Task Force on English Learners and Bilingual Education

March 16, 2024

Welcome

- Introductions
- Task Force Members
  - Jerry Almendarez, Santa Ana Superintendent
  - Sabrina Bazzo, San Diego School Board
  - Lewis Ferebee, Washington D.C. Chancellor
  - Stacey Woolley, Tulsa School Board
- Council Staff
Agenda

I. Introductions
II. EL Project Updates
III. Overall Enrollment Trends and Changing Landscape
IV. Bilingual, Immigrant, and Refugee Education Meeting—May 6-11, 2024
   a. School Visits: May 6 and 7—Minneapolis and St. Paul Public Schools
   b. Challenge of Practice Work Sessions
   c. Location: The Royal Sonesta Minneapolis Downtown
V. New Business
The problem is we don’t know how to teach the “science of reading” well, either.

Though states have moved to replace poorly rated curricula or ban weak instructional approaches, figuring out exactly what schools should do instead is harder. Politicians have falsely declared that experts know what science-backed alternatives teachers should use, and education companies have rushed to meet the demand for new materials, selling school districts their own questionable curricula and teacher trainings.

“We think we have some sort of tentative answers, that various kinds of instructional approaches work better than others, but the evidence is definitely far from ironclad,” said Morgan Polikoff, an education professor at the University of Southern California and an expert in K-12 curriculum standards. “Generally speaking there is not a lot of good research on the effectiveness of core curriculum materials, and that’s true both in reading and for other subjects.”

Polikoff, of the University of Southern California, said the history of US education policy reform suggests that building teacher buy-in and avoiding overly punitive mandates will be important to helping the new “science of reading” laws actually stick. He also warned against hinging hopes to specific state test score gains. When scores trended down following the introduction of the Common Core standards, opponents used those declining results to then water down the policies.
A comprehensive and connected approach recognizes the need for English learners to develop both broad language-based skills with related content knowledge to support meaning-making and learning the English language system and code-based skills that build phonemic awareness and decoding skills.

- **Language-based Skills**
  - Oral Language
  - Comprehension and Meaning-Making
  - Word Knowledge

- **Code-based Skills**
  - Phonological and Phonemic Awareness
  - Print Knowledge
  - Decoding and Phonics
  - Early Writing
What do students learn about language?

English learners (ELs) need a **comprehensive and connected approach** to foundational literacy skills development that involves grade-level instruction by knowledgeable teachers who build on the linguistic repertoire of ELs and can teach ELs how the English language system works to convey meaning.

**oral language and broad-based language skills**

**understanding of the English language and how it may differ from their home language**

**code-based skills to engage with texts in service of learning grade-level content successfully**

**how academic English works to convey meaning**

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Foundational Skills Instruction for ELs

**Chapter I.** Overview of Research

**Chapter II.** Envisioning Foundational Skills Instruction for English Learners: A Comprehensive and Connected Approach

**Chapter III.** What Teachers Need to Know about Language: A Linguistic Primer

**Chapter IV.** Considerations for Selecting Instructional Materials to Teach Foundational Literacy Skills Instruction
The linguistic repertoire of ELs and registers of English are valued and leveraged.

Grade-level content serves as the anchor for foundational literacy skills development in service of mastering spoken and written academic language.

Meaning-making and comprehension are prioritized.

Mastery of academic English expands student linguistic identities.

Language-based and code-based skills are developed simultaneously.

Comprehension of text is signaled by students' ability to read with the proper expression to convey meaning, not solely speed and accuracy.

Theory of Action

When teachers value and leverage the linguistic repertoires that ELs bring to school and teachers are equipped with knowledge about:

(a) How the English language system works,
(b) How ELs develop English as a new language, and
(c) Comprehensive approaches to literacy,

teachers can create learning experiences that build content knowledge and foundational skills instruction that supports student understanding for how academic English works.
Think About...

- Does the curriculum sufficiently support ELs learning foundational skills while connecting to rigorous, grade-level content?
- Do your instructional materials support high-quality foundational skills and content instruction?
- What needs amplification?
- What needs to be different for ELs?

District-aligned Instructional Supports and Resources Explicitly Addressing EL Needs

Teacher-designed and -led instruction anchored in grade-level content that dynamically responds to the evolving learning needs of ELs requires the following targeted and multi-layered district resources and supports:

Professional learning. Teachers need high-quality, relevant, and ongoing professional learning that continues to build their capacity around providing foundational skills instruction to students whose home language is not English, equipping them to respond to the educational needs of ELs. A California State Board of Education (2009) Professional Development Plan must also be aligned with (and/or complement in a coherent way) the district's overall professional development plan, particularly around foundational skills and literacy.

District guidance. Any district guidance and resources provided to teachers for developing literacy and grade-level content knowledge should also be coherently articulated or aligned to meet the needs of ELs.

Instructional materials. The central role that teachers play is supported by quality instructional materials that facilitate engaging learning experiences. These learning experiences build grade-level content knowledge and simultaneously develop oral language and foundational skills for ELs. District-adopted materials, approved lists of texts, or guidance for the adoption of instructional materials to support foundational skills instruction should explicitly include features that address the needs of English learners.
Review of Instructional Materials

• **Reviewers:** 28 representing 13 member districts (Atlanta, Baltimore City, Denver, Kansas City, Long Beach Unified, Los Angeles Unified, Milwaukee, Minneapolis, Newark, New York City, Omaha, Philadelphia, and St. Paul)

• **Materials:** Four publishers volunteered.

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Most Prevalent Concerns/Findings

- Lacking connection to grade-level content in broad, multi-grade materials
- Materials for upper grades tend to assume existing knowledge of book handling, early writing, etc.
- Many materials take isolated, skill-building approaches to target specific foundational skills (i.e., phonemic awareness)
- Skill-building focuses on code-based skills without connection to broader language
- High expectation/burden for teacher planning to integrate foundational skills and connect to grade-level content
**Self-Assessment:** How is your district developing and using knowledge about language?

<table>
<thead>
<tr>
<th>Topic</th>
<th>Already Addressing</th>
<th>Need to Address/Amplify</th>
<th>Resources/Support for Teachers</th>
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<td>Language Development</td>
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<td>Sentences and Discourse</td>
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<td>Syllabic System</td>
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<td>Phonemes and Sounds</td>
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</table>
How is your district developing and using knowledge about language?

Nobody has responded yet.

Hang tight! Responses are coming in.

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Responding to Science of Reading Legislation

Over the past few years, more states have passed laws or implemented new policies related to evidence-based reading instruction. Look below to see which states have such legislation and when it passed.

SOURCE: Education Week reporting

Theory of Action

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Is Your District Supporting Quality EL Instruction?

Instructional Materials
- Lists of approved titles and programs reflect high expectation for ELs
- Materials address grade-level content and academic language development

Guidance and Recommendations
- Developed with ELs in mind at the outset, not as an afterthought
- Grounded on valid EL research findings
- EL practitioners involved to share insights for realistic implementation

Professional Learning
- Criteria for selecting content and providers reflects sound pedagogy for ELs
- PD plans and content build a sense of shared responsibility for EL success
Instructional Materials

**DO NOT...**
- Select materials without the involvement of EL expert practitioners
- Require using foundational skills materials that are designed based on mono-lingual English speaking literacy trajectory
- Diminish teacher role by using materials that overly focus on code-based skills
- Prohibit acquiring complementary materials that specifically address EL needs

Guidance and Policy

**BE WARY OF...**
- Legislative/policy mandates that narrowly focus on code-based skills, neglecting English learners’ need to develop oral language skills in English
- Legislation/regulations divorced from EL research, needs, and effective instructional practices
- Guidance/policy developed without active and equitable participation of EL experts and EL practitioners
Professional Development

**SHOULD NOT...**

- Reflect low expectations for ELs learning grade-level content (e.g., considerate texts, different standards)
- Focus exclusively on code-based skills, neglecting broad language skills
- Focus *exclusively* on EL educators
- Focus *exclusively* on elementary educators
- Be provided by entities with weak or no record of EL expertise

Writing Courses
Writing Courses – UCI/NWP

- Funded by the U.S. Department of Education’s Education Innovation and Research Office of Innovation and Improvement, as an expansion grant.
- Collaborative project among 8 National Writing Project sites across 7 states and partner districts. (CA-2, AZ, MN, OK, TX, UT, and WI)
- Partnered with Council of the Great City Schools to meet the dissemination requirement of the grant, making valuable research accessible to schools across the nation.
  - Co-developed based on Council’s course design on Canvas
  - Incorporating feedback from pilot with five (5) Council member districts

Overall Enrollment Trends and Changing Landscape
What are you hearing about enrollment?

Nobody has responded yet.

Hang tight! Responses are coming in.

Historical Context
Explore Migration in Your Area
Turn and Talk

1. Are there any surprising findings in your county or nationally?

2. What do you think is happening?

3. How does this data impact schools and your community?

Migration...is part of the human experience
And the American experience...

Why do people move?

Nobody has responded yet.

Hang tight! Responses are coming in.
Historical Context: We’ve been here before...

- In 1890 and 1910, immigrants represented about 15% of the U.S. population.
- In 2020, immigrants represent 13.6% of the U.S. population.

Source: Migration Policy Institute.
1880s – Arriving to Ellis Island

1880s – Building the Transcontinental Railroad

- Thousands of migrant workers, including Chinese, Irish, and Mormons
- In Western portion, 90% of the backbreaking work done by Chinese immigrants
- Majority of Chinese workers came from the province of Guangdong (Southern China)

1867– Ging Cui, Wong Fook, and Lee Shao are three of the eight Chinese workers who put the last rail in place.

Undervalued and Underpaid

Majority of Chinese railroad workers were recruited through a vast network of small firms and labor contractors that met the demand of U.S. railroad companies.

- Chinese workers were seen as racially inferior to white workers.
- Chinese workers were paid less and were assigned the most undesirable jobs.

Between 1900 and 1915, more than 15 million immigrants arrived in the U.S., mostly from non-English speaking European countries.

In 1910, three-fourths of NYC’s population were either immigrants or 1st generation Americans.

Immigration by design through 83 types of U.S. visas

https://www.cfr.org/backgrounder/us-temporary-foreign-worker-visa-programs

<table>
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<tr>
<th>Visa Symbol &amp; Class (selected)</th>
<th>2018</th>
<th>2019</th>
<th>2020</th>
<th>2021</th>
<th>2022</th>
<th>2023</th>
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<tbody>
<tr>
<td>H1B, H2A, H2B</td>
<td>470,657</td>
<td>616,549</td>
<td>466,565</td>
<td>469,964</td>
<td>766,228</td>
<td>708,157</td>
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<td>H4 Spouse or CHILD of H1B, H2A, H2B</td>
<td>130,814</td>
<td>125,999</td>
<td>66,323</td>
<td>55,444</td>
<td>137,246</td>
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<td>F1 (student)</td>
<td>362,929</td>
<td>364,204</td>
<td>111,387</td>
<td>357,839</td>
<td>411,131</td>
<td>445,418</td>
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<tr>
<td>F2 (CHILD of F1)</td>
<td>26,650</td>
<td>24,635</td>
<td>9,818</td>
<td>19,820</td>
<td>25,887</td>
<td>26,844</td>
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<td>O1 Person w/extraordinary ability in sciences, art, ed, business, athletics &amp; O2 their assistant</td>
<td>25,336</td>
<td>26,493</td>
<td>12,757</td>
<td>10,164</td>
<td>30,688</td>
<td>18,994</td>
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<tr>
<td>O3 Spouse or CHILD of O1 and O2</td>
<td>4,923</td>
<td>5,337</td>
<td>2,658</td>
<td>2,838</td>
<td>6,234</td>
<td>6,453</td>
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<tr>
<td>P1 Int’lly recognized athlete or member of int’lly recognized entertainment group</td>
<td>24,320</td>
<td>25,601</td>
<td>11,710</td>
<td>8,825</td>
<td>20,287</td>
<td>24,165</td>
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<td>P2/P3 Artist or entertainer in a culturally unique program or an exchange program</td>
<td>10,399</td>
<td>9,955</td>
<td>3,633</td>
<td>756</td>
<td>5,353</td>
<td>8,871</td>
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<tr>
<td>P4 Spouse or CHILD of P1, P2, or P3</td>
<td>1,386</td>
<td>1,401</td>
<td>968</td>
<td>972</td>
<td>1,717</td>
<td>1,994</td>
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<td>TOTAL Nonimmigrant Visas Issued</td>
<td>9,028,026</td>
<td>8,742,068</td>
<td>4,013,210</td>
<td>2,792,082</td>
<td>6,815,120</td>
<td>10,438,328</td>
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</table>

Source: Bureau of Consular Affairs, U.S. Department of State.
Refugees

FY 2000 through 2016 – 80,000 refugee ceiling (Bush & Obama)

Biden – Raised refugee ceiling to 125,000. FY 2022 – Around 25,000 refugees admitted.

FY 2023 – Around 60,000 admitted

Refugee Admissions Remain Low Under Biden

Source: Council on Foreign Relations, Dec 2022

National and Global Forces

PUSH FACTORS

• Over 139,000 political violence events recorded worldwide (Jan to July 2023)
• 167 countries with at least one incident of political violence in this period

PULL FACTORS

• 83 types of visas
• U.S. employers seeking over 400,000 seasonal workers
• 125,000 ceiling for refugees

Families include multi-lingual and English learners of school-age
Legal Responses to Unequal and Unwelcoming Practices
Court Cases in California

Tape v. Hurley (1885)
- Mamie, the daughter of Chinese immigrants who came to California in 1860s, was denied enrollment in public schools because of her Chinese descent.
- The CA Supreme Court ruled that Mamie, born to Chinese parents, could not be denied the opportunity to attend public school.

Mendez v. Westminster (1947)
- Gonzalo and Felicitas Mendez were not allowed to enroll their three children in Westminster Public Schools. School officials would have them attend segregated “Mexican schools.”
- In 1947, the 9th Circuit Court upheld the lower court ruling to cease “discriminatory practices against students of Mexican descent in the public school” due to a violation of the 14th Amendment Equal Protection Clause and CA law. Segregation in Mexican schools had to end in CA.

Mendez connection. While the Mendez case was pending before the U.S. Court of Appeals for the Ninth Circuit, the NAACP filed an amicus brief.

- Writing for the NAACP was Thurgood Marshall who, five years later, used similar reasoning before the Supreme Court in Brown v. Board of Education of Topeka.
- The Supreme Court adopted many of Marshall’s arguments and, in 1954, issued an opinion ending school segregation throughout the United States. The opinion was written by then Chief Justice Earl Warren.

Brown v. Board of Education, Topeka KS

- Oliver Brown’s daughter, Linda, was denied access to a white elementary school in Topeka.
- In 1951, Brown filed a class-action suit against the Board of Education of Topeka, Kansas. The Kansas court ruled in favor of the Board of Education, upholding the 1896 Plessy vs. Ferguson decision that public facilities could be separate for Blacks and whites as long as they were “separate but equal.”
- The NAACP and Thurgood Marshall took up Brown’s case along with similar cases in South Carolina, Virginia, and Delaware as Brown v. Board of Education that went to the Supreme Court.
- In 1954, U.S. Supreme Court Justice Earl Warren delivered the unanimous ruling in the landmark case that deemed state-sanctioned segregation of public schools was a violation of the 14th amendment and was therefore unconstitutional.


In 1971, there were 1,800 students of Chinese descent enrolled in SFUSD who did not speak English and who were not receiving instruction to learn English. A class action suit against SFUSD was filed arguing that SFUSD was not providing with equal educational opportunities to students of Chinese descent violating their Fourteenth Amendment rights.

- The Supreme Court ruled that the school district’s action violated Section 601 of the Civil Rights Act of 1964, which prohibits discrimination based on race, color, or national origin in any program or activity receiving federal financial assistance.
- “[T]here is no equality of treatment merely by providing students with the same facilities, textbooks, teachers, and curriculum; for students who do not understand English are effectively foreclosed from any meaningful education.”

In 1975, the TX legislature revised its education laws to deny enrollment in K-12 public schools of children who were not “legally admitted.”

- Class action filed in district court on behalf of school-age children of Mexican origin residing in Texas. The district court concluded that children, regardless of immigration status, were entitled to the protection of the Equal Protection Clause of the Fourteenth Amendment and that the Texas legislation violated it.

The Court of Appeals affirmed, and the Supreme Court agreed to hear the case.

U.S. Supreme Court Decision:

- (Brennan, J.) By a 5–4 vote, the Court concluded that the Texas legislation violated the Equal Protection Clause. “… education has a fundamental role in maintaining the fabric of our society…”

- (Blackmun, J.) Justice Blackmun noted that "when a state provides an education to some and denies it to others, it immediately and inevitably creates class distinctions of a type fundamentally inconsistent with" the purposes of the Equal Protection Clause…"

California

- **Tape v. Hurley (1885)** — Exclusion of a Chinese American student from public school based on her ancestry unlawful; segregation still permitted

- **Mendez v. Westminster (1947)** — Segregation of Mexican American students into separate "Mexican schools" unconstitutional

U.S. Supreme Court

- **Brown v. Board of Education of Topeka (1954)** — Racial segregation in public schools unconstitutional

- **Lau v. Nichols (1974)** — Lack of supplemental language instruction in public school for students with limited English proficiency violated the Civil Rights Act of 1964

- **Plyler v. Doe (1982)** — Right to public education no matter immigration status (Equal Protection Clause)
Civil Rights Protections

Addressing Today’s Reality
Turn and Talk

- How do people respond to inflows?
  - Are there differences based on who is coming? Why?
- How does migration impact our work as educators and education leaders?
Public School Survival


While families ditching public schools drew headlines, a less visible change also drove the enrollment drop: In many places, there were simply fewer children around to enroll.

The school-age population shifted in two big ways during the pandemic. First, it shrank nationwide by some 250,000 children, according to the Stanford-GF analysis, which relied on Census estimates in April 2020 and July 2021. Birth rates that have fallen for over a decade and a sharp drop in international immigration during the pandemic drove the decline.

Second, many families with children relocated during COVID. They were most likely to leave cities, often due to housing costs or health concerns. They also moved between states: California and New York lost the most children, while Texas and Florida gained the most.
New Opportunities: ELs Through An Asset-based Lens

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<tr>
<th>Assets</th>
<th>Needs/Concerns</th>
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<tr>
<td>• Strongest support for schools</td>
<td>• Housing/income security</td>
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<tr>
<td>• Multicultural &amp; multilingual</td>
<td>• Social-emotional needs re: traumatic experiences</td>
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<tr>
<td>• Fortitude from journey</td>
<td>• Academic gaps</td>
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<tr>
<td>• Specialized skills</td>
<td>• Health</td>
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<td>• Discrimination</td>
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</tbody>
</table>

What does it translate to?

Economic contributions by state, county, metro area

Source: American Immigration Council
https://data.americanimmigrationcouncil.org/map-the-impact

Illegal immigration is boosting the labor market and helping the US avoid recession, researchers say

Source: The New York Times
www.thetimes.com

Council of the Great City Schools
www.cgcs.org
New Needs??? Exclusive to “newcomers?”

Academic Needs
- Low literacy level in any language
- Major gaps in content-area knowledge
- Low levels of English proficiency

Social-Emotional Needs
- Food/housing insecurity
- Unmet social-emotional needs, impeding their ability to participate in class
- Assistance adjusting to U.S. schools

Performance & Accountability
- Lack of motivation to stay in school
- Low standardized test performance
- Over-age, under-credited
An untapped (or missed) opportunity for advancing equity?

Turn and Talk

• What are the most challenging aspects of demographic change in your school community?
• How are you responding?
• How can other districts and CGCS support you?
Council Support

Educational Background Questionnaire (EBQ)

Components of the Draft Questionnaire Document

I. Introduction and Background
   a. Newcomers: Trends and Issues
   b. Purpose of Guidance

II. Administering the EBQ
   a. District Context
   b. Purpose of Identification
   c. Logistical Considerations
   d. Interpretation and Program/Service Considerations

III. Questionnaire
   - Section 1: Introduction
   - Section 2: Language Background
   - Section 3: Experience with English
   - Section 4: Educational History
   - Section 5: Out-of-School Time Activities/Responsibilities
   - Section 6: Technology

Help educators ascertain students’ educational background for purposes of making programming and instructional decisions using an asset-based approach that accounts for the diverse range of skills, abilities, and educational experiences students bring with them to the United States.

Jointly developed by CGCS and the Research Institute for the Study of Language in Urban Society (RISLUS) from the City University of New York (CUNY).

Council working group, composed of staff from Council-member districts, created to provide feedback and pilot the draft questionnaire.

Questionnaire and related guidance will be made freely available on the websites of both respective organizations.
Identifying Student Needs: Home Language Literacy Assessment

- Understanding what students know and what they don’t know is crucial for providing appropriate academic support.
  - But if they don’t speak English, how do you know what they know?
- CUNY is developing a literacy assessment tool modeled after the existing Multilingual Literacy Screener (MLS) developed for NY State that would be available to districts beyond New York.

Working Group & Pilot Districts

- Following conversations that began in 2020, the Council is supporting five districts interested in piloting the Spanish literacy assessment.
- A larger working group is collaborating on developing guidance around the educational background questionnaire.
- The resulting Guidance Document for Screening, Identification, and Program/Services Placement will be made available by the end of 2024.
- Email guro@cgcs.org for more information.
School Visits: May 6 and 7 to Minneapolis and St. Paul Public Schools

https://www.cgcs.org/UpcomingConferences

Challenge of Practice Work Sessions

- EL Service Models
- MTSS
- Access to Rigor
- Oral Language Development and EL Literacy
- Newcomers
New Business

Thank You!

Bilingual, Immigrant, and Refugee Education Directors Meeting
MAY 6-11, 2024
The Royal Sonesta Minneapolis Downtown
Minneapolis, MN

Council of the Great City Schools