

An Uneven Landscape: The Differing State Approaches to English Learner Policies under ESSA

Webinar

February 12, 2020



Logistics

- Slides and audio from today's webinar will be available at: <http://www.migrationpolicy.org/events>
- If you have any problems accessing this webinar, please contact us by email at events@migrationpolicy.org or call +1-202-266-1929.
- Use Q&A chat function on the right of the screen throughout webinar to write questions.
- You can also send an email to events@migrationpolicy.org with your question or tweet questions to @MigrationPolicy #MPIdiscuss.



Presenters



Delia Pompa, Senior Fellow for
Education Policy, MPI



Julie Sugarman, Senior Policy
Analyst, MPI



Kim Sykes, Director of Education
Policy, New York Immigration
Coalition



MPI's National Center on Immigrant Integration Policy (NCIIP)

Primary Areas of Work:

- Education and Training:
 - Early Childhood
 - K-16
 - Adult Education and Workforce Development
- Language Access and Other Benefits
- Governance of Integration Policy

www.migrationpolicy.org/integration



Today's Release



**The Patchy Landscape of State English
Learner Policies under ESSA**

Leslie Villegas
Delia Pompa

The Patchy Landscape of State English Learner Policies under ESSA

By Leslie Villegas and Delia Pompa



bit.ly/ESSAcompendium



Delia Pompa



Delia Pompa is Senior Fellow for Education Policy at MPI's National Center on Immigrant Integration Policy where her work focuses on research and policy analysis related to improving educational services for immigrant students and English Learners (ELs). Ms. Pompa came to MPI from the National Council of La Raza (NCLR), where she was Senior Vice President for Programs, overseeing its education, health, housing, workforce development, and immigrant integration work, and where she previously served as Vice President of Education. She has had a key role in shaping federal education policy through her positions as Director of the Office of Bilingual Education and Minority Languages Affairs in the U.S. Department of Education, and as Executive Director of the National Association for Bilingual Education.

Ms. Pompa came to Washington, DC to serve as Director of Education for the Children's Defense Fund after serving as Assistant Commissioner for Program Development at the Texas Education Agency. Her previous experience as Executive Director for Bilingual and Migrant Education in the Houston Independent School District and as a bilingual classroom teacher and instructor to prospective teachers at the graduate level has anchored her work.

Her influence has been felt widely throughout the field of education policy; she has served as an advisor or board member for many key institutions including the Chapter I Commission and the Stanford Working Group, the Civil Rights and Business Coalition on the Reauthorization of the Elementary and Secondary Education Act, the American Youth Policy Forum, EdReports, the National PTA, International Baccalaureate, and the Joan Ganz Cooney Center.



The Process

- Identification of key English learner (EL) requirements
- Review and analysis of 52 state plans
- Verification using online documents and with state education agency staff
- Identification of trends
- Other products



Caveats

- Evolving plans
- Lack of alignment and consistency
- Technical nature of subgroup accountability
- Lack of guidance



Implications

- Difficulty comparing EL progress across states
- EL subgroup changes lead to fuzzy trends
- Need for a better understanding about how language interacts with academic achievement
- Need for collecting and understanding data before the next reauthorization
- Plans don't tell the story



Julie Sugarman



Julie Sugarman is Senior Policy Analyst for PreK-12 Education at the Migration Policy Institute's National Center on Immigrant Integration Policy, where she focuses on issues related to immigrant and English Learner (EL) students. Among her areas of focus: policies, funding mechanisms, and district- and school-level practices that support high-quality instructional services for these youth, as well as the particular needs of immigrant and refugee students who first enter U.S. schools at the middle and high school levels.

Dr. Sugarman came to MPI from the Center for Applied Linguistics, where she specialized in the evaluation of educational programs for language learners and in dual language/two-way immersion programs. At CAL, she directed comprehensive program evaluations of instruction for ELs in K-12, and contributed to numerous research and evaluation projects, including studies of biliteracy development in two-way immersion programs and the evaluation of the STARTALK program which funds teacher training programs and language instruction for students in grades K-16 in critical languages.

She also provided evaluation expertise to the Cultural Orientation Resource Center at CAL, where she developed a toolkit to help practitioners assess the effectiveness of cultural and community orientation programs for refugees settled in the United States and collected data on overseas and domestic cultural orientation practices, successes, and challenges through practitioner surveys and learner assessments.

Dr. Sugarman earned a B.A. in anthropology and French from Bryn Mawr College, an M.A. in anthropology from the University of Virginia, and a Ph.D. in second language education and culture from the University of Maryland, College Park.

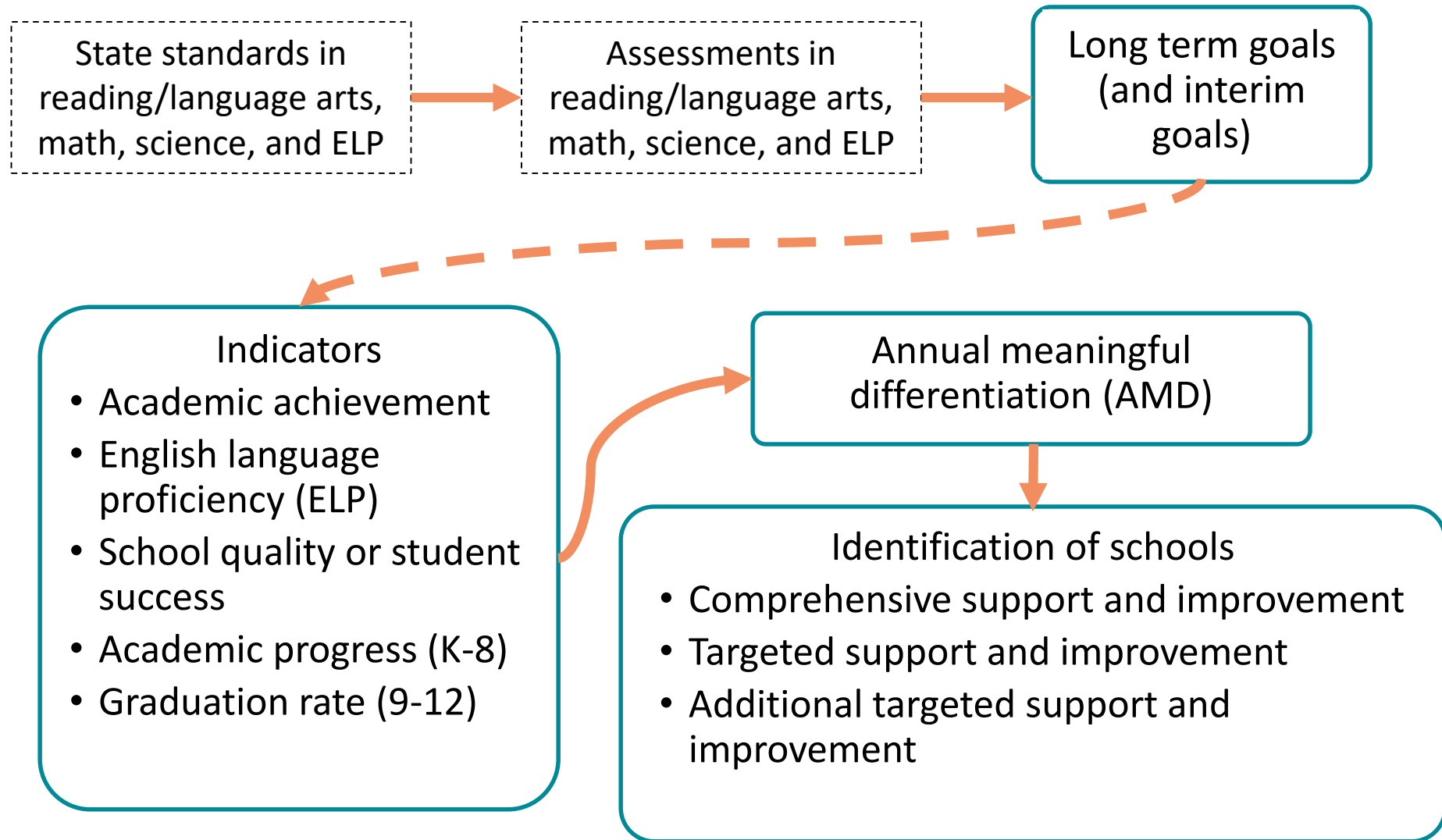


A Small Slice of the Findings...

- ***English language proficiency***
 - ***Entrance and exit criteria***
 - ***Timeline to proficiency***
 - ***Student-level targets***
- ***ELs in the overall accountability system***



Overview of ESSA Accountability



See ESSA § 1111(c)(4)



ELP: Entrance and Exit Criteria

- ***Statewide criteria for EL classification***
 - ***Well-executed component of state plans***
 - ***Plans establish consistency within a state***
 - ***All states using home language survey and ELP assessment in two-step process***
 - ***Some variation***
 - ✓ ***Cut-off score(s) to define proficiency***
 - ✓ ***11 states use additional reclassification criteria (e.g., teacher observation, English language arts scores)***



ELP: Timeline to Proficiency

➤ *Maximum timeline to proficiency*

- *What is the longest it should take to exit EL status?*
- *States set a maximum timeline between 5 and 8 years*
- *Some students may have a shorter timeline*
 - ✓ *Enter at higher ELP level*
 - ✓ *Enter at lower grade*
- *Some students may have a longer timeline*
 - ✓ *Students with interrupted formal education (SIFE) in Minnesota and Oregon get an extra year*
 - ✓ *ELs with disabilities in Oregon get an extra year*



Timeline: “Year Zero” & “Year One”

➤ New Jersey

Expected ELP Level by Years in LEA				
Initial Year	Second Year	Third Year	Fourth Year	Fifth Year
Level 1	Level 2	Level 3	Level 4	Proficient
Level 2	Level 3	Level 4	Proficient	--
Level 3	Level 4	Proficient	--	--
Level 4	Proficient	--	--	--

Source: New Jersey Department of Education, “Every Student Succeeds Act: New Jersey State Plan” (state ESSA plan, New Jersey Department of Education, Trenton, NJ, August 2017), p. 20, www.state.nj.us/education/ESSA/plan/plan.pdf.

➤ New Mexico

Grade(s)	ELP Level at Entry	ELP Level Growth				
		1 Year Later	2 Years Later	3 Years Later	4 Years Later	5 Years Later
K-3	1.00	2.6	3.4	4.0	4.6	5.0
	2.00	3.3	3.8	4.5	4.8	5.0
	3.00	3.8	4.3	4.7	4.9	5.0
	4.00	4.4	4.6	4.8	4.9	5.0

Note: Only grades K-3 displayed; original table lists grades K-12.

Source: New Mexico Public Education Department, “New Mexico Rising: New Mexico’s State Plan for the Every Student Succeeds Act” (state ESSA plan, New Mexico Public Education Department, Santa Fe, NM, 2019), p. 14, <https://webnew.ped.state.nm.us/wp-content/uploads/2020/02/New-Mexico-ESSA-Plan-2019.pdf>.



ELP Indicator

- ***Progress toward English language proficiency***
 - ***Milestones each student should hit each year to exit within their timeline to proficiency***
 - ***Indicator measures what percent of students met their target***



Student-Level Targets for ELP

- ***New Jersey: Gain 1 WIDA ACCESS level per year***
- ***Colorado: “Stepping-stone”***

Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
Level 1	Level 2	Level 2	Level 3	Level 3	Exit

- ***Maryland: Growth-to-target with aggregation across years***

Expected ELP Growth by Years					
Initial Year Proficiency Level (based on ACCESS for ELLs 2.0)	Year 2	Year 3	Year 4	Year 5	Year 6
1.0 – 1.9	1.0	.9	.7	.5	.4
2.0 – 2.9	.9	.7	.5	.4	---
3.0 – 3.9	.7	.5	.3	---	---
4.0 – 4.4	.3	.2	---	---	---
Proficiency Attainment Met	---	---	---	---	---

Source: Maryland State Department of Education, “Maryland Every Student Succeeds Act (ESSA) Consolidated State Plan” (state ESSA plan, Maryland State Department of Education, Baltimore, MD, May 2018), p. 20,
<https://www2.ed.gov/admins/lead/account/stateplan17/mdconsolidatedstateplanfinal.pdf>.



Student-Level Targets for ELP

➤ *Wisconsin: Formula using scale score + time to proficiency calculations*

Annual Growth Target = (Goal Score – Prior Year Score) ÷ (Years Left to Reach Proficiency)

Time-to-proficiency targets for English language proficiency

Starting ELP_Level	Starting Grade											
	KG	Grade_1	Grade_2	Grade_3	Grade_4	Grade_5	Grade_6	Grade_7	Grade_8	Grade_9	Grade_10	Grade_11
1.0-1.4	6	6	7	8	8	8	8	7	7	6	6	6
1.5-1.9	5	6	7	8	8	8	8	7	7	7	6	6
2.0-2.4	4	5	5	6	7	7	7	6	6	5	5	4
2.5-2.9	4	5	4	5	6	6	6	6	5	5	4	4
3.0-3.4	4	4	4	4	5	5	6	5	5	4	4	3
3.5-3.9	4	4	3	3	3	4	5	4	4	4	3	3
4.0-4.4	3	3	2	2	2	2	4	3	3	3	2	2
4.5-4.9	3	2	2	2	1	1	2	2	2	2	2	2
	7-8 years											
	5-6 years											
	3-4 years											
	1-2 years											

Source: Wisconsin Department of Public Instruction, “Consolidated State Plan” (state ESSA plan, Wisconsin Department of Public Instruction, Madison, WI, January 2018), p. 128, https://dpi.wi.gov/sites/default/files/imce/esea/pdf/1_12_18_WI_Final_ESSA_Plan_Submission.pdf.



Student-Level Targets for ELP

➤ *Ohio: No maximum timeline to proficiency*

Student's Grade Level when Identified as English Learner	Sum of Student's OELPA Domain Score (point range)	Student Level Target for Annual Improvement (points/year)
Kindergarten	4 pts. – 7 pts.	Increase of 2 points per year
	8 pts. – 11 pts.	Increase of 2 points per year
	12 pts. – 18 pts.	Increase of 1 point per year
Grade 1	4 pts. – 7 pts.	Increase of 2 points per year
	8 pts. – 11 pts.	Increase of 2 points per year
	12 pts. – 18 pts.	Increase of 1 point per year
Grades 2 – 3	4 pts. – 7 pts.	Increase of 2 points per year
	8 pts. – 11 pts.	Increase of 2 points per year
	12 pts. – 18 pts.	Increase of 1 point per year
Grades 4 – 5	4 pts. – 7 pts.	Increase of 2 points per year
	8 pts. – 11 pts.	Increase of 2 points per year
	12 pts. – 18 pts.	Increase of 1 point per year
Grades 6 – 8	4 pts. – 7 pts.	Increase of 2 points per year
	8 pts. – 11 pts.	Increase of 2 points per year
	12 pts. – 18 pts.	Increase of 1 point per year
Grades 9 – 12	4 pts. – 7 pts.	Increase of 2 points per year
	8 pts. – 11 pts.	Increase of 1 point per year
	12 pts. – 18 pts.	Increase of 1 point per year

Source: Ohio Department of Education, “Revised State Template for the Consolidated State Plan” (state ESSA plan, Ohio Department of Education, Columbus, OH, January 2018), p. 21, http://education.ohio.gov/getattachment/Topics/Every-Student-Succeeds-Act-ESSA/OH_ESSA_SUBMISSION.pdf.aspx.



Variation in Calculating ELP

➤ *Student-level targets*

- *Linear or non-linear growth*
- *Different targets for older and younger students or the same for all grades*
- *Growth based on ELP level or scale score*
- *Accumulate progress across years or each year is independent*

➤ *Calculating ELP indicator*

- *Can a student earn partial points depending on how much progress he or she made?*
- *Does exiting EL status count as progress?*
- *Is the indicator calculated for all grades?*



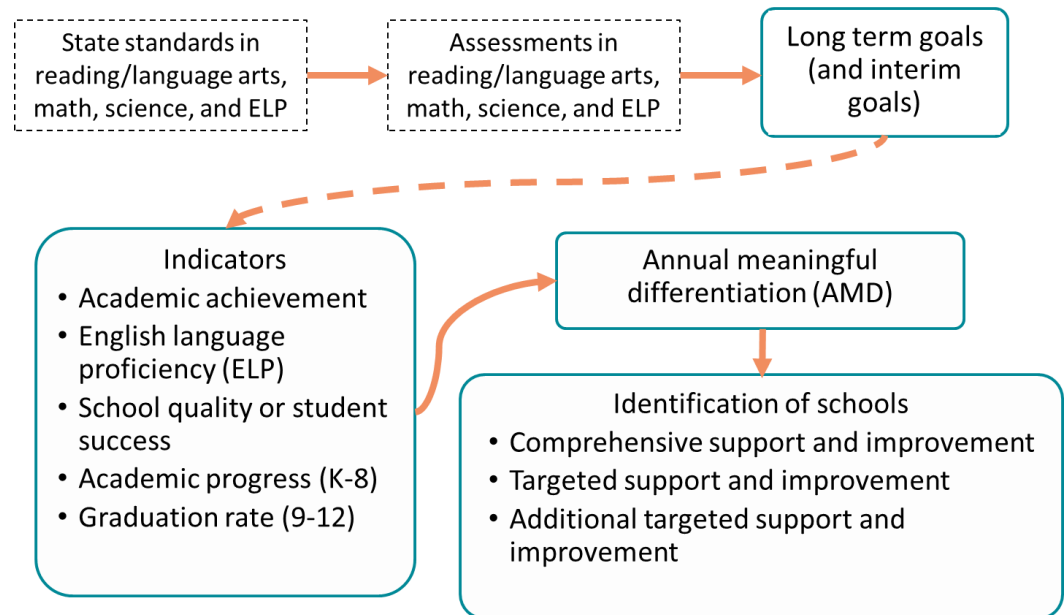
What Does All This Mean?

- ***Huge variation in calculation of ELP indicator***
 - ***Different assumptions about how quickly students should achieve ELP and on what trajectory***
 - ***Can't directly compare across states***
- ***What we don't yet know***
 - ***Which methods will be the best predictors of long-term success***
 - ***If some methods confer an advantage or disadvantage on different EL populations***



Some Ways ELs May Not Count

- *Long term goals are symbolic*
- *Small weight assigned to ELP indicator*
- *ELP indicator subsumed into other indicators*
- *Subgroup performance not part of AMD*
- *Large N-size*





Kim Sykes



Kim Sykes is the New York Immigration Coalition's (NYIC) Director of Education Policy. Ms. Sykes has longstanding ties to the NYIC, first working as a Fellow within the Worker's Rights program in 2008 and later developing the NYIC's first performance evaluation system.

Since 2012 she has overseen the NYIC's education policy work to support immigrant students and English language learners. She has run the NYIC's Education Collaborative of diverse immigrant community leaders, steering its successful campaigns on language access, protecting students from Immigration and Customs Enforcement, as well as improving the enrollment process.

Ms. Sykes expanded the NYIC's work to encompass early childhood education policy through the Linking Immigrant Families with Early Childhood Education (LIFE) Project, which empowers immigrant families to access pre-k and other programs. She oversees the NYIC's state-wide efforts to better support immigrant parents with young children to foster multi-generational educational opportunity, as well as the NYIC's work to improve adult immigrants' access to education programs.

Previously, she was Account Supervisor at Resnicow + Associates, a leading strategic communications agency for non-profit arts organizations. She holds a Bachelor of Arts from DePauw University in Greencastle, Indiana and an MPA from Columbia University's School of International and Public Affairs (SIPA).



Report from the Field: Reflections and New Frontiers

February 2020

Kim Sykes
Director of Education Policy



Our Mission is to unite immigrants, members and allies so all New Yorkers can thrive

What we do:

Represent collective interests of NY's diverse immigrant communities and organizations and devise solutions to advance them

Advocate for policies, laws and programs that lead to justice and opportunity for all immigrant groups

Build power of immigrants and orgs that serve them to ensure their sustainability, to improve people's lives, and to strengthen our state

Context

Family Engagement

- ❖ Commitment to support districts and schools + plans
- ❖ General guidelines on effective family engagement
- ❖ Stakeholder inclusion in plans
- ❖ Translation of notices and report cards

Additional Priorities

- ❖ Value table model
- ❖ Timeline to proficiency
- ❖ N-size
- ❖ Disaggregate current and former ELLs

Lessons from Participating

Essential Ingredients

- ❖ Capacity/Relationships
 - Regular ESSA Think Tank meetings in Albany, webinars, surveys, testimony
 - ELL Working Group
- ❖ Technical Expertise
 - MPI was a godsend!

Successful Approaches

- ❖ Meet members where they are
 - Strategic focus
 - 2016-2018
- ❖ Plant seeds with hooks in the plan
- ❖ Build a dedicated circle
 - Big groups speak with one voice
- ❖ Leverage our broad base

Remaining Issues

Key Questions

- ❖ Fundamentals of Implementation
 - Do schools have what they need?
 - Family engagement – bilingual teachers
- ❖ What can we get done with unprecedented SED transitions
 - (Commissioner, Accountability, P-12, OBEWL)
- ❖ How can we build our power?

Moving Forward: NY AFFIRMs

Foundation Aid – Need-Based School Funding



WHAT:

- Campaign for Fiscal Equity
- Promises broken - \$3.8B Owed



WHY:

- 2007 “Like a dream”
- One answer to 20 problems
- School funding under threat with Medicaid shortage
- Challenges: Formula issues + ELL set aside



HOW:

- Training for leadership team
- Senate roundtables/hearings + agenda + letter + in district visits
- Relationship building with districts + key players
- Multi-phase Plan

Bilingual Teachers

❖ WHAT:

- Badly need bilingual teachers
- Major problem for non Spanish speaking English learners

❖ WHY:

- Some funding achieved last year (\$770K) but problems

❖ HOW:

- Administrative advocacy with State Ed

Please Reach Out!

Kim Sykes – ksykes@nyic.org
Andrea Ortiz – aortiz@nyic.org



Q & A

- Use Q&A chat function to write questions
- Or email events@migrationpolicy.org with your questions
- Or tweet questions to @MigrationPolicy #MPIdiscuss
- Slides and audio will be available at: <http://www.migrationpolicy.org/events>



Thank You For Joining Us!

For more information:

For additional information & to receive updates:

www.migrationpolicy.org

www.migrationpolicy.org/integration

Reporters can contact:

Michelle Mittelstadt

Director of Communications
and Public Affairs, MPI

mmittelstadt@migrationpolicy.org

202-266-1910

The Patchy Landscape of State English Learner Policies under ESSA

By Leslie Villegas and Delia Pompa



Leslie Villegas
Delia Pompa

MPI
Migration Policy Institute

bit.ly/ESSAcompendium