand English and their knowledge of the history and government of the United States. Based on this Appraisal, they are referred to appropriate programs and program levels.

Educational services are currently being provided to adults through community colleges, adults schools, and private non-profit agencies (CBOs and QDEs). Agencies receiving SLIAG funds must administer the Pre-Enrollment Appraisal and must receive training in test administration procedures from CASAS. The purpose of this Appraisal is fourfold:

- positively identify students as newly legalized persons who are eligible for SLIAG funding;
- provide demographic information and educational history about the amnesty population enrolled in SLIAG educational programs;
- assess English language proficiency in listening and reading related to U.S. government and history which can be used as a basis for program level placement and assessment of student progress; and

- provide a uniform database for all SLIAG educational programs in California to inform local and statewide program planning.

PSYCHOMETRIC PROPERTIES

The IRCA Listening and Reading Tests were developed by CASAS utilizing the CASAS Item Bank. This bank of over 5,000 items has been under continual development and refinement since 1980. The application of Item Response Theory (IRT) to these 5,000 items assigns a reliable index of standardized difficulty to each item. Test forms developed from these items accurately measure English ability in a functional context.

The results briefly summarized below indicate that the Pre-Enrollment Appraisal (Forms 1 and 2) is internally consistent and accurate with the psychometric model used. Psychometric properties are based on a random sampling from a base of over 250,000 responses. From the Form 1 database of 261,321, a random sample of 24,264 was generated. For Form 2, a random sample was taken of the entire database, consisting of 528 records.

Reliability. Computation of Kuder-Richardson (KR)-20 indices for Pre-Enrollment Appraisal items indicate that on Form 1 Listening and Reading, the (KR)-20s were .76 and .92 respectively. The (KR)-20s for Listening and Reading on Form 2 were .80 and .93 respectively.

Item Total Correlations. Point biserial correlation coefficients were obtained for the Pre-Enrollment Appraisal. This correlation should generally fall between .40 and .60 for each of the individual test items. In the case of Pre-Enrollment Appraisal Listening items in Form 1, the coefficients ranged from .37 to .61 with a mean of .53. The Reading Form 1 coefficients ranged from .34 to .69 with a mean of .57. The Listening Form 2 point-biserial coefficients ranged from .35 to .65 with a mean of .56. The Reading Form 2 coefficients ranged from .31 to .74 with a mean of .60.

P-Values. The P-Value refers to the proportion of examinees passing an individual item and gives an index of difficulty for each item relative to the sample of persons being tested. In the case of the Pre-Enrollment Appraisal Listening items in Form 1, the P-values ranged from .37 to .92 with an average P-Value of .67 indicating that an average of 67 percent of the examinees passed each item. The P-values for Reading Form 1 ranged from .30 to .92 with an average P-value of .58 indicating than an average of 58 percent of the examinees passed each item. For the Pre-Enrollment Appraisal Listening Form 2, the P-Values ranged from .41 to .91 with an

average P-Value of .63, and for Reading Form 2, the P-values ranged from .30 to .88 with an average P-value of .52.

LISTENING AND READING TEST CONTENT FOR FORMS 1 AND 2

Listening Test Content

- Interpret basic application forms
- Interpret clock time
- Follow directions to places within a building and/or on the street
- Read, interpret and follow directions from signs
- Use telephone and take telephone messages
- Address letters and envelopes
- Interpret a postal money order

Reading Test Content

- Interpret basic application forms
- Identify months and dates on a calendar
- Follow directions on a city map
- Interpret historical information
- Interpret information about the branches of U.S. government
- Identify procedures for obtaining legal advice

CASAS Scores	Level	Possible Program Placement	Description
165-180	A - 1	ESL Pre-Literate Orientation	Functions minimally if at all in English. Minimal, if any, ability to read.
181-190	A - 2	ESL Beginning	Functions in a very limited way in situations related to immediate needs. Can read and interpret simplified forms that include name, address, telephone number and dates; can read very simple signs.
191-200	A - 3	ESL Beginning	Functions with some difficulty in situations related to immediate needs. Can read material at the lowest level in the *Of the People* series on U.S. Government and History with adaptation and assistance.
201-208	B - 4	ESL Intermediate	Can satisfy basic survival needs and a few very routine social demands. Can read the *Of the People* series on U.S. Government and History with some assistance.
209-214	B - 5	ESL Intermediate	Can satisfy basic survival needs and some limited social demands. Can read the *Of the People* series on U.S. Government and History
215-224	C - 6	Citizenship/Civics (ESL Advanced)	Can satisfy most survival needs and limited social demands. Can read the *Simplified Edition* of the *Federal Textbook on Citizenship.* [2]
225+	C - 7	Citizenship/Civics (ESL Advanced)	Can satisfy survival needs and routine work and social demands.
	C - 8	Citizenship/Civics	Can participate effectively in social and familiar work situations.
	C - 7/8		Can read the *Simplified Edition* of the *Federal Textbook on Citizenship* or any materials on U.S. Government, History or Citizenship written at the high school level.

1 *Of the People* Center for Applied Linguistics, INS, U.S. Government Printing Office, Washington, D.C., 1988.
2 *Simplified Edition* of the *Federal Textbook on Citizenship*, INS, U.S. Government Printing Office, Washington, D.C., 1987.

IRCA

FORM 1

Pre-Enrollment Appraisal

BASIC ENGLISH COMPETENCY

PRACTICE
1 Ⓐ Ⓑ Ⓒ
2 Ⓐ Ⓑ Ⓒ
3 Ⓐ Ⓑ Ⓒ

LISTENING
4 Ⓐ Ⓑ Ⓒ
5 Ⓐ Ⓑ Ⓒ
6 Ⓐ Ⓑ Ⓒ
7 Ⓐ Ⓑ Ⓒ
8 Ⓐ Ⓑ Ⓒ
9 Ⓐ Ⓑ Ⓒ
10 Ⓐ Ⓑ Ⓒ
11 Ⓐ Ⓑ Ⓒ
12 Ⓐ Ⓑ Ⓒ
13 Ⓐ Ⓑ Ⓒ
14 Ⓐ Ⓑ Ⓒ
15 Ⓐ Ⓑ Ⓒ
STOP

READING
16 Ⓐ Ⓑ Ⓒ Ⓓ
17 Ⓐ Ⓑ Ⓒ Ⓓ
18 Ⓐ Ⓑ Ⓒ Ⓓ
19 Ⓐ Ⓑ Ⓒ Ⓓ
20 Ⓐ Ⓑ Ⓒ Ⓓ
21 Ⓐ Ⓑ Ⓒ Ⓓ
22 Ⓐ Ⓑ Ⓒ Ⓓ
23 Ⓐ Ⓑ Ⓒ Ⓓ
24 Ⓐ Ⓑ Ⓒ Ⓓ
25 Ⓐ Ⓑ Ⓒ Ⓓ
26 Ⓐ Ⓑ Ⓒ Ⓓ
27 Ⓐ Ⓑ Ⓒ Ⓓ
28 Ⓐ Ⓑ Ⓒ Ⓓ
29 Ⓐ Ⓑ Ⓒ Ⓓ
30 Ⓐ Ⓑ Ⓒ Ⓓ
31 Ⓐ Ⓑ Ⓒ Ⓓ
32 Ⓐ Ⓑ Ⓒ Ⓓ
33 Ⓐ Ⓑ Ⓒ Ⓓ
34 Ⓐ Ⓑ Ⓒ Ⓓ
35 Ⓐ Ⓑ Ⓒ Ⓓ
36 Ⓐ Ⓑ Ⓒ Ⓓ
37 Ⓐ Ⓑ Ⓒ Ⓓ
38 Ⓐ Ⓑ Ⓒ Ⓓ
39 Ⓐ Ⓑ Ⓒ Ⓓ
40 Ⓐ Ⓑ Ⓒ Ⓓ

WRITING
41 Ⓐ Ⓑ Ⓒ
42 Ⓐ Ⓑ Ⓒ

INTERVIEW
43 Ⓐ Ⓑ Ⓒ
44 Ⓐ Ⓑ Ⓒ
45 Ⓐ Ⓑ Ⓒ

1. Name_____ 2. Today's Date: __/__/__

3. Male ○ Female ○ 4. Date of Birth __/__/__ 5. Current Occupation _____

6. Are you enrolled in another ESL/Civics course? Yes ○ No ○ (If yes, where?) _____

Write your I-688 Number Here

A [ ][ ][ ][ ][ ][ ][ ][ ]

0 0 0 0 0 0 0 0 0
1 1 1 1 1 1 1 1 1
2 2 2 2 2 2 2 2 2
3 3 3 3 3 3 3 3 3
4 4 4 4 4 4 4 4 4
5 5 5 5 5 5 5 5 5
6 6 6 6 6 6 6 6 6
7 7 7 7 7 7 7 7 7
8 8 8 8 8 8 8 8 8
9 9 9 9 9 9 9 9 9

Date of Issue

__/__/__

Legalization Section Number
245 A ○ 210 A ○

Age

[ ]
○ Under 16
○ 16-17
○ 18-21
○ 22-24
○ 25-29
○ 30-34
○ 35-39
○ 40-44
○ 45-49
○ 50-54
○ 55-64
○ 65+

Highest Grade Level Completed

[ ][ ]
0 0
1 1
2 2
3
4
5
6
7
8
9

Highest Diploma/Degree

Mark one only
○ None
○ High School Diploma or Equivalent
○ Technical
○ AA Degree or Post Secondary
○ University/ College Degree
○ Other
Name Other

Country of Citizenship

○ Mexico
○ El Salvador
○ Haiti
○ Guatemala
○ Philippines
○ Colombia
○ Nicaragua
○ Dominican Repub-
○ Poland
○ India
○ Jamaica
○ Iran
○ Pakistan
○ Korea
○ Other
Name Other

Ethnic Background

○ Caucasian
○ Hispanic
○ Black (Not Hispanic)
○ Asian
○ Filipino
○ Indo-Chinese
○ Pacific Islander
○ Other
Name Other

Native Language

○ English
○ Spanish
○ French
○ Creole
○ Tagalog
○ Chinese
○ Korean
○ Farsi
○ Polish
○ Urdu
○ Arabic
○ Other
Name Other

○ Not able to test; referral to ESL Program

PLACEMENT INTO PROGRAM

○ ESL Pre-literate Orientation
○ ESL Beginning
○ ESL Intermediate
○ ESL Advanced
○ Citizenship/Civics
○ Other
Name Other

Other CASAS Scores
LISTENING | READING

Agency Identification Number

[ ][ ][ ][ ]
0 0 0 0
1 1 1 1
2 2 2 2
3 3 3 3
4 4 4 4
5 5 5 5
6 6 6 6
7 7 7 7
8 8 8 8
9 9 9 9

For Education Provider Use

[ ][ ][ ][ ][ ][ ][ ][ ][ ][ ]
0 0 0 0 0 0 0 0 0 0 0
1 1 1 1 1 1 1 1 1 1 1
2 2 2 2 2 2 2 2 2 2 2
3 3 3 3 3 3 3 3 3 3 3
4 4 4 4 4 4 4 4 4 4 4
5 5 5 5 5 5 5 5 5 5 5
6 6 6 6 6 6 6 6 6 6 6
7 7 7 7 7 7 7 7 7 7 7
8 8 8 8 8 8 8 8 8 8 8
9 9 9 9 9 9 9 9 9 9 9

For Official Use Only

[ ][ ][ ][ ][ ][ ][ ][ ][ ][ ][ ][ ][ ][ ]
0 0 0 0 0 0 0 0 0 0 0 0 0 0 0
1 1 1 1 1 1 1 1 1 1 1 1 1 1 1
2 2 2 2 2 2 2 2 2 2 2 2 2 2 2
3 3 3 3 3 3 3 3 3 3 3 3 3 3 3
4 4 4 4 4 4 4 4 4 4 4 4 4 4 4
5 5 5 5 5 5 5 5 5 5 5 5 5 5 5
6 6 6 6 6 6 6 6 6 6 6 6 6 6 6
7 7 7 7 7 7 7 7 7 7 7 7 7 7 7
8 8 8 8 8 8 8 8 8 8 8 8 8 8 8
9 9 9 9 9 9 9 9 9 9 9 9 9 9 9

41 [ ]

42 [ ]

EXAMINERS:
Return this page with attached answer strip to:

IRCA/SLIAG
P.O. Box 80488
San Diego, CA 92138

IRCA FORM 1

Pre-Enrollment Appraisal

BASIC ENGLISH COMPETENCY

PRACTICE
1 Ⓐ Ⓑ Ⓒ
2 Ⓐ Ⓑ Ⓒ
3 Ⓐ Ⓑ Ⓒ

LISTENING
4 5 6 7 8 9 10 11 12 13 14 15

ANSWER KEY

STOP

READING
16 17 18 19 20 21 22 23 24 25 26 27 28 29 30 31 32 33 34 35 36 37 38 39 40

ANSWER KEY

WRITING
41 ⓪ ① ②
42 ⓪ ① ②

INTERVIEW
43 ⓪ ① ②
44 ⓪ ① ②
45 ⓪ ① ②

1. Name_____ 2. Today's Date:___/___/___

3. Male ◯ Female ◯ 4. Date of Birth___/___/___ 5. Current Occupation_____

6. Are you enrolled in another ESL/Civics course? Yes ◯ No ◯ (If yes, where?)_____

Write your I-688 Number Here
A

Date of Issue
___/___/___

Legalization Section Number
245 A ◯ 210 A ◯

Age
◯ Under 16
◯ 16-17
◯ 18-21
◯ 22-24
◯ 25-29
◯ 30-34
◯ 35-39
◯ 40-44
◯ 45-49
◯ 50-54
◯ 55-64
◯ 65+

Highest Grade Level Completed
0 0
1 1
2 2
3
4
5
6
7
8
9

Highest Diploma/Degree
Mark one only
◯ None
◯ High School Diploma or Equivalent
◯ Technical
◯ AA Degree or Post Secondary
◯ University/ College Degree
◯ Other
Name Other

Country of Citizenship
◯ Mexico
◯ El Salvador
◯ Haiti
◯ Guatemala
◯ Philippines
◯ Colombia
◯ Nicaragua
◯ Dominican Repub-
◯ Poland
◯ India
◯ Jamaica
◯ Iran
◯ Pakistan
◯ Korea
◯ Other
Name Other

Ethnic Background
◯ Caucasian
◯ Hispanic
◯ Black (Not Hispanic)
◯ Asian
◯ Filipino
◯ Indo-Chinese
◯ Pacific Islander
◯ Other
Name Other

Native Language
◯ English
◯ Spanish
◯ French
◯ Creole
◯ Tagalog
◯ Chinese
◯ Korean
◯ Farsi
◯ Polish
◯ Urdu
◯ Arabic
◯ Other
Name Other

◯ Not able to test; referral to ESL Program

PLACEMENT INTO PROGRAM
◯ ESL Pre-literate Orientation
◯ ESL Beginning
◯ ESL Intermediate
◯ ESL Advanced
◯ Citizenship/Civics
◯ Other
Name Other

Other CASAS Scores
LISTENING | READING

LISTENING RAW SCORE

Raw Score	Scale Score
1	163-
2	172
3	178
4	183
5	188
6	192

LISTENING SCALE SCORE

Raw Score	Scale Score
7	196
8	200
9	205
10	211
11	219
12	220+

WRITING SCORE
INTERVIEW SCORE

READING RAW SCORE

Raw Score	Scale Score
1	163-
2	171
3	176
4	180
5	183
6	186
7	188
8	191
9	193
10	195
11	197
12	199
13	201

READING SCALE SCORE

Raw Score	Scale Score
14	203
15	205
16	206
17	209
18	211
19	213
20	216
21	219
22	222
23	227
24	235
25	236+

41 [ ]

42 [ ]

Save this page for local client file.

Do not give any part of this answer sheet to the person tested.