CAL
CENTER FOR APPLIED LINGUISTICS

Evaluation of the Madison Metropolitan School District English Language Learner Three-year Plan

July 31, 2019

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I. Introduction

This report constitutes an evaluation of services provided and programs implemented in response to the Madison Metropolitan School District's (MMSD) 2015 English Language Learner (ELL) Plan. As stated in the plan, MMSD, the second largest school district in the state of Wisconsin, with about 50% of the total student population consisting of minoritized students and 27% consisting of ELLs, is "committed to providing equitable access to quality ELL services (English as a second language and bilingual education) for all ELLs." As part of MMSD's commitment to ELLs, and all students, this report derives from a thorough, data-driven evaluation, using a mixed-methods approach and engaging a wide range of stakeholders, including teachers, administrators, students, and families.

While acknowledging student linguistic and cultural diversity as an asset to schools, MMSD recognizes that "ELL students face a significant gap in achievement compared to our native English-speaking students" (MMSD, n.d.). According to the data cited in the ELL Plan 2015–2018, ELLs performed at a lower level in academic tests, such as the Phonological Awareness Literacy Screening (PALS) and Measures of Academic Progress (MAP); ELLs also had lower high school graduation rates than non-ELLs. In terms of language acquisition rate, the data show that MMSD ELLs took "a longer than acceptable span of time to achieve full proficiency in English," which was exacerbated by the fact that as many as 35% of ELLs at the secondary school level were long-term ELLs (ELL Plan 2015–2018, p. 9).

To close the achievement gaps in both academic achievement and English language proficiency between ELLs and non-ELLs, the MMSD Board of Education created an ELL Plan that describes a comprehensive and thoughtful approach to providing high-quality and appropriate services to ELLs. The ELL Plan, in conjunction with the MMSD's Strategic Framework and Great Teaching Framework, reflects MMSD's commitment to promoting effective teaching practices that are responsive to the cultural and linguistic assets of all students as well as to equity of access to quality education. As the ELL Plan is now approaching the end of its implementation cycle, MMSD has called for a comprehensive evaluation of the ELL Plan, including an evaluation of its implementation, outcomes, and impact.

This evaluation is critically informed by three key sources: (a) a culturally and linguistically responsive, equity-focused approach (Gay, 2010), (b) the *Guiding Principles for Dual Language Education* (Howard, Lindholm-Leary, Rogers, Olague, Medina, Kennedy, Sugarman & Christian, 2018), and (c) established principles for best practice in ELL education as outlined in *The Practice Guide for Teaching Academic Content and Literacy to English Learners in Elementary and Middle School* released by the Institute of Education Sciences (Baker et al., 2014), in correspondence with The Sheltered Instruction Observation Protocol, and the Guided Language Acquisition Design (Echevarría, Vogt, & Short, 2013; Orange County Department of Education, n.d.).

Evaluation Objectives and Research Questions

Informed by these frameworks, the Center for Applied Linguistics (CAL) conducted an evaluation of the ELL Plan by focusing on the following objectives:

- To what extent have strategies included in the ELL Plan been implemented?
- To what extent have indicators included in the ELL Plan shown improvement in the duration of the plan?
- To what extent have stakeholders been satisfied with the implementation and outcomes of the plan?

Specifically, the first objective was to gauge the fidelity of the implementation of the recommended strategies included in the ELL Plan. The second objective was to determine how effectively the goals of the program had been accomplished. The third objective was to evaluate stakeholders' satisfaction with the program.

The evaluation work was guided by the following research questions that correspond with the three evaluation objectives. For both Dual Language Instruction (DLI)/Developmental Bilingual Education (DBE) and English as a Second Language (ESL) programs, the first two research questions are related to the implementation and outcomes of the ELL Plan; the subsequent two research questions focus on recommendations needed for the purpose of updating the ELL Plan for the next 3 years.

For DLI programs:

- DLI/DBE 1. What are the strengths and potential areas of improvement for the dual language program design and implementation?
- DLI/DBE 2. What are the academic, language, and biliteracy outcomes of the program?
- DLI/DBE 3. What additional professional development, administrative support, resources, or assessments would be useful for the district or schools to provide teachers and administrators in order to increase the alignment of the program with best practices in curriculum, instruction, assessment, and program design?
- DLI/DBE 4. What considerations should be made in scaling up in order to provide equitable access to DLI/DBE programs across attendance areas?

For ESL programs:

- ESL 1. What are the strengths and potential areas of improvement for ESL program design and implementation?
- ESL 2. What are the academic and language outcomes of the program?
- ESL 3. What additional professional development, administrative support, resources, or assessments would be useful for the district or schools to provide teachers and administrators in order to increase the alignment of ESL services with best practices in curriculum, instruction, and assessment?
- ESL 4. What considerations should be made in scaling up in order to provide equitable ESL services to all students in K–12?

Organization

The evaluation report aligns with the six focus areas of the 3-year ELL Plan:

- ELL Communication and Monitoring Systems
- Professional Learning and Building System Capacity
- English Language Learner: English as a Second Language Services

- English Language Learner: Bilingual Education Services
- Diversity Within Bilingual Education
- Community Building

The only exception in the alignment is in the area of professional learning. In the ELL Plan, professional learning appears in the Professional Learning and Building System Capacity section as well as in the English Language Learner: English as a Second Language Services and English Language Learner: Bilingual Education Services. For the purposes of the report, the professional learning content is addressed entirely in the Professional Learning and Systems Building Capacity section.

II. Procedure

To address these research objectives and questions, the evaluation team utilized a mixed-methods approach. Document reviews and secondary analyses of student participation and assessment data complemented data collected via online surveys, focus groups, and classroom observations. This mixed-methods approach allowed the team to triangulate results across different methods and different respondents, thereby strengthening the validity and reliability of findings. Including multiple perspectives on the same set of issues helped the team to understand not only the *what* but also the *why* regarding the implementation and outcomes of the ELL Plan.

Online Survey

CAL investigators developed an online survey that was distributed by MMSD to 2,222 school-based staff. The survey questions aligned with the six major focus areas of the ELL Plan. The total number of respondents was 716. To promote accuracy of survey responses through assurance of anonymity, information about respondents' roles was not collected. Completion rates of the survey appear in Table 1 below.

Table 1: Number of Respondents Partially and Fully Completing Online Survey

Completion Status	Online Survey Respondents *(n)*
Partially completed survey	268
Fully completed survey	448
TOTAL	**716**

Classroom Observations

CAL also spent two weeks on site in Madison during the weeks of March 11 and March 18, 2019 conducting classroom observations of 29 DLI/DBE program classrooms and 36 ESL program classrooms. Table 2 describes the numbers and grade-level spans of the classroom observations.

Table 2: Number of Classroom Observations by Program Type and Grade Level

Program Type	Grade Level	# Classroom Observations
DLI/DBE	Elementary	15
	Secondary	14
	TOTAL	**29**
ESL	Elementary	21
	Secondary	15
	TOTAL	**36**

Focus Groups

Focus groups were led during the two weeks in March in Madison. CAL had the opportunity to speak with 179 different individuals. Focus group members included individuals with insights into DLI/DBE and ESL programs from the perspective of MMSD school-based and district-level staff, parents, and students.

Table 3: Focus Groups by Category, Participant Role, and Number

Focus Groups	Participant Roles	*n*
DLI/DBE Elementary; DLI/DBE Secondary	Classroom teacher	12
	ESL/BRT educator	2
	BRS	2
	Special education teacher	1
	Instructional coach	5
	High school student	3
	Principal	8
	Assistant principal	2
	EL advisory parent	19
	DLI/DBE parent	35
	TOTAL	**89**
ESL Elementary	ESL parent	1
	BRT/ESL	10
	BRS	3
	Instructional coach	2
	Librarian	1
	Classroom teacher	1
	Principal	8
	TOTAL	**18**
ESL Secondary	Guidance counselor	2
	High school newcomer student	21
	ESL department chair	1
	Principal	3
	Assistant principal	3
	ESL/BRT educator	11
	BRS	3
	ESL parent	7
	TOTAL	**51**
District Office	Assistant superintendent of teaching and learning	1
	Executive director of integrated supports and accelerated learning	1
	Executive director of student services	1
	Executive director of secondary programs and pathways	1
	Literacy coordinator	1
	Director of physical, mental and behavior services	1
	Superintendent	1
	OMGE teacher leaders/BRS housed at OMGE	8
	OMGE administrative clerk	1
	OMGE executive staff	4
	Chief of secondary schools	1
	TOTAL	**21**

Note: BRS indicates bilingual resource specialist; BRT, bilingual resource teacher; OMGE, Office of Multilingual and Global Education.

Data Collection

Data were requested from the MMSD Department of Research, Accountability and Data Use for all MMSD students for 3 years: 2015–16, 2016–17, and 2017–18. Data were deidentified prior to delivery. Demographic data included students' grade level, gender, ethnicity/race, home language, qualification for special education, and classification as "low income." Students in the dataset were identified as ELL, former ELL, or never ELL. For ELL and former ELLs, data were requested on number of years classified as an ELL, and for former ELLs, year of reclassification. The program type of ELL students (i.e., ESL, DBE, or DLI) was requested, as well as information on students' history in language instruction educational programs (i.e., if a student had ever been in ESL or bilingual programs). For students in bilingual programs, the number of years continuously in such programs was also requested.

A variety of assessment data were also requested.

Table 4 lists the assessment data that were used in analyses, including detail on the construct being assessed and the grade level and student population that took the assessment.

Table 4: Assessments Provided in Dataset and Used in Analyses

Construct	Assessment	Grade-level	Population
Academic Achievement – English Language Arts or Reading	Wisconsin Forward – English Language Arts	3-8	All students
	MAP Reading	3-8	All students
	ACT Aspire English Language Arts	9-10	Any student
	ACT English Language Arts	11-12	Any student
Academic Achievement – Mathematics	Wisconsin Forward – Mathematics	3-8	All students
	MAP Mathematics	3-8	All students
	Aspire Mathematics	9-10	Any student
	ACT Mathematics	11-12	Any student
Academic English Language Proficiency	ACCESS for ELLs	K-12	All ELL students
Spanish Language Proficiency	AAPPL	Grade 5 and above	Any student
English and Spanish Literacy (tests that have comparable interpretations for students' English and Spanish literacy on the same scale)	PALS and PALS español	K-2	Students in bilingual programs
	Achieve3000 English and Achieve3000 Spanish	6-8	Students in bilingual programs

Terms

For consistency and clarity of language use, the CAL investigators have chosen to use the following terms: when referring to MMSD staff generally, the term *educator* will be used. When there is a need to distinguish staff type, the terms *English as a second language (ESL) teacher or bilingual resource teacher (BRT), bilingual resource specialist* (*BRS),* or *school-based or*

district-based administrator will be used. BRTs and BRSs service both bilingual and ESL programs. When the report speaks to both *dual language immersion (DLI)* and *developmental bilingual education (DBE)* programs, the term *bilingual* is used. When using *DLI* or *DBE*, the content is specific to that program. Finally, when referring to academic performance, the term *academic achievement* will be used. When referring to language performance, the term *language proficiency* will be used.

III. Limitations

General Qualitative Limitations

This report provides information drawing on a variety of data sources with a wide range of stakeholders. However, care should be taken to interpret results in context, acknowledging that this report provides data from an online survey and two weeks of on-site observations and focus groups. The results, therefore, rely on a snapshot view and a portion of MMSD's community. The analysis is research based and data driven, but rather limited in scope and should be interpreted within that context.

Quantitative Analysis

The absence of records on long-term outcomes of bilingual program "graduates" is a limitation of the quantitative analysis. While sophisticated data systems now exist that can track students from elementary bilingual programs once they move into middle and high school nonbilingual programs, such large-scale data collections were not necessarily in place when the current cohorts of middle school and high school students began elementary school. Therefore, it is not possible to capture outcomes of the students previously in bilingual programs in a systematic and comprehensive way. Should MMSD wish to further evaluate long-term effects of bilingual programs, we recommend that the district continue to capture data on students' history in bilingual programs and extend that data capture to retain information on students' history in bilingual programs in elementary school into middle school and high school records.

MMSD should also consider disaggregating the performance of current ELLs and former ELLs for reporting purposes (just has it has been done in this report) to provide candid results about the performance of current and former ELLs.

IV. Demographic Characteristics of English Language Learners in the Madison Metropolitan School District

Before moving into in-depth analyses of the research questions listed above, this section provides an overview of the demographic characteristics of ELLs in MMSD to more clearly understand the backgrounds, cultural contexts, and similarities and differences among this group of students.

Summary of Demographic Patterns

The demographic characteristics of ELL students has remained relatively steady across the 3 years of data provided to CAL. The following generalizations hold across the 3 years:

- For each of the years covered by this report, there than 7,000 ELLs and former ELLs in MMSD, representing slightly more than a quarter of the total school population.
- More students were classified as ELLs in the younger grades, both in terms of numbers of students and their proportions in the grade levels.
- The number of students classified as ELLs in pre-kindergarten decreased over the 3 years of this report.
- ELLs were more likely to be Hispanic or Latino and less likely to be Black or African American or White than were students in the overall MMSD population.
- ELLs were slightly more likely to be male, and former ELLs were slightly more likely to be female.
- Around half of MMSD students were classified as "low income," but more than three-quarters of ELLs fell into this category. Former ELLs were less likely than current ELLs to be classified as "low income," but more likely than students in the general population to be classified in this category.
- While ELLs were not disproportionately represented in Special Education services (15%–16% of students across years), former ELLs were much less likely to be represented in Special Education services (only 3% of former ELLs).

Definitions of Subgroups

To understand the academic, language, and biliteracy outcomes of ELLs, it is important to understand that students move out of the ELL classification once their proficiency in English is sufficient to meet the same challenging academic content standards as their English-proficient peers. Nonetheless, to gain a full picture of the impacts that support services have on these students, it is important to understand how their academic, language, and biliteracy outcomes compare to other subgroups, not only during the time that they are classified as ELLs, but after they are reclassified as English proficient.

In order to present the fullest and most comprehensive picture of ELL students, we use the following definitions and subgroups of students:

- ***English language learners (ELLs or current ELLs):*** Students "whose difficulties in speaking, reading, writing, or understanding the English language may be sufficient to deny the individual—(i) the ability to meet the challenging State academic standards; (ii) the ability to successfully achieve in classrooms where the language of instruction is English; or (iii) the opportunity to participate fully in society" (20 U.S. Code § 7801 (20)).
- ***Former English language learners (former ELLs):*** Students who, at some point in their educational career, were classified as ELLs, but have subsequently gained enough English language proficiency and are no longer classified as ELLs.
- ***Never English language learners (never ELLs):*** Students who have never met the classification criteria to be ELLs. These students may be monolingual English speakers or they may be bilingual or multilingual students who entered school not needing English language instructional services.

In addition to these three classifications, our study classifies students into two other groups:

- ***Total English language learner (total ELL):*** Both current and former ELLs. Researchers recommend examining the total ELL group for evaluation purposes in order to more accurately understand progress and performance and to ensure that the progress of the ELL subgroup is not underestimated (Robinson-Cimpian, Thompson, & Umansky, 2016; Working Group on ELL Policy, 2011).
- ***Non-ELL:*** Students who are *not* currently classified as ELL**.** This group includes both former ELLs and never ELLs.

Figure 1 provides a graphic illustration of these subgroups and their overlaps. The non-ELL group is not used in all analyses. Note that in our analyses below, we suppressed data in cases where there were 10 or fewer students in an analytic subgroup to ensure that students were not identifiable.

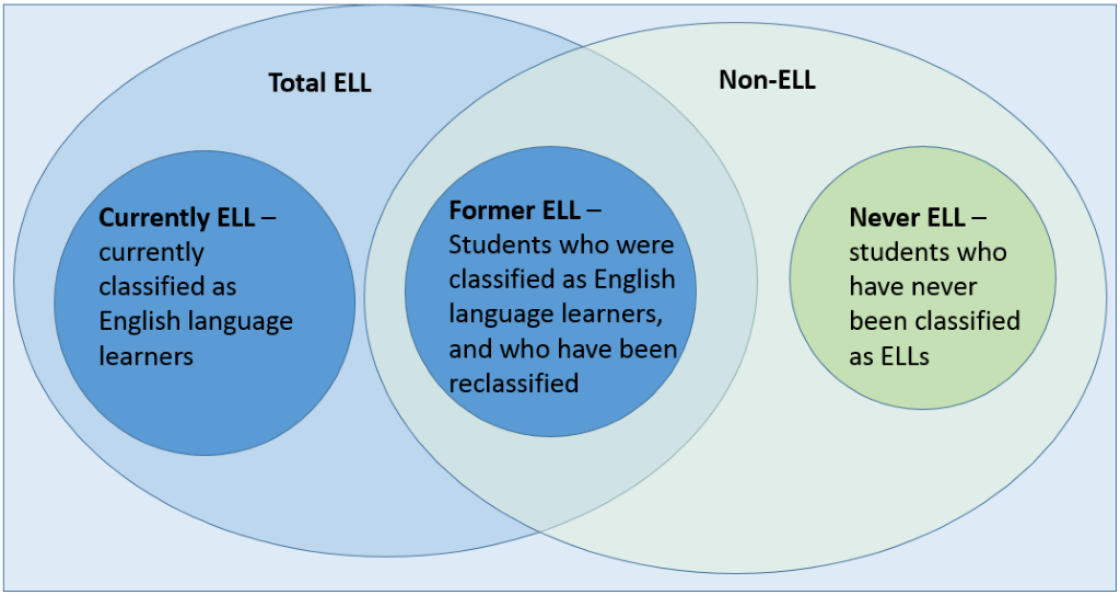

Figure 1: Student classification subgroups used in analyses.

The numbers and proportions of students in these subgroups remained steady over the 3 years of this report. Table 5 shows numbers and percentages of ELL, former ELL, total ELL, and never ELL students across the 3 years of 2015–16, 2016–17, and 2017–18.

Table 5: Students by ELL, Former ELL, Total ELL, and Never ELL Subgroups, 2015–18

	ELL		Former ELL		Total ELL		Never ELL		Total Students
2017–2018	6,094	21%	1,694	6%	7,788	27%	20,749	73%	28,537
2016–2017	5,740	20%	1,973	7%	7,713	27%	20,791	73%	28,504
2015–2016	5,653	20%	2,011	7%	7,664	27%	20,956	73%	28,620

Students by Grade

Table 6 through Table 8 break down these numbers by grade. Year-to-year patterns in the numbers and proportions of ELL students by grade were steady across the 3 years. More students were classified as ELLs in the younger grades (both numerically and as a proportion of the overall student population). The proportion of students classified as ELL in prekindergarten decreased year to year, although the proportion of students classified as ELL in first grade did not.

Table 6: Students by ELL, Former ELL, Total ELL, and Never ELL Subgroups, by Grade, 2017-2018

	ELL		Former ELL		Total ELL		Never ELL		Total Students
PreK+K4	406	18%	-	0%	406	18%	1,789	82%	2,195
KG	638	30%	-	0%	638	30%	1,506	70%	2,144
1	605	29%	§	0%	610	29%	1,507	71%	2,117
2	611	30%	19	1%	630	31%	1,417	69%	2,047
3	597	28%	50	2%	647	30%	1,510	70%	2,157
4	554	27%	93	5%	647	32%	1,390	68%	2,037
5	451	23%	171	9%	622	31%	1,363	69%	1,985
6	412	22%	179	10%	591	32%	1,265	68%	1,856
7	350	18%	221	12%	571	30%	1,333	70%	1,904
8	323	17%	151	8%	474	25%	1,418	75%	1,892
9	325	17%	157	8%	482	25%	1,483	75%	1,965
10	288	15%	140	7%	428	22%	1,530	78%	1,958
11	256	13%	247	12%	503	25%	1,501	75%	2,004
12	278	12%	261	11%	539	24%	1,737	76%	2,276
Total	**6,094**	**21%**	**1,694**	**6%**	**7,788**	**27%**	**20,749**	**73%**	**28,537**

§ N≤10; data suppressed.

Table 7: Students by ELL, Former ELL, Total ELL, and Never ELL Subgroups, by Grade, 2016-2017

	ELL		Former ELL		Total ELL		Never ELL		Total Students
PreK+K4	447	21%	-	0%	447	21%	1,682	79%	2,129
KG	605	28%	-	0%	605	28%	1,577	72%	2,182
1	634	29%	20	1%	654	30%	1,510	70%	2,164
2	616	28%	54	2%	670	30%	1,533	70%	2,203
3	590	28%	84	4%	674	32%	1,412	68%	2,086
4	461	22%	180	9%	641	31%	1,423	69%	2,064
5	429	22%	200	10%	629	32%	1,320	68%	1,949
6	352	18%	229	12%	581	30%	1,340	70%	1,921
7	320	17%	150	8%	470	25%	1,439	75%	1,909
8	330	18%	155	9%	485	27%	1,299	73%	1,784
9	285	15%	144	7%	429	22%	1,526	78%	1,955
10	244	12%	252	13%	496	25%	1,500	75%	1,996
11	218	11%	251	13%	469	24%	1,491	76%	1,960
12	209	9%	254	12%	463	21%	1,739	79%	2,202
Total	5,740	20%	1,973	7%	7,713	27%	20,791	73%	28,504

Table 8: Students by ELL, Former ELL, Total ELL and Never ELL Subgroups, by Grade, 2015-2016

	ELL		Former ELL		Total ELL		Never ELL		Total Students
PreK+K4	560	26%	-	0%	560	26%	1,610	74%	2,170
KG	654	29%	15	1%	669	30%	1,577	70%	2,246
1	611	27%	54	2%	665	30%	1,588	70%	2,253
2	655	30%	62	3%	717	33%	1,454	67%	2,171
3	504	24%	151	7%	655	31%	1,489	69%	2,144
4	487	24%	153	8%	640	32%	1,389	68%	2,029
5	406	20%	195	10%	601	30%	1,400	70%	2,001
6	326	17%	152	8%	478	24%	1,476	76%	1,954
7	315	18%	152	8%	467	26%	1,326	74%	1,793
8	268	15%	140	8%	408	23%	1,395	77%	1,803
9	260	13%	212	11%	472	24%	1,501	76%	1,973
10	234	12%	234	12%	468	24%	1,501	76%	1,969
11	183	10%	239	13%	422	22%	1,484	78%	1,906
12	190	9%	252	11%	442	20%	1,766	80%	2,208
Total	**5,653**	**20%**	**2,011**	**7%**	**7,664**	**27%**	**20,956**	**73%**	**28,620**

Student Diversity Across Ethnicity, Gender, Income Status, and Disability Status

Ethnicity and Race

MMSD students are ethnically and racially diverse. The ELL category had a greater share of Hispanic or Latino students—and a smaller share of Black or African American or White students—than the population as a whole. This was true across all of the 3 years of this report. Figure 2 through Figure 4 present this information graphically via a stacked bar graph, which shows the proportions of students in each of these demographic categories.

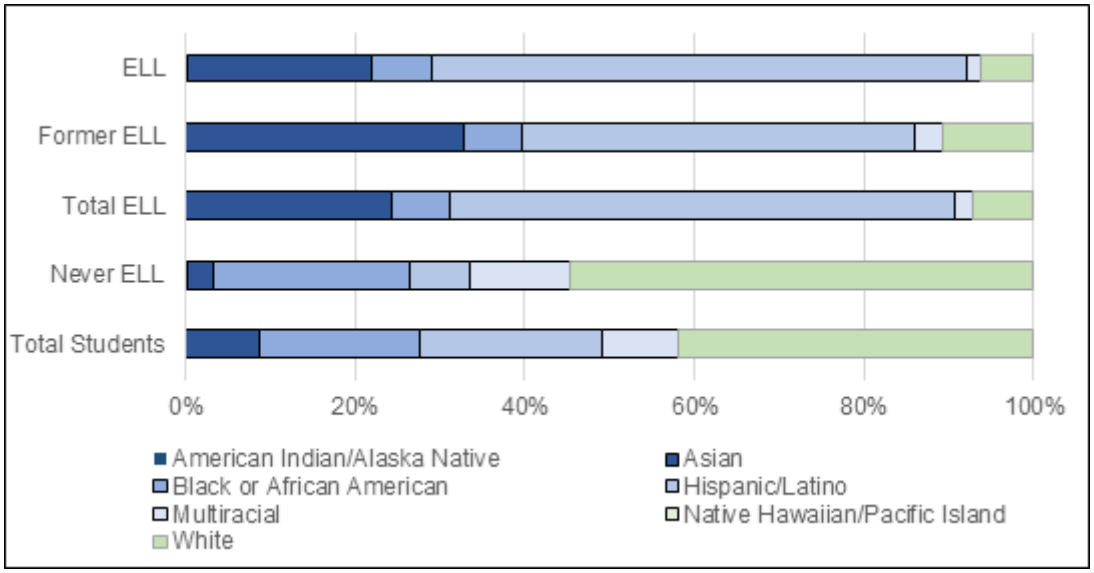

Figure 2: Student diversity by race and ethnicity categories, 2017–18.

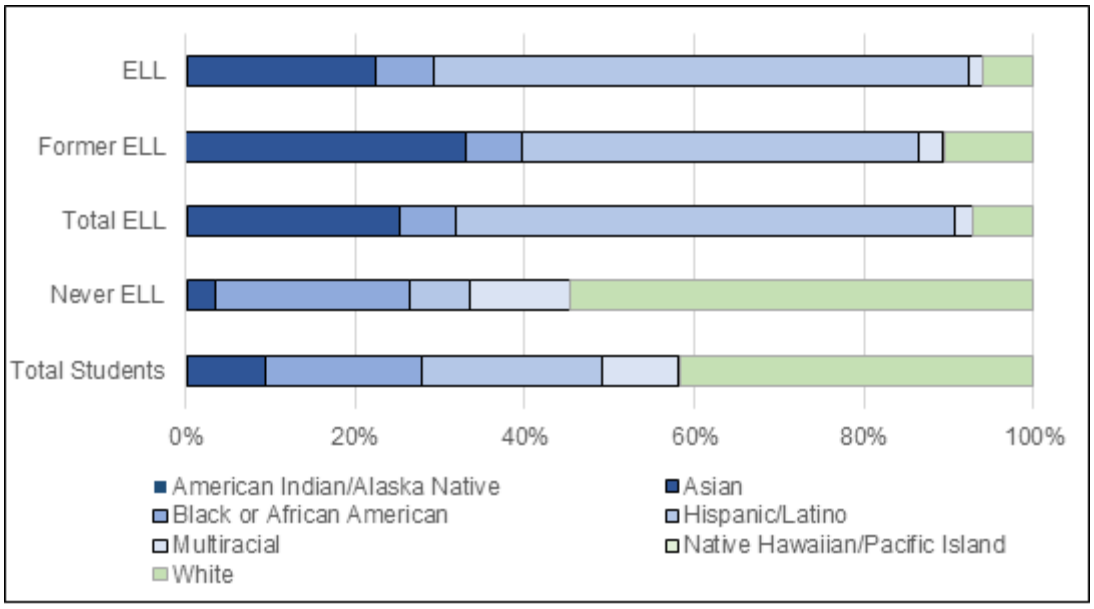

Figure 3: Student diversity by race and ethnicity categories, 2016-17.

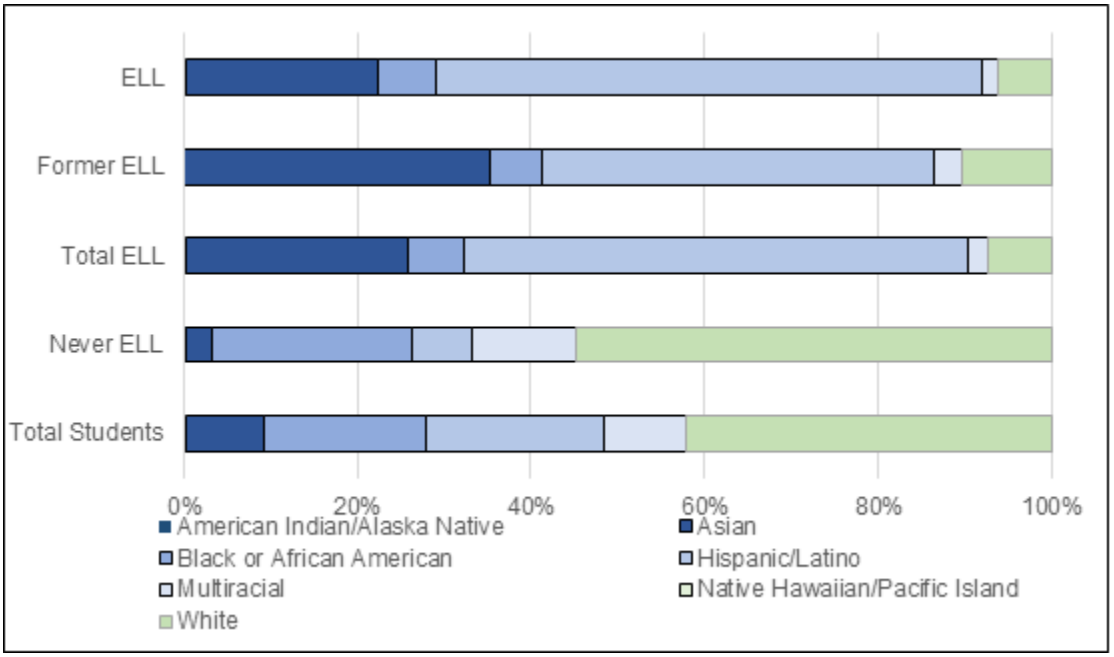

Figure 4: Student diversity by race and ethnicity categories, 2015-16.

Table 9 through Table 11 provide the same information in numerical format.

Table 9: Students by Race and Ethnicity Categories, 2017–18

	ELL		Former ELL		Total ELL		Never ELL		Total Students	
American Indian/Alaska Native	11	0%	§	0%	12	0%	77	0%	89	0%
Asian	1,328	22%	554	33%	1,882	24%	634	3%	2,516	9%
Black or African American	427	7%	116	7%	543	7%	4,786	23%	5,329	19%
Hispanic/Latino	3,842	63%	787	46%	4,629	59%	1,473	7%	6,102	21%
Multiracial	102	2%	55	3%	157	2%	2,434	12%	2,591	9%
Native Hawaiian/Pacific Islander	§	0%	§	0%	§	0%	11	0%	14	0%
White	382	6%	180	11%	562	7%	11,334	55%	11,896	42%
Total	**6,094**	**100%**	**1,694**	**100%**	**7,788**	**100%**	**20,749**	**100%**	**28,537**	**100%**

§ N≤10; data suppressed.

Table 10: Students by Race and Ethnicity Categories, 2016–17

	ELL		Former ELL		Total ELL		Never ELL		Total Students	
American Indian/Alaska Native	§	0%	§	0%	12	0%	77	0%	89	0%
Asian	1,280	22%	651	33%	1,931	25%	652	3%	2,583	9%
Black or African American	386	7%	132	7%	518	7%	4,783	23%	5,301	19%
Hispanic/Latino	3,618	63%	919	47%	4,537	59%	1,478	7%	6,015	21%
Multiracial	98	2%	59	3%	157	2%	2,446	12%	2,603	9%
Native Hawaiian/Pacific Islander	§	0%	§	0%	§	0%	§	0%	12	0%
White	346	6%	209	11%	555	7%	11,346	55%	11,901	42%
Total	**5,740**	**100%**	**1,973**	**100%**	**7,713**	**100%**	**20,791**	**100%**	**28,504**	**100%**

§ N≤10; data suppressed.

Table 11: Students by Race and Ethnicity Categories, 2015–16

	ELL		Former ELL		Total ELL		Never ELL		Total Students	
American Indian/Alaska Native	11	0%	§	0%	12	0%	75	0%	87	0%
Asian	1,255	22%	708	35%	1,963	26%	606	3%	2,569	9%
Black or African American	372	7%	123	6%	495	6%	4,836	23%	5,331	19%
Hispanic/Latino	3,554	63%	904	45%	4,458	58%	1,423	7%	5,881	21%
Multiracial	109	2%	65	3%	174	2%	2,506	12%	2,680	9%
Native Hawaiian/Pacific Islander	§	0%	§	0%	§	0%	§	0%	12	0%
White	351	6%	208	10%	559	7%	11,501	55%	12,060	42%
Total	**5,653**	**100%**	**2,011**	**100%**	**7,664**	**100%**	**20,956**	**100%**	**28,620**	**100%**

§ N≤10; data suppressed.

Gender

Table 12 shows student proportions by gender and year. Again, year-to-year variation was slight. In general, the ELL population had a slightly greater proportion of male students than did the total population. Notable is that former ELL students were slightly more likely to be female than the general population of students.

Table 12: Students by Gender, 2015–18

	ELL		Former ELL		Total ELL		Never ELL		Total Students	
2017–18										
Female	2,856	47%	899	53%	3,755	48%	10,111	49%	13,866	49%
Male	3,238	53%	795	47%	4,033	52%	10,638	51%	14,671	51%
Total	6,094	100%	1,694	100%	7,788	100%	20,749	100%	28,537	100%
2016–17										
Female	2,667	46%	1,043	53%	3,710	48%	10,134	49%	13,844	49%
Male	3,073	54%	930	47%	4,003	52%	10,657	51%	14,660	51%
Total	5,740	100%	1,973	100%	7,713	100%	20,791	100%	28,504	100%
2015–16										
Female	2,620	46%	1,055	52%	3,675	48%	10,161	48%	13,836	48%
Male	3,033	54%	956	48%	3,989	52%	10,795	52%	14,784	52%
Total	5,653	100%	2,011	100%	7,664	100%	20,956	100%	28,620	100%

Income Status

Across all years, approximately half of all students in MMSD were classified as "low income." Table 13 summarizes data by income status category. ELL students were low income in far greater proportions than the general student population. The group of former ELL students included a greater proportion of low-income students than the general student population, but the group of students currently classified as ELL included a greater proportion still, with more than three-quarters of ELL students for each year classified in the low-income category.

Table 13: Students by Income Status, 2015–18

	ELL		Former ELL		Total ELL		Never ELL		Total Students	
2017–18										
Low income	4,711	77%	998	59%	5,709	73%	8,595	41%	14,304	50%
Not low income	1,383	23%	696	41%	2,079	27%	12,154	59%	14,233	50%
Total	6,094	100%	1,694	100%	7,788	100%	20,749	100%	28,537	100%
2016–17										
Low income	4,390	76%	1,161	59%	5,551	72%	8,316	40%	13,867	49%
Not low income	1,350	24%	812	41%	2,162	28%	12,475	60%	14,637	51%
Total	5,740	100%	1,973	100%	7,713	100%	20,791	100%	28,504	100%
2015–16										
Low income	4,423	78%	1,162	58%	5,585	73%	8,349	40%	13,934	49%
Not low income	1,230	22%	849	42%	2,079	27%	12,607	60%	14,686	51%
Total	5,653	100%	2,011	100%	7,664	100%	20,956	100%	28,620	100%

Disability Status

Table 14 provides information on students who receive Special Education services. Again, year-to-year trends were steady. Between 15% and 16% of ELL students received Special Education services, a proportion similar to that of total students who received these services. Of note is the very small proportion of former ELL students who received Special Education services—just 3% of students for each year in this report.

Table 14: Students by Special Education Services, 2015–18

	ELL		Former ELL		Total ELL		Never ELL		Total Students	
2017–18										
In SpEd	948	16%	53	3%	1,001	13%	3,707	18%	4,708	16%
Not in SpEd	5,146	84%	1,641	97%	6,787	87%	17,042	82%	23,829	84%
Total	6,094	100%	1,694	100%	7,788	100%	20,749	100%	28,537	100%
2016–17										
In SpEd	873	15%	61	3%	934	12%	3,472	17%	4,406	15%
Not in SpEd	4,867	85%	1,912	97%	6,779	88%	17,319	83%	24,098	85%
Total	5,740	100%	1,973	100%	7,713	100%	20,791	100%	28,504	100%
2015–16										
In SpEd	822	15%	57	3%	879	11%	3,349	16%	4,228	15%
Not in SpEd	4,831	85%	1,954	97%	6,785	89%	17,607	84%	24,392	85%
Total	5,653	100%	2,011	100%	7,664	100%	20,956	100%	28,620	100%

V. ELL Communications and Monitoring Systems

Overview

The evaluation conducted by CAL includes a review of the ELL Communications and Monitoring Systems, one of the six major change areas in the ELL Plan. CAL collected and reviewed data to evaluate success from the perspective of degree of implementation, improvement, and stakeholder satisfaction of the following two indicators:

- What data-tracking system has been used to track ELL enrollment, demographic, language, achievement, and ELL service history data?
- Were ELL families consistently involved in decision-making about ELL services?

The specific areas addressing this need in the ELL plan were Oasys® for ELLs, Case Management, ELL STAT Data Dashboard, K-5 Elementary Report Card, and Annual ELL Plan Progress Review.

CAL investigators collected data in three ways: (1) undertaking a document review showing evidence of the implementation of data-tracking systems; (2) collecting online survey from Madison Metropolitan School District (MMSD) staff; and (3) speaking with staff and families in on-site focus groups.

In identifying this as an area of need, the district has taken steps to improve communications and monitoring practices. In the past, most of the data about ELLs in MMSD were organized in a variety of different spaces and systems. As a result, communication with families involving services for their children was inconsistent and not well documented. In order to effectively serve ELLs, MMSD needed accurate ELL enrollment, demographic, language proficiency, academic achievement, and ELL service history data, means for communicating this information to staff, as well as consistent procedures for communicating with and involving families of ELLs in decision making about their students' education.

A section of the online survey was dedicated to this effort. General sentiments were that the new data collection and management system was much needed, while at the same time was a work in progress. One survey respondent noted that the district is "more intentional about services and monitoring progress," and another said, "I appreciate the data improvements to be clear about services for ELs. I believe that as a District we need to continue to intertwine the instructional core improvements we are making and the work we are doing to support ELs and make it more cohesive."

The Oasys® System

With the aim of providing a unitary system for data collection and management regarding ELL data, MMSD obtained a web-based software application to allow the central office and schools to manage, monitor, and report multiple sets of ELL learning and service data. Unfortunately, the Oasys® system has not offered MMSD the abilities it needs to manage and, in particular, provide the kind of reports needed to communicate ELL information to staff and families. As a result, MMSD has already decided to purchase an alternative data system that will better meet the needs

of the ELL population. The implementation of the new system is to begin in school year 2019-20.

To obtain a sense of how the Oasys® system is currently used, survey respondents were asked to check as many purposes as applied. In order of decreasing frequency, the system was used for the following purposes:

- To track the type of service a student is receiving (69.8%)
- To ensure compliance with state and federal requirements (53%)
- To track ELL entry or exit into or from English as a second language (ESL) or dual language instruction (DLI)/developmental bilingual education (DBE) services (51.5%)
- To design individual plans of services for ELLs (49.5%)
- To track the amount of service a student is receiving (44.1%)
- To track the frequency of service a student is receiving (37.6%)

The most prevalent use of Oasys® to date has been to track the type of services ELLs are receiving.

Case Management

Self-identified Oasys® case managers reported in the survey what they did in their role, checking as many roles as applied. The most frequently reported roles included communicating with families, maintaining data records, and documenting services. Case managers were less likely to see their roles as documenting completion rates of the individual plans of services and rates of parent communication. The survey results are as follows, in order of decreasing frequency:

- To communicate the student plan to parents/guardians (86.3%)
- To maintain correct data records for each student (84.2%)
- To document the instructional services of each ELL in their caseload (82.1%)
- To communicate the student plan to school staff members (70.5%)
- To document the completion rates of individual plans of service (53.7%)
- To document rates of ELL parent communication (27.4%)

Oasys® case managers reported feeling somewhat better able to support staff than parents. In response to the question, “To what extent, in your position as case manager, have you been able to support school staff to develop practices that reduce or remove barriers of language that would impede student learning?” case managers responded:

- Very well (23.6%)
- Moderately well (52.8%)
- Slightly well (16.9%)
- Not well at all (6.7%)

When asked a similar question about *parents*, “To what extent, in your position as case manager, have you been able to support parent/guardian participation in the education of their children?” case managers responded:

- Very well (23.3%)
- Moderately well (40.7%)
- Slightly well (33.7%)
- Not well at all (2.3%)

With both staff and parents, case managers reported mostly mid-range success, but with close to a quarter of case managers reporting "very well," and very few reporting "not well at all." This indicates tangible success with the case management system, while room exists for improvements. One survey respondent wrote, "We are in a learning year for case management for ESL advisory this year. It has had mixed success, but I think we need at least another year in order to assess how successful it has been." Another wrote, "ELLs have been able to improve due to great improvement in case management. We are now making more time for 'check-ins' with many of these kids which help to clear confusion and to improve both completion quantity and the quality of assessments."

At the same time, respondents alluded to a certain burden placed on them related to the data management and reporting. One respondent wrote:

> I'm feeling overwhelmed with more and more documentation/initiatives that are now required to complete. My prep time is filled more with the paperwork/documentation of being a case worker vs. the co-teaching/planning of lessons. It is harder to find a balance. We have AVID [Advancement Via Individual Determination] strategies, district mandates, CCSS [Common Core State Standards], SIOP [Sheltered Instruction Observation Protocol], etc. It is hard making sure that all requirements/ initiatives are being met. Classroom teachers have their own documentation/subject-specific initiatives as well, along with being hired at various times, which makes figuring out who knows what difficult. [Staffing] allocations seem to be getting reduced, but more is being required.

Another offered, "The amount of time a Case Manager needs to carry out all of the logistical matters increases every year and it can be difficult as our priority as bilingual resource teachers (BRTs) should be to be in the classrooms with students." Alluding to the special skills that a case manager assumes and gains, one respondent recommended, "Case managers shouldn't change too often, even though it is not the most pleasing part of the ESL department."

ELL STAT Data Dashboard

According to the ELL Plan, the ELL STAT data dashboard was to be used to collect, review, and monitor ELL data across the district. Schools and central office staff were to use the tool to review the extent to which ELL students were meeting language proficiency and academic achievement benchmarks at each school. OMGE conceived of working in collaboration with other central office departments to review the ELL STAT data dashboard on a monthly and quarterly basis to identify schools that may benefit from additional support related to serving ELLs.

Most (78.4%) survey respondents reported *not* using the ELL STAT data dashboard. Of those who reported using the dashboard, more reported using it to review the extent to which ELLs are meeting academic proficiency targets (52.7%) than to review language learning targets (29.5%). Respondents were given the opportunity to state other reasons for using the dashboard, and 17.9% of survey takers reported using it for other reasons. These included reviewing lists of incoming students, particularly kindergarteners (5 respondents); accessing ELLs' Department of Public Instruction levels (3 respondents); accessing general data on ELLs (2 respondents); determining students' ACCESS levels (2 respondents); looking up Can Do descriptors (2 respondents); informing instruction/teaching practices (2 respondents); making placement decisions (1 respondent); supporting other staff in meeting targets (1 respondent); and accessing attendance data (1 respondent).

K-5 Elementary Report Card

A new K-5 standards-based report card was implemented in school year 2016-17. The report card was to include the ability for teachers to report on English language proficiency growth for all ELLs, as well as Spanish literacy development and Spanish language proficiency for students in bilingual programs.

Although 92.6% of survey respondents reported being familiar with the K-5 elementary report card, respondents had a somewhat negative reaction about it. When asked whether the new report card helped parents/guardians of ELL students make better decisions about their children's learning, 69% reported "not well at all" or "slightly well." One respondent expressed rather sharp criticism:

> I think the report card standard specific for ELLs is not worth anything and is just "one more thing" for classroom teachers to fill out (and early, no less). It doesn't provide the insight that ELL families should be getting. ELL students should have more text boxes for teachers to write development of English-learning skills, rather than just the one generic *check box*.

Other respondents commented specifically on the "Biliteracy Report Card:"

> A review of what is developmentally appropriate for 6- and 7-year-olds would be nice. We have many high expectations for our kids in the Biliteracy Report card guidelines, which seem to be out of reach. I am all about high expectations and I pride myself on having them as well, but it seems not appropriate for first grade students to have to classify words in whether or not it is an *agudas* word o *esdrujulas* word.

> The report card for Spanish biliteracy is *not* user friendly. . . . The biliteracy report card also takes MUCH longer than the English one and there is no added compensation or time for teachers teaching in the Spanish side of this program. English only has English literacy which is about a fourth of Spanish to look at in the QEDs and science and social studies which take minimal time.

Another respondent raised this challenge in regard to the Biliteracy Report Card:

> It is still a challenge because the report card and how we measure students does not correlate well with DLI students that are now in the 50/50 model in which they are

> receiving half the amount of literacy that they were getting before in one language. For example, we have found that students in the 50/50 program are on average reading at much lower reading levels than students in the 90/10 model who were receiving an hour's worth of literacy in one language. Because of this, parents assume kids are doing bad because they are well below the report card benchmarks for being at grade level when in fact they are average for the amount of instruction they are receiving.

Additionally, one respondent wrote,

> The 50/50 model in lower grade levels does not have enough flexibility for the teacher to meet the needs of the students, both academically and developmentally. The report card does not clearly spell out student learning in a way that is appropriate for families.

Educators in 12 focus groups said that report cards and reporting systems are not parent-friendly, and one survey respondent called the individual plans of services forms "unfriendly," indicating that they spend a lot of time explaining the form to parents and that a translated form or "cheat-sheet" could help convey this information to parents in a more user-friendly way.

In fact, there was quite a bit of contention among focus group respondents who were educators regarding the system for advising parents of the status of their ELL students at the start of the school year. The first year of the plan was the first year that school staff were required to personally reach out to parents of ELLs to inform them of the English language proficiency status of their students and to complete a form attesting to the opt-in to services. (In years prior, a letter was mailed to families and tacit approval was assumed if schools did not receive a signed letter in return.) Many staff commented on the amount of work the procedure entails, especially at the secondary levels. One focus group of educators at that level suggested developing an electronic system for obtaining parents' permission. At high schools, a new case management system involving most BRT/bilingual resource specialist (BRS)/ESL teachers in the oversight of each ELL student and subsequent communication with ELLs' families was spoken of highly. Educators felt that the system was ensuring that no student was "falling through the cracks." One parent was appreciative of the communication but felt frustrated because her child was not performing well and the school did not offer supports or resources for her to help her child.

One aspect of the report cards that came up in a few focus groups was the asterisks that may be placed next to a grade for ELLs. An educator in one focus group commented on these, saying that they may be placed next to a grade to indicate that the student has extenuating circumstances, noting that there is a stigma attached to the asterisk and that its meaning is unclear. Educators further asked how teachers are expected to fairly grade ELL students for competence in their *thinking*. In yet another focus group, an educator commented that report cards are not standards aligned, since asterisks can be used to indicate that the student is not being graded on a grade-level standard.

Another issue related to report card implementation is information about students' English language development, which is to be completed by general education teachers using a rubric, but which is sometimes omitted. Educators in one focus group said there's been a lot of training on using the observation tool for evaluating language within the content areas, but that content teachers don't like reporting on English language development using these rubrics and

sometimes don't use them. If this information isn't completed, it is missing on the report card, which means that ELL students in particular are sometimes missing grades. They suggested that more training is needed. In another focus group, an educator similarly said that this portion of the report card "had good intentions" but that there was insufficient training.

In contrast, a parent in one focus group said the report card is useful and helps give them an idea of where their children are, especially through the comments and notes. The ability to make comments to parents was also mentioned by educators in two focus groups, but with one mentioning educators' limited capacity to explain acronyms that may not be well understood by parents. A parent in another focus group said they want more communication from their child's teacher about their progress. A student in one focus group also mentioned that teachers only contact parents if they're not doing well.

To ensure parents understand their child's progress, educators in four focus groups mentioned the important role of conferences with parents to discuss the report card, one indicating that it is an opportunity to talk about classroom performance assessment. Another educator suggested that conferences would be more equitable if ELLs' parents were given a minimum of 20 minutes, to allow time for language processing. In another focus group, an educator said that their school prioritizes scheduling conferences with ELL families first after report cards come out, to ensure they can schedule time with the BRT.

Communication with Families

One of the objectives of the improved communications and monitoring systems is, of course, to facilitate better communication with the families of ELLs. As part of the focus groups, stakeholders were asked the degree to which families felt welcome in the schools in which their students were enrolled. Three focus groups of educators and one focus group of students said that families feel welcome at the district's schools.

Examples of how families are welcomed included educators in one focus group reporting that when a family registers, their school provides attention and support through interactions with both the BRS and an ESL social worker, who respond to their questions. They added that, if they could do more, they would want community schools and wrap-around services, for example, connecting with a program through University of Wisconsin Health that works with Latinx families around mental health.

In another focus group, educators said that their staff visit a local community center to work with families there on a quarterly basis, sharing information with parents such as how to contact their child's teacher. Educators in another focus group said they have Latino parent nights, during which the BRS talks about college with families and also speaks with families one-on-one. An educator in another focus group noted that ELLs' families have strong relationships with the school, including attending parent–teacher organization meetings, community events, family fun nights, a barbecue in the beginning of the year, and the science fair. Parents in another focus group mentioned a specific staff person who "is trying to promote our culture and language" through, for example, a Día de los Muertos celebration, a play, and a potluck, noting that the staff person stays after hours at the school and works "for all the students and for inclusion." A

student in one focus group also said that they feel welcomed, and that this welcome extends to their family as well; they noted that school staff are patient, and that their mother receives a lot of help from their teachers, adding that the teachers "are my friends and I love them," to which other students in the focus group clapped in agreement.

In 14 focus groups (11 educator, 2 parent, 1 student), however, participants said that although families do feel welcome, more outreach is needed. Parents in one focus group answered "yes and no" regarding whether they feel welcomed, saying said that they feel welcome when one specific staff person is there, but that things that they need are not addressed when that person is not there. They reported coming to the school for an issue but then the issue isn't addressed with an action plan or any sense of urgency, adding "Why should we go if nothing is done?" Educators in one focus group said they've recently received feedback about Hmong families not feeling welcome, and that they are taking steps to engage in a two-way conversation, including meeting with families; they are also working with their parent–student–teacher organization to expand Latinx and Hmong parent participation, but noted that "parents that are fighting to have their native English speakers in the DLI program are dominating the conversation."

An educator responding to the survey noted in the final, open-ended question that not enough is done to make ELLs' parents feel welcome as part of the school community. Another survey respondent noted that their BRS's interaction with the school's Latino families has been an important factor in students' success, while another respondent said that BRTs and BRSs are hindered from spending more time communicating with families because of their intense workload, including a lot of paperwork.

Participants in 20 focus groups (10 administrator, 6 teacher, 4 parent) reported that communication with families needs improvement, including the amount and type of communication. Four parents in two focus groups reported being unaware of critical information such as their option to opt in or out of ESL services, or about exiting/reclassification criteria for ELLs. Parents in one focus group mentioned a parent advisory board at their school, which puts on events each year and engages a large number of the school's families. An educator in one focus group noted that the district has pushed for better communication with families and that some progress has been made—that parents are more engaged than they were a few years ago, but that outreach is still not reaching all parents, indicating a need for district educators to strategically engage multiple types of communication with parents. This educator also said that bilingual staff need to be involved in planning events for parents and families, in order to maintain a focus on target families and think about the most effective ways to engage and communicate with them.

Educators also noted that cultural proficiency training is needed across the district. In another focus group, educators said that one problem is that their school doesn't have routine communication in a language other than English, for example, through their newsletter. An educator in another focus group highlighted the very personal nature of communication with families, noting that a recent staffing change required "starting over" with a lot of families because the "family connection was lost." They added, however, that the new staff person is "working at it," including efforts to secure partnerships with community organizations and resources. Another educator said that their BRS is "fabulous about contacting families and

getting them to meetings," similarly noting the importance of personal connections and individual staff members' efforts to engage with families.

Educators in one focus group stated that they've provided trainings for families on the ESL program and provide resources for families to use to help their children at home. Parent outreach included a Family and Community Engagement Team in one school and Coffee with the Principal in another, where, twice a quarter, the principal can hear from families about what they are doing well and what is needed.

Eighteen focus groups (15 educator, 3 parent) cited improvements in communication with families from diverse language backgrounds as a key need. One parent mentioned feeling "powerless" because of the language barrier between herself and school staff. Parents in one focus group mentioned the need for translation (interpretation) services during meetings. An educator in another focus group cited a need for interpretation at different schools for a variety of types of interaction with families—individualized education program meetings, parent-teacher conferences, phone calls, expulsion hearings, etc.; they mentioned availability of some services, including the district website, in Spanish and Hmong, but noted that, of course, there are a wide range of languages represented in the district in addition to Spanish and Hmong.

Assessments and Entry/Exit Requirements

Although not directly related to this section of the report, assessments for ELLs came up in a number of focus groups. In fact, a theme that came up in six focus groups with a range of types of participants was the burden of testing for ELLs. Educators in two focus groups noted that ELLs and DLI students are assessed more than other students, which comes at the cost of instructional time. Additionally, in another focus group, educators noted that this also takes time from teachers who have to administer the exams. The amount of time BRTs spend in testing was also a theme in the survey open-ended responses, with one respondent noting that BRTs "spend hours testing and minimal time instructing."

In one focus group, participants specifically cited the challenge of years of English language proficiency testing of long-term ELLs, leading to students' reluctance to take the annual test. Students in one focus group reported being annoyed by the slow pace of the ACCESS test (perhaps a connectivity issue with the online exam). In that focus group and one other, students discussed the issue of lack of familiarity with content or an inability to identify with content that posed a challenge in doing well on the test.

On a more positive note, a survey respondent said, "I am hopeful that the new ACCESS targets will be an appropriate model for gauging student progress. I think the revised exit scores are an improvement."

Another suggested:

> ACCESS scores must be reported much faster, even if they are partial. It is impossible to plan instruction when the scores are not available until 5 months after they are taken. We should have all parts minus the writing within 1 month. We are a large district and should

put pressure on WIDA/ACCESS. We should be able to use the October test to plan for second semester.

Annual ELL Plan Progress Review

MMSD saw the importance of monitoring the implementation and effectiveness of the ELL Plan. As a result, the plan included a commitment to review strategic framework milestones annually.

OMGE made annual look-backs of student performance and plan accomplishments available to CAL for the years 2015-2016, 2016-2017, and 2017-2018 (Appendix E).

Summary of Findings

Successes

- As per the ELL Plan, a web-based data system for the collection, management, and communication of data related to ELLs was developed. Overall, it has been well received and is being utilized by staff.
- The new data system has provided MMSD case managers with the ability to better support fellow staff in supporting families in the education of their children. As familiarity with the system grows, it is likely that the system will become even more useful.
- Unfortunately, the data system that was adopted (Oasys®) does not have the ability to optimally serve the ELL population; for example, the system is not able to create the kind of reports needed for the ELL population. To MMSD's credit, a better aligned system with congruent capabilities is being adopted for next school year.
- MMSD developed a system at the start of the ELL Plan for ensuring that parents are informed of students' eligibility for English language services and the type of program that their students will receive (individual student plan) for parent opt-in or opt-out as per federal requirements.
- Based on parent and student comments, numerous parents feel welcome at their students' schools.
- BRSs play a critical role in ensuring communication with families.
- Numerous staff spoke to the efforts they are making to increase the participation of the families of ELLs in the life of the school.
- OMGE has taken annual look-backs at the progress of ELL Plan implementation.

Areas in Need of Improvement

- It appears that the new data collection, management, and reporting system is adding additional responsibilities to staff who are already having trouble keeping up with planning for and serving their students.
- The system for notifying parents of their student's eligibility for service via their student's individual student plan has been criticized across many schools.
- It seems that the new ELL STAT data dashboard is not being used by many staff.
- The ESL program and DLI/DBE program staff faced a myriad of challenges with the "new" K-5 report card in conveying to families important information about their students' progress.

- Parents and educators expressed frustration regarding the limited time that BRSs have to interact with families given the many responsibilities they have.
- The voices of minoritized populations can sometimes be diminished at parent gatherings.

Recommendations for Improvement

- Form a committee of staff from the OMGE and school-based representatives to reflect on the individual student plan form distribution and collection process to discuss ways to improve the efficiency and efficacy of the process. The committee could also reflect generally on the role of the case manager and devise procedures for making that role more manageable. This recommendation is based on the criticism of the system for notifying parents of their student's eligibility for service and their student's individual student plan.
- Make staff aware of and train them in the use of the ELL STAT data dashboard.
- Form a committee including administrators, specialists, and practitioners to address the concerns about the K-5 report card and revise it for ESL and bilingual programs.
- Provide more timely and accessible communication to parents in hard copy (in addition to electronic distribution) related to district and school matters that affect their children (e.g., changes to model, teachers, curriculum, courses, student progress).
- Continue to encourage and support the advisory/case management process in the high schools as a mechanism for ensuring that every ELL's needs are being met and challenges and successes are shared with families. Teachers who report to parents that their students are not doing well should give concrete recommendations for improvement from both home and school perspectives.
- Add more BRSs in the schools to perform the important function of communicating and engaging the families of ELLs.
- Continue to annually evaluate implementation and effectiveness as the ELL Plan evolves.
- Seek mechanisms for ensuring an equal voice to all program constituents, regardless of first language and societal status.

VI. Professional Learning and Building System Capacity

Overview

To evaluate professional learning and the building of system capacity, CAL reviewed extant documents supplied by OMGE and responses from the online staff survey that provided information applicable to the following:

- The amount of professional development (PD) opportunities provided to educators during each of the plan years and the number of participants in these events
- The number of educators who received tuition assistance during the plan years
- The number of ELL educators hired annually during the ELL Plan years (information not available)
- The extent to which the change from a 90/10 to a 50/50 model relieved staff shortages

The evaluation review also included the extent to which participants were satisfied with the PD opportunities. This information was collected via the online staff survey and from staff during focus group interviews.

In its ELL Plan, Madison Metropolitan School District (MMSD) envisioned the development of system-wide professional learning targeted at ESL, bilingual, general education, and special education staff to positively impact ELL and bilingual learner outcomes given the limited opportunities in this area. In particular, district-wide PD for bilingual classroom teachers meeting by cohort had never taken place.

The training initiatives included professional learning for:

- All staff
- Bilingual staff and principals
- ESL/general education staff and principals
- Special education staff

Furthermore, the plan included attention to tuition assistance for ESL and bilingual instruction teachers and recruitment practices as they related to the hiring of ESL certified and bilingually certified general education and special education teachers. The district indicated in the plan that it would continue to have a need for both ESL certified teachers and bilingually certified teachers as they annually hire approximately 30 to 40 new bilingual teachers (depending on turnover and increased numbers of ELLs).

CAL investigators relied on review of extant documents, the online survey, and focus group data to evaluate these components of the ELL Plan to assess whether MMSD staff had attended OMGE training, what they thought about its quality and adequacy, and the extent to which they used the practices learned. Staff were also asked whether they had received or asked for follow-

up support from OMGE. Additionally, staff were surveyed as to the impacts of PD on language proficiency and academic achievement outcomes for ELLs in their schools.

Staff Participation in Professional Development Opportunities

Since the start of the 2015-16 school year, 98% of survey respondents reported attending between "1 and 4" district-sponsored trainings (choices included "12 or more," "8 to 11," "5 to 7," "1 to 4," or "none").

Respondents reported attending training on various topics: many more had attended Guided Language Acquisition Design (GLAD) training as compared with the other topics. It appears that the PD initiatives with the greatest presence were GLAD and the DLI/DBE Model Change from 90/10 to 50/50. With respondents checking as many trainings as applied, the attendance results were as follows:

- GLAD: 40.7%
- DLI/DBE Model Change from 90/10 to 50/50: 23.1%
- Sheltered Instruction Observation Protocol (SIOP): 18.3%
- Quality Teaching for English Learners (QTEL): 12.8%
- Other: 43.8% (See Appendix F.)

A couple of respondents commented about the availability of trainings. One stated that he or she had asked to attend district coursework on GLAD but the request was denied, as the training was only offered in the primary grades. Another respondent mentioned that participation could have been higher if trainings were offered during the school day and school year, and that there were concerns about the amount and type of trainings offered, including the offering of trainings only to particular groups/types of educators (e.g., by grade levels).

General Staff Commentary on District Professional Development Opportunities

Survey and focus group commentary offered feedback and suggestions related to quality, timing, and topics. Participants in 13 focus groups said that too few PD opportunities were offered by the central district office, and participants in nine focus groups said district PD was of lower quality than other PD opportunities. One participant cited the siloing of departments at the district as a factor—that departments could strive to coordinate more effectively in providing information and PD across the district. Educators also made suggestions regarding the timing for PD. One focus group participant suggested having two to three district PD days before school starts, so that they can focus on participating in school-level PD during the school year.

Educators in 14 focus groups cited inadequate training of staff, and 42 survey respondents mentioned a need for more PD in the final, open-ended survey question. Educators in 12 focus groups also mentioned needing more PD for staff working in the ESL program. Two survey respondents said they wanted greater depth with some of the PD they'd received, such as GLAD.

Educators suggested the following topics for future PD:

- Co-teaching: Educators in 10 focus groups said that additional guidance is needed for teachers who are co-teaching.

- ELLs and multitiered systems of support and special education: Four survey respondents offered these comments as an open-ended response on the survey:

  > I think the district staff overall could use additional training, especially when it comes to identifying ELL students with disabilities. There is a real disconnect between what kind of intervention best supports our students, when intervention should start, and how long students should be in intervention prior to being evaluated. Many staff don't seem to know that this is a big component and that at times, our ELL students have other factors impacting their learning that are not necessarily a disability.
  >
  > Reading interventionists need more training and parameters around when it is appropriate to select ELL students for reading intervention.
  >
  > ELLs continue to be under-identified at the elementary level for interventions and IEPs [individual education plans]. It seems there's a pattern of kids being passed along without looking at possible issues that may affect their learning because people think it's just because they don't understand the language (or whatever). This has led to kids coming to 6th grade academically behind and often awkward parent-teacher conferences where parents are hearing for the first time their child is behind their peers. This seems to be a particular issue in [name of school] where we have consistently created IEPs for kiddos with learning needs after spending years struggling with this not being addressed.
  >
  > More professional developments for bilingual resource teachers and ESL teachers on language vs. disability and legal aspects.

- Other: Some focus group participants suggested specific topics for PD, including English language development, learning partners, independent learners, equity, school improvement plan, and literacy PD differentiated for content areas (e.g., the language of math).

Guided Language Acquisition Design Professional Learning

Educators in six focus groups mentioned teachers participating in GLAD PD, citing GLAD strategies in use, and having interest in more of this training. For example, one noted that teachers were voluntarily pursuing GLAD certification; another mentioned that GLAD training was offered only to a portion of teachers; and one expressed a desire for GLAD training for the entire staff at their school.

Survey respondents rated GLAD PD highly: 22.2% as one of the best, 38.5% as above average, and 32.5% as average, with only 6.8% rating the training as below average or one of the worst. Similarly, most rated the adequacy of the training to meet their needs as good (40.2%) or excellent (19.7%), with another 30.8% rating it as average; 6.8% rated it poor and 2.6% as terrible. Respondents reported using the practices learned in GLAD PD sometimes (47%), about half the time (13.9%), or most of the time (28.7%), with far fewer using them always (7.8%) or never (2.6%). Close to half of the respondents (46.5%) reported receiving follow-up GLAD guidance from the district, although far fewer (23.5%) reported requesting follow-up support from OMGE. Of the 61 respondents who did receive follow-up support, most (63.9%) reported receiving coaching, while a smaller number reported receiving additional in-person sessions (16.4%) or other types of follow-up (19.7%).

Sheltered Instruction Observation Protocol Professional Learning

The results in regard to the SIOP PD need to be evaluated from the perspective that SIOP PD was provided to secondary general education teachers only during 2015-16 and 2016-17 in online form. The training was to include coaching; however, secondary teachers did not wish to participate in the coaching opportunity. SIOP training was then succeeded by QTEL training, which has been implemented for just one year. That said, survey results indicated that SIOP PD was well received but not as highly rated as GLAD. Survey respondents rated SIOP PD largely as average (61.5%) or above average (28.8%) (answer choices were "one of the best," "above average," "average," "below average," and "one of the worst"). Similarly, they rated the adequacy of the training to meet their needs as average (50%) or good (34.6%) and reported using the practices learned in SIOP PD most of the time (40.8%), about half the time (22.4%), or sometimes (30.6%). Most (85.4%) reported not receiving follow-up guidance from the district after SIOP PD; however, most (92%) also reported not requesting follow-up support from OMGE. Of the seven respondents who reported receiving follow-up support, three reported receiving coaching, and all seven reported receiving some other kind of support. Educators in two focus groups mentioned that there was SIOP training years ago but nothing recently, due to other priorities at the school. The survey and focus group responses about SIOP could very well be based on previous years of SIOP training, rather than on the two years of online training.

Quality Teaching for English Learners Professional Learning

As previously mentioned, QTEL PD replaced SIOP PD for secondary general education teachers in the third year of the plan. Most survey respondents rated QTEL PD as average (40.5%) or above average (40.5%) and similarly rated the adequacy of the training to meet their needs as average (43.2%) or good (35.1%). Close to half reported using the practices learned in QTEL PD only sometimes (48.6%), although others reported using them about half the time (10.8%) or most of the time (24.3%). Most (81.1%) reported not receiving follow-up guidance from the district, and the same number (81.1%) reported not requesting follow-up support from OMGE. Of the 15 respondents who reported receiving follow-up support, 13.3% reported receiving coaching, 26.7% reported additional in-person sessions, and most (60%) reported other types of support. Educators in two focus groups said they wanted more QTEL training, one noting they wanted more in-depth training after having some initial training. In another focus group, educators mentioned the need for alignment and ensuring coherence between GLAD and QTEL. Yet another focus group member spoke of a lack of enthusiasm on the part of some general educators to embrace the use of the QTEL model. A factor that likely influenced the higher ratings that SIOP received over QTEL is the newness of the QTEL training. QTEL has yet to take hold with a wider audience of teachers.

DLI/DBE Model Change from 90/10 to 50/50

Survey respondents rated DLI/DBE Model Change training as follows: average (56.5%), with a similar number rating above average (17.7%) or one of the best (3.2%), as compared with below average (17.7%) or one of the worst (4.8%). Their ratings of the adequacy of the training to meet their needs were similar: 6.3% excellent, 19% good, 49.2% average, 20.6% poor, and 4.8% terrible. There was similar diversity of ratings regarding how often they used the practices learned in the PD, with more rating in the middle: 8.1% always, 29% most of the time, 12.9% about half the time, 37.1% sometimes, 12.9% never. Close to half of respondents (46.8%)

reported receiving follow-up guidance from the district after the PD, and somewhat fewer (38.7%) reported requesting follow-up support from OMGE. Of those who received follow-up support, 23.1% reported receiving coaching, 17.9% additional in-person sessions, and 59% some other type of support.

Table 15 provides a comparison of survey respondents' ratings of the GLAD, SIOP, QTEL, and DLI/DBE training sponsored by OMGE.

Table 15: Comparison of Survey Respondents' Views of GLAD, SIOP, QTEL, and DLI/DBE Training

Survey Question	Response	Percent of Respondents			
		GLAD	SIOP	QTEL	DLI/DBE
How would you describe the quality of the PD?	One of the best	22.2%	3.8%	5.4%	3.2%
	Above average	38.5%	28.8%	40.5%	17.7%
	Average	32.5%	61.5%	40.5%	56.5%
	Below average	5.1%	1.9%	8.1%	17.7%
	One of the worst	1.7%	3.8%	5.4%	4.8%
How would you rate the adequacy of the training to meet your needs?	Excellent	19.7%	5.8%	8.1%	6.3%
	Good	40.2%	34.6%	35.1%	19.0%
	Average	30.8%	50.0%	43.2%	49.2%
	Poor	6.8%	7.7%	5.4%	20.6%
	Terrible	2.6%	1.9%	8.1%	4.8%
How often do you use practices learned in the PD?	Always	7.8%	2.0%	2.7%	8.1%
	Most of the time	28.7%	40.8%	24.3%	29.0%
	About half the time	13.9%	22.4%	10.8%	12.9%
	Sometimes	47.0%	30.6%	48.6%	37.1%
	Never	2.6%	4.1%	13.5%	12.9%
Did you receive follow-up guidance from the district after the PD session?	Yes	46.5%	14.6%	18.9%	46.8%
	No	53.5%	85.4%	81.1%	53.2%
Did you request follow-up support from OMGE?	Yes	23.5%	8.0%	18.9%	38.7%
	No	76.5%	92.0%	81.1%	61.3%
What kind of follow-up did you receive?	Coaching	63.9%	30.0%	13.3%	23.1%
	Additional in-person sessions	16.4%	0.0%	26.7%	17.9%
	Other	19.7%	70.0%	60.0%	59.0%

Staff Feedback on Implementation of Sheltered Instruction

GLAD training was provided at the elementary level to teachers in ESL and bilingual programs. According to OMGE, 93 teachers have been trained in GLAD since the start of ELL Plan implementation, and multiple staff in 12 schools have received the training. During the first year of plan implementation (also based on information from OMGE), 40 secondary general educators received training in SIOP. In subsequent years of the project, secondary educators received training in QTEL.

Survey respondents were asked about implementation of SIOP and GLAD in their schools. When asked, "Do the ELLs in your school receive SIOP-informed instruction? Yes, No, or I

don't know," most survey respondents (71%) reported not knowing whether ELLs in their school receive SIOP-informed instruction. Of those who reported knowing, they were split: 16.1% reported that ELLs receive SIOP-informed instruction, and 12.9% reported that they do not. For those who reported that ELLs receive SIOP-informed instruction, respondents said that SIOP methods have led to more positive *English language* outcomes for ELLs, most reporting the extent as a lot (34.7%) or a moderate amount (45.3%), with a few reporting a little (10.7%) or none at all (9.3%). They made similar judgments regarding the extent to which SIOP methods have led to more positive *academic* outcomes for ELLs (10.7% a great deal, 26.7% a lot, 52% a moderate amount, 10.7% a little, 0% none at all).

With regard to GLAD-informed instruction, most survey respondents (60.7%) reported not knowing whether ELLs receive GLAD-informed instruction; of the remaining respondents, slightly more reported that ELLs do receive GLAD-informed instruction (22.4% of respondents), compared with those who said they do not (16.9%). Survey respondents were positive with regard to the impact of GLAD methods, with almost 90% reporting that the extent to which GLAD methods have led to more positive English language and academic outcomes is a moderate amount (39.3% for English language, 40.4% for academic), a lot (32.1% for English language, 29.4% for academic), or a great deal (17.9% for English language, 18.3% for academic).

In conclusion, staff for the most part reported not knowing whether instruction in their school was informed by SIOP or GLAD, which may have, in part, been impacted by staff's lack of familiarity with these acronyms (a comment made by a number of staff in the open-ended question on the survey). However, of those who did know, they were about split, with slightly more indicating that either SIOP or GLAD was being implemented, and, similarly, indicating some positive impact of these instructional strategies. However, for both instructional models, results were fairly mixed, both in terms of implementation and impact. Both the observation and survey results therefore seem to offer evidence that sheltered instructional strategies are being implemented to some degree, but that there is still much room for growth.

Tuition Assistance for ESL/DLI/DBE Classroom Teachers

To support current or newly hired MMSD teachers interested in pursuing ESL and/or bilingual certification, OMGE offered ESL and bilingual certification tuition support funded with Title III. During fiscal years 2017 and 2018, a total of 45 educators received tuition assistance in the amount of $150 per credit up to a maximum of 12 credits (OMGE, 6-4-19). Teachers in a few focus groups spoke to wanting greater tuition support.

Effects of Change from 90/10 to 50/50 Bilingual Model on Staffing

In order to reduce the number of bilingual teachers, MMSD changed the bilingual program model from 90/10 to 50/50 at the start of ELL Plan implementation. Twenty-seven teachers in K-3 are teaching in English in the 50/50 model. If not for that change, MMSD would have needed 27 more bilingual teachers to fill positions (OMGE, 6-3-19).

Special Education

OMGE initiated training regarding special education considerations and services for ELLs. The following training took place (OMGE, 6-5-19):

Inclusive Elementary Service Delivery Planning DLI/DBE Schools
Learning to implement a collaborative service delivery planning process as a component of comprehensive school instructional design to ensure all students (including ELLs & Bilingual Learners) with disabilities are provided with high quality instruction and effective special education/related services in the most inclusive educational environments.
Date of training: June 12-13, 2017
Staff roles of participants: ESL Teachers, Bilingual Resource Teachers, Principals, Special Ed Teachers, Special Ed Program Support Teachers
Number of participants: 35

School and District Psych/ Special Ed Program Support Teacher Meeting: If Not Now, When?
Who are Bilingual Learners and ELLs? How do we identify them? How are we evaluating them? How are we serving & programming for them? Specifics for special education evaluations with ELLs/Bilingual Learners
Date of Training: January 17, 2016
Staff roles of participants: School Based Psychologists, District Special Ed Program Support Teachers,
Number of participants: 50

Special Education for ELLs (Summer Teaching and Learning Institute)
Learn more about the legal parameters for serving ELs with disabilities, and how we need to collaborate to serve them.
Date of Training: June 13-14, 2016
Staff roles of participants: School principals, coaches, ESL/Bilingual Resource Teachers, central office staff.
Number of participants: 75

There was no training regarding ELLs and Special Education sponsored by the Special Education office of MMSD. (OMGE, 6-5-19)

Summary of Findings

Successes

- GLAD training is very well received and is having an impact on classroom practice based on self-reported data and elementary classroom observations conducted by CAL investigators (see Section VIII and IX; Classroom Practices).
- The tuition assistance program was successful in providing 45 educators with tuition support toward obtaining ESL or bilingual certification. Central office staff mentioned increasing the tuition support offered per teacher in future years.

- OMGE has recognized the need for greater PD attention to the needs of ELLs with learning challenges, having offered three major trainings during the ELL Plan years.

Areas in Need of Improvement

- There were a number of criticisms in regard to the quality, timing, and topics of MMSD-provided training about ELLs.
- Teachers requested more training to enable them to better serve ELLs.
- Teachers specifically pointed out PD for ELLs with disabilities as an area of need.
- Additional teachers could take advantage of more tuition support opportunities, thereby increasing the number of staff who are badly needed to serve the ELL population.
- It appears that the MMSD special education office has taken little responsibility for training needed in the area of ELLs and special education.

Recommendations for Improvement

- Give OMGE more school-year calendar time annually to provide PD to teachers of ELLs and provide substitutes as needed. The training should include not only federal requirements related to serving ELLs and management of testing, but also programming and instructional guidance.
- Ensure that offices across the MMSD district administration include ELL-related perspectives on all district initiatives and PD provided. Similarly, PD initiatives of OMGE should be fully embraced and supported by other central offices of MMSD.
- Continue and expand GLAD training.
- Continue QTEL training and evaluate the degree of implementation and buy-in after it has been used in the district for a longer period of time.
- Continue to provide tuition assistance to teachers and, if possible, provide greater, and therefore more enticing, assistance per teacher.
- Foster more collaboration between MMSD's special education office and OMGE to ensure that staff systemwide are aware of appropriately identifying ELLs for multitiered systems of support interventions, distinguishing learning disabilities from normal language development, including parents and ELL professionals in all decision making, and providing appropriate services (both ELL and special education) if special education services are in order.

VII. Academic Achievement Outcomes and Language Proficiency Outcomes for ELL Students in MMSD

This section of the report provides a description of academic achievement and language proficiency outcomes for English language learner (ELL) students. Our analyses looked at current ELL, total ELL, and former ELL students, and, where relevant, at never ELL students for comparison purposes. The section concludes with a summary of findings about the performance outcomes and some recommendations for further inquiry.

Academic Achievement

Students' performance on tests designed to measure academic outcomes was reviewed. For grades 3–8, two assessments were reviewed: Wisconsin Forward (in English language arts and mathematics) and Measures of Academic Progress (MAP) (in reading and mathematics). Results on these assessments are categorized as below basic, basic, proficient, and advanced. Proportions of students at proficient or advanced levels were computed. For grades 9–10, proportions of students categorized as college-ready on the ACT Aspire assessment were computed. For grades 11–12, proportions of students categorized as college-ready on the ACT assessment were computed. Note that these high school assessments are not required of all students and therefore may only provide a partial picture of student performance.

In general, the proportions of never ELL students in Madison Metropolitan School District (MMSD) who achieved either "proficient" or "advanced" results or "college-ready" results ranged from 40% to 60% of students, dependent upon the subject or the assessment. In contrast, for ELL students, the proportion of students who achieved these results was less than 10% or in the low teens. Former ELLs typically outperformed never ELL peers in the mandatory grades 3–8 assessments but not on the high school assessments. Table 16 through Table 18 provide overviews of the proportions of students who met the "proficient or advanced" and "college-ready" standards in these four assessments, for 2017–18, 2016–17, and 2015–16. These tables are followed by graphic representations of student performance, by grade, for 2017–18. As year-to-year patterns were not dissimilar, full results for 2016–17 and 2015–16 are not provided in the body of this report but are available in the appendix. Note that throughout, patterns on both grades 3–8 assessments (Wisconsin Forward and MAP) are similar in terms of illustrating achievement gaps.

Table 16: Proportions of Students Classified as Either "Proficient or Advanced" or "College-Ready" by ELL Status, 2017–18

	ELA/Reading				Math			
Assessment	ELL	Former ELL	Total ELL	Never ELL	ELL	Former ELL	Total ELL	Never ELL
Wisconsin Forward (3-8)	9%	61%	22%	44%	14%	62%	26%	45%
MAP (3-8)	13%	66%	26%	50%	23%	71%	36%	54%
Aspire (9-10)	3%	54%	22%	57%	6%	48%	21%	49%
ACT (11-12)	7%	41%	26%	58%	6%	41%	26%	54%

Table 17: Proportions of Students Classified as Either "Proficient or Advanced" or "College-Ready" by ELL Status, 2016–17

	ELA/Reading				Math			
Assessment	ELL	Former ELL	Total ELL	Never ELL	ELL	Former ELL	Total ELL	Never ELL
Wisconsin Forward (3-8)	7%	59%	23%	43%	10%	55%	23%	42%
MAP (3-8)	9%	63%	25%	49%	19%	70%	34%	53%
Aspire (9-10)	8%	60%	33%	63%	4%	39%	20%	46%
ACT (11-12)	4%	44%	27%	54%	3%	47%	29%	53%

Table 18: Proportions of Students Classified as Either "Proficient or Advanced" or "College-Ready" by ELL Status, 2015–16

	ELA/Reading				Math			
Assessment	ELL	Former ELL	Total ELL	Never ELL	ELL	Former ELL	Total ELL	Never ELL
Wisconsin Forward (3-8)	5%	58%	21%	42%	9%	58%	23%	42%
MAP (3-8)	6%	63%	23%	49%	14%	70%	31%	52%
Aspire (9-10)	6%	60%	33%	62%	3%	38%	21%	49%
ACT (11-12)	2%	35%	20%	51%	5%	37%	25%	52%

Grades 3–8: Wisconsin Forward and MAP

Students in Grades 3–8 take the Wisconsin Forward assessment in ELA and Math, and the MAP assessment in Reading and Math. Figure 5 and Figure 6 present results for these two assessments, by grade, by the total ELL and the never ELL subgroups, for 2017–18. Patterns are similar across both assessments. There is a clear achievement gap between the total ELL subgroup and the never ELL group, at all grade levels.

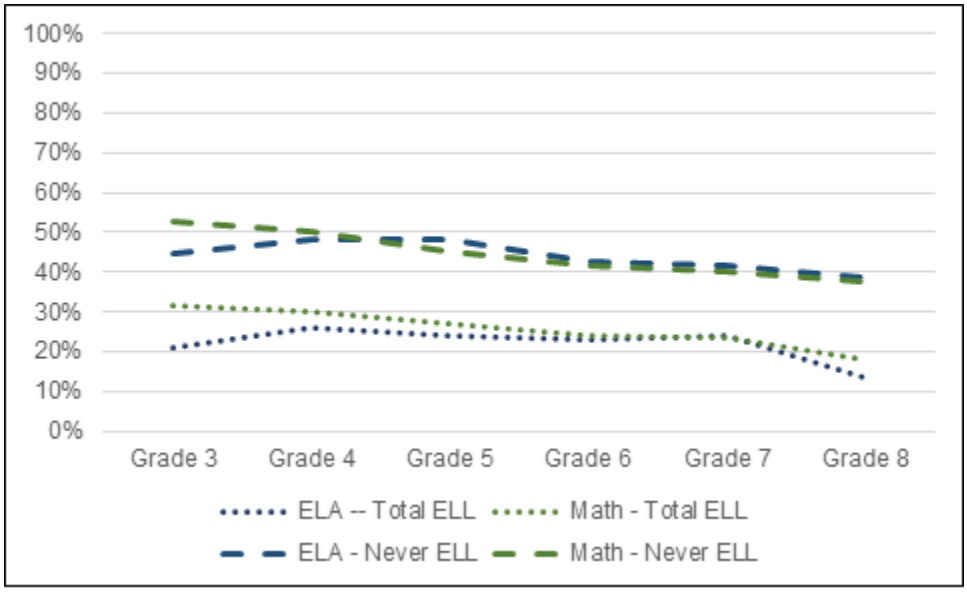

Figure 5: 2017–18 Wisconsin Forward ELA and Math: Total ELL and never ELL students at proficient or advanced.

Note: Distribution of scale scores is significantly different ($p < 0.05$) between total ELL and never ELL students.

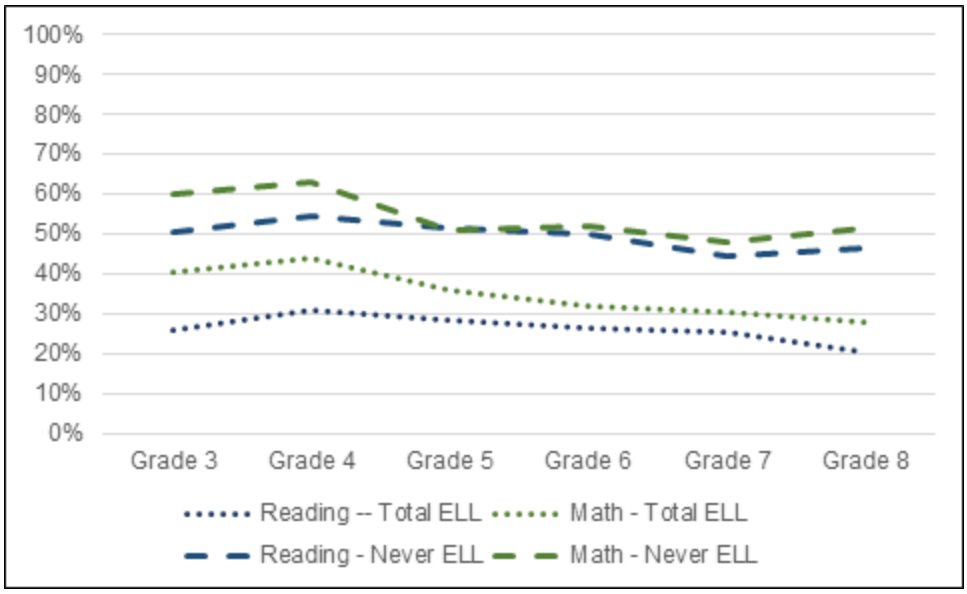

Figure 6: 2017–18 MAP Reading and Math: Total ELL and never ELL students at proficient or advanced.
Note: Distribution of scale scores is significantly different ($p < 0.05$) between total ELL and never ELL students.

Figure 7 and Figure 8 present the same information but disaggregate the total ELL subgroup, presenting results separately for current ELL and former ELL students. Again, patterns across the two assessments are very similar. These figures show that the former ELL group outperforms the never ELLs, with the gap narrowing and then closing in eighth grade. There is a clear achievement gap between ELLs and never ELLs.

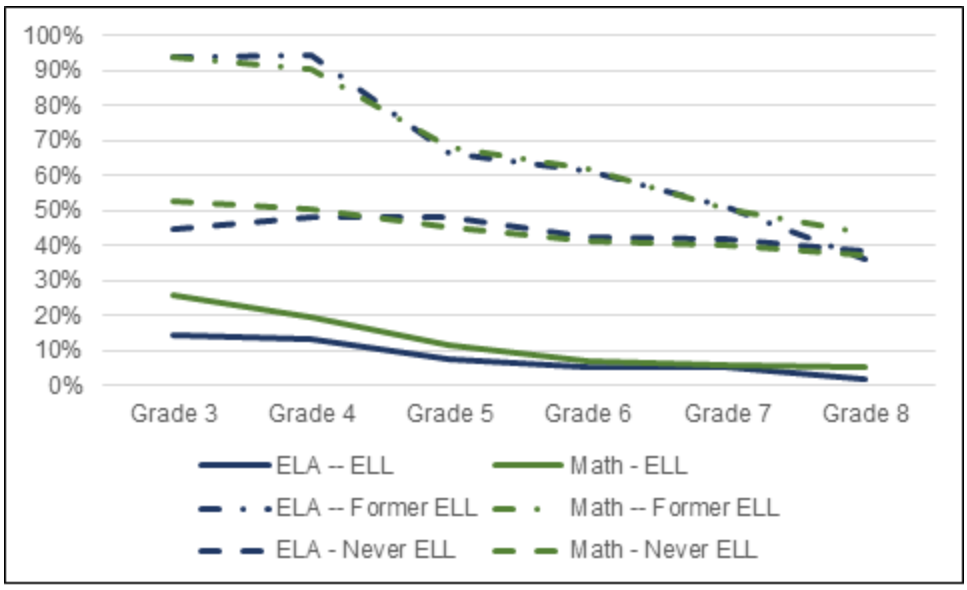

Figure 7: 2017–18 Wisconsin Forward ELA and Math: ELL, former ELL, and never ELL students at proficient or advanced.
Note: Distribution of scale scores is significantly different ($p < 0.05$) between ELL students and other students, and between former ELL and never ELL students.

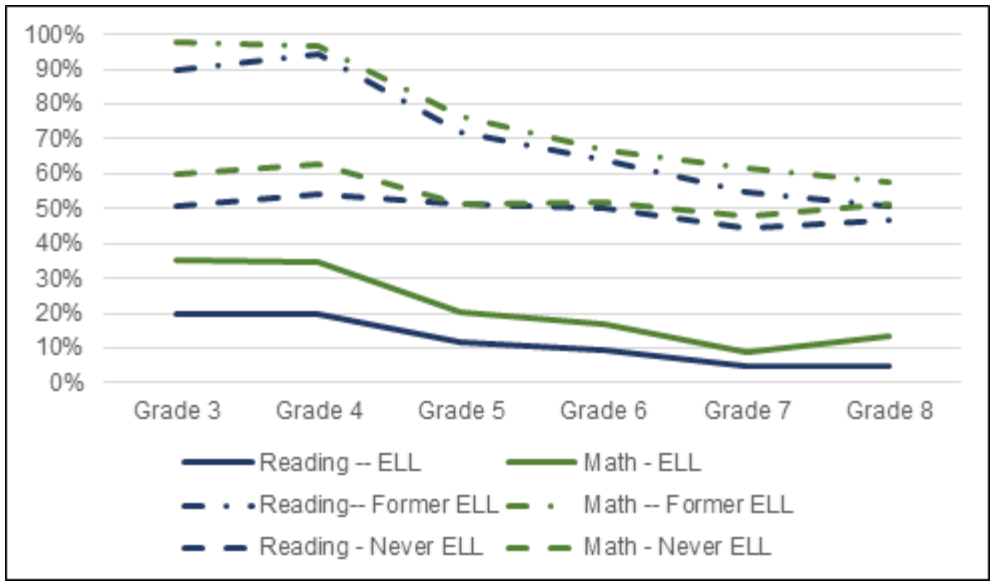

Figure 8: 2017–18 Spring MAP Reading and Math: ELL, former ELL, and never ELL students at proficient or advanced.

Note: Distribution of scale scores is significantly different ($p < 0.05$) between ELL students and other students, and between former ELL and never ELL students.

High School: ACT Aspire and ACT

The ACT Aspire (Grades 9–10) and ACT (Grades 11–12) assessments are interpreted in terms of "college-ready" benchmarks. These benchmarks can be compared across the two assessments. Students "at or above the [ACT Aspire] Benchmark are on target to meet the corresponding ACT College Readiness Benchmark" (ACT, 2017, p. 8.16).

Figure 9 shows high school results on these assessments for the total ELL and never ELL subgroups for 2017–18. Again, as shown in this figure there is a clear gap between these two subgroups of students.

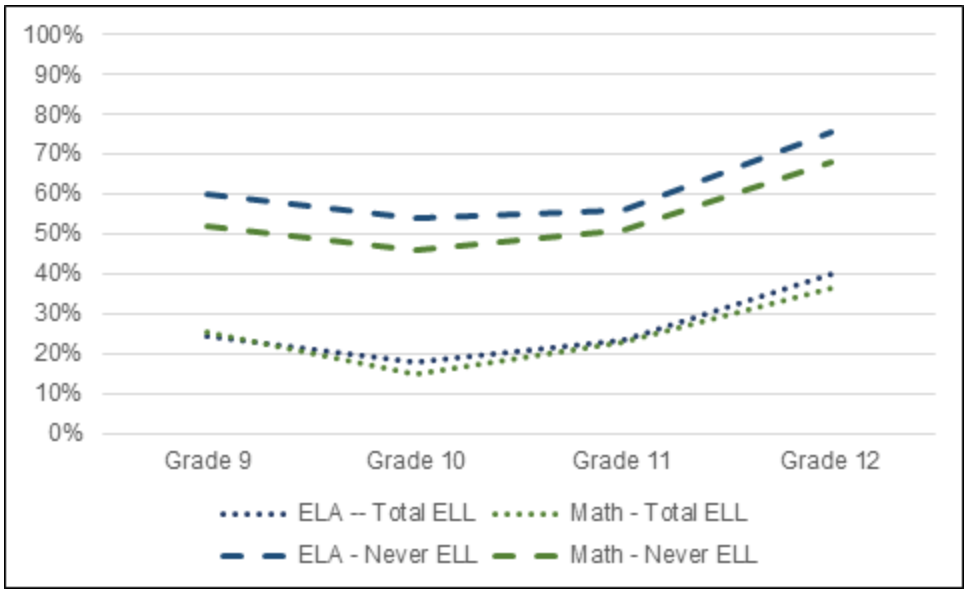

Figure 9: 2017–18 ACT Aspire and ACT ELA and Math: Total ELL and never ELL students meeting "college-ready" benchmark.
Note: Distribution of scale scores is significantly different ($p < 0.05$) between total ELL and never ELL students.

Figure 10 provides the same information but disaggregates current ELLs and former ELLs. Unlike in the earlier grades, in high school, trends show fewer proportions of former ELLs than never ELLs meeting the benchmark. The proportion of former ELLs who meet the "college ready" benchmark exceeds that of never ELLs at ninth grade but not beyond.

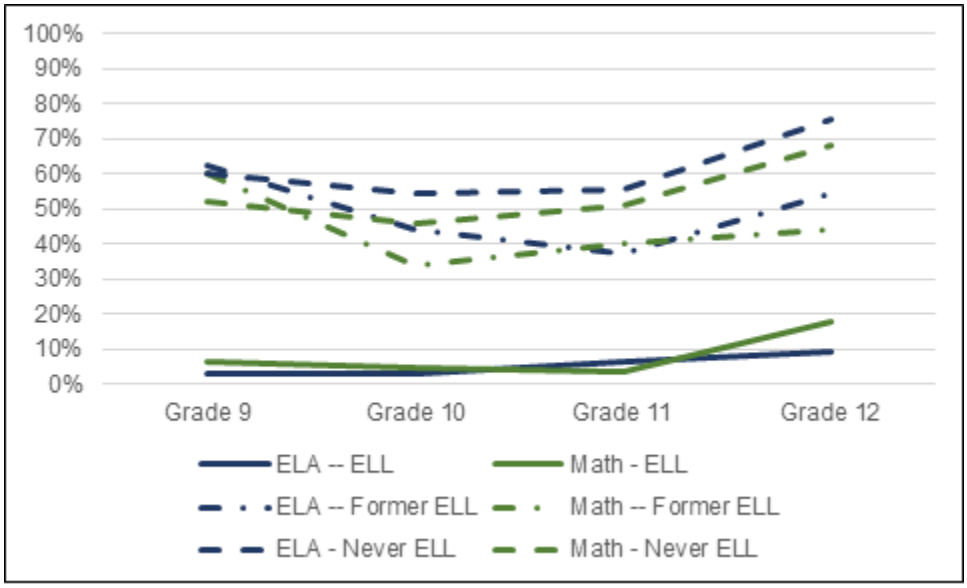

Figure 10: 2017–18 ACT Aspire and ACT ELA and Math: ELL, former ELL, and never ELL students meeting "college-ready" benchmark.
Note: Distribution of scale scores is significantly different ($p < 0.05$) between ELL students and other students, and between former ELL and never ELL students for ninth grade math and for 11th and 12th grade math and ELA.

Comparisons of 2017–18 Academic Outcomes to 2016–17 and 2015–16

Data on ELL, former ELL, total ELL, and never ELL students' performance on Wisconsin Forward, MAP Reading and Math spring assessments, and ACT and ACT Aspire were analyzed for 2016–17 and 2015–16. In general, there were similar trends regarding achievement gaps between ELL and total ELL students in these years.

It is not appropriate to make direct comparisons between the performance of ELL students across these years, as there were two specific changes in assessment interpretations that affect the ELL subgroup. First, in 2016–17, student performance on ACCESS for ELLs was interpreted using new standards, motivated by the migration to the online assessment and the impact of college and career-ready standards, among other factors (Cook & MacGregor, 2017). The impact of this change in interpretation means that a student who was moved from ELL to former ELL status in 2015–16 may not have moved to former ELL status under the 2016–17 revised proficiency level standards. Therefore, the group of ELLs and former ELLs may not be comparable between 2015–16 and 2016–17. Second, in 2017–18, the state of Wisconsin revised the definition of proficiency on the ACCESS for ELLs proficiency level cuts (MMSD, personal communication). Therefore, a student who was moved from ELL to former ELL status in 2016–17 may not have moved to former ELL status under the 2017–18 definition of proficiency. Due to this change, it is not appropriate to compare the groups of ELLs and former ELLs between 2016–17 and 2017–18.

Summaries of ELL, former ELL, total ELL, and never ELL students' performance on Wisconsin Forward, MAP Reading and Math spring assessments, and ACT and ACT Aspire for 2016–17 and 2015–16 are presented in the appendix to this report.

Language Proficiency

Reclassification as Former ELL

ELL students' language outcomes are measured on ACCESS for ELLs. Once students reach a threshold of proficiency on this assessment, they are no longer classified as ELLs.
Table 19 shows numbers of students by the year that they are reclassified as "former ELLs" and the number of those students as a proportion of that year's ELL population.

Note that care must be taken in the interpretation of year-to-year trends, as noted above. The reclassification rate for each year relates to students' performance on the previous year's test—that is, a student reclassified in 2017–18 does so on the basis of an assessment taken in the prior spring, in 2016–17. In 2015–16, ACCESS for ELLs moved to an online assessment for the first year. In 2016–17, for the first time, ACCESS proficiency levels were interpreted using the 2016 ACCESS proficiency level standards (Cook & MacGregor, 2017).
Table 19 shows a sharp drop in the year-to-year numbers of students reclassified, particularly in upper elementary and high school years. Attributing a cause to this drop is challenging, due to the shift in assessment interpretation.

Table 19: Numbers of Students Reclassified as Former ELLs and Proportion of the ELL Population, by Grade and Year

Grade	2015-2016		2016-2017		2017-2018	
KG	15	2%	0	0%	0	0%
1	37	6%	8	1%	5	1%
2	51	8%	14	2%	5	1%
3	129	26%	27	5%	2	0%
4	136	28%	46	10%	13	2%
5	69	17%	59	14%	12	3%
6	43	13%	53	15%	5	1%
7	33	10%	12	4%	7	2%
8	29	11%	11	3%	7	2%
9	92	35%	11	4%	7	2%
10	73	31%	45	18%	4	1%
11	52	28%	24	11%	5	2%
12	34	18%	21	10%	6	2%
Total	793	14%	331	6%	78	1%

For 2015–16 and 2016–17, the largest numbers of students were reclassified in late elementary school or in high school. These trends held in 2017–18; however, they were less apparent due to the very small numbers of students reclassified in that year.

Years in ELL Status: Former ELLs

Students who were classified as former ELLs spent an average of slightly less than 5 years classified as ELLs prior to being reclassified as former ELLs (4.7 years in 2017–18; 4.9 years in 2016–17; and 4.8 years in 2015–16). These averages are in line with research findings that suggest that average time to proficiency in English is typically in the 4- to 7-year range (Cook, Boals, & Lundberg, 2011; Hakuta, Butler, & Witt, 2000; Thompson, 2015; Umansky & Reardon, 2008). At the same time, it is important to recognize that the above data is an average, and note that between one-half and three-quarters of ELL students in each grade 6-12 were in ELL services for more than 5 years.

Table 20 provides further detail on number of years prior to reclassification for 2017–18, by grade. As might be expected, students in lower grades who exit ELL services typically also spend fewer years in services. Among the upper grades, the standard deviation and the maximum number of years in services increases. Again, this is not unexpected, as upper grades include both students who have spent a longer than average number of years in services, as well as newcomer students who have recently arrived in U.S. schools. Tabulations for 2016–17 and 2015–15 are found in the appendix and show similar patterns.

Table 20: Former ELLs by average number of years in ELL services, by grade, 2017–18

	N	Mean	Std. Dev.	Min	Max
KG	-	-	-	-	-
1	§	1.00	0.00	1	1
2	11	1.36	0.51	1	2
3	39	1.41	0.55	1	3
4	78	2.42	0.88	1	5
5	151	3.05	0.89	1	5
6	158	3.96	0.97	1	6
7	201	4.30	1.35	1	7
8	141	4.13	1.72	1	8
9	145	4.54	1.86	1	9
10	127	5.41	1.90	1	10
11	224	6.54	2.80	1	11
12	234	6.45	3.28	1	12

§ N≤10; data suppressed.

Table 21 provides information on average number of years prior to exiting ELL services by demographic subgroup, for 2017–18. This table shows that, on average, Hispanic students tended to stay in services longer than non-Hispanic students. White and multiracial students on average spent the fewest years in services. There is little difference between male and female students. Students classified as "low income" spent, on the average, about 1.5 more years in services than students not classified as low income. There was little difference in number of years in services between former ELLs who were and were not receiving special education services.

Table 21: Former ELLs by Average Number of Years in ELL Services, by Select Demographic Characteristics, 2017–18

	N	Average	Std. Dev.
Ethnicity			
Hispanic	721	5.28	2.46
Not Hispanic	792	4.18	2.42
Race			
American Indian/Alaska Native	§		
Asian	482	4.46	2.57
Black or African American	105	4.16	2.02
Hispanic/Latino	721	5.28	2.46
Multiracial	47	3.00	1.56
Native Hawaiian/Pacific Islander	§		
White	156	3.69	2.25
Gender			
Female	794	4.64	2.52
Male	719	4.78	2.47
Income Status			
Low income	916	5.25	2.49
Not low Income	597	3.87	2.28
Special education			
Special education	47	4.38	2.88
Not in special education	1,466	4.71	2.49

§ N≤10; data suppressed.

Years in ELL Status: Students in ELL Services for More than 5 Years

A population of special interest is those students who continue to be classified as English learners for more than 5 years. The 2015 reauthorization of the Elementary and Secondary Education Act requires states to report the number and percentage of ELL students who have not yet attained English language proficiency within 5 years of initial classification as an ELL (Elementary and Secondary Education Act, §3121(a)(6)). Note that this number is potentially an arbitrary cut point and stands at the low end of the 4- to 7-year range identified by researchers. Table 22 shows the numbers and proportions of ELL students who were classified as ELLs for more than 5 years, beginning with grade 6. Between one-half and three-quarters of ELL students, by grade, were students who had been in ELL services for more than 5 years.

Table 22: Numbers and Proportions of Students Classified as ELLs for More than 5 years, by Grade and Year

Grade	2015–16		2016–17		2017–18	
6	199	61%	235	67%	297	72%
7	228	72%	212	66%	256	73%
8	173	65%	236	72%	225	70%
9	162	62%	187	66%	242	74%
10	127	54%	168	69%	196	68%
11	108	59%	135	62%	171	67%
12	103	54%	127	61%	177	64%
Total	1,101	50%	1,301	55%	1,566	58%

Table 23 reports the proportions of these students by demographic subgroups. Students in ELL services for more than 5 years were more likely to receive special education services than were ELL students in general. Of students in ELL services for more than 5 years, 23% were in special education services. These students were 1.5 times more likely than students in the general population to be in special education services (the rate for the general population is 15%). Students classified as ELLs for more than 5 years were also slightly more likely to be Hispanic than the ELL population as a whole.

Table 23: ELL Students in Services for More than 5 Years, and All ELL students, by Demographic Subgroups, Grades 5–12, 2017–18

	Students Classified as ELL for More than 5 Years		All Current ELL Students	
Ethnicity				
Hispanic	1,185	76%	1,824	68%
Not Hispanic	381	24%	859	32%
Race				
American Indian/Alaska Native	§	§	§	§
Asian	250	16%	503	19%
Black or African American	84	5%	220	8%
Hispanic/Latino	1,185	76%	1,824	68%
Multiracial	11	1%	31	1%
Native Hawaiian/Pacific Islander	§	§	§	§
White	33	2%	100	4%
Gender				
Female	694	44%	1,182	44%
Male	872	56%	1,501	56%
Income status				
Low income	1,362	87%	2,285	85%
Not low income	204	13%	398	15%
Special education				
Special education	353	23%	496	18%
Not in special education	1,213	77%	2,187	82%

§ N≤10; data suppressed.

Summary

Academic Outcomes

- The proportion of ELL students classified as "proficient or advanced" or "college-ready" on MMSD's assessment of academic achievement was typically less than 10% or in the low teens, compared with 40% to 60% of students who had never been classified as ELLs. Although current ELLs do not generally fare well on standardized assessments since these students are not yet proficient in English and these tests have not been validated for them, the proportion of ELLs performing at "proficient or advanced" or "college-ready" on MMSD's assessments of academic achievement was extremely far below that of students never classified as ELLs
- Students classified as "proficient or advanced" or "college-ready" in the former ELL student group outperformed never ELLs on the mandatory grades 3–8 assessments (Wisconsin Forward and MAP). (It is important to keep in mind that a third of former ELLs were still not meeting grade-level expectations.) The superior performance of ELLs narrowed around eighth grade. Former ELL students did not outperform never ELL students on the high school assessments (ACT Aspire and ACT).
- With respect to their ability to illustrate the differences between the current ELL, former ELL, and never ELL subgroups, the Wisconsin Forward and MAP assessments provided similar information. While clearly there are many inputs into decision-making based on assessments, from the perspective of evaluating the performance of these subgroups of

students, two assessments may be unnecessary, and the district may wish to consider moving to a single assessment of academic outcomes.

Language Outcomes

- ELL students are reclassified as former ELL when they meet specific criteria for English language proficiency. Data showed year-to-year fluctuations in the rates of students reclassified as former ELLs, with an apparent drop in reclassification rates for 2017–18. During the same time period, however, there were changes to the criteria used to classify students as ELLs; therefore, this drop was not unexpected.
- Low-income students, on average, took about 1.5 years longer to exit ELL services than students who were not low income. Hispanic students, on average, took about a year longer to exit ELL services than did non-Hispanic students.
- Between one-half and three-quarters of ELL students in each grade 6-12 were in ELL services for more than 5 years.
- Students classified as ELLs for more than 5 years were 1.5 times more likely than the general population of students to receive special education services.

Recommendations for Further Inquiry

These recommendations for further inquiry are based on the last three bullets of the English language proficiency outcomes, namely:

- Low-income students, on average, took about 1.5 years longer to exit ELL services than students who were not low income.
- Between one-half and three-quarters of ELL students in each grade 6-12 were in ELL services for more than 5 years.
- Students classified as ELLs for more than 5 years were 1.5 times more likely than the general population of students to receive special education services.

MMSD may wish to probe these findings further and develop initiatives to address the gaps represented by these data. For example:

What policies and services might be developed and offered to offset the effects of poverty on ELLs' development of English?

The National Academies of Sciences 2017 report entitled, "Promoting the Educational Success of Children and Youth Learning English: Promising Future" describes three case studies of schools that are beating the odds by providing successful programs and instruction to high poverty ELLs. Two of the districts, Union City, N.J. and Sanger Unified School District, CA. provide ESL programs and the other, Chula Vista Learning Community Charter School (CVLCC), CA., provides dual language services. These programs are described below:

Union City, New Jersey

At the time of the review, the district served 11,457 students in 13 schools, 95.7 percent were Hispanic, mainly immigrants from Cuba, the Dominican Republic, and Central America. Twenty-four percent were designated ELLs, and 95 percent were from low-income families.

The study of Union City's turnaround of its schools by identifying the following core principles Kirp (2013, p. 208):

- putting students first and at the center of decision making;
- investing in quality pre-K programs;
- relying on a rigorous, consistent, and integrated curriculum implemented by all teachers;
- diagnosing problems and finding solutions based on data on learning;
- building a culture that emphasizes high expectations of students and mutual respect between educators and students and their families;
- valuing stability and avoiding political drama; and
- engaging in continuous improvement of classroom instruction.

Sanger Unified School District, California

In 2004, Sanger was one of California's 98 lowest-performing district and the child poverty rate in California's Central Valley was two to three times the national average. Eighty-three percent of the school district's students were children of color, and 71 percent were living in poverty in 2010-2011, Twenty-two percent of students were ELs.

The following practices guided Sanger's program:

- insistence on students working with grade-level-appropriate materials rather than materials geared to their current level of English proficiency;
- teacher-directed instruction with guided and independent practice;
- ELD support provided by proficiency level using scaffolded grade-level materials;
- the use of Multi-Tiered Systems of Support (MTSS) for ELL (support by literacy needs rather than by EL status);

Chula Vista Learning Community Charter School (CVLCC) in Chula Vista, California

Located 7 miles north of the Mexican border near San Diego, CVLCC serves more than 1,000 students in grades K-12, 94 percent of whom are Latinos, 60.5 percent of whom are categorized as "socioeconomically disadvantaged," and 37.4 percent of whom are classified as ELs.

The success of the school was characterized as depending on staff who

- have the professional and linguistic qualifications to teach ELLs;
- are equipped with the sociocultural understanding of the students' life experiences;
- recognize the cultural, linguistic, and social resources that students bring to the school from their homes and communities
- work with families and community members as partners in learning about their cultural and linguistic assets and in creating "inclusive learning communities, where teacher, school leadership, student, and parent each play an integral role in supporting student success" (Alfaro, Durán, Hunt, & Aragón, 2014, p. 21).
- engage teachers in student-centered instruction promoting deep inquiry and dialogue about the subject matter.
- emphasize dialogic learning to help students develop critical thinking and oral language skills.

Equity Literacy

Numerous scholars have also studied and written about the need for equitable practices to ensure that students of high-poverty, minoritized backgrounds receive an effective education.

An approach to offsetting the adverse effects of poverty on students' school experiences (including multilingual and multicultural populations) is what Gorski (2013, p. 19) calls "Equity Literacy," which he defines as "the skills and dispositions that enable us [as educators] to recognize, respond to, and redress conditions that deny some students access to the educational opportunities enjoyed by their peers and, in doing so, sustain equitable learning environments for all students and families."

His approach entails cultivating "equity-literate educators" who are able to (1) recognize biases and inequities, including those that are subtle; (2) respond to biases and inequities in the immediate term; (3) redress biases and inequities in the long term; and (4) create and sustain a bias-free and equitable learning environment (Gorski, 2013, pp. 22-23). He further outlines 10 principles—beliefs that characterize "equity-literate educators," which address cultural beliefs about poverty and education, aim to counter a deficit mindset, and provide ideas that can contribute to equitable education.

Data show that there are students in middle and high school who have spent the entirety of their school career in ELL status. What are the root causes that may have led to the lack of attainment of English as measured by exiting criteria, and how can services be improved further to lead to earlier success in English?

The English language needs of long-term ELLs have been shown to be largely in *academic* English rather than everyday conversational English, in which LTELLs are typically fluent (Spaulding, Carolina, & Amen, 2004). As a result, researchers recommend differentiating programs at the secondary level for ELLs with different needs, placing LTELLs in classes designed specifically for them (Freeman, Freeman, & Mercuri, 2002; Gawienowski & Holper, 2006), and, in particular, focusing on features of *academic* English (Spaulding, Carolino, & Amen, 2004).

Other recommendations for addressing the needs of LTELLs include improvement of both content and language instruction, and extension of instructional time through after-school or summer programs, or block scheduling (Ruiz-de-Velasco, Fix, & Clewell, 2000).

Yet another recommendation is providing academic literacy instruction in students' home languages, since home language literacy impacts acquisition of academic literacy in English (Carreira, 2007). Further, some have suggested that educators draw on other literacy practices in which students engage outside of school, making connections to academic English literacy (Black, 2009; Villalva, 2006; Yi, 2007).

What is the connection between special education status and time in ELL services? Is it that ELLs with disabilities are unable to score highly enough on the English language proficiency test to exit services given their disabilities? Is it that these ELLs have been disproportionally identified as students with disabilities? Or are these students not having their language and academic needs met as veritable dually identified students?

In order to appropriately serve students dually identified as in need of both English language and special education services, districts need to, first, examine procedures for identifying students' needs and ensure that staff making these decisions are trained in how to distinguish the sources of students' challenges—i.e., language, disability, and/ or some other challenge. Across the United States, challenges with identification result in ELLs being both over- and under-represented in populations of students receiving special education services (National Academies, 2017). A guide from the Council of Chief State School Officers (Park, Martinez, & Chou, 2017) offers seven recommendations for identifying ELLs with disabilities, and four additional recommendations for implementing IEPs for ELLs. Recommendations for identification of ELLs with disabilities include collaboration between school staff specializing in English learners, special education, and general education; implementation of interventions to prevent inappropriate special education referrals; and implementing culturally and linguistically responsive practices. At the core of these recommendations is an emphasis on collaboration between diverse school staff with different relevant areas of expertise, and an iterative, reflective process that relies on staff's knowledge and responsiveness to students' diverse cultural and linguistic repertoires. A survey of state Title III directors conducted by the National Center on Educational Outcomes (Thurlow, Shyyan, Lazarus, & Christensen, 2016) similarly recommends including ESL specialists in the development and implementation of Individualized Education Programs (IEPs) for ELLs, and, further, recommends refining ESL exit criteria for dually identified students, including use of multiple measures.

VIII. English Language Learners: English as a Second Language Services

Overview

CAL undertook the evaluation of ESL programs and ESL instructional practice from the following perspectives as they appear in the ELL Plan:

- ESL redesign
- ESL program implementation support
- High school ELL course alignment and scheduling
- Classroom instructional practices
- Professional development specific to ESL program staff
- Sufficiency of staffing model
- ELL demographics, English language proficiency, and academic achievement outcomes

The professional development activities are addressed in the Professional Development and Systems Building section of the report.

The language assistance program that most ELLs in Madison Metropolitan School District (MMSD) receive is the ESL program. ESL services are delivered in the general education setting by ESL teachers and bilingual resource teachers (BRTs) in collaboration with the general education teacher and are supported by the bilingual resource specialists (BRSs) (MMSD website, 6-5-19). Due to increasing numbers of ELLs, support from ESL teachers and BRTs has not been sufficient to address the many needs of ELLs. Under the ELL Plan, general education teachers, ESL teachers, and BRTs were to receive program implementation support and training in evidence-based practices that would lead to greater success for ELLs.

The evidence for the evaluation of ESL programs came from document review, online surveys, focus groups, classroom observations, and quantitative analyses of ELL students' English language proficiency and academic achievement outcomes.

ESL Redesign

The ELL Plan describes a major professional development initiative for teams of teachers and administrators to improve programs for ELLs in school cohorts with ESL programs. The initiative was planned for implementation in each year of the plan. According to information from OMGE, the last cohort was provided with redesign professional development during the 2015–16 school year. The professional development appears to have relied on the provision of substitutes for school staff. Substitutes were cut the following school year and, as a result, the initiative was discontinued.

The discontinuation of the ESL redesign effort begs the question: Given that the responsibility for effectuation of the initiative was left to a relatively small office working in isolation (OMGE), could it also be that enacting the major initiative changes in the bilingual programs at the same time as the ESL program initiatives proved too much for the staff to do concurrently?

ESL Program Implementation Support

This part of the report begins with a description of the MMSD elementary and secondary program models and then reviews supports provided by OMGE from the following perspectives: curriculum, materials, and resources; teacher collaboration, culturally responsive teaching (CRT), and meeting the needs of ELL subgroups; high school counseling; and other general implementation commentary.

Program Models

Educators described the program models for serving ELLs in MMSD as responsive to individual student needs. In fact, educators in 13 focus groups and parents in an additional focus group commented on how the programs responded to meet student needs through a variety of ways:

- Use of data (e.g., grades, proficiency levels, teacher recommendations)
- Thoughtful assignment to classrooms and interventions, including strategic placement of particular groups of students within the same class
- Communication between educators as well as with families
- Team teaching and co-planning, especially for students with lower English proficiency
- Flexible grouping of ELLs, especially in the lower grades, facilitated by a team planning approach wherein ESL was well integrated with grade-level teams

Elementary ESL Program

The ESL program at the elementary (PreK-5 grade) level is described by the district as a "push-in" service model, using a variety of research-based best practice strategies, with services being provided by the ESL teacher or the BRT. In classrooms where the general education teacher has received GLAD training, the ESL teacher or BRT may co-teach a subject to provide ELL support.

Classroom observations revealed a combination of push-in, pull-out, and small group services within the general education classroom, with services being offered by the ESL teacher, BRT, or BRS. The frequency and amount of ESL support varied by school depending on school and student need (language proficiency and grade levels), and availability and training of staff.

Secondary ESL Program

The description of the secondary program model is based on the school visit observations and focus groups. As mentioned above, secondary schools that were visited were working to develop programs for student needs, rather than fit students to preconceived programs. In most schools, the focus of the observations was on services to newcomer students. (Note that schools developed the visitation schedules.) In these cases, the newcomer students either received instruction in self-contained English language development (ELD) classes and in core content classes in which there was ESL/BRT support, or had intensive periods of ELD combined with instruction without a great deal of support in other general education, content classes. In one of the schools visited, there was a distinct emphasis on long-term ELLs in addition to newcomer students. The long-term ELLs were being served, in part, in core content classes together with non-ELLs, and the classes were taught by teachers with both content and ELD expertise.

In one focus group, educators said that BRTs push into classes, but feel that it is not effective. They have too many students spread across too many classrooms to plan sufficiently and to provide consistency and adequacy of support. In addition, in this circumstance, educators noted that one period a week was not sufficient for supporting ELLs, and their current allocations did not allow for more time.

Curriculum, Materials, and Resources

A review of extant documents provided by OMGE revealed that a great deal of work had been done by MMSD and OMGE to give general education teachers, ESL teachers, and BRTs the curricular guidance they needed to provide more effective instruction to ELLs. These resources included the MMSD Great Teaching Framework and Culturally and Linguistically Relevant Practices (CLRP). That said, there was a call from ESL program educators in regard to understanding what specific English language skills were expected at each grade level, for students at different proficiency levels, and aligned with content requirements. Teachers were observed not having clear expectations for language development within content classes; teachers also articulated this challenge to investigators. A key skill in which teachers felt they needed support was in how to develop language as part of literacy instruction and how to focus on language during core content classes.

Some educators spoke to having independence, seemingly without a great deal of oversight. One said that support for ELLs meant doing what kids needed in the classrooms in the ways that you could. Another educator said that they liked having the flexibility to do what they thought was right for the students.

There were mixed responses in the survey regarding provision of curricular resources, as cited in the ELL Plan, to non–dual language instruction (DLI)/developmental bilingual education (DBE) strand teachers in bilingual program schools. There were 101 survey respondents who reported that they were provided at least one of the eight ELL-focused resources listed for their non-DLI/DBE strand classroom. (They were able to choose as many resources as applied.) Of those 101 respondents, most reported that they had received the K-12 Scope and Sequence document (85.1%), followed by the Common Core State Standards Implementation Tool (with an emphasis on *academic language* development) (68.3%) and Core materials and supplemental texts in K-5 classrooms (51.5%). Some also reported receiving the newly adopted writing materials K-5 (English) (34.7%), quarterly grade-level planning for K-2 non-DLI/DBE teachers with a focus on foundational skills (24.8%), middle school literacy resources (21.8%), web-based resources for K-2 intensive schools as a supplement to core and/or intervention (11.9%), and algebra and geometry resources (5.9%). In addition, in three focus groups, educators cited a need for ELD standards.

In regard to materials and resources to support ESL instruction at the elementary level, educators and students described both adequacies and inadequacies. For elementary ESL, eight focus groups turned their attention to instructional materials and resources. A few educators spoke to funding sources for materials, with some participants citing challenges with funding. Educators in one focus group mentioned receiving a donation to focus on diversity and literature this year, and educators in another focus group said they received grants for classroom materials. (It is assumed this was not district funding.) Others in four focus groups noted allocations and

methods for requesting funds from the school (e.g., ESL budget) or district (e.g., requests for funds from OMGE). One group noted an allocation for supplemental materials specifically. In one focus group, educators noted inequalities in funding based on numbers of ESL teachers, which, indirectly, was based on the number of students, stating that although this system appears to be fair, it results in inequalities since, for example, two ESL teachers in one school may be teaching the same number of grade levels as four ESL teachers in another school, but with half the funds for instructing the students, and therefore they lack funds to buy materials for all grade levels. A number of the educators (in five focus groups) said they were able to procure resources and materials they needed for instruction, although educators in one of these groups, as well as two other focus groups, said they needed more materials.

Elementary ESL educators also noted a number of specific types of resources. In one focus group, they noted having sufficient materials for literacy, including primary nonfiction texts. Another group mentioned that the district offered the Mondo curriculum, but believed that these materials were not aligned with the rest of the curriculum. The same group mentioned Five Step Reading, but said there wasn't a lot of training, noting concerns generally about resources and professional learning when the effort wasn't intensive enough to support implementation. Educators in another focus group said their school became a G1 school for technology and integration, enabling them to provide one-to-one devices for students, and they mentioned using programs like Newsela with these devices. In another focus group, educators said they needed more resources specifically for newcomer students.

Educators working in elementary ESL programs had somewhat favorable views regarding the cultural sensitivity of the resources and materials they had for instruction, while admitting there was still room for growth, and some noted it as a recent push in their schools. One focus group reported that they were working on incorporating culturally sensitive materials as a school; they added that texts weren't culturally sensitive, so although they were a resource, they didn't drive instruction. Educators in another focus group reported purchasing culturally sensitive/relevant story books, noting it was a "good collection," while also noting that the books were only in English, adding that this was a requirement of the Title funds with which they were purchased. In another focus group, an educator noted that they "always need more books" that are culturally sensitive; they noted that teachers in their school were using culturally relevant texts but that they "could always use more," as well as professional development around use of these materials. In two other focus groups, educators were quite positive when asked whether culturally sensitive materials and resources were being used in their schools, and educators in another group noted that culturally sensitive materials were "becoming core texts." In another focus group, educators noted that they needed more culturally relevant texts specifically for the upper elementary grades.

At the secondary level, in two focus groups, educators reported having what they needed. Another educator said materials were needed for middle school ESL, especially to complement and scaffold content instruction. A number of resources were mentioned as available by various focus groups, including Edge, Lexia, Quizlet, Padlet, adaptations of Common Core State Standards materials, and WIDA resources. One educator noted that Edge materials were used, but were created for kids struggling in school generally; they said they were not appropriate for newcomers and were too difficult for them. Educators also noted some resources that were still

needed: materials for supporting all four language domains; materials and resources that were culturally sensitive and relevant; and supplemental materials for math.

Students in two focus groups also provided feedback on resources and materials for secondary ESL. In one group, they said the library had a good selection of books in Spanish and noted using Edge books and workbooks, as well as computers (loaned Chromebooks). In one of the two secondary student focus groups, students said they had enough books and that they used Edge; when asked what additional materials or resources they'd like to have, they said books with guidance about their future careers.

Additionally, it was observed during classroom observations at the secondary level that the exceptionally adept teachers were developing almost all of their own instructional materials.

Teacher Collaboration

Teacher collaboration is an important facet of instruction, especially in a school district that relies heavily on co-teaching and ESL push-in support to serve ELLs, as does MMSD.

Seven educators spoke to teacher collaboration unsolicited in response to the final, open-ended survey question asking for additional comments about the implementation of the ELL Plan. They commented on wanting to see more collaboration within their schools. One educator expressed a desire to co-plan with ESL/bilingual certified teachers, and others noted that BRTs' workloads inhibited them from collaborating more with other teachers. One educator noted:

> I believe the best way to lead to improvement in meeting the needs of the ELLs is to have enough ESL teachers placed in schools to be able to collaborate and team teach with instructional teams. When ESL teachers are spread so thin across instructional teams, there is not enough time to adequately team about best practice for instruction. If MMSD truly wants to make a difference for ELLs, they should provide more ESL staff in buildings and more time should be provided to collaborate around the best instructional moves for those students.

Educators in seven focus groups expressed a need for more co-planning, including time allotted during the week for all teachers who need to be involved. One participant noted this as a challenge because co-planning between classroom teachers and ESL teachers is necessary, but time isn't carved out for this purpose—they have to find time amidst already busy schedules. Another said time was set aside before school for co-planning but that this time was often used for other priorities. Educators in two focus groups said co-planning had been an emphasis at their school. Therefore, although some schools were prioritizing co-planning, there was a strong desire for more time for co-planning at many schools in the district.

Culturally Responsive Teaching

CRT is a component of *Goal 2: We Will Invest in People* of the MMSD Strategic Framework (https://www.madison.k12.wi.us/files/www/uploads/sf2018.pdf) and, as such, was receiving attention and endorsement of the MMSD from a district perspective. Cultural proficiency is also a key component of successful education for ELLs. Participants in nine focus groups (4 administrators, 4 teachers, and 1 student) said CRT practices were used in schools, while also

noting that there was a need for greater integration of CRT and that implementation varied by school and teacher.

Participants in one focus group attributed the increased focus on CRT to the Black Excellence Initiative in the Strategic Framework, while also noting a need for increased focus on CRT relative to other groups of students such as Latinx students. One participant cited a need for more culturally responsive math instruction in particular, while others offered examples of specific CRT practices used in English courses. Participants in one of these focus groups expressed a desire for courses to be created that reflect and honor student identities, for example, Chicano Studies, Spanish for Heritage Speakers, and art and music classes that reflect students' cultural backgrounds. Doing so would, they noted, require support from OMGE.

When students with countries of origin outside the U.S. were asked, "Do you see you, your family, and your lives reflected in the books and materials you use?" the students responded "very little, sometimes." They said they did learn about other countries in general, as well as specifically about the U.S., but didn't see a lot of connections between instruction and their countries and cultures of origin in most of their classes.

Meeting Needs of ELL Subgroups

Focus group participants themselves spoke to two ELL subgroups in need of greater support: long-term ELLs and newcomer students with interrupted or limited formal education (SLIFE). The investigators also observed services for these subgroups during their school visits.

Participants in 11 focus groups cited challenges in meeting the needs of long-term ELLs. (In MMSD, long-term ELLs are defined as students with 6+ consecutive years in ESL/bilingual programs.) One parent identified this as a need for her child and other long-term ELLs, in particular, to support their academic language development. One participant suggested an inclusive model, where ESL teachers or BRTs go into classrooms and work collaboratively with classroom teachers to align content and language goals and increase the amount of language support in content classrooms. (This was observed in two of the high schools.) Educators from one focus group said that long-term ELLs are overlooked by teachers, and, in another, cited the issue of placing long-term ELLs and newcomer SLIFE students together, even though their needs are very different.

Educators in five focus groups discussed meeting the needs of newcomer students. One educator noted that they make instructional decisions based on data from the district and the needs of the students, including attending to whether students are newcomers and what kind of newcomer they are. Another educator said they try to attend to newcomers' needs, and that immersion with other students is effective in helping them pick up a lot of English language skills, but that they might pull students out for literacy instruction. One challenge, noted by an educator in another focus group, was having newcomers who speak a number of languages, without access, of course, to BRSs who speak all of those languages. This issue was considered to be more common at the elementary level.

Another challenge can arise when a school receives an influx of newcomer students, as one educator reported in a focus group; they supported these students through work with the BRSs.

Grouping together students who speak the same home language can enable them to communicate about the content using two languages, while they communicate in and practice English during the lesson (cited by educators in another focus group). In a student focus group, a newcomer student noted the support she's received from her teachers and the benefit of having friends in her classes who could help her as well.

High School Counseling

High school counseling is an important aspect of a student's success during both secondary and postsecondary years. Participants in three focus groups expressed a need for improvements and clarification with regard to counselors' roles at schools. They cited the many responsibilities that counselors have and the many programs in which they play a role and expressed a need for greater thought, planning, and preparation regarding counselors' roles, as well as a need for additional staff to support students' many and varied needs (for example, social workers and psychologists in addition to counselors). A counselor spoke to the need to provide counseling to students dealing with trauma related to fear of deportation of themselves or family members. It is important the counselors can communicate with families and students in a language they can understand. This was not the case in all of the high schools visited. One parent expressed that her child was stressed and upset about the college application process and that she had reached out but been unable to get the support she needed.

General ESL Implementation Support Commentary

Schools often looked to their district offices for support for teaching special populations. Survey respondents were asked how much support they received for the ESL program in their school by OMGE. Respondents were relatively negative in their responses to the amount of support they received from OMGE for the ESL program in their schools, with 35.2% reporting none at all, 31.8% a little, 21.6% a moderate amount, 8.0% a lot, and 3.4% a great deal. Additionally, seven educators noted lack of support for ELLs from the district in the end-of-survey, open-response item. At the same time, the vast majority of survey respondents (72.7%) reported that they had *not* requested support for their program from OMGE, while only 27.3% reported having requested support.

Educators in one focus group discussed OMGE's ability to respond to requests, noting that OMGE staff were spread thin, as many teachers were, and were also supporting the work of other offices within the district. They cited a need for the district as a whole to take more ownership for ELLs and to examine the organizational chart for both OMGE and the district as a whole to ensure the work could get done. The same respondent noted challenges in distinguishing the roles of OMGE and human resources in the hiring process for bilingual teachers.

A theme reported in 10 focus groups of educators was that differentiation needs to be increased for ELLs across all classes—both ESL and general education.

High School ELL Course Alignment and Scheduling Work Groups

To address the needs of long-term ELLs in high school, the ELL Plan focused on correcting the misalignment of ELL course entrance requirements, standards, and content across all high schools with regard to ELL services. There was inconsistency between ELL students' individual plans of

service forms (approved by parents) and student access to ELL coursework and/or support services based on their schedules. The ELL Plan included the commitment to provide equitable access to ELL services at the high school level to ensure that students' individual plans of service forms were implemented and that consistently defined courses were developed and offered.

Questions on the survey about the ELL high school work groups were given only to high school teachers. Few teachers were familiar with the work groups. When asked on the online survey, "Has a high school ELL course alignment and scheduling work group been convened in your building?" most survey respondents (72.1%) answered with "I don't know." Twenty-three (22.1%) respondents said "yes," while, 6, or 5.8%, replied "no." The group who reported that a work group had been convened appeared to be relatively positive about the impact. Twenty of the 23 respondents reported that the extent to which ELL courses had been revamped as a result of the recommendations of the work group was either a lot (40%) or a moderate amount (35%) (given the options of a great deal, a lot, a moderate amount, a little, and not at all).

Although the high school ELL work group's guidance did not seem to have a great deal of impact on the roles of ESL/BRT staff, the respondents noted a relatively high impact on ELLs' schedules. The survey also asked respondents about the degree to which guidance had been made available about the effective use of ESL/BRT staff. Survey respondents who reported that a work group had been convened varied in their ratings of the extent to which guidance had been made available. The results scaled on the lower end, with 9.1% reporting a great deal of guidance, 13.6% a lot, 40.9% a moderate amount, 27.3% a little, and 9.1% none at all. Survey respondents who reported a work group had been convened rated highly the extent to which students' schedules reflected their individual plans of service: 44.4% rated it very well, 38.9% moderately well, 11.1% slightly well, and only 5.6% not well at all.

Classroom Practices

The site visit included observations of classrooms to look for evidence of effective instructional practices on the part of teachers serving ELL students. Observations were conducted in 36 ESL classrooms—21 at the elementary level and 15 at the secondary level—using a protocol (see Appendix A.) that included descriptive information, observation notes, and Likert-scale ratings of items based on CAL's *Principles of Effective Instruction for Students Learning in a New Language*. These principles and items overlap with instructional practices described in both the Sheltered Instruction Observation Protocol (SIOP) Model and GLAD. The Likert scale was a 0-4 range, with 0 indicating that the practice described was observed "Not at all" and 4 indicating it was observed "To a great extent." Observers could also choose "N/A" to indicate the practice was not applicable or not expected in the class or lesson being implemented.

Elementary

The results from the elementary classrooms are displayed in Table 24. Of the 27 practices described, 8 received an average rating of 3 or above. Some of these items included active student participation (item 27; average rating of 3.81); students comfortably completing activities because routines appear familiar and instructions are clearly explained (item 25; average rating of 3.43); teachers circulating to check for understanding (item 6; average rating of 3.42; notes indicated this included teachers roaming the room, speaking with individual students, and doing thumbs up checks); teachers both supporting and challenging students (item 26; average rating of

3.38); and using a variety of techniques to make content concepts clear (item 22; average rating of 3.33). These ratings allude to success in the areas of engaging students, communicating lesson expectations, and scaffolding instruction.

However, ratings on a number of other items were quite low, in particular items related to CAL Principle #1: Learn about, value, and build on the languages, experiences, knowledge, and interests of each student to affirm each student's identity and to bridge to new learning. Overall, teachers largely did not appear to acknowledge students' languages and cultures and treat these as resources in the classroom (item 1; average rating of 1.35); provide culturally responsive instruction (item 3; average rating of 1.1); or affirm individual student identities (item 4; average rating of 1.4). Ratings were also low for items related to language development, including implementation of content and language objectives (item 12; average rating of 1.56; observation notes indicated that some teachers posted and reviewed content objectives with students, but did not include language objectives); systematic development of oral language (item 14; average rating of 1.44); teaching of language features and structures embedded in meaningful content (item 15; average rating of 1.35); and providing opportunities for students to clarify in their first language (item 20; average rating of 1.33).

Other items describing principles of effective instruction for ELLs and other students learning a new language were implemented with varying success, indicating that these practices had gained some traction in the district but more training may be needed on sheltered instruction for ELL. (The variability of services was also influenced, for example, by leadership, the capabilities and experience of teachers delivering the strategies, etc.) Promoting higher-order thinking, for example, received a mid-high rating of 3.1, and examples from observers' notes included teachers asking "why" questions and asking students "how" they knew or came up with an answer. Regarding explicitly linking concepts or topics to students' experiences and linking past learning with new concepts (item 2; average rating of 1.95), ratings were relatively low. Observers did in fact make a number of notes about teachers linking past learning with the day's lesson: teachers referenced past class events or teachings when introducing a new lesson, especially when conducting a read aloud or introducing a math concept, but did not utilize prior or background knowledge or student experiences to develop ideas. With regard to vocabulary instruction (item 16; average rating of 2.06), ratings were in the mid range. Observation notes indicated that some teachers did what they called "word work," but vocabulary was largely content specific rather than general academic, and in some cases words were used by the teacher but opportunities for students to practice using the words weren't observed.

Therefore, although there appeared to be some success with sheltered instructional strategies, especially when employing GLAD strategies such as providing techniques to make content concepts clear (modeling, visuals, manipulatives, realia, hands-on activities, demonstrations, simulations, gestures, etc.), gaps remained, and, in particular, there was strikingly little implementation of culturally responsive practices such as affirmation of students' identities, languages, and cultures as critical resources in the classroom.

Table 24: Elementary ESL Observation Results

	Item	Avg. Rating	# Classrooms					
			4	3	2	1	0	N/A
1	Acknowledges students' languages and cultures and treats these as resources in the classroom.	1.35	3	4	1	1	11	1
2	Explicitly links concepts or topics to students' experiences and links past learning with new concepts.	1.95	5	3	1	6	4	2
3	Provides culturally responsive instruction by taking students' cultural backgrounds and experiences into account to make instruction more appropriate and effective for them.	1.10	3	2	2	0	13	1
4	Affirms individual student identities (languages, literacies, cultures).	1.40	3	3	3	1	10	0
5	Constructs formative assessments to allow pre-production students to show what they know using scaffolds such as use of first language (L1), word banks, and visual aids.	2.89	8	4	4	3	0	1
6	Circulates to check for understanding.	3.42	10	7	2	0	0	1
7	Provides feedback to ELLs on their oral or written work (form-focused, respectful, timely).	2.79	6	1	6	0	1	7
8	Prepares and presents grade-level content in such a way that students of all language proficiency levels can engage with it meaningfully.	3.09	6	13	2	1	0	0
9	Promotes higher-order thinking (e.g., through higher-order questions, opportunities to apply learning strategies, or peer teaching).	3.10	9	7	3	2	0	0
10	Promotes engagement in reading as well as in the other language domains by choosing texts and topics that are interesting and relevant to students, making connections to students' lives.	2.17	1	5	3	1	2	9
11	Provides opportunities for students to apply what they are learning to real-life scenarios.	2.37	5	5	4	2	3	2
12	Communicates content and language objectives to the students, either verbally or in writing, with instruction reflecting these objectives.	1.56	3	2	4	2	7	3
13	Integrates the four domains of language (listening, speaking, reading, and writing) with content instruction.	2.73	4	7	2	0	2	6
14	Takes time to systematically develop oral language.	1.44	2	3	3	3	7	3
15	Teaches language features and structures embedded in meaningful content.	1.35	1	1	6	4	5	4
16	Explicitly highlights/introduces/reviews key vocabulary, including basic, general academic, and content-specific vocabulary as needed.	2.06	3	4	5	3	3	3
17	Provides opportunities for students to apply content knowledge (guided practice, cooperative or paired activities, discussion, games, etc.).	3.71	17	2	2	0	0	0
18	Provides hands-on materials/manipulatives for students to practice using new content knowledge.	2.55	7	3	6	2	2	1
19	Gives students opportunities to interact with others to develop language and content concepts.	2.52	4	9	4	2	2	0
20	Provides opportunities for students to clarify key concepts in the L1 (e.g., with teacher, paraprofessional, peer(s) or L1 text).	1.33	3	3	3	1	11	0
21	Groups or pairs students strategically based on language proficiency and/or skill levels.	1.76	7	3	0	0	11	0
22	Uses a variety of techniques to make content concepts clear (modeling, visuals, manipulatives, realia, hands-on activities, demonstrations, simulations, gestures, etc.).	3.33	14	2	3	2	0	0
23	Provides supports for ELLs to participate orally and/or in writing using explicit, form-focused instruction (sentence frames, sentence starters, word banks, collaborative writing, the writing process, partner work).	2.05	5	2	5	3	4	2
24	Provides wait time for student responses.	2.95	7	4	8	0	0	2
25	Offers familiar routines and clearly explained instructions so students can	3.43	12	6	3	0	0	0

	Item	Avg. Rating	# Classrooms					
			4	3	2	1	0	N/A
	comfortably complete activities.							
26	Supports students while at the same time challenging them.	3.38	9	11	1	0	0	0
27	Majority of students are actively participating (approximately 90% to 100% of the time observed).	3.81	17	4	0	0	0	0

Secondary

In secondary ESL classrooms, observations revealed slightly different patterns, as displayed in Table 25 below. Ratings were generally higher in secondary ESL classrooms, with an overall average item rating of 2.89, compared with an overall average rating of 2.43 in elementary ESL classrooms.

In contrast to the elementary observations, some of the most highly rated items related to incorporation of students' cultural and linguistic backgrounds and identities in instruction, including teachers' acknowledgment of students' languages and cultures and treatment of these as resources in the classroom (item 1; average rating of 3.83), provision of culturally responsive instruction (item 3; average rating of 3.67), affirmation of student identities (item 4; average rating of 3.6), and opportunities to clarify concepts in their first language (item 20; average rating of 3.73).

Low-rated items, similarly to the elementary classrooms, included items relating to instruction of language, including teaching language features and structures embedded in meaningful content (item 15; average rating of 1.18); taking time to systemically develop oral language (item 14; average rating of 1.38); providing wait time for student responses (item 24; average rating of 1.5), which is important for promoting ELLs' participation in class discussions and, therefore, oral language development; communicating content and language objectives (item 12; average rating of 1.91); and teaching vocabulary (item 16; average rating of 1.91).

As with elementary ratings, there were a number of items with mid-range ratings, indicating some success in the district with implementation of sheltered instructional strategies, but a need for further professional learning to encourage more consistent implementation of instruction that provides appropriate supports for ELLs. For example, observation notes described some examples of teachers' thoughtful provision of opportunities for students to apply what they were learning to real-life scenarios (item 11; average rating of 2.3), and the ratings showed that this was indeed done to a great extent in five classrooms, while in four classrooms this wasn't observed at all. Similarly, content and language objectives were implemented to a great extent in five classrooms, and not at all in five other classrooms, resulting in a mid-range rating. Observation notes described the use of language objectives in those five classrooms that effectively communicated specific expectations for students' language learning, in meaningful connection to content learning. These data reveal that some teachers were successfully implementing a number of key strategies for supporting both language and content learning for ELLs, but there was a need for greater implementation across *all* classrooms.

Table 25: Secondary ESL Observation Results

	Item	Avg. Rating	# Classrooms					
			4	3	2	1	0	N/A
1	Acknowledges students' languages and cultures and treats these as resources in the classroom.	3.83	5	1	0	0	0	6
2	Explicitly links concepts or topics to students' experiences and links past learning with new concepts.	3.13	5	1	1	0	1	4
3	Provides culturally responsive instruction by taking students' cultural backgrounds and experiences into account to make instruction more appropriate and effective for them.	3.67	4	2	0	0	0	6
4	Affirms individual student identities (languages, literacies, cultures).	3.60	7	2	1	0	0	2
5	Constructs formative assessments to allow pre-production students to show what they know using scaffolds such as use of L1, word banks, and visual aids.	2.00	1	0	0	0	1	9
6	Circulates to check for understanding.	3.50	8	1	0	0	1	1
7	Provides feedback to ELLs on their oral or written work (form-focused, respectful, timely).	3.27	5	4	2	0	0	1
8	Prepares and presents grade-level content in such a way that students of all language proficiency levels can engage with it meaningfully.	3.08	5	5	1	0	1	0
9	Promotes higher-order thinking (e.g., through higher-order questions, opportunities to apply learning strategies, or peer teaching).	3.45	8	1	1	1	0	0
10	Promotes engagement in reading as well as in the other language domains by choosing texts and topics that are interesting and relevant to students, making connections to students' lives.	3.25	5	2	0	0	1	4
11	Provides opportunities for students to apply what they are learning to real-life scenarios.	2.30	5	1	0	0	4	2
12	Communicates content and language objectives to the students, either verbally or in writing, with instruction reflecting these objectives.	1.91	5	0	0	1	5	1
13	Integrates the four domains of language (listening, speaking, reading, and writing) with content instruction.	3.25	7	2	2	1	0	0
14	Takes time to systematically develop oral language.	1.38	2	2	2	0	7	0
15	Teaches language features and structures embedded in meaningful content.	1.18	2	1	1	0	7	2
16	Explicitly highlights/introduces/reviews key vocabulary, including basic, general academic, and content-specific vocabulary as needed.	1.91	1	5	1	0	4	3
17	Provides opportunities for students to apply content knowledge (guided practice, cooperative or paired activities, discussion, games, etc.).	3.58	10	1	0	0	1	0
18	Provides hands-on materials/manipulatives for students to practice using new content knowledge.	3.00	6	1	0	0	2	3
19	Gives students opportunities to interact with others to develop language and content concepts.	3.42	9	1	1	0	1	0
20	Provides opportunities for students to clarify key concepts in the L1 (e.g., with teacher, paraprofessional, peer(s) or L1 text).	3.73	9	1	1	0	0	1
21	Groups or pairs students strategically based on language proficiency and/or skill levels.	2.33	1	1	0	0	1	8
22	Uses a variety of techniques to make content concepts clear (modeling, visuals, manipulatives, realia, hands-on activities, demonstrations, simulations, gestures, etc.).	3.18	5	5	0	0	1	0
23	Provides supports for ELLs to participate orally and/or in writing using explicit, form-focused instruction (sentence frames, sentence starters, word banks, collaborative writing, the writing process, partner work).	2.92	5	4	1	1	1	1
24	Provides wait time for student responses.	1.50	0	2	1	1	2	6
25	Offers familiar routines and clearly explained instructions so students can	3.33	7	3	1	1	0	0

	Item	Avg. Rating	# Classrooms					
			4	3	2	1	0	N/A
	comfortably complete activities.							
26	Supports students while at the same time challenging them.	3.17	6	4	0	2	0	0
27	Majority of students are actively participating (approximately 90% to 100% of the time observed).	3.08	5	4	2	1	0	0

Sufficiency of Staffing Model

MMSD also asked CAL to investigate the sufficiency of its staffing models. This section addresses that issue.

Teacher Allocations

There was a high level of interest on the part of educators as to the staffing allocations; in particular, the staffing ratio of ESL/BRTs to students was a key theme of the focus groups, as well as responses to the final, open-ended survey question. One survey respondent reported that ESL teachers and BRTs are spread thin (mentioned by 33 survey respondents), and there was considerable concern about the increased allocation from 1:35 to 1:45 in the next school year, which would only exacerbate what is perceived as a pervasive problem negatively impacting the district's education of ELLs. Relatedly, 27 survey respondents and participants in 11 focus groups cited a need for additional teachers or staff to be hired, particularly for positions in which ELLs receive direct language and other educational support. In essence, an increasing population of ELLs over the previous ten years (OMGE, 6-11-19) has met with a decreasing teacher to student ratio.

Focus group participants also mentioned the wide range of languages spoken by the students with whom they work, and the common experience of receiving newcomer students who speak very little (if any) English and who sometimes are in the area temporarily (e.g., a parent attends a nearby university) and therefore only at the school for a year. Serving students of these profiles requires time and attention, which is difficult when allocation ratios are so high.

Teacher Qualifications and Certification

Educators in three focus groups noted that some teachers lack full certification to meet their job description. A survey respondent noted lack of support from the district in retaining high-quality staff, adding that some new BRTs lack teaching experience and licensure. One educator noted in the final, open-ended survey question, though, that recent changes in the district have been related to compliance, saying:

> The IPS [individual plans of service] forms force us to schedule students with more staff who are licensed ESL teachers. It also forces administrators to hire more dual licensed staff. These are moves in the right direction.

Observations of teacher practice (see above) bore out the need for general education teachers to become dually-certified so that they are able to provide support to ELL students in their classrooms.

Students in ESL Programs: Quantitative Results

Demographic and assessment data for students in ESL programs were reviewed and analyzed to provide snapshots of the demographic profile of students in these programs and to understand assessment outcomes. Students' academic outcomes and language proficiency outcomes were considered. Students' performance at the "proficient or advanced" level on assessments of academic achievement was computed, and the performance of total ELL students was compared to the performance of never ELL students. The group of total ELL students was also broken down into current and former ELL students. For these analyses, only former ELL students who had been in ESL programs were included. We also considered students' language proficiency outcomes—primarily in terms of numbers of years spent in ESL programs prior to reclassification.

Students in ESL Programs: Demographic Information

The number of students in ESL programs increased somewhat across the 3 years of this report, as shown in Table 26.

Table 26: Students in ESL Programs, by Grade, 2015–18

Grade	2015–2016	2016–2017	2017–2018
PreK+K4	477	363	341
KG	429	378	366
1	422	414	348
2	427	429	398
3	357	375	409
4	340	317	341
5	294	296	304
6	276	267	301
7	278	272	269
8	234	292	274
9	240	262	306
10	220	237	267
11	182	209	251
12	190	207	267
Total	4,366	4,318	4,442

One notable trend is that the number of students in the early grades decreased somewhat, whereas the number of students in middle and high school increased, as shown in Table 27. The responsibility for the decrease at the elementary level was due wholly to Pre-K enrollment.

Table 27: Students in ESL Programs, by Schooling Level, 2015–18

	2015–2016	2016–2017	2017–2018
Elementary	2,746	2,572	2,507
Middle	788	831	844
High	832	915	1,091
Total	4,366	4,318	4,442

Students by Race/Ethnicity, Gender, Income Status, and Special Education Status

Table 28 shows numbers and proportions of students by select demographic categories. In general, there was a greater proportion of Hispanic or Latino students and of Asian students in ESL programs than in the general population of students. Students in ESL programs were slightly more likely to be male than students in general.

Between 50% and 51% of students in MMSD were classified as "low income" across the 3 years of this report, but for students in ESL programs, this percentage was 74% to 76%. Special education services were received by 15% to 16% of ESL students, in line with the overall rate of special education services in the district.

Table 28: Students in ESL Programs by Demographic Characteristics, 2015–18

Characteristic	2015–2016		2016–2017		2017–2018	
Race/ethnicity						
American Indian/Alaska Native	11	0%	§	0%	11	0%
Asian	1,248	29%	1,274	30%	1,306	29%
Black or African American	360	8%	369	9%	404	9%
Hispanic/Latino	2,313	53%	2,245	52%	2,273	51%
Multiracial	102	2%	90	2%	94	2%
Native Hawaiian/Pacific Islander	0	0%	§	0%	§	0%
White	332	8%	329	8%	353	8%
Total	4,366	100%	4,318	100%	4,442	100%
Gender						
Female	2,035	47%	2,015	47%	2,050	46%
Male	2,331	53%	2,303	53%	2,392	54%
Total	4,366	100%	4,318	100%	4,442	100%
Income status						
Low income	3,316	76%	3,193	74%	3,309	74%
Not low income	1,050	24%	1,125	26%	1,133	26%
Total	4,366	100%	4,318	100%	4,442	100%
Special education						
Special education	651	15%	668	15%	717	16%
None	3,715	85%	3,650	85%	3,725	84%
Total	4,366	100%	4,318	100%	4,442	100%

§- N≤10; data suppressed.

Students in ESL Programs: Academic Achievement

The performance of ELL students in ESL programs on measures of academic performance (Wisconsin Forward and Measures of Academic Progress [MAP] assessments for grades 3–8, ACT Aspire for grades 9–10, and ACT for grades 11–12) was compared to the performance of never ELL students in the general population in Table 29 through Table 31 and Figure 11 through Figure 16. For ELL students in ESL programs, the proportion of students classified as either "proficient or advanced" or "college-ready" was less than 10% or in the low teens. Between 40% and 60% of never ELL students met these standards. The portion of the total ELL subgroup that meets these standards was typically one-quarter to one-third. Former ELL students tended to outperform their never ELL peers in lower grades, but in high school former ELLs were either level with or outperformed by never ELL students.

Table 29: Proportions of ELL Students Who Currently or Formerly Participated in ESL Programs and All Never ELL Students Classified as Either "Proficient or Advanced" or "College-Ready" by ELL Status, 2017–18

	ELA/Reading				Math			
Assessment	ELL	Former ELL	Total ELL	Never ELL	ELL	Former ELL	Total ELL	Never ELL
Wisconsin Forward (3-8)	10%	62%	26%	44%	16%	64%	30%	45%
MAP (3-8)	14%	67%	30%	50%	25%	71%	39%	54%
Aspire (9-10)	4%	55%	22%	57%	6%	50%	22%	49%
ACT (11-12)	7%	41%	26%	58%	6%	41%	26%	54%

Table 30: Proportions of ELL Students Who Currently or Formerly Participated in ESL Programs and All Never ELL Students Classified as Either "Proficient or Advanced" or "College-Ready" by ELL Status, 2016–17

	ELA/Reading				Math			
Assessment	ELL	Former ELL	Total ELL	Never ELL	ELL	Former ELL	Total ELL	Never ELL
Wisconsin Forward (3-8)	8%	60%	26%	43%	11%	58%	27%	42%
MAP (3-8)	10%	63%	28%	49%	20%	71%	37%	53%
Aspire (9-10)	9%	61%	34%	63%	4%	40%	21%	46%
ACT (11-12)	4%	46%	28%	54%	3%	49%	30%	53%

Table 31: Proportions of ELL Students Who Currently or Formerly Participated in ESL Programs and All Never ELL Students Classified as Either "Proficient or Advanced" or "College-Ready" by ELL Status, 2015–16

	ELA/Reading				Math			
Assessment	ELL	Former ELL	Total ELL	Never ELL	ELL	Former ELL	Total ELL	Never ELL
Wisconsin Forward (3-8)	6%	59%	24%	42%	9%	61%	26%	42%
MAP (3-8)	7%	64%	26%	49%	15%	71%	34%	52%
Aspire (9-10)	5%	60%	34%	62%	3%	38%	21%	49%
ACT (11-12)	2%	35%	20%	51%	5%	37%	25%	52%

Grades 3–8: Wisconsin Forward and MAP

The figures below present proportions of students at proficient or advanced for the total number of ELL students who are now or have been in ESL programs, as well as for current ELLs, former ELLs, and never ELL students. These data are provided below for the 2017–18 school year. Results for 2016–17 and 2015–16 can be found in the appendix.

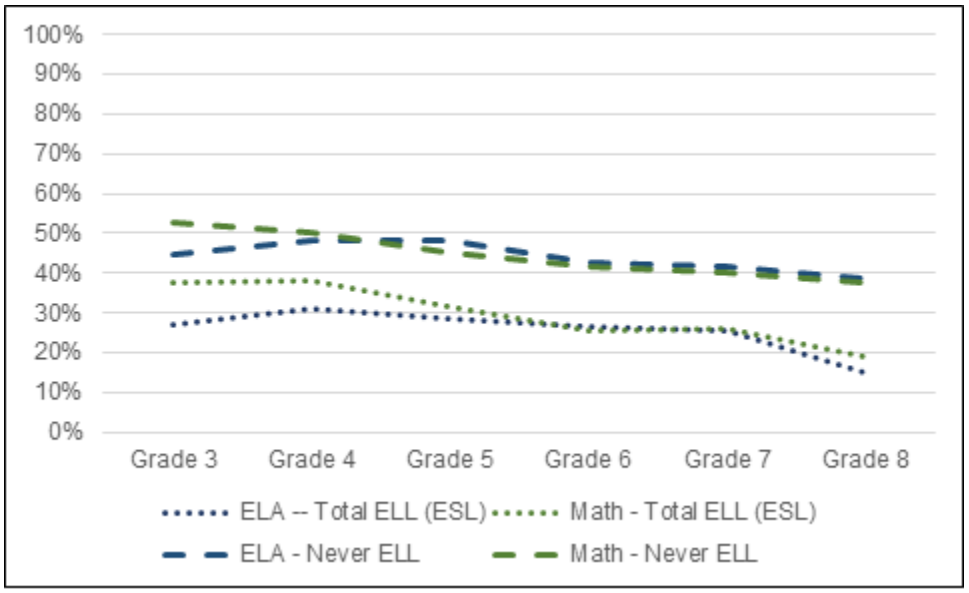

Figure 11: 2017–18 Wisconsin Forward ELA and Math: Total ELL who have ever been in ESL programs and never ELL students at proficient or advanced.

Note: Distribution of scale scores is significantly different ($p < 0.05$) between total ELL and never ELL students.

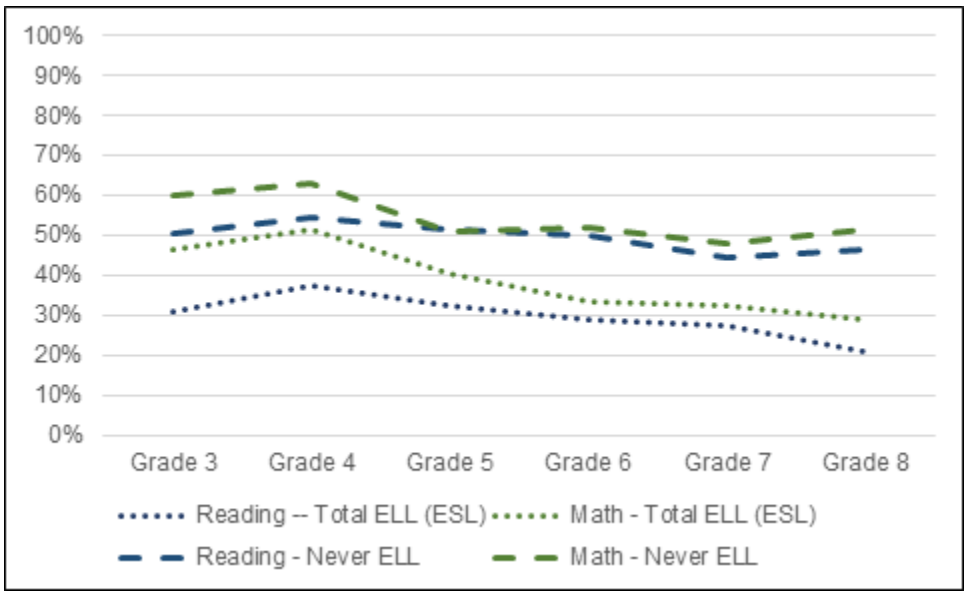

Figure 12: 2017–18 MAP Reading and Math: Total ELL who have ever been in ESL programs and never ELL students at proficient or advanced.

Note: Distribution of scale scores is significantly different ($p < 0.05$) between total ELL and never ELL students.

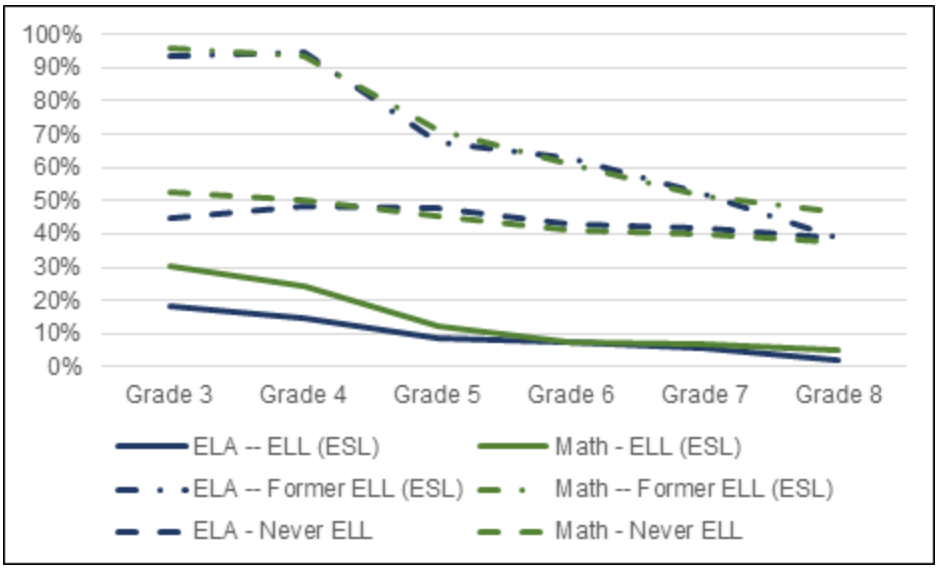

Figure 13: 2017–18 Wisconsin Forward ELA and Math: ELL and former ELL students who have ever been in ESL programs, and never ELL students at proficient or advanced.
Note: Distribution of scale scores is significantly different ($p < 0.05$) between ELL students and other students, and between former ELL and never ELL students.

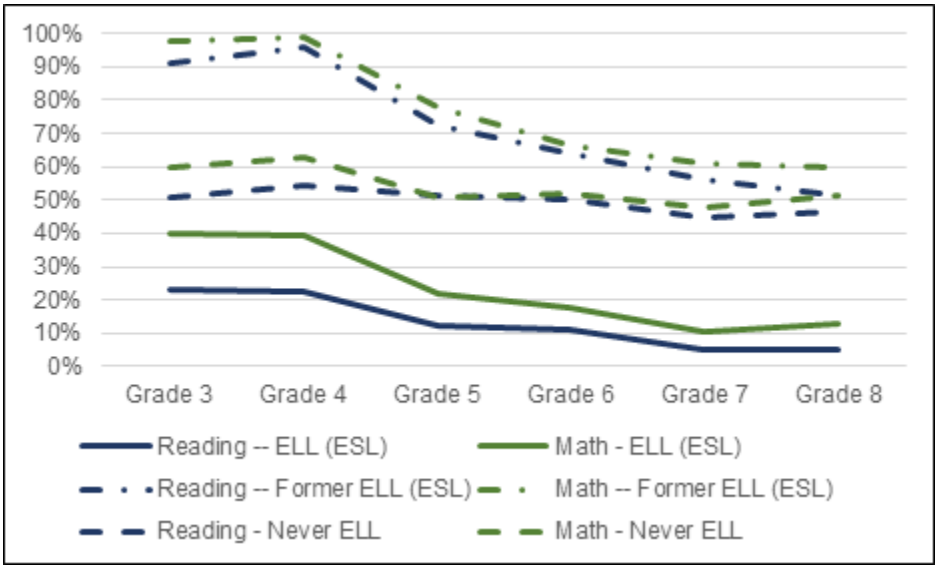

Figure 14: 2017–18 MAP Reading and Math: ELL and former ELL students who have ever been in ESL programs, and never ELL students at proficient or advanced
Note: Distribution of scale scores is significantly different ($p < 0.05$) between ELL students and other students, and between former ELL and never ELL students.

High School: ACT Aspire and ACT

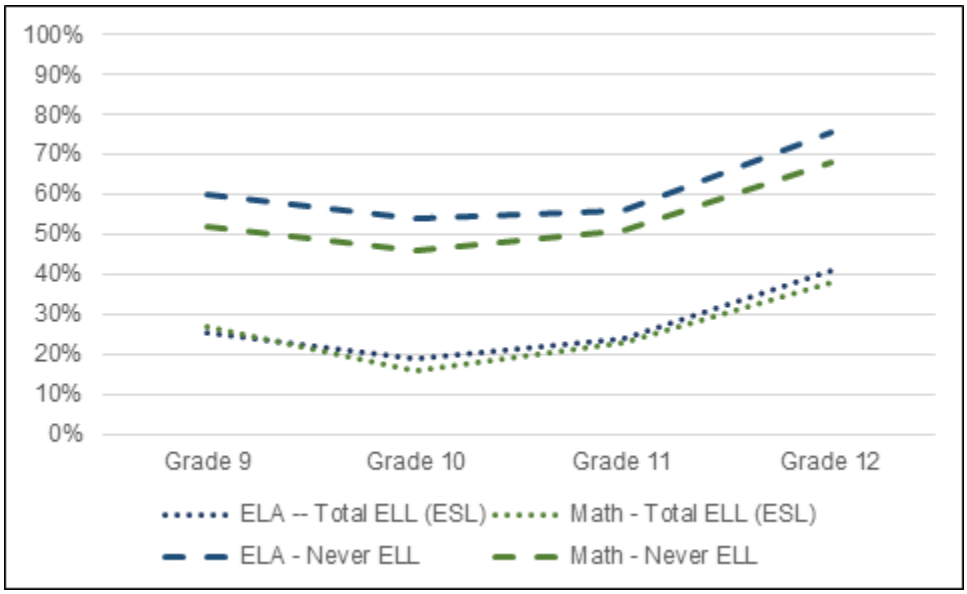

Figure 15: 2017–18 ACT Aspire and ACT ELA and Math: Total ELL who have ever been in ESL programs and never ELL students meeting "college-ready" benchmark.
Note: Distribution of scale scores is significantly different ($p < 0.05$) between total ELL and never ELL students.

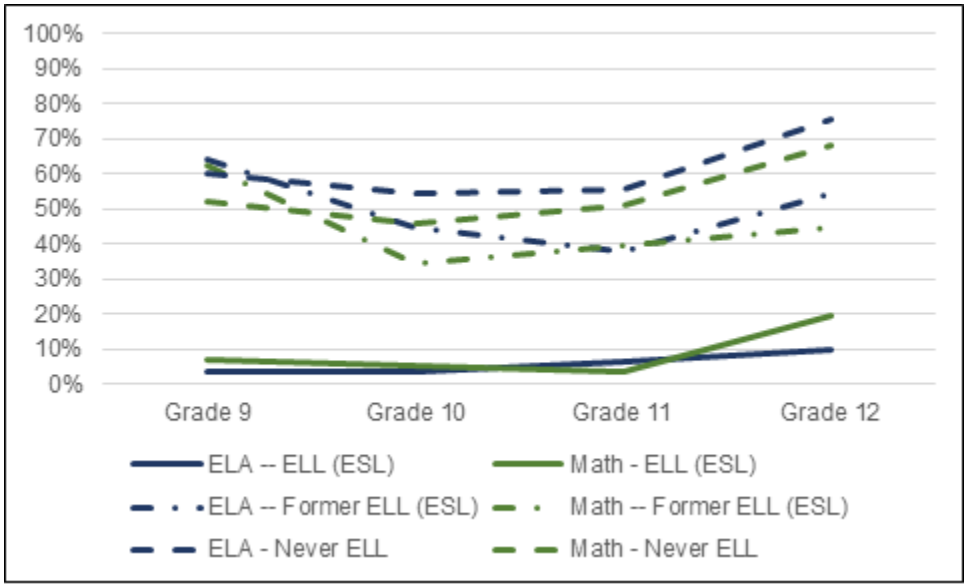

Figure 16: 2017–18 ACT Aspire and ACT ELA and Math: ELL and former ELL students who have ever been in ESL programs, and never ELL students meeting "college-ready" benchmark.
Note: Distribution of scale scores is significantly different ($p < 0.05$) between ELL students and other students for both subjects and all grades, and between former ELL and never ELL students for math and ELA in 9th, 11th, and 12th grade.

Students in ESL Programs: English Language Proficiency

Students in ESL programs took, on average, slightly less than 5 years to gain sufficient English language proficiency to no longer be classified as ELLs (4.7 years in 2017–18; 4.9 years in 2016–17; and 4.9 years in 2015–16). Table 32 provides information on average time to proficiency for ELL students in ESL programs, by grade, for 2017–18.

Table 32: Former ELLs Who Participated in ESL Programs by Average Number of Years in ELL Services, by Grade, 2017–18

	N Count	Mean	Std. Dev.	Min	Max
KG	-	-	-	-	-
1	§	1.00	0.00	1	1
2	11	1.36	0.51	1	2
3	36	1.42	0.55	1	3
4	66	2.41	0.86	1	5
5	123	3.02	0.91	1	5
6	123	3.89	1.01	1	6
7	168	4.18	1.36	1	7
8	124	4.09	1.73	1	8
9	138	4.51	1.87	1	9
10	124	5.38	1.91	1	10
11	221	6.52	2.81	1	11
12	231	6.41	3.27	1	12

§ N≤10; data suppressed.

Summary of Qualitative Findings

Successes

- Online survey comments by a number of respondents spoke to the tailoring of programs for individual ELL student needs rather than vice versa.
- A review of extant documentation revealed that OMGE has developed an array of curricular guidance documents to assist general education teachers in both bilingual and ESL programs, and the ESL/BRT resource teachers who support them, to provide standards-based instruction for ELLs that integrates the development of academic language with content instruction.
- A number of respondents reported having the instructional materials they needed to teach their ELLs, and newcomer students in focus groups reported did not find the materials lacking.
- The Black Excellence Initiative highlighted disparities in services and performance in MMSD between groups of students by race, in which exceptionally large achievement gaps exist and for which remedies are needed.
- An initiative of the MMSD Master Plan is a focus on CRT. CRT practices were a strength of a number of classes observed at the secondary level.
- Many teachers understood and appreciated the need to co-plan.
- Successful classroom instructional practices were being implemented at the elementary level, including

    - Students comfortably completing activities because routines appear familiar and instructions are clearly explained
    - Teachers circulating to check for understanding
    - Teachers both supporting and challenging students
    - Teachers using a variety of techniques to make content concepts clear.
- Successful classroom instructional practices were being implemented at the secondary level, including
    - Teachers' acknowledgment of students' languages and cultures and treatment of these as resources in the classroom
    - Provision of culturally responsive instruction
    - Affirmation of student identities
    - Opportunities to clarify concepts in the first language
- OMGE staff were highly knowledgeable and capable and were undeniably dedicated to the students they are charged with serving.

Areas in Need of Improvement

- Despite the abundance of resources made available by OMGE, online responses seemed to infer that ESL teachers and BRTs had a great deal of free reign over what they did in their classrooms without a great deal of guidance and oversight and that they needed greater curricular guidance to teach their ELL students more effectively.
- High-performing teachers were observed to have created the greater part of their instructional materials themselves. This was a huge undertaking for them.
- Although the Black Excellence Initiative held the promise of a focus on providing equitable resources and attention to the historically underserved Black community, some educators expressed the need to focus on the historically underserved Latino community as well.
- As an MMSD Master Plan initiative, CRT is being given the attention it deserves. Evaluation results, however, revealed inconsistencies in attention to CRT. On one hand, focus group educators of ELLs saw CRT practices on the rise, but only in certain classrooms, while students said they did not see their countries/cultures represented in instruction. Classroom observations revealed very little attention to CRT at the elementary level, whereas CRT was revealed as a strength in many of the secondary classes observed.
- Two subgroups of ELLs emerged as needing additional supports: long-term ELLs and newcomer SLIFE students.
- Some newcomer SLIFE students were currently in Algebra I but were not learning because they needed the prerequisite foundational math skills.
- Counseling departments at the high school level were stretched thin in trying to meet the bio-social-emotional and academic needs of ELLs.
- Teachers often did not have adequate and dedicated time for co-planning.
- Several methods of classroom practice were most in need of improvement at the elementary level:
    - Acknowledging students' languages and cultures and treating these as resources in the classroom
    - Providing culturally responsive instruction
    - Affirming individual student identities

    - Using language objectives
    - Taking time to systematically develop oral language
    - Teaching language features and structures embedded in meaningful content
    - Providing opportunities for students to clarify in their first language
- Several methods of classroom practice were most in need of improvement at the secondary level:
    - Teaching language features and structures embedded in meaningful content
    - Taking time to systematically develop oral language
    - Providing wait time for student responses
    - Communicating content and language objectives
    - Teaching vocabulary
- There was insufficient teaching staff (ESL teachers and BRTs) currently, under the 1:35 ratio, to effectively meet the needs of ELLs. It is inconceivable that the staffing ratio may drop to 1:45 next school year.
- OMGE did not appear to have the full support of other offices in the central administration of MMSD.

Recommendations for Improvement

- Give teachers more curricular guidance as to expectations and requirements for ELLs. There is a need for teachers to understand how to align ELD standards with content standards so that they know what they need to teach not only content-wise but English language-wise. In addition to more professional development that accompanies the distribution of district curricular guidance documents, the development of sample lessons or units of study that serve as exemplars for teachers in how to integrate language with content study would be advisable. Having ESL teachers and BRTs work with content teachers to develop these materials could be especially productive.
- Give opportunities to teachers who are currently producing almost all of their instructional materials to purchase materials (aligned with content and ELD standards) that will meet their students' needs. No one textbook or series would ever suffice to meet the needs of any one group of students, but texts can serve as the foundation for instruction, complemented with other resources as needed.
- Carefully weigh the messages that the Black Excellence Initiative is sending to often marginalized racial/ethnic groups in the Madison community and ensure that all traditionally underserved communities are given the voice and attention they deserve.
- Continue to emphasize and provide professional development supports for CRT practices. Be sure that these practices address CRT from a multiracial/multiethnic perspective.
- Target programmatic improvements for long-term ELLs and newcomer SLIFE students at the secondary level. Ensure that distinct programs for these students are tailored to their needs. Each group of students will need *different* programming. Continue to develop and replicate the model already in use to a limited degree in secondary schools in which long-term ELLs attend content classes with equal numbers of non-ELLs with a culturally competent and trained teacher at the helm. In some content classes, a general education and ESL teacher or BRT co-teach successfully with the same class make-up, but this model requires adequate human resources. The progression of DLI programs to high

school will provide an opportunity for Spanish-speaking non-SLIFE newcomers to partake of content classes in Spanish while taking ELD classes in English.
- Provide a foundational math class for SLIFE students in Algebra I that will enable them to do more advanced math.
- Continue to encourage the use of the first language to validate students' identities and to promote learning in the second language.
- Develop 5- to 6-year pathways in high school so that newcomer SLIFE students can graduate with concrete skills and knowledge.
- Provide greater human and other resources to counseling programs for ELLs in high school, hire counselors who speak the languages of the communities, and increase access to community resources to support the bio-social-emotional well-being of the students and their families.
- Develop school schedules that provide time for teachers to co-plan while ensuring that there is adequate staff to meaningfully serve all ELLs and plan collaboratively.
- Provide professional development to target instructional practices needed by elementary and secondary teachers as identified in the evaluation, especially as practices pertain to the development of *academic language*. This will benefit *all* students.
- Reconsider dropping the staffing ratio of ELL teachers from 1:35 to 1:45. This will *not* lead to better student incomes. In fact, more specialized staff members are needed, rather than less.
- Require that classroom teachers of ELLs become dually-certified, so they are able to provide support to ELLs needed in general classroom instruction.
- Hire bilingual human resources staff for recruitment and processing purposes. At the time of the site visit, OMGE was covering these human resources responsibilities. Given the importance of hiring staff with the will, knowledge, skills, and bilingual and cultural proficiency to serve the students, this is a critical need.
- Evaluate the extent to which all offices in the central administration support ELLs; this should not be the job of OMGE only.

Summary of Quantitative Results

Academic Achievement

- There was a clear achievement gap between ELL students in ESL programs and never ELL students. The proportion of ELL students in ESL programs who were either "proficient or advanced" or "college-ready" was less than 10% or in the low teens, while the proportion of never ELL students at these standards was typically 40% to 60%, depending on the assessment.
- Of the total ELL population of students who were currently or formerly in ESL programs, around one-quarter to one-third were either "proficient or advanced" or "college-ready" on academic assessments.
- Former ELL students who were in ESL programs outperformed never ELL students in elementary and middle school but were either level with or outperformed by never ELL students in high school.

English Language Proficiency

- Students in ESL programs, on average, took around 5 years to reach sufficient English language proficiency to be reclassified as former ELL students.

IX. English Language Learners: Bilingual Education Services

Overview

CAL also undertook the evaluation of bilingual programs and instructional practices from the following perspectives:

- Equitable access to bilingual programs
- Bilingual program implementation support
- Bilingual program instructional support
- Academic achievement, language proficiency, and biliteracy outcomes

Following the same approach taken in the evaluation of the ESL programs, the evidence for the evaluation of the bilingual programs came from the document review, online survey, focus group responses, and classroom observation data, in conjunction with findings from analysis of the student data obtained from the district.

Bilingual services have been provided by MMSD for over a decade to support native Spanish and native English speakers in maintaining and further developing their first language while acquiring a second language. Recently, a Hmong-English program opened in the district to serve the needs of Hmong-speaking ELLs).

There are currently 16 bilingual programs in MMSD: 10 elementary school programs, four middle school programs, and two high school programs. All bilingual programs are strands, meaning that they coexist with a mainstream (monolingual) program in one location and are part of the same school. The mainstream program is referred to as English language instruction (ELI). The majority of the bilingual programs at MMSD serve a balance of students who speak the partner language at home and those who do not. The district uses the term dual language instruction (DLI) to refer to these programs. Three of the elementary programs serve mainly speakers of the partner language, one of them Hmong speakers and the other two Spanish speakers. The district uses the term developmental bilingual education (DBE) to refer to these programs. All secondary school programs are considered to be DLI, as they serve both groups of students. The term “bilingual” will be used in this report to refer to both DLI and DBE, unless it only pertains to one or the other, in which case the corresponding acronym will be employed.

Bilingual programs in MMSD used to follow a 90/10 model, with the partner language being used for the majority of instruction in the primary grades (70%–90%) and gradually increasing the amount of English until it accounted for 50% of instruction. At the start of the ELL Plan implementation in 2015, the district switched to a 50/50 model in which the two program languages are used for equal amounts of instructional time (including specials and interventions) at all elementary grade levels. In the past three years, MMSD has worked on the development and refinement of biliteracy scopes for the Hmong-English program and has focused on the English language components of the biliteracy scopes for Spanish/English programs.

Equitable Access to Bilingual Programs

The popularity and interest in bilingual education in MMSD is evident by the growth that bilingual programs have experienced in the district in recent years. Since the start of the ELL Plan, ten sites have either started a program or added grade levels. Yet, the number of programs currently in existence is not enough to meet the needs of "bilingual-eligible" students as per the district's criteria.

Since existing bilingual sites were not able to accommodate additional students, OMGE identified school sites with a large enough number of bilingual-eligible students where bilingual programs would be made available. Sites were chosen based on criteria set forth by the district that aimed at providing equitable access to bilingual education in the district ("trigger numbers"). This resulted in three sites being recommended to address equity of access to Spanish-English DLI programming and one to address equity of access to Hmong-English DBE programming. In the ELL Plan, it was stated that transportation would be provided for eligible students who needed it. While the number of elementary schools that met trigger numbers exceeded this number, OMGE was to continue to explore the possibility of adding more sites in the future.

Enthusiasm around and support for bilingual education was voiced in focus groups with the various stakeholders, including students and families. Educators and parents in three focus groups said that there is a lot of enthusiasm around bilingual education, one parent noting the positive impacts of bilingualism in her daughter's life and her interactions with others. In four different focus groups (involving school staff, students, and parents), participants cited the benefits of bilingualism and biliteracy, including communicating with a wider range of people and making cross-language connections.

While the provision of transportation to all bilingual-eligible students was included in the ELL Plan, parents and educators mentioned the unavailability of transportation as a barrier to equitable access to bilingual programming. In particular, Hmong families expressed the importance of providing transportation to families who were outside of the bilingual-site attendance zone to the viability of the Hmong DBE program. Likewise, middle school parents voiced the difficulties that some students face in order to continue in the program after elementary school because transportation to the closest DLI middle school is not available to them. CAL obtained documentation from OMGE about the number of students who had received transportation during the three years included in the report. There were 50 students from two elementary schools in 2016–17; 63 students from four elementary schools and 7 students from one middle school in 2017–18; and 79 students from four elementary schools and 14 from one middle school in 2018–19. While these numbers may be an accurate representation of the number of bilingual-eligible students during those three years, we do not have the information needed to assess whether that is the case or not. However, the belief that physical access to bilingual programs could be improved still remains among some stakeholders.

Another potential barrier to participation in bilingual secondary programs mentioned in the focus groups was related to scheduling conflicts with competing programs, such as Advancement Via

Individual Determination (AVID). For example, parents in one focus group noted that their children were unable to participate in programs such as AVID due to scheduling conflicts, and educators in another focus group noted that many students opt out of the program after freshman or sophomore year so that they can participate in other programs (e.g., AVID, STEM, Pathways). Some educators attributed some of these challenges to the fact that bilingual programming is not provided with the same level of support and resources as other programs. As one educator put it: "We've been trying to tell our district that DLI is in itself a *pathway* and how it fits into Pathways."

Bilingual Program Implementation Support

This section will address district support from the perspective of focus group and survey respondents. Main themes that emerged from the data will be discussed in more detail: communication with families; program model change; and teacher collaboration.

The ELL Plan asserts a clear commitment to the growth and development of bilingual programs in MMSD. Across focus group discussions and survey responses, the district was acknowledged as "wanting" to support these programs, but the need for additional support and resources, greater responsiveness, and clearer guidance emerged. Furthermore, many participants felt that the level of support provided across sites varied, which may be, in part, a result of whether the support was requested or not.

In the ELL Plan, MMSD proposed the strengthening of key components of its bilingual programs (e.g., advocacy and communication with the various stakeholders, oversight of model development, planning and coordination) by providing the following resources: ELL Plan and Program Implementation Guide; DLI/DBE Principal Resource Website; Dual-Language Immersion Planner Support (new programs only); Cross-Functional Team Diversifying DLI Applicant Pool Guidance Document (district and school level); and Cross-Functional Team Strand Program Community-Building Recommendations.

A survey question in particular addressed the use of these resources by DLI/DBE educators. Survey respondents reported using them with the following frequency (in descending order): ELL Plan and Program Implementation Guide (67.6%), DLI/DBE Principal Resource Website (29.4%), Dual-Language Immersion Planner Support (35.3%), Cross-Functional Team Strand Program Community-Building Recommendations (11.8%), Cross-Functional Team Diversifying DLI/DBE Applicant Pool Guidance Document (8.8%), DLI/DBE Program Principal Trackers (5.9%), and DLI/DBE Program Integrity Tool (5.9%).

Another survey question, addressed solely to school administrators (principals and assistant principals) serving bilingual programs, assessed the request for and receipt of district guidance to accomplish tasks related to the program. Nine school administrators reported requesting guidance, since January 2016, from district staff to accomplish one or more of eight tasks specifically related to the bilingual program, while four respondents reported receiving guidance on these tasks. Table 33 provides more information on which types of support were requested

and received. (Note that that some respondents reported requesting and/or receiving more than one type of support.)

Table 33: Bilingual Program School Administrators Requesting Guidance from District Staff

Task	Respondents who requested support	Respondents who received support
Close analysis of data related to student achievement, language proficiency, and behavior	5	3
Study of enrollment trends, including mobility patterns	2	1
Identification of staffing needs within and across grade levels	4	2
Analysis of resources and funding sources (local budget, Title I, IDEA)	0	0
Fidelity check around required minutes of core instruction for both English and Spanish, as well as specifics around teaching for transfer	1	0
Review of multitiered system of supports for students who struggle and students who are advanced learners	0	0
Support for integrated scheduling	2	3
Identification of critical professional development needs	1	0

In a follow-up survey question, respondents rated the quality of the guidance they received as largely average (44.4%) or good (33.3%), and, similarly, the usefulness as average (50%) or good (33.3%). They reported using the guidance a lot (25%), a moderate amount (25%), a little (37.5%), or none at all (12.5%). No respondents reported using it a great deal.

Focus group data provided mixed results regarding participants' perceived level of district support. For example, one educator noted that district staff came regularly to their school to support teachers, which they felt had strengthened instruction. Another educator in a different focus group noted how beneficial the sharing of Spanish data had been for them. On the other hand, a number of educators cited the inadequacy of funding for bilingual programming as a challenge. As one participant noted: "In an office of six or seven people, it is hard to service these growing programs." One of the consequences of insufficient financial support for bilingual programs noted by several teachers was the fact that they were not compensated for having larger workloads than their peers in mainstream programs (e.g., bilingual parent-teacher conferences and report cards). Finally, while some educators expressed their desire to receive more support from the district, they acknowledged the existence of a tension between the type of support that the district would like to provide and what it was able to provide.

Communication with Families

Parents in three focus groups said that they felt that there was a lack of support from the district for implementation of bilingual programs, and a couple reported spending a lot of time advocating for their children's programs as a result. Some of the areas they identified as requiring more support included communication from the district about program options, registering their children for the program, support for educators working in the program, and programmatic transitions, including implementation of new or changing program models, working through staff changes, and students' transitions between grade levels and schools. One

parent said that communication was good when their child started the program, but that communication dropped off over time. Several parents also noted the difference between the degree with which secondary and elementary educators communicated with them, expressing their need for more, and more accessible (in other languages, in particular, Spanish) communication, with secondary school educators.

Program Model Change

The shift to a 50/50 model was commented on by survey respondents and focus group participants alike. The ELL Plan stated that MMSD would change its current 90/10 DLI/DBE model to a 50/50 model primarily to address the challenge of recruiting, hiring, and retaining qualified bilingual teachers. In addition, a 50/50 model would enable the district to provide more English monolingual teachers with the opportunity to teach in a bilingual program, provided that they had both ESL and general education certification.

A number of educators who responded to the survey wrote about the change from 90/10 to 50/50 in the final, open-ended question, one praising the 50/50 model, two noting both benefits and challenges, and 10 citing challenges. The respondent who praised the model called the move to 50/50 "extremely important," noting that "while 90/10 is useful for privileging Spanish, and while social English continues to be privileged elsewhere, it is at the cost of academic English language development. ELLs need both academic and social development in BOTH languages." Alternatively, another respondent said that 50/50 privileges English over the partner language, affording too little time for students to learn Spanish or Hmong, and another educator similarly commented, "With so many of our Spanish speakers coming in with a significant level of fluency in English it is very difficult to maintain Spanish during the Spanish part of the day. My concern is that our Spanish speakers won't maintain their Spanish and our speakers of other languages will not gain Spanish." This sentiment was echoed by several parents, in particular those whose children had been in the program before the change occurred and parents of native English-speaking students. Also, several parents indicated that not enough information had been provided around the program model change and its implications.

Relatedly, some survey respondents stated the difficulty in interpreting and communicating changes in students' grades, given the new levels of literacy instruction they were receiving in each language under the 50/50 model. One respondent said that "parents assume kids are doing bad because they are well below the report card benchmarks when in fact they are average for the amount of instruction they are receiving." They suggested that reporting and benchmarks may need to be adjusted and communicated clearly to reflect realistic expectations given the model change. Another respondent similarly noted the need to clearly outline language development expectations in the 50/50 model and communicate these clearly to parents.

Teacher Collaboration

Teacher collaboration, a core component of effective bilingual program implementation, is crucial in a side-by-side 50/50 model like the one implemented in many of the MMSD bilingual programs. According to data gathered via focus groups, there was inconsistency in how co-

planning was accommodated and compensated across bilingual programs. Educators in two focus groups said that they had planning time built into their school day. However, educators from four other focus groups cited lack of planning time as a challenge. Two said that planning time was compensated in some programs but not others, creating inconsistencies and inequities within schools. One educator said that the lack of co-planning time sent negative messages about the value of bilingual programs.

Survey data also indicated that collaboration and co-planning may be implemented with some success, but that there were also challenges in that teachers may feel insufficiently supported to be able to put in the effort that is required. One respondent who cited both benefits and challenges noted the amount of time teachers need in order to collaborate and work together effectively in a 50/50 model, and the need for additional compensation and/or planning time "in order to provide the high quality instruction that students deserve." Another focus group participant added that the co-planning was necessary and helped build connections between languages that greatly benefited students.

Just like in any other educational program, it is extremely important that special education services are coordinated with bilingual instruction regardless of the model. Focus group data revealed both successes and challenges regarding the implementation of special education services for students in dual language programs. One success mentioned was the existence of some bilingual special education teachers who could provide services in the two program languages. This was important as special education students with stronger skills in the partner language would benefit most from receiving those services in that language, as noted by one survey respondent. However, bilingual special education teachers were not always available when the need arose. According to parents in one focus group, a barrier to the staffing of special education positions by the district is that the process does not take into account the school's actual population and its unique linguistic needs. Regarding identification for special education services, four survey respondents, in the final open-ended survey question, wrote about the need for additional professional development for staff on appropriate identification.

Bilingual Program Instructional Support

In addition to information gathered via the survey and focus groups, this section includes results from the classroom observations conducted by CAL staff.

In the survey, educators were asked what kinds of program instructional support they requested and received from OMGE to accomplish tasks. Results are shown in Table 34 in order of descending frequency.

Consistently, for every task in the table, more respondents requested support than received support, indicating a need for consideration of the ways in which requests for support were fulfilled. However, the numbers showed that in many cases, bilingual program staff received the type of support requested with regards to their program area tasks.

Table 34: Instructional Support Requested and Received from OMGE by Task

Task	Respondents who requested support	Respondents who received support
Use of the biliteracy scope and sequence documents and core materials	39 (76.5% of 51 total respondents)	29 (80.6% of 36 total respondents)
The use of formative data to inform instruction	26 (51%)	19 (52.8%)
Ensuring fidelity of minutes within core instruction across content areas in DLI/DBE to support biliteracy	25 (49%)	18 (50%)
Participation in quarterly grade-level planning for DLI/DBE teachers with a focus on language development	21 (41.2%)	18 (50%)
Using language proficiency standards on the new K-5 report card	12 (23.5%)	7 (19.4%)
Establishing new admissions policies and procedures for enrollment in DLI/DBE	11 (21.6%)	8 (22.2%)
High school course development for dual-language continuation	6 (11.8%)	3 (8.3%)
Providing outreach to underrepresented students with the goal of diversifying DLI/DBE programs	5 (9.8%)	4 (11.1%)

*Only respondents who indicated they requested support were asked to respond to the question about receiving support. However, it can't be assumed that the respondents who reported receiving support for any particular item were a subset of those who requested support—i.e., it can't be assumed that 29 of the 39 respondents who requested support on the use of the biliteracy scope and sequence documents and core materials received that support, although that could be the case; it could alternatively be that more of those requesting support didn't receive it, and that, in addition, some staff received support without requesting it.

Fidelity of Implementation

Consistency and fidelity to the model are hallmarks of successful bilingual programs (Howard & Sugarman, 2007). The degree to which the 50/50 program model is implemented with fidelity received mixed reviews from focus group data participants. For example, one participant praised teachers in their school for their fidelity to the 50/50 model and the biliteracy scopes, while another participant said that there was "a lot of work to do" regarding fidelity to the biliteracy scopes. A number of parents, in particular parents of English-speaking students, felt that there was not enough Spanish instruction since the change to the 50/50 model, with one parent claiming that only about 20% of instruction was provided in Spanish at their child's school. Furthermore, they expressed dissatisfaction with the amount of attention devoted to language learning across the disciplines and commented in particular about the need for more dedication to language development in the Spanish language arts class.

Several survey respondents also noted the need for more knowledge for staff on effective practices within the 50/50 model. One stated, "Staff members struggle with knowing what appropriate learning trajectories are for students in different programs and models and when to be concerned about a student's growth." Another posed a few questions: "Which cycle of reading and writing is most effective (every other day, every 2 or 3 days, weekly)? Which cohort language switch from AM to PM/PM to AM is most effective (daily, quarterly, semesterly)?" as well as a few questions regarding the best approach for using Spanish or Hmong vs. English for content area instruction.

Materials and Resources

In order to be able to implement a bilingual program effectively, it is critical to have quality materials and resources in both program languages, which can be a challenge in particular when it comes to the partner language. Focus group discussions revealed mixed results regarding the availability of resources in bilingual programs in MMSD. Educators in a few of the sites expressed satisfaction with the number and quality of the resources they had in the partner language. For example, one educator said that they have "been very fortunate" to have a district teacher leader supporting teachers in materials and curriculum development, including looking at books, leveling them, translating them, and ensuring they were appropriate for Common Core State Standards. However, many other educators expressed the need for more and/or better materials for bilingual programming. Educators in two focus groups indicated a need for more Spanish language materials (not translated), including library books that were "authentic, written originally in Spanish." One of these educators also cited deficiencies with some of the curriculum materials they've been provided, which they said have been created without teacher input. Regarding assessments, one educator said that there were not enough assessment kits for all teachers and therefore they had to share them across grade levels.

Availability of Qualified Staff

Given the high level of qualifications required of bilingual programming staff, recruitment of qualified staff for these programs was a great challenge, as noted by participants in parent and educator focus groups alike. The large number of teachers without adequate credentials to teach in a bilingual program was noted by participants in five different educator focus groups. Educators in two focus groups also noted high teacher turnover as a significant issue for dual language programs, noting teacher burnout from the heavy loads that they carry, as well as the impact of hiring teachers from other countries who were only able to stay for 3 years. Furthermore, participants in 10 different focus groups (two parent and eight educator) noted recruitment of bilingual certified staff as an important focus for the district, citing the shortage of bilingual certified teachers in the district as well as some district efforts to address the issue, such as a grow-your-own program. Finally, educators from secondary programs also expressed the need for a bilingual coordinator who could manage recruitment/staffing; communications and outreach; program enrichment (e.g., field trips); professional development and coaching; articulation between elementary, middle, and high schools; and program advocacy.

Classroom Observations

The classroom observation instrument utilized in bilingual classrooms captures instructional features that align with the instruction strand of the *Guiding Principles for Dual Language Education* (Howard et al., 2018), such as the use of a variety of strategies to ensure student comprehension, the integration of language and content, and groupings that maximize opportunities for students to benefit from peer models. Additionally, the instrument is designed to gather information regarding classroom set-up (room configuration, use of wall space, environmental print, instructional materials, classroom library, etc.), as well as the number of teachers and students present in the room at the time of the observation.

Observations were conducted in 29 dual language classrooms—15 at the elementary level and 14 at the secondary level—using a protocol that included descriptive information, observation notes, and Likert-scale ratings of items based on CAL's *Guiding Principles for Dual Language Education* (3rd ed.). The Likert scale had a range of 0 to 4, with 0 indicating that the practice described was observed "not at all" and 4 indicating it was observed "to a great extent." Observers could also choose "N/A" to indicate the practice was not applicable to the class or lesson being implemented or if the evaluator had not retrieved adequate information to rate the item (items # 1 and # 16).

The results from the elementary classrooms are displayed in Table 35. The average of all observation ratings was 3.05, with 11 out of 15 rated items averaging above a rating of 3, indicating relatively high implementation of most of the rated practices.
The most highly rated practice across elementary bilingual classrooms was the appropriate separation of languages to promote high levels of language acquisition (item 2; average rating of 3.93). Note that while the average rating for instruction in one language building on concepts learned in the other was technically higher, at 4.0, this was based on only one 4.0 rating, while the other 14 classrooms were rated N/A. The next highest rated practices were using sheltered instruction and other pedagogical strategies to facilitate student comprehension and promote language and literacy development (item 6; average rating of 3.2); use of active learning strategies such as thematic instruction, cooperative learning, and learning centers in order to meet the needs of diverse learners (item 10; average rating of 3.17); use of strategies to ensure equitable participation among all students (item 9; average rating of 3.08); and integration of language and content instruction (item 5; average rating of 3.07). Use of technology tools to engage all learners was also highly rated, but there were many instances in which it was not observed (item 15; average rating of 3.14). A number of other practices were rated 3 or slightly below. Observation notes provided some additional information on the kinds of sheltered instruction or other pedagogical strategies used; these included differentiating instruction, giving students opportunities to interact (e.g., Turn and Talk), and using images and realia in addition to language to convey content concepts.

Practices seen in use less consistently across the observed classrooms included student grouping that maximizes opportunities for students to benefit from peer models (item 12; average rating of 2.2); this could be an area where professional development or peer-to-peer learning could support more effective student grouping within DLI classrooms. Another area where observation ratings were split was instruction that leverages students' bilingualism by strategically incorporating cross-linguistic strategies (item 8; average rating of 2.5). While this item was highly rated in a few classrooms, it was rated lower in a few other classrooms and may be another target area for professional learning.

Table 35: Bilingual Elementary Classroom Observation Results

	Item	Avg. Rating	# Classrooms					
			4	3	2	1	0	N/A
1	The program model and corresponding curriculum are implemented with fidelity.	N/A	0	0	0	0	0	15
2	Instruction incorporates appropriate separation of languages to promote high levels of language acquisition.	3.93	14	1	0	0	0	0
3	When delivering instruction, teachers take into consideration the varying needs of students with different language learner profiles (e.g., native speakers, second language learners, new arrivals, students who are already bilingual in English and the partner language).	2.77	4	5	2	1	1	3
4	Teachers who provide support services (e.g., special education, gifted education, ESL) and specials (e.g., art, music) align their instruction with the dual language model.	2.75	0	3	1	0	0	11
5	Teachers integrate language and content instruction.	3.07	6	5	1	2	0	1
6	Teachers use sheltered instruction and other pedagogical strategies to facilitate student comprehension and promote language and literacy development.	3.20	5	8	2	0	0	0
7	Instruction in one language builds on concepts learned in the other.	4.00	1	0	0	0	0	14
8	Instruction leverages students' bilingualism by strategically incorporating cross-linguistic strategies.	2.50	3	0	0	3	0	9
9	Teachers use a variety of strategies to ensure equitable participation among all students.	3.08	4	5	3	0	0	3
10	Teachers use active learning strategies such as thematic instruction, cooperative learning, and learning centers in order to meet the needs of diverse learners.	3.17	6	3	2	1	0	3
11	Teachers create meaningful opportunities for sustained language use.	3.00	3	9	1	1	0	1
12	Student grouping maximizes opportunities for students to benefit from peer models.	2.20	1	3	3	3	0	5
13	Instructional strategies build independence and ownership of the learning process.	3.00	3	9	3	0	0	0
14	Students use technology to display their understanding of content and to further develop their language and literacy skills in both program languages.	3.00	0	2	0	0	0	13
15	Instructional staff use technology tools to engage all learners.	3.14	1	6	0	0	0	8
16	Student assessment (formative, summative) is aligned with state content and language standards, as well as with program goals, and is used for evaluation of instruction and/or planning for subsequent instruction.	N/A	0	0	0	0	0	15
17	Teachers collect a variety of data, using multiple measures (observation, running records, exit tickets, writing samples, student work products, and other formal and informal assessments) that are used for student accountability and to inform and guide instruction.	3.00	0	11	0	0	0	4

The results from the secondary DLI classroom observations are provided in Table 36. On average, the ratings for the secondary classrooms were much lower than those for the elementary DLI classrooms, with an average overall rating of 2.38 at the secondary level, compared with an average overall rating of 3.05 at the elementary level.

As with the elementary classrooms, the highest rated item was instruction that incorporates appropriate separation of languages to promote high levels of language acquisition (item 2;

average rating of 3.46), although with a slightly lower overall rating compared with the elementary classrooms. (Similarly, as well, the average rating for instruction in one language building on concepts learned in the other was technically higher, at 4.0; however, this was, again, based on only one 4.0 rating, while the other 13 classrooms were rated N/A.) Other items rated at an average of 3 or above were use of technology tools to engage all learners (item 15; average rating of 3.14); instructional strategies that build independence and ownership of the learning process (item 13; average rating of 3.0); and students' use of technology to display their understanding of content and to further develop their language and literacy skills in both program languages (item 14; average rating of 3.0).

The lowest rated item was instruction aligned with the dual language model within support services (e.g., special education, gifted education, ESL) and specials (e.g., art, music). While in most classrooms visited the provision of support services was not observed, the two classrooms where ELLs were observed receiving support services were both rated 0. In both instances, instruction was delivered in English by the classroom teacher and the content was translated into Spanish by the support specialist or co-teacher for a small group of students with no evidence of their use of sheltering strategies to make the language accessible to the students. The district may want to examine to what extent dual language is being implemented across the suite of educational services offered at schools and how to encourage greater consistency across contexts (e.g., professional development on DLE for teachers providing support services and on co-teaching). The need for training on co-teaching was noted by a focus group participant who said that she had reached out to the district to raise her concern about the lack of professional development for bilingual resource teachers (BRTs). Furthermore, the lack of (sufficient) time and compensation for co-planning was expressed by teachers and administrators during focus groups in secondary as well as elementary schools.

Other items rated relatively low included instruction leveraging students' bilingualism by strategically incorporating cross-linguistic strategies (item 8; average rating of 1.14) and teachers integrating language and content instruction (item 5; average rating of 1.77). A number of other practices indicated a range of implementation, indicating that additional professional development or peer-to-peer learning might help teachers implement important DL educational practices more consistently and effectively across contexts. In the observation notes as well, few examples were noted with regards to integrating language instruction with content; a couple teachers included some content vocabulary instruction, but few examples were noted of embedded language instruction and integration of the four domains of language (reading, writing, listening, speaking). The need for training on content and language integration and sheltering instructional strategies as well as training specific to DLE (e.g., biliteracy development, transferable skills) was brought up by secondary teachers and administrators alike during focus group meetings.

Table 36: Bilingual Secondary Classroom Observation Results

	Item	Avg. Rating	# Classrooms					
			4	3	2	1	0	N/A
1	The program model and corresponding curriculum are implemented with fidelity.	N/A	0	0	0	0	0	14
2	Instruction incorporates appropriate separation of languages to promote high levels of language acquisition.	3.46	7	5	1	0	0	1
3	When delivering instruction, teachers take into consideration the varying needs of students with different language learner profiles (e.g., native speakers, second language learners, new arrivals, students who are already bilingual in English and the partner language).	2.25	3	3	1	4	1	2
4	Teachers who provide support services (e.g., special education, gifted education, ESL) and specials (e.g., art, music) align their instruction with the dual language model.	0.00	0	0	0	0	2	12
5	Teachers integrate language and content instruction.	1.77	1	3	2	6	1	1
6	Teachers use sheltered instruction and other pedagogical strategies to facilitate student comprehension and promote language and literacy development.	2.46	2	5	3	3	0	1
7	Instruction in one language builds on concepts learned in the other.	4.00	1	0	0	0	0	13
8	Instruction leverages students' bilingualism by strategically incorporating cross-linguistic strategies.	1.14	0	1	0	5	1	7
9	Teachers use a variety of strategies to ensure equitable participation among all students.	2.62	2	5	5	1	0	1
10	Teachers use active learning strategies such as thematic instruction, cooperative learning, and learning centers in order to meet the needs of diverse learners.	2.17	3	2	1	6	0	2
11	Teachers create meaningful opportunities for sustained language use.	2.92	3	6	4	0	0	1
12	Student grouping maximizes opportunities for students to benefit from peer models.	2.20	1	3	3	3	0	5
13	Instructional strategies build independence and ownership of the learning process.	3.00	3	9	3	0	0	0
14	Students use technology to display their understanding of content and to further develop their language and literacy skills in both program languages.	3.00	0	2	0	0	0	13
15	Instructional staff use technology tools to engage all learners.	3.14	1	6	0	0	0	8
16	Student assessment (formative, summative) is aligned with state content and language standards, as well as with program goals, and is used for evaluation of instruction and/or planning for subsequent instruction.	N/A	0	0	0	0	0	15
17	Teachers collect a variety of data, using multiple measures (observation, running records, exit tickets, writing samples, student work products, and other formal and informal assessments) that are used for student accountability and to inform and guide instruction.	3.00	0	11	0	0	0	4

Academic Achievement, Language Proficiency, and Biliteracy Outcomes

This section includes information from focus group and survey respondents on assessments for bilingual students, as well as the results of the statistical analysis conducted on the student data obtained from the district, including demographic and assessment data. Research on dual language education suggests employing multiple measures in both program languages to gauge progress in language and literacy acquisition as well as in mastery of academic content in two

languages (Lindholm-Leary & Molina, 2000). In addition, data management systems that have the capacity to disaggregate student achievement outcomes in multiple ways (e.g., by home language, race and ethnicity, socioeconomic status, years in program, and English learner status) and to follow student progress for the duration of the program are necessary tools for program monitoring and evaluation.

As mentioned elsewhere, three consecutive years of data were obtained from MMSD. Note that these data only involved students in Spanish-English bilingual programs. No students in the dataset were coded as being in Hmong-English bilingual program because the program began just this school year. The assessment data came from the list of assessments included in Table 4. Note that while data were provided on language and literacy outcomes in the partner language, the data obtained did not include all grades. Even for those grades for which data were present, it appears that not all students from those grades were administered those assessments. As a result, the partner language data obtained from OMGE (Spanish only) was rather limited, and this greatly restricted the analyses that CAL researchers were able to conduct on those data.

Data from focus groups and the online survey suggested that assessing student progress in bilingual programs is a process that is being refined across the district. The lack of equity from the perspective of student assessment data was also voiced by educators in focus groups. For example, one educator noted how it is problematic to not have a Spanish language assessment similar to ACCESS that breaks down proficiency into different components. This educator added that American Council on the Teaching of Foreign Languages (ACTFL) Assessment of Performance toward Proficiency in Languages (AAPPL) scores were not taken into account to determine whether students were ready to enter the DLI program in middle school, further stressing the lack of equity between the two program languages in terms of accountability.

With regard to assessing partner language skills, the survey asked respondents which measures were being used. To measure Spanish language development, most survey respondents (77.5%) reported using the K-5 ACTFL Observation Tools (Body of Evidence for Report Card) rather than the AAPPL Assessment (Grades 3, 4, 5, 6, 7, 8) (38.2%). Five people responded to the survey question regarding the K-1 Hmong Language Observation Tools, with three of them indicating that they used these tools to measure Hmong language development.

Assessment of English literacy skills was also viewed with concern by some focus group and survey respondents. One survey respondent noted that “the current reading measurement does not match the current instruction time. For example, [for] students in a 50/50 model, reading scores are based on the same measurement tool as students in a 100% English instruction model.”

Demographic Data

Table 37 displays the distribution of the demographic data for MMSD students in bilingual programs. As shown in this table, the number of children enrolled in bilingual programs increased across the 3 years of this report, from slightly fewer than 2,000 children in 2015–16 to

2,650 in 2017–18. The proportion of ELL, former ELL, total ELL, and never ELLs in these programs, however, remained steady across years.

Table 37: Students in Bilingual Programs, 2015–18

	ELL		Former ELL		Total ELL		Never ELL		Total Students
2017–2018	1,486	56%	148	6%	1,634	62%	1,016	38%	2,650
2016–2017	1,205	56%	131	6%	1,336	62%	830	38%	2,166
2015–2016	1,086	56%	121	6%	1,207	62%	733	38%	1,940

Table 38 further breaks down these numbers by elementary, middle, and high school grades. This table shows a sharp increase in the number of ELLs in middle and high school programs between 2016 and 2017 and a continued trend for ELLs in high school in 2018, with the percentage of ELLs in elementary school programs remaining fairly steady over the 3 years of this report.

Table 38: Students in Bilingual Programs, 2015–18, by Level of Schooling

	ELL		Former ELL		Total ELL		Never ELL		Total Students
2017–2018									
Elementary	1,213	59%	47	2%	1,260	61%	799	39%	2,059
Middle	227	45%	85	17%	312	62%	189	38%	501
High	46	51%	16	18%	62	69%	28	31%	90
2016–2017									
Elementary	1,042	56%	74	4%	1,116	60%	737	40%	1,853
Middle	150	55%	46	17%	196	72%	78	28%	274
High	13	34%	11	29%	24	63%	14	37%	38
2015–2016									
Elementary	993	58%	82	5%	1,075	62%	651	38%	1,726
Middle	88	47%	31	16%	119	63%	70	37%	189
High	§	20%	§	32%	13	52%	12	48%	25

§ N≤10; data suppressed.

Table 39 displays demographic data for MMSD students in bilingual programs by race/ethnicity, gender, income status, and special education status for 2017–18. As the demographic characteristics of MMSD students remained constant during the 3 years for which data were received, tables with demographic data for 2016–17 and 2015–16 can be found in the appendix.

Close to two-thirds of the students enrolled in bilingual programs across all years were Hispanic (63%–64%), and the vast majority of ELLs in these programs were Hispanic as well. Approximately one-quarter of the students in bilingual programs were White, 5% African American, 4% to 5% multiracial, and 1% Asian. White students comprised the majority of never ELLs (66%–67%), with the remainder of students fairly evenly split between Hispanic, multiracial, and African American.

Table 39 also displays gender data. Patterns in gender were reflective of the general population, with a slight likelihood that former ELLs and ever ELLs in bilingual programs would be female. Table 39 also shows sharp discrepancies in income status between total ELLs and never ELLs in bilingual programs. Across the 3 years of this report, the proportion of total ELLs from low-income households hovered around 80%, while only around 20% of never ELLs came from low-income households. Finally, in terms of assignment to special education, students in bilingual programs were slightly less likely than the general population to receive special education services (10%–11% vs. 15%–16% of total students across the 3 years). This was especially true for former ELLs (1%–2%) and never ELLs (6%–7%). This disparity is discussed in the section on diversity in bilingual programs.

Table 39: Students in Bilingual Programs by Demographic Characteristics, 2017–18

	ELL		Former ELL		Total ELL		Never ELL		Total Students	
Race/Ethnicity										
American Indian/Alaska Native	-	0%	-	0%	-	0%	§	0%	-	0%
Asian	§	1%	§	3%	13	1%	13	1%	26	1%
Black or African American	21	1%	§	2%	24	1%	96	9%	120	5%
Hispanic/Latino	1,427	96%	128	86%	1,555	95%	113	11%	1,668	63%
Multiracial	§	1%	§	4%	14	1%	113	11%	127	5%
Native Hawaiian/Pacific Islander	§	0%	-	0%	§	0%	§	0%	§	0%
White	21	1%	§	4%	27	2%	679	67%	706	27%
Total	1,486	100%	148	100%	1,634	100%	1,016	100%	2,650	100%
Gender										
Female	725	49%	83	56%	808	49%	538	53%	1,346	51%
Male	761	51%	65	44%	826	51%	478	47%	1,304	49%
Total	1,486	100%	148	100%	1,634	100%	1,016	100%	2,650	100%
Income status										
Low income	1,269	85%	94	64%	1,363	83%	208	20%	1,571	59%
Not low income	217	15%	54	36%	271	17%	808	80%	1,079	41%
Total	1,486	100%	148	100%	1,634	100%	1,016	100%	2,650	100%
Special education										
Special education	212	14%	§	2%	215	13%	68	7%	283	11%
None	1,274	86%	145	98%	1,419	87%	948	93%	2,367	89%
Total	1,486	100%	148	100%	1,634	100%	1,016	100%	2,650	100%

§ N≤10; data suppressed.

Academic Achievement Data

Results from the descriptive analysis on academic achievement, language proficiency, and biliteracy data for students in bilingual programs are presented below. Note that these tabulations included both DLI and DBE programs. As stated above, CAL obtained academic achievement data in English for ELA/reading and math for students in grades 3 to 8, as well as Aspire and ACT data for a few high school students. Only data from students who were continuously enrolled in bilingual programs since kindergarten were included in summaries of academic achievement and other assessment outcomes, in order "to avoid drawing inaccurate conclusions about program effectiveness" (Robinson-Cimpian, Thompson, & Umanksy, 2016, p. 138). While it would be advantageous to review results on students who exited these programs, data do not

currently exist for all middle and high school students who were previously in a bilingual program in the district.

Assessment data for students in bilingual programs included scale scores and performance levels. The data were first analyzed using performance level information to determine the percentage of MMSD students in bilingual programs meeting grade-level expectations by subgroup. Additionally, mean comparisons using scale scores were run between the different subgroups of students to find out whether or not differences in performance between the subgroups were statistically significant.

Figure 17 and Figure 18 provide overviews of the percentage of grade 3 to 8 students in bilingual programs who are classified as "proficient or advanced" on the Wisconsin Forward and Measures of Academic Progress (MAP) assessments.

Wisconsin Forward and MAP

Consistent with findings for all students and for students in ESL programs, there was a clear achievement gap between current ELLs and never ELLs. Moreover, the percentage of former ELLs that met or exceeded expectations in ELA/reading and math in bilingual programs approximated the percentage of never ELL students in these programs (see Appendix D).

Figure 17 and Figure 18 below display the Wisconsin Forward and MAP data by grade level and subgroup. Mean comparisons of scale scores for the Wisconsin Forward (ELA/reading and math) assessments revealed that the difference in performance between current ELLs and never ELLs on these assessments was statistically significant ($p < 0.05$) in grades 3 to 8. Furthermore, even though the performance of former ELLs in these assessments approximated that of never ELLs, in contrast with the findings for former ELLs in ESL programs, the difference in performance between these two groups in bilingual programs was statistically significant. Note that these results pertain to grades 5 to 7 only, as sample sizes of former ELLs in grades 3, 4, and 8 were too small for statistical analysis ($n < 20$). Furthermore, this may be due to differences in performance between never ELLs in bilingual programs and never ELLs in ESL programs. In fact, the percentage of never ELLs who met grade level expectations in these two assessments is larger in bilingual programs than in ESL programs.

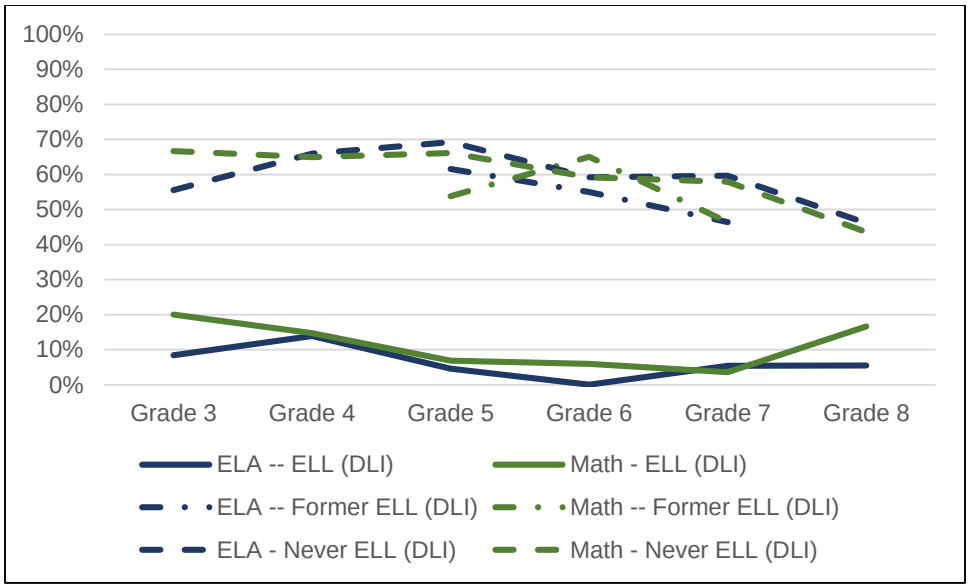

Figure 17: Percentage of students in bilingual programs who met grade-level expectations on Wisconsin Forward (ELA and math) in 2017–18 by subgroup.

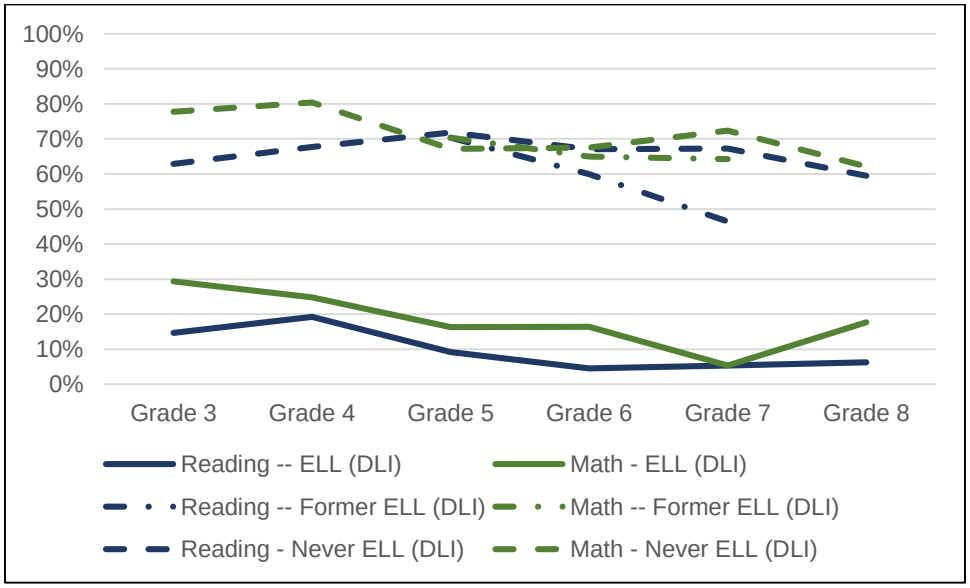

Figure 18: Percentage of students in bilingual programs who met grade-level expectations on MAP in 2017–18 (spring) by subgroup.

High School: ACT Aspire and ACT

Total counts of high school students in bilingual programs who took the ACT Aspire (Grades 9 and 10) and the ACT (Grades 10 and 11) in 2017–18 are very low, with only 33 students in 9th grade, 35 in 10th grade, 12 in 11th grade, and fewer than 10 in 12th grade. Given the small sample sizes, we were unable to conduct statistical analysis on the 2017–18 data. No data on these assessments were obtained for the previous 2 years.

English Language Proficiency

ELL students' performance on English language proficiency is measured using the ACCESS for ELLs on an annual basis, as required by law.

English language proficiency data from students who had continuously participated in bilingual programs since kindergarten in MMSD were examined to determine the average number of years taken to exit out of ELL services. Grade-level data are displayed in Table 40. Students in bilingual programs in MMSD were on the lower end of these numbers, with average times of 4.2 years for 2017–18, 4.3 years for 2016–17, and 4.2 years for 2015–16.

There were no former ELL students in kindergarten through grade 2, or in grade 12. The numbers of former ELLs in bilingual programs in grades 3 to 4 and in grades 8 to 11 were fewer than 10, so the data were suppressed.

Table 40: Average Number of Years in ELL Services for Former ELLs in Bilingual Programs by Grade, 2017–18

	N Count	Mean	Std. Dev.	Min	Max
3	§	§	§	§	§
4	§	§	§	§	§
5	26	3.19	0.85	1	5
6	20	4.25	0.79	2	5
7	28	4.89	1.17	1	7
8	§	§	§	§	§
9	§	§	§	§	§
10	§	§	§	§	§
11	§	§	§	§	§

§- N≤10; data suppressed.

Partner Language Outcomes

As mentioned before, the partner language data were rather limited. MMSD used the AAPPL assessment to measure Spanish language proficiency. The assessment was originally developed to assess Spanish language proficiency skills in students enrolled in World Language programs. This test has four components: Interpretive Listening (IL), Interpretive Reading (IR), Interpersonal Listening and Speaking (speaking component, ILS), and Presentational Writing (PW). Each component is interpreted using the ACTFL performance descriptors for language learners, which place learners as novice (with low, mid, and high sublevels), intermediate (with low, mid, and high sublevels), or advanced. Table 41 provides information on the numbers of students in bilingual programs who participated in the different components of this assessment, by grade level and year. As for other assessments, students were included only if they had been continuously enrolled in bilingual programs since kindergarten.

Table 41: Number of Students in Bilingual Programs Who Took the Spanish AAPPL Assessment by Grade, 2015–18

	2015-16		2016-17		2017-18			
	9	10	7	8	5	6	7	8
IL-Listening	7	10	43	36	-	-	-	61
ILS-Speaking	13	10	35	27	174	-	134	-
IR-Reading	12	8	42	35	-	-	-	61
PW-Writing	7	8	27	29	-	-	-	59

Note: Grade levels where one single student participated are excluded from these counts.

As shown in this table, the number of students who took the AAPPL varied greatly by year in terms of grade level. The data from 2015–16 were very sparse and only for grades 9 to 10. The number of students taking the assessment increased in the two subsequent years, with a focus on middle school. The 2017–18 data included speaking scores for grades 5 and 7 and listening, reading, and writing in grade 8.

Table 42 and Table 43 display the percentage of grade 5 and 7 students, respectively, by proficiency level for the speaking component of the assessment for 2017–18. (Sublevels are collapsed when sample sizes are too small.) Slightly over half of the grade 5 and 7 students were at or exceeded the intermediate mid level, and this was true of ELLs and never ELLs alike.

Table 42: Percentage of Grade 5 Students by Proficiency Level in the Spanish Speaking AAPPL assessment, 2017–18

	All students		Total ELL		Never ELL	
Intermediate high or advanced	27	16%	15	15%	12	17%
Intermediate mid	70	41%	43	43%	27	39%
Intermediate low	46	27%	25	25%	21	30%
Novice	26	15%	16	16%	10	14%

Table 43: Percentage of Grade 7 Students by Proficiency Level in the Spanish Speaking AAPPL assessment, 2017–18

	All students		Total ELL		Never ELL	
Intermediate high or advanced	0	0%	0	0%	0	0%
Intermediate mid	68	53%	40	51%	28	56%
Intermediate low	48	37%	29	37%	19	38%
Novice	13	10%	10	13%	3	6%

Table 44 through Table 46 display the percentage of grade 8 students by proficiency level for the listening, reading, and writing components of the assessment for 2017–18. Over 80% of grade 8 students achieved an intermediate mid level in Spanish listening skill regardless of their ELL status (total ELLs or never ELLs). On the other hand, less than half of the students were at that level in Spanish reading ability, with 38% showing only novice-level performance. When the data were further disaggregated by subgroup, the numbers were very small, and thus it was not possible to draw any meaningful conclusions. However, the fact that there were 13 total ELLs

and 10 never ELLs who performed at a novice level in Spanish reading in eighth grade is noteworthy, and an examination of possible contributing factors is warranted. The grade 8 data for Spanish writing are more encouraging, with over 70% of the students showing intermediate mid level performance, with a larger percentage of total ELLs at this level than never ELLs (79% vs. 69%), and with only 10% of all grade 8 students at the novice level.

Table 44: Percentage of Grade 8 Students by Proficiency Level in the Spanish Listening AAPPL Assessment, 2017–18

	All students		Total ELL		Never ELL	
Intermediate High or Advanced	0	0%	0	0%	0	0%
Intermediate Mid	53	87%	21	84%	32	89%
Intermediate Low	§	10%	§	12%	§	8%
Novice	§	3%	§	4%	§	3%

§- N≤10; data suppressed.

Table 45: Percentage of Grade 8 Students by Proficiency Level in the Spanish Reading AAPPL Assessment, 2017–18

	All students		Total ELL		Never ELL	
Intermediate High or Advanced	0	0%	0	0%	0	0%
Intermediate Mid	29	48%	§	28%	22	61%
Intermediate Low	§	15%	§	20%	§	11%
Novice	23	38%	13	52%	10	28%

§- N≤10; data suppressed.

Table 46: Percentage of Grade 8 Students by Proficiency Level in the Spanish Presentational Writing AAPPL Assessment, 2017–18

	All students		Total ELL		Never ELL	
Intermediate High or Advanced	0	0%	0	0%	0	0%
Intermediate Mid	43	73%	19	79%	24	69%
Intermediate Low	10	17%	3	13%	7	20%
Novice	6	10%	2	8%	4	11%

§- N≤10; data suppressed.

Small sample sizes prevented us from conducting analysis on the 2015–16 and 2016–17 data.

Biliteracy Outcomes

With bilingualism and biliteracy as one of the three pillars of dual language education, the importance of assessing students' biliteracy development cannot be overemphasized. In this section, rather than examining outcomes for ELLs, former ELLs, and total ELLs, we look at students by home language background, in order to more fully understand the main two groups that participate in the DLI programs in MMSD.

MMSD administers two literacy assessments in Spanish and in English that are on the same scale: Phonological Awareness Literacy Screening (PALS) in K–2 and Achieve 3000 in the middle school grades. The PALS assessments measure developing knowledge of literacy fundamentals, and students are identified as meeting or not meeting grade-level benchmarks (Ford & Invernizzi, 2014a, 2014b; Invernizzi, 2014; Invernizzi, Juel, Swank, & Meier, n.d.). The Achieve 3000 test assesses students' reading comprehension of nonfiction text on the Lexile scale in English and Spanish formats. No Spanish literacy data were obtained for the other grades.

K–2 Biliteracy Outcomes

Only data on Spanish literacy outcomes are discussed in this section, as sample sizes for English PALS in the dataset obtained from MMSD were rather small.[1] A total of 56% of kindergarten students, 72% of first-grade students, and 82% of second-grade students met grade-level benchmarks for Spanish literacy in the 2017–18 spring assessments. For each grade level, students from English-language backgrounds were more likely to meet Spanish grade-level benchmarks on the Spanish literacy assessment than were students from Spanish-language backgrounds.

Table 47: Percentage of Students in Bilingual Programs Who Met Grade Level Benchmarks on PALS Español by Grade, 2017-18 (Spring Administration)

Grade	Home Language	Met		Total
K	English	107	66%	162
	Spanish	109	49%	221
	Other	§	50%	§
	Total	221	56%	393
1	English	122	77%	159
	Spanish	132	67%	196
	Other	§	71%	§
	Total	259	72%	362
2	English	94	88%	107
	Spanish	120	77%	156
	Other	§	89%	§
	Total	222	82%	272

§- N≤10; data suppressed.

The number of students assessed in both English and Spanish was insufficient to provide meaningful information regarding K–2 students who were meeting grade-level expectations in both Spanish and English.

[1] For the English PALS, K–2: n = 0, 2015–16 (spring); n = 3 for 2016–17 (spring); n= 58 for 2017–18 (spring).

Middle School Biliteracy Outcomes

Table 48 provides detail on students in grades 6-8 who achieved "proficient" or "advanced" levels in the Spanish Achieve3000, the English Achieve3000, and both. As shown in this table, the number of students meeting grade level benchmarks in English was rather low (20-29% depending on the grade) and extremely low in Spanish (0-5% depending on the grade). Furthermore, there were a number of students who met grade level benchmarks in English but not in Spanish, but the reverse was not true.

Table 48: Percentage of Grade 6-8 Students in Bilingual Programs Who Met Grade Level Biliteracy Benchmarks on Achieve3000, 2017–18

		Grade 6 English				Grade 7 English				Grade 8 English			
		Min/ Basic		Prof/ Adv		Min/ Basic		Prof/ Adv		Min/ Basic		Prof/ Adv	
Spanish	Minimal or Basic	101	69%	43	29%	101	77%	27	20%	41	71%	14	24%
	Proficient or Advanced	§	0%	§	1%	§	0%	§	3%	§	0%	§	5%

Summary of Bilingual Program Outcomes

Demographic Information

- There was a steady increase in the number of students enrolled in bilingual programs across the 3 years of this report, from 1,940 students in 2015–16 to 2,650 students in 2017–18. The increase was most marked at the secondary level.
- Students in bilingual programs—both total ELLs and never ELLs—were more like to be Hispanic than the general MMSD population.
- ELLs in bilingual programs—both ELLs and former ELLs—were more likely to be of "low income" status than their never ELL peers.
- ELLs in bilingual programs were slightly less likely to receive special education services than the general MMSD students; never ELLs were around half as likely; and former ELLs were very unlikely to receive these services.

Academic Achievement

- There was a clear achievement gap between total ELLs and never ELLs in elementary school bilingual programs.
- The average performance of former ELLs in bilingual programs approximated that of never ELLs, but differences between the two groups in both ELA and math were statistically significant. This contrasts with findings from the ESL programs. Note, however, that on average never ELLs in bilingual programs in MMSD scored higher than their peers in the general population, which may explain this disparity.

English Language Proficiency

- Former ELLs who had continuously been in bilingual programs since kindergarten took, on average, between 4 and 5 years to reach English language proficiency.

Partner Language Proficiency

- Results from analysis on the Spanish AAPPL data indicated that most middle school students achieved a proficiency level of intermediate mid or above. However, these findings must be taken with caution, as the data from this assessment were very limited.

Biliteracy

- Due to the limited data on English PALS, it was not possible to evaluate K-2 students' biliteracy skills.
- As demonstrated by performance on the PALS Español assessment, most K–2 students in bilingual programs met Spanish grade-level literacy expectations, with students from English-language backgrounds being slightly more likely than students from Spanish-language backgrounds to do so.
- The percentage of middle school students who performed at grade level on the literacy assessment Achieve3000 was low in English and extremely low in Spanish, with only a handful of students meeting grade-level expectations on both English and Spanish literacy assessments.

Summary of Bilingual Education Findings

Successes

- There was enthusiasm around and commitment to DLI and DBE programs from the various MMSD stakeholders and awareness of the need for greater diversity and integration of the two strands.
- OMGE staff were highly knowledgeable about bilingual education and were undeniably dedicated to the students in DLI and DBE programs in the district.
- OMGE developed an array of outreach resources for current and prospective DLI/DBE parents (e.g., video, ELL Plan materials) and curricular and administrative guidance documents (e.g., ELL Plan and Program Implementation Guide, biliteracy and scope and sequence materials, identification of staffing needs) to assist educators in bilingual programs.
- DLI/DBE teachers understood the importance of co-teaching with their language partners as well as BRT/bilingual resource specialist (BRS) resource and special education teachers who support their students.
- More successful instructional practices at the elementary level included
    - Appropriate separation of languages
    - Use of sheltering strategies to facilitate access to content
    - Use of active learning strategies such as thematic instruction and cooperative learning
    - Integration of content and language instruction
- More successful instructional practices at the secondary level included
    - Appropriate separation of languages
    - Instructional strategies that build independence and ownership of the learning process
    - Collection of a variety of data used for student accountability

Areas in Need of Improvement

- Parents and educators alike expressed the need for more (and more timely) communication, guidance, and support from the district regarding bilingual programming.
- Staff qualifications to teach in a bilingual program seemed to be lacking in many of the schools with a DLI/DBE program (i.e., many teachers seem to not have required licenses).
- Teachers in bilingual programs did not have adequate, dedicated time for co-planning with partner teacher or support specialists.
- Methods of classroom practice in need of improvement at the elementary level included
    - Student grouping that maximizes opportunities for students to benefit from peer models
    - Instruction that leverages students' bilingualism and biliteracy by strategically incorporating cross-linguistic strategies
- Methods of classroom practice in need of improvement at the secondary level included
    - Instruction that leverages students' bilingualism and biliteracy by strategically incorporating cross-linguistic strategies
    - Language and content integration
    - Alignment of support services with dual language instruction
- Based on the quantitative data obtained from MMSD, it appears that the academic performance of students in bilingual programs is primarily measured through English assessment. The partner language student assessment data (Spanish only) obtained from MMSD were rather limited.
- The limited Spanish data obtained from MMSD indicated that while a large percentage of students in K-2 were meeting grade-level benchmarks for literacy (with a larger proportion of native English speakers than Spanish speakers meeting benchmarks), the literacy skills of middle school students in Spanish were extremely low.
- Administrators and educators new to bilingual programming need professional development on the basic tenets of dual language education and the support of more experienced educators in their school and district-wide.

Recommendations for Improvement

- Create a communications plan for dissemination of key information among students, parents, and educators.
- Make it a priority to hire bilingual certified teachers and support staff who can provide services in Spanish and Hmong to students in bilingual programs and Spanish and Hmong-speaking English learners in ELI programs.
- Develop school schedules that provide time for teachers to co-plan while ensuring that there is adequate staff to meaningfully serve the needs of all students in bilingual programs.
- Provide systematic professional development and coaching for administrators and educators new to bilingual programming and processes or guidelines to facilitate and support collaboration efforts among administrators and educators across schools with bilingual programs.

- Provide training on the differences (e.g., programmatic, instructional, language related, literacy expectations, reporting) between the 90/10 and 50/50 dual language education models to educators, administrators, students, and parents.
- Provide professional development to teachers on biliteracy strategies that promote the development of metalinguistic awareness in their students by providing them with opportunities to make cross-linguistic and cross-cultural connections and, as a result, become more successful at levering their whole linguistic repertoire.
- Provide professional development on strategies to enhance peer-to-peer learning and support more effective student grouping in DLI elementary classrooms and professional development on language and content integration strategies for secondary school teachers.
- Continue efforts to capture data on students' history in bilingual programs and extend the data capture to keep information on students' history in bilingual programs in elementary school into middle school and high school records.
- Assess students' language and literacy development in the two program languages in order to examine bilingual and biliteracy trajectories over time.
- Consider greater consistency in the administration of Spanish language assessments to be able to better understand students' Spanish language outcomes in bilingual programs. As with all assessments, additional testing should be a considered cost/benefit decision, taking into account (a) the specific purposes or analyses for which the test results will be used and (b) the additional time and costs associated with testing and its impact on instructional time.

X. Diversity in Bilingual Programs

Overview

As part of the evaluation, CAL also reviewed bilingual programs from a diversity perspective. Two questions were addressed:

- Do all students regardless of their background have equal access to bilingual programs?
- How did schools and the district use outreach strategies to expand recruitment efforts?

CAL investigators attempted to answer these questions using three sources: a review of documentation related to outreach efforts, survey and focus group responses from relevant stakeholders, and examination of disproportionality in representation in bilingual programs by student subgroup.

DLI programs provide an opportunity for some children to maintain and further develop their home languages and cultures and for others to acquire an additional language and learn about cultures other than their own. MMSD would like to see DLI programs available to all demographic groups, in particular to African American and Asian students who have been underrepresented in DLI programs in the never ELL category. In order to address the disparity between the demographics of the community and participation in the DLI programs in the district, MMSD made the following recommendations:

- Provide transportation to all students accepted in these programs.
- Improve outreach strategies through the creation of informational videos and the involvement of established, diverse parent groups in the community.

Recommendations from schools with DLI programs included strategic outreach to families underrepresented in the program by making personal phone calls, engaging local faith-based and community organizations, and heavily embedding culturally and linguistically responsive practices within DLI programming.

OMGE provided CAL with a list of documents as evidence that these activities had been carried out. Some of the documents obtained were direct proof that the activity had been completed (e.g., existence of video as per survey participants' responses), while others were indication that the district had provided school administrators with guidance and recommendations to carry them through (e.g., personal calls, outreach to local faith-based and community organizations, transportation). In the latter case, it is not possible for CAL to determine the degree to which the efforts were carried out and whether there were differences in implementation across the sites.

The other two sources of data, survey and focus group responses and results from the disproportionality analysis, are used to address the two questions that guide this section. The first question regarding equal access to bilingual programs regardless of student background is addressed using the results of the disproportionality analysis, which provides information regarding the representation of different demographic subgroups in bilingual programs in MMSD. The second question regarding outreach strategies is addressed using the information collected via the survey and focus group responses.

Demographic Subgroups and Representation in Bilingual Programs

One way to understand whether there may be some inequities in students' participation in a particular type of program is to examine whether the proportion of students in that program is generally equivalent to their proportion in the general population. The most commonly used method for understanding this kind of disproportionality is the *risk ratio*, a ratio that numerically represents disproportionate assignments to programs of students in specific demographic groups (Skiba, Poloni-Staudinger, Simmons, Feggins-Azziz, & Choong-Geun, 2005; Sullivan, 2011). This method is most often used for understanding students' assignment to special education programs.

In this report, the risk ratio is a comparison of the proportion of students in a given demographic group who participate in bilingual programs to the proportion of students in that group in the general population.

$$\frac{\text{Students in demographic group}}{\text{All students in bilingual programs}} : \frac{\text{Students in demographic group}}{\text{All students}}$$

Figure 19: Risk ratio calculation.

Risk ratios greater than 1 indicate overrepresentation; those less than 1 indicate under-representation. There is a certain amount of variation in the literature in terms of cut-offs for determining when a risk ratio is in fact an indicator of disproportionality, with ranges from 1.2 through 4.0 interpreted as evidence of overrepresentation (Sullivan, 2011, p. 323).

A limitation of this method is that it assumes that all students *should* have an equivalent chance of participating in a particular program. In some cases, this assumption may hold. For example, it is expected that boys and girls should have equivalent chances of participating in bilingual programs; therefore, it could reasonably be expected that the proportion of boys and girls in dual-language programs would resemble their proportions in the general population.

In other situations, disproportionality is expected, and disproportional representation is not of concern. For example, Table 49 shows the proportion of students in bilingual programs in MMSD in 2017–18 and the proportion of all students who have Spanish language backgrounds for all students, ELLs, and non-ELLs. While 17% of all students in MMSD had Spanish language backgrounds, around 60% of students in bilingual programs had Spanish language backgrounds. There was clearly an overrepresentation of students with Spanish language backgrounds in DLI programs (with a risk ratio of 3.60)—but this was by design, as Spanish language background is a legitimate reason for disproportional inclusion in Spanish-English dual-language programs. The same was true of the Hispanic and ELL subgroups.

Table 49: Disproportional Representation in Bilingual Programs: Spanish Language Background, 2017–18

Students	Proportion of DLI Students	Proportion of All Students	Risk Ratio
All students	60%	17%	3.60
ELL students	97%	64%	1.52
Non-ELL students	12%	4%	3.19

Our analyses considered a variety of demographic factors for which, all else being equal, we would not expect to see disproportional representation in bilingual programs (i.e., gender, socioeconomic status, and special education status).

The tables below show patterns for 2017–18. These patterns held across other school years, and tables for 2016–17 and 2015–16 are provided in the appendix. Table 50 provides information on representation by gender. Male students were represented in DLI programs in similar proportions to their representation in the population. The same was true for both ELL and non-ELL subgroups. These results show that there is neither an overrepresentation nor an under-representation of students in bilingual programs by gender.

Table 50: Disproportional Representation in Bilingual Programs: Male Students, 2017–18

Students	Proportion of DLI Students	Proportion of All Students	Risk Ratio
All students	49%	51%	0.96
ELL students	51%	53%	0.96
Non-ELL students	47%	51%	0.92

Table 51 displays proportion by income status. As shown in this table, low-income students were slightly more represented in bilingual programs than they were in the general population; however, both the Hispanic and the ELL subgroup, which are, by design, overrepresented in bilingual programs, were more likely than the general population of students to have low-income backgrounds, so this was an expected disproportionality. ELL students in bilingual programs were also slightly more likely than ELL students in general to be of low-income status, with a risk ratio of 1.10. Of more interest is that non-ELL students from low-income backgrounds were underrepresented in bilingual programs. Of all MMSD non-ELL students, 43% were of low-income status, but only 26% of non-ELL students in bilingual programs were of low-income status.

Table 51: Disproportional Representation in Bilingual Programs: Students from Low-Income Backgrounds, 2017–18

Students	Proportion of DLI Students	Proportion of All Students	Risk Ratio
All students	59%	50%	1.18
ELL students	85%	77%	1.10
Non-ELL students	26%	43%	0.61

Table 52 considers disproportional representation in bilingual programs for students in special education. Special education students were, in general, underrepresented in bilingual programs. ELLs in special education were only slightly underrepresented, but non-ELLs in special education participate in bilingual programs at about one-third of the rate as the general population of students.

Table 52: Disproportional Representation in Bilingual Programs: Students in Special Education, 2017–18

Students	Proportion of DLI Students	Proportion of All Students	Risk Ratio
All students	11%	16%	0.65
ELL students	14%	16%	0.92
Non-ELL students	6%	17%	0.36

Our analysis also sought to understand if students were disproportionately represented in bilingual programs in terms of ethnicity. Our method here was slightly different, as bilingual programs as a whole are disproportional by design; in the case of Spanish-English bilingual programs, we would expect to see a larger proportion of Hispanic-identifying students in bilingual programs than we would in the general population of students. In order to understand whether there is disproportionality for other groups of students in bilingual programs, we first removed Hispanic students from the computation. Additionally, as the numbers of ELL students in bilingual programs were overwhelmingly Hispanic, the population of most interest here was the non-ELL students in bilingual programs; therefore, this analysis included only non-ELL students.

Table 53 shows proportions of non-ELL students in bilingual programs once Hispanic students were removed from the computation. This table aimed to assess whether students of non-Hispanic ethnicity were represented among non-ELL students in DLI programs. This table shows that, among non-Hispanic students, non-ELL Asian students were represented in bilingual programs at about a third of the rate of non-ELL Asian students in the general population and Black or African American students at less than half the rate of the general population. White students were overrepresented among non-ELL, non-Hispanic students in DLI programs.

Table 53: Disproportional Representation of Non-ELL Students in Bilingual Programs: Ethnicity of Non-Hispanic Students, 2017–18

	Proportion of DLI Students	Proportion of All Students	Risk Ratio
American Indian/Alaska Native	§	§	
Asian	2%	6%	0.33
Black or African American	11%	24%	0.44
Hispanic/Latino	-	-	
Multiracial	13%	12%	1.05
Native Hawaiian/Pacific Islander	§	§	
White	74%	57%	1.30

§ N≤10; data suppressed.

Summary of Disproportionality Analysis Results

- Patterns of student participation in bilingual programs were examined by select demographic characteristics and compared against baseline proportions of students from those demographic groups in the general population of students.
- Bilingual programs appeared to have proportionate representation of male and female students.
- While low-income students generally were proportionately represented in bilingual programs, non-ELLs in bilingual programs were less likely to be of low-income status than the general population of non-ELLs. That is, low-income non-ELL students were underrepresented in bilingual programs.
- Special education students were underrepresented in bilingual programs, and they were particularly underrepresented among non-ELLs. Non-ELLs in special education participate in bilingual programs at about one-third the rate of the general population of students.
- Asian and African American students continue to be underrepresented in bilingual programs in MMSD.

Outreach to Recruit for Greater Diversity

One key barrier to recruitment for greater diversity is parent knowledge of and interest in bilingual programs.

A small percentage of survey respondents (15.9%) reported being involved in outreach efforts to recruit for greater diversity in their DLI program during the last 4 school years, including the current school year. While it's encouraging that some staff are engaged in this process, accomplishing the district's goals for diversity within DLI programs will require engagement from more of the district's educators. Of those who were engaged in outreach, the most common outreach strategies reported were school parent meetings (83.9% of 31 total respondents) and personal phone calls (77.4%). Many (58.1%) also reported embedding culturally and linguistically responsive practices within DLI/ DBE programming. Some also did video presentations using the video developed by OMGE (35.5%), engaged local faith-based organizations and community organizations that serve families who are underrepresented in the program (19.4%), and reported other strategies not listed (3.2%).

Eight survey respondents mentioned the need for greater diversity of the student population within bilingual programs in their response to the final, open-ended survey question. Six cited this as an important equity issue for the district, as there are racial divides between programs and perceived inequities related to program offerings and participation. One educator asked that the district revisit the DLI model and its goals, adding, "Are we creating a segregated system that negatively affects African American students?"

Three of the respondents discussed issues with the recruitment process, as well as implications for community building within schools and across programs. One noted:

> Specifically recruiting for diversity in Kinder DLI programs creates a lot of division between ELI and DLI strands. How do we expand student diversity within one program without "recruiting"/"convincing" parents that one program is better than another? The

> lottery program is divisive and competitive. We have plenty of students on waiting lists for the program, so it is problematic that we are trying to get more students into the lottery and therefore have more disappointed families who might not get in. If the goal is to have more students of color in the program, then the lottery system needs to be revamped to give priority to students of color. Our district really needs to rethink this process.

Another suggested that school-wide bilingual programming should be explored for the elementary level, and that at the middle school level, allowing all students to opt in to bilingual programs could help to correct current issues around racial segregation. They noted the unintended consequence of racial segregation and imbalance within classrooms as a result of DLI strand programming, urging that something needs to be done before programming is expanded to additional schools.

Diversity and community building in strand programs were also discussed in the focus groups. Educators and school administrators in focus groups expressed the need for more diversity in DLI programs, in particular more African American students. DLI parents for the most part seemed very supportive of having greater diversity in their children's schools. However, an educator participating in a focus group said that many parents of African American students in their school weren't aware of the opportunity to participate in DLI, indicating a need for greater outreach. At the same time, it was noted that there are a few African American parents who are working to advocate for the program in their communication with other African American parents. In some of the DLI elementary programs visited, it was observed that there appeared to be larger representation of African American students in the earlier grades than in the upper grades, showing some albeit anecdotal evidence of a move in the direction of increased participation of African American students in DLI in recent years.

The need for greater diversity in staff was also voiced in several educator focus groups and expressed by a few survey respondents. For example, a focus group participant, while acknowledging the commitment of staff to the DLI program, emphasized the need to hire staff from Spanish-speaking countries that could serve as language and culture models for the students in the program. In addition, several survey respondents suggested in the final, open-ended question that there was a need for more bilingual or multilingual staff, and a few that noted the need for more staff of color.

Summary of Findings

Successes

- MMSD's efforts to increase diversity in its bilingual programs are commendable. The need is warranted as attested to by both quantitative and qualitative data.
- The need for greater diversity in the bilingual programs seems to be embraced by representatives from the various demographic groups themselves who also play the role of stakeholders.
- It appears that some schools have taken responsibility for outreach activities by conducting parent meetings and by encouraging African American families to assist in recruiting other African American families to the program.

- Some educators have found some of the resources created by OMGE useful in their outreach efforts (e.g., the video).
- The use of culturally and linguistically responsive practices indicated by some of the educators who participated in the survey is encouraging, while there is a lot of room for these practices to become more widespread.

Areas in Need of Improvement

- The low number of survey respondents who reported involvement in outreach efforts indicates that more needs to be done by the district to engage educators, families, and the larger community in outreach efforts.
- While outreach efforts within the school community are a good start, it is important to cast a wider net and reach out to the community at large, where individuals are less likely to know about bilingual programs in the district.
- The current lottery system is not seen as fair by certain segments of the MMSD community and appears to perpetuate inequalities rather than promote equity.

Recommendations for Improvement

- Continue efforts to make the DLI programs more inclusive; it is still early in the implementation of the initiative.
- Convene a committee of school personnel and community members committed to this effort and reflect on what has worked and has not worked so far. Develop a continuation plan.
- Involve all stakeholders in efforts, ensuring that all demographic backgrounds are included and have a voice.
- Increase transportation services to DLI sites for underrepresented populations, such as African American and Asian students.
- Focus staff recruitment efforts on hiring DLI staff from diverse backgrounds, including African Americans.
- Continue to inform community members about the characteristics of successful DLI programs. The suggestion that students be allowed to opt into DLI programs at middle school shows a lack of knowledge about the fundamentals of effective DLI programs: that program participation is built progressively to ensure that students have the needed language skills to learn content in a second language at the upper grade levels.

XI. Community Building

Overview

Community building was the final initiative addressed in the ELL Plan. Two questions were addressed to provide evidence of change:

- Has there been collaboration between bilingual and nonbilingual strands of educators?
- Have there been efforts to establish World Language Programs to promote global awareness?

CAL investigators attempted to answer these questions using three sources: a review of documentation provided by the OMGE, focus group data, and online survey responses to items representative of community building in DLI/DBE strand programs.

Stakeholder groups, school staff, and principals made OMGE aware of the strong need for community building across strands in schools with bilingual programs during the development of the ELL Plan.

Collaboration Between Strands Within Schools

OMGE provided CAL with a list of documents as evidence that the district was taking steps towards promoting more collaboration between strands within schools (e.g., roster, agendas, and sign-in sheets from parent group meetings and outreach materials for parents). From the documentation, it appears that two parent groups had been recently formed to address this issue: the ELL Parent Advisory Group and the Parents of African American DLI Students Group. While CAL researchers had the opportunity to meet with the former for a focus group and were able to access the roster, agendas, and sign-in sheets from two different meetings held in 2018, they did not meet with the latter and were not able to access information from prior meetings. Thus, CAL was not able to determine whether the efforts were carried out or not. As part of the district's efforts to increase collaboration between strands, outreach materials for parents about the ELL Plan were created for the website. The materials on the website showed some evidence of parent meetings. However, it was not clear whether participants were parents from both strands or just DLI parents.

Results from focus group and survey data provide mixed reviews of the extent to which schools implementing multiple program model strands are integrated. For example, many parents of English-speaking students said that the DLI program had contributed to their children's sociocultural competence and community building in general. Some parents of Spanish-speaking students also attributed their children's level of self-confidence to the bilingual program in their children's school. However, many parents also expressed the need for better integration between English home language and Spanish home language students early on. One parent acknowledged the school's efforts to integrate the two by having buddy rooms and mixed specials. Another expressed the need to continue to find ways to mix students up, maybe on field trips, etc., so that students feel themselves a part of one community. Yet another parent stressed the importance of

relationship building between parents from different linguistic and cultural backgrounds and believed that schools could play a role in facilitating parent interactions with the aim of enhancing community-building efforts.

The need for greater integration was also voiced by educators from four focus groups, while in another focus group an educator said that students interact across programs within some classes, as well as in after-school programs. Beyond community-building efforts already underway in the district, a secondary educator emphasized the need for the district to "capitalize on multilingualism as a superpower" and provide all students with the opportunity to learn languages. In the next section, we focus on activities in progress that are moving toward this greater integration that was voiced as a need by educators.

Activities to Support Greater Integration Across Strands

Educators' voices on community building were also captured in the survey. Survey respondents who work in schools with strand programs were asked what types of activities they participated in to support greater integration across strands. The results from this question appear in Table 54. The first column provides the type of activity. The next three columns provide the number of respondents who reported participating in that type of activity, disaggregated by which students they serve—only DLI/DBE students, only non-DLI/DBE students, or both DLI/DBE and non-DLI/DBE students. The percentages in those columns are by type (e.g., the percentages in the DLI/DBE students-only column are the percentage of respondents who serve only DLI/DBE students). The final column provides the total number of respondents who reported each activity.

Activities were organized starting with the activities reported most frequently. By far, respondents reported participating in whole-school celebrations the most (77% of all respondents), with similar rates of participation across subgroups. The next most frequently reported activity was collaboration across bilingual and nonbilingual strands, promoting stronger teacher teams, joint analysis of data, and shared ownership for learning for all students within a school. This was less commonly reported by respondents who served only non-DLI/DBE students (32%), whereas 62% of educators serving DLI/DBE students (regardless of whether they also served non-DLI/DBE students) reported participating in this type of activity. This trend continued for almost all of the other types of activities as well, where educators serving non-DLI/DBE students reported a lower rate of participation in activities to integrate schools across strands. Respondents serving *both* DLI/DBE and non-DLI/DBE students tended to have the highest reported rates of participation, except in the use of technology, to support language learning and increased access to culturally and linguistically responsive materials and resources, for which respondents serving DLI/DBE students only had the highest rates of reported participation. These results indicate that those with the most exposure to both strands participated more in activities to promote school integration, followed by those with exposure to a bilingual program, with those working in non-strand general education programs participating the least.

Table 54: Survey Respondents' Participation in Activities to Support Greater Integration Across Strands

Activity	Respondents serving DLI/DBE only	Respondents serving non-DLI/DBE only	Respondents serving both DLI/DBE and non-DLI/DBE	Total
Participation in whole school celebrations and performances	29 (78%)	30 (79%)	55 (74%)	114 (77%)
Collaboration across bilingual and nonbilingual strands, promoting stronger teacher teams, joint analysis of data, and shared ownership for learning for all students within a school	23 (62%)	12 (32%)	46 (62%)	81 (54%)
Building a school community for *all* parents within one school (joint activities, common learning experiences, and whole school events)	17 (46%)	15 (39%)	38 (51%)	70 (47%)
Use of technology to support language learning and increase access to culturally and linguistically responsive materials and resources	21 (57%)	11 (29%)	34 (46%)	66 (44%)
Development of scheduling to enhance integration (specials, recess, lunches, language buddies)	14 (38%)	6 (16%)	35 (47%)	55 (37%)
Involvement in mixed group leadership opportunities	7 (19%)	3 (8%)	27 (36%)	37 (25%)
Resource allocation and budgeting guidance	5 (14%)	2 (5%)	16 (22%)	23 (15%)
Involvement in shared community service projects	4 (11%)	3 (8%)	13 (18%)	20 (13%)
Implementation of World Language programming at elementary school	0 (0%)	1 (3%)	6 (8%)	7 (5%)
Development of International Baccalaureate program at middle school	0 (0%)	0 (0%)	0 (0%)	0 (0%)
Other*	1 (3%)	1 (3%)	2 (3%)	4 (3%)
Total respondents	37**	38	74	149

*Other activities listed by survey respondents included classes with both DLI and ELI students mixed and advocating for intervention groups across programs.

Note: The number of total respondents does not equal the sum of all reported activities because many respondents reported participating in multiple types of activities.

Equity

A critical issue tied to the district's ability to build well-functioning school communities is whether the educational system promotes equity, as well as to what degree members of the community *perceive* that education is equitable within the district. Equity was a theme in 20 focus groups (15 educator, 4 parents, 1 student).

With changes in programs, there are some perceptions of inequalities being perpetuated via programmatic structures. Since the start of DLI programming, there has been some perception that the emphasis on and effort devoted to the DLI programs come at the expense of students in other programs, wherein, according to an educator in a focus group, ELLs with a home language other than Spanish question why there aren't programs for their languages. This educator said that this issue extends to Black students and families who are non-ELLs but are underrepresented in DLI programs. Similarly, another educator noted in the response to the final, open-ended survey question, "I think that the elevation of Spanish language and Hispanic culture on display

at my school and others is a beautiful thing. It goes a long way to make families feel welcomed and to make students feel like they belong. I fear that this is not the case for African-American students and families, yet."

In a few focus groups, participants mentioned the Black Excellence Initiative and the impact on Latinx students and other ELLs. In four focus groups, participants noted that despite the good work of the Black Excellence Initiative, there is some concern about the focus being on Black students, at the expense of ELLs, in particular Latinx students. As a counterpoint, in another focus group, an educator said the district has focused on ELLs at the expense of Black students. A couple of educators also noted incidental benefits of the initiative on ELLs, with a participant in one focus group noting that the Black Excellence Initiative challenges a deficit mentality, and that this can be good for Latinx students as well. In another focus group, an educator said that the strategies implemented with a focus on Black students, such as 1-1 learning partnerships, are beneficial for all students, including ELLs.

The lack of equity between the strands was also discussed in parent focus groups. For example, parents in one focus group mentioned the difference in class sizes between programs as an equity issue, noting that next year DLI will have four sections for 60 kids, while English language instruction (ELI) classes will have two sections for 50 kids.

The divisions between programs and implementation of different kinds of approaches can also impact how equity is enacted, or not, within the district. An educator in one focus group said that in the bilingual program in their school, which includes a lot of Hispanic students, they see "evidence of culture everywhere," whereas in the general education program, which includes a lot of Black students, culture does not have the same presence. The inclusion of Spanish language and cultural expressions in bilingual programs is perceived as having impacted Hispanic students in a beneficial way, though, with educators in one focus group noting that their school is very committed to Spanish language development, including having authentic books in Spanish, a Spanish book room that they are expanding, and radio broadcasting in Spanish. Educators in another focus group noted that they're seeing their Latinx students persist in the bilingual program, which is powerful for the students as they develop their linguistic and cultural identities.

Focus group participants provided some recommendations for promoting equity within strand programs. For example, an educator recommended promoting equity through careful, thoughtful program planning so that "if one program gets something, educators could consider what opportunities could be implemented in other programs." An educator in another focus group recommended that educators in the district consider how various practices impact many different cultural communities within the broader school community, offering an example of how one event put on by the school inadvertently conflicted with accepted practice for a subset of their school community—in this case, Korean families—and that the bilingual resource specialist was helpful in communicating about this with other staff. The educator recommended taking the time to listen and learn.

Establishment of World Language Programs in Bilingual-Strand Schools

Under the ELL Plan, it was hoped to establish World Language programs in the non-bilingual strand of schools with bilingual programs. Unfortunately, this was not accomplished. On the other hand, according to a document provided to CAL researchers, all of the secondary schools in the district offer at least one world language (Spanish, with the exception of one middle school which offers ASL), but most offer two (Spanish and French). Furthermore, all high schools offer a third language in addition to Spanish and French (German, Japanese, Latin, Chinese, Hmong for Native Speakers, and ASL). From the document it is not possible to know which programs were already in existence before the plan and which have been established since the ELL Plan came into effect. All of the high school classes observed by CAL researchers were Spanish language DLI classes, even though in some of them there seemed to be a mix of students who had gone through the DLI program in elementary and middle school, heritage Spanish speakers, and students who were learning Spanish as a world language.

Summary of Findings

Successes

- The ELL Parent Advisory Group appeared to be very active and to embrace its role as advocates of their children's education, as evidenced by its participation in the focus group with CAL researchers and documentation provided by OMGE.
- While there seemed to be a lot of variation among schools, some of the schools visited were engaged in efforts to promote equity and increased collaboration between strands within schools by having periodic joint activities around culture with a focus on the cultures represented in the school but also others.

Areas in Need of Improvement

- Although some inroads have been made, community has not yet been built across programs in all schools with both bilingual and nonbilingual programs.
- Survey results seemed to indicate that educators serving only non-DLI/DBE students have been less apt to participate in activities that support greater interaction compared with educators serving only DLI/DBE students and teachers who serve both sets of students.
- Stakeholders and staff sometimes hold contentious views about populations different from themselves. This can get in the way of moving forward to create greater community and less divisiveness in schools with both programs.

Recommendations for Improvement

- Continue to implement school community-building practices while adopting a more active role in implementing intentionally inclusive policies, practices, and outreach aimed at increasing collaboration between strands within schools and making all members of the community feel valued, honored, and included in the school community.
- Engage educators serving only non-DLI/DBE students to participate more in activities to promote school integration. The district or schools may want to target these educators with activities for encouraging increased integration across strands.
- Ensure that school events provide spaces for discussion of controversial sociocultural topics, including language status and equity.
- Explore the possibility of establishing whole-school DLI programs, in particular, at sites where there is ethnic and cultural diversity.

XII. Summary Recommendations

The report concludes with an overview of successes, areas in need of improvement, and recommendations taken from relevant sections of the report.

ELL Communications and Monitoring Systems

Successes

- As per the ELL Plan, a web-based data system for the collection, management, and communication of data related to ELLs was developed. Overall, it has been well received and is being utilized by staff.
- The new data system has provided MMSD case managers with the ability to better support fellow staff in supporting families in the education of their children. As familiarity with the system grows, it is likely that the system will become even more useful.
- Unfortunately, the data system that was adopted (Oasys®) does not have the ability to optimally serve the ELL population; for example, the system is not able to create the kind of reports needed for the ELL population. To MMSD's credit, a better aligned system with congruent capabilities is being adopted for next school year.
- MMSD developed a new system at the start of the current school year for ensuring that parents are informed of students' eligibility for English language services and the type of program that their students will receive (individual student plan) for parent opt-in or opt-out as per federal requirements.
- Based on parent and student comments, numerous parents feel welcome at their students' schools.
- BRSs play a critical role in ensuring communication with families.
- Numerous staff spoke to the efforts they are making to increase the participation of the families of ELLs in the life of the school.
- The OMGE has taken annual look-backs at the progress of ELL Plan implementation.

Areas in Need of Improvement

- It appears that the new data collection, management, and reporting system is adding additional responsibilities to staff who are already having trouble keeping up with planning for and serving their students.
- The new system for notifying parents of their student's eligibility for service via their student's individual student plan has been criticized across many schools.
- It seems that the new ELL STAT data dashboard is not being used by many staff.
- The ESL program and DLI/DBE program staff faced a myriad of challenges with the "new" K-5 report card in conveying to families important information about their students' progress.
- Parents and educators expressed frustration regarding the limited time that BRSs have to interact with families given the many responsibilities they have.
- The voices of minoritized populations can sometimes be diminished at parent gatherings.

Recommendations for Improvement

- Form a committee of staff from the OMGE and school-based representatives to reflect on the inaugural year of the new individual student plan form distribution and collection process to discuss ways to improve the efficiency and efficacy of the process. The committee could also reflect generally on the role of the case manager and devise procedures for making that role more manageable. This recommendation is based on the criticism of the new system for notifying parents of their student's eligibility for service and their student's individual student plan. In part, this criticism could be related the newness of the procedures.
- Train staff on and make them more aware of the ELL STAT data dashboard.
- Form a committee including administrators, specialists, and practitioners to address the concerns about the K-5 report card and revise it for ESL and bilingual programs.
- Provide more timely and accessible communication to parents in hard copy (in addition to electronic distribution) related to district and school matters that affect their children (e.g., changes to model, teachers, curriculum, courses, student progress).
- Continue to encourage and support the advisory/case management process in the high schools as a mechanism for ensuring that every ELL's needs are being met and challenges and successes are shared with families. Teachers who report to parents that their students are not doing well should give concrete recommendations for improvement from both home and school perspectives.
- Add more BRSs in the schools to perform the important function of communicating and engaging the families of ELLs.
- Continue to annually evaluate implementation and effectiveness as the ELL Plan evolves.
- Seek mechanisms for ensuring an equal voice to all program constituents, regardless of first language and societal status.

Professional Learning and Building System Capacity

Successes

- GLAD training is very well received and is having an impact on classroom practice based on self-reported data and elementary classroom observations conducted by CAL investigators (see Section VIII and IX; Classroom Practices).
- Although SIOP training was limited in its application (secondary general education teachers only and provided only in the first year of the plan), this training had a high uptake rate. More than half of the survey respondents reported that they used the practices "more than half the time."
- The tuition assistance program was successful in providing 45 educators with tuition support toward obtaining ESL or bilingual certification. Central office staff mentioned increasing the tuition support offered per teacher in future years.
- OMGE has recognized the need for greater PD attention to the needs of ELLs with learning challenges, having offered three major trainings during the ELL Plan years.

Areas in Need of Improvement

- There were a number of criticisms in regard to the quality, timing, and topics of MMSD-provided training about ELLs.
- Teachers requested more training to enable them to better serve ELLs.
- Teachers specifically pointed out PD for ELLs with disabilities as an area of need.
- Additional teachers could take advantage of more tuition support opportunities, thereby increasing the number of staff who are badly needed to serve the ELL population.
- It appears that the MMSD special education office has taken little responsibility for training needed in the area of ELLs and special education.

Recommendations for Improvement

- Give OMGE more school-year calendar time annually to provide PD to teachers of ELLs. The training should include not only federal requirements related to serving ELLs and management of testing, but also programming and instructional guidance.
- Ensure that offices across the MMSD district administration include ELL-related perspectives on all district initiatives and PD provided. Similarly, PD initiatives of OMGE should be fully embraced and supported by other central offices of MMSD.
- Continue and expand GLAD training.
- Continue QTEL training and evaluate the degree of implementation and buy-in after it has been used in the district for a longer period of time.
- Continue to provide tuition assistance to teachers and, if possible, provide greater, and therefore more enticing, assistance per teacher.
- Foster more collaboration between MMSD's special education office and OMGE to ensure that staff systemwide are aware of appropriately identifying ELLs for multitiered systems of support interventions, distinguishing learning disabilities from normal language development, including parents and ELL professionals in all decision making, and providing appropriate services (both ELL and special education) if special education services are in order.

English Language Learner: English as a Second Language Services

Successes

- Online survey comments by a number of respondents spoke to the tailoring of programs for individual ELL student needs rather than vice versa.
- A review of extant documentation revealed that OMGE has developed an array of curricular guidance documents to assist general education teachers in both bilingual and ESL programs, and the ESL/BRT resource teachers who support them, to provide standards-based instruction for ELLs that integrates the development of academic language with content instruction.
- A number of respondents reported having the instructional materials they needed to teach their ELLs, and newcomer students in focus groups reported did not find the materials lacking.
- The Black Excellence Initiative highlighted disparities in services and performance in MMSD between groups of students by race, in which exceptionally large achievement gaps exist and for which remedies are needed.

- An initiative of the MMSD Master Plan is a focus on CRT. CRT practices were a strength of a number of classes observed at the secondary level.
- Teachers understood and appreciated the need to co-plan.
- Successful classroom instructional practices were being implemented at the elementary level, including
    - Students comfortably completing activities because routines appear familiar and instructions are clearly explained
    - Teachers circulating to check for understanding
    - Teachers both supporting and challenging students
    - Teachers using a variety of techniques to make content concepts clear.
- Successful classroom instructional practices were being implemented at the secondary level, including
    - Teachers' acknowledgment of students' languages and cultures and treatment of these as resources in the classroom
    - Provision of culturally responsive instruction
    - Affirmation of student identities
    - Opportunities to clarify concepts in the first language
- OMGE staff were highly knowledgeable and capable and were undeniably dedicated to the students they are charged with serving.

Areas in Need of Improvement

- Despite the abundance of resources made available by OMGE, online responses seemed to infer that ESL teachers and BRTs had a great deal of free reign over what they did in their classrooms without a great deal of guidance and oversight and that they needed greater curricular guidance to teach their ELL students more effectively.
- High-performing teachers were observed to have created the greater part of their instructional materials themselves. This was a huge undertaking for them.
- Although the Black Excellence Initiative held the promise of a focus on providing equitable resources and attention to the historically underserved Black community, some educators expressed the need to focus on the historically underserved Latino community as well.
- As an MMSD Master Plan initiative, CRT is being given the attention it deserves. Evaluation results, however, revealed inconsistencies in attention to CRT. On one hand, focus group educators saw CRT practices on the rise, but only in certain classrooms, while students said they did not see their countries/cultures represented in instruction. Classroom observations revealed very little attention to CRT at the elementary level, whereas CRT was revealed as a strength in many of the secondary classes observed.
- Two subgroups of ELLs emerged as needing additional supports: long-term ELLs and newcomer SLIFE students.
- Some newcomer SLIFE students were currently in Algebra I but were not learning because they needed the prerequisite foundational math skills.
- Counseling departments at the high school level were stretched thin in trying to meet the bio-social-emotional and academic needs of ELLs.
- Teachers often did not have adequate and dedicated time for co-planning.
- Several methods of classroom practice were most in need of improvement at the elementary level:

    - Acknowledging students' languages and cultures and treating these as resources in the classroom
    - Providing culturally responsive instruction
    - Affirming individual student identities
    - Using language objectives
    - Taking time to systematically develop oral language
    - Teaching language features and structures embedded in meaningful content
    - Providing opportunities for students to clarify in their first language
- Several methods of classroom practice were most in need of improvement at the secondary level:
    - Teaching language features and structures embedded in meaningful content
    - Taking time to systematically develop oral language
    - Providing wait time for student responses
    - Communicating content and language objectives
    - Teaching vocabulary
- Responses seemed to indicate that SIOP may have been better received by general education teachers than Quality Teaching for English Learners (QTEL), or it may be that more general education teachers have simply heard of SIOP.
- There was insufficient teaching staff (ESL teachers and BRTs) currently, under the 1:35 ratio, to effectively meet the needs of ELLs. It is inconceivable that the staffing ratio may drop to 1:45 next school year.
- The OMGE did not appear to have the full support of other offices in the central administration of MMSD.

Recommendations for Improvement

- Give teachers more curricular guidance as to expectations and requirements for ELLs. There is a need for teachers to understand how to align ELD standards with content standards so that they know what they need to teach not only content-wise but English language-wise. In addition to more professional development that accompanies the distribution of district curricular guidance documents, the development of sample lessons or units of study that serve as exemplars for teachers in how to integrate language with content study would be advisable. Having ESL teachers and BRTs work with content teachers to develop these materials could be especially productive.
- Give opportunities to teachers who are currently producing almost all of their instructional materials to purchase materials (aligned with content and ELD standards) that will meet their students' needs. No one textbook or series would ever suffice to meet the needs of any one group of students, but texts can serve as the foundation for instruction, complemented with other resources as needed.
- Carefully weigh the messages that the Black Excellence Initiative is sending to often marginalized racial/ethnic groups in the Madison community and ensure that all traditionally underserved communities are given the voice and attention they deserve.
- Continue to emphasize and provide professional development supports for CRT practices. Be sure that these practices address CRT from a multiracial/multiethnic perspective.
- Target programmatic improvements for long-term ELLs and newcomer SLIFE students at the secondary level. Ensure that distinct programs for these students are tailored to

their needs. Each group of students will need *different* programming. Continue to develop and replicate the model already in use to a limited degree in secondary schools in which long-term ELLs attend content classes with equal numbers of non-ELLs with a culturally competent and trained teacher at the helm. In some content classes, a general education and ESL teacher or BRT co-teach successfully with the same class make-up, but this model requires adequate human resources. The progression of DLI programs to high school will provide an opportunity for Spanish-speaking non-SLIFE newcomers to partake of content classes in Spanish while taking ELD classes in English.

- Provide a foundational math class for SLIFE students in Algebra I that will enable them to do more advanced math.
- Continue to encourage the use of the first language to validate students' identities and to promote learning in the second language.
- Develop 5- to 6-year pathways in high school so that newcomer SLIFE students can graduate with concrete skills and knowledge.
- Provide greater human and other resources to counseling programs for ELLs in high school, hire counselors who speak the languages of the communities, and increase access to community resources to support the bio-social-emotional well-being of the students and their families.
- Develop school schedules that provide time for teachers to co-plan while ensuring that there is adequate staff to meaningfully serve all ELLs and plan collaboratively.
- Provide professional development to target instructional practices needed by elementary and secondary teachers as identified in the evaluation, especially as practices pertain to the development of *academic language*. This will benefit *all* students.
- Conduct inquiry into which instructional model may have greater buy-in, usefulness, and ease-of-use for secondary teachers: QTEL or SIOP.
- Reconsider dropping the staffing ratio of ELL teachers from 1:35 to 1:45. This will *not* lead to better student incomes. In fact, more specialized staff members are needed, rather than less.
- Require that classroom teachers of ELLs become dually-certified, so they are able to provide support to ELLs needed in general classroom instruction.
- Hire bilingual human resources staff for recruitment and processing purposes. At the time of the site visit, OMGE was covering these human resources responsibilities. Given the importance of hiring staff with the will, knowledge, skills, and bilingual and cultural proficiency to serve the students, this is a critical need.
- Evaluate the extent to which all offices in the central administration support ELLs; this should not be the job of OMGE only.

English Language Learners: Bilingual Programs

Successes

- There was enthusiasm around and commitment to DLI and DBE programs from the various MMSD stakeholders and awareness of the need for greater diversity and integration of the two strands.
- OMGE staff were highly knowledgeable about bilingual education and were undeniably dedicated to the students in DLI and DBE programs in the district.
- OMGE developed an array of outreach resources for current and prospective DLI/DBE parents (e.g., video, ELL Plan materials) and curricular and administrative guidance documents (e.g., ELL Plan and Program Implementation Guide, biliteracy and scope and sequence materials, identification of staffing needs) to assist educators in bilingual programs.
- DLI/DBE teachers understood the importance of co-teaching with their language partners as well as BRT/bilingual resource specialist (BRS) resource and special education teachers who support their students.
- More successful instructional practices at the elementary level included
    - Appropriate separation of languages
    - Use of sheltering strategies to facilitate access to content
    - Use of active learning strategies such as thematic instruction and cooperative learning
    - Integration of content and language instruction
- More successful instructional practices at the secondary level included
    - Appropriate separation of languages
    - Instructional strategies that build independence and ownership of the learning process
    - Collection of a variety of data used for student accountability

Areas in Need of Improvement

- Parents and educators alike expressed the need for more (and more timely) communication, guidance, and support from the district regarding bilingual programming.
- Staff qualifications to teach in a bilingual program seemed to be lacking in many of the schools with a DLI/DBE program (i.e., many teachers seem to not have required licenses).
- Teachers in bilingual programs did not have adequate, dedicated time for co-planning with partner teacher or support specialists.
- Methods of classroom practice in need of improvement at the elementary level included
    - Student grouping that maximizes opportunities for students to benefit from peer models
    - Instruction that leverages students' bilingualism and biliteracy by strategically incorporating cross-linguistic strategies

- Methods of classroom practice in need of improvement at the secondary level included
    - Instruction that leverages students' bilingualism and biliteracy by strategically incorporating cross-linguistic strategies
    - Language and content integration
    - Alignment of support services with dual language instruction
- Based on the quantitative data obtained from MMSD, it appears that the academic performance of students in bilingual programs is primarily measured through English assessment. The partner language student assessment data (Spanish only) obtained from MMSD were rather limited.
- The limited Spanish data obtained from MMSD indicated that while a large percentage of students in K-2 were meeting grade-level benchmarks for literacy (with a larger proportion of native English speakers than Spanish speakers meeting benchmarks), the literacy skills of middle school students in Spanish were extremely low.
- Administrators and educators new to bilingual programming need professional development on the basic tenets of dual language education and the support of more experienced educators in their school and district-wide.

Recommendations for Improvement

- Create a communications plan for dissemination of key information among students, parents, and educators.
- Make it a priority to hire bilingual certified teachers and support staff who can provide services in Spanish and Hmong to students in bilingual programs and Spanish and Hmong-speaking English learners in ELI programs.
- Develop school schedules that provide time for teachers to co-plan while ensuring that there is adequate staff to meaningfully serve the needs of all students in bilingual programs.
- Provide systematic professional development and coaching for administrators and educators new to bilingual programming and processes or guidelines to facilitate and support collaboration efforts among administrators and educators across schools with bilingual programs.
- Provide training on the differences (e.g., programmatic, instructional, language related, literacy expectations, reporting) between the 90/10 and 50/50 dual language education models to educators, administrators, students, and parents.
- Provide professional development to teachers on biliteracy strategies that promote the development of metalinguistic awareness in their students by providing them with opportunities to make cross-linguistic and cross-cultural connections and, as a result, become more successful at levering their whole linguistic repertoire.
- Provide professional development on strategies to enhance peer-to-peer learning and support more effective student grouping in DLI elementary classrooms and professional development on language and content integration strategies for secondary school teachers.

- Continue efforts to capture data on students' history in bilingual programs and extend the data capture to keep information on students' history in bilingual programs in elementary school into middle school and high school records.
- Assess students' language and literacy development in the two program languages in order to examine bilingual and biliteracy trajectories over time.
- Consider greater consistency in the administration of Spanish language assessments to be able to better understand students' Spanish language outcomes in bilingual programs. As with all assessments, additional testing should be a considered cost/benefit decision, taking into account (a) the specific purposes or analyses for which the test results will be used and (b) the additional time and costs associated with testing and its impact on instructional time.

Diversity in Bilingual Programs

Successes

- MMSD's efforts to increase diversity in its bilingual programs are commendable. The need is warranted as attested to by both quantitative and qualitative data.
- The need for greater diversity in the bilingual programs seems to be embraced by representatives from the various demographic groups themselves who also play the role of stakeholders.
- It appears that some schools have taken responsibility for outreach activities by conducting parent meetings and by encouraging African American families to assist in recruiting other African American families to the program.
- Some educators have found some of the resources created by OMGE useful in their outreach efforts (e.g., the video).
- The use of culturally and linguistically responsive practices indicated by some of the educators who participated in the survey is encouraging, while there is a lot of room for these practices to become more widespread.

Areas in Need of Improvement

- The low number of survey respondents who reported involvement in outreach efforts indicates that more needs to be done by the district to engage educators, families, and the larger community in outreach efforts.
- While outreach efforts within the school community are a good start, it is important to cast a wider net and reach out to the community at large, where individuals are less likely to know about bilingual programs in the district.
- The current lottery system is not seen as fair by certain segments of the MMSD community and appears to perpetuate inequalities rather than promote equity.

Recommendations for Improvement

- Continue efforts to make the DLI programs more inclusive; it is still early in the implementation of the initiative.

- Convene a committee of school personnel and community members committed to this effort and reflect on what has worked and has not worked so far. Develop a continuation plan.
- Involve all stakeholders in efforts, ensuring that all demographic backgrounds are included and have a voice.
- Focus staff recruitment efforts on hiring DLI staff from diverse backgrounds, including African Americans.
- Explore the possibility of establishing whole-school DLI programs, in particular, at sites where there is ethnic and cultural diversity.
- Increase transportation services to DLI sites for underrepresented populations, such as African American and Asian students.
- Continue to inform community members about the characteristics of successful DLI programs. The suggestion that students be allowed to opt into DLI programs at middle school shows a lack of knowledge about the fundamentals of effective DLI programs: that program participation is built progressively to ensure that students have the needed language skills to learn content in a second language at the upper grade levels.

Community Building

Successes

- The ELL Parent Advisory Group appeared to be very active and to embrace its role as advocates of their children's education, as evidenced by its participation in the focus group with CAL researchers and documentation provided by OMGE.
- While there seemed to be a lot of variation among schools, some of the schools visited were engaged in efforts to promote equity and increased collaboration between strands within schools by having periodic joint activities around culture with a focus not only on the cultures represented in the school but also others.

Areas in Need of Improvement

- Although some inroads have been made, community has not yet been built across programs in all schools with both bilingual and nonbilingual programs.
- Survey results seemed to indicate that educators serving only non-DLI/DBE students have been less apt to participate in activities that support greater interaction compared with educators serving only DLI/DBE students and teachers who serve both sets of students.
- Stakeholders and staff sometimes hold contentious views about populations different from themselves. This can get in the way of moving forward to create greater community and less divisiveness in schools with both programs.

Recommendations for Improvement

- Continue to implement school community-building practices while adopting a more active role in implementing intentionally inclusive policies, practices, and outreach aimed at increasing collaboration between strands within schools and making all members of the community feel valued, honored, and included in the school community.
- Engage educators serving only non-DLI/DBE students to participate more in activities to promote school integration. The district or schools may want to target these educators with activities for encouraging increased integration across strands.

- Ensure that school events provide spaces for discussion of controversial sociocultural topics, including language status and equity.

Academic Achievement Outcomes and Language Proficiency Outcomes for ELL Students

Academic Outcomes

- The proportion of ELL students classified as "proficient or advanced" or "college-ready" on MMSD's assessment of academic achievement was typically less than 10% or in the low teens, compared with 40% to 60% of students who had never been classified as ELLs. Although current ELLs do not generally fare well on standardized assessments since these students are not yet proficient in English and these tests have not been validated for them, the proportion of ELLs performing at "proficient or advanced" or "college-ready" on MMSD's assessments of academic achievement was extremely far below that of students never classified as ELLs
- Students classified as "proficient or advanced" or "college-ready" in the former ELL student group outperformed never ELLs on the mandatory grades 3–8 assessments (Wisconsin Forward and MAP). (It is important to keep in mind that a third of former ELLs were still not meeting grade-level expectations.) The superior performance of ELLs narrowed around eighth grade. Former ELL students did not outperform never ELL students on the high school assessments (ACT Aspire and ACT).
- With respect to their ability to illustrate the differences between the current ELL, former ELL, and never ELL subgroups, the Wisconsin Forward and MAP assessments provided similar information. While clearly there are many inputs into decision-making based on assessments, from the perspective of evaluating the performance of these subgroups of students, two assessments may be unnecessary, and the district may wish to consider moving to a single assessment of academic outcomes.

Language Outcomes

- ELL students are reclassified as former ELL when they meet specific criteria for English language proficiency. Data showed year-to-year fluctuations in the rates of students reclassified as former ELLs, with an apparent drop in reclassification rates for 2017–18. During the same time period, however, there were changes to the criteria used to classify students as ELLs; therefore, this drop was not unexpected.
- Low-income students, on average, took about 1.5 years longer to exit ELL services than students who were not low income. Hispanic students, on average, took about a year longer to exit ELL services than did non-Hispanic students.
- Between one-half and three-quarters of ELL students in each grade 6-12 were in ELL services for more than 5 years.
- Students classified as ELLs for more than 5 years were 1.5 times more likely than the general population of students to receive special education services.

Recommendations for Further Inquiry

MMSD may wish to probe these findings further and develop initiatives to address the gaps represented by this data. For example:

- What policies and services might be developed and offered to offset the effects of poverty on students' development of English?
- Data show that there are students in middle and high school who have spent the entirety of their school career in ELL status. What are the root causes that may have led to the lack of attainment of English as measured by exiting criteria, and how can services be improved further to lead to earlier success in English?
- What is the connection between special education status and time in ELL services? Is it that ELLs with disabilities are unable to score highly enough on the English language proficiency test to exit services given their disabilities? Is it that these ELLs have been disproportionally identified as students with disabilities? Or are these students not having their language and academic needs met as veritable dually identified students?
- Finally, MMSD should consider disaggregating the performance of current ELLs and former ELLs for reporting purposes (just has it has been done in this report) to provide candid results about the performance of current ELLs.

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Appendices

Appendix A: Observation/Survey Instruments

CAL CENTER FOR APPLIED LINGUISTICS
4646 40th Street NW Washington DC 20016-1859
phone 202-362-0700 fax 202-362-3740 www.cal.org

ESL Observation Protocol

School:	**Teacher:**	**Grade level(s):**	**English Proficiency Levels:**
Date:	**Start time:** **End time:**	**Content area:**	**Lesson topic:**
Number of students (total and by gender, ELLs, L1, special needs, etc.):			
Number of adults and their roles (teacher, instructional assistants, parents, etc.):			
Resources (including supplemental materials): Are they appropriate for the lesson and facilitate language and content access for second language learners?			
Classroom set-up (room configuration, use of wall space, environmental print, instructional materials, classroom library, etc.): Is it conducive to learning for English language learners?			
Additional notes			
Observation notes			

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Complete the chart by entering a 4-1 (exemplary to minimal). Enter 0 if the practice is needed but not observed. Enter N/A if the practice is not expected given the content and/or audience.

Principle 1: Learn about, value, and build on the languages, experiences, knowledge, and interests of each student to affirm each student's identity and to bridge to new learning.	**To a great extent**				**Not at all**	**N/A**
1. Teacher acknowledges students' languages and cultures and treats these as resources in the classroom.	4	3	2	1	0	
2. Explicitly links concepts or topics to students' experiences, and links past learning with new concepts.	4	3	2	1	0	
3. Provides culturally responsive instruction by taking students' cultural backgrounds and experiences into account to make instruction more appropriate and effective for them.	4	3	2	1	0	
4. Individual student identities (languages, literacies, cultures) are affirmed.	4	3	2	1	0	
Principle 2: Use multiple tools and sources of information to continually learn about and observe student performance, using the knowledge gained to inform teaching.	**To a great extent**				**Not at all**	**N/A**
1. Formative assessments are constructed to allow pre-production students to show what they know using scaffolds such as use of L1, word banks and visual aids.	4	3	2	1	0	
2. Circulates to check for understanding.	4	3	2	1	0	
3. Provides feedback to ELLs on their oral or written work (form-focused, respectful, timely).	4	3	2	1	0	
Principle 3: Involve every student in authentic, challenging, and engaging academic experiences, including tasks that prompt them to use critical thinking skills and that relate to their lived experiences.	**To a great extent**				**Not at all**	**N/A**
1. Grade-level content is prepared and presented in such a way that students of all language proficiency levels can engage with it meaningfully.	4	3	2	1	0	
1. Promotes higher-order thinking (e.g., through higher-order questions, opportunities to apply learning strategies, or peer teaching).	4	3	2	1	0	
2. Promotes engagement in reading as well as in the other language domains by choosing texts and topics that are interesting and relevant to students, making connections to students' lives.	4	3	2	1	0	

3. Provides opportunities for students to apply what they are learning to real-life scenarios.	4	3	2	1	0	
Principle 4: Plan for and develop all four language domains (listening, speaking, reading, and writing) through meaningful, task-based content instruction.	**To a great extent**				**Not at all**	**N/A**
1. Communicates content and language objectives to the students, either verbally or in writing, and instruction reflects these objectives.	4	3	2	1	0	
2. Integrates the four domains of language (listening, speaking, reading and writing) with content instruction.	4	3	2	1	0	
3. Takes time to systematically develop oral language.	4	3	2	1	0	
4. Teaches language features and structures embedded in meaningful content.	4	3	2	1	0	
5. Explicitly highlights/introduces/reviews key vocabulary, including basic, general academic, and content-specific vocabulary as needed.	4	3	2	1	0	
6. Provides opportunities for students to apply content knowledge (guided practice, cooperative or paired activities, discussion, games, etc.).	4	3	2	1	0	
7. Provides hands-on materials/manipulatives for students to practice using new content knowledge	4	3	2	1	0	
Principle 5: Involve every student in academic interaction with peers who represent a variety of proficiency levels and with proficient speakers and writers, including the teacher.	**To a great extent**				**Not at all**	**N/A**
1. Gives students opportunities to interact with others to develop language and content concepts.	4	3	2	1	0	
2. Provides opportunities for students to clarify key concepts in the L1 (e.g., with teacher, paraprofessional, peer(s) or L1 text).	4	3	2	1	0	
3. Groups or pairs students strategically based on language proficiency and/or skill levels.	4	3	2	1	0	
Principle 6: Scaffold instruction so that every student is able to participate in academically challenging, grade-level content instruction while developing academic language and literacy.	**To a great extent**				**Not at all**	**N/A**
1. Uses a variety of techniques to make content concepts clear (modeling, visuals, manipulatives, realia, hands-on activities, demonstrations, simulations, gestures, etc.).	4	3	2	1	0	

2. Provides supports for ELLs to participate orally and/or in writing using explicit, form-focused instruction (sentence frames, sentence starters, word banks, collaborative writing, the writing process, partner work).	4	3	2	1	0	
3. Provides wait-time for student responses.	4	3	2	1	0	
4. Students comfortably complete activities because routines appear familiar and instructions were clearly explained.	4	3	2	1	0	
5. Supports students, while at the same time, challenging them.	4	3	2	1	0	
6. Majority of students are actively participating (approximately 90-100% of the time observed).	4	3	2	1	0	

Principles of Effective Instruction for Students Learning in a New Language

The Center for Applied Linguistics (CAL) has developed a set of principles of effective instruction for students learning in a new language based on research second language acquisition and on CAL's extensive experience working with these students and their teachers. These principles guide CAL's professional development services for educators who work with language learners.

Principle 1: Learn about, value, and build on the languages, experiences, knowledge, and interests of each student to affirm each student's identity and to bridge to new learning.

Students arrive at school with "funds of knowledge" (Gonzalez, Moll, & Amanti, 2005; Moll, Amanti, Neff, & Gonzalez, 1992), which can be drawn on during instruction. Acknowledging students' languages/cultures and treating these as resources in the classroom can build bridges between what students already know and what they are learning in school (Trueba, 1989). This is a critical component of culturally responsive instruction (Au, 1993; Banks, 1994; Gay, 2000) that is, taking students' cultural backgrounds and experiences into account in order to make instruction more appropriate and effective for them. Drawing on students' multiple languages, literacies, and cultures, and affirming their identities within the classroom can expand students' learning possibilities and help them to succeed academically (García, 2009; Gutierrez, 2008).

Principle 2: Use multiple tools and sources of information to continually learn about and observe student performance, using the knowledge gained to inform teaching.

Formative assessment of students during classroom instruction provides teachers with important information about how the students are doing. Formative assessments should be constructed to allow students to show what they understand about content concepts using oral, written, or other expressive modalities and to have sufficient supports (such as word banks or visual aids) so that students can demonstrate what they know even if their productive language skills are limited. Content understanding and language proficiency should both be considered when using formative assessment for forming student groups, reporting progress, or considering remediation. Caution should be taken when interpreting students' scores on standardized assessment measures, particularly when these measures have not been normed on language learners. These measures may not give an accurate picture of what students are able to do, whereas formative assessment and ongoing observation of students can provide a fuller picture of student progress (Gottlieb, 2006).

Principle 3: Involve every student in authentic, challenging, and engaging academic experiences, including tasks that prompt them to use critical thinking skills and that relate to their lived experiences.

Language learners should not be held back from engaging with grade-level content; rather, the content should be prepared and presented in such a way that students of all language backgrounds can engage with it meaningfully while practicing and learning more language. Students learn language through active engagement with others in content study, as well as by answering questions and engaging in tasks that require the use of higher order thinking skills.

Student engagement is essential in all activities using any or all of the four language domains. For example, Guthrie and Alvermann's (1999) *engaged readers* are those who enjoy reading, are motivated to read and to succeed through reading, aim to understand what they read, and believe in their own reading abilities. Creating contexts to promote engagement in reading as well as in the other language domains involves choosing texts and topics that are interesting and relevant to students, making connections to students' lives, and providing goals for students to strive toward.

Because language learning is not just a technical process of learning a system of rules, but also an *affective* process that involves students' formation and reformation of their personal identities, language learning is intimately related to how students feel about interacting in the target language. Promoting positive interaction with the target language involves motivating students through elements of their environment, including their social relationships, so it is important to consider students' personal stories when working to motivate them. One way teachers can relate to students' backgrounds and promote student engagement is by choosing texts from a range of ethnic traditions, including texts that use students' first languages and different varieties of the languages and that are set in contexts that may be familiar to students.

Students will learn best through authentic experiences that challenge, motivate, and engage them. Through these experiences, they will

also practice and gain proficiency in the new language, especially when activities are thoughtfully planned with student capabilities and interests in mind.

Principle 4: Plan for and develop all four language domains (listening, speaking, reading, and writing) through meaningful, task-based content instruction.

It is critical that students be given opportunities to participate in classroom activities through all four language domains (listening, speaking, reading, and writing), as development of proficiency in each of the domains is interdependent on the other three. For instance, a major finding of the National Literacy Panel (August & Shanahan, 2006) was that oral language development is related to literacy development. Creating and posting language objectives along with content objectives helps communicate to students that language learning is an important classroom goal (Echevarría, Vogt, & Short, 2013). These objectives can also serve as a planning tool for teachers to ensure that opportunities are provided for students to use all language domains.

Opportunities to engage in learning through all four domains should be provided through meaningful, task-based content instruction. Teachers should be able to identify the language that is embedded in the content, including how the key vocabulary, grammatical patterns, phrases, and other features function to convey the content. They can then teach the embedded language to the students and help them learn to use these language forms in the types of meaningful contexts in which they tend to appear (Schleppegrell, 2004). It is most effective for students to learn language forms embedded in academic content, with teachers providing corrective feedback as appropriate and useful within the course of classroom activities (Ellis, 2008).

Principle 5: Involve every student in academic interaction with peers who represent a variety of proficiency levels and with proficient speakers and writers, including the teacher.

For students to gain proficiency —and academic language in particular—it is crucial for them to have opportunities to interact in the target language with a variety of interlocutors (Valdés, Capitelli, & Alvarez, 2011; Wong Fillmore, 1992). Producing language in addition to receiving language is critical in the language acquisition process, so students need opportunities to practice speaking and writing in addition to listening and reading. Their linguistic output can contribute to language acquisition in ways that may differ from and complement linguistic input (Swain, 1985).

Within interactional contexts in the classroom, feedback on students' oral output can also help them develop proficiency, for example, by helping them to notice certain language forms in context, which can aid them in acquiring these forms (Mackey, 2006). Additionally, promoting the use of native languages and translanguaging—using bilingualism as a resource—in pairs or groups can facilitate understanding, encourage students to assist one another, and empower students to participate in more meaningful ways

(García, Flores, & Woodley, 2012).

Principle 6: Scaffold instruction so that every student is able to participate in academically challenging, grade-level content instruction while developing academic language and literacy.

It is important to provide supports for making oral and written language more comprehensible and to aid students in production of language as well (Gibbons, 2002; Wood, Bruner, & Ross, 1976). Scaffolds can come in many forms, including written, visual, and aural. Consider all of these modalities when planning scaffolds. Using a student's first language is one effective way to scaffold information and provide a bridge to new language and content. For example, students could be allowed to first write or say something in their first language then perhaps translate it into the target language, or they could be offered resources such as bilingual dictionaries. Other scaffolds include verbal scaffolding, such as prompting students to extend their answers (e.g., "Tell me more" or "Why do you think that?"), and instructional scaffolding, such as providing word banks or sentence frames that could help language learners further develop their writing skills. Knowing when and how to remove scaffolds requires careful observation and formative assessment of students. Teachers need to know what assistance students may still need in order to communicate what they know in the new language, and they need to maintain a balance between challenging and supporting students (Mariani, 1997).

Principle 7: Engage and communicate with all stakeholders of student success, especially with students' families and communities.

Student academic learning and success involve more than just what happens in the classroom. There are many valuable ways to engage families and communities in students' learning (Barbour & Barbour, 2001). For example, teachers can communicate to parents and others the classroom learning goals, expectations of students, and home supports that can complement classroom activities. In addition, they can let parents know that developing their children's native language literacy through home literacy activities will also help students' development of literacy in the new language, as well as help them become biliterate (Jimenez, 1997; Thomas & Collier, 1997). Teachers can also *learn from* students' families and communities in order to better understand their students and thus be able to more effectively engage these students in the learning process. Students' identities are complex and multifaceted and play a critical role in how they participate in classroom activities and, consequently, the degree to which they succeed academically (Bucholtz, 1999; Rymes & Pash, 2004; Wortham, 2006). Students' roles within their families and communities are an important part of their identities but teachers may not be aware of these roles. However, when teachers better understand their students in the contexts of these broader communities, they are better equipped to teach them effectively.

Factors beyond instruction that affect student success

The seven practices described above are critical features of effective instruction for language learners. However, there are many factors beyond instruction that affect students' success in the classroom and beyond. Classroom-level factors include teachers' backgrounds and the ways in which they relate to students. The role of other students is also important; for example, are they respectful of each other and of the diverse stories of students within the class? At the school level, program design is an important factor. Is the program effective in helping students learn both language and content? To what extent does it promote the types of practices listed above? School climate also plays a crucial role. For example, how is diversity viewed, not just on bulletin boards, but in the everyday interactions between administrators, teachers, and students? Do students feel their cultural and linguistic backgrounds are valued? Another crucial factor in students' success is the availability and accessibility of appropriate services and extracurricular activities. For example, to promote career and college readiness at the high school level, are counseling services available for students to learn about options for attending and paying for college and preparing for careers? Are there factors that may inhibit certain groups of students from accessing these services or participating in extracurricular activities? Does the school strive to reduce these barriers? Finally, parents and the community play a critical role in students' success. Empowering parents to participate in their students' education and promoting family literacy can be invaluable in promoting language learners' academic achievement and personal development.

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DL Observation Protocol

School:	**Teacher:**	**Grade level(s):**	**Language Proficiency Levels:**
Date:	**Start time:** **End time:**	**Content area:**	**Lesson topic:**
Number of students (total and by gender, ELLs, L1, special needs, etc.):			
Number of adults and their roles (teacher, instructional assistants, parents, etc.):			
Resources (including supplemental materials): Are they appropriate for the lesson and facilitate language and content access for second language learners?			
Classroom set-up (room configuration, use of wall space, environmental print, instructional materials, classroom library, etc.): Is it conducive to learning for second language learners?			
Additional notes			
Observation Notes			

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Complete the chart by entering a 4-1 (exemplary to minimal). Enter 0 if the practice is needed but not observed. Enter N/A if the practice is not expected given the content and/or audience.

Strand 3 - Instruction **Principle 1. Instructional methods are derived from research-based principles of dual language education and ensure fidelity to the model**	**To a great extent**			**Not at all**	**N/A**
1. The program model and corresponding curriculum are implemented with fidelity.	4	3	2	1	
2. Instruction incorporates appropriate separation of languages to promote high levels of language acquisition.	4	3	2	1	
3. When delivering instruction, teachers take into consideration the varying needs of students with different language learner profiles (e.g., native speakers, second language learners, new arrivals, students who are already bilingual in English and the partner language).	4	3	2	1	
4. Teachers who provide support services (e.g., special education, gifted education, ESL) and specials (e.g., art, music) align their instruction with the dual language model.	4	3	2	1	
Principle 2. Instructional strategies support the attainment of the three core goals of dual language education	**To a great extent**			**Not at all**	**N/A**
1. Teacher integrates language and content instruction.	4	3	2	1	
2. Teachers use sheltered instruction and other pedagogical strategies to facilitate student comprehension and promote language and literacy development.	4	3	2	1	
3. Instruction in one language builds on concepts learned in the other.	4	3	2	1	
4. Instruction leverages students' bilingualism by strategically incorporating cross-linguistic strategies.	4	3	2	1	
5. Teachers use a variety of strategies to ensure equitable participation among all students.	4	3	2	1	

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Principle 3. Instruction is student-centered	**To a great extent**			**Not at all**	**N/A**
1. Teacher uses active learning strategies such as thematic instruction, cooperative learning, and learning centers in order to meet the needs of diverse learners.	4	3	2	1	
2. Teacher creates meaningful opportunities for sustained language use.	4	3	2	1	
3. Student grouping maximizes opportunities for students to benefit from peer models.	4	3	2	1	
4. Instructional strategies build independence and ownership of the learning process.	4	3	2	1	
Principle 4. Instructional staff effectively integrate technology to deepen and enhance the learning process	**To a great extent**			**Not at all**	**N/A**
1. Students use technology to display their understanding of content and to further develop their language and literacy skills in both program languages.	4	3	2	1	
2. Instructional staff use technology tools to engage all learners.	4	3	2	1	
Strand 4 - Assessment & Accountability	**To a great extent**			**Not at all**	**N/A**
1. Student assessment (formative, summative) is aligned with state content and language standards, as well as with program goals, and is used for evaluation of instruction and/or planning for subsequent instruction.	4	3	2	1	
2. Teacher collects a variety of data, using multiple measures (observation, running records, exit tickets, writing samples, student work products, and other formal and informal assessments), that are used for student accountability and to inform and guide instruction.	4	3	2	1	

Survey Flow

EmbeddedData
SchoolValue will be set from Panel or URL.
LevelValue will be set from Panel or URL.
DLI/DBEValue will be set from Panel or URL.
PrincipalValue will be set from Panel or URL.

Block: Default Question Block (3 Questions)
Standard: ELL Communication and Monitoring System (12 Questions)
Standard: Professional Learning and Building System-Capacity (3 Questions)
Standard: Loop & Merge PD Questions (6 Questions)
Standard: ELL: English as Second Language Services (7 Questions)

Branch: New Branch
If
If Level Is Equal to High

Standard: High school only (5 Questions)

Branch: New Branch
If
If DLI/DBE Is Equal to Yes

Standard: ELL: Bilingual Education Services (13 Questions)

Branch: New Branch
If
If Principal Is Equal to Yes
And DLI/DBE Is Equal to Yes

Standard: Principal and Asst Principal for DLI/DBE (5 Questions)

Standard: Conclusion (2 Questions)

Page Break

Start of Block: Default Question Block

Q1
Please answer ALL questions to the best of your ability. The survey should take you about 15-20 minutes to complete.

Display This Question:

If Level = Elementary

Q2 What grades do you serve? (check all that apply)

- ☐ K
- ☐ I
- ☐ 2
- ☐ 3
- ☐ 4
- ☐ 5

Q3 For which school years were you in the position you have presently? (check all that apply)

- ☐ 2015-2016
- ☐ 2016-2017
- ☐ 2017-2018

End of Block: Default Question Block

Start of Block: ELL Communication and Monitoring System

Q4 In this section, we would like to know about your use of the Oasys® web-based software for ELL data-tracking.

Q5 Do you use the Oasys® System?

- ○ Yes
- ○ No

Display This Question:

If Do you use the Oasys® System? = Yes

Q6 For what purposes do you use the Oasys® system? (check all that apply)

- ☐ to track ELL entry or exit into or from ESL or DLI/DBE services
- ☐ to track the type of service a student is receiving
- ☐ to track the amount of service a student is receiving
- ☐ to the track the frequency of service a student is receiving
- ☐ to ensure compliance with state and federal requirements
- ☐ to design individual plans of services (IPS) for ELLs

Display This Question:

If Do you use the Oasys® System? = Yes

Q7 Do you serve as a Case Manager for the Oasys® system?

- ○ Yes
- ○ No

Display This Question:

If Do you serve as a Case Manager for the Oasys® system? = Yes

Q8 In your role as Case Manager, what do you do? (check all that apply)

- [ ] Document the instructional services of each ELL in my caseload
- [ ] Document rates of ELL parent communication
- [ ] Document the completion rates of individual plans of service
- [ ] Communicate the student plan to parents/guardians
- [ ] Communicate the student plan to school staff members
- [ ] Maintain correct data records for each student

Display This Question:

If Do you serve as a Case Manager for the Oasys® system? = Yes

Q9 To what extent, in your position as case manager, have you been able to support school staff to develop practices that reduce or remove barriers of language that would impede student learning?

- ○ Extremely well
- ○ Very well
- ○ Moderately well
- ○ Slightly well
- ○ Not well at all

Display This Question:

If Do you serve as a Case Manager for the Oasys® system? = Yes

Q10 To what extent, in your position as case manager, have you been able to support school staff to develop practices that reduce or remove barriers of language that would impede student learning?

- Extremely well
- Very well
- Moderately well
- Slightly well
- Not well at all

Display This Question:

If Do you serve as a Case Manager for the Oasys® system? = Yes

Q11 To what extent, in your position as case manager, have you been able to support parent/guardian participation in the education of their children?

- Extremely well
- Very well
- Moderately well
- Slightly well
- Not well at all

Page Break

Q12 Do you use the ELL STAT Data Dashboard?

- Yes
- No

Display This Question:

If Do you use the ELL STAT Data Dashboard? = Yes

Q13 For what purpose do you use the ELL STAT Data Dashboard?

- To review the extent to which ELLs are meeting language learning targets
- To review the extent to which ELLs are meeting academic proficiency targets
- Other (state): _____

Display This Question:

If Level = Elementary

Q14 Are you familiar with the K-5 Elementary Report Card implemented beginning the 2016-2017 school year?

- Yes
- No

Display This Question:

If Are you familiar with the K-5 Elementary Report Card implemented beginning the 2016-2017 school y... = Yes

Q15 How well does the new report card help parents/guardians of ELL students make better decisions about their children's learning?

- Extremely well
- Very well
- Moderately well
- Slightly well
- Not well at all

End of Block: ELL Communication and Monitoring System

Start of Block: Professional Learning and Building System-Capacity

Q16
In this section we would like to know about the professional development you have received about ELLs.

Q17 Since the start of the 2015-2016 school year (the current and preceding three school years), how many district- sponsored trainings have you attended about ELLs?

- 12 or more
- 8 to 11
- 5 to 7
- I-4
- None

Display This Question:

If Since the start of the 2015-2016 school year (the current and preceding three school years), how... != None

Q18 Check the training topic(s) you attended (as many as apply):

- SIOP
- GLAD
- QTEL
- DLI/DBE Model Change from 90:10 to 50:50
- Other Training (state) _____

End of Block: Professional Learning and Building System-Capacity

Start of Block: Loop & Merge PD Questions

Q19 How would you describe the quality of the PD on ${lm://Field/1}?

- ○ One of the best
- ○ Above average
- ○ Average
- ○ Below average
- ○ One of the worst

Q20 How would you rate the adequacy of the training to meet your needs?

- ○ Excellent
- ○ Good
- ○ Average
- ○ Poor
- ○ Terrible

Q21 How often do you use practices learned in the PD on ${lm://Field/1}?

- ○ Always
- ○ Most of the time
- ○ About half the time
- ○ Sometimes
- ○ Never

Q22 Did you receive follow-up guidance from the district after the PD session on ${lm://Field/1} concluded?

- ○ Yes
- ○ No

Q23 Did you request follow-up support from OMGE?

- Yes
- No

Display This Question:

If Loop any: Did you receive follow-up guidance from the district after the PD session on ${lm://Field/1} conc... = Yes Or Loop any: Did you request follow-up support from OMGE? = Yes

Q24 What kind of follow-up did you receive?

- Coaching
- Additional in-person sessions
- Other

End of Block: Loop & Merge PD Questions

Start of Block: ELL: English as Second Language Services

Q25 In this section we would like to know about services for ELLs in schools with ESL programs.

Q26 Do the ELLs in your school receive SIOP-informed instruction?

- Yes
- No
- I don't know

Page Break

Display This Question:

If Do the ELLs in your school receive SIOP-informed instruction? = Yes

Q27 To what extent have SIOP methods led to more positive English language outcomes for ELLs?

- A great deal
- A lot
- A moderate amount
- A little
- None at all

Display This Question:

If Do the ELLs in your school receive SIOP-informed instruction? = Yes

Q28 To what extent have SIOP methods led to more positive academic outcomes for ELLs?

- A great deal
- A lot
- A moderate amount
- A little
- None at all

Q29 Do the ELLs receive GLAD-informed instruction?

- Yes
- No
- I don't know

Display This Question:

If Do the ELLs receive GLAD-informed instruction? = Yes

Q30 To what extent do you believe GLAD methods have led to more positive English language outcomes for ELLs?

- A great deal
- A lot
- A moderate amount
- A little
- None at all

Display This Question:

If Do the ELLs receive GLAD-informed instruction? = Yes

Q31 To what extent do you believe GLAD methods have led to more positive academic outcomes for ELLs?

- A great deal
- A lot
- A moderate amount
- A little
- None at all

End of Block: ELL: English as Second Language Services

Start of Block: High school only

Q32 Has a High School ELL Course Alignment and Scheduling work group been convened in your building?

- Yes
- No
- I don't know

Display This Question:

If Has a High School ELL Course Alignment and Scheduling work group been convened in your building? = Yes

Q33 To what extent have ELL courses been revamped as a result of the recommendations of the work group?

- A great deal
- A lot
- A moderate amount
- A little
- None at all

Display This Question:

If Has a High School ELL Course Alignment and Scheduling work group been convened in your building? = Yes

Q34 To what extent has guidance been made available about the effective use of ESL/BRT staff?

- A great deal
- A lot
- A moderate amount
- A little
- None at all

Display This Question:

If Has a High School ELL Course Alignment and Scheduling work group been convened in your building? = Yes

Q35 To what extent do students' schedules reflect their IPS service plans?

- Extremely well
- Very well
- Moderately well
- Slightly well
- Not well at all

Q36 How much support have you received from OMGE for the ESL program in your school?

- A great deal
- A lot
- A moderate amount
- A little
- None at all

End of Block: High school only

Start of Block: ELL: Bilingual Education Services

Q37 In this section, we would like to know about services in schools with DLI/DBE programs.

Q38 Have you requested support for your program from OMGE?

- Yes
- No

Page Break

Display This Question:

If Have you requested support for your program from OMGE? = No

Q39 In your work in the DLI/DBE program, have you used any of the following resources from the district office? (Check all that apply)

- [ ] ELL Plan and Program Implementation Guide
- [ ] DLI/DBE Principal Resource Website
- [ ] Dual-language Immersion Planner Support
- [ ] Cross-functional Team Diversifying DLI/DBE Applicant Pool Guidance Document
- [ ] Cross-functional Team Strand Program Community-building Recommendations
- [ ] DLI/DBE Program Principal Trackers
- [ ] DLI/DBE Program Integrity Tool

Display This Question:

If Have you requested support for your program from OMGE? = Yes

Q40 Have you requested support from OMGE to accomplish the following? (Check all that apply)

- [ ] Use of the biliteracy scope and sequence documents, and core materials
- [ ] Ensuring fidelity of minutes within core instruction across content areas in DLI/DBE to support biliteracy
- [ ] Participation in quarterly grade-level planning for DLI/DBE teachers with a focus on language development
- [ ] The use of formative data to inform instruction
- [ ] Using language proficiency standards on the new K-5 report card
- [ ] High school course development for dual-language continuation
- [ ] Providing outreach to underrepresented students with the goal of diversifying DLI/DBE classrooms
- [ ] Establishing new admissions policies and procedures for enrollment in DLI/DBE

Page Break

Display This Question:

If Have you requested support for your program from OMGE? = Yes

Q41 Have you received support from OMGE to accomplish the following? (Check all that apply)

- ☐ Use of the biliteracy scope and sequence documents, and core materials
- ☐ Ensuring fidelity of minutes within core instruction across content areas in DLI/DBE to support biliteracy
- ☐ Participation in quarterly grade-level planning for DLI/DBE teachers with a focus on language development
- ☐ The use of formative data to inform instruction
- ☐ Using language proficiency standards on the new K-5 report card
- ☐ High school course development for dual-language continuation
- ☐ Providing outreach to underrepresented students with the goal of diversifying DLI/DBE classrooms
- ☐ Establishing new admissions policies and procedures for enrollment in DLI/DBE

Display This Question:

If Level != High

Or School != LAKE VIEW ELEMENTARY

Q42 What assessments do you use to measure Spanish language development if Spanish is the partner language in your DLI/DBE program?

- ☐ K-5 ACTFL Observation Tools (Body of Evidence for Report Card)
- ☐ AAPL Assessment (Gr. 3, 4, 5, 6, 7, 8)

Display This Question:

If School = LAKE VIEW ELEMENTARY

Q43 Do you use the K-1 Hmong Language Observation Tools to measure Hmong language development?

- ○ Yes
- ○ No

Q44 Which of the following resources with a focus on ELLs have you been provided in your non-DLI/DBE strand classroom? (check all that apply)

- [ ] K-12 Scope and Sequence documents
- [ ] Common Core State Standards Implementation Tool (with an emphasis on academic language development)
- [ ] Core Materials and supplemental texts in K-5 classrooms
- [ ] Newly adopted writing materials K-5 (English)
- [ ] Middle school literacy resources
- [ ] Algebra and geometry resources
- [ ] Quarterly grade-level planning for K-2 non-DLI/DBE teachers with a focus on foundational skills
- [ ] Web-based resources for K-2 intensive schools as a supplement to core and/or intervention
- [ ] Does not apply to my classroom

Q45 During the last 4 school years including the current school year, have you been involved in any outreach efforts to recruit for greater diversity in your DLI program?

- ○ Yes
- ○ No

Display This Question:

If During the last 4 school years including the current school year, have you been involved in any o... = Yes

Q46 What outreach strategies did you use?

- ☐ School parent meetings
- ☐ Video presentations using the video developed by OMGE
- ☐ Personal phone calls
- ☐ Engaged local faith-based organizations and community organizations that serve families who are underrepresented in the program
- ☐ Embedded culturally and linguistically responsive practices within DLI/DBE programming
- ☐ Other (state) _____

Q47 In this section we will ask you about community building within DLI/DBE school environments

Q48 Which students do you serve?

- ○ DLI/DBE students only
- ○ Non DLI/DBE students only
- ○ Both

Q49 What activities have you participated in to support greater integration across strands? (check all that apply)

- [ ] Implementation of World Language programming at elementary
- [ ] Development of International Baccalaureate program at middle school
- [ ] Collaboration across bilingual and non-bilingual strands, promoting stronger teacher teams, joint analysis of data and shared ownership for learning for all students within a school
- [ ] Development of scheduling to enhance integration (specials, recess, lunches, language buddies)
- [ ] Resource allocation and budgeting guidance
- [ ] Building a school community for ALL parents within one school (joint activities, common learning experiences and whole school events)
- [ ] Use of technology to support language learning and increase access to culturally and linguistically responsive materials and resources
- [ ] Involvement in mixed group leadership opportunities
- [ ] Involvement in shared community service projects
- [ ] Participation in whole school celebrations and performances
- [ ] Other (state) _____

End of Block: ELL: Bilingual Education Services

Start of Block: Principal and Asst Principal for DLI/DBE

Q50
Since Jan. 2016, have you requested guidance from District staff to accomplish the following specifically related to the DLI/DBE program? (check all that apply)

- [ ] Close analysis of data related to student achievement, language proficiency and behavior
- [ ] Study of enrollment trends, including mobility patterns
- [ ] Identification of staffing needs within and across grade levels
- [ ] Analysis of resources and funding sources (local budget, Title I, IDEA)
- [ ] Fidelity check around required minutes of core instruction for both English and Spanish, as well as specifics around teaching for transfer
- [ ] Review of Multi-tiered System of Supports for students who struggle and students who are advanced learners
- [ ] Support for integrated scheduling
- [ ] Identification of critical professional development needs

Page Break

Q51 Since Jan. 2016 have you received guidance from District staff on the following? (check all that apply)

- [ ] Close analysis of data related to student achievement, language proficiency and behavior
- [ ] Study of enrollment trends, including mobility patterns
- [ ] Identification of staffing needs within and across grade levels
- [ ] Analysis of resources and funding sources (local budget, Title I, IDEA)
- [ ] Fidelity check around required minutes of core instruction for both English and Spanish, as well as specifics around teaching for transfer
- [ ] Review of Multi-tiered System of Supports for students who struggle and students who are advanced learners
- [ ] Support for integrated scheduling
- [ ] Identification of critical professional development needs

Page Break

Display This Question:

If If Since Jan. 2016, have you requested guidance from District staff to accomplish the following specifically related to the DLI/DBE program? (check all that apply) q://QID29/SelectedChoicesCount Is Not Equal to 0

Or Since Jan. 2016 have you received guidance from District staff on the following? (check all

Q52 How would you describe the quality of the guidance?

- Excellent
- Good
- Average
- Poor
- Terrible

Display This Question:

If If Since Jan. 2016, have you requested guidance from District staff to accomplish the following specifically related to the DLI/DBE program? (check all that apply) q://QID29/SelectedChoicesCount Is Not Equal to 0

Or Since Jan. 2016 have you received guidance from District staff on the following? (check all

Q53 How would you rate the usefulness of the guidance?

- Excellent
- Good
- Average
- Poor
- Terrible

Display This Question:

If If Since Jan. 2016, have you requested guidance from District staff to accomplish the following specifically related to the DLI/DBE program? (check all that apply) q://QID29/SelectedChoicesCount Is Not Equal to 0

Or Since Jan. 2016 have you received guidance from District staff on the following? (check all

Q54 How much do you use the guidance?

- A great deal
- A lot
- A moderate amount
- A little
- None at all

End of Block: Principal and Asst Principal for DLI/DBE

Start of Block: Conclusion

Q55 Do you have any other comments about the implementation of MMSD's plan to improve services for ELLs? For example, what changes do you think have led to improvements and why? What challenges still exist? What are your recommendations for addressing the challenges?

_____

_____

_____

_____

_____

Q56 Thank you for completing and submitting this survey!

End of Block: Conclusion

Appendix B: 2016-17 and 2015-16 Data Results – All students

2016–17 Academic and Language Outcomes

Academic Outcomes

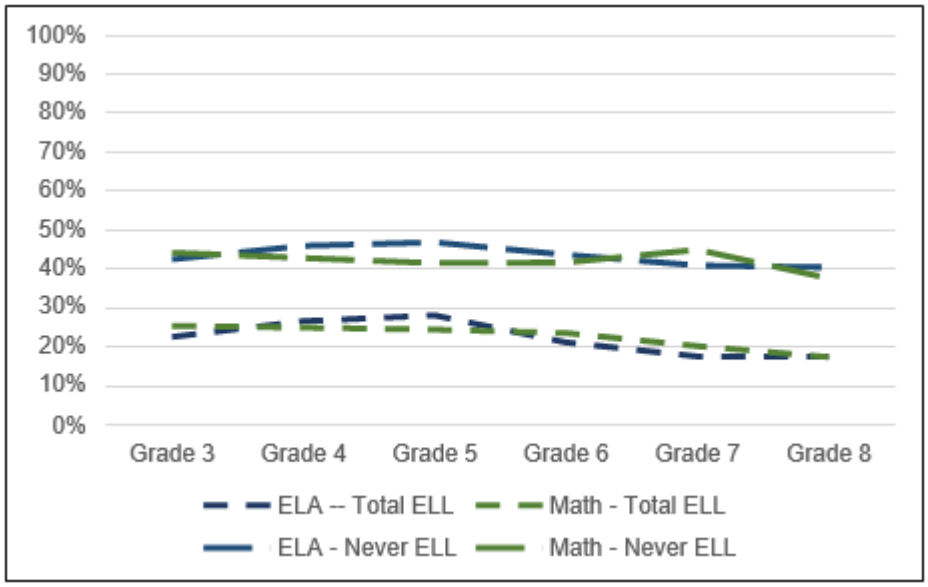


Figure 1: 2016–17 Wisconsin Forward ELA and Math: Total ELL and Never ELL students at Proficient or Advanced

Note: Distribution of scale scores is significantly different ($p<0.05$) between total ELL and never ELL students.

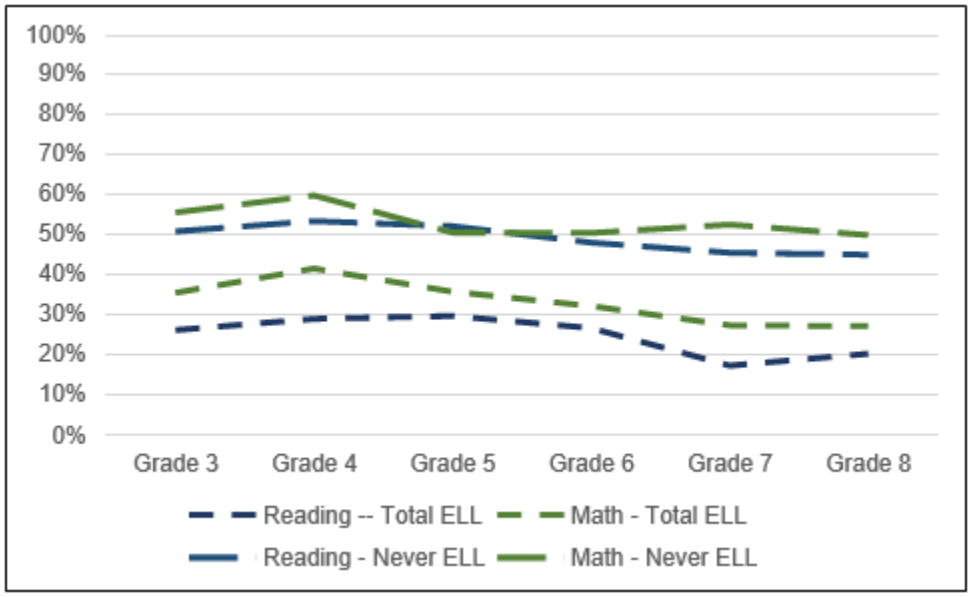


Figure 2: 2016–17 Spring MAP Reading and Math: Total ELL and Never ELL students at Proficient or Advanced

Note: Distribution of scale scores is significantly different ($p<0.05$) between total ELL and never ELL students.

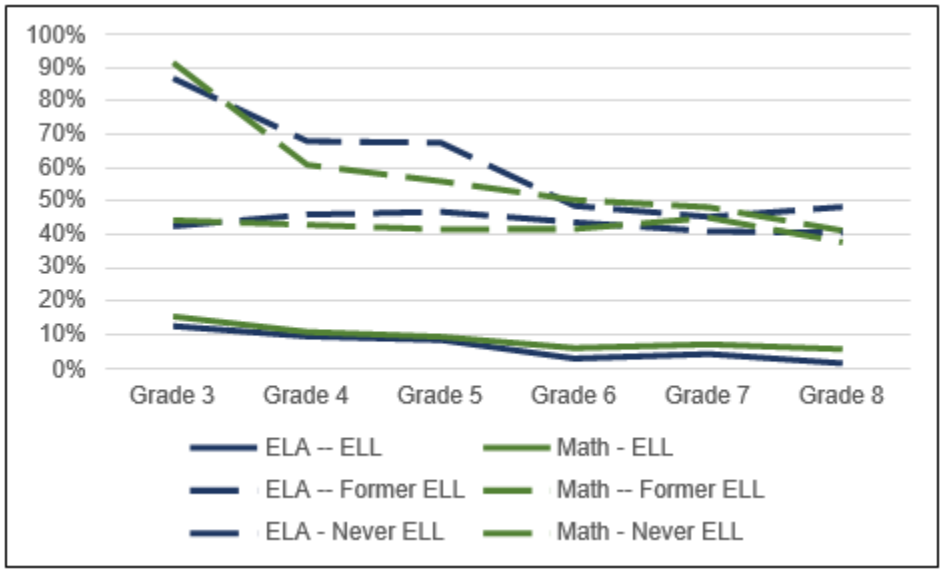


Figure 3: 2016–17 Wisconsin Forward ELA and Math: ELL, former ELL, and never ELL students at Proficient or Advanced

Note: Distribution of scale scores is significantly different ($p<0.05$) between ELL students and other students, and between former ELL and never ELL students.

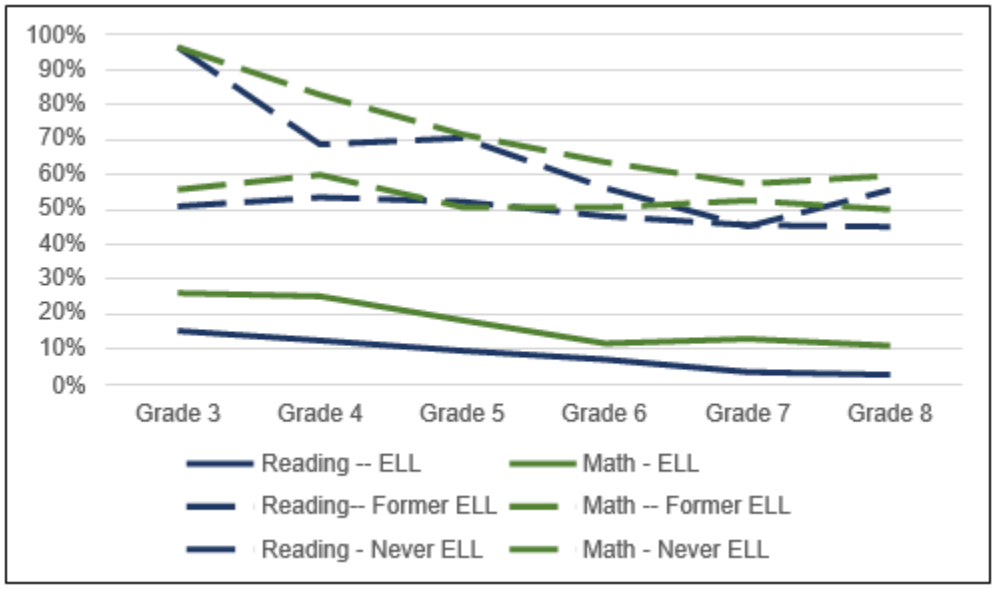


Figure 4: 2016–17 Spring MAP Reading and Math: ELL, Former ELL, and Never ELL students at Proficient or Advanced

Note: Distribution of scale scores is significantly different ($p<0.05$) between ELL students and other students, and between former ELL and never ELL students.

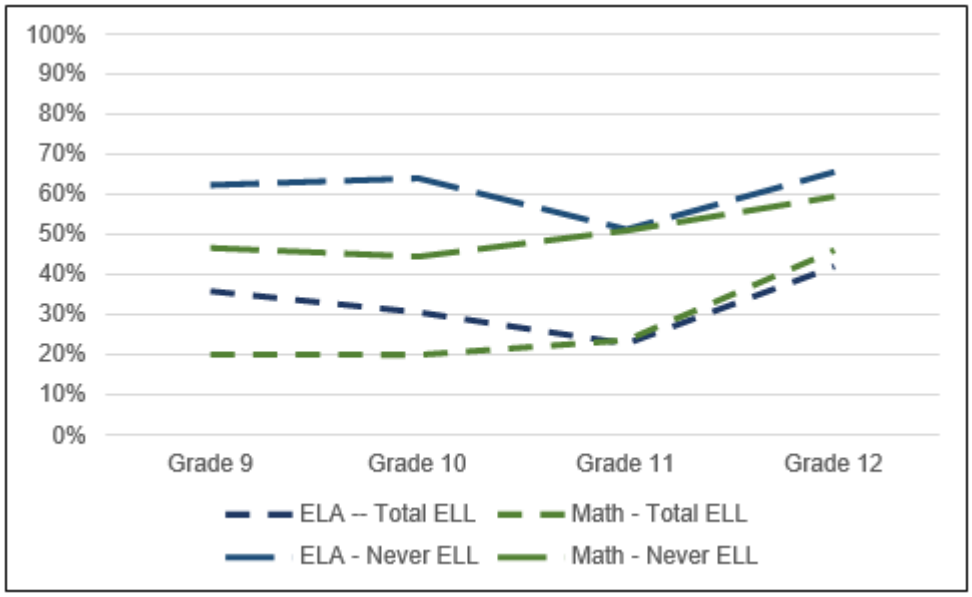


Figure 5: 2016–17 ACT Aspire and ACT ELA and Math: Total ELL and Never ELL students meeting "College-Ready" benchmark

Note: Distribution of scale scores is significantly different ($p<0.05$) between total ELL and never ELL students

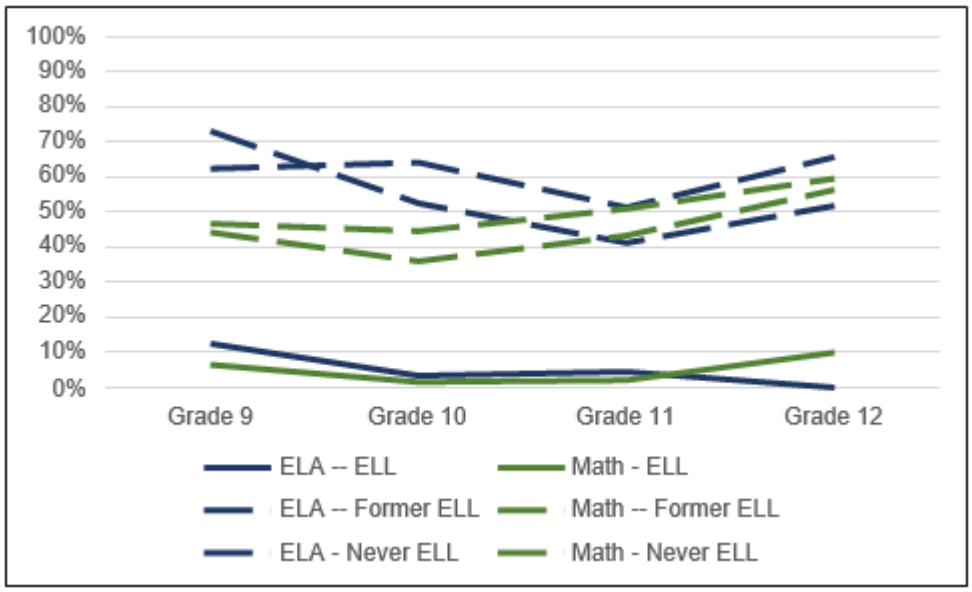


Figure 6: 2016–17 ACT Aspire and ACT ELA and Math: ELL, Former ELL, and Never ELL students meeting "College-Ready" benchmark

Note: Distribution of scale scores is significantly different ($p<0.05$) between ELL students and other students except for twelfth grade math where $n<20$ for ELL students, and between former ELL and never ELL students for tenth and twelfth grade ELA.

Language Outcomes

Table 1: Former ELLs by average number of years in ELL services, by grade, 2016–17

	N Count	Mean	Std. Dev.	Min	Max
KG	-	-	-	-	-
1	§	1.00	0.00	1	1
2	42	1.33	0.48	1	2
3	70	2.24	0.62	1	3
4	163	2.93	0.85	1	4
5	175	3.91	0.93	1	5
6	208	4.21	1.33	1	6
7	141	4.06	1.64	1	7
8	145	4.55	1.75	1	8
9	131	5.29	1.84	1	9
10	230	6.53	2.75	1	11
11	238	6.39	3.24	1	11
12	217	6.42	3.13	1	12

§- N≤10; data suppressed.

Table 2: Former ELLs by average number of years in ELL services, by select demographic characteristics, 2016–17

	N	Ave	Std
Ethnicity			
Hispanic	851	5.49	2.58
Not Hispanic	917	4.28	2.52
Race			
American Indian/Alaska Native	§		
Asian	565	4.64	2.66
Black or African American	121	4.15	2.10
Hispanic/Latino	851	5.49	2.58
Multiracial	49	3.10	1.82
Native Hawaiian/Pacific Island	§		
White	179	3.60	2.23
Gender			
Female	921	4.85	2.66
Male	847	4.88	2.57
Income Status			
Low Income	1,075	5.49	2.60
Not Low Income	693	3.89	2.33
Special Education			
Special Education	58	4.72	3.01
Not in Special Education	1,710	4.87	2.60

§- N≤10; data suppressed.

Table 3: ELL students in services for more than five years, and all ELL students, by demographic subgroups, 2016–17

	Students who have been classified as ELL for more than five years		All Current ELL students	
Ethnicity				
Hispanic	1,006	77%	1,614	68%
Not Hispanic	295	23%	773	32%
Race				
American Indian/Alaska Native	§	§	§	§
Asian	202	16%	465	19%
Black or African American	60	5%	192	8%
Hispanic/Latino	1,006	77%	1,614	68%
Multiracial	§	§	25	1%
Native Hawaiian/Pacific Island	§	§	§	§
White	26	2%	86	4%
Gender				
Female	556	43%	1,032	43%
Male	745	57%	1,355	57%
Income Status				
Low Income	1,125	86%	2,004	84%
Not Low Income	176	14%	383	16%
Special Education				
Special Education	304	23%	452	19%
Not in Special Education	997	77%	1,935	81%

§- N≤10; data suppressed.

2015–16 Academic and Language Outcomes

Academic Outcomes

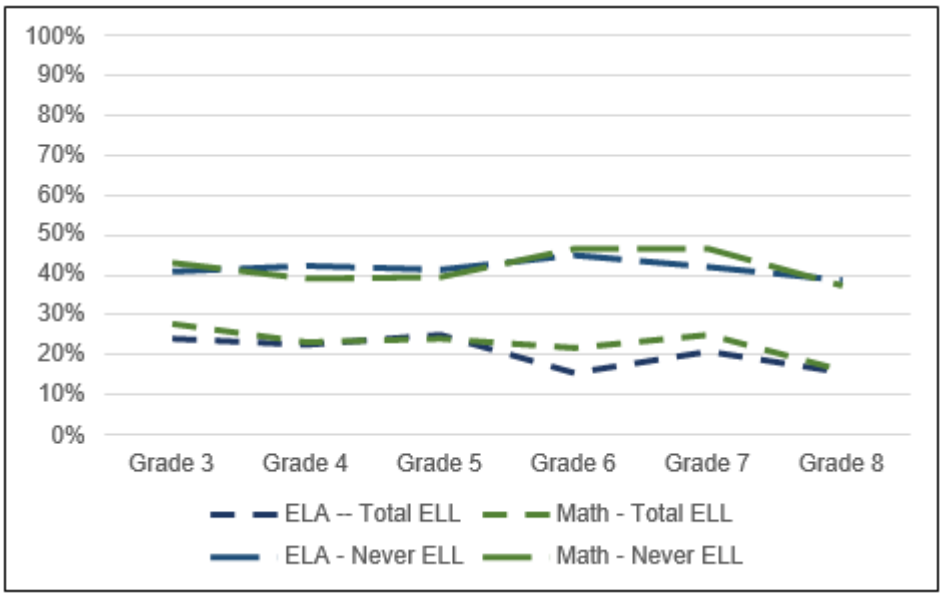


Figure 7: 2015–16 Wisconsin Forward ELA and Math: Total ELL and Never ELL students at Proficient or Advanced

Note: Distribution of scale scores is significantly different ($p<0.05$) between total ELL and never ELL students.

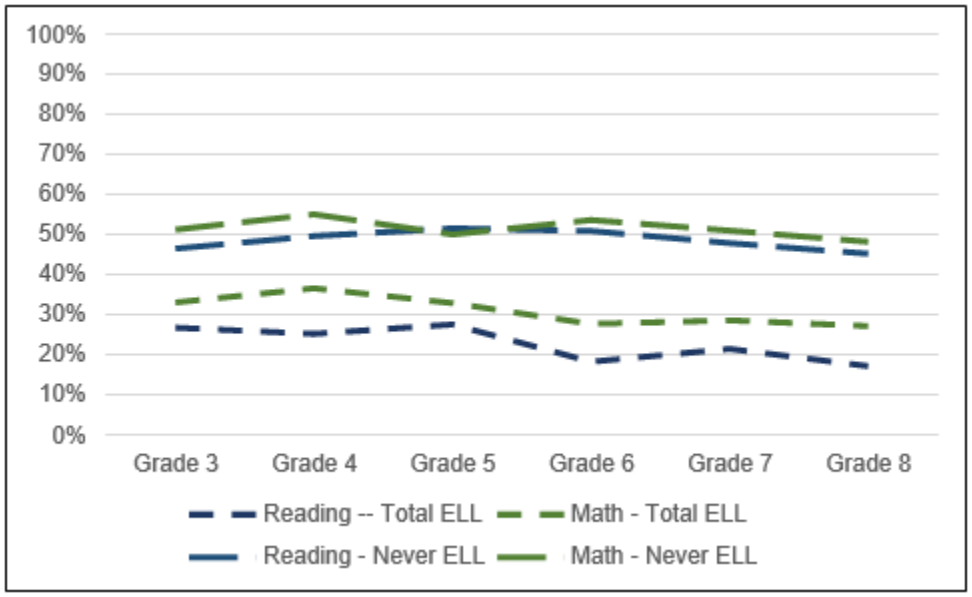


Figure 8: 2015–16 Spring MAP Reading and Math: Total ELL and Never ELL students at Proficient or Advanced

Note: Distribution of scale scores is significantly different ($p<0.05$) between total ELL and never ELL students.

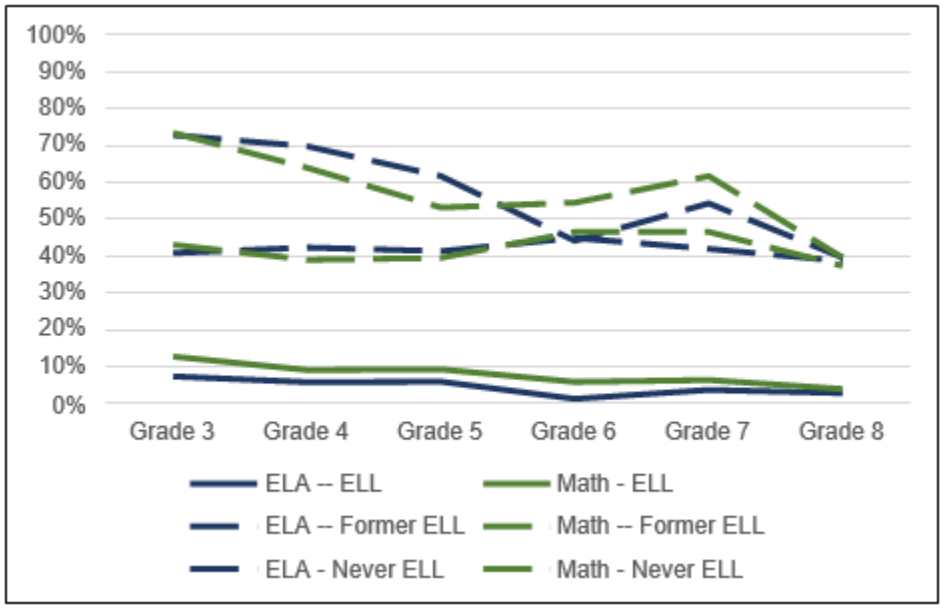


Figure 9: 2015–16 Wisconsin Forward ELA and Math: ELL, former ELL, and never ELL students at Proficient or Advanced

Note: Distribution of scale scores is significantly different ($p<0.05$) between ELL students and other students, and between former ELL and never ELL students.

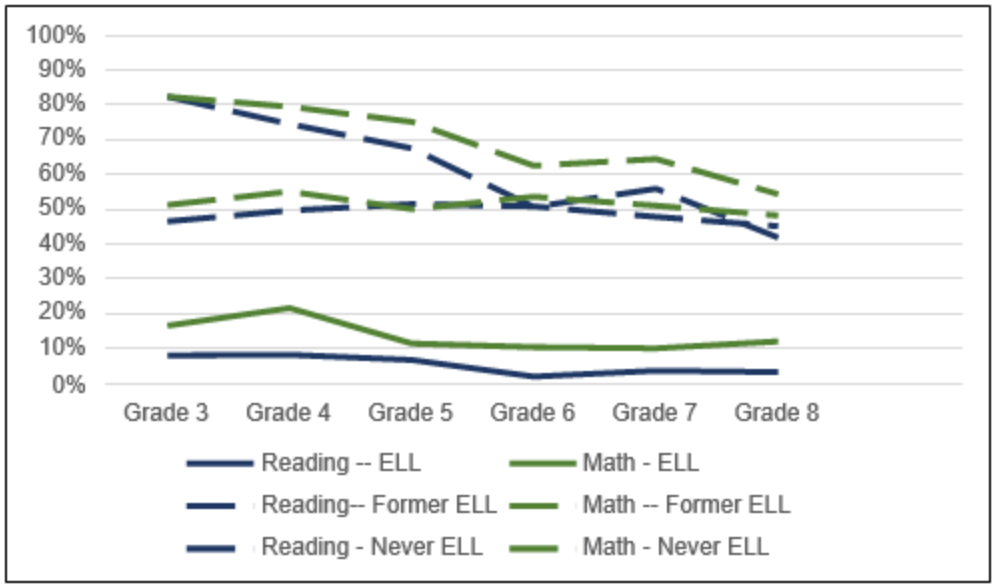


Figure 10: 2015–16 Spring MAP Reading and Math: ELL, Former ELL, and Never ELL students at Proficient or Advanced

Note: Distribution of scale scores is significantly different ($p<0.05$) between ELL students and other students, and between former ELL and never ELL students.

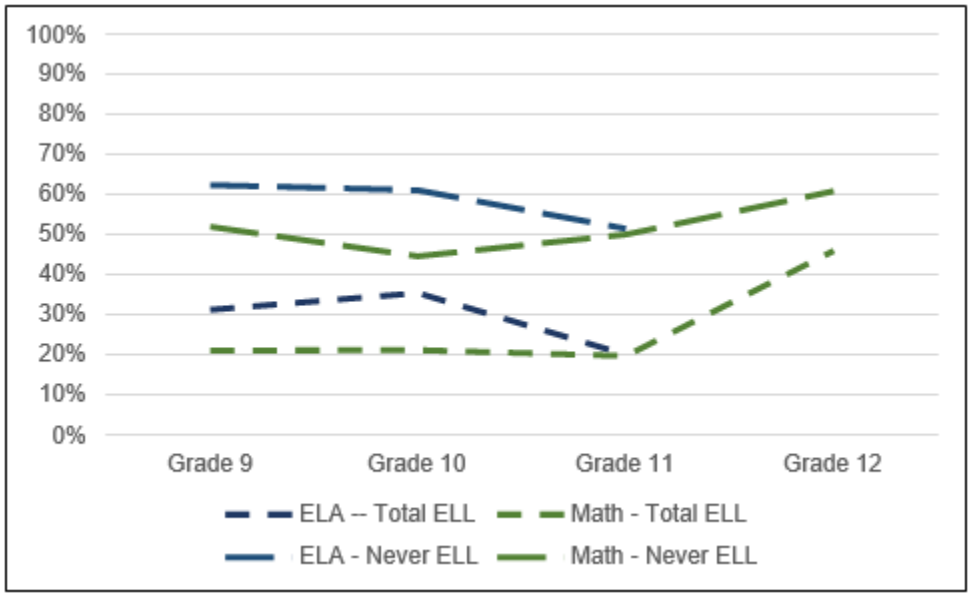


Figure 11: 2015–16 ACT Aspire and ACT ELA and Math: Total ELL and Never ELL students meeting "College-Ready" benchmark

Note: Distribution of scale scores is significantly different ($p<0.05$) between total ELL and never ELL students except for Grade 12 ELA. Grade 12 ACT ELA results are omitted due to the small number of students who took this assessment in 2015–16.

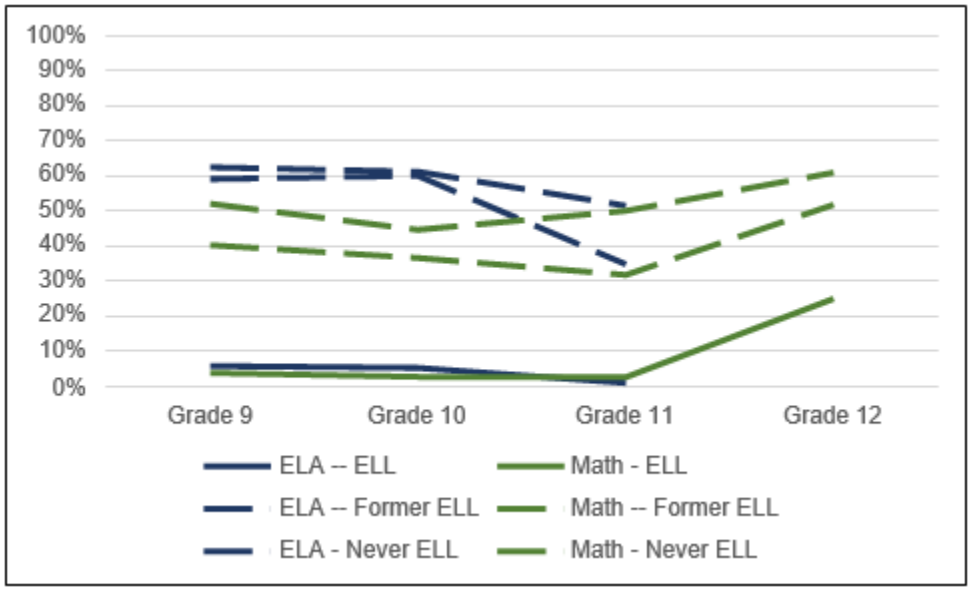


Figure 12: 2015–16 ACT Aspire and ACT ELA and Math: ELL, Former ELL, and Never ELL students meeting "College-Ready" benchmark

Note: Distribution of scale scores is significantly different ($p<0.05$) between ELL students and other students except for twelfth grade where $n<20$ for ELL students, and between former ELL and never ELL students for eleventh grade ELA and math and twelfth grade ELA. Grade 12 ACT ELA results are omitted due to the small number of students who took this assessment in 2015–16.

Language Outcomes

Table 4: Former ELLs by average number of years in ELL services, by grade, 2015–16

	N Count	Mean	Std. Dev.	Min	Max
KG	-	-	-	-	-
1	35	1.00	0.00	1	1
2	46	1.87	0.34	1	2
3	131	2.68	0.67	1	3
4	136	3.59	0.80	1	4
5	176	3.77	1.12	1	5
6	142	3.87	1.54	1	6
7	140	4.41	1.61	1	7
8	126	5.10	1.72	1	8
9	191	6.08	2.59	1	9
10	221	6.17	3.11	1	10
11	200	6.32	2.95	1	10
12	207	5.92	2.91	1	11

§- N≤10; data suppressed.

Table 5: Former ELLs by average number of years in ELL services, by select demographic characteristics, 2015–16

	N	Ave	Std
Ethnicity			
Hispanic	827	5.45	2.56
Not Hispanic	924	4.27	2.50
Race			
American Indian/Alaska Native	§		
Asian	591	4.55	2.62
Black or African American	111	4.08	2.25
Hispanic/Latino	827	5.45	2.56
Multiracial	53	3.11	2.01
Native Hawaiian/Pacific Island	§		
White	166	3.75	2.22
Gender			
Female	905	4.86	2.64
Male	846	4.78	2.56
Income Status			
Low Income	1,059	5.45	2.57
Not Low Income	692	3.87	2.34
Special Education			
Special Education	54	4.54	2.90
Not in Special Education	1,697	4.83	2.59

§- N≤10; data suppressed.

Table 6: ELL students in services for more than five years, and all ELL students, by demographic subgroups, 2015–16

	Students who have been classified as ELL for more than five years		All Current ELL students	
Ethnicity				
Hispanic	858	78%	1,496	69%
Not Hispanic	243	22%	686	31%
Race				
American Indian/Alaska Native	§	§	§	§
Asian	170	15%	436	20%
Black or African American	47	4%	157	7%
Hispanic/Latino	858	78%	1,496	69%
Multiracial	§	§	19	1%
Native Hawaiian/Pacific Island	§	§	§	§
White	22	2%	72	3%
Gender				
Female	467	42%	942	43%
Male	634	58%	1,240	57%
Income Status				
Low Income	962	87%	1,864	85%
Not Low Income	139	13%	318	15%
Special Education				
Special Education	250	23%	410	19%
Not in Special Education	851	77%	1,772	81%

§- N≤10; data suppressed.

Appendix C: 2016-17 and 2015-16 Data Results – Students in ESL Programs

2016–17 Academic and Language Outcomes for Students in ESL Programs

Academic Outcomes

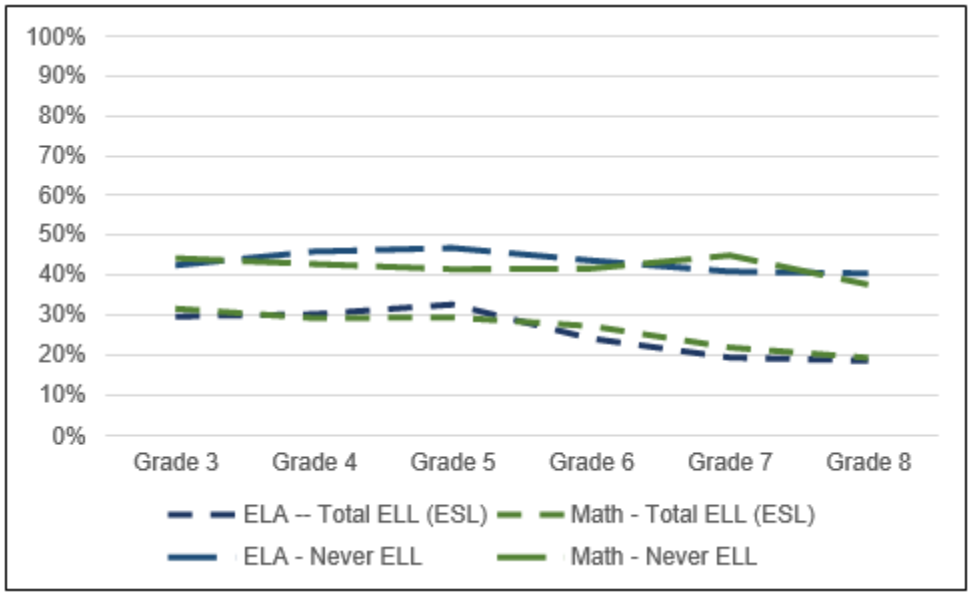


Figure 1: 2016–17 Wisconsin Forward ELA and Math: Total ELL who have ever been in ESL programs and Never ELL students at Proficient or Advanced

Note: Distribution of scale scores is significantly different ($p<0.05$) between total ELL and never ELL students.

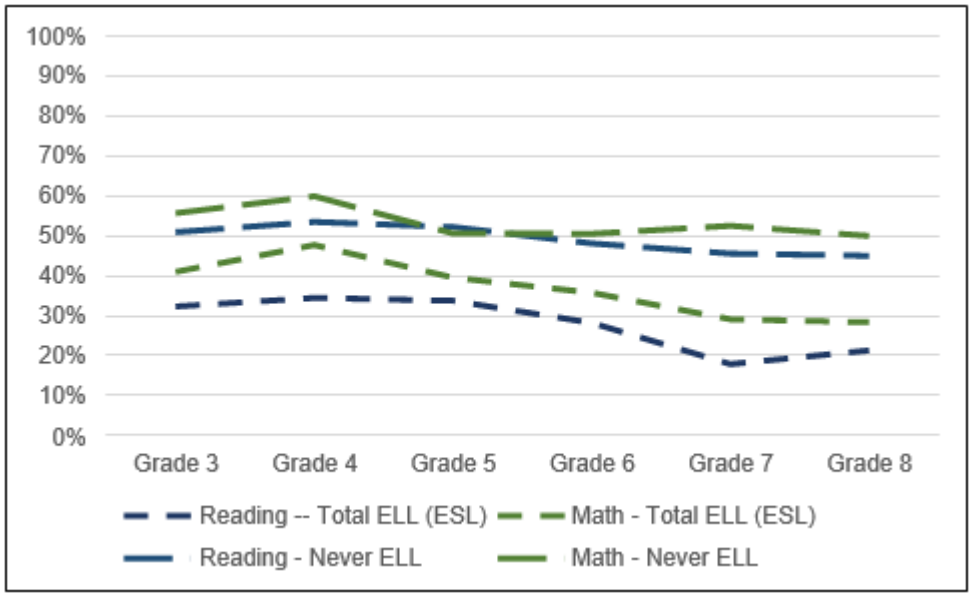


Figure 2: 2016–17 MAP Reading and Math: Total ELL who have ever been in ESL programs and Never ELL students at Proficient or Advanced

Note: Distribution of scale scores is significantly different ($p<0.05$) between total ELL and never ELL students.

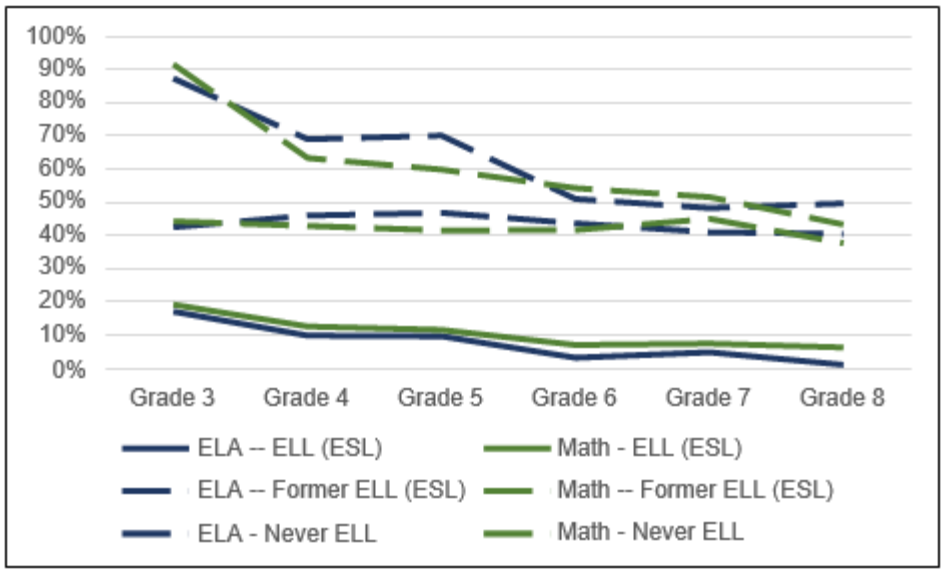


Figure 3: 2016–17 Wisconsin Forward ELA and Math: ELL and former ELL students who have ever been in ESL programs, and never ELL students at Proficient or Advanced

Note: Distribution of scale scores is significantly different ($p<0.05$) between ELL students and other students, and between former ELL and never ELL students.

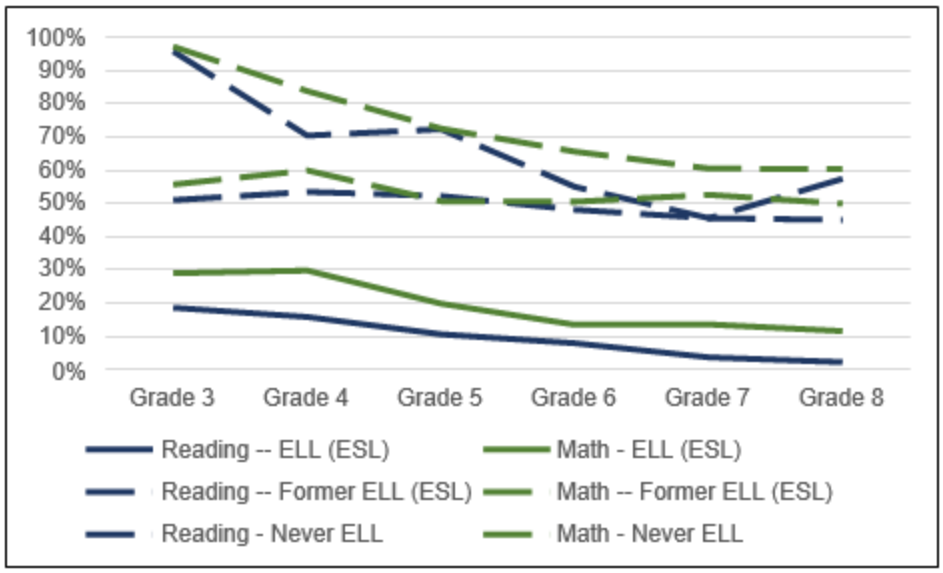


Figure 4: 2016–17 MAP Reading and Math: ELL and former ELL students who have ever been in ESL programs, and never ELL students at Proficient or Advanced

Note: Distribution of scale scores is significantly different ($p<0.05$) between ELL students and other students, and between former ELL and never ELL students.

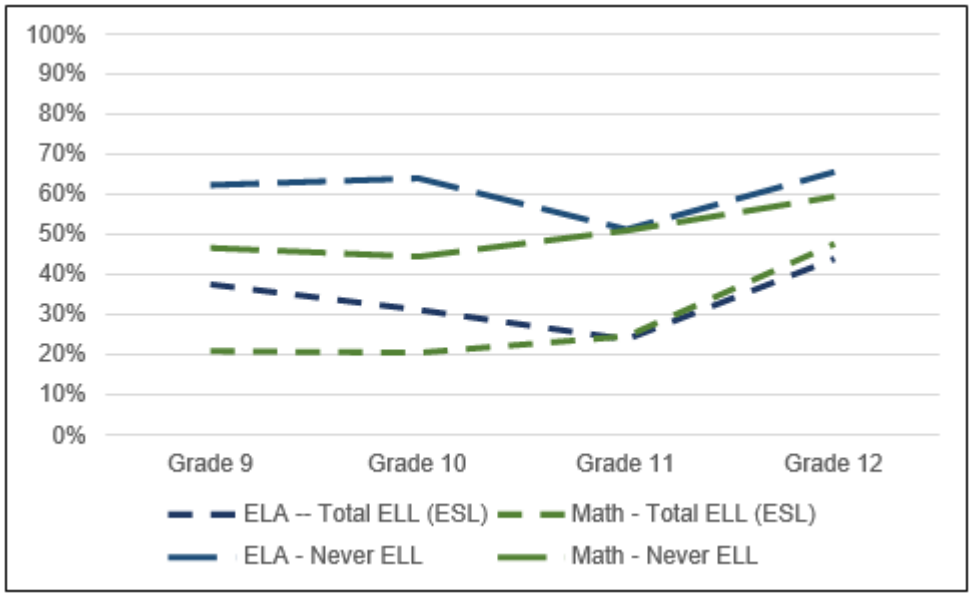


Figure 5: 2016–17 ACT Aspire and ACT ELA and Math: Total ELL who have ever been in ESL programs and Never ELL students meeting "College-Ready" benchmark

Note: Distribution of scale scores is significantly different ($p<0.05$) between total ELL and never ELL students.

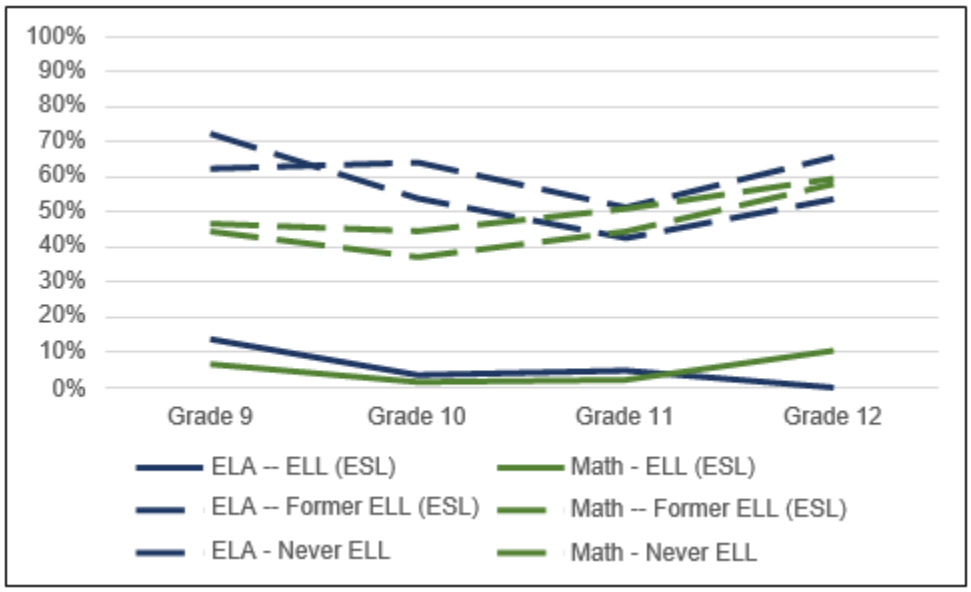


Figure 6: 2016–17 ACT Aspire and ACT ELA and Math: ELL and former ELL students who have ever been in ESL programs, and Never ELL students meeting "College-Ready" benchmark

Note: Distribution of scale scores is significantly different ($p<0.05$) between ELL students and other students except for twelfth grade ELA where the N count of EL students < 20, and between former ELL and never ELL students for tenth grade ELA only.

Language Outcomes

Table 1: Former ELLs who participated in ESL programs by average number of years in ELL services, by grade, 2016–17

	N Count	Mean	Std. Dev.	Min	Max
KG	-	-	-	-	-
1	§	1.00	0.00	1	1
2	38	1.34	0.48	1	2
3	60	2.25	0.60	1	3
4	137	2.90	0.86	1	4
5	142	3.83	0.95	1	5
6	176	4.09	1.34	1	6
7	122	4.00	1.63	1	7
8	135	4.53	1.77	1	8
9	128	5.26	1.84	1	9
10	219	6.44	2.75	1	11
11	234	6.35	3.24	1	11
12	212	6.36	3.14	1	12

§- N≤10; data suppressed.

2015–16 Academic and Language Outcomes for Students in ESL Programs

Academic Outcomes

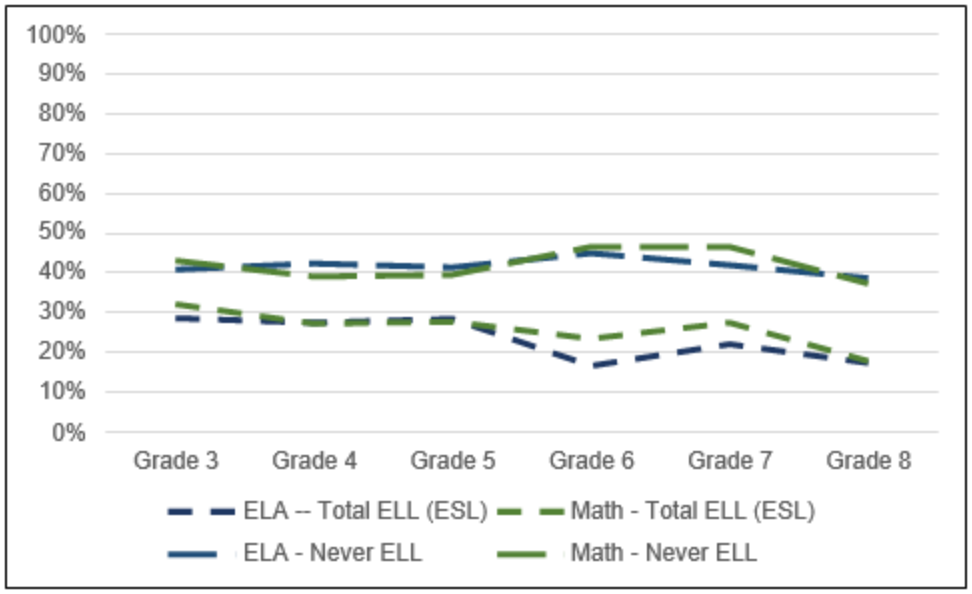


Figure 7: 2015–16 Wisconsin Forward ELA and Math: Total ELL who have ever been in ESL programs and Never ELL students at Proficient or Advanced

Note: Distribution of scale scores is significantly different ($p<0.05$) between total ELL and never ELL students.

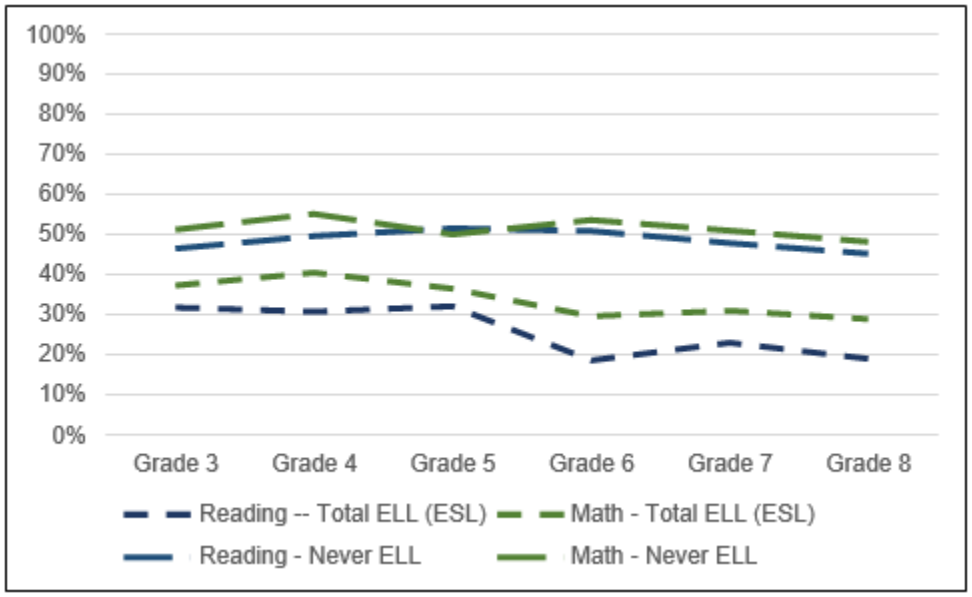


Figure 8: 2015–16 MAP Reading and Math: Total ELL who have ever been in ESL programs and Never ELL students at Proficient or Advanced

Note: Distribution of scale scores is significantly different ($p<0.05$) between total ELL and never ELL students.

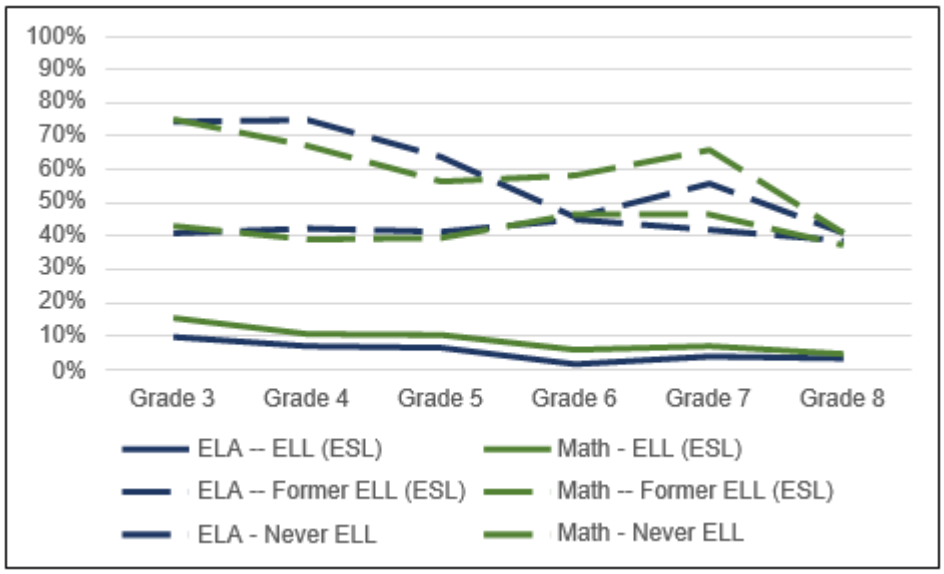


Figure 9: 2015–16 Wisconsin Forward ELA and Math: ELL and former ELL students who have ever been in ESL programs, and never ELL students at Proficient or Advanced

Note: Distribution of scale scores is significantly different ($p<0.05$) between ELL students and other students, and between former ELL and never ELL students.

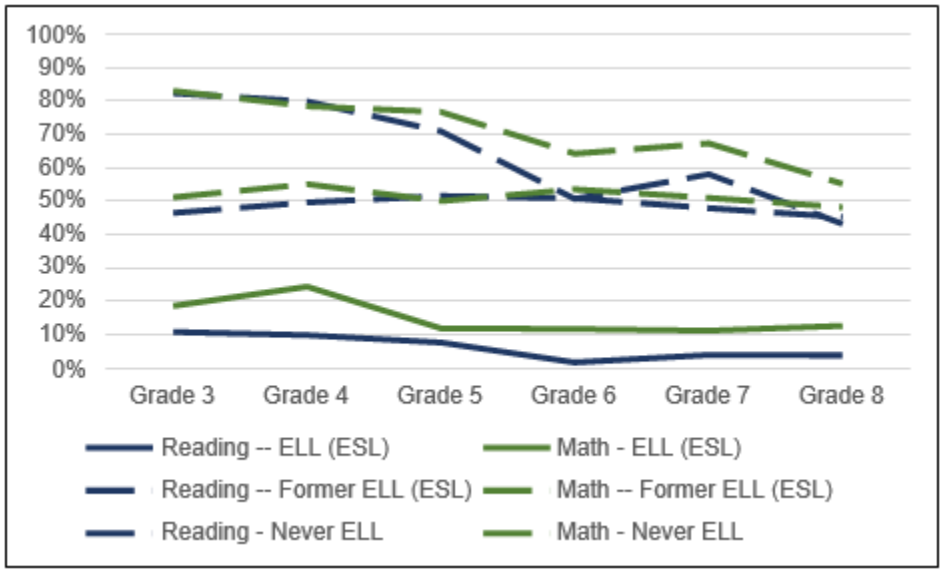


Figure 10: 2015–16 MAP Reading and Math: ELL and former ELL students who have ever been in ESL programs, and never ELL students at Proficient or Advanced

Note: Distribution of scale scores is significantly different ($p<0.05$) between ELL students and other students, and between former ELL and never ELL students.

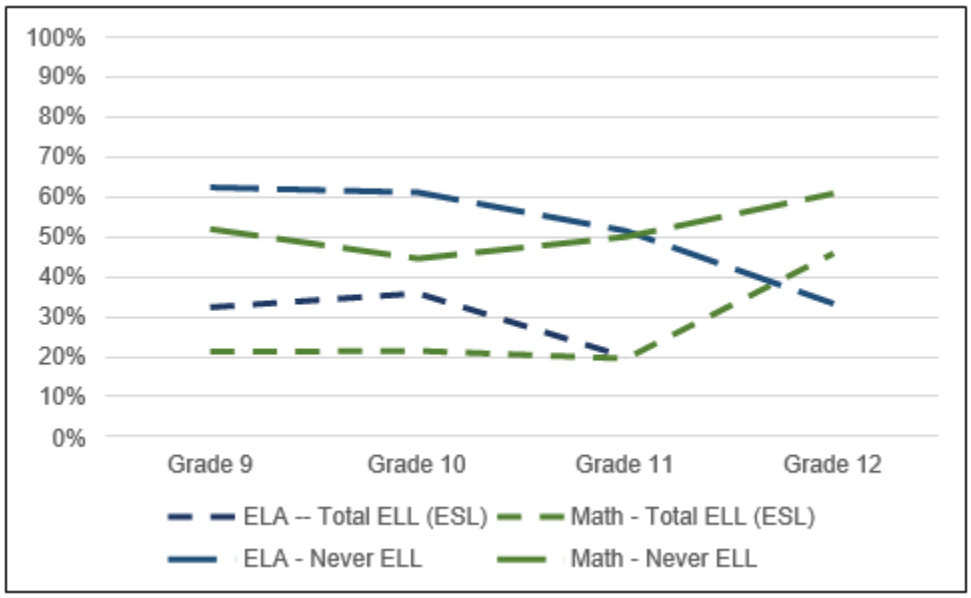


Figure 11: 2015–16 ACT Aspire and ACT ELA and Math: Total ELL who have ever been in ESL programs and Never ELL students meeting "College-Ready" benchmark

Note: Distribution of scale scores is significantly different ($p<0.05$) between total ELL and never ELL students except for Grade 12 ELA. Total ELL results are not included in grades in which the n count of total ELLs who participated in the assessment is 10 or fewer.

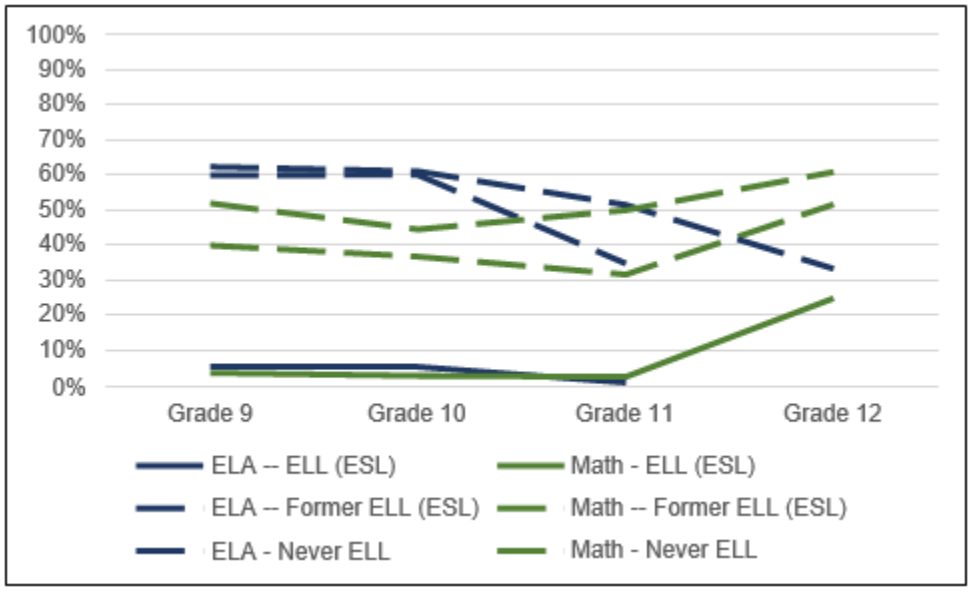


Figure 12: 2016–17 ACT Aspire and ACT ELA and Math: ELL and former ELL students who have ever been in ESL programs, and Never ELL students meeting "College-Ready" benchmark

Note: Distribution of scale scores is significantly different ($p<0.05$) between ELL students and other students except for twelfth grade where the N count of EL students < 20, and between former ELL and never ELL students for eleventh grade ELA and eleventh and twelfth grade math only. Results are not included in grades in which the n count of students in the subgroup is 10 or fewer.

Language Outcomes

Table 2: Former ELLs who participated in ESL programs by average number of years in ELL services, by grade, 2015–16

	N Count	Mean	Std. Dev.	Min	Max
KG	-	-	-	-	-
1	32	1.00	0.00	1	1
2	41	1.90	0.30	1	2
3	110	2.65	0.68	1	3
4	112	3.55	0.85	1	4
5	152	3.67	1.13	1	5
6	124	3.82	1.55	1	6
7	129	4.39	1.65	1	7
8	122	5.06	1.72	1	8
9	185	6.05	2.60	1	9
10	216	6.10	3.11	1	10
11	200	6.32	2.95	1	10
12	207	5.92	2.91	1	11

Appendix D: 2016-17 and 2015-16 Data Results – Students in Bilingual Programs

2016-17 Results

Demographics

Table 1: Students in Bilingual Programs by Demographic Characteristics, 2016–17

	ELL		Former ELL		Total ELL		Never ELL		Total Students	
Race/Ethnicity										
American Indian/Alaska Native	-	0%	-	0%	-	0%	§	0%	§	0%
Asian	§	0%	§	3%	§	1%	14	2%	24	1%
Black or African American	17	1%	§	2%	20	1%	83	10%	103	5%
Hispanic/Latino	1,156	96%	114	87%	1,270	95%	93	11%	1,363	63%
Multiracial	§	1%	§	4%	13	1%	90	11%	103	5%
Native Hawaiian/Pacific Island	§	0%	-	0%	§	0%	-	0%	§	0%
White	17	1%	§	4%	22	2%	549	66%	571	26%
Total	1,205	100%	131	100%	1,336	100%	830	100%	2,166	100%
Gender	0		0		0		0			
Female	545	45%	74	56%	619	46%	424	51%	1,043	48%
Male	660	55%	57	44%	717	54%	406	49%	1,123	52%
Total	1,205	100%	131	100%	1,336	100%	830	100%	2,166	100%
Income Status	0		0		0		0			
Low Income	1,016	84%	90	69%	1,106	83%	170	20%	1,276	59%
Not Low Income	189	16%	41	31%	230	17%	660	80%	890	41%
Total	1,205	100%	131	100%	1,336	100%	830	100%	2,166	100%
Special Education	0		0		0		0			
Special Education	185	15%	§	2%	187	14%	59	7%	246	11%
None	1,020	85%	129	98%	1,149	86%	771	93%	1,920	89%
Total	1,205	100%	131	100%	1,336	100%	830	100%	2,166	100%

§- N≤10; data suppressed.

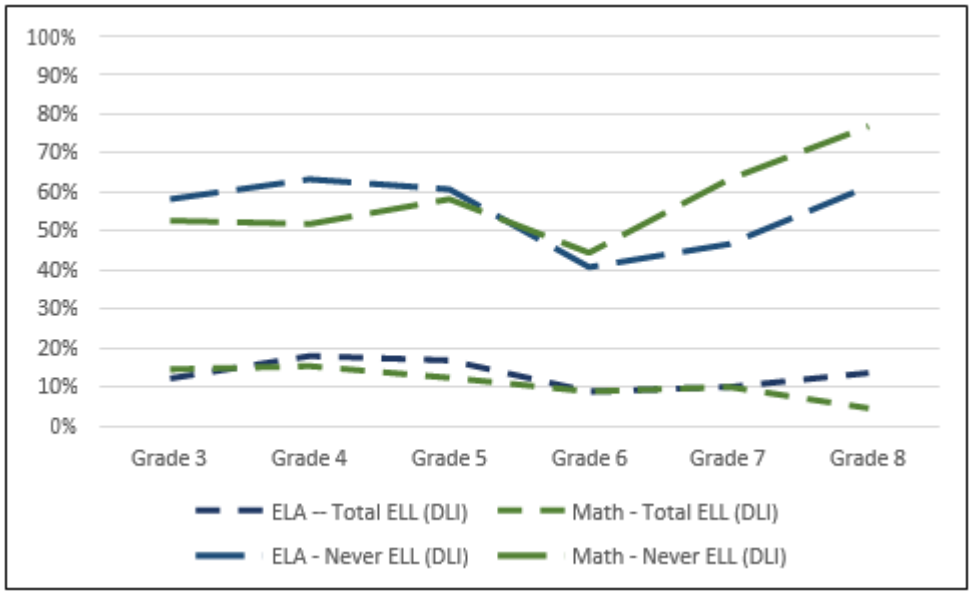


Figure 1: 2016–17 Wisconsin Forward ELA and Math: Total ELL and Never ELL in students in DLI/DBE programs at Proficient or Advanced

Note: Distribution of scale scores is significantly different ($p<0.05$) between total ELL and never ELL students for all grades except for eighth grade where there are not sufficient ELL students to perform the comparison ($n<20$).

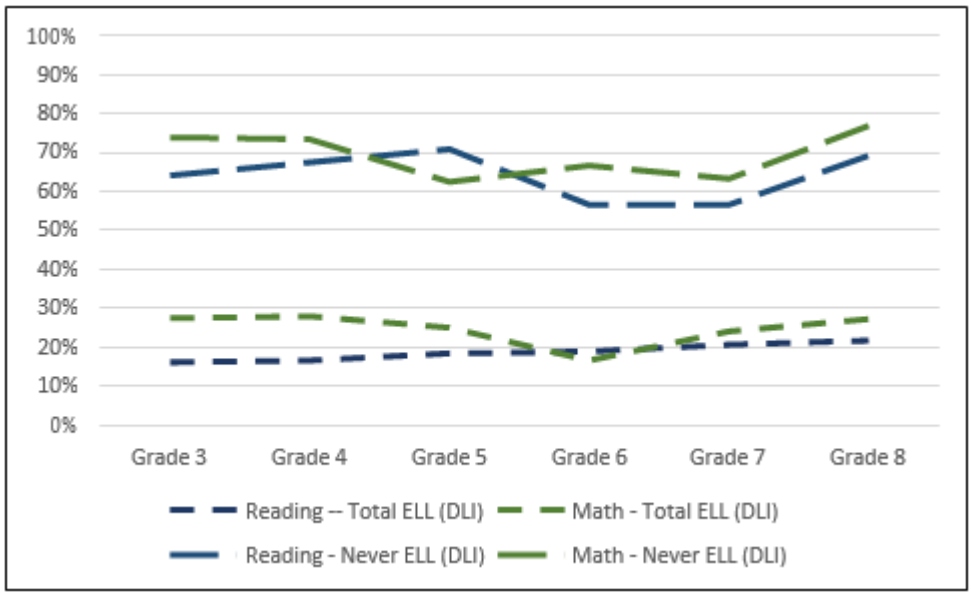


Figure 2: 2016–17 Spring MAP Reading and Math: Total ELL and Never ELL in students in DLI/DBE programs at Proficient or Advanced

Note: Distribution of scale scores is significantly different ($p<0.05$) between total ELL and never ELL students for all grades except for eighth grade where there are not sufficient ELL students to perform the comparison ($n<20$).

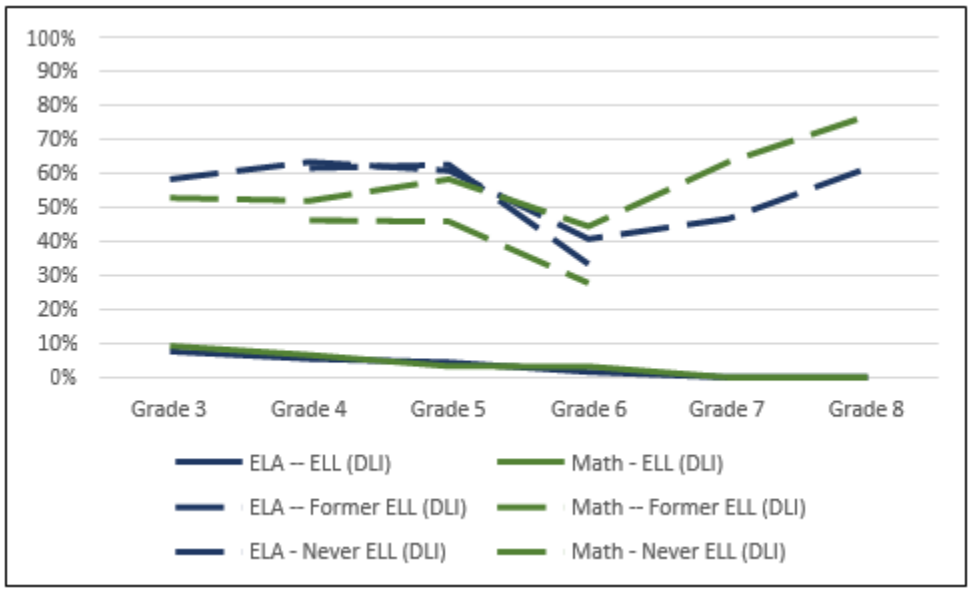


Figure 3: 2016–17 Wisconsin Forward ELA and Math: ELL, Former ELL, and Never ELL students in DLI/DBE programs at Proficient or Advanced

Note: Distribution of scale scores is significantly different ($p<0.05$) between ELL students and other students for all grades except for eighth grade where there are not sufficient ELL students to perform the comparison ($n<20$). Distribution of scale scores is significantly different ($p<0.05$) between former ELL and never ELL students for fourth and fifth grade only. For other grades, there are not sufficient ELL students to perform the comparison ($n<20$). Former ELL results are not included in grades in which the n count of former ELLs is 10 or fewer.

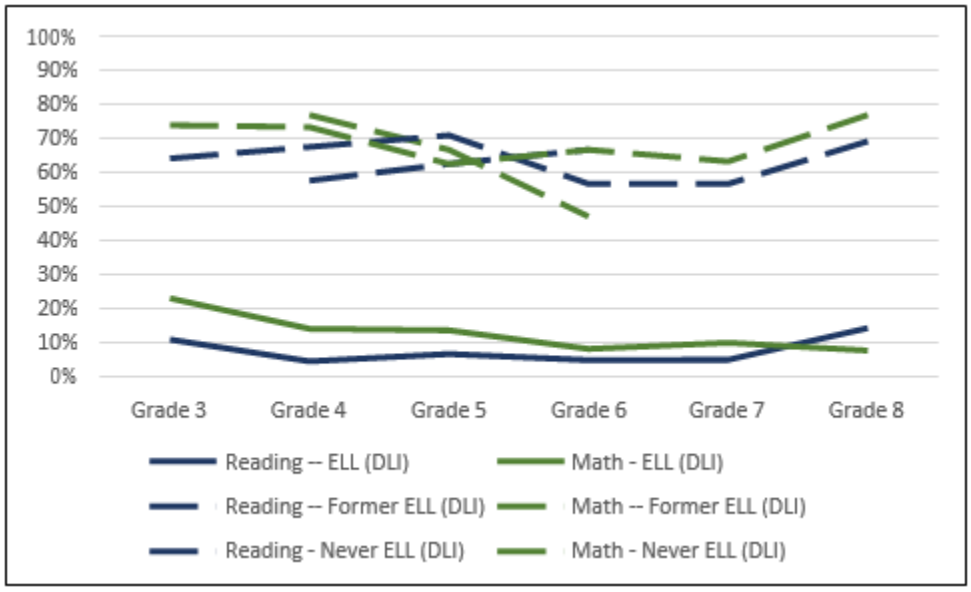


Figure 4: 2016–17 Spring MAP Reading and Math: ELL, Former ELL, and Never ELL students in DLI/DBE programs at Proficient or Advanced

Note: Distribution of scale scores is significantly different ($p<0.05$) between ELL students and other students for all grades except for eighth grade where there are not sufficient ELL students to perform the comparison ($n<20$).

Distribution of scale scores is significantly different ($p<0.05$) between former ELL and never ELL students for fourth and fifth grade only. For other grades, there are not sufficient ELL students to perform the comparison ($n<20$). Former ELL results are not included in grades in which the n count of former ELLs is 10 or fewer.

As the number of participants in bilingual programs for the grades that these assessments apply to is so low, and as the assessments are not completed by all students, data are not presented for these assessments for students in bilingual programs.

English Language Outcomes

Table 2: Former ELLs who participated in DLI or DBE programs by average number of years in ELL services, by grade, 2016–17

	N Count	Mean	Std. Dev.	Min	Max
KG	0	-	-	-	-
1	0	-	-	-	-
2	0	-	-	-	-
3	§	§	§	§	§
4	25	3.12	0.78	1	4
5	24	4.25	0.74	2	5
6	18	5.00	0.84	4	6
7	§	§	§	§	§
8	§	§	§	§	§
9	§	§	§	§	§
10	§	§	§	§	§
11	0	-	-	-	-
12	0	-	-	-	-

§- N≤10; data suppressed.

Partner Language Outcomes

Table 3: Grade 7 & 8 IL – Listening Spanish language proficiency AAPPL results, 2016–17

	All students		Total ELL		Never ELL	
Intermediate High or Advanced	54	68%	29	64%	25	74%
Intermediate Mid	12	15%	§	20%		9%
Intermediate Low	11	14%	§	11%	6	18%
Novice	§	3%	§	4%	0	0%

§- N≤10; data suppressed.

Table 4: Grade 7 & 8 ILS – Speaking Spanish language proficiency AAPPL results, 2016–17

	All students		Total ELL		Never ELL	
Intermediate High or Advanced	15	24%		23%	§	26%
Intermediate Mid	30	48%	16	52%	14	45%
Intermediate Low	12	19%	§	19%	§	19%
Novice	§	8%	§	6%	§	10%

§- N≤10; data suppressed.

Table 5: Grade 7 & 8 IR – Reading Spanish language proficiency AAPPL results, 2016–17

	All students		Total ELL		Never ELL	
Intermediate High or Advanced	43	56%	21	49%	22	65%
Intermediate Mid	17	22%	11	26%	§	18%
Intermediate Low	§	9%	§	9%	§	9%
Novice	§	13%	§	16%	§	9%

§- N≤10; data suppressed.

Table 6: Grade 7 & 8 PW – Presentational Writing Spanish language proficiency AAPPL results, 2016–17

	All students		Total ELL		Never ELL	
Intermediate High or Advanced	13	23%	§	19%	§	28%
Intermediate Mid	25	45%	14	45%	11	44%
Intermediate Low	§	16%	§	19%	§	12%
Novice	§	16%	§	16%	§	16%

§- N≤10; data suppressed.

Biliteracy Outcomes

Table 7: Students in bilingual programs who met and did not meet grade level benchmarks on PALS Español, grades K–2, 2015-16

Grade	Home Language	Not Met		Met		Total
K	English	82	48%	89	52%	171
	Spanish	121	58%	87	42%	208
	Other	§	64%	§	36%	11
	Total	210	54%	180	46%	390
1	English	21	18%	96	82%	117
	Spanish	51	30%	118	70%	169
	Other	§	11%	§	89%	§
	Total	73	25%	222	75%	295
2	English	26	21%	95	79%	121
	Spanish	23	18%	106	82%	129
	Other	§	29%	§	71%	§
	Total	51	20%	206	80%	257

§- N≤10; data suppressed.

Table 8: Students in Bilingual Programs by Performances on Achieve3000, Grades 6-8, 2016–17

		Grade 6		Grade 7		Grade 8		Grades 6-8	
		English		English		English		English	
		Minimal or Basic	Proficient or Advanced	Minimal or Basic	Proficient or Advanced	Minimal or Basic	Proficient or Advanced	Minimal or Basic	Proficient or Advanced
Spanish	Minimal or Basic	77%	23%	88%	12%	0%	0%	80%	20%
	Proficient or Advanced	0%	0%	0%	0%	0%	0%	0%	0%

Student Subgroup Representation

Table 9: Disproportional Representation in DLI Programs – Male Students, 2016–17

	Proportion of DLI Students	Proportion of All Students	Risk Ratio
All Students	52%	51%	1.01
ELL Students	55%	54%	1.02
Non-ELL Students	48%	51%	0.95

Table 10: Disproportional Representation in DLI Programs – Students from Low Income Backgrounds, 2016–17

	Proportion of DLI Students	Proportion of All Students	Risk Ratio
All Students	59%	49%	1.21
ELL Students	84%	76%	1.10
Non-ELL Students	27%	42%	0.65

Table 11: Disproportional Representation in DLI Programs – Students in Special Education, 2016–17

	Proportion of DLI Students	Proportion of All Students	Risk Ratio
All Students	11%	15%	0.73
ELL Students	15%	15%	1.01
Non-ELL Students	6%	16%	0.41

Table 12: Disproportional Representation of non-ELL students in Bilingual Programs – Ethnicity of non-Hispanic students, 2016–17

	Proportion of DLI Students	Proportion of All Students	Risk Ratio
American Indian/Alaska Native	§	§	
Asian	2%	6%	0.37
Black or African American	11%	24%	0.47
Hispanic/Latino	-	-	
Multiracial	13%	12%	1.02
Native Hawaiian/Pacific Island	§	§	
White	73%	57%	1.30

§- N≤10; data suppressed.

2015-16 Results

Demographics

Table 13: Students in Bilingual Programs by Demographic Characteristics, 2015–16

	ELL		Former ELL		Total ELL		Never ELL		Total Students	
Race/Ethnicity										
American Indian/Alaska Native	-	0%	-	0%	-	0%	§	0%	§	0%
Asian	§	0%	§	2%	§	1%	12	2%	§	1%
Black or African American	11	1%	§	2%	14	1%	79	11%	93	5%
Hispanic/Latino	1,049	97%	106	88%	1,155	96%	80	11%	1,235	64%
Multiracial	§	1%	§	4%	12	1%	72	10%	84	4%
Native Hawaiian/Pacific Island	§	0%	-	0%	§	0%	-	0%	§	0%
White	13	1%	§	3%	17	1%	489	67%	506	26%
Total	1,086	100%	121	100%	1,207	100%	733	100%	1,940	100%
Gender	0		0		0		0		0	
Female	490	45%	65	54%	555	46%	385	53%	940	48%
Male	596	55%	56	46%	652	54%	348	47%	1,000	52%
Total	1,086	100%	121	100%	1,207	100%	733	100%	1,940	100%
Income Status	0		0		0		0		0	
Low Income	933	86%	75	62%	1,008	84%	146	20%	1,154	59%
Not Low Income	153	14%	46	38%	199	16%	587	80%	786	41%
Total	1,086	100%	121	100%	1,207	100%	733	100%	1,940	100%
Special Education	0		0		0		0		0	
Special Education	146	13%	§	1%	147	12%	44	6%	191	10%
None	940	87%	120	99%	1,060	88%	689	94%	1,749	90%
Total	1,086	100%	121	100%	1,207	100%	733	100%	1,940	100%

§- N≤10; data suppressed.

Academic Outcomes

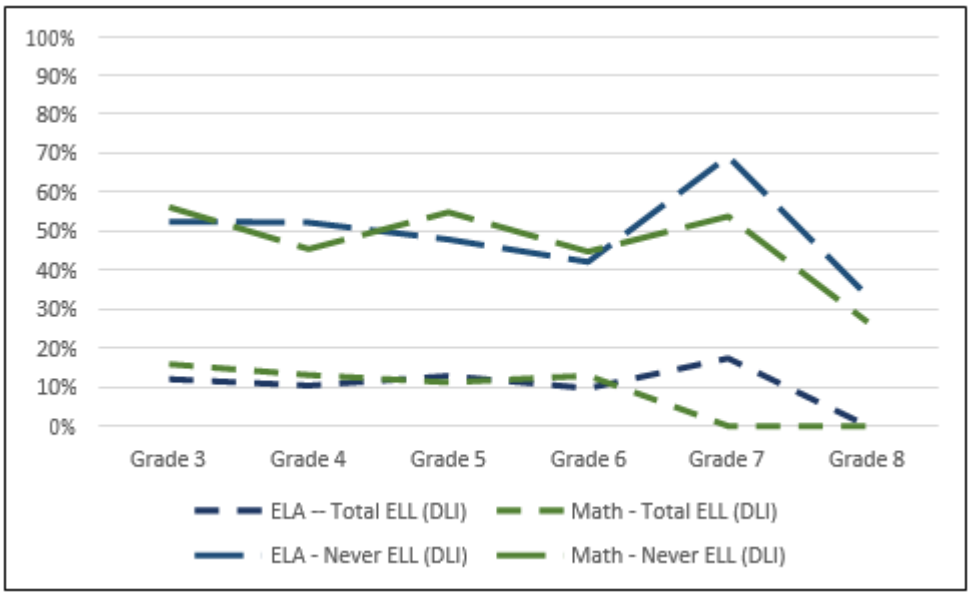


Figure 5: 2015–16 Wisconsin Forward ELA and Math: Total ELL and Never ELL in students in DLI/DBE programs at Proficient or Advanced

Note: Distribution of scale scores is significantly different ($p<0.05$) between total ELL and never ELL students for all grades except for seventh and eighth grade where there are not sufficient ELL students to perform the comparison ($n<20$).

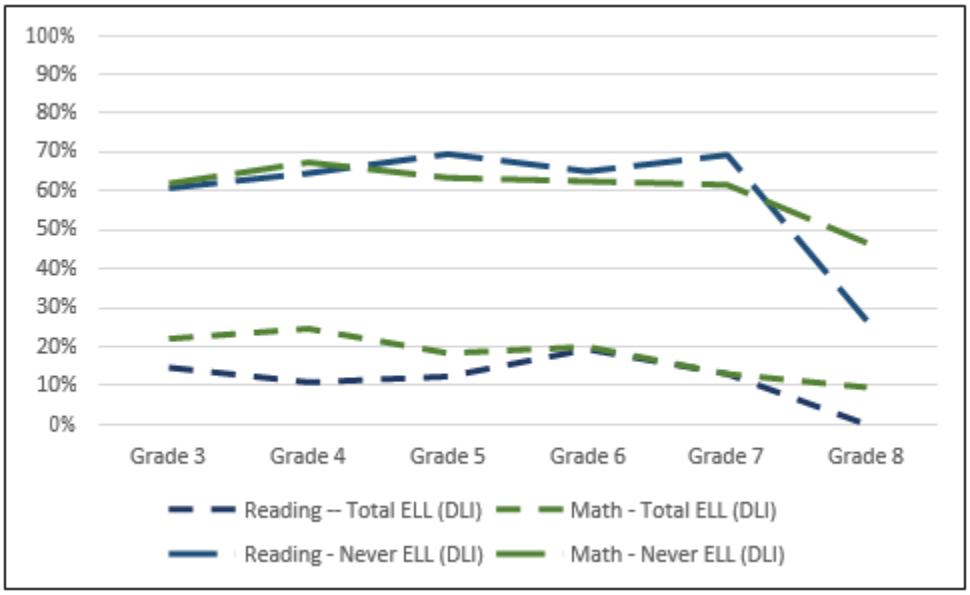


Figure 6: 2015–16 Spring MAP Reading and Math: Total ELL and Never ELL in students in DLI/DBE programs at Proficient or Advanced

Note: Distribution of scale scores is significantly different ($p<0.05$) between total ELL and never ELL students for all grades except for seventh and eighth grade where there are not sufficient ELL students to perform the comparison ($n<20$).

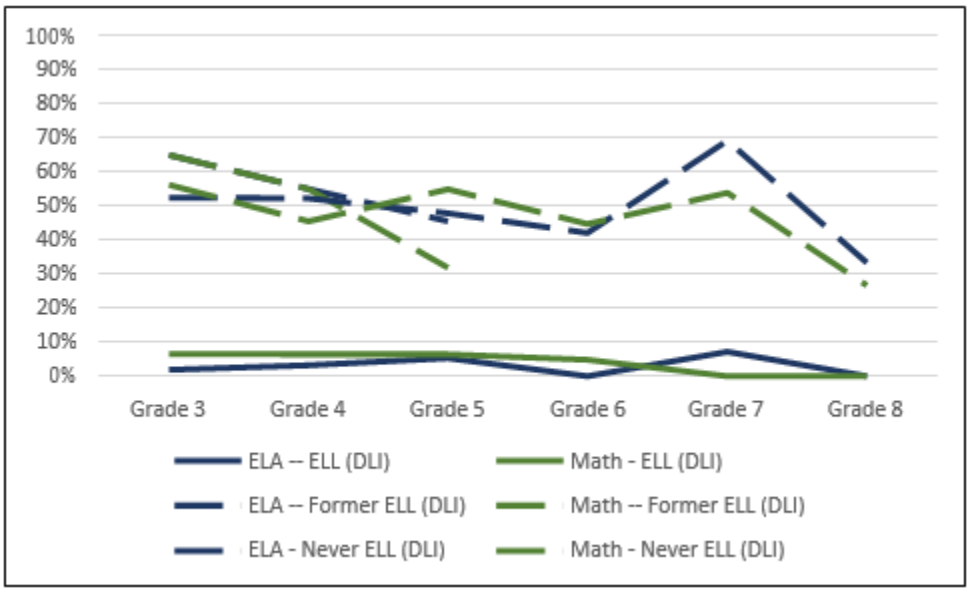


Figure 7: 2015–16 Wisconsin Forward ELA and Math: ELL, Former ELL, and Never ELL students in DLI/DBE programs at Proficient or Advanced

Note: Distribution of scale scores is significantly different ($p<0.05$) between ELL students and other students for all grades except for seventh and eighth grade where there are not sufficient ELL students to perform the comparison ($n<20$). Distribution of scale scores is significantly different ($p<0.05$) between former ELL and never ELL students for third, fourth and fifth grade only. For other grades, there are not sufficient ELL students to perform the comparison ($n<20$). Former ELL results are not included in grades in which the n count of former ELLs is 10 or fewer.

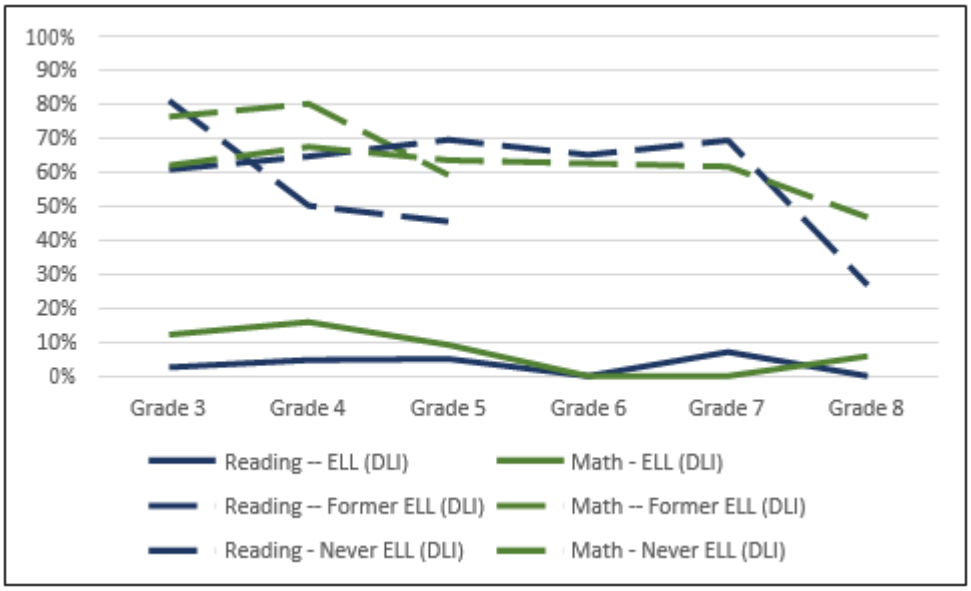


Figure 8: 2015–16 Spring MAP Reading and Math: ELL, Former ELL, and Never ELL students in DLI/DBE programs at Proficient or Advanced

Note: Distribution of scale scores is significantly different ($p<0.05$) between ELL students and other students for all grades except for seventh and eighth grade where there are not sufficient ELL students to perform the comparison ($n<20$). Distribution of scale scores is significantly different ($p<0.05$) between former ELL and never ELL students for third, fourth and fifth grade only. For other grades, there are not sufficient ELL students to perform the comparison ($n<20$). Former ELL results are not included in grades in which the n count of former ELLs is 10 or fewer.

As the number of participants in bilingual programs for the grades that these assessments apply to is so low, and as the assessments are not completed by all students, data are not presented for these assessments for students in bilingual programs.

English Language Outcomes

Table 14: Former ELLs who participated in DLI or DBE programs by average number of years in ELL services, by grade, 2015–16

	N Count	Mean	Std. Dev.	Min	Max
KG	0	-	-	-	-
1	§	§	§	§	§
2	§	§	§	§	§
3	19	2.79	0.63	1	3
4	20	3.80	0.52	2	4
5	22	4.36	0.90	1	5
6	§	§	§	§	§
7	§	§	§	§	§
8	§	§	§	§	§
9	§	§	§	§	§
10	§	§	§	§	§
11	0	-	-	-	-
12	0	-	-	-	-

§- N≤10; data suppressed.

Biliteracy Outcomes

Table 15: Students in bilingual programs who met and did not meet grade level benchmarks on PALS Español, grades K–2, 2015-16

Grade	Home Language	Not Met		Met		Total
K	English	35	29%	84	71%	119
	Spanish	88	47%	100	53%	188
	Other	§	18%	§	82%	11
	Total	125	39%	193	61%	318
1	English	19	15%	107	85%	126
	Spanish	35	24%	108	76%	143
	Other	§	14%	§	86%	§
	Total	55	20%	221	80%	276
2	English	12	10%	104	90%	116
	Spanish	27	17%	135	83%	162
	Other	§	9%	§	91%	11
	Total	40	14%	249	86%	289

§- N≤10; data suppressed.

Note: Results are not presented for student performances on Achieve3000, Grades 6-8, 2016–17, as there were no students who had both English and Spanish assessments.

Student Subgroup Representation

Table 16: Disproportional Representation in DLI Programs – Male Students, 2015–16

	Proportion of DLI Students	Proportion of All Students	Risk Ratio
All Students	52%	52%	1.00
ELL Students	55%	54%	1.02
Non-ELL Students	47%	51%	0.92

Table 17: Disproportional Representation in DLI Programs – Students from Low Income Backgrounds, 2015–16

	Proportion of DLI Students	Proportion of All Students	Risk Ratio
All Students	59%	49%	1.22
ELL Students	86%	78%	1.10
Non-ELL Students	26%	41%	0.62

Table 18: Disproportional Representation in DLI Programs – Students in Special Education, 2015–16

	Proportion of DLI Students	Proportion of All Students	Risk Ratio
All Students	10%	15%	0.67
ELL Students	13%	15%	0.92
Non-ELL Students	5%	15%	0.36

Table 19: Disproportional Representation of non-ELL students in Bilingual Programs – Ethnicity of non-Hispanic students, 2015–16

	Proportion of DLI Students	Proportion of All Students	Risk Ratio
American Indian/Alaska Native	§	§	
Asian	2%	6%	0.35
Black or African American	12%	24%	0.51
Hispanic/Latino	-	-	
Multiracial	12%	12%	0.93
Native Hawaiian/Pacific Island	§	§	
White	74%	57%	1.30

§- N≤10; data suppressed.

Appendix E: MMSD Annual Monitoring Snapshots 2015-2018

English Language Learner Monitoring Snapshot 2015-16

As part of MMSD's Evaluation and Review Cycle, major plans in the district have an annual monitoring snapshot of simple and consistent quantitative data. This snapshot shows key characteristics of students in the group indicated above, as well as progress on Strategic Framework Milestones and indicators from the School Targeted Assistance Tool (STAT) system used to monitor schools during the year. This snapshot is not evaluative and should not be used to draw conclusions about program or plan effectiveness. Major plans are evaluated formally every three years.

ELL Student Demographics

	2014-2015	2015-2016
American Indian/Alaska Native	0%	0%
Asian	26%	26%
Black or African American	6%	6%
Hispanic/Latino	58%	58%
Multiracial	2%	2%
Native Hawaiian/Pacific Island	0%	0%
White	7%	7%
Advanced Learner	10%	10%
Not Advanced Learner	90%	90%
No Disability	89%	88%
Students with Disabilities	11%	12%
Low-Income	74%	73%
Not Low-Income	26%	27%

Madison Metropolitan School District

Prepared by Bo McCready, MMSD Research & Program Evaluation Office

RPEO

Most Common Home Languages

	2014-2015	2015-2016
Spanish	4,342	4,445
Hmong	735	727
Mandarin	360	344
Arabic	166	192
Korean	103	105
Mandinka	97	112
French	99	100
Nepali	96	105
Tibetan	86	89
Khmer	78	85

English Proficiency Levels

	2014-2015	2015-2016
1	17%	16%
2	10%	9%
3	22%	16%
4	21%	18%
5	11%	15%
6	19%	26%

Strategic Framework Milestones

		2014-2015	2015-2016
Goal #1	Grade 2 PALS Literacy	73%	69%
	Grade 3 MAP Reading Proficiency	22%	25%
	Grade 3 MAP Reading Fall-Spring Growth	54%	57%
	Grade 3 MAP Math Proficiency	31%	32%
	Grade 3 MAP Math Fall-Spring Growth	64%	61%
	Grade 5 MAP Reading Proficiency	26%	25%
	Grade 5 MAP Reading Fall-Spring Growth	62%	62%
	Grade 5 MAP Math Proficiency	33%	32%
	Grade 5 MAP Math Fall-Spring Growth	64%	64%
	Grade 8 MAP Reading Proficiency	19%	21%
	Grade 8 MAP Reading Fall-Spring Growth	53%	55%
	Grade 8 MAP Math Proficiency	28%	30%
	Grade 8 MAP Math Fall-Spring Growth	59%	61%
	Grade 9 Two or More Fs	19%	18%
	Grade 11 3.0 GPA	54%	50%
	Grade 11 ACT Reading College Readiness	34%	29%
	Grade 11 ACT Math College Readiness	38%	31%

		2014-2015	2015-2016
Goal #2	Grades K-5 Arts Education Participation	100%	100%
	Grades 6-8 Arts Education Participation	94%	94%
	Grades 7-8 World Language Participation	43%	46%
	Grade 12 Advanced Coursework Profile	40%	41%
	Grade 12 Arts Education & World Language Profile	39%	41%
Goal #3	Relationships	67%	66%
	Teaching and Learning	77%	78%
	Safety	47%	45%
	Institutional Environment	55%	47%
	School Improvement	53%	54%

ELL STAT: Key Indicators

		2014-2015	2015-2016
ACCESS % Meeting 3-Year Growth Average		52%	59%
PALS % Meeting Spring Literacy Benchmark	English	72%	75%
	Espanol	73%	71%
MAP Spring Proficiency	Math	29%	31%
	Reading	21%	23%
Aspire 9-10 College Readiness	Math	21%	21%
	Reading	23%	25%
ACT 11 College Readiness	Math	25%	24%
	Reading	21%	22%
Suspensions	Out of School	137	180
Chronic Absenteeism (attendance ≤90%)		17%	16%

Annual Monitoring Update: English Language Learner (ELL) Plan (2016-17)

Background

The English Language Learner (ELL) Plan was approved by the BOE on October 2015. The ELL Plan is currently on the second year of implementation. The ELL Plan can be found here. The ELL Plan consists of six main sections: 1) Communication and Monitoring Services; 2)Professional Learning and Building System Capacity; 3) English as a Second Language Services; 4) Bilingual Education Services; 5) Diversity within Bilingual Education Programs; and 6)Community Building.

What Did We Do This Year?

Some of the highlights are as follows:

1) Communication and Monitoring Services

During the SY16-17, OMGE continued to make improvements in the return rate of Individual Plans of Service (IPS) forms for students. We continue to work with parents so that they make informed consent decisions about services being provided. OMGE also conducted Diagnostic Visits with selected schools that show a need for additional support to provide timely feedback on ESL program implementation improvements. Finally, elementary level report cards now include a section for teachers to report on language development so parents can have information about their students' language development progression connected to content and literacy learning.

2) Professional Learning and Building System Capacity

During the SY16-17, 25 teachers participated in the Tuition Reimbursement Program. Nineteen teachers have completed their ESL licenses since the beginning of the program.

3) English as a Second Language Services

As one component of the English as a Second Language Services plan, we will offer an eleven session blended learning course focused on sheltered instruction for English learners. The course will introduce participants to the Sheltered Instruction Observation Protocol (SIOP) Model. In the SIOP Model, language and content objectives are systematically woven into the grade-level subject curriculum that teachers present to students through modified instruction in English. We worked with eight schools around Guided Language Acquisition Design (GLAD). These schools were Hawthorne, Leopold, Midvale, Shorewood, Lakeview, Kennedy, and Stephens. In total, we provided a 6-day training for 48 elementary teachers in 16-17, and provided school based coaching for all of them.

4) Bilingual Education Services

In 2016-17 we began to transition our DLI programs (starting with 5K) to a 50%-50% Spanish- English instructional model. This model includes biliteracy starting in 5K. The Biliteracy Scopes and Units were rewritten to fit the 50-50 model and professional development was offered for coaches, teachers and administrators. New parent information resources (including outreach resources) were developed for schools to use. This transition has continued into first grade in 17-18.

5) Diversity within Bilingual Education Programs

In preparation for both the 16-17 and 17-18 school year DLI Lotteries, OMGE developed additional resources for schools to use, including documentation of their diversity focused outreach plan.

6) Community Building
Schools continue working on ways to build community between strands and provide more opportunities for students to interact across programs. Grade level (across program) teacher planning has facilitated this work. In addition, schools schedule lunches, recesses, etc. so that students have time to socialize together in informal environments as well.

What Have We Learned This Year?

As the enrollment of ELL students continue to grow in the district, the need to build capacity at the school level to serve the unique needs of language learners continues to be of high priority. Recruitment, hiring and retention of bilingual staff continues to be a critical need for the district. OMGE has convened a new Parents of ELL Advisory Team to guide the district's implementation of the ELL Plan and to provide feedback related to current school programming. This feedback will be incorporated in the professional learning that is being provided to teachers. The new work to support immigrant, refugee and undocumented students is critically important and we will ensure that district staff receive professional development to support the current and emerging needs of these students and families.

What Will We Do Moving Forward?

- OMGE will work to transition to a new ELL student management system and we will develop a plan for professional development for ESL/BRT staff.
- The ELL Parent Advisory Team will continue to engage in two way communication with the district to inform and strengthen the work of our ELL Plan.
- OMGE will develop a Performance Management Process to monitor the foundational aspects of implementation for ESL and DLI/DBE programming..
- OMGE will continue providing learning opportunities to implement both SIOP and GLAD strategies in schools. In addition, OMGE will continue to partner with middle schools around the needs of ELLs using the Quality Teaching for English Learners (QTEL) framework.

ELL Annual Monitoring Update: Demographics (2016-17)

Identification Totals

Students

	ELL	Not ELL
14-15	7,577 (26%)	21,196 (74%)
15-16	7,661 (27%)	20,909 (73%)
16-17	7,853 (28%)	20,620 (72%)

By Proficiency Level

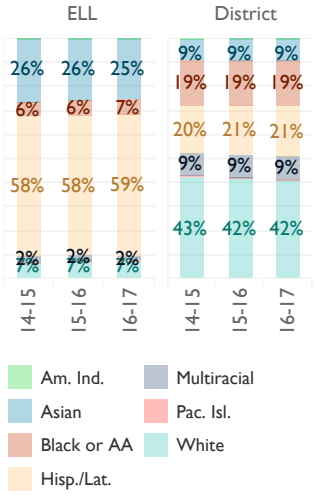
	1 (Entering)	2 (Beginning)	3 (Developing)	4 (Expanding)	5 (Bridging)	6 (Fully English Proficient)
14-15	1,283	734	1,641	1,625	829	1,462
15-16	1,192	721	1,224	1,350	1,157	2,011
16-17	1,259	1,116	1,959	1,178	227	1,972

Note: the ACCESS for ELLs assessment of English proficiency changed significantly in 2016-17, requiring higher scores to demonstrate English proficiency than in prior years.

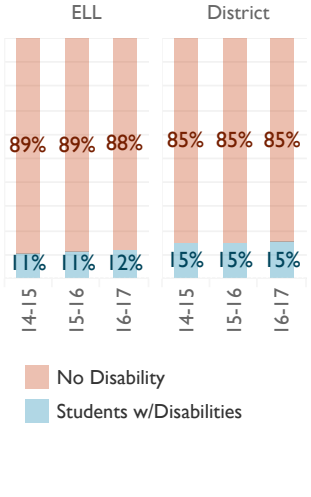
Demographics

These graphics show the demographics of students identified as English Language Learners and of the district overall.

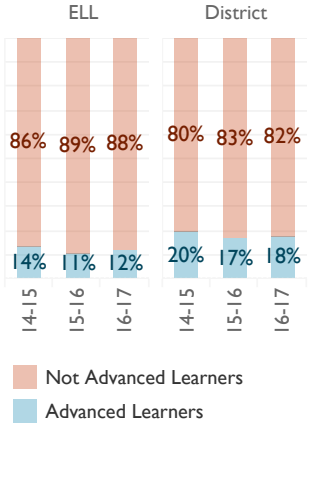
Race/Ethnicity



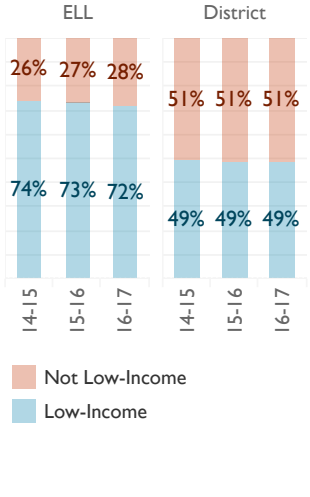
Disability



Advanced Learner Status

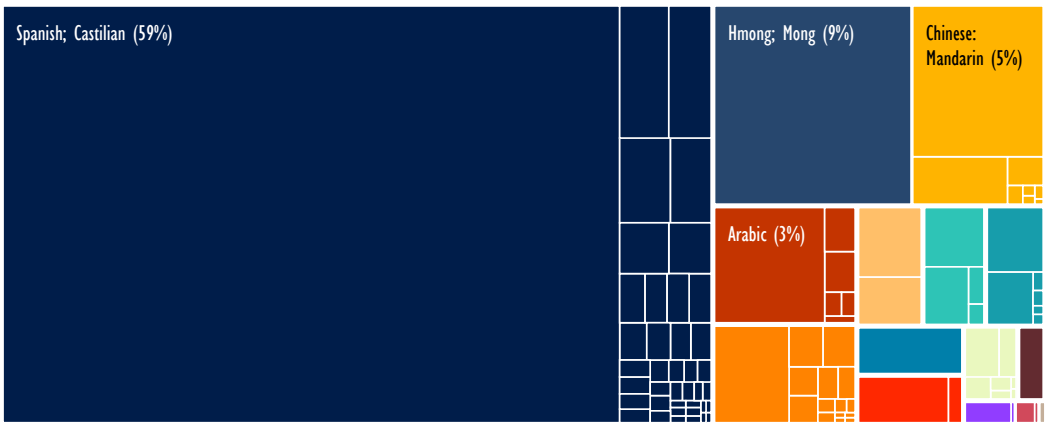


Income

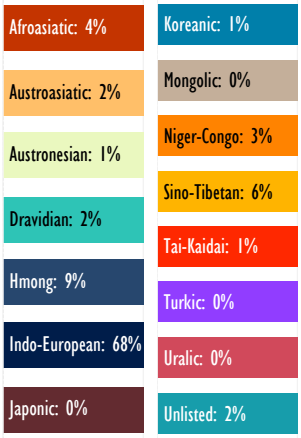


Home Languages (2016-17)

This graphic shows each non-English language spoken in MMSD, colored by language family (see legend at right). Each individual box represents a distinct language.



Language Families



Prepared by Bo McCready, MMSD
Research & Program Evaluation Office

RPEO

ELL Annual Monitoring Update: Outcomes (2016-17)

Strategic Framework Milestones

These tables show the percent of students identified as English Language Learners (ELL) who met the relevant metric during the indicated year.

Goal #1: Every student is on track to graduate as measured by student growth and achievement at key milestones.

	ELL		District	
	15-16	16-17	15-16	16-17
PALS Grade 2 Spring Literacy	75%	75%	78%	76%
MAP Grade 3 Spring Reading Proficiency	26%	26%	41%	43%
MAP Grade 3 Fall-Spring Reading Growth	60%	57%	57%	57%
MAP Grade 3 Spring Math Proficiency	33%	35%	46%	49%
MAP Grade 3 Fall-Spring Math Growth	57%	66%	62%	66%
MAP Grade 5 Spring Reading Proficiency	27%	30%	44%	45%
MAP Grade 5 Fall-Spring Reading Growth	63%	61%	60%	60%
MAP Grade 5 Spring Math Proficiency	33%	36%	45%	46%
MAP Grade 5 Fall-Spring Math Growth	65%	68%	64%	65%
MAP Grade 8 Spring Reading Proficiency	17%	20%	39%	38%
MAP Grade 8 Fall-Spring Reading Growth	53%	49%	53%	48%
MAP Grade 8 Spring Math Proficiency	27%	27%	43%	44%
MAP Grade 8 Fall-Spring Math Growth	58%	58%	55%	58%
Grade 9 Two or More Fs	22%	23%	21%	20%
Grade 11 ACT Reading College Readiness	26%	24%	49%	49%
Grade 11 ACT Math College Readiness	25%	28%	46%	48%
Grade 11 3.0 GPA	43%	43%	53%	54%

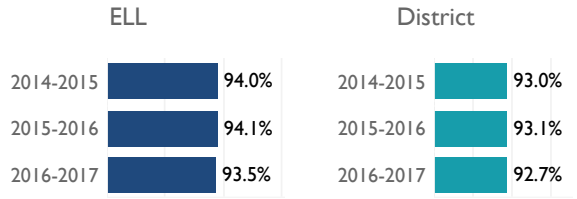
Goal #2: Every student has access to a challenging and well-rounded education as measured by programmatic access and participation data.

	ELL		District	
	15-16	16-17	15-16	16-17
Grades K-5 Arts Education Participation	100%	100%	100%	100%
Grades 6-8 Arts Education Participation	93%	94%	96%	96%
Grades 7-8 World Language Participation	47%	50%	68%	70%

Goal #3: Every student, family and employee experiences a positive school and district climate as measured by school climate survey data.

	ELL		District	
Dimension	15-16	16-17	15-16	16-17
Institutional Environment % Positive	47%	48%	41%	43%
Relationships % Positive	66%	66%	62%	63%
Safety % Positive	45%	52%	43%	50%
Teaching and Learning % Positive	78%	74%	78%	74%

Attendance



Prepared by Bo McCready, MMSD
Research & Program Evaluation Office

RPEO

ELL Annual Monitoring Update: Outcomes (2017-18)

Strategic Framework Milestones

These tables show the percent of students identified as English Language Learners (ELL) who met the relevant metric during the indicated year.

Goal #1: Every student is on track to graduate as measured by student growth and achievement at key milestones.

	ELL		District	
	16-17	17-18	16-17	17-18
PALS Grade 2 Spring Literacy	75%	77%	76%	79%
MAP Grade 3 Spring Reading Proficiency	26%	26%	43%	44%
MAP Grade 3 Fall-Spring Reading Growth	57%	58%	57%	58%
MAP Grade 3 Spring Math Proficiency	35%	41%	49%	54%
MAP Grade 3 Fall-Spring Math Growth	66%	71%	67%	71%
MAP Grade 5 Spring Reading Proficiency	30%	29%	45%	44%
MAP Grade 5 Fall-Spring Reading Growth	61%	61%	60%	57%
MAP Grade 5 Spring Math Proficiency	36%	36%	46%	46%
MAP Grade 5 Fall-Spring Math Growth	68%	64%	65%	61%
MAP Grade 8 Spring Reading Proficiency	20%	20%	38%	40%
MAP Grade 8 Fall-Spring Reading Growth	49%	53%	48%	52%
MAP Grade 8 Spring Math Proficiency	27%	28%	44%	45%
MAP Grade 8 Fall-Spring Math Growth	58%	62%	58%	60%
Grade 9 Two or More Fs	23%	23%	20%	19%
Grade 11 ACT Reading College Readiness	24%	21%	49%	46%
Grade 11 ACT Math College Readiness	28%	22%	48%	43%
Grade 11 3.0 GPA	43%	43%	54%	54%

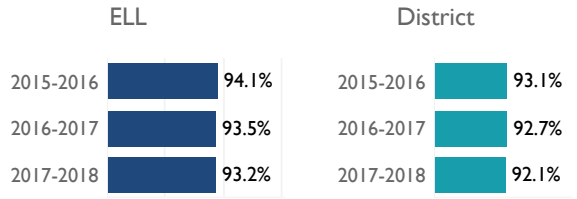
Goal #2: Every student has access to a challenging and well-rounded education as measured by programmatic access and participation data.

	ELL		District	
	16-17	17-18	16-17	17-18
Grades K-5 Arts Education Participation	100%	100%	100%	100%
Grades 6-8 Arts Education Participation	94%	95%	96%	96%
Grades 7-8 World Language Participation	50%	54%	70%	70%

Goal #3: Every student, family and employee experiences a positive school and district climate as measured by school climate survey data.

	ELL		District	
Dimension	16-17	17-18	16-17	17-18
Institutional Environment % Positive	48%	48%	43%	43%
Relationships % Positive	66%	64%	63%	61%
Safety % Positive	52%	51%	50%	49%
Teaching and Learning % Positive	74%	74%	74%	74%

Attendance



Appendix F: Other Professional Development

Table 1: Other Trainings Attended by Respondents

Sub-Category	Training Topic	*n*
School-based PD and meetings	**TOTAL**	**15**
Data Systems	Oasys	7
	Data Dashboard	2
	Changes to systems/procedures	1
	Report Card	1
	ELL services and supports for first-year educators	1
	Screener training	1
	AIMSweb	1
	TOTAL	**14**
DLI Trainings	DLI PD	1
	Transition to DLI	1
	DLI site visits	1
	DLI Quarterly PD days away	1
	TOTAL	**4**
Legal requirements	New ESSA requirements and transitions	4
	State requirements	2
	Change in laws governing EL students	2
	Changes in ESL compliance requirements in Wisconsin	1
	TOTAL	**9**
Teaching Strategies	Literacy	3
	Strategies for ELLs	3
	Academic Language	2
	Departmental-led modeling of strategies	1
	Teaching and Learning Cycle	1
	Teacher-run seminars about unpacking language in curriculum	1
	Culturally and Linguistically Responsive Instruction	1
	Responsive Classroom 1 and 2	1
	LTELs	1
	Biliteracy curriculum and reading	1
	General ESL/Bilingual training	1
	Literacy by the Lakes	1
	Biliteracy	1
	Inclusion	1
	Best practices	1
	ELA-specific	1

	TOTAL	**21**
WIDA Trainings	WIDA screener	3
	Can-Do Descriptors	2
	ACCESS on-line training	2
	WIDA Standards	1
	ACCESS	1
	WIDA	1
	Changes in ACCESS testing	1
	TOTAL	**11**
Other Trainings	Job Alike	4
	OMGE trainings	3
	PCT (in-service from BRT)	2
	MMSD general offering	2
	Transitions between Elementary-Middle and Middle-High	2
	eduClimber	1
	Job description	1
	MMSD	1
	New Teacher Orientation	1
	C-Tell	1
	ACTFL	1
	Bridges	1
	F&P	1
	Welcoming Schools	1
	ELL and Special Ed evaluations	1
	CARLA - Intro to Immersion	1
	IPS training	1
	Spanish language and culture	1
	Minnesota DLI	1
	CAR	1
	Combined psych/PST PD	1
	Embedded into Principal PD	1
	Central Office Institutes	1
	ELL In-service	1
	Interventionist/Reading Recovery	1
	Equity focus for SIP	1
	“Random stuff”	1
	TOTAL	**35**