2015

Raising the Achievement of Latino Students and English Language Learners in the Chicago Public Schools

A REPORT OF THE STRATEGIC SUPPORT TEAM OF THE COUNCIL OF THE GREAT CITY SCHOOLS

ACKNOWLEDGEMENTS

The Council of the Great City Schools thanks the many individuals who contributed to this project to improve the academic achievement of English language learners and Latino students in the Chicago Public Schools. The efforts of these individuals were critical to our ability to present the district with the best possible proposals.

First, we thank CEO Barbara Byrd-Bennett for requesting the review, and we thank school board member and current interim CEO Jesse Ruiz for supporting it. It is not easy to ask for or support an analysis like the one the Council of the Great City Schools has done. It takes courage, openness, and uncompromising commitment to the city's children. Thank you.

Second, we thank the staff members of the Chicago Public Schools, who provided all the time, documents, and data that the Council needed in order to do its work. Their openness and enthusiasm were critical to our understanding of the challenges the school system faces in educating English language learners and Latino students.

Third, we thank all of the schools that we visited and the teachers whose classrooms we observed. Thank you for your patience as we were working to understand what you do and how you do it.

Fourth, we thank the many individuals, groups, organizations, and associations with which we met. Our only regret is that we were unable to meet with everyone who we know had something valuable to contribute.

Fifth, the Council thanks the city school districts and states that contributed staff to this effort: New York State, San Diego, Minneapolis, Seattle, Oakland, and Houston. Everyone contributed his or her time *pro bono* to help the Chicago school district improve. The enthusiasm and generosity of these districts serve as further example of how the nation's urban public school systems are working together to help each other improve and reform.

Finally, I thank Council staff members Gabriela Uro, Carol Aguirre, and Debra Hopkins, who led the project and drafted this report. Thank you Ray Hart and Moses Palacios for all the time you devoted to analyzing data, and to Amanda Corcoran who helped edit the report. Their skills were critical to the success of this effort. Thank you.

Michael Casserly
Executive Director
Council of the Great City Schools

TABLE OF CONTENTS

Raising the Achievement of Latino Students and English Language Learners in the Chicago Public Schools:

Report of the Strategic Support Team of the Council of the Great City Schools

I. Purposes and Origins of the Project

Introduction

Historically, the Chicago Public Schools have been known as one of the more innovative major urban school districts in the country. It has experimented with the country's first mayoral-controlled governance systems; it took the lead in site-based decision making and school site councils; and it introduced scores of experimental instructional programs over the years.

Over the last five or six years, however, the school system has struggled. It has seen extensive turn-over at the top of the system and major staff turn-over throughout the central office; it has changed its theory of action and direction of its reforms several times in succession; it has experienced teacher strikes and needed to close dozens of its schools; and it has suffered substantial financial problems that threaten the long term health of the system.

Along the way, the district has undergone substantial demographic changes as it worked to stabilize itself and implement new academic standards. But it was the need to improve the academic performance of the city's children, particularly its English language learners and Latino students whose numbers have burgeoned over the years, that prompted the leadership of the school district to ask for this review.

The subject of this report is raising academic achievement among English language learners (ELL) and Latino students in the Chicago Public Schools. The challenges facing ELLs and Latino students have been studied before in the district, but it is not clear that the district has moved aggressively on previous reviews. We hope this time will be different.

Still, the broader instructional reforms in the district appear to be having some effects on student achievement. And the question at hand is whether the improvements have accrued to the benefit of the growing number of ELLs in the district and what might be done to spur that progress. Hence, CEO Barbara Byrd-Bennett contacted the Council about having the group analyze the district's instructional program and its impact on ELLs

and Latino students. She also requested the organization's best recommendations for boosting outcomes for these critical students. This report is the result of that request.

Overview of the Project

The chief executive officer of the Chicago Public Schools, Barbara Byrd-Bennett, initially asked the Council of the Great City Schools to conduct a review of the instructional programming for Latino students and English language learners in the late fall of 2013. The Council, a coalition of the nation's largest urban school systems, has extensive experience with instructional reforms and English language programming in the nation's major cities. The group has conducted over 250 instructional, management, and operational reviews in more than 50 big-city school systems across the nation over the last 15 years.

The Council, in turn, began assembling a Strategic Support Team of senior instructional and bilingual education leaders from other large urban school systems with a strong track record of raising student achievement among English language learners and Latino students in their own communities. These individuals, along with staff from the Council, paid several visits to Chicago, interviewed scores of individuals both inside and outside the school system, reviewed relevant documents, analyzed performance data, visited schools and classrooms, and compiled this report.

PROJECT GOALS

Barbara Byrd-Bennett and the board of education of the Chicago Public Schools asked the Council of the Great City Schools to review the school district's programs for English Language and Latino students to determine why students were achieving at the levels they were and to make recommendations and proposals for improving the academic performance of these and other students in the school district. The CEO asked the Council and its team to pay special attention to the school district's overall strategy for improving achievement with Latino students and ELLs; central office guidance to networks and schools around the academic performance of these students; how well defined and integrated the instructional programming for ELLs and other students was across the district; and what reforms and changes might be considered as the district worked to improve achievement among Latino students and English language learners.

WORK OF THE STRATEGIC SUPPORT TEAM

The Council's team made its first visit to Chicago on December 9, 2013. During that visit, the team interviewed senior school system staff and members of the board of education to get a high-level view of the school system and the issues it faced with English language learners and Latino students. This initial team was composed of Council staff members Michael Casserly, Gabriela Uro, and Ray Hart along with Jana Hilleren-Bassett of the Minneapolis Public Schools. (A list of team members is shown in the table below and brief

biographical sketches are found in Appendix K.)

The second site visit to Chicago was made on January 27-30, 2014. This site visit team was composed of Council staff members Michael Casserly, Gabriela Uro, Ray Hart, and Moses Palacios. Joining the Council staff were staff members from the New York state department of education, the Minneapolis public schools, the Seattle public schools, the Houston independent school district, and the Oakland unified school district. The purpose of this visit was to conduct interviews with a broader range of senior school system staff, including staff members from the teaching and learning department, the Office of Language and Cultural Education (OLCE), the office of innovation, professional development, English language arts and math staff, the teachers union, sample teachers, network staff, research and assessment, sample principals, instructional coaches, early childhood education staff, and many others. We also interviewed members of the school board and members of the external Latino advisory committee.

The third site visit to Chicago was made on April 27-29, 2014. The purpose of this visit was to conduct school and classroom visits and to interview additional teachers and staff at the building level. The team visited some 22 schools, observed over 100 classrooms in those schools, and held focus groups of teachers and staff. (A list of schools visited is presented in Appendix L.) The schools were selected at random based on ELL and Latino enrollments, the academic performance of ELLs and Latino students, the overall performance of the schools, and the types of instructional programs being used with ELLs.

Classroom visits included general education classes, English-as-a-second-language classes, dual language classes, and other settings. Each classroom visit was short and may not have reflected a typical day. Still, the team felt it was seeing a representative sample of instruction for English language learners. Members of this team included Council staff members Gabriela Uro, Ray Hart, Moses Palacios, and Debra Hopkins along with staff members from the Minneapolis and Oakland school systems.

A fourth site visit was made to Chicago on September 11, 2014 by Council staff members Gabriela Uro and Ray Hart. This visit was devoted to interviewing the new director of OLCE and to seeking more detailed assessment data from the district's research department.

Finally, numerous phone calls were made to district staff over the intervening months to collect additional information and to clarify points for this report.

The exhibit below lists all members of the Council's Strategic Support Team

Exhibit 1. Members of the Council's Strategic Support Team

Michael Casserly Executive Director Council of the Great City Schools	Gabriela Uro Director of Language Programs and Policy Council of the Great City Schools
Ray Hart Director of Research Council of the Great City Schools	Angelica Infante Associate Commissioner for Bilingual Education and Foreign Language Services New York State Department of Education
Jana Hilleren-Bassett Executive Director of Multilingual Services Minneapolis Public Schools	Veronica Gallardo Director of English Language Learner and International Programs
Matilda Orozco School Support Officer Houston Independent School District	Nicole Knight Executive Director of English Language Learner and Multilingual Achievement Oakland Unified School District
Debra Hopkins English Language Learner Project Coordinator Council of the Great City Schools	Moses Palacios Research Specialist Council of the Great City Schools

The Council team conducted numerous interviews with central-office staff members, school board members, principals, teachers, and representatives of outside organizations, parents, and others.[1] A list of those interviewed individually or in groups is found in Appendix N.

Moreover, the team reviewed numerous documents and reports and analyzed data on student performance. A list of the materials, reports, and documents that the Council team reviewed is included in Appendix M.

Finally, the team examined the district's broad instructional strategies, materials, core reading and math programs, assessment programs, and professional development efforts. It also examined the district's strategic plan, instructional priorities, and analyzed how the district's broad reforms and programs supported achievement among English

[1] The Council's peer reviews are based on interviews of staff and others, a review of documents provided by the district, observations of operations, and our professional judgment. The team conducting the interviews relies on the willingness of those interviewed to be truthful and forthcoming, and makes every effort to provide an objective assessment of district functions, but the team cannot always judge the accuracy of statements made by all interviewees.

language learners and Latino students. The team also looked for evidence that the district was pursuing systemic and integrated instructional approaches for ELLs, and it looked for evidence of differentiated instruction, assignment of appropriate work, student engagement, English-language development strategies, high expectations and instructional rigor in general education classrooms where ELLs were present, and evidence of practice that spurred academic-language acquisition and vocabulary development. In addition, the team looked for evidence that management, principals, and teachers were using data to inform and monitor instruction—and to gauge program effectiveness.

The reader should note that this project did not examine the entire school system or every aspect of the district's instructional program. Instead, we devoted our efforts to looking strictly at initiatives affecting the academic attainment of English language learners and Latino students. We did not try to inventory or count all those instructional efforts or examine non-instructional issues that might affect the academic attainment of English language learners. This report is not an audit or an attempt to determine the district's degree of compliance with various state and federal bilingual requirements. That responsibility belongs to state and federal authorities. Rather, we looked at strategies, programs, and other activities that would help explain why the city's English language learners are learning at the levels they were, and what might be done to improve it.

The approach of using urban education peers to provide technical assistance and advice to school districts is unique to the Council and its members, and it has proved effective over the years for a number of reasons. First, the approach allows the superintendent and staff to work directly with talented, successful practitioners from other urban districts that have a record of accomplishment. Second, the recommendations that these peer teams develop have validity because the individuals who developed them have faced many of the same problems now encountered by the school system requesting the review. These individuals are aware of the challenges that urban schools face, and their strategies have been tested under the most rigorous conditions. Finally, using senior urban school managers from other communities is less expensive than retaining an outside management-consulting firm.

CONTENTS OF THIS REPORT

This report begins with the above overview of the project. Chapter II presents an overview of the Chicago Public Schools and the demographics of the school system. Chapter III presents an analysis of academic achievement of English language learners and Latino students in Chicago. Chapter IV summarizes the Strategic Support Team's findings and observations regarding the ELL program and the instructional program affecting Latino students in the school district. Chapter V presents the team's recommendations and proposals for improving the program. Chapter VI presents a brief synopsis of the report and its major themes.

The appendices of this report are extensive and contain additional information that may be of interest to the reader. Appendix A presents National Assessment of Educational Progress Snapshots on the district. Appendix B lists the networks in the Chicago Public Schools with the largest concentrations of English language learners and what languages are most prevalent. Appendix C presents a short discussion of state law and regulations that have a bearing on the ELL programs in Chicago. Appendix D presents NAEP data for Hispanic students and ELLs in Chicago in comparison with other major cities. Appendix E lists a number of schools that the Council included in its enrollment analyses but which were not included on the school system's website. Appendix F lists all the schools in the districts with fewer than 30 ELLs. Appendix G describes relevant background on the Chicago consent decree that shaped how and why ELL services look like they do. Appendix H presents sample high school graduation pathways from schools districts in Dallas, St. Paul, and San Diego. Appendix I summarizes the literacy model for ELLs used in the San Diego Unified School District. Appendix J presents a brief history of linguistic diversity in the city of Chicago. Appendix K presents brief biographical sketches of members of the Council's Strategic Support Team. Appendix L lists all of the schools that the Strategic Support Team visited. Appendix M lists all the materials that the team reviewed as part of this project. Appendix N lists the individuals who were interviewed either personally or as part of a focus group. And Appendix O describes the Council of the Great City Schools and lists the Strategic Support Teams it has mounted over the years.

II. Background

Enrollment, Race, Language, and Poverty in Chicago

The Chicago Public Schools (CPS) serves the citizenry of Chicago, the largest city in the American Midwest and the third most populous city in the country with a total population of 2,695,598 (Census, 2010). The school district is one of the largest employers in the city, along with the state and county government, universities, airports, and banks.[2] Additionally, Chicago is a national center for manufacturing, transportation and tourism.

As a result of the nation's economic downturn and employment losses in 2008, metropolitan areas in the Midwest, such as Chicago, that rely on manufacturing, transportation, and tourism have some of the country's highest urban poverty rates.[3] By 2012, families with children under age 18 in Chicago had some of the highest poverty rates in the state. (See Exhibit 2.)

Exhibit 2. Poverty Indicators for City of Chicago and Illinois, 2012

Type of Residents	City of Chicago	Illinois
All Residents	23.9%	14.7%
Families	20.0%	10.9%
Families with children under 18 years old	28.7%	7.3%
Female-headed households	37.9%	31.2%
Children under 18 years old	34.5%	20.7%
Spanish-speaking children 5 to 17 years old	32.3%	23.2%

Source: 2012 American Community Survey retrieved January 11, 2015.

Census data indicates that 66 percent of individuals in Chicago over 16 are in the labor force and 64 percent of parents with young children and school-aged children are in the labor force, but the numbers belie the high poverty rates in the city. The Census poverty data rank the City of Chicago at 83 among the top 100 cities nationally with the highest poverty levels.[4] In 2012, 25 percent of families in the city earned less than $25,000 and 49 percent of families earned less than $49,000. Still, Chicago is also home to families earning

[2] Chicago Board of Education, Chicago Public Schools. Comprehensive Annual Financial Report Year Ended June 30, 2013.
[3] The Brooking Institute, "New Census Data Underscore Metro Poverty's Persistence in 2012." Accessed 17 June 2014. <http://www.brookings.edu/research/reports/2013/09/19-census-data-poverty-kneebone-williams>
[4] City-Data. "Top 101 Cities with the Most People Below the Poverty Level" < http://www.city-data.com/top2/c3.html> Accessed 18 June 2014

well over the poverty line, with one-quarter earning over $100,000 a year in 2012. Consequently, Chicago ranked eighth among the largest cities in the country with the highest income disparities [12.5 compared to the country's rate of 9.1].[5]

In 2012, Chicago's population reached 2.7 million people. Some 48 percent of the population was White, 33 percent was African American, 29 percent was Hispanic, and 6 percent Asian. However, the demographic composition of the Chicago Public Schools (CPS) was substantially different from the demographics of the city at large. For instance, the White population represents 48.3 percent of the city's total population, but Whites make up less than 10 percent of CPS students.

Hispanics are less than a third of Chicago's total population, but Hispanic students are nearly 45 percent of CPS enrollment. Furthermore, the number of families with children under the age of 18 living in poverty is almost three times higher in CPS than in the city at large. (See Exhibit 3.)

Exhibit 3. Demographic Indicators for the City of Chicago and the Chicago Public Schools, 2012

Race/Ethnicity	City of Chicago	Chicago Public Schools
Hispanic/Latino	29%	44.5%
Black/African American	33%	40.5%
White	48.3%	9.0%
Asian	5.9%	3.4%
Native American	0.3%	0.3%
Families with children under 18 living in poverty	28.7%	84.6%[6]
Children under 18 years of age	22.6%	78%[7]
Children age 5+ speaking a language other than English at home	37%	35.7%

Source: Chicago Public School data and 2012 American Community Survey retrieved January 11, 2015.

[5] The Brookings Institute. "All Cities Are Not Created Unequal" Accessed 18 June 2014. <http://www.brookings.edu/research/papers/2014/02/cities-unequal-berube>

[6] Figure taken from CPS Free and Reduced Lunch Program data for 2012-13.

[7] American Community Survey, "Demographic and Housing Estimates: 2012"

Enrollment in the Chicago Public Schools

The Chicago Public Schools serves an economically and culturally diverse city and a significant percent of all students of color and language diversity in Illinois. The city's school system enrolled 400,545 students in the 2013-14 school year, or about 19 percent of all public school students in Illinois.[8]

In addition, based on enrollment data provided by CPS, the City of Chicago School District serves 681 schools, 13 school networks, 95 charter schools, and seven contract schools, including:[9]

- 476 Elementary Schools
- 110 High Schools (including nine alternative learning opportunities programs)
- 95 Charter School campuses

Around 85 percent of CPS students are eligible for the federal Free and Reduced Priced Lunch Program (FRLP), and many district students have higher mobility rates, dropout rates, and chronic absenteeism than the average school district in the state.[10] In addition, the percentage of students enrolled in the school system who are African American, Hispanic, or Asian is 88.6 percent.[11]

Moreover, the percentage of Hispanic students in Illinois' public schools increased from 17 percent in 2002 to 24 percent in 2012-13, while CPS saw an increase in Hispanic students from 36.4 percent in 2002 to 44 percent in 2012-13. African American enrollment in CPS decreased by 10 percentage points from 50 percent in 2002 to 40.5 percent in 2012. Now, the Chicago Public Schools serve approximately 37 percent of the state's Hispanic students, 45 percent of Illinois' African American students, 34 percent of the state's English language learners, and 33 percent of the state's children eligible for FRLP. (See Exhibit 4.)

Exhibit 4. Illinois and Chicago Public Schools enrollment, 2012–13

	Hispanic	Black	Asian	White	LEP	NSLP	IEP
% of State	24.1%	17.6%	4.3%	50.6%	9.5%	49.9%	13.6%
% of CPS	44.4%	40.5%	3.4%	9%	16.0%	84.6%	12.2%
CPS as % of State	*37.1%*	*45.3%*	*15.4%*	*3.5%*	*33.9%*	*33.3%*	*17.7%*

Source: Illinois District Report Card and Chicago Public School data retrieved June 9, 2014.[12]

[8] Subsequent analysis of enrollment is based on data from the 2012-13 school year when the district served 412,984 students. Data for school year 2012-13 provided by CPS included enrollment on 46 schools that were not found on the district's website. (See Appendix E).
[9] Chicago Public Schools School Types 2012-13.
[10] Appendix A: Demographics. Chicago Public Schools FY2013 Proposed Budget.
[11] Chicago Public Schools Stats and Facts. Accessed 21 May 2014.
[12] CPS figures exclude charter enrollment.

English Language Learners and Hispanic Enrollment

English Language Learners

Of the 412,984 students enrolled in the Chicago Public Schools in 2012-13, 66,208 are limited English proficient (LEP)—some 16 percent of the district's total student population. The reader should note that the terms limited English proficient and English language learner are used interchangeably in this report, but the LEP designation refers in state law to students who are in the process of acquiring English proficiency and therefore require schools to provide the necessary instruction and supports to ensure they have equal access to education.[13]

In Illinois state law, the presence of such students obligates schools to offer either transitional bilingual education or other transitional programs of instruction.[14] For the purposes of this report, we adhere as much as possible to definitions and terms used by CPS, noting any necessary clarifications when terminology lacks consistency or clarity.

According to the Illinois State Board of Education (ISBE), general enrollment in public schools across the state decreased over the last nine years, while ELL enrollment increased from seven percent of the state's enrollment in 2004 to 10 percent in 2013. Similarly, CPS saw a 0.9 percent increase in overall enrollment over the four years—an increase of 3,705 students in all, but the numbers of ELLs increased by 29 percent—or 14,916 students—over the same period. (See Exhibit 5.)

Exhibit 5. CPS ELL Enrollment, 2009-10 to 2012-13

	2009-10	2010-11	2011-12	2012-13	Change
Total CPS Enrollment	409,279	402,681	404,151	412,984	3,705
ELL Enrollment	51,292	57,415	63,895	66,208	14,916
ELL as % of Total CPS Enrollment	12.5%	14.3%	15.8%	16.0%	

Source: CPS statistics for school years 2009-10 to 2011-12 were retrieved from the CPS website on April 4, 2014. Enrollment for school year 2012-13 is based on data provided by CPS.

Most Prevalent Languages Spoken by ELLs

The City of Chicago has 77 distinct communities, each containing one or more sub-areas or neighborhoods, which blend into each other creating micro-neighborhoods with more than one prevalent language.[15] About 30 percent of Chicago's 2.7 million residents

[13] "Children of limited English-speaking ability" means (1) all children in grades pre-k through 12 who are not born in the United States, whose native tongue is a language other than English, and who are incapable of performing ordinary classwork in English; and (2) all children in grades pre-k through 12 who were born in the United States of parents possessing no or limited English-speaking ability and who are incapable of performing ordinary classwork in English. (Source: School Code 105 ILCS 5/14C)

[14] CPS FY 2014 Proposed Budget, Appendix A-Demographics.

[15] In a vast majority of the 77 community areas, Spanish is the predominant language after English, and in 13 areas the predominant language is Chinese; in five areas it is Polish; and in others it is an array of African Languages or Vietnamese.

speak a language other than English at home—a total of 109 different languages in all.[16] The five most common languages spoken in Chicago after English are Spanish, Polish, Chinese, Tagalog, and Arabic. Spanish is spoken by 619,558 residents or 68 percent of Chicagoans who speak a language other than English at home.[17]

ELLs enrolled in CPS represent an enormous number and range of languages—143 languages, with Spanish, Arabic, Chinese, Polish, Tagalog, and an array of African languages being the most prevalent.[18] CPS data shown in Exhibit 5 indicate that over 93 percent of ELLs in Chicago Schools speak one of six languages.[19]

- Between 2011-12 and 2012-13, the relative order of the top six languages spoken by ELLs in CPS did not change: Spanish, Arabic, Chinese, Polish, various African languages, and Tagalog. The remaining 7.0 percent of ELLs spoke a variety of other languages and dialects
- Spanish, by far, was spoken by the vast majority of ELLs—accounting for 86 percent of ELLs in each of the years shown.
- The largest enrollment growth occurred in students speaking Spanish, Arabic, and African languages (see highlighted cells in the Exhibit 6).

Exhibit 6. Prevalent Languages Spoken by ELLs in CPS, 2011-12 and 2012-13

School Year 2011-12			School Year 2012-13			Change
	Count	**Percent**		**Count**	**Percent**	
Total ELLs	***64,269***	***100%***	***Total ELLs***	***65,703***	***100%***	***1,434***
Spanish	55,361	86.1%	Spanish	56,205	85.5%	844
Arabic	1,231	1.9%	Arabic	1,301	2.0%	70
Chinese	1,298	2.0%	Chinese	1,327	2.0%	29
Polish	1,087	1.7%	Polish	1,120	1.7%	33
African Languages	594	0.9%	African Languages	693	1.1%	99
Tagalog	420	0.7%	Tagalog	445	0.7%	25
Subtotal	59,991	93.3%	*Subtotal*	61,091	93.0%	1,100
Not in top 5	4,278	6.7%	*Not in top 5*	4,612	7.0%	334

[16] Chicago Business. "What languages does Chicago speak at home?" Accessed 18 June 2014. < http://www.chicagobusiness.com/article/20131102/ISSUE01/131029782/what-languages-does-chicago-speak-at-home>. Appendix A: Demographics. Chicago Public Schools FY2013 Proposed Budget.

[17] Chicago Magazine. "The Geography of Chicago's Second Languages" Accessed January 11, 1015 < http://www.chicagomag.com/Chicago-Magazine/The-312/January-2013/The-Geography-of-Chicagos-Second-Languages/> and the American Community Survey, "Selected Social Characteristics: 2013".

[18] In order to analyze CPS language data, the Council grouped 32 African languages into one category in order to be able to generate statistical data.

[19] Due to a series of reorganizations of CPS school networks in the last four years, the Council was only able to analyze two-year language data. The 2012-13 language data reported in this section does not include 9,396 ELLs, who are presumed to be enrolled in pre-k since there were no ACCESS scores or networks associated with these students.

Additionally, the Council analyzed language data on the top five school-district networks to see which languages were predominant in what areas of the city. The Council's analysis shows the following distribution and concentration of ELLs in the 13 CPS Networks: (See Appendix B.)

- *Spanish-speaking ELLs*. The five networks with the highest number of Spanish-speaking ELLs enrolled 32,124 such students, accounting for 67 percent of all Spanish-speaking ELLs in CPS. These networks were: ES Network-Fullerton, ES Network-Midway, ES Network-Pilsen-Little Village, ES Network-Pershing, and Network-Charter/Contract.

- *Polish-speaking ELLs*. The five networks with the highest number of Polish-speaking ELLs enrolled 912 such students and accounted for about 91 percent of all such students in CPS. These Networks were: ES Network-O'Hare, ES Network-Midway, HS Network-North-Northwest Side, ES Network-Fullerton, and AUSL Network.

- *Arabic-speaking ELLs*. The five networks with the highest number of Arabic-speaking ELLs enrolled 1,048 such students and accounted for about 95 percent of all Arabic-speaking ELLs in CPS. These networks were: ES Network-O'Hare, ES Network-Ravenswood, HS Network-North-Northwest Side, ES Network-Midway, and ES Network-Fullerton.

- *Chinese-speaking ELLs*. The five networks with the highest number of Chinese-speaking ELLs enrolled 1,070 such students and accounted for about 91 percent of all Chinese-speaking ELLs. These networks were: ES Network-Pershing, HS Network-Southwest Side, HS Network-North-Northwest Side, ES Network-Ravenswood, and ES Network-Fulton.

- *ELLs who speak an array of African Languages.* The five networks with the highest number of ELLs who speak an array of African Languages enrolled 552 such students and accounted for 90 percent of all such students in CPS. These networks were ES Network-Ravenswood, HS Network-North-Northwest Side, Charter/Contract Network, ES Network-O'Hare, and ES Network-Skyway.

- *Tagalog-speaking ELLs.* The five networks with the highest number of Tagalog-speaking ELLs enrolled 372 such students and accounted for 94 percent of all Tagalog-speaking ELLs. These networks were: ES Network-O'Hare, ES Network-Ravenswood, HS Network-North-Northwest Side, ES Network-Fullerton, and Charter/Contract Network.

In addition, the analysis by the Council showed that Chicago's charter schools enrolled 4,664 ELLs or 8.8 percent of all charter school students. Over 99 percent of these ELLs were Spanish speaking.

ELL Enrollment by Program Model

Chicago offers two main English-learner program models, Transition Bilingual Education (TBE) and Transition Program of Instruction (TPI). (See Chapter IV for detailed descriptions of these programs.) TBE programs offer instruction in the home language of students when 20 or more ELLs of the same language are enrolled in the same school. [The Dual Language models in the district fall under the TBE program typology because of the use of native language for instruction in content areas.] A TPI program is required when a school has 19 or fewer ELLs.[20]

Data for the 2012-13 school year show that 56,154 students (classified as "Active ELLs" by CPS) participated in an ELL program, with the vast majority (45,901 students or 82 percent) enrolled in elementary networks. The distribution between TBE and TPI programs of all Active ELLs shows that 89 percent participated in a TBE program and nearly 11 percent in a TPI program. (See Exhibit 7.)

Exhibit 7. ELL Program Enrollment by School Level Network, 2012-2013

Program	ELLs in ES Networks	ELLs in HS/ AUSL/Charter/ Contract Networks	Program Total	Program as % of Total
TBE	41,538	8,599	50,137	89.3%
TPI	4,363	1,654	6,017	10.7%
Total	45,901	10,253	56,154	
Grade as % of Total	81.7%	18.3%		

Source: Chicago Public Schools data.

Additionally, TBE programs appear to be less concentrated among the networks, compared to the TPI model. Data show that 56 percent of ELLs in TBE programs attended schools in one of four elementary networks. In contrast, nearly 73 percent of ELLs who were in TPI models attended one of four networks. (See Exhibits 8 and 9).

Exhibit 8. Networks with Highest Enrollment of ELLs in a TBE Program, 2012-13

	Count	Percent
Total ELLs in TBE	***50,137***	***100%***
ES Network - Fullerton	8,158	29.0%
ES Network - Midway	8,083	28.7%
ES Network - Pilsen-Little Village	6,363	22.6%
ES Network - Pershing	5,520	19.6%
Subtotal	28,124	56.1%
Not in Top 4	22,013	43.9%

Source: Chicago Public Schools data.

[20] Bilingual Education Programs and English Language Learners in Illinois—SY 2012 Statistical Report; Illinois State Board of Education Data Analysis and Accountability Division.

Exhibit 9. Networks with Highest Enrollment of ELLs in a TPI Program, 2012-13

	Count	Percent
Total ELLs in TPI	***6,017***	***100%***
ES Network - Ravenswood-Ridge	1,680	27.9%
ES Network - O'Hare	1,432	85.2%
HS Network - North-Northwest Side	884	61.7%
Network - Charter/Contract	382	43.2%
Subtotal	4,378	72.8%
Not in Top 4	1,639	27.2%

Source: Chicago Public Schools data.

In addition, the Council's analysis of trend data from 2011-12 to 2012-13 shows that ELL enrollment grew differentially between the TBE and TPI models. TPI enrollment grew by 5.7 percent in those two years, while TBE enrollment grew by 1.6 percent. (See Exhibit 10)

Exhibit 10. ELL Enrollment by Program, 2011-2013

Program	School Year		Change	
	2011-2012	2012-2013	Count	Percentage
TBE	49,338	50,137	799	1.6%
TPI	5,688	6,017	329	5.7%
Total ELLs in Program	55,026	56,154	1,128	2.1%

Source: Chicago Public Schools data.

Dual Language Education Programs

According to the CPS website, dual language education programs are offered in 15 Chicago Public Schools, including nine neighborhood schools, three charter schools, and three magnet schools. The listing of schools provided to the Council team shows that three schools offered a schoolwide dual language program and six schools offered a dual language strand within the school. The majority of these schools that offer dual language programs (6 of 9) were magnet cluster schools. Since most magnet schools are geographically located in the north part of the city, where ELLs are fewer in number and the entrance process is complicated, it is highly likely that ELLs have limited access to these programs.

English Language Learners with Special Needs

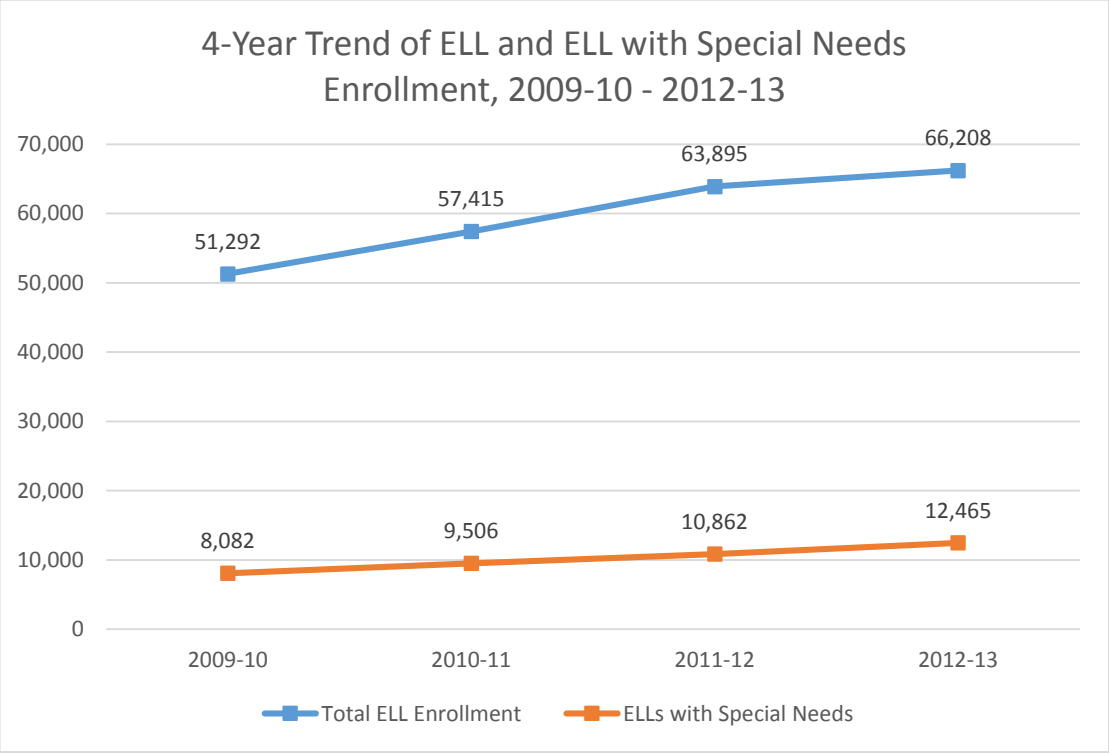
Exhibit 11 shows that ELL enrollment grew by 14,916 students or 29 percent over a 4-year period from 2009-10 to 2012-13. But ELLs with special needs grew at a faster rate during this same period. Specifically, ELLs with special needs increased 54 percent between 2009 and 2012. (See Exhibit 11. and also the Council's report on the district's special education program.)

Exhibit 11. Four-year Enrollment Trends for ELLs and ELLs with Special Needs, 2010-2013

	2009-10	2010-11	2011-12	2012-13	2010-2013 Change	% Change
Total ELL Enrollment	51,292	57,415	63,895	66,208	14,916	29.1%
ELLs with Special Needs	8,082	9,506	10,862	12,465	4,383	54.2%

In Exhibit 12, we show the growth in the enrollments of ELLs and ELLs with special needs.

Exhibit 12. Four-Year Enrollment Trends of ELLs and ELLs with Special Needs, 2009-10 to 2012-13.



Networks with Significant ELL Enrollment

In 2012-13, the top five elementary school networks with the highest concentration of ELLs were Fullerton, Midway, Pilsen-Little Village, O'Hare, and Ravenswood. The average percent of ELLs enrolled in these networks is 32 percent, or double that of CPS as a whole. Fullerton enrolled 10,713 ELLs while Ravenswood-Ridge network enrolled 7,146.

These five networks collectively enrolled about 33 percent of all CPS students but had 65 percent of all ELLs in CPS. (See Exhibit 13.)

Exhibit 13. ELL Enrollment by School Network, 2012-13

School Network	Total Enrollment	ELL Enrollment	ELL as % of Total Network Enrollment
ES Network - Fullerton	30,640	10,713	35.0%
ES Network - Midway	31,176	9,622	30.9%
ES Network - Pilsen-Little Village	17,099	7,678	44.99%
ES Network - O'Hare	29,258	7,667	26.29%
ES Network - Ravenswood-Ridge	27,718	7,146	25. 8%
Subtotal	135,891	42,826	31.5%
Total CPS Enrollment	412,984	66,208	16.0%
Networks as % of CPS	32.9%	64.7%	

Hispanic Students

Latino students also increased their share of total enrollment in Illinois public schools, rising from 18.3 percent of the state's enrollment in 2004 to 25.7 percent in 2013.[21] In CPS, Latino enrollment increased by 6.2 percent between 2009 and 2012, rising from 171,633 Hispanic students or 41.9 percent of total district enrollment in 2009-10 to 183,604 or 44.5 percent in 2012-13. (See Exhibit 14.) By 2012-13, Latinos were the largest student demographic in the district, accounting for about 45 percent of the total student population.

Exhibit 14. CPS Hispanic Enrollment, 2009-10 to 2012-13.

	2009-10	2010-11	2011-12	2012-13	Net Change
Total Enrollment	409,279	402,681	404,151	412,984	3,705
Hispanic Enrollment	171,633	175,803	178,284	183,604	11,971
Hispanics as % of Total	41.9%	43.7%	44.1%	44.5%	6.2%

Source: CPS statistics for school years 2009-10 to 2011-12 were retrieved from the CPS website on April 4, 2014. Enrollment figures for 2012-13 are based on data provided by CPS.

Hispanic Enrollment across School Networks

The school networks with the highest enrollments of Hispanic students in 2013-14 were Network 8, Network 1, the Charter Network, Network 7, and Network 4. Network 8 had the largest enrollment of Hispanic students—26,892 students representing some 92 percent of the network.

Collectively, the five networks enrolled 43 percent of all CPS students but had slightly over half (56 percent) of all Hispanic students. (See Exhibit 15.)

[21] Illinois Public School Enrollment Projections: 2004-05 to 2012-13; Illinois State Board of Education Data Analysis and Progress Reporting.

Exhibit 15. CPS Hispanic Enrollment by School Network, 2013-14.

School Network	Network Enrollment	Hispanic Enrollment	Hispanic as a % of Total Network Enrollment
Network 8	29,176	26,892	92.2%
Network 1	40,966	21,783	53.2%
Charter Network	54,572	20,348	37.3%
Network 7	18,558	17,639	95.0%
Network 4	29,154	16,366	56.1%
Subtotal	172,426	103,028	59.8%
Total CPS Enrollment	400,545	181,169	45.2%
Networks as % of CPS	43%	56.9%	

The Impact of Network Restructuring on ELL Programs

The 2013-14 restructuring of the Chicago school district divided 30 geographical areas into 13 school networks, one Academy for Urban School Leadership Network, one OS4 Network, one Alternative School Network, and one Charter and Contract School Network. [22]

The restructuring shifted the distribution of ELLs and Hispanic students across Chicago schools. In fact, CPS data show that 2,573 ELLs were moved as a result. However, the Council was unable to analyze these changes due to the differing geographical boundaries of the networks, the changing network names, and inconsistencies in data. [23]

Moreover, the district's data did not indicate which bilingual programs were moved or what bilingual education teachers and staff were moved—if any. The Council's search for external reports on the effects school closings and restructuring surfaced two reports, but neither one focused on ELLs or ELL programs.

The following map, created by the Chicago Teacher's Union, illustrates the CPS networks prior to and after the 2013 restructuring.[24] The colored areas represent CPS networks before 2013 and the numbered areas outlined in black represent the current CPS

[22] Networks/Collaboratives, Chicago Public Schools, Fiscal year 2013 amended budget. CPS website accessed November 20, 2014.

[23] The district-provided data on student movement across schools due to the closures did not lend itself to an analysis of the pattern of movement between charter schools, CPS-led schools, and closing and receiving schools, so the Council relied on student enrollment data.

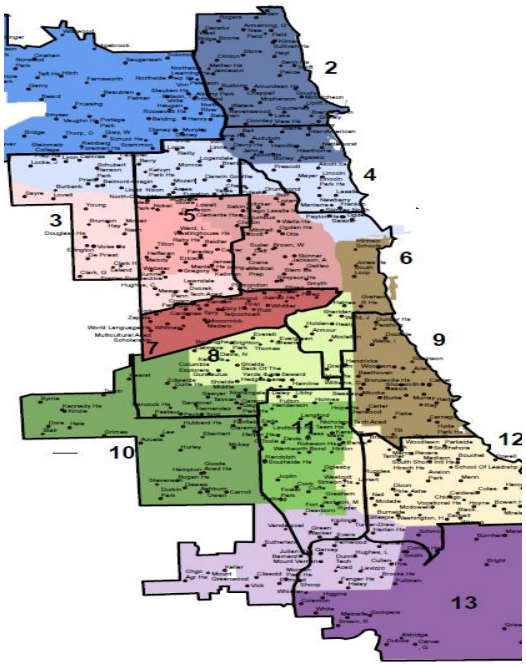
[24] The Council contacted the Chicago Teacher's Union (CTU) for clarification on inconsistent color coding for the following networks: Ravenswood ES Network is the darkest blue on the map, Lake Calumet ES Network is the darkest purple on the map, and Skyway is the beige color. Additionally, CTU explained that each of the four High School Networks (North/Northeast Side, West Side, Southwest Side, and Far South Side) are the combined area for each colored section that makes up the high school network for that area. Furthermore, each high school network as between 2-4 elementary networks. For example, the Far South Side HS Network is made up of two elementary networks, Lake Calumet and Rock Island.

networks. Some of the pre-2013 networks remained relatively intact, absorbing parts of other networks—e.g., O'Hare ES Network, Ravenswood-Ridge ES Network, Pilsen Little Village ES Network, Midway ES Network, and Lake Calumet ES Network.

Other pre-2013 networks disappeared, with their schools reassigned to other networks—e.g., schools in the Pershing ES Network were redistributed to three other networks, and schools in the Rock Island ES Network were redistributed to four other networks.

Exhibit 16. CPS Former and New School Networks Map

North/Northwest Side Collaborative
Fullerton Elem Network
O'Hare Elem Network
Ravenswood-Ridge Elem Network
North/Northest Side HS Network
West Side Collaborative
Austin-North Lawndale Elem Network
Garfield-Humboldt Elem Network
Fulton Elem Network
Pilsen-Little Village Elem Network
West Side HS Network
Southwest Side Collaborative
Midway Elem Network
Pershing Elem Network
Englewood-Gresham Elem Network
Southwest Side HS Network
South Side Collaborative
Burnham Park Elem Network
Skyway Elem Network
South Side HS Network
Far South Side Collaborative
Lake Calumet Elem Network
Rock Island Elem Network
Far South Side HS Network



Network	Planning Zones
1	Sauganash, Reed-Dunning, Albany Irving
2	Ravenswood
3	Austin, Belmont-Cragin
4	Logan, Lincoln Park
5	Humboldt Park, Garfield, West Humboldt, North Lawndale
6	Near North, Near West, Loop, Bridgeport, Chinatown
7	Pilsen, Little Village
8	McKinley Park
9	Bronzeville, Hyde Park, Woodlawn
10	Beverly, Midway, Chicago Lawn, Ashburn
11	Englewood, Auburn-Gresham
12	Chatham, South Shore
13	Far South, Far East

Source: Chicago Teacher Union Blog, "CPS's New Planning Zones and Former Networks."

Accordingly, for purposes of this report, the Council describes the distribution of ELLs across the school networks for the 2012-13 school year and Hispanic students across school networks as of the 2013-14 school year.

III. Academic Achievement of ELLs and Latino Students

Achievement Data on ELL and Latino Performance

As part of its review of ELL programs in the Chicago Public Schools, the Council of the Great City Schools analyzed data provided by the school system and supplemented it with data from other sources. The Council encountered a number of challenges with the district-provided data, including—

- ELL date of entry and date of exit data could not always be reconciled or aligned to ELL-status data and the results were often uninterpretable, and
- Parent refusal data were often incomplete and too unreliable for meaningful analyses.

Data inconsistencies in dates of ELL program entry and exit are of particular concern to the team because these irregularities deny the district the opportunity to adequately track ELLs and former ELLs as they progress through the school system.

That said, the Council conducted a series of analyses of both district provided data and other publicly available data to determine how ELLs and Latinos were faring academically in the Chicago Public Schools. We were also particularly interested in trend data to help answer the question: Are Latino students and ELLs making progress academically?

The results of the analysis paint a picture of modest increases in achievement scores in math and reading, but the data also suggest that overall progress and general performance levels remain lower than anyone wants.

In this section of the report, we lay out the analyses of achievement data on ELLs and Latino students in CPS and compare their results to their English-speaking and non-minority peers in Chicago and other large cities across the nation.

The first section lays out data on reading and mathematics attainment for both ELLs and Latinos on the ISAT and NAEP. In addition, data are disaggregated to show trends for Latino students who are ELLs as well as those who are not ELLs. ELL data on ISAT are also disaggregated by ethnicity. The second section of this chapter describes trends on English language acquisition as measured by ACCESS (Assessing Comprehension and Communication in English State-to-State for English Language Learners). The analysis did not look specifically at Latino students since not all Latinos are ELLs, though most ELLs in CPS live in homes where Spanish is spoken.

I. Achievement Scores in Reading and Mathematics

In initiating this review, the CEO was particularly concerned with the low achievement of ELLs and Latino students, and wanted to know whether these students were making gains. To answer these questions, the Council started by analyzing reading and mathematics trends among ELL and Latino students on the Illinois Standard Achievement Test (ISAT).

The Council also examined reading and mathematics achievement data for grades 4 and 8 on the National Assessment of Educational Progress (NAEP), as CPS is one of the 21 urban districts nationally that participates in the Trial Urban District Assessment of NAEP.

In conducting its analysis of both ISAT and NAEP data, the Council looked at trends among Latino students who were ELLs and Latino students who were not. We also compared ISAT trends for ELL and non-ELL students in other racial and ethnic groups.

In addition, the team conducted an analysis of four-year cohort data in reading and math on students entering the third grade in 2010, students entering the fourth grade in 2010, and students entering the fifth grade in 2010.

Moreover, the Council analyzed four years of ISAT data on students who scored below 3.0 on the ACCESS literacy subscale; students who scored between 3.0 and 3.49 on the subscale; and those with scores of 3.5 or above on the subscale.

Trends over four years were plotted for the three ACCESS groups to determine their performance. This analysis was done because students who score below 3.0 on ACCESS are excluded from the NWEA tests, the commercially developed assessment the district uses as the basis of its accountability system. Students who score between 3.0 and 3.49 on ACCESS are tested on NWEA, but their scores are still excluded from accountability measures.

When analyzing NAEP data, the Council was able to disaggregate the data on ELLs and Latino students further by their eligibility for the federal free-and-reduced price lunch program. The results of the analysis on both ISAT and NAEP generally point in the same direction, and shed light on a number of concerns voiced by CPS leadership.

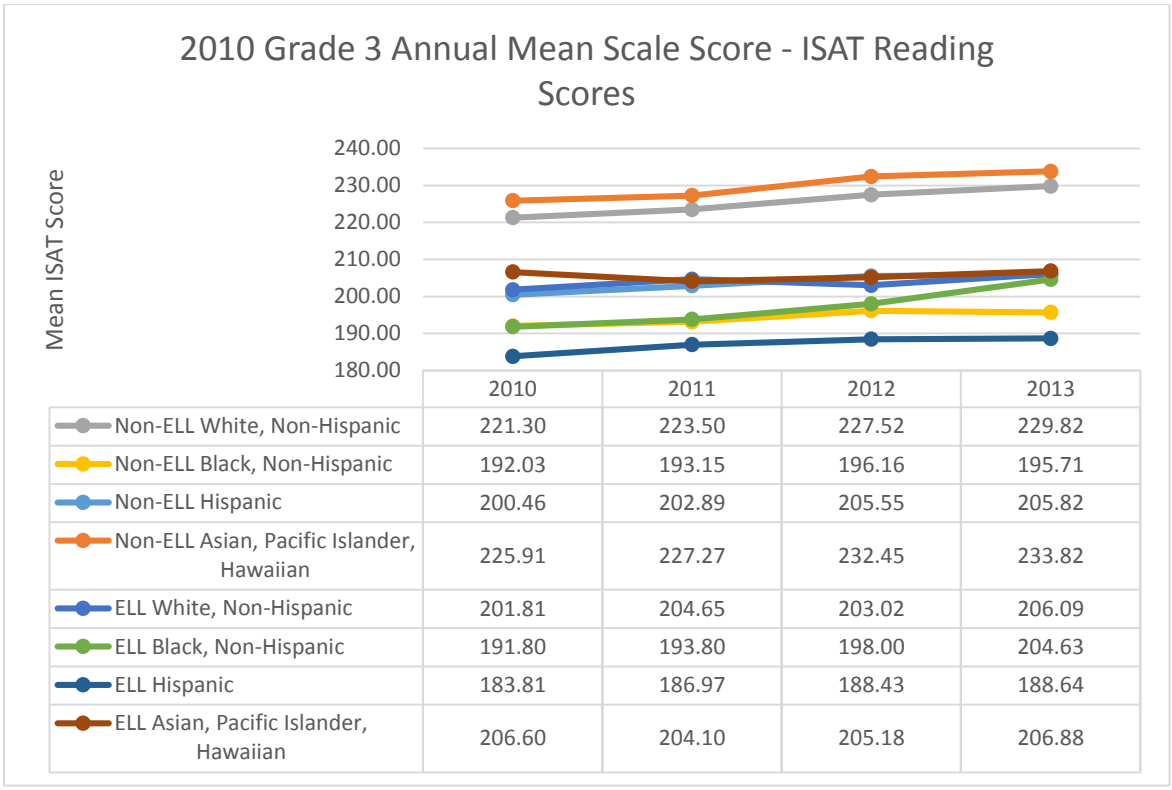
Student Performance on ISAT

The first analysis involved looking at ISAT scores in reading and math for students at each grade level between three and eight in 2010, 2011, 2012, and 2013. The results are presented in exhibits 17 through 22, beginning with third grade reading scores for those years. We made a number of observations from the data in 2013—

- The data on reading are clear that non-ELL white students and non-ELL Asian American students scored consistently higher than all other groups (ELL and non-ELL) in 2013 in every grade tested.

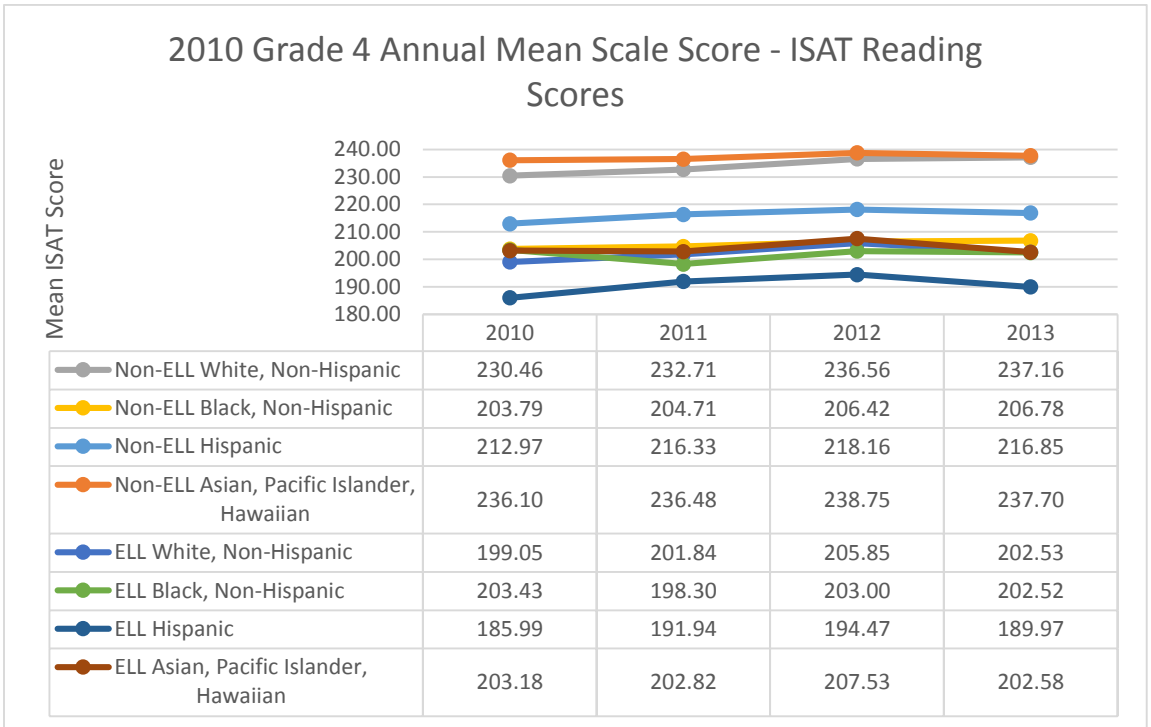
- Hispanic ELL students in every grade tested scored consistently lower in 2013 than any other group, while non-ELL Hispanic students scored higher in almost all grades (except third) than the other ELL groups, including Hispanic ELLs.
- Non-ELLs generally scored higher in reading than ELLs except in the case of non-ELL Black students. These students scored no higher, in general, than ELL students in grades three and four, although they did somewhat better in grades 5, 6, 7, and 8.
- ISAT reading trends between 2010 and 2013 generally show modest to non-existent gains among all groups tested. In fact, all groups demonstrated similar levels of progress. No group showed unusually strong gains relative to the progress of any other group, except that ELL Black students showed stronger progress than other groups in grades three and six.
- Hispanic ELL students, meanwhile, showed modest gains in reading between 2010 and 2013, but the gains were generally no larger than those made by other groups.
- Non-ELL Hispanic students made gains of approximately the same magnitude as other groups over the same period.
- ELL students, in general, didn't appear to make gains that were any stronger than those made by non-ELL students or vice versa.
- The gap between Hispanic ELLs and non-ELL white students was approximately the same or slightly wider in 2013 than it was in 2010.
- The gap between non-ELL Hispanics and non-ELL whites was also the same or slightly wider in 2013 than it was in 2010.

Exhibit 17. Grade 3 Annual Mean ISAT Reading Scale Scores, 2010



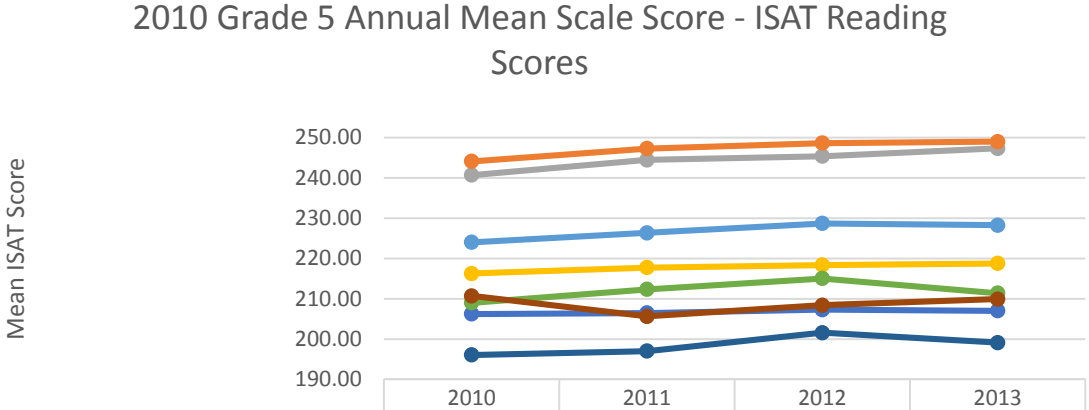
	2010	2011	2012	2013
Non-ELL White, Non-Hispanic	221.30	223.50	227.52	229.82
Non-ELL Black, Non-Hispanic	192.03	193.15	196.16	195.71
Non-ELL Hispanic	200.46	202.89	205.55	205.82
Non-ELL Asian, Pacific Islander, Hawaiian	225.91	227.27	232.45	233.82
ELL White, Non-Hispanic	201.81	204.65	203.02	206.09
ELL Black, Non-Hispanic	191.80	193.80	198.00	204.63
ELL Hispanic	183.81	186.97	188.43	188.64
ELL Asian, Pacific Islander, Hawaiian	206.60	204.10	205.18	206.88

Exhibit 18. Grade 4 Annual Mean ISAT Reading Scale Scores, 2010



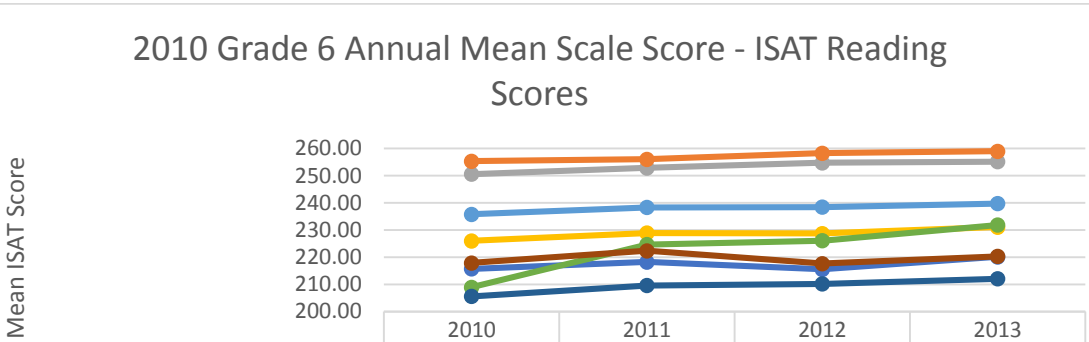
	2010	2011	2012	2013
Non-ELL White, Non-Hispanic	230.46	232.71	236.56	237.16
Non-ELL Black, Non-Hispanic	203.79	204.71	206.42	206.78
Non-ELL Hispanic	212.97	216.33	218.16	216.85
Non-ELL Asian, Pacific Islander, Hawaiian	236.10	236.48	238.75	237.70
ELL White, Non-Hispanic	199.05	201.84	205.85	202.53
ELL Black, Non-Hispanic	203.43	198.30	203.00	202.52
ELL Hispanic	185.99	191.94	194.47	189.97
ELL Asian, Pacific Islander, Hawaiian	203.18	202.82	207.53	202.58

Exhibit 19. Grade 5 Annual Mean ISAT Reading Scale Scores, 2010



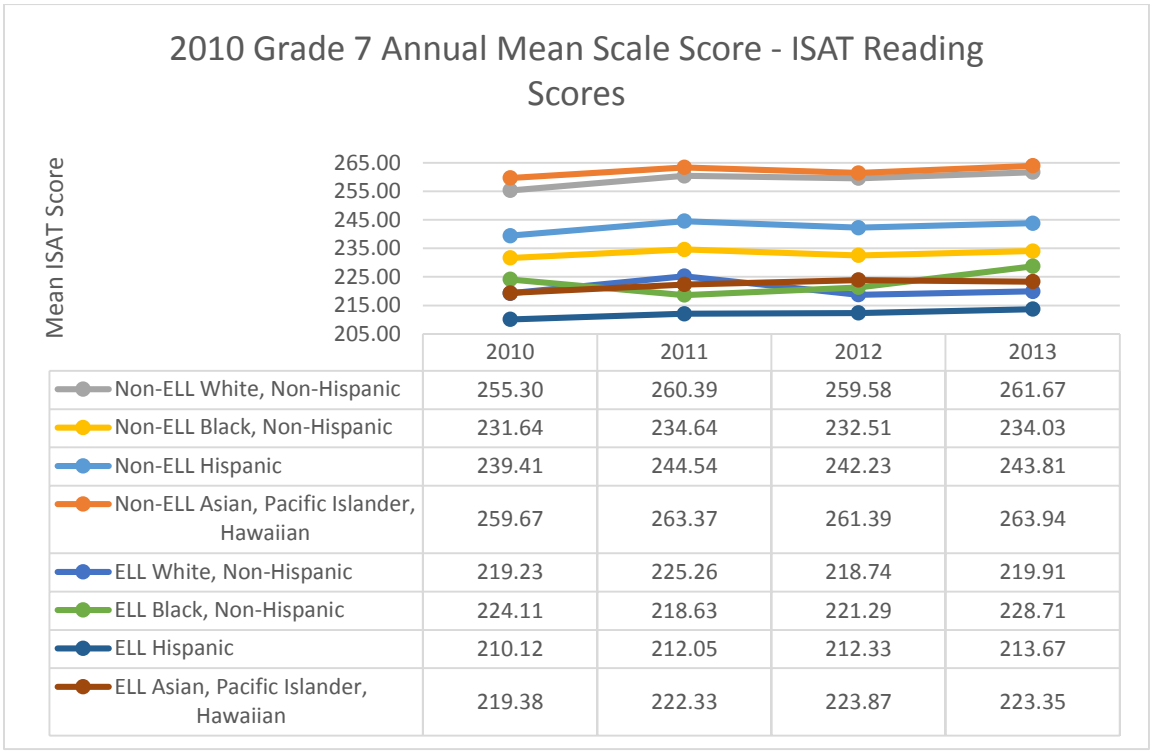
	2010	2011	2012	2013
Non-ELL White, Non-Hispanic	240.72	244.48	245.40	247.35
Non-ELL Black, Non-Hispanic	216.26	217.75	218.39	218.77
Non-ELL Hispanic	224.01	226.36	228.70	228.26
Non-ELL Asian, Pacific Islander, Hawaiian	244.11	247.28	248.66	248.99
ELL White, Non-Hispanic	206.22	206.44	207.30	207.00
ELL Black, Non-Hispanic	209.02	212.33	215.02	211.40
ELL Hispanic	196.03	197.02	201.58	199.12
ELL Asian, Pacific Islander, Hawaiian	210.69	205.62	208.40	209.91

Exhibit 20. Grade 6 Annual Mean ISAT Reading Scale Scores, 2010



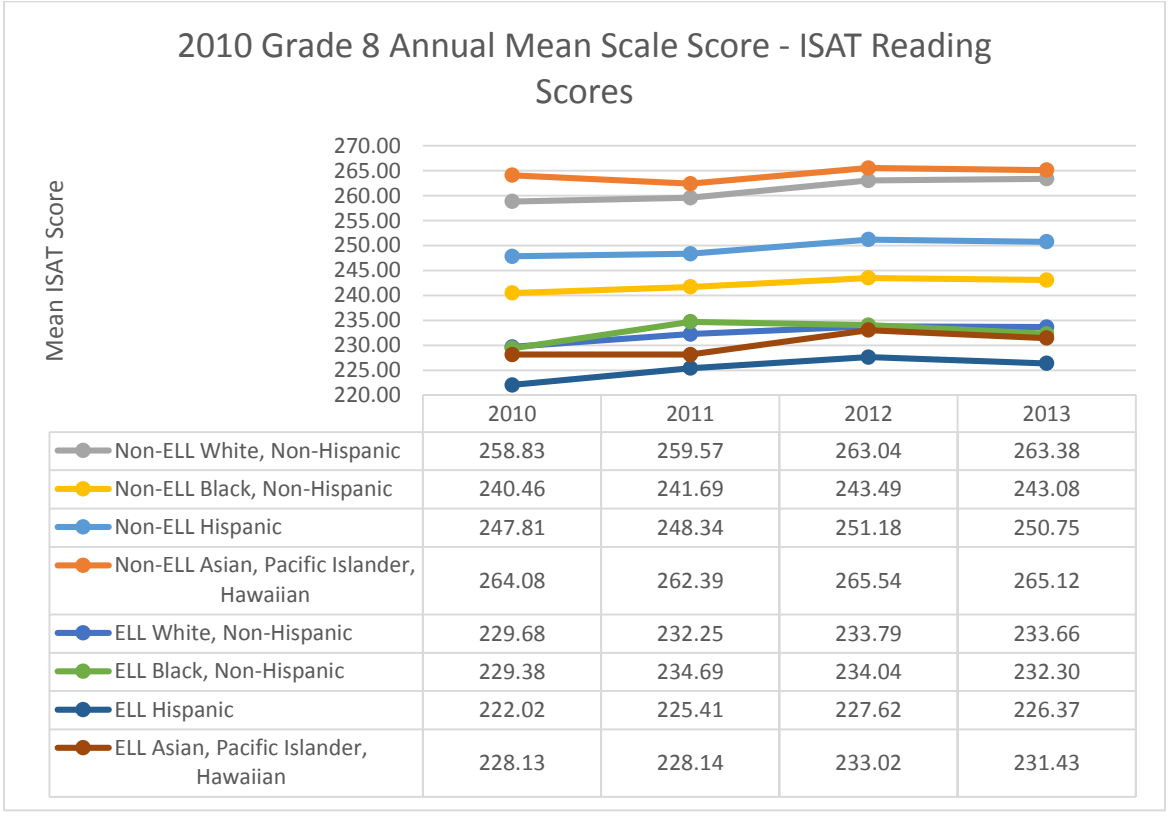
	2010	2011	2012	2013
Non-ELL White, Non-Hispanic	250.52	252.85	254.69	255.13
Non-ELL Black, Non-Hispanic	226.03	228.89	228.68	231.05
Non-ELL Hispanic	235.77	238.32	238.43	239.69
Non-ELL Asian, Pacific Islander, Hawaiian	255.31	255.99	258.24	258.94
ELL White, Non-Hispanic	215.70	218.21	215.54	220.11
ELL Black, Non-Hispanic	208.96	224.65	226.07	231.86
ELL Hispanic	205.56	209.59	210.20	212.06
ELL Asian, Pacific Islander, Hawaiian	217.88	222.35	217.65	220.31

Exhibit 21. Grade 7 Annual Mean ISAT Reading Scale Scores, 2010



	2010	2011	2012	2013
Non-ELL White, Non-Hispanic	255.30	260.39	259.58	261.67
Non-ELL Black, Non-Hispanic	231.64	234.64	232.51	234.03
Non-ELL Hispanic	239.41	244.54	242.23	243.81
Non-ELL Asian, Pacific Islander, Hawaiian	259.67	263.37	261.39	263.94
ELL White, Non-Hispanic	219.23	225.26	218.74	219.91
ELL Black, Non-Hispanic	224.11	218.63	221.29	228.71
ELL Hispanic	210.12	212.05	212.33	213.67
ELL Asian, Pacific Islander, Hawaiian	219.38	222.33	223.87	223.35

Exhibit 22. Grade 8 Annual Mean ISAT Reading Scale Scores

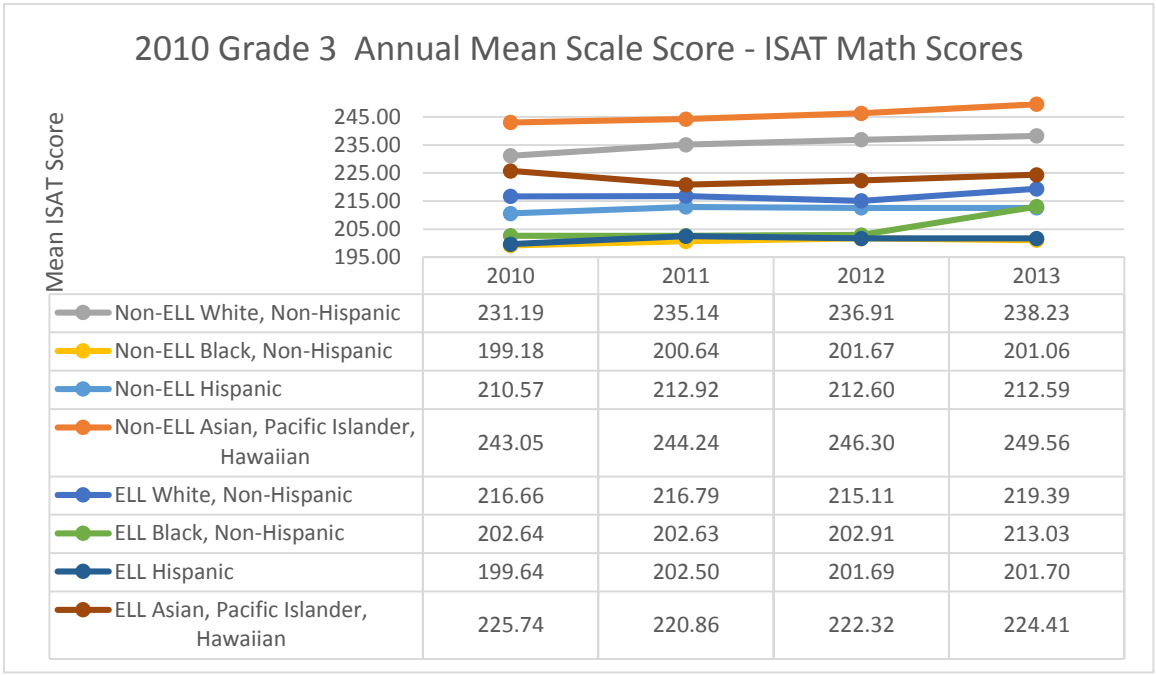


	2010	2011	2012	2013
Non-ELL White, Non-Hispanic	258.83	259.57	263.04	263.38
Non-ELL Black, Non-Hispanic	240.46	241.69	243.49	243.08
Non-ELL Hispanic	247.81	248.34	251.18	250.75
Non-ELL Asian, Pacific Islander, Hawaiian	264.08	262.39	265.54	265.12
ELL White, Non-Hispanic	229.68	232.25	233.79	233.66
ELL Black, Non-Hispanic	229.38	234.69	234.04	232.30
ELL Hispanic	222.02	225.41	227.62	226.37
ELL Asian, Pacific Islander, Hawaiian	228.13	228.14	233.02	231.43

The results of the math analysis are presented in exhibits 23 through 28, beginning with third grade trends. The results in math are similar to those in reading. First, the 2013 data on math are clear that non-ELL white students and non-ELL Asian American students scored consistently higher in every grade tested than all other groups (ELL and non-ELL). Second, the data on math demonstrate that Hispanic ELL students scored consistently lower in every grade tested than all other groups in 2013 except in eighth grade where these students had the same low scores as Black ELL students. Third, ISAT data on math indicate that non-ELL Hispanic students scored higher than most other ELL groups in all grades except third, including ELL Hispanics. Fourth, non-ELLs generally scored higher in reading than ELLs, except that non-ELL Black students often scored no higher than some ELL groups.

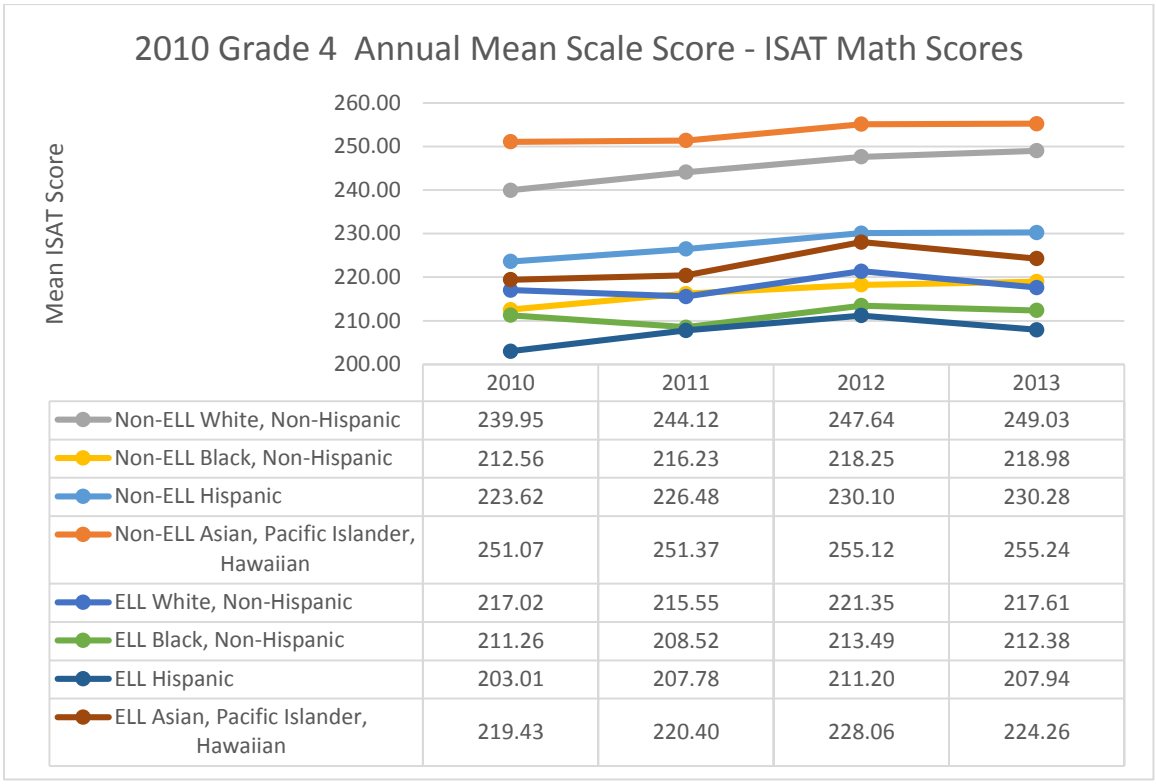
Fifth, ISAT math trends between 2010 and 2013 generally show modest to non-existent gains among all groups tested—just like in reading. In addition, no group showed unusually large gains relative to the progress of any other group, except that Black ELL students showed stronger progress than other groups in grade three. Sixth, Hispanic ELL students showed modest gains in math between 2010 and 2013, but the gains were generally no larger or smaller than those made by other groups. Seventh, non-ELL Hispanic students made gains in math of approximately the same magnitude as other groups over the same period. Eighth, ELL students, in general, didn't appear to make gains that were any stronger than those made by non-ELL students or vice versa. Ninth, the gap between Hispanic ELLs and non-ELL white students was slightly wider in 2013 than it was in 2010. Finally, the gap between non-ELL Hispanics and non-ELL white students was also somewhat wider in 2013 than it was in 2010.

Exhibit 23. Grade 3 Annual Mean ISAT Math Scale Scores, 2010



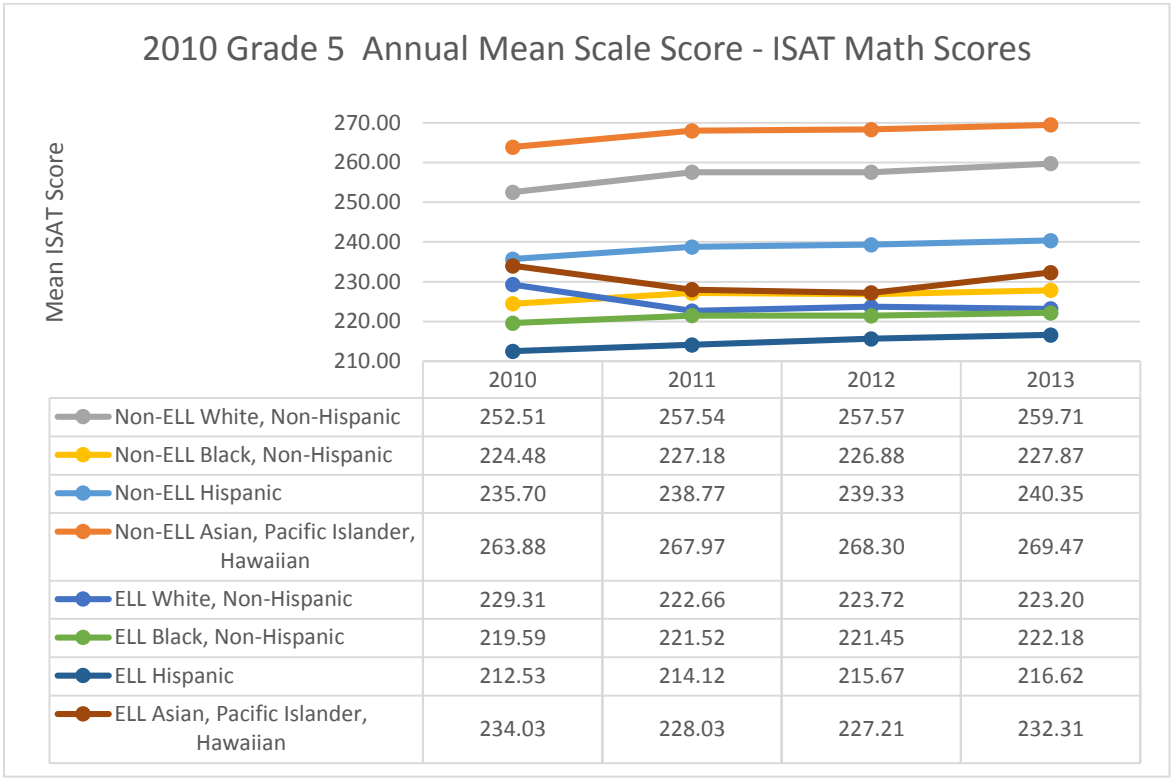
	2010	2011	2012	2013
Non-ELL White, Non-Hispanic	231.19	235.14	236.91	238.23
Non-ELL Black, Non-Hispanic	199.18	200.64	201.67	201.06
Non-ELL Hispanic	210.57	212.92	212.60	212.59
Non-ELL Asian, Pacific Islander, Hawaiian	243.05	244.24	246.30	249.56
ELL White, Non-Hispanic	216.66	216.79	215.11	219.39
ELL Black, Non-Hispanic	202.64	202.63	202.91	213.03
ELL Hispanic	199.64	202.50	201.69	201.70
ELL Asian, Pacific Islander, Hawaiian	225.74	220.86	222.32	224.41

Exhibit 24. Grade 4 Annual Mean ISAT Math Scale Scores, 2010



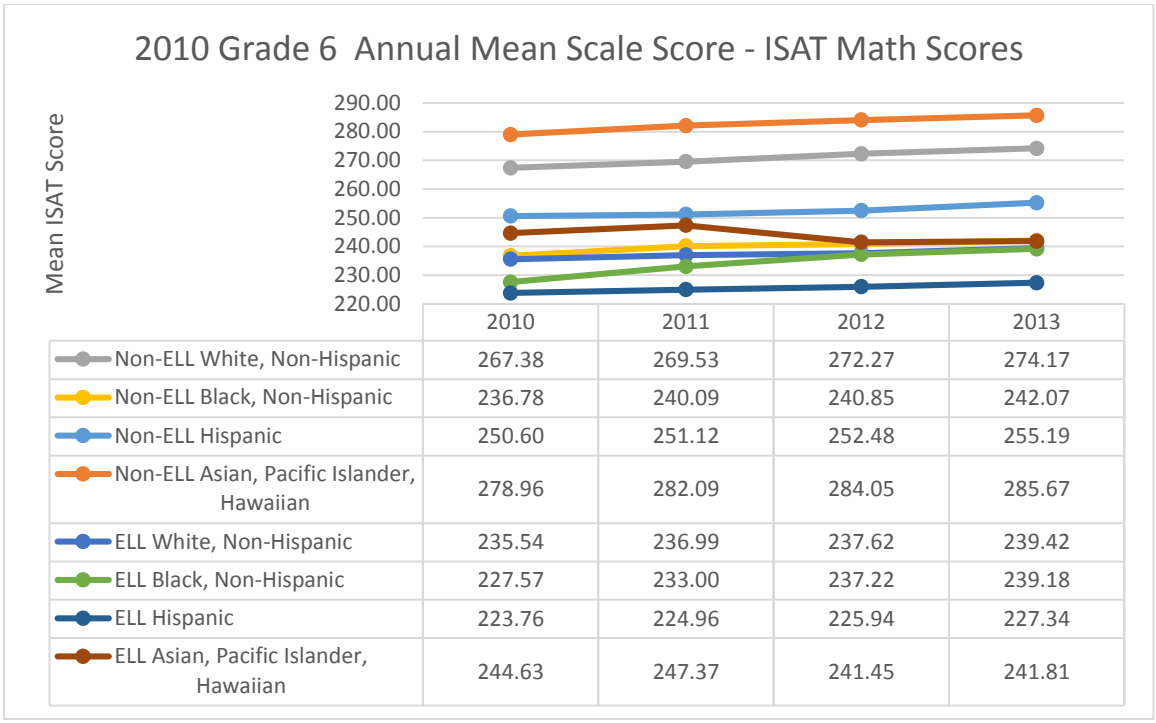
	2010	2011	2012	2013
Non-ELL White, Non-Hispanic	239.95	244.12	247.64	249.03
Non-ELL Black, Non-Hispanic	212.56	216.23	218.25	218.98
Non-ELL Hispanic	223.62	226.48	230.10	230.28
Non-ELL Asian, Pacific Islander, Hawaiian	251.07	251.37	255.12	255.24
ELL White, Non-Hispanic	217.02	215.55	221.35	217.61
ELL Black, Non-Hispanic	211.26	208.52	213.49	212.38
ELL Hispanic	203.01	207.78	211.20	207.94
ELL Asian, Pacific Islander, Hawaiian	219.43	220.40	228.06	224.26

Exhibit 25. Grade 5 Annual Mean ISAT Math Scale Scores, 2010



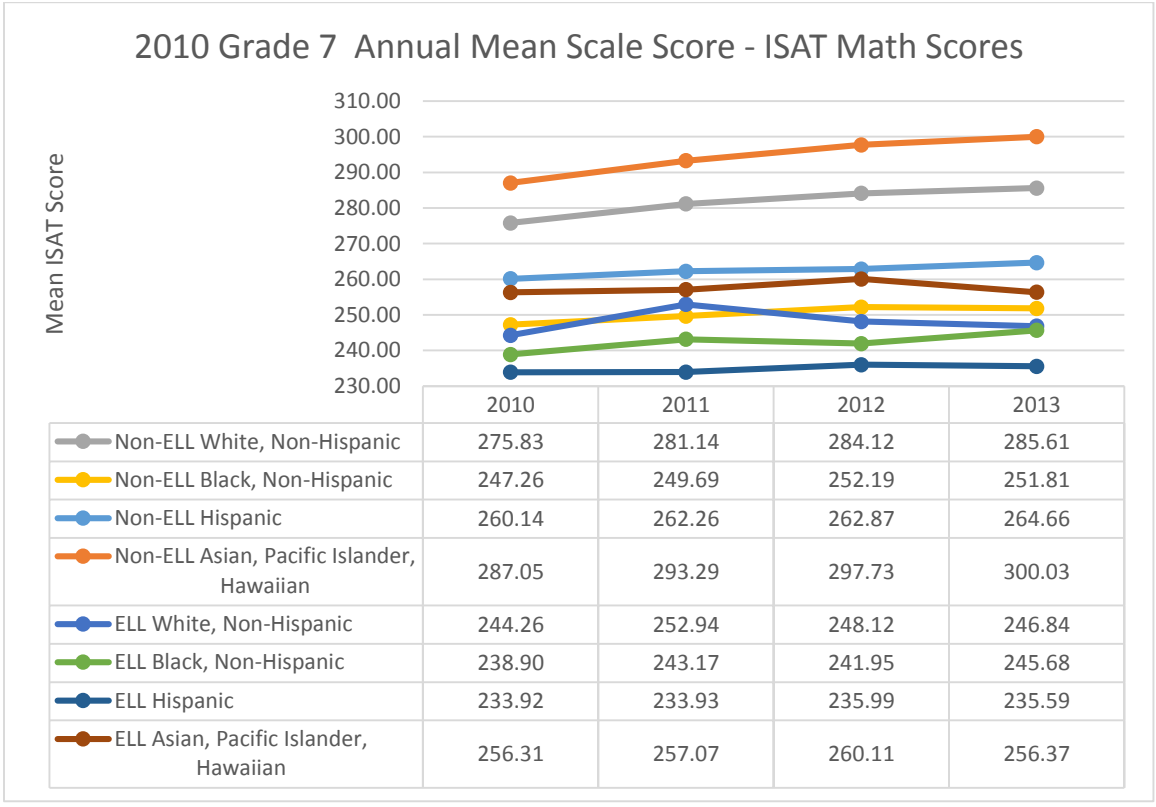
	2010	2011	2012	2013
Non-ELL White, Non-Hispanic	252.51	257.54	257.57	259.71
Non-ELL Black, Non-Hispanic	224.48	227.18	226.88	227.87
Non-ELL Hispanic	235.70	238.77	239.33	240.35
Non-ELL Asian, Pacific Islander, Hawaiian	263.88	267.97	268.30	269.47
ELL White, Non-Hispanic	229.31	222.66	223.72	223.20
ELL Black, Non-Hispanic	219.59	221.52	221.45	222.18
ELL Hispanic	212.53	214.12	215.67	216.62
ELL Asian, Pacific Islander, Hawaiian	234.03	228.03	227.21	232.31

Exhibit 26. Grade 6. Annual Mean ISAT Math Scale Scores, 2010



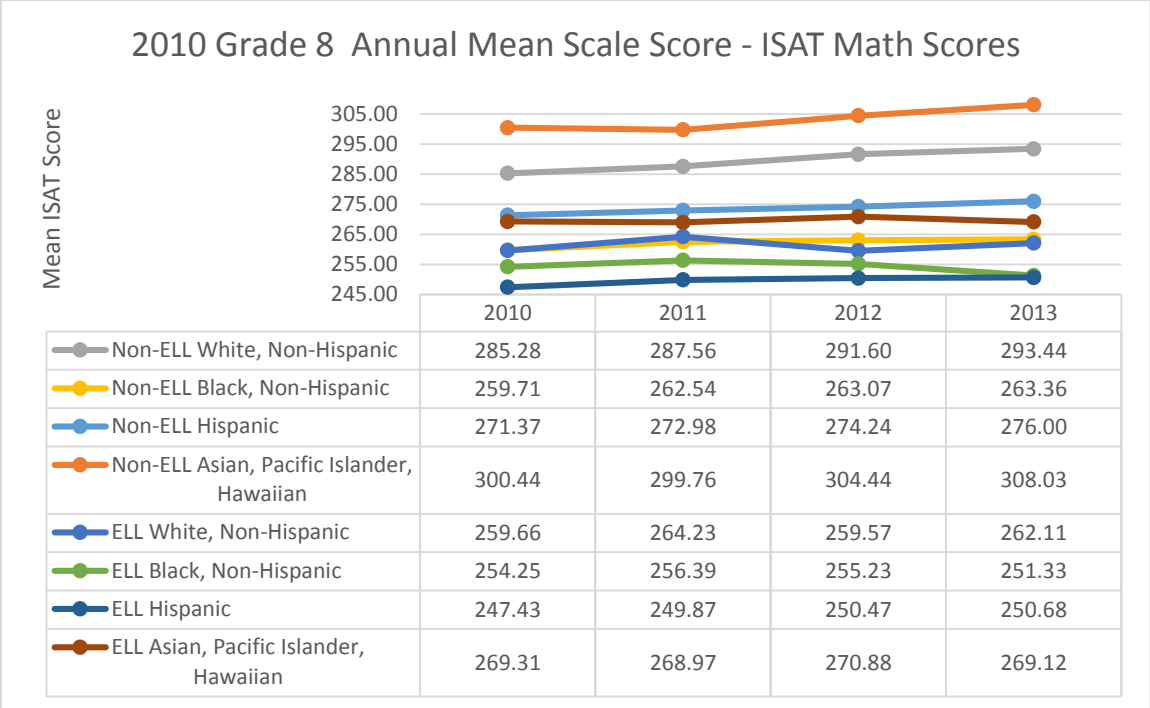
	2010	2011	2012	2013
Non-ELL White, Non-Hispanic	267.38	269.53	272.27	274.17
Non-ELL Black, Non-Hispanic	236.78	240.09	240.85	242.07
Non-ELL Hispanic	250.60	251.12	252.48	255.19
Non-ELL Asian, Pacific Islander, Hawaiian	278.96	282.09	284.05	285.67
ELL White, Non-Hispanic	235.54	236.99	237.62	239.42
ELL Black, Non-Hispanic	227.57	233.00	237.22	239.18
ELL Hispanic	223.76	224.96	225.94	227.34
ELL Asian, Pacific Islander, Hawaiian	244.63	247.37	241.45	241.81

Exhibit 27. Grade 7 Annual Mean ISAT Math Scale Scores, 2010



	2010	2011	2012	2013
Non-ELL White, Non-Hispanic	275.83	281.14	284.12	285.61
Non-ELL Black, Non-Hispanic	247.26	249.69	252.19	251.81
Non-ELL Hispanic	260.14	262.26	262.87	264.66
Non-ELL Asian, Pacific Islander, Hawaiian	287.05	293.29	297.73	300.03
ELL White, Non-Hispanic	244.26	252.94	248.12	246.84
ELL Black, Non-Hispanic	238.90	243.17	241.95	245.68
ELL Hispanic	233.92	233.93	235.99	235.59
ELL Asian, Pacific Islander, Hawaiian	256.31	257.07	260.11	256.37

Exhibit 28. Grade 8 Annual Mean ISAT Math Scale Scores, 2010



	2010	2011	2012	2013
Non-ELL White, Non-Hispanic	285.28	287.56	291.60	293.44
Non-ELL Black, Non-Hispanic	259.71	262.54	263.07	263.36
Non-ELL Hispanic	271.37	272.98	274.24	276.00
Non-ELL Asian, Pacific Islander, Hawaiian	300.44	299.76	304.44	308.03
ELL White, Non-Hispanic	259.66	264.23	259.57	262.11
ELL Black, Non-Hispanic	254.25	256.39	255.23	251.33
ELL Hispanic	247.43	249.87	250.47	250.68
ELL Asian, Pacific Islander, Hawaiian	269.31	268.97	270.88	269.12

In addition to looking at basic ISAT trend data, the Council team looked at ISAT data on ELLs according to how well they scored on ACCESS. This meant that we looked at ISAT data in reading and math by grade for ELLs who scored 3.5 or over, those who scored between 3.49 and 3.0, and those who scored below 3.0—the bands that correspond to whether an ELL is tested on NWEA and the results are used for accountability purposes.

The data on this particular analysis are presented in Exhibit 29 and 30, and show the percentage of ELLs in each performance band on ACCESS and what performance level they were at on ISAT. For example, the data in Exhibit 28 indicates that 61 percent of third graders who score below 3.0 on ACCESS and are thereby excluded from NWEA testing and accountability also score in the bottom performance level (PL1) in reading on ISAT, which is administered only in English.

Conversely, only 10 percent of ELLs who score over 3.5 percent on ACCESS and are thereby included in both the NWEA testing (which is also administered only in English) and the NWEA accountability system score in the bottom performance level on the ISAT reading test.

And some 23 percent of ELLs who score above 3.5 on ACCESS "meet standards" (PL3) on ISAT, while only one percent of ELLs scoring below 3.0 achieve at that level.

Exhibit 29. ELL Reading Performance on ISAT by Grade, 2013

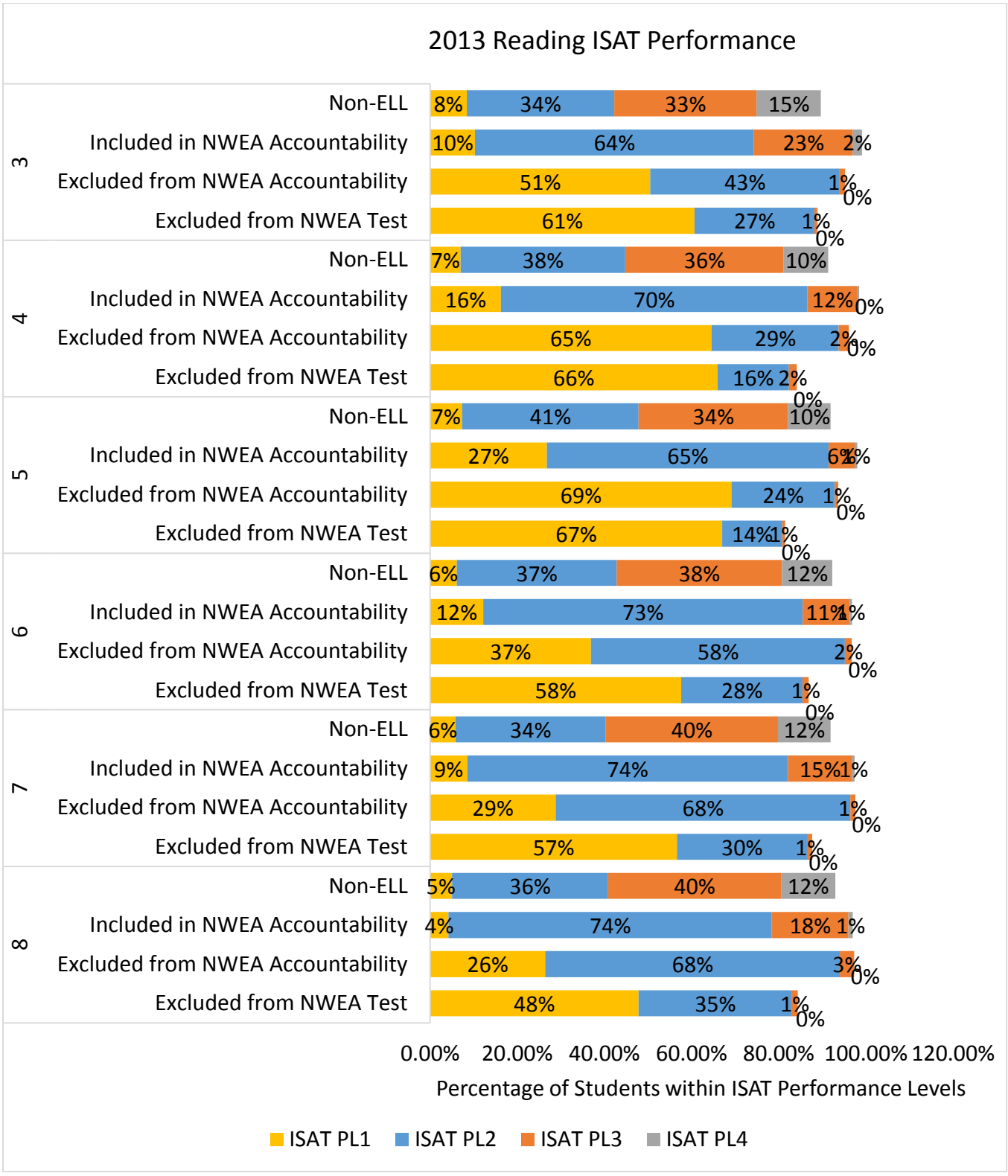
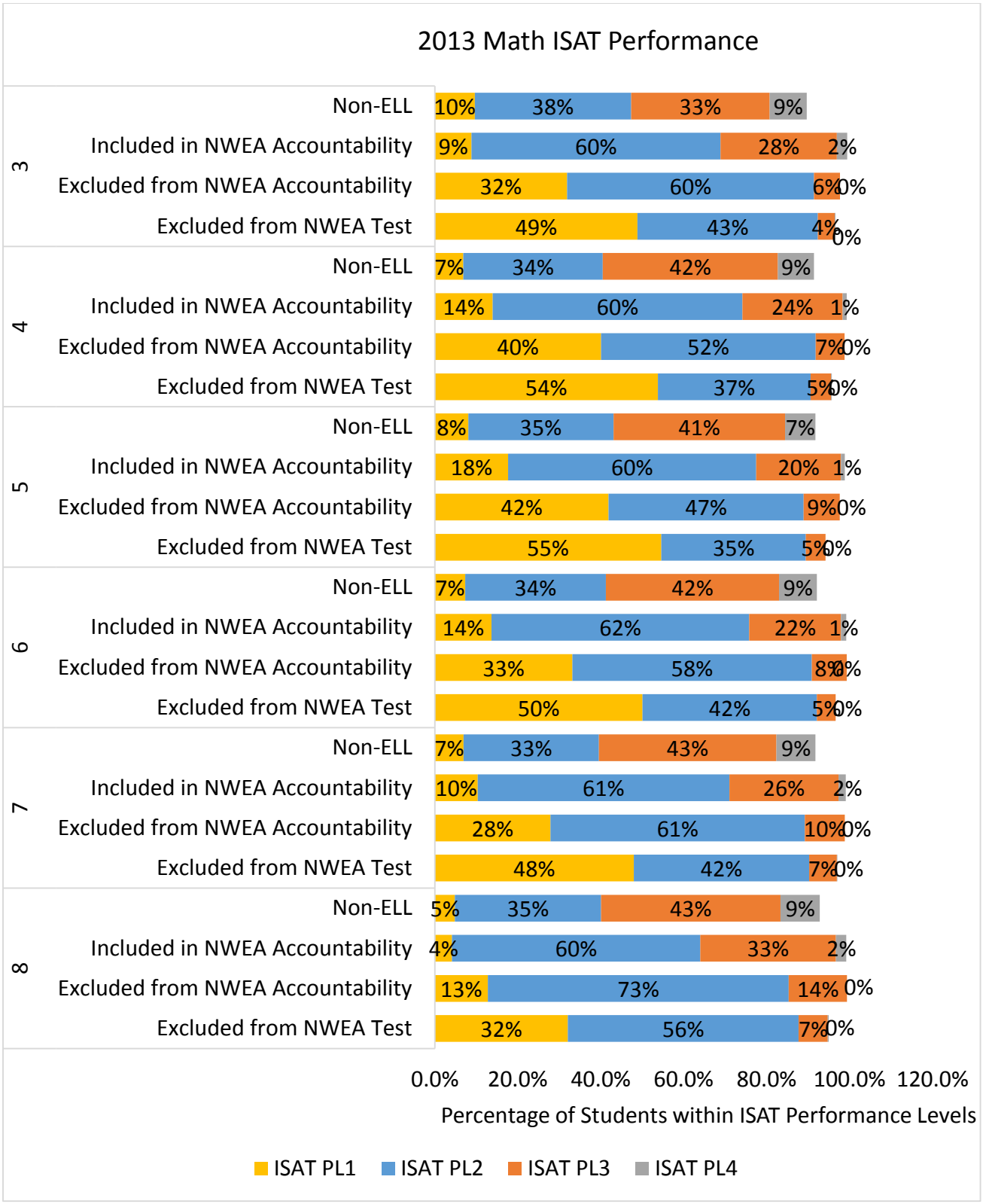


Exhibit 30. ELL Math Performance on ISAT by Grade, 2013



Math results are somewhat similar, except that one can see the differences in how language driven the two subjects—reading and math—are. For instance, the data in Exhibit 30 indicate that 49 percent of third graders (as opposed to 61 percent of third graders in reading) who scored below 3.0 on ACCESS and are excluded from NWEA tests also score in the academic warning category in math on ISAT, which again is administered only in English. And 28 percent of third grade ELLs who scored above 3.5 on ACCESS "meet standards" in math, while only four percent of ELLs who score below 3.5 on ACCESS "meet standards" on ISAT.

In comparison to non-ELL students, most ELLs scored lower on ISAT in both reading and math, but those who scored above 3.5 on ACCESS came closer in performance to the performance of non-ELLs in both subjects.

The reader should keep in mind that ISAT measures content knowledge in reading and mathematics—in English—even when students are still working to learn English. The school district does not use any assessments that would ascertain student content knowledge in their native languages.

Finally, the Council team looked at ISAT trends for differing cohorts of ELLs who scored at varying bands on ACCESS to see if these students were making progress. The purpose of this analysis was to determine whether students at varying performance levels on ACCESS were demonstrating progress on ISAT. We are not able to determine progress on NWEA because so many of the district's ELLs are excluded from NWEA testing, as we will see in a subsequent section of this chapter. The results of the ISAT cohort analysis are seen in Exhibits 31 through 36.

The analysis entailed tracking a cohort of third graders, fourth graders, and fifth graders over four years to see if they showed progress on ISAT in reading and math. For example, we examined ISAT scores for a cohort of ELLs who were in the third grade in 2009-10, the fourth grade in 2010-11, fifth grade in 2011-12, and sixth grade in 2012-13. We also compared the progress of each type of ELL to the progress of ELLs in each grade over the same period.

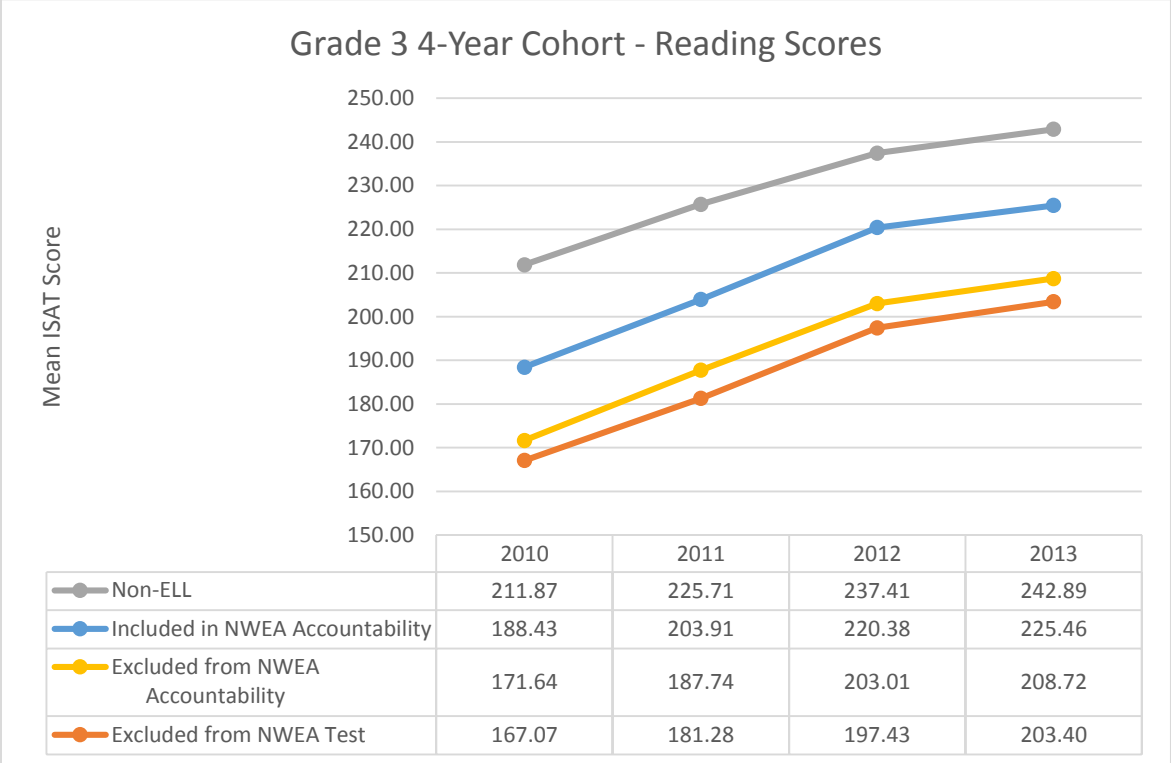
The results indicate that students scored lower on ISAT when their English proficiency levels were lower—as was shown in the previous analysis. And the results show that there were modest gains on ISAT among ELLs and non-ELLs over the four year period—the same conclusion we drew from the analyses we have already described in this chapter. But the analysis also reveals that ELLs made similar progress in reading and mathematics over the period regardless of their English proficiency levels on ACCESS.

In other words, ELLs at even the lowest levels of English proficiency on ACCESS showed gains on ISAT that were similar to the gains of ELLs at higher levels of English proficiency, and they made gains year to year that were similar to those made by non-ELLs. (If anything, the data suggest that in some instances, ELLs may have made slightly stronger gains than non-ELLs.) The same patterns existed with each cohort in both reading and math.

The importance of these results are hard to overstate. For instance, we suspect that many students who perform poorly on ACCESS are excluded from NWEA testing and the accountability system because they score low on ISAT in English. But at the same time, the exclusion fails to give teachers and others credit for the gains that these students make when those gains are as strong as those made by other students. These results would argue in favor of including these students in the district's growth measures, which it currently does not do.

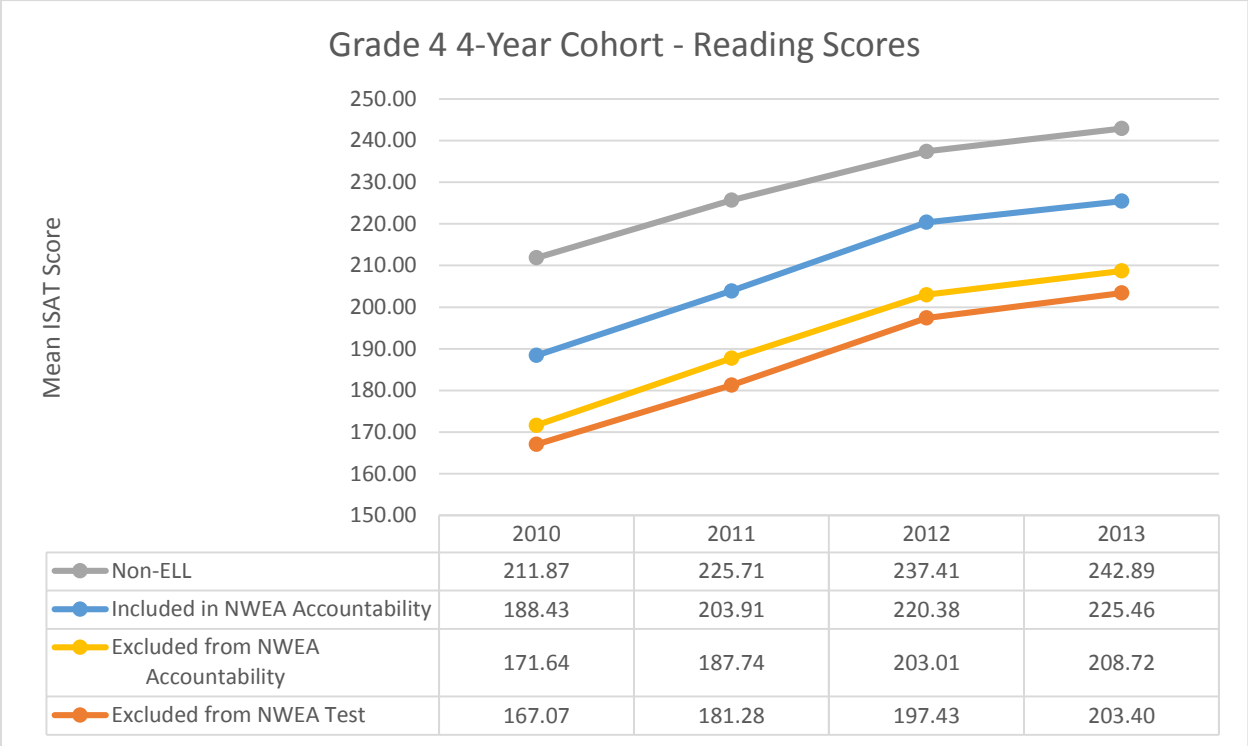
The second reason that these results are important is that they suggest that while ELLs--even those at the lowest levels of English proficiency--were making gains at about the same rate as non-ELLs, they were not making gains across the board at a fast enough rate that would allow them to close the achievement gaps with other students. This suggests that the district probably did not have targeted strategies in place narrowing those gaps.

Exhibit 31. Grade 3 Cohort Reading Scores on ISAT, 2010-2013



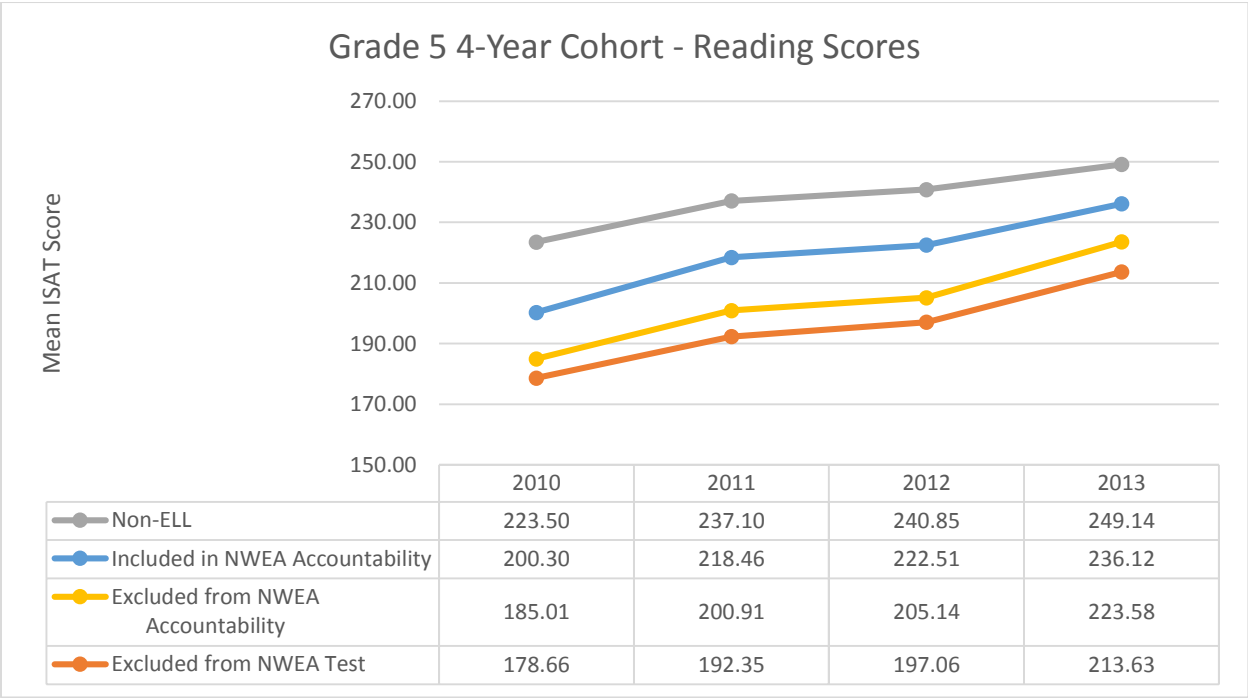
	2010	2011	2012	2013
Non-ELL	211.87	225.71	237.41	242.89
Included in NWEA Accountability	188.43	203.91	220.38	225.46
Excluded from NWEA Accountability	171.64	187.74	203.01	208.72
Excluded from NWEA Test	167.07	181.28	197.43	203.40

Exhibit 32. Grade 4 Cohort Reading Scores on ISAT, 2010-2013



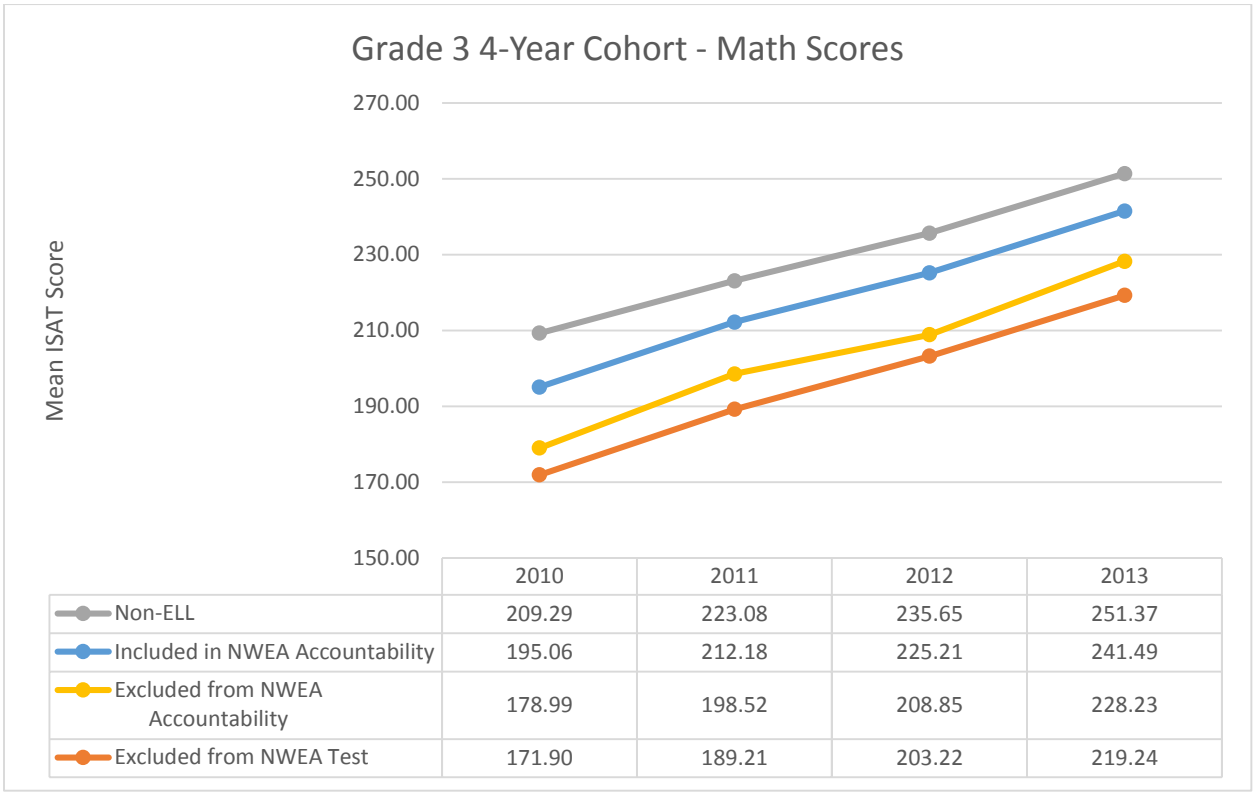
	2010	2011	2012	2013
Non-ELL	211.87	225.71	237.41	242.89
Included in NWEA Accountability	188.43	203.91	220.38	225.46
Excluded from NWEA Accountability	171.64	187.74	203.01	208.72
Excluded from NWEA Test	167.07	181.28	197.43	203.40

Exhibit 33. Grade 5 Cohort Reading Scores on ISAT, 2010-2013



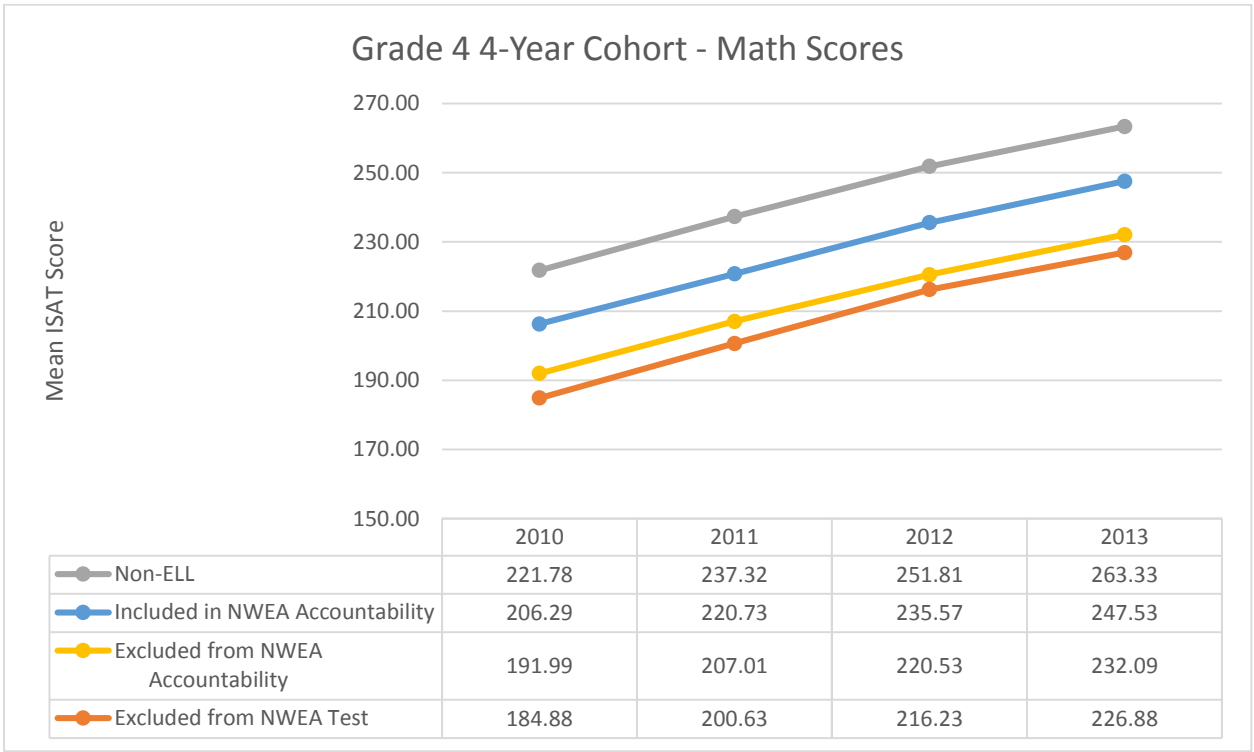
	2010	2011	2012	2013
Non-ELL	223.50	237.10	240.85	249.14
Included in NWEA Accountability	200.30	218.46	222.51	236.12
Excluded from NWEA Accountability	185.01	200.91	205.14	223.58
Excluded from NWEA Test	178.66	192.35	197.06	213.63

Exhibit 34. Grade 3 Cohort Math Scores on ISAT, 2010-2013



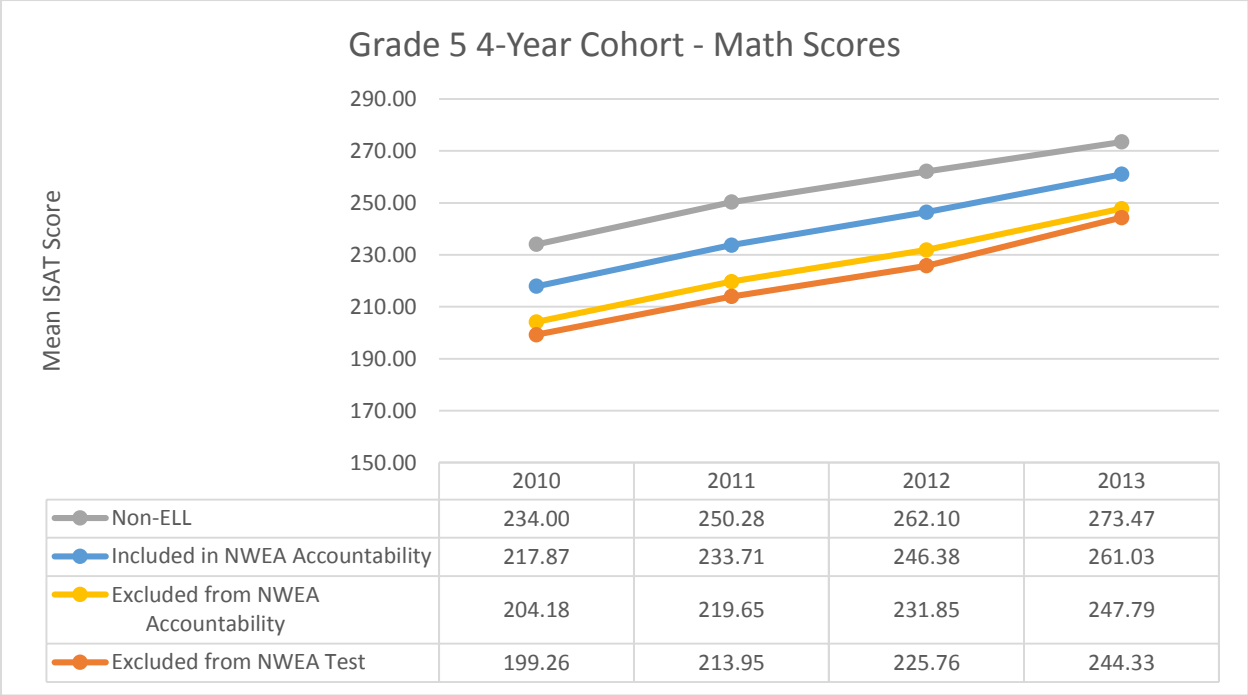
	2010	2011	2012	2013
Non-ELL	209.29	223.08	235.65	251.37
Included in NWEA Accountability	195.06	212.18	225.21	241.49
Excluded from NWEA Accountability	178.99	198.52	208.85	228.23
Excluded from NWEA Test	171.90	189.21	203.22	219.24

Exhibit 35. Grade 4 Cohort Math Scores on ISAT, 2010-2013



	2010	2011	2012	2013
Non-ELL	221.78	237.32	251.81	263.33
Included in NWEA Accountability	206.29	220.73	235.57	247.53
Excluded from NWEA Accountability	191.99	207.01	220.53	232.09
Excluded from NWEA Test	184.88	200.63	216.23	226.88

Exhibit 36. Grade 5 Cohort Math Scores on ISAT, 2010-2013



	2010	2011	2012	2013
Non-ELL	234.00	250.28	262.10	273.47
Included in NWEA Accountability	217.87	233.71	246.38	261.03
Excluded from NWEA Accountability	204.18	219.65	231.85	247.79
Excluded from NWEA Test	199.26	213.95	225.76	244.33

Student Performance on NAEP

The Council team analyzed NAEP data for three reasons. (See Appendix A). First, NAEP gave the team a way of corroborating or refuting what the ISAT data were saying. Second, NAEP has comparable data on Chicago and other major cities for ten years whereas comparable ISAT data exist only for four years. And third, NAEP data allow for additional disaggregation of results according to free-and-reduced lunch status and numbers of students in each racial and language group over time.

As was shown with ISAT data, the Chicago Public Schools generally saw gains in fourth and eighth grade reading and math on NAEP over the ten-year period between 2003 and 2013[25] and during the four-year period between 2009 and 2013. The Council's analysis of NAEP results over both the 10-year and four-year periods focused primarily on improvements among Latino students and ELLs. We asked the same questions of NAEP that we asked of ISAT: Are Latino students and ELLs showing academic progress? But we were also able to ask questions about whether any progress seen on NAEP was simply an artifact of changes in the composition of the demographic groups.

An initial look at NAEP data (measured in scale scores) by race and ethnicity showed changes in both achievement levels and racial composition of the district (Exhibit 37). In fourth grade reading,[26] for example, White students improved by 14.5 scale score

[25] For full 2013 results, visit http://nationsreportcard.gov/reading_math_tuda_2013/#/.
[26] Analysis of CPS NAEP data for other subjects and grade levels shows similar results.

points between 2003 and 2013—from 224.1 to 238.6 points. At the same time, their proportion of the district's fourth grade enrollment declined somewhat from ten percent to nine percent. Gains were also seen among the group between 2009 and 2013.

Over the same ten-year period, African American fourth graders improved their reading performance by 5.0 scale score points, moving from 193.2 points in 2003 to 198.2 points in 2013. Their proportion of the district's fourth grade enrollment declined from 53 percent to 40 percent. And gains occurred among the group between 2009 and 2013.

Hispanic students, meanwhile, saw an increase in average scale scores of 7.6 points over the period—195.6 points in 2003 to 203.2 points in 2013. Their percentage of the district's fourth grade enrollment grew from 35 percent to 46 percent. And small gains were also seen for Hispanic students between 2009 and 2013.

In eighth grade, White students showed reading gains on NAEP over the ten years of 14.4 points; African American students gained 1.3 points; and Hispanic students gained 5.8 points.

In math, the district's White fourth graders improved 25.3 points on NAEP while showing a slight decline in their share of the district's total fourth grade enrollment. The group also showed math gains between 2009 and 2013.

Over the same ten years, African American fourth graders improved their math performance by 14.2 scale score points and saw a decline in their share of fourth grade enrollment. Gains were also evident between 2009 and 2013.

And Hispanic fourth graders increased their math performance by 12.9 scale score points while seeing an increase in their share of enrollment. Again, modest gains were seen between 2009 and 2013.

In eighth grade math, White students gained by 18.3 scale score points over the ten years; African American students gained 14.2 scale score points; and Hispanic students improved by 11.5 points.

These trends resulted in substantial changes in the achievement gaps among the racial and ethnic groups. In fourth grade reading, the gap between White students and African American students increased from 30.9 scale score points in 2003 to 40.4 points in 2013. The gap between White and Hispanic students increased from 28.5 points in 2003 to 35.5 points in 2013.

At the eighth grade level in reading, the gaps between White students and African American students widened from 21.5 points in 2003 to 34.6 points in 2013. And the gap between White and Hispanic students increased from 15.2 points in 2003 to 23.9 points in 2013.

Math gaps in fourth and eighth grade showed much the same pattern. In fourth grade math, the gap between White and African American students opened from 28.9

points in 2003 to 40.0 points in 2013. And the gap between White fourth graders and Hispanic fourth graders grew from 18.8 scale score points in 2003 to 31.2 points in 2013.

In eighth grade math, the gap between White students and African American students increased from 30.7 points in 2003 to 34.8 points in 2013; while the gap between White students and Hispanic students widened from 16.9 points in 2003 to 23.7 points in 2013. By and large, the patterns of change were approximately the same from 2003 to 2007 as they were from 2009 to 2013.

The following two graphs show the relative share of the district's student enrollment each racial group constituted in 2003 and 2013, and their respective average scale scores on NAEP in grades four and eight math. (See Exhibits 37 and 38.)

Exhibit 37. Share of Enrollment and Average Scale Scores by Race/Ethnicity 2003 and 2013 NAEP Math Grade 4

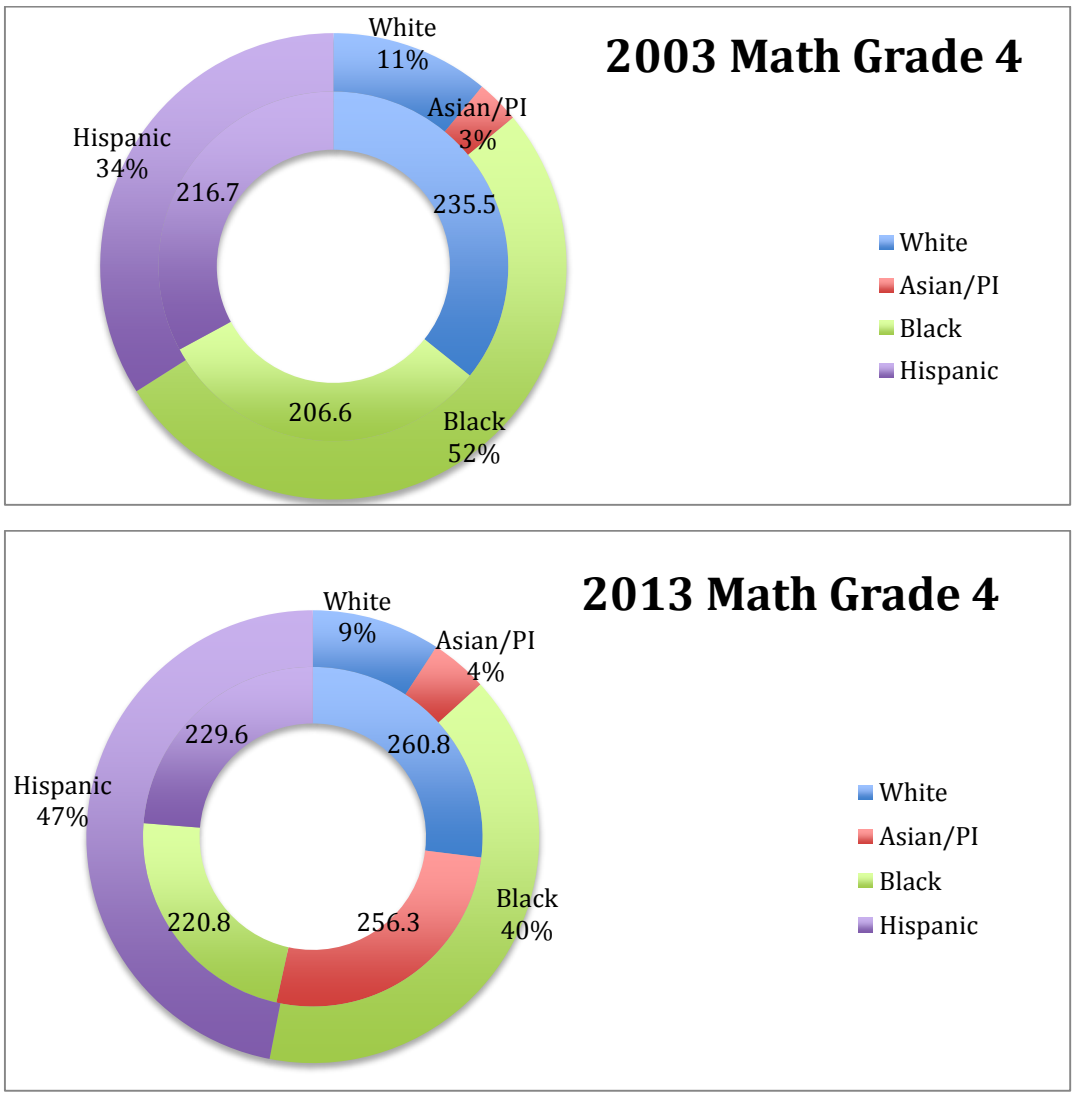
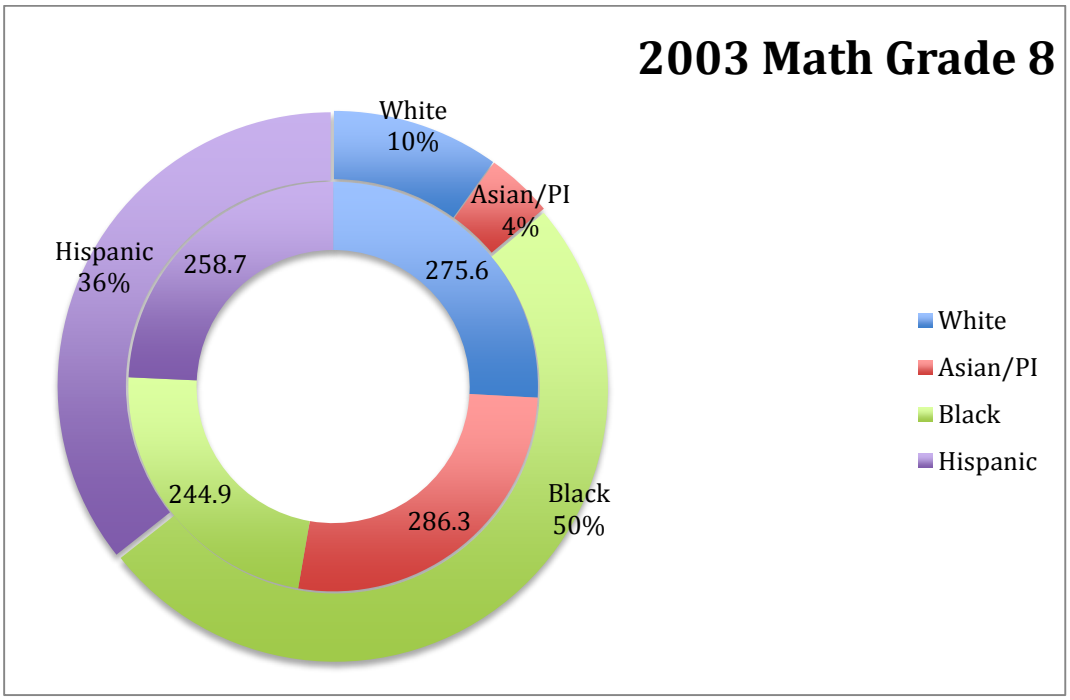


Exhibit 38. Share of Enrollment and Average Scale Scores by Race/Ethnicity 2003 and 2013 NAEP Math Grade 8



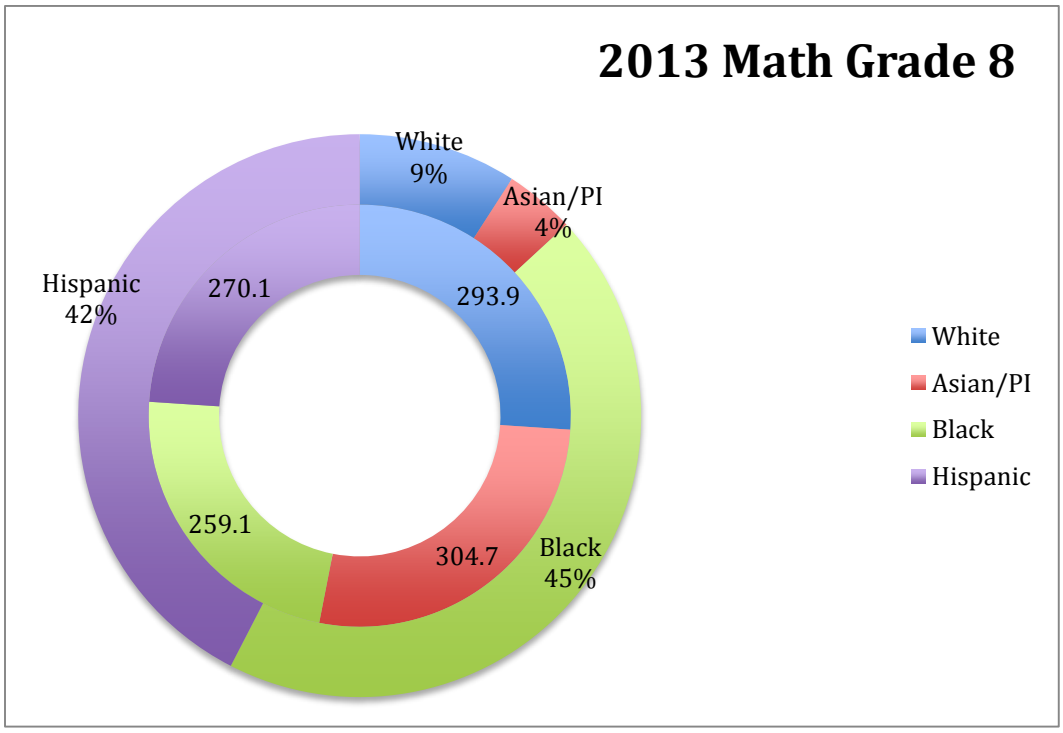
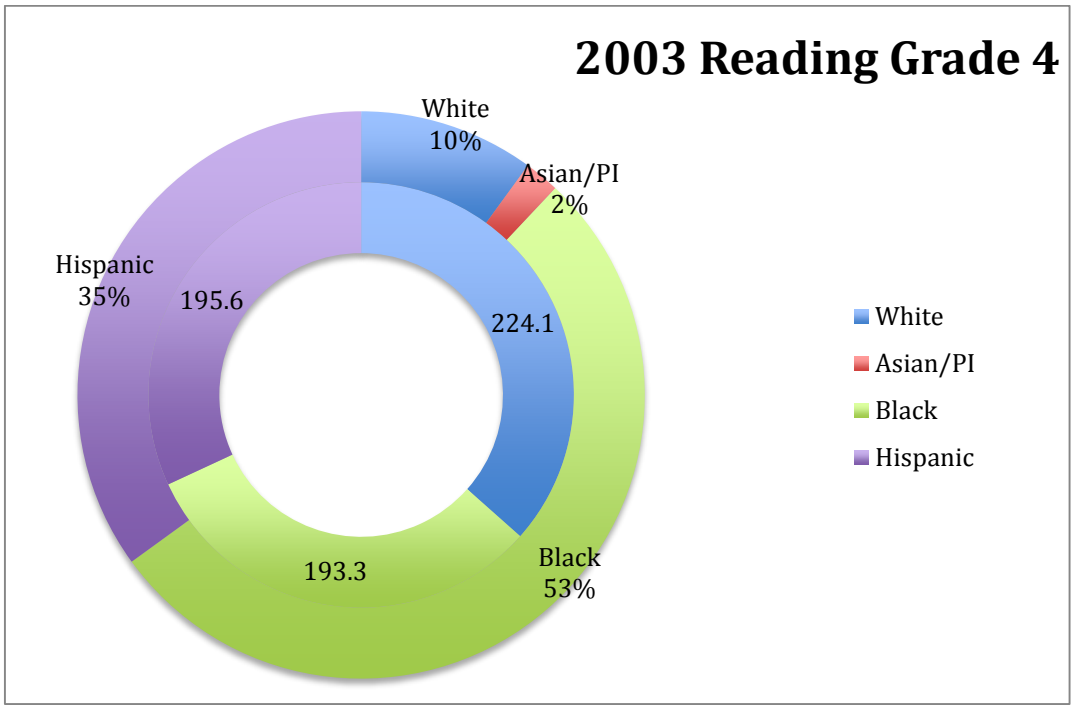


Exhibit 39. Share of Enrollment and Average Scale Scores by Race/Ethnicity 2003 and 2013 NAEP Reading Grade 4



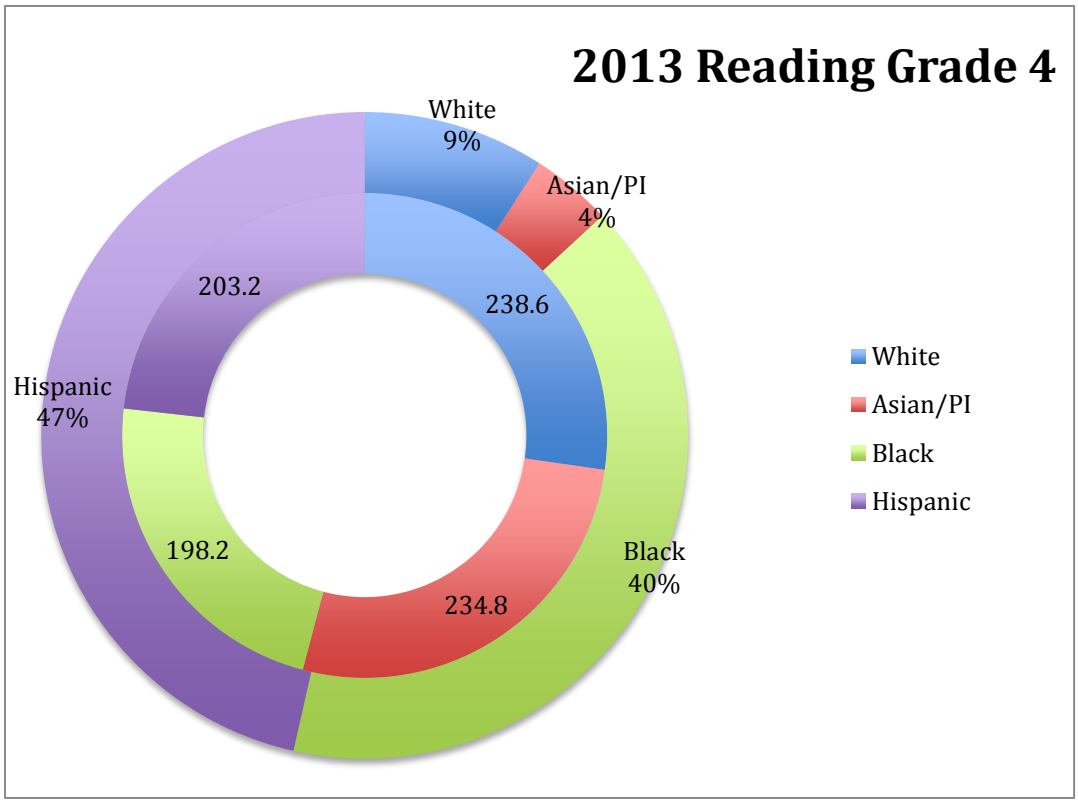
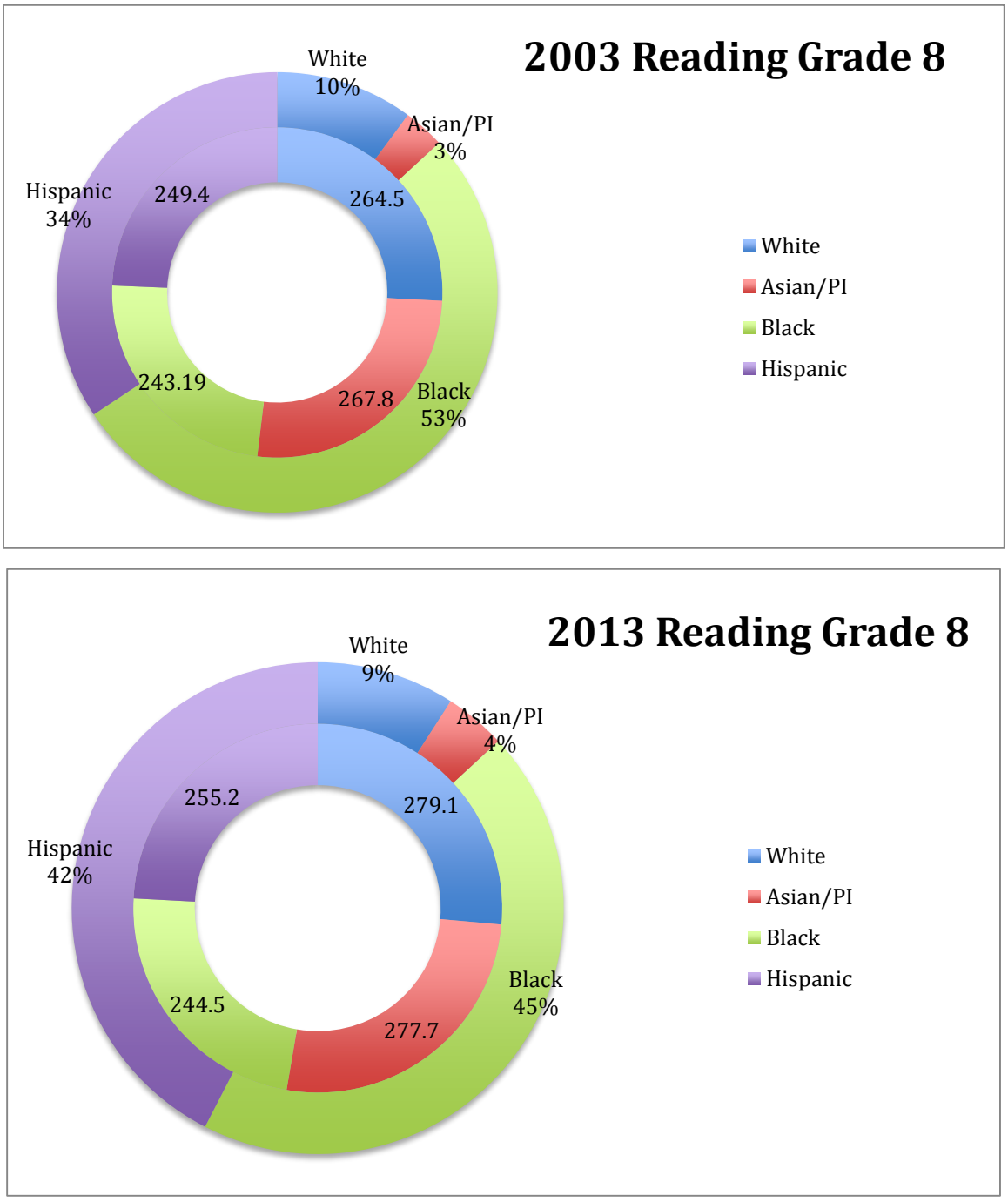


Exhibit 40. Share of Enrollment and Average Scale Scores by Race/Ethnicity 2007 and 2013 NAEP Reading Grade 8



The graphs in Exhibits 37-40 above and the tables in Exhibit 41 below show noticeable demographic shifts and upward movement in average scale scores between 2003 and 2013 among White, Asian/Pacific Islander, African American, and Hispanic students. Gains were also evident between 2009 and 2013 among all groups. However, the Council team then disaggregated the

NAEP trends for Hispanic students and ELLs by income levels to see if gains were more evident with one group or another and whether the gains were affected by the demographic composition of the Hispanic and ELL groups. (See Exhibits 46-49.)

The analysis showed that the patterns in fourth grade reading were, in fact, affected by the ELL status *and* income level of the various racial and ethnic groups. For instance, White students who typically outscored most other groups also increased the fastest on NAEP over the ten year period.

But the data also indicate that the reading gains were partially attributable to the fact that white students who were *not* eligible for a free-or-reduced price lunch (i.e., more advantaged) and were *not* ELL saw their share of the district's fourth grade enrollment increase from two percent in 2003 to six percent in 2013, while the numbers of White students who were eligible for a federal lunch subsidy declined from four percent to two.

Exhibit 41. Fourth and Eighth Grade Reading and Math Scale Scores on NAEP, 2003-2013

Reading Grade 4 Race and Ethnicity

		White		Black		Hispanic		Asian/Pacific Islander	
Year	Jurisdiction	Average scale score	Percentage	Average scale score	Percentage	Average scale score	Percentage	Average scale score	Percentage
2013	Chicago	238.61	9	198.24	40	203.16	46	234.84	4
2011	Chicago	228.58	9	196.64	42	201.31	44	226.65	5
2009	Chicago	227.95	9	194.04	46	202.83	42	232.47	4
2007	Chicago	226.65	10	193.26	49	200.65	39	236.95	3
2005	Chicago	225.47	9	190.24	48	200.75	41	‡	3
2003	Chicago	224.10	10	193.23	53	195.60	35	‡	2

Reading Grade 8 Race and Ethnicity

		White		Black		Hispanic		Asian/Pacific Islander	
Year	Jurisdiction	Average scale score	Percentage	Average scale score	Percentage	Average scale score	Percentage	Average scale score	Percentage
2013	Chicago	279.05	9	244.47	44	255.19	42	277.67	4
2011	Chicago	270.57	9	245.43	44	255.07	41	263.64	6
2009	Chicago	272.29	9	243.14	47	248.79	40	‡	3
2007	Chicago	266.44	9	239.93	49	255.21	39	‡	3
2005	Chicago	270.46	11	240.48	46	250.61	39	276.93	4
2003	Chicago	264.65	10	243.19	52	249.42	34	267.79	3

 # Rounds to zero.

‡ Reporting standards not met.

NOTE: Black includes African American, Hispanic includes Latino, and Pacific Islander includes Native Hawaiian. Race categories exclude Hispanic origin. Prior to 2011, students in the "two or more races" category were categorized as "unclassified." The NAEP Mathematics scale ranges from 0 to 500. Detail may not sum to totals because of rounding. Some apparent differences between estimates may not be statistically significant.

SOURCE: U.S. Department of Education, Institute of Education Sciences, National Center for Education Statistics, National Assessment of Educational Progress (NAEP), 2003, 2005, 2007, 2009, 2011 and 2013 Mathematics Assessments.

Math Grade 4 Race and Ethnicity

		White		Black		Hispanic		Asian/Pacific Islander	
Year	Jurisdiction	Average scale score	Percentage	Average scale score	Percentage	Average scale score	Percentage	Average scale score	Percentage
2013	Chicago	260.82	9	220.81	39	229.60	46	256.30	4
2011	Chicago	246.03	8	216.67	41	222.87	44	246.84	6
2009	Chicago	242.32	9	211.78	45	225.62	42	255.23	4
2007	Chicago	244.04	10	212.80	46	219.42	41	249.37	3
2005	Chicago	242.92	8	207.71	46	217.05	42	‡	3
2003	Chicago	235.50	11	206.64	52	216.69	34	‡	3

Math Grade 8 Race and Ethnicity

		White		Black		Hispanic		Asian/Pacific Islander	
Year	Jurisdiction	Average scale score	Percentage	Average scale score	Percentage	Average scale score	Percentage	Average scale score	Percentage
2013	Chicago	293.92	9	259.12	44	270.18	42	304.68	4
2011	Chicago	296.03	9	260.03	43	271.48	41	296.47	6
2009	Chicago	288.67	9	252.48	48	268.46	40	300.70	3
2007	Chicago	286.88	11	248.22	47	264.52	39	‡	3
2005	Chicago	281.07	12	244.83	45	262.55	38	291.92	4
2003	Chicago	275.58	10	244.93	51	258.66	36	286.32	4

A slightly different pattern was seen among African American students who saw modest gains, in general, between 2003 and 2013, but the gains were largely driven by higher-scoring Black students who were not eligible for a federal meal subsidy and were not ELL. African American students who were poorer and scored lower saw much smaller gains. This latter group shrank as a share of the district's fourth grade enrollment, while the former group's (i.e., not eligible) share remained about the same over the ten year period.

The patterns with Hispanics were also different. Hispanic fourth grade students saw some reading increases between 2003 and 2013, but the gains were driven almost entirely by the growing numbers of higher scoring non-ELL Hispanics relative to the lower scoring more numerically stable, meal-eligible Hispanics who were also ELL.

There was also an increase in the share of Hispanic students who were neither ELL nor eligible for a free-or-reduced price meal. In other words, reading gains among fourth grade Hispanics were mostly driven by students who were not ELL.

Reading scores at the eighth grade level showed similar patterns. Lower-scoring White students who were eligible for a federal meal subsidy saw small declines in their reading scores, but they also made up a larger portion of the district's total number of eighth graders. Higher-scoring White students saw increases in their NAEP reading scores as well as in enrollment, driving the sizeable gains that whites appeared to make overall.

On the other hand, higher-scoring African American eighth graders who were not eligible for a federal meal subsidy increased in numbers, but their reading scores dipped over the ten-year period. And higher-scoring Hispanic eighth graders who were not ELLs represented a more sizable portion of the district's students in this grade in 2013 than in 2003, driving up the overall average Hispanic reading scores.

Math scores showed similar patterns. Higher scoring White students who were not eligible for a federal meal subsidy increased their fourth grade math scores and also represented a higher portion of the district's fourth grade enrollment, thereby pushing up scores for the group. Hispanic fourth graders who were not ELL saw gains in their math scores and also became a larger portion of the district's fourth grade enrollment.

When plotted over time, it is easy to see that Hispanic students who are both eligible for a free-and-reduced price meal and who are ELL score the lowest in reading and math on NAEP of all the groups we examined. (See Exhibits 42-45.)

Finally, the Council team analyzed NAEP data in reading and math for all city school systems participating in the Trial Urban District Assessment to see how Hispanic students and English language learners in Chicago did in comparison to others. (See Appendix D.) The results were most interesting. In general, the data showed that Hispanic students in both the fourth and eighth graders scored at about the same level in reading and math as Hispanic students in large city school systems nationally. Their gains in Chicago were also comparable to the gains of Hispanic students in large cities nationally, except in eighth grade reading where Chicago's students gained at only half the rate as Hispanic students in other large city schools did.

English language learners in Chicago, however, scored substantially lower than ELLs in large city school systems nationally in both reading and math, fourth and eighth grades. And gains among Chicago's ELLs were typically smaller than the gains of ELLs in big city school districts generally.

Exhibit 42. Grade 4 NAEP Reading Trends by Group

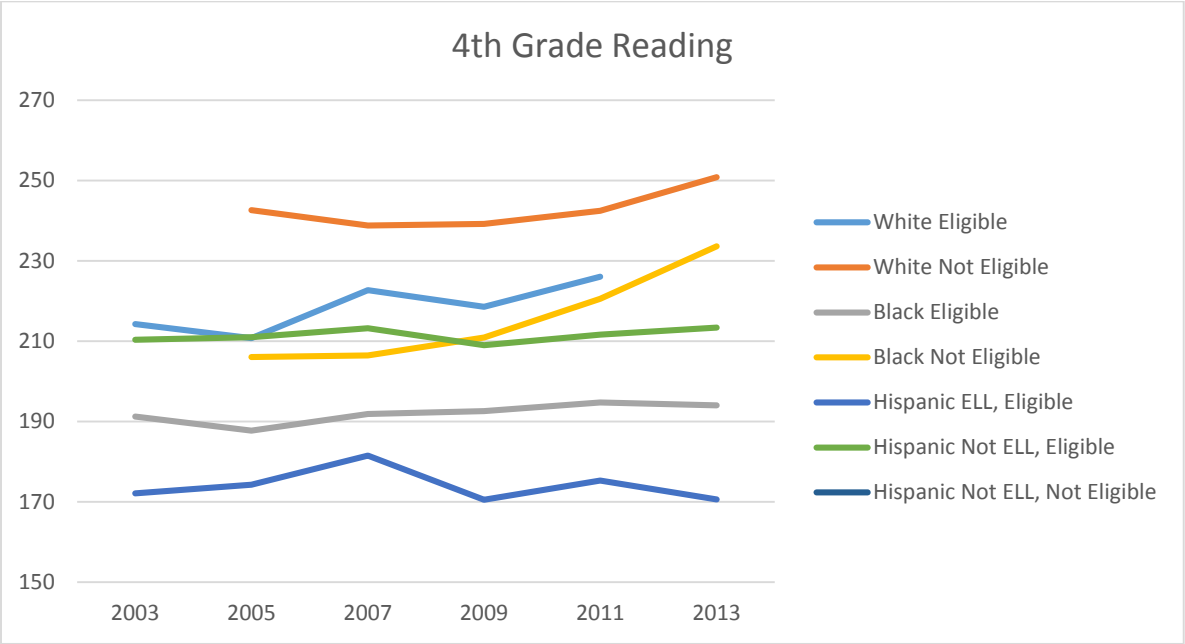


Exhibit 43. Grade 8 NAEP Reading Trends by Group

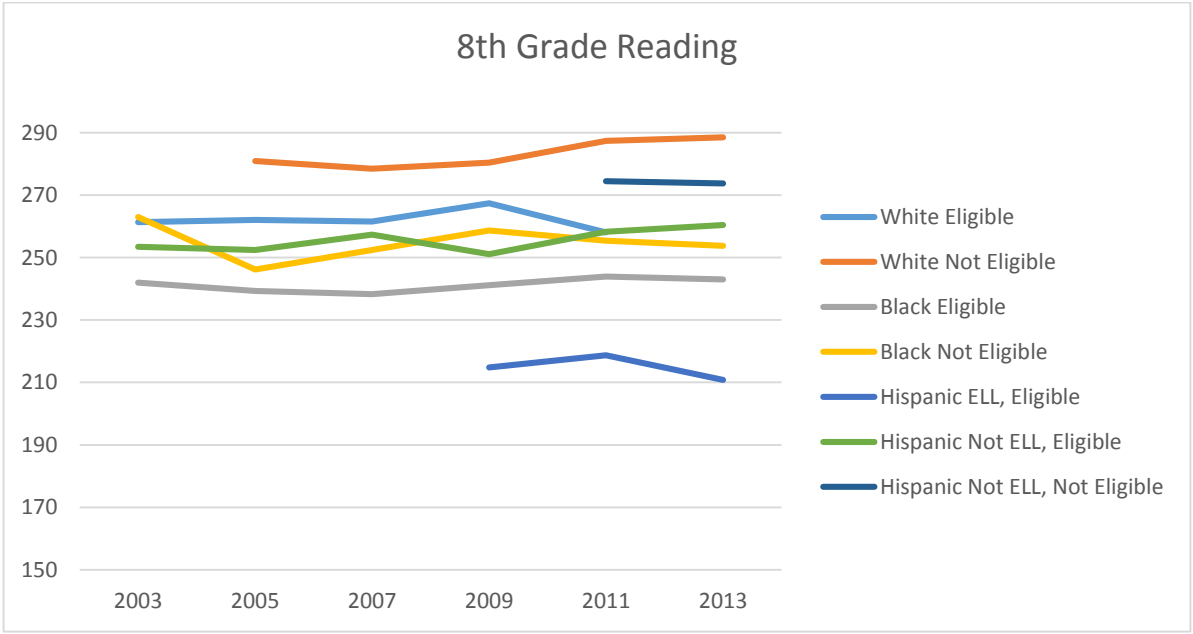


Exhibit 44. Grade 4 NAEP Math Trends by Group

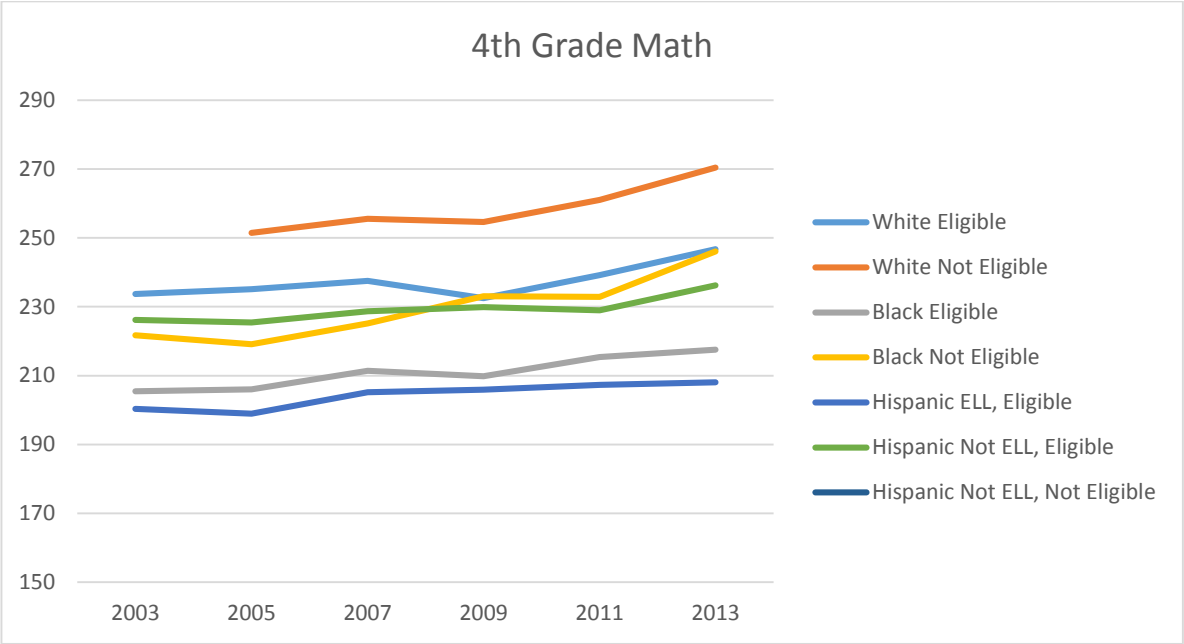


Exhibit 45. Grade 8 NAEP Math Trends by Group

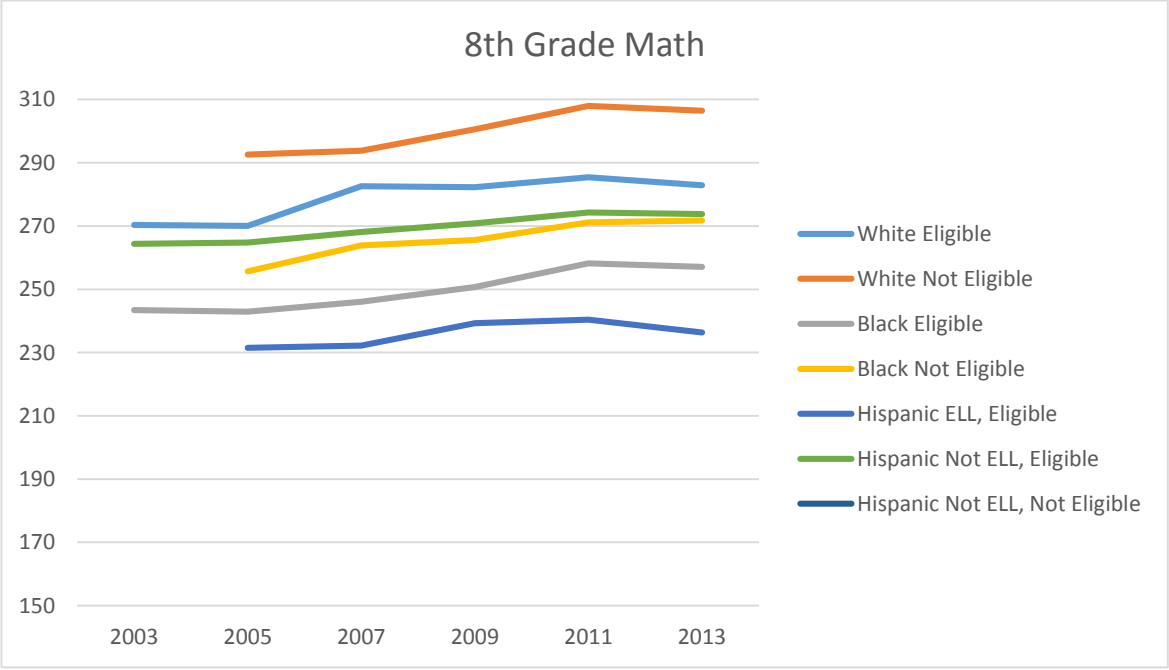


Exhibit 46. Math Grade 4 Ethnicity by ELL Status and Income

Average scale scores and percentages for mathematics, grade 4 by race/ethnicity used to report trends, school-reported [SDRACE], status as English Language Learner, 2 categories [LEP], National School Lunch Program eligibility, 3 categories [SLUNCH3], year and jurisdiction: 2013, 2011, 2009, 2007, 2005, and 2003

Ethnicity		White				Black				Hispanic					
ELL Group		Not ELL				Not ELL				ELL		Not ELL			
School Lunch		Eligible		Not eligible		Eligible		Not eligible		Eligible		Eligible		Not eligible	
Year	Jurisdiction	Average scale score	Percentage	Average scale score	Percentage	Average scale score	Percentage	Average scale score	Percentage	Average scale score	Percentage	Average scale score	Percentage	Average scale score	Percentage
2013	Chicago	246.71	3	270.49	6	217.57	35	246.05	4	208.05	12	236.26	30	248.04	3
2011	Chicago	239.19	4	261.07	4	215.36	37	232.84	3	207.34	14	228.97	28	‡	3
2009	Chicago	232.52	4	254.63	4	209.79	41	233.05	4	205.89	8	229.94	31	‡	3
2007	Chicago	237.56	4	255.61	5	211.42	42	225.14	5	205.18	17	228.69	21	235.24	3
2005	Chicago	235.07	3	251.49	4	205.97	41	219.16	5	198.98	15	225.46	25	‡	2
2003	Chicago	233.76	4	‡	2	205.43	45	221.71	3	200.36	13	226.16	19	‡	1

Exhibit 47. Math Grade 8 Ethnicity by ELL Status and Income

Ethnicity		White				Black				Hispanic					
ELL Status		Not ELL				Not ELL				ELL		Not ELL			
School Lunch		Eligible		Not eligible		Eligible		Not eligible		Eligible		Eligible		Not eligible	
Year	Jurisdiction	Average scale score	Percentage	Average scale score	Percentage	Average scale score	Percentage	Average scale score	Percentage	Average scale score	Percentage	Average scale score	Percentage	Average scale score	Percentage
2013	Chicago	282.90	4	306.49	5	257.11	38	271.74	6	236.40	5	273.78	32	289.94	4
2011	Chicago	285.42	4	308.01	5	258.18	37	271.12	6	240.43	5	274.33	33	‡	3
2009	Chicago	282.31	4	300.56	4	250.71	42	265.58	6	239.25	4	270.85	32	‡	3
2007	Chicago	282.60	5	293.80	5	246.03	41	263.91	6	232.24	4	268.13	32	‡	3
2005	Chicago	270.03	6	292.64	6	242.91	38	255.67	7	231.53	4	264.77	30	278.48	3
2003	Chicago	270.30	5	‡	2	243.45	46	‡	5	‡	3	264.40	29	‡	1

Exhibit 48. Reading Grade 4 Ethnicity by ELL Status and Income

Ethnicity		White				Black				Hispanic					
ELL Status		Not ELL				Not ELL				ELL		Not ELL			
School Lunch		Eligible		Not eligible		Eligible		Not eligible		Eligible		Eligible		Not eligible	
Year	Jurisdiction	Average scale score	Percentage	Average scale score	Percentage	Average scale score	Percentage	Average scale score	Percentage	Average scale score	Percentage	Average scale score	Percentage	Average scale score	Percentage
2013	Chicago	‡	2	250.88	6	194.02	35	233.64	4	170.62	12	213.41	31	232.66	3
2011	Chicago	226.09	4	242.52	4	194.76	37	220.58	3	175.27	13	211.64	28	‡	2
2009	Chicago	218.54	4	239.23	4	192.62	42	210.91	4	170.50	8	209.04	30	225.83	3
2007	Chicago	222.75	4	238.83	5	191.84	44	206.49	5	181.52	15	213.27	21	‡	2
2005	Chicago	210.79	3	242.67	5	187.70	41	206.07	7	174.23	13	210.96	24	226.67	4
2003	Chicago	214.30	4	‡	2	191.25	45	‡	3	172.11	14	210.40	20	‡	1

Exhibit 49. Reading Grade 8 Ethnicity by ELL Status and Income

Ethnicity		White				Black				Hispanic					
ELL Status		Not ELL				Not ELL				ELL		Not ELL			
School Lunch		Eligible		Not eligible		Eligible		Not eligible		Eligible		Eligible		Not eligible	
Year	Jurisdiction	Average scale score	Percentage	Average scale score	Percentage	Average scale score	Percentage	Average scale score	Percentage	Average scale score	Percentage	Average scale score	Percentage	Average scale score	Percentage
2013	Chicago	‡	3	288.54	5	242.96	38	253.78	6	210.80	5	260.39	33	273.78	3
2011	Chicago	258.04	4	287.40	5	243.97	38	255.36	6	218.72	5	258.26	32	274.49	3
2009	Chicago	267.36	4	280.41	5	241.16	42	258.69	5	214.86	4	251.10	33	‡	3
2007	Chicago	261.56	4	278.48	4	238.26	43	252.44	6	‡	3	257.38	33	266.63	4
2005	Chicago	262.10	5	280.88	6	239.36	38	246.14	8	‡	3	252.47	32	‡	3
2003	Chicago	261.35	5	‡	2	241.97	47	263.02	3	‡	3	253.50	29	‡	1

 # Rounds to zero.

‡ Reporting standards not met.

NOTE: Black includes African American, Hispanic includes Latino, and Pacific Islander includes Native Hawaiian. Race categories exclude Hispanic origin. Prior to 2011, students in the "two or more races" category were categorized as "unclassified." The NAEP Mathematics scale ranges from 0 to 500. Detail may not sum to totals because of rounding. Some apparent differences between estimates may not be statistically significant.

SOURCE: U.S. Department of Education, Institute of Education Sciences, National Center for Education Statistics, National Assessment of Educational Progress (NAEP), 2003, 2005, 2007, 2009, 2011 and 2013 Mathematics Assessments.

II. English Language Acquisition

Progress in English language Acquisition

In addition to the analysis conducted on reading and math achievement on ISAT and NAEP, the Council team also analyzed English-language acquisition data. The information used for this analysis consisted of five years of snapshot data on ELLs using ACCESS scores between 2008-09 and 2012-13. In 2008-09, some 48,480 ELLs in CPS had ACCESS scores, a number that increased to 56,444 in 2012-13. The Council's analysis of these scores also indicated a decline over the period in the percentage of ELLs who received a literacy score of 3.5 or above.[27]

In 2008-09, 53 percent of ELLs had ACCESS literacy scores of 3.5 or above, but by 2012-13 the percentage dropped to 46 percent. In addition, the data showed that some 13 percent of ELLs with ACCESS scores between 3.0 and 3.5 were excluded from the district's NWEA accountability system, and an additional 41 percent were excluded from NWEA testing entirely. (See Exhibit 50.) The combination means that some 54 percent of ELLs were excluded from the district's NWEA-based accountability system in 2012-13. This large number of exclusions is why the Council team did not analyze ELL data on NWEA.

Exhibit 50. ELL Literacy Scores on ACCESS by Year

	2008-09	2009-10	2010-11	2011-12	2012-13
Total ELLs with literacy ACCESS scores	48,480	48,313	54,606	56,444	56,654
Percent of ELLs with scores equal to or above 3.5 included in NWEA testing	53%	53%	57%	42%	46%
Percent of ELLs between 3.0 and 3.5 excluded from NWEA accountability	9%	9%	9%	13%	13%
Percent of ELLs below 3.0 excluded from NWEA testing	37%	38%	34%	45%	41%
Total ELLs equal to or above 3.5 included in NWEA testing	25,819	25,505	31,397	23,507	26,259

We also examined ACCESS scores by grade. As noted in the previous chapter, the majority of ELLs are enrolled in the earlier grades. These students are new to school as well as being new to English. As might be expected, these younger students have ACCESS scores that were relatively low in 2012-13. (See Exhibit 51.)

- In each of the grades between kindergarten and grade two, ELL enrollments exceeded 9,000

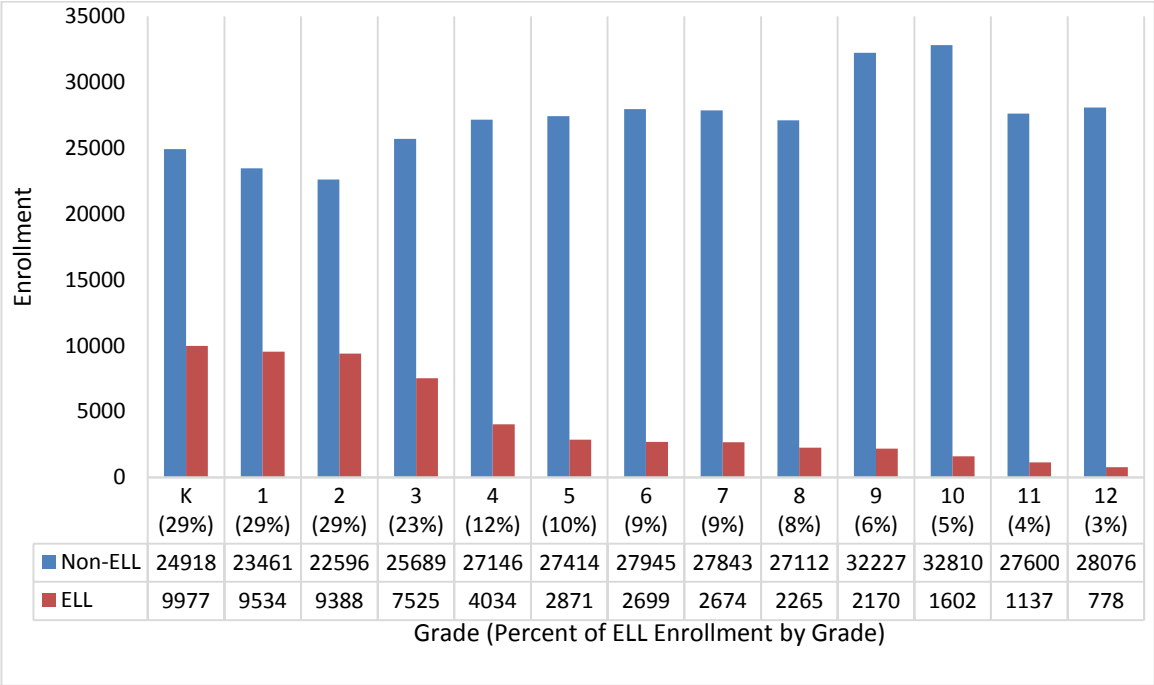
[27] The Council selected the ACCESS literacy thresholds for several of the analysis since CPS is using this threshold as the criterion for NWEA administration and accountability.

- ELLs in grade three exceeded 7,500, but by grade four ELL enrollment dropped to less than 4,000

- For each grade from five through nine, ELL enrollments hovered around 2,500, dropping to around 1,600 or below in grades 10 through 12

The aggregate ELL enrollments in kindergarten through grade three totaled 36,424 pupils, or 64 percent of all ELLs in the district who had ACCESS scores. By grade four, the number exceeded 40,000 or 71 percent of all ELLS with ACCESS scores. (See Exhibit 51.)

Exhibit 51. Non-ELL and ELL Enrollment by Grade Level (Percent ELL Enrollment by Grade), 2012-13



	K (29%)	1 (29%)	2 (29%)	3 (23%)	4 (12%)	5 (10%)	6 (9%)	7 (9%)	8 (8%)	9 (6%)	10 (5%)	11 (4%)	12 (3%)
Non-ELL	24918	23461	22596	25689	27146	27414	27945	27843	27112	32227	32810	27600	28076
ELL	9977	9534	9388	7525	4034	2871	2699	2674	2265	2170	1602	1137	778

ACCESS Performance

The analysis of the English-language acquisition of ELLs as measured by ACCESS shows a positive trend from kindergarten through grade three, but scores slide downward thereafter. (See Exhibit 52.) Significant declines are evident in the percentage of ELLs who score below 3.5 on ACCESS between kindergarten and grade three, moving from 89.5 percent in kindergarten to 15.4 percent in grade three. However, this decline is not sustained in later grades where ELLs who score 3.5 or below represent a larger and larger portion of ELLs at each grade level. Without further information, we are unable to fully explain this phenomenon but speculate that the increasing numbers of ELLs exiting their programs may be one possible factor along with the need to improve academic language development in the upper grades.

The large numbers of ELLs enrolled in grades K through three, coupled with the increase in percentages of these students who score 3.5 and above on ACCESS, is a positive trend for the district. However, after grade three, the downward trend in the percentage of ELLs who score above 3.5 is troubling. These trend lines underscore concerns raised by the Council's team on its first visit when it learned that, for purposes of school quality ratings as well as teacher and principal evaluations, ELLs who score between 3.0 and 3.5 are not included for purposes of accountability, and those who do not score at least 3.0 on ACCESS are not included in NWEA testing or accountability.

- Starting in grade three, 15.4 percent of ELLs were excluded, but in each subsequent grade the percentage grows, so that by grade eight close to 60 percent of ELLs are not figured into accountability

- The cumulative percent across grades indicates that about 54 percent of *all* ELLs in grades K through 12 are not included in the accountability metrics of the district

Exhibit 52 shows the rates of ELL exclusions by grade between K and 12 and the cumulative total for the school system.

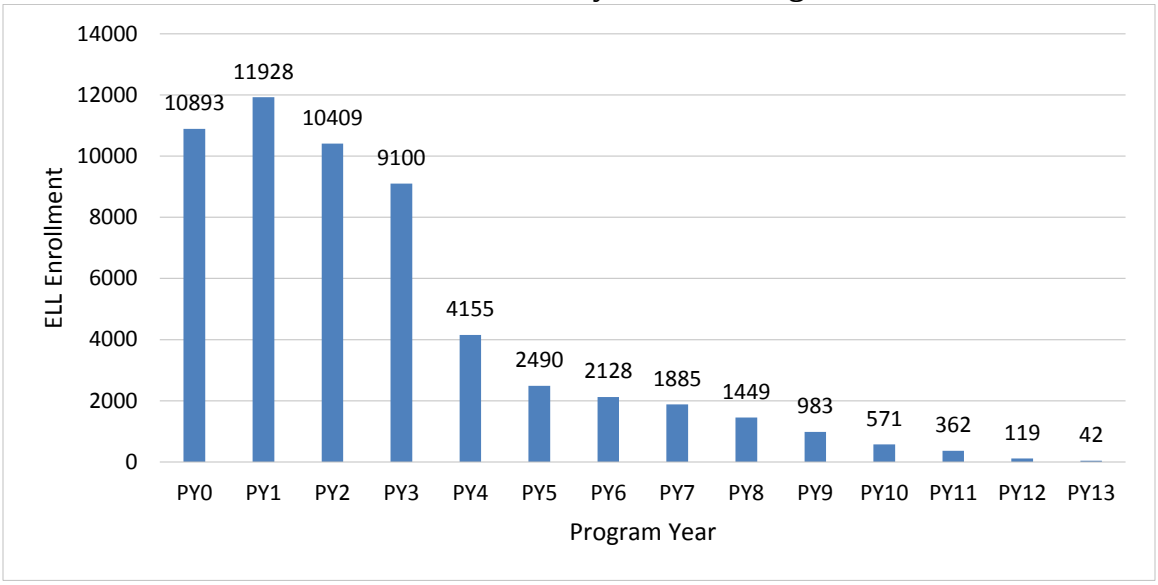
Exhibit 52. Rates of Exclusions of ELLs from NWEA Testing and District Accountability

Grade	Total ELLs	ELLs Excluded from NWEA Testing	Percentage of ELLs Excluded from NWEA Testing	ELLs Excluded from Accountability	Percentage of ELLs Excluded from Accountability
Grade K	9,977	8,636	86.6%	8,931	89.5%
Grade 1	9,534	5,485	57.5%	7,517	78.8%
Grade 2	9,388	3,316	35.3%	5,089	54.2%
Grade 3	7,525	761	10.1%	1,159	15.4%
Grade 4	4,034	543	13.5%	800	19.8%
Grade 5	2,871	485	16.9%	738	25.7%
Grade 6	2,699	687	25.5%	1,272	47.1%
Grade 7	2,674	821	30.7%	1,359	50.8%
Grade 8	2,265	855	37.7%	1,340	59.2%
Grade 9	2,170	455	21.0%	657	30.3%
Grade 10	1,602	504	31.5%	649	40.5%
Grade 11	1,137	391	34.4%	506	44.5%
Grade 12	778	266	34.2%	378	48.6%
Total	56,654	23,205	41.0%	30,395	53.7%

The Council also analyzed the number of years that ELLs were in a bilingual program. Exhibit 53 below shows an annual decrease in the number of ELLs in such programs. (Students coded as 0 Years in Program (PY0) are typically those who are enrolled in kindergarten.) In 2013-14, the aggregate number of ELLs who were in a program for three years or less totaled about 42,400 ELLs, or close to 75 percent of all ELLs. While the percentage is relatively low (13

percent), the number of students who had been in an ELL program for five or more years totaled about 10,000 ELLs. (See Exhibit 53.)

Exhibit 53. ELL Enrollment by Years in Program, 2012-13



Moreover, the distribution of ACCESS scores by the number of years in a program shows that ELLs in both early years and later years are likely to be excluded from NWEA.

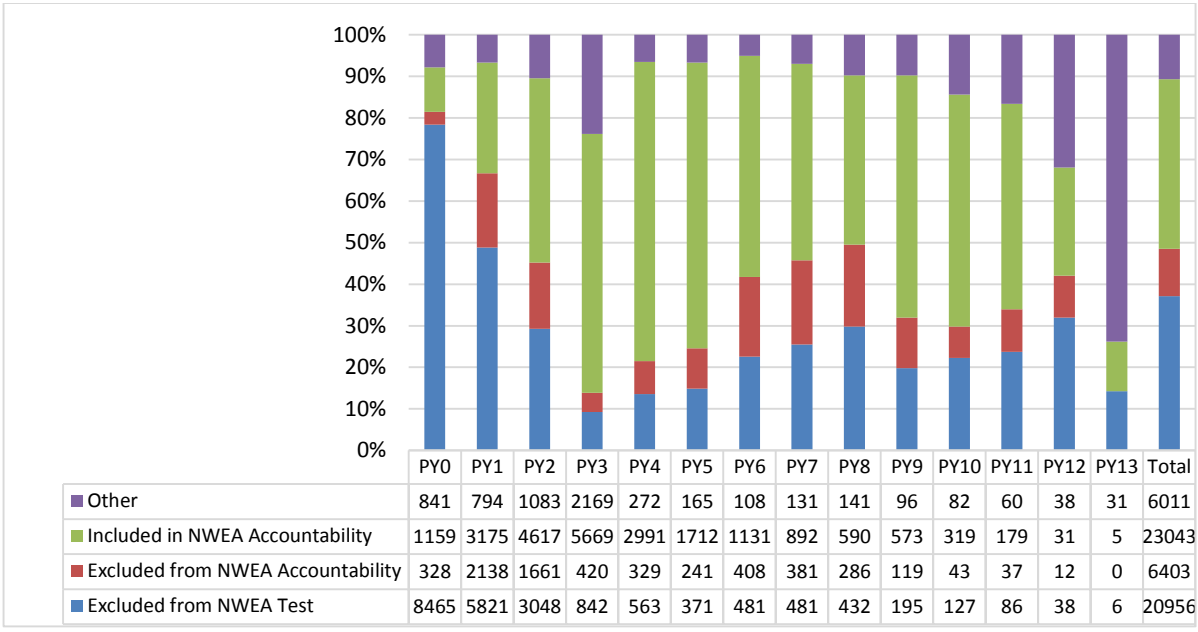
- Over 80 percent of ELLs in their first year (PY0) in a bilingual program were excluded from accountability. By the second year (PY1), over 60 percent of ELLs were excluded from accountability calculations using NWEA scores.

- The percentage of ELLs excluded from accountability and testing who have *completed* between three and six years (PY3 and PY6), is around 20 percent. In other words, CPS is not able to gauge the achievement of one in five of the 17,873 ELLs who have *completed* three to six years of the district's bilingual program.

- By the time ELLs have completed eight (PY8 +) or more years in a bilingual program, almost 40 percent are excluded from accountability.

- The achievement of almost 35 percent of ELLs who have completed 12 years or more in a district bilingual program—essentially their entire K-12 school years—do not register on Chicago's primary accountability instrument (NWEA). (See Exhibit 54.)

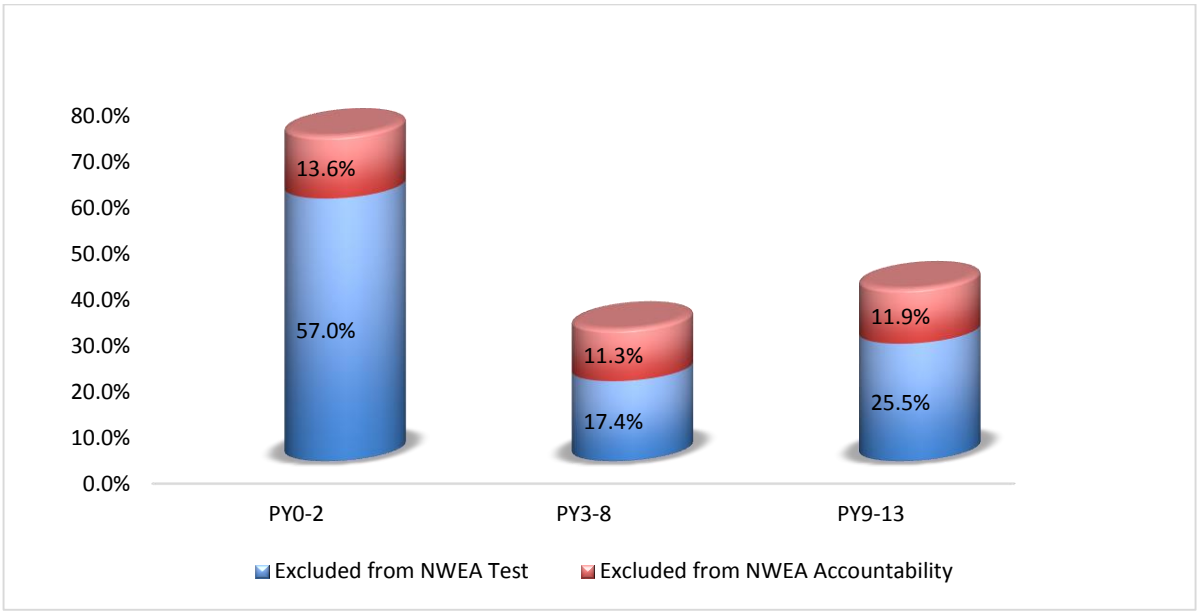
Exhibit 54. ELL Accountability Status by Years in Program, 2012-13



	PY0	PY1	PY2	PY3	PY4	PY5	PY6	PY7	PY8	PY9	PY10	PY11	PY12	PY13	Total
Other	841	794	1083	2169	272	165	108	131	141	96	82	60	38	31	6011
Included in NWEA Accountability	1159	3175	4617	5669	2991	1712	1131	892	590	573	319	179	31	5	23043
Excluded from NWEA Accountability	328	2138	1661	420	329	241	408	381	286	119	43	37	12	0	6403
Excluded from NWEA Test	8465	5821	3048	842	563	371	481	481	432	195	127	86	38	6	20956

A similar way to display this exclusion data is by bands of program years, i.e., 0 to 2 years, 3 to 8 years, and 9 to 13 years. (See Exhibit 55.) The results show that in the first three years of enrolling in a CPS program, some 71 percent of ELLs are excluded from the accountability process. In subsequent bands, PY3-PY8 and PY9-PY13, students are excluded at lower rates, 28.7 percent and 37.4 percent, respectively.

Exhibit 55. Percent of all ELLs Excluded from NWEA Testing or Accountability by Years in Program, 2012-13



The data suggest that the performance of ELLs are substantially omitted from the district's accountability system. In other words, school staff don't get credit for improving their performance; few people in the district are held responsible for the academic performance of ELLs attending CPS; the academic progress of ELLs are not fully monitored; and the data cannot fully inform staff of where and how to improve classroom practice with these students. The exclusions also suggest that not much is expected of these students.

III. Suspensions

The Council team also looked at suspension data in Chicago to see if Hispanics were losing inordinately large numbers of instructional days to suspensions that it might explain their overall academic performance.

Data from the Office of Civil Rights of the U.S. Department of Education for SY 2011-12 show the following patterns regarding suspensions and expulsions.[28]

- A total of 18,844 students were given *in-school* suspensions of which 9.8 percent or 1,847 students were ELLs.

- Out of 29,304 CPS students given *out-of-school* suspensions, 7.2 percent or 2,110 were ELLs.

- CPS expelled 1,434 students with 7 percent or 100 students being ELLs.

For Latino students enrolled in CPS in SY 2011-12, the rates of suspensions and expulsions were lower than would have been expected based on their proportion of the total district enrollment. In contrast, African American students were suspended and expelled at higher rates than their total share of enrollment. (See Exhibit 56.)

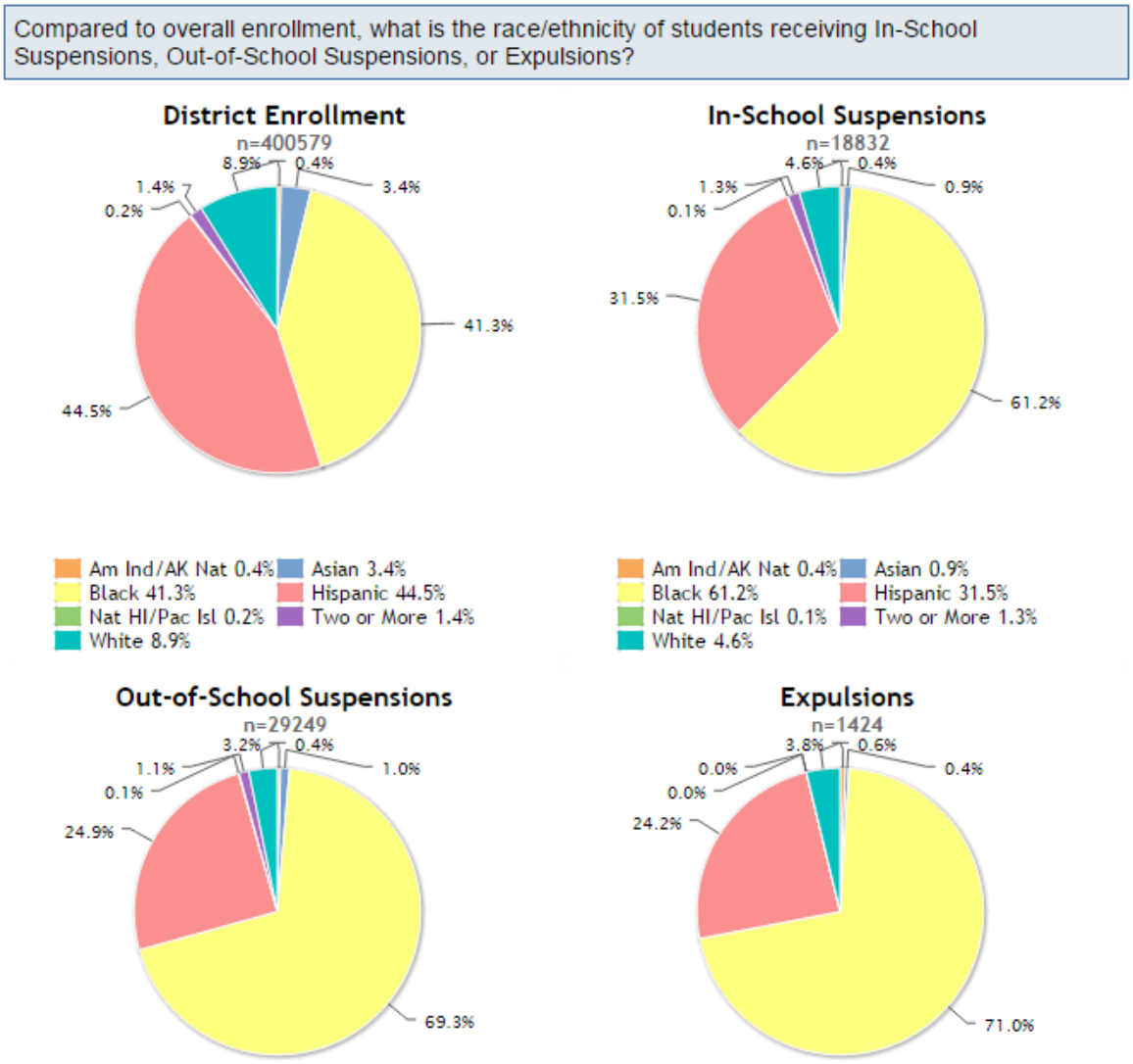
- Hispanics who represented 44.5 percent of CPS enrollment, comprised
  - 31.5 percent of in-school suspensions,
  - 24.9 percent of out-of-school suspensions, and
  - 24.2 percent of expulsions.

- African American students who represented 41.3 percent of CPS enrollment, comprised
  - 61.2 percent of in-school suspensions,
  - 69.3 percent of out-of-school suspensions, and
  - 71.0 percent of expulsions.

From these data, it did not appear that low academic performance was affected by disproportionate rates of suspension or expulsion.

[28] District English Learner Report, City of Chicago SD 299, Chicago, IL, Survey Year 2011; U.S. Department of Education, Office of Civil Rights, Data Collection. Accessed 30 April 2015.

Exhibit 56. Chicago Public Schools Suspension and Expulsion Data 2011



IV. Gifted and Talented and Advanced Courses

According to CPS-provided data for SY 2012-13, of the 17,417 gifted and talented students in the district, 2.1 percent or 364 students were ELLs.

The Council also examined ELL participation in advanced courses at the secondary level using data available through the U.S. Department of Education's Office of Civil Rights (OCR) Data Collection.[29] Overall student enrollment in Calculus was low and it was particularly low among ELLs. In other advanced courses, ELL participation was close to their share of total grade-

[29] District English Learner Report, City of Chicago SD 299, Chicago, IL, Survey Year 2011; U.S. Department of Education, Office of Civil Rights, Data Collection.

level enrollment. The following is a summary of the participation rates in advanced courses by subject area.

- *Calculus*. Out of 588 students enrolled in an advanced Calculus course, only 1.7 percent or 10 were ELLs. Given a total enrollment in grade 12 of 28,854 students, only two percent of all seniors enrolled in Calculus. And of the total 778 ELLs in grade 12 only 1.2 percent enrolled in Calculus.

- *Chemistry*. Out of 24,761 students enrolled in Chemistry, about 4.6 percent or 1,139 were ELLs. Given a total enrollment in grades 10 and 11 of 63,142 students, 39 percent enrolled in Chemistry. And of the total 2,739 ELLs in grades 10 and 11, some 42 percent enrolled in Chemistry.

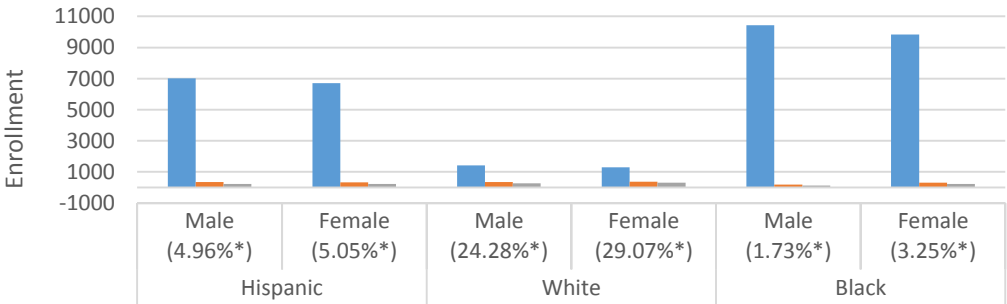
- *Physics*. Out of 19,935 students enrolled in Physics, about 4.3 percent or 857 were ELLs. Given a total enrollment in grades 11 and 12 of 57,591 students, 35 percent enrolled in physics. And of the total 1,915 ELLs in Grades 11 and 12, 45 percent enrolled in physics.

- Of all students enrolled in Advanced Placement courses, only 0.9 percent or 164 ELLs were enrolled in at least one.

V. Advanced Placement

The College Board collected data on PSAT scores from the 2010 cohort of 10th graders and tracked their AP course-taking behaviors through graduation. The data below represent students who participated in the PSAT as 10th graders in Chicago Public Schools. The College Board defines AP Passing Potential as a 60 percent probability of passing an AP exam in a given subject based on PSAT performance. As seen below, Hispanic and Black students lag behind White students in AP Passing Potential and actual enrollment in AP courses in all subjects. (See Exhibit 57.)

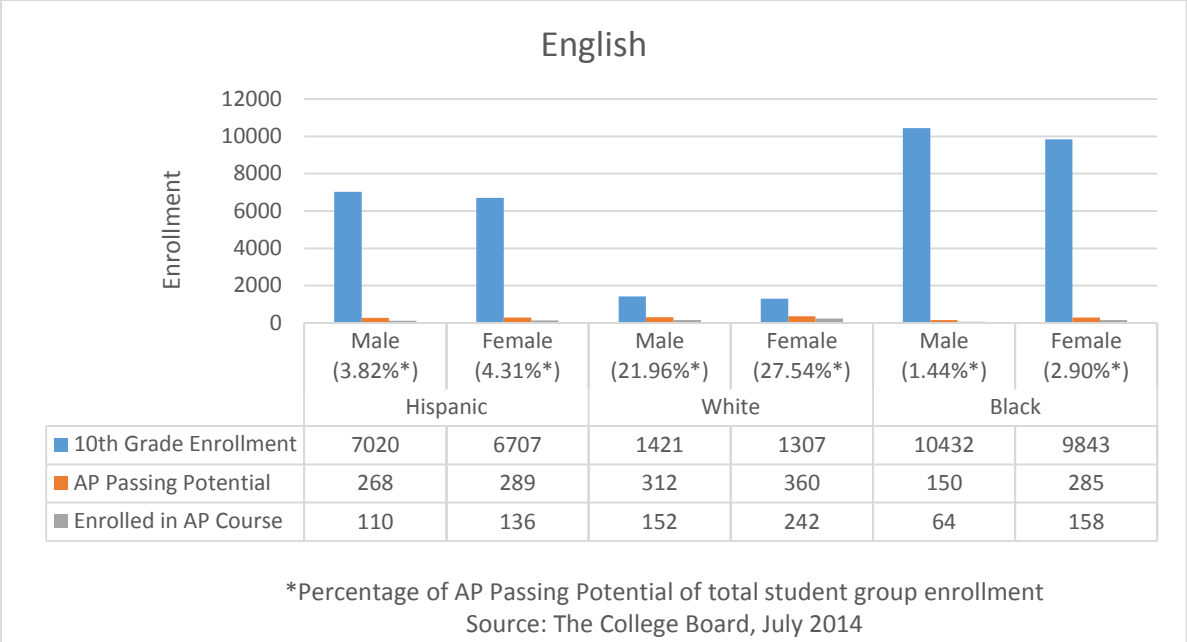
Exhibit 57. Chicago Public Schools Advanced Placement



	Hispanic		White		Black	
	Male (4.96%*)	Female (5.05%*)	Male (24.28%*)	Female (29.07%*)	Male (1.73%*)	Female (3.25%*)
10th Grade Enrollment	7020	6707	1421	1307	10432	9843
AP Passing Potential	348	339	345	380	180	320
Enrolled in AP Course	226	238	277	319	118	222

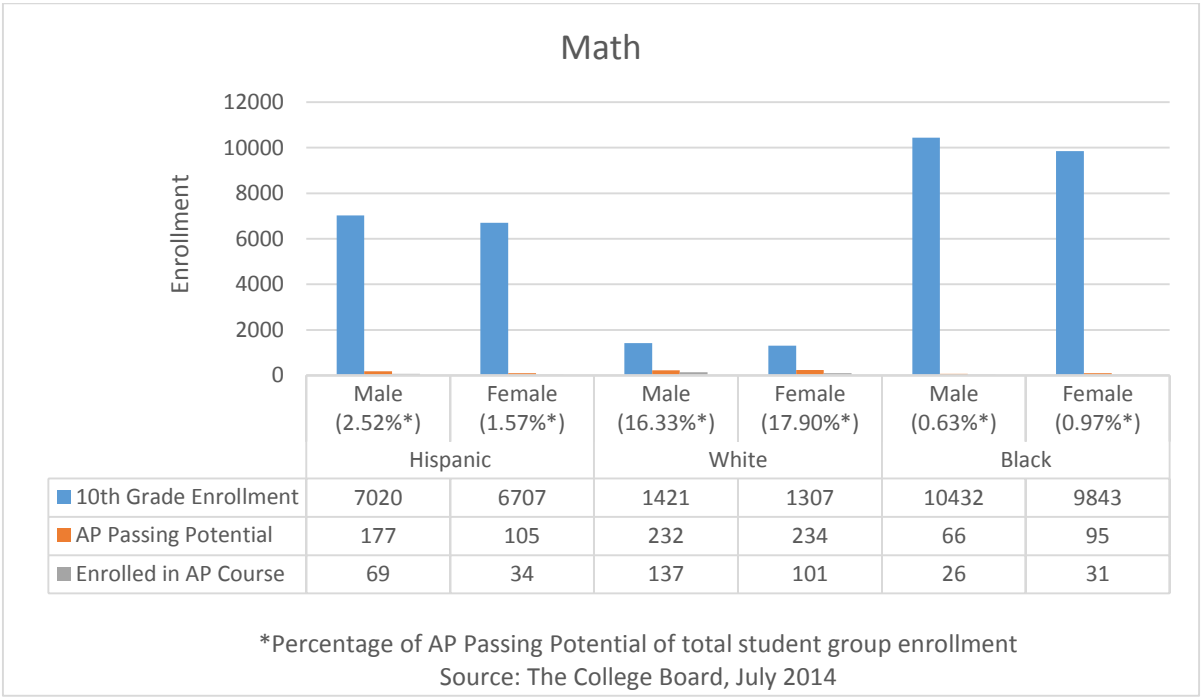
*Percentage of AP Passing Potential of total student group enrollment
Source: The College Board, July 2014

Exhibit 57. Chicago Public Schools Advanced (cont'd)



	Male (3.82%*)	Female (4.31%*)	Male (21.96%*)	Female (27.54%*)	Male (1.44%*)	Female (2.90%*)
	Hispanic		White		Black	
10th Grade Enrollment	7020	6707	1421	1307	10432	9843
AP Passing Potential	268	289	312	360	150	285
Enrolled in AP Course	110	136	152	242	64	158

*Percentage of AP Passing Potential of total student group enrollment
Source: The College Board, July 2014



	Male (2.52%*)	Female (1.57%*)	Male (16.33%*)	Female (17.90%*)	Male (0.63%*)	Female (0.97%*)
	Hispanic		White		Black	
10th Grade Enrollment	7020	6707	1421	1307	10432	9843
AP Passing Potential	177	105	232	234	66	95
Enrolled in AP Course	69	34	137	101	26	31

*Percentage of AP Passing Potential of total student group enrollment
Source: The College Board, July 2014

VI. ACT College Entrance Data

Finally, the SY 2011-12 OCR data show that out of 29,595 students who took the SAT or ACT about 6.3 percent or 1,864 students were ELLs. In general, the data indicate that Hispanic students have made progress on reading and math ACT scores between 2003 and 2014. ACT reading scores among Hispanic students have increased from 16.6 in 2003 to 17.8 in 2014.

These scores are still too low to get the average Hispanic test-taker into a competitive college or university, but it does represent improvement. Gains among Hispanic students on ACT math were larger over the same period. In this case, scores rose from 16.5 in 2003 to 18.4 in 2014. These gains occurred over a period when the numbers of Hispanic students taking the ACT increased significantly.

Nonetheless, ACT scores in reading and math for ELLs showed no improvement between 2003 and 2014. In 2003, the average ACT reading score among students who were LEP was 13.5; in 2014, it was 13.3. Over the same period, math scores on ACT for LEP students went from 15.7 to 15.4. (See Exhibit 58.)

Exhibit 58. Chicago Public Schools ACT Scores—Reading

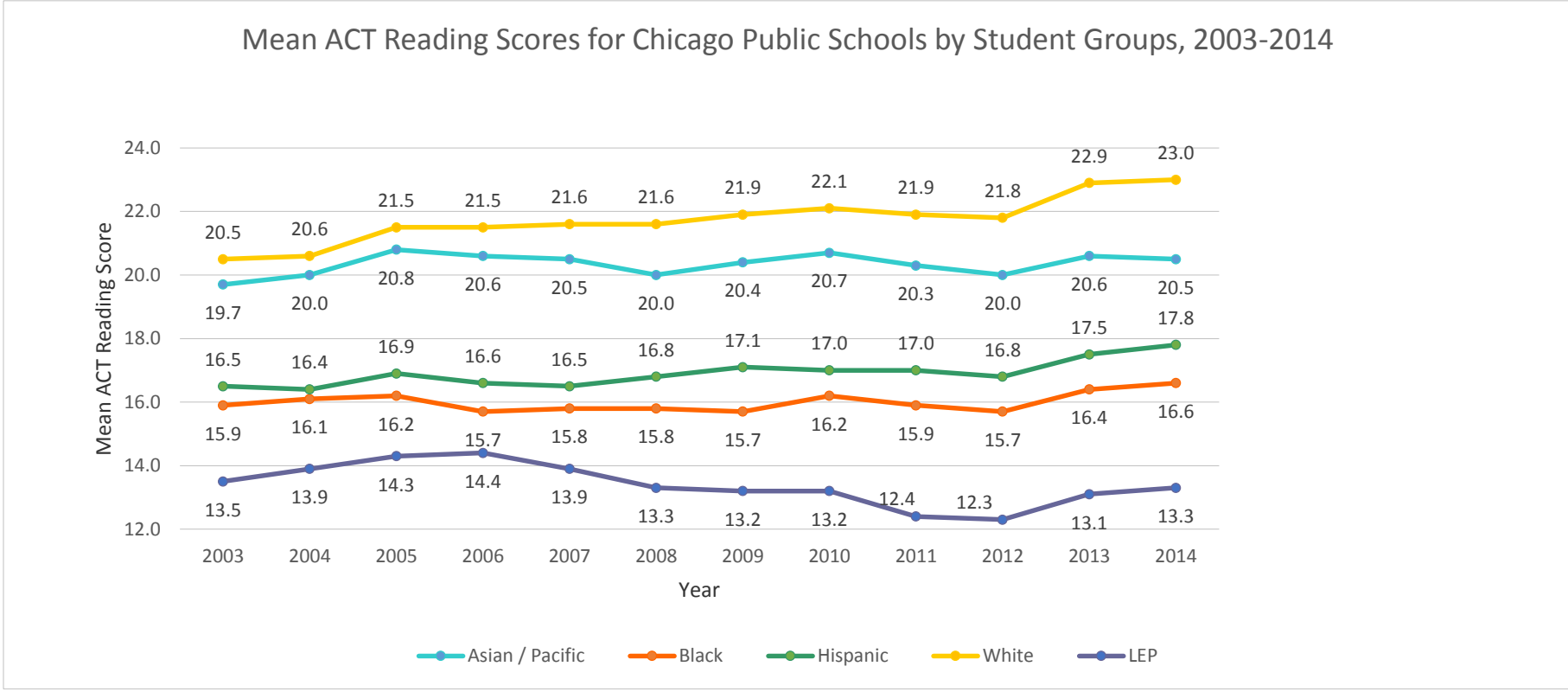
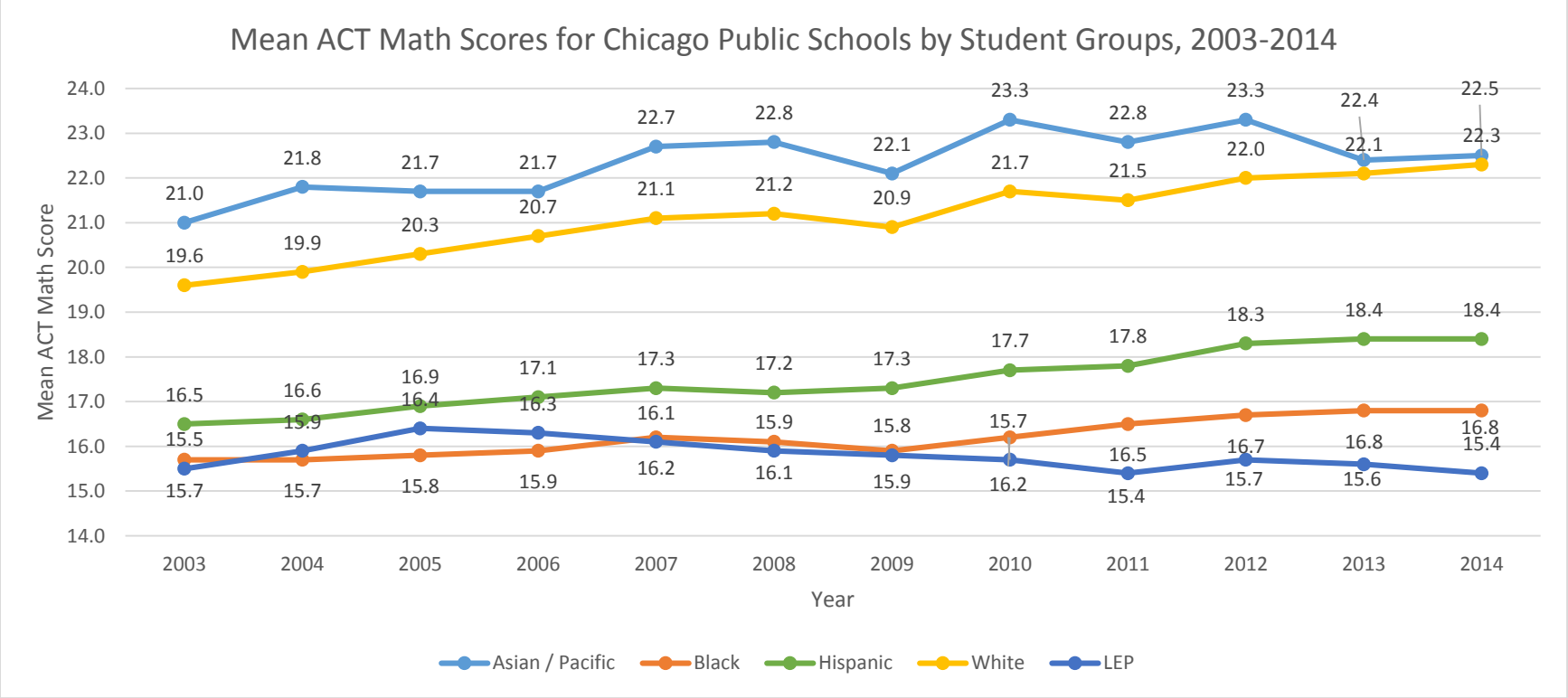


Exhibit 58. Chicago Public Schools ACT Scores—Math



VII. Graduation Rates

According to the Illinois State Report Card, the four and five-year graduation rate for 2012-13 and 2013-14 for ELLs and Hispanic/Latinos are as follows:

- *General.* In 2012-13, the four-year graduation rate was 70 percent and the five-year was 84 percent. In 2013-14, the four-year rate was 81 percent and the five-year rate was 85 percent.

- *Hispanic*. In 2012-13, the four-year graduation rate was 71 percent and the five-year was 87 percent. In 2013-14, the four-year rate was 83 percent and the five-year rate was 87 percent.

- *ELL*. In 2012-13, the four-year graduation rate was 57 percent and the 5-year was 83 percent. In 2013-14, the four-year rate was 69 percent and the five-year rate was 83 percent.

The 2012-13 five-year graduation rates were at least 10 percentage points higher than the four-year graduation rate. All three groups—general, Hispanic, and ELL—showed marked improvements in their four-year graduation rates, with the general population improving by 10 percentage points and the Hispanic and ELL rates improving by 12 percentage points each.

IV. Findings and Observations

The Council of the Great City Schools' Strategic Support Team had a number of findings and observations about the programming that the Chicago Public Schools provides its Latino students and English Language Learners. These findings are based on the team's site visits, interviews, classroom observations, data analysis, and review of documents.

Leadership and Vision

The Chicago Public Schools appointed Barbara Byrd-Bennett as CEO of the Chicago Public Schools in October 2012. This two and a half year tenure is important for the school district because prior to Byrd-Bennett's arrival, CPS had three CEOs in five years, extensive turnover of senior staff, and three major reorganizations. Jesse Ruiz stepped into Byrd-Bennett's place on an interim basis in April 2015.

Over the many leadership and organizational changes, few administrations placed a significant focus on ELLs or Latino students. This void was evident to Byrd-Bennett, who took a number of steps on behalf of these students, including requesting that the Council review programs in the district that affect ELLs and Latino students; appointing a Latino Advisory Board; and naming a new Chief of EL Programs, who she placed on her cabinet. With these actions and others, the CEO signaled a renewed commitment to improving outcomes for these students. Ruiz has subsequently reinforced if not deepened that commitment.

However, in its discussions over a year and a half long period with district leadership, staff, teachers and external stakeholders, it was evident to the Council team that the historical lack of leadership and strategic planning on behalf of ELLs still poses a major challenge at all levels of the organization. In fact, the main impetus for the CEO's request for this review involved the district's perceived lack of vision or strategy for such students. This lack of vision on behalf of Latino students and ELLs was evident to the Council's team in a number of ways, including—

- ***The school board's and leadership's lack of an overarching plan for ELL services.*** School board members interviewed by the team expressed concern with the quality of instructional services provided to ELLs and Latino students, and worried that these students were not receiving adequate access to content in English language instruction. They also expressed concern with principals who are not properly trained and not complying with state-required services for ELLs, and cited a need to improve parental and community engagement to ensure that these important stakeholders understand the ELL educational process and feel involved in their schools.

  Yet despite the concerns, board members admitted that they rarely ask for a status report on the achievement of ELLs or Latinos in the school system. In fact, members indicated that the board seldom engaged as a group in in-depth discussions about policies and programs that

would allow them to publicly convey their priorities around issues like the welfare of English language learners or Latino students.

- ***The absence of an explicit ELL component in the district's five pillars defining its strategic plan and theory of action.*** The district's strategic plan rests upon five pillars that include high standards, rigorous curriculum, and powerful instruction; systems of supports that meet student needs; engaged and empowered families and communities; committed and effective leaders, teachers, and staff; and sound fiscal operations, and accountability systems. This is a well-done plan, but the Council's review of the document behind the plan and the team's interviews with staff members indicate that there was no explicit strategy for ELLs that emanated from the five pillars or any ELL-specific strategies within each pillar.

- ***Limited staff understanding of ELLs in the Chicago Public Schools***. At the most senior levels of the district there appeared to be very limited knowledge and understanding of ELL enrollment figures, the nature of ELL instruction, the status of ELL achievement, or the connection between districtwide efforts and ELL performance. Central-office staff members often could not provide even the most general descriptions of these students, such as the process by which they registered for schools or enrolled in particular instructional programs.

  Moreover, the terminology used by district staff to discuss these students was imprecise and often muddled. For example, the terms English Language Learner and bilingual student were often used interchangeably by staff, and in some cases even the term Latino was used to refer to English learners when, in fact, these terms denote distinctly different (but often partially overlapping) populations.

- ***The inability of central office and school-level staff to articulate a clear vision or instructional strategy for ELLs.*** During dozens of interviews with central office and school-level staff, the Council team found nobody who could articulate what the CPS vision, strategy, or direction was for improving the academic performance of ELLs or Latino students. No one could articulate the strategy for African American students either. Staff members acknowledged that the achievement of ELLs and Latino students in Chicago was unacceptably low, but the Council team heard little about what the district was doing about it. For example, the district's work on college and career readiness did not explicitly address the needs of ELLs and Latinos, and staff members did not express any need to ensure that ELLs or Latino students had equitable access to college- and career-ready standards or instruction.

  In fact, few interviewees could even describe what the district's instructional approach was for these students. Some individuals cited bilingual education, but could not describe what that meant or what the program components or goals were. Staff descriptions of instructional practices for ELLs were largely limited to requirements of state law on teacher qualifications and the two models of language instruction. But these descriptions rarely transcended this regulatory mandate and were almost never articulated as a broader strategy involving high expectations for student attainment or access to high-quality instruction. Despite many interviewees clearly indicating that they would value having graduates from CPS who were

bilingual, few could describe how the district planned to achieve that goal or the instructional strategy, services, or programming that would make this possible.

- ***The lack of shared ownership of ELLs.*** In addition to an inability to articulate the district's vision or strategy for ELL instruction, staff members from numerous district departments were unable to describe their own department's vision for or role in ensuring equitable access to high quality instruction for ELLs and Latino students, and most could not articulate how their programs and/or services specifically addressed ELL needs. The most common response for such information on ELLs and Latino students was that "OLCE had it." The Council team heard of multiple collaborations with OLCE, but none of these translated into a sense of joint responsibility for ELL achievement or joint responsibility for compliance with state and federal laws related to ELLs. Staff largely viewed issues related to these students as solely the purview of OLCE.

District Structure and Strategic Direction

The high rate of leadership and staff turnover in CPS over the past six years or so has brought new strategic plans, changing priorities, and multiple reorganizations that have eroded existing relations within the organization.

At the time of its visit, the Council team saw what seemed to be a *crisis of confidence* across the system—staff from differing central offices did not express much confidence in each other's work; schools did not express confidence in the networks or central office; staff did not always share work products and resources; departments were not always responsive to each other's requests; and central office staff, for their part, indicated that they faced challenges in working with networks or schools.

This lack of regard and coordination limited the work of various central office departments and differing levels of management on behalf of ELLs—and other students as well.

The Role of OLCE

Over the past five years, OLCE has undergone a number of changes, including being downgraded from a Department to an Office, re-elevated to a cabinet post, and having had four different directors in recent years. The organizational changes and changes in leadership have contributed to a lack of direction for ELL programming in the system. This situation is aggravated by the general sense among staff that district responsibility for ELLs falls mostly, if not entirely, to OLCE regardless of how low or high it is in the organizational structure. While the Council team heard OLCE staff and others described what they hoped would happen for ELLs, the constant turnover in leadership disrupted any reform continuity on behalf of ELLs and made it easier for everyone simply to fall back on complying with various state and federal requirements as a substitute for a strategy.

In interviews with OLCE staff and staff throughout the district, team members observed the following:

- ***OLCE currently reports to the district CEO but is a separate organizational unit from the Office of Teaching and Learning.*** Under the chief officer are a number of direct reports: a director of language and cultural education, an ELL compliance manager, a bilingual/ESL specialist manager, and a world language manager.

- ***In SY 2014-15 the organizational chart for OLCE a total of 31 staff (along with a new Chief of EL programs) that were organized into four main groups****:* Compliance, Bilingual/ESL Specialist, World Language and Community Relations with the first three being led by managers.

  - ***Bilingual/ESL instruction and programmatic work is staffed only slightly higher than compliance work.*** Seven individuals are assigned to the compliance unit, and nine constitute the bilingual/ESL specialist group, even though the latter carries out the majority of the instruction-related and ELL programmatic work shown in OLCE's SY 2013-14 work stream.

  - ***Staff are not organized into functional areas that might foster greater coherence of the work in support of whole schools.*** For instance, a review of the OLCE's work stream for SY 2013-14 shows that individual staff members were assigned to particular tasks presumably based on their expertise but no additional grouping or organizational logic was discernible. For example, a compliance staff, and ESL specialist, and a World Language staff member were assigned high school-related tasks such as assisting with the high school course of study and the high school catalog, but there was no main contact to request assistance with ELL high school services and programming.

  - ***A clear strategy for how networks are supported was not evident.*** It was not evident to the team either from the interviews or from the examination of OLCE's work stream and organizational chart that OLCE staff were assigned a portfolio of networks to which they would provide ongoing support.

- ***There was an overall lack of clarity in the district about OLCE's role, but it was perceived to be largely compliance-oriented.*** The work of OLCE is varied and cross-functional, but the overwhelming perception in the district is that the main function of the unit is compliance—particularly compliance with state and federal law and regulations. Network staff, in particular, expressed frustration at what they perceived as OLCE's focus on compliance at the expense of efforts to define and advance effective instruction. Networks wanted OLCE to articulate a philosophy or approach to effective instruction for ELLs and to provide clear models and options to build capacity at the school level. Paradoxically however, network staff members voiced a lack of confidence in the capacity and knowledge of OLCE to provide such guidance.

  At the same time, Bilingual Lead Teachers and general education teachers indicated in focus groups that the information, guidance, and professional development provided by OLCE during quarterly meetings was helpful—although not consistently so. Professional development provided in 2012-13 and at the beginning of 2013-14 that focused on WIDA standards had been particularly helpful according to teachers.

Despite these varied descriptions of OLCE's work and its value, even OLCE staff often described their work in terms of 'compliance.' For example, staff indicated that providing assistance to staff at school sites on how to schedule ELL services and how to meet staffing needs fell under the umbrella of 'compliance.' The *ELL Handbook: Principal's Guide Edition* produced by OLCE reinforced this notion by not including a clear vision of instructional programming for ELLs.

To be fair, the perception that OLCE is primarily focused on compliance stems, in part, from the years in which CPS was under a Consent Decree (vacated in September 2009) to improve opportunities for African American and Latino students, including the provision of services for ELLs. How the district exited the case and what it meant for OLCE's compliance orientation continue to shape how the department is perceived to this day. (See Appendix G.)

In addition, it does not appear that any recent or systemic evaluation has been conducted of OLCE's functions, reporting lines, or status within the district's organizational structure.

Finally, OLCE's placement in the organizational structure and the perceived demotion of the department under a previous administration further undermined the office's already limited authority to lead change on behalf of ELLs.

- ***Activities conducted by OLCE often go beyond compliance but few staff in the central office or at the schools characterized it as anything other than compliance***. OLCE provides trainings and supports in such areas as human resources, curriculum development, teacher evaluations and professional development, ELLs with special needs, and data collection and budgeting. Still, most staff, including OLCE staff, saw such training and other department activities as largely compliance oriented. Examples of OLCE activities that were often characterized as compliance focused included—

    - Looking for and recruiting bilingual teachers, since many principals do not understand the required endorsements necessary to be a bilingual teacher

    - Supporting individuals in getting a bilingual certification, and working with universities to provide ESL/bilingual endorsements

    - Filling out state-required forms, something that has critical implications for state-funding

    - Providing professional development—with the Office of Diverse Learners—to help teachers and staff distinguish stages of English language acquisition and potential developmental or learning disabilities

    - Following up with schools and networks to make corrections in ELL data entries

    - Providing guidelines and training to principals on budgeting state ELL funds and federal Title III funding

- ***Other offices delegate or offload key functions to OLCE when it involves ELLs.*** There were notable examples of where OLCE worked very collaboratively with the literacy unit in developing a framework for the common core that incorporated important English language development skills. But the Council team saw OLCE as largely reactionary to various department and school requests rather than leading instructional initiatives for ELLs or Latino students. For example, the team saw OLCE conducting work—important work—on behalf of other departments that kept OLCE in a perpetually secondary or support role, including—

    - Developing an addendum to the REACH tool for principal evaluations that would add ELL-related metrics and indicators. (This was rolled out six months prior to the Council team's visit, yet the ELL metrics were still not an integral part of the tool when the team arrived.)

    - Developing the Latin American curriculum. Six staff from OLCE helped draft and revise the curriculum

    - Reviewing the design of ELL programs in charter schools to determine if they could receive federal Title III funds. (Despite the fact that staff from the Office of Innovation and Incubation described this review as a partnership, it also expected OLCE to be familiar with state charter school law and ensure that charters were in compliance with regulations and budget allocations, which required an entire application and review process.)

    - Providing professional development to charter schools (a charter school office function).

- ***Program monitoring appears to be focused more on state regulations than on developing quality instructional programs for ELLs.*** When ISBE officials reviewed ELL services in the district, the effort to produce the documentation, data, and explanations for how CPS was serving ELLs fell mainly to OLCE. Both the ISBE audit report and the CPS response provided by OLCE stressed procedural requirements and compliance activities, but the work made little mention of ELL achievement nor the professional development or instructional supports needed to spur academic attainment among ELLs. Neither the audit nor the district's response to it appear to involve other district staff or articulate a role for other district staff should CPS be out of compliance or the academic performance of ELLs and Latino students be below par.

The Role of the Networks

As noted earlier in this report, CPS reorganized its 681 schools, moving from 19 to 13 networks that comprise between 29 and 50 schools each. Data indicate that four of these networks have large ELL enrollments while some have fewer than five percent ELLs.

The networks are responsible for supporting principals and assistant principals, and overseeing the implementation of instructional programs in the schools. The Network Chiefs

directly supervise principals, evaluating their day to day activities. But, the team saw little evidence of a direct connection between network staff and schools when it came to instructional priorities for Latino and ELL students. During visits to schools, the team was told that networks provided limited assistance to schools around ELL programming. When asked about how networks supported ELL work, school staff often responded with blank stares or had difficulty citing examples. Specifically, the team observed that—

- ***The selection criteria for Network Chiefs does not explicitly include knowledge or experience with ELLs.*** It was evident to the Council team that CPS leadership was still in the process of appointing Network Chiefs who have the capacity or potential to improve their networks. About 90 percent of the individuals selected as Network Chiefs were former principals who were selected for their track record of improving student achievement, although it was not clear that selection criteria specifically included improving the academic attainment of ELLs. The team agreed that it was important to have former principals leading the networks, but was concerned that the selection process did not always include addressing ELL needs.

  Additionally, staff members reported that efforts were made to select Latinos as network chiefs. To be sure, it is important to have Latino educators represented throughout district leadership, but being Latino is not synonymous with having the necessary knowledge or experience in second language acquisition—even if the individual is bilingual. It is more important that leadership has the foundational knowledge and competences required to improve ELL achievement.

- ***Network capacity to support and guide high-quality instruction for ELLs varies widely.*** The team visited schools who received wide-ranging and inconsistent services and levels of support from their Network Chiefs, despite the fact that each network is supposed to have an Instructional Support Liaison (ISL) who serves as a link to OLCE. For example, some teachers reported that—

  - They had a very supportive Network Chief who made an effort to get to know teachers by first name, and provided them with relevant professional development.

  - Their Network Chief had yet to visit their classrooms.

  - Their schools had yet to be visited by the Network Chief despite impressive work being carried out, including significant gains in high school graduation rates and increases in AP enrollment.

  Most troubling was the description of one set of teachers who indicated that their Network Chief failed to assume responsibility for preparing or equipping schools to respond appropriately to newly arriving ELLs. Instead, this Network Chief referred the issues to OLCE to resolve.

- ***The programming messages schools receive from network offices are sometimes contradictory to what the central office is trying to communicate.*** The team heard numerous

instances of where network staff was telling schools something different from what was being communicated centrally. For example, one set of schools was required by its Network Chief to purchase with their own school funds a certain set of materials and professional development on English Language Development (ELD)—despite the fact that many staff saw the materials as having a poor programmatic fit with their students and OLCE had specifically recommended against the program. These opposing messages on ELD programming left the schools confused and uncertain about what to do and undermined confidence in the network office.

- ***Changes in network leadership have resulted in inconsistent support for ELL programs at the school level.*** School-level staff told the Council team that the revolving door in leadership and staffing in the networks over multiple administrations has led to unclear policies and uneven or unstable support for ELL programs at the school level. It appears that this situation is exacerbated by the lack of guidelines at the Network Chief level on expected levels of support for ELL programs in the networks.[30]

- ***There was no strategic plan for enhancing the capacity of staff at the network level.*** The team heard of no systematic efforts to ensure that expertise on second language acquisition was in place for all networks.[31] In addition, there were no staffing guidelines for networks with schools that had disproportionately large numbers of ELLs.

- ***Network staff do not use a clear set of ELL-relevant research, models, or pedagogy to guide the ELL work of networks***. Staff mentioned Heggerty Phonics, Doug Fisher's work, MTSS, and principal-identified needs as guiding the networks, but none of the staff could describe how these approaches formed a comprehensive instructional framework for ELLs.

- ***Networks did not have adequate mechanisms in place to compel principals to provide services to ELLs or to comply with various requirements.*** The team did not hear of any mechanisms at the network level to ensure that principals implemented ELL programs in a way required by state and federal law, much less to do so in a manner that reflected high instructional quality. In fact, the networks appear to get involved only *after* the Director of OLCE learns that a principal—after being notified three times—has failed to provide services.

  Given the relatively weak authority vested in OLCE, the time lag in rectifying ELL program deficiencies, and the absence of network involvement until after multiple notifications have been sent suggests a weak connection to the accountability system under the networks. This lag also conveys the message that OLCE's notifications need not be taken seriously until such time that the Network Chief becomes involved.

[30] The team requested a copy of the evaluation protocol for Network Chief but, at the time of our visit to Chicago, was told that there are no specific norms for the evaluation of Network Chiefs. It is unclear if norms have been developed in the meanwhile.

[31] The team was informed that one of the networks has a Chief, a Deputy Chief, and an ISL who were former bilingual education teachers and that ISLs are cross-trained with one ISL specifically focusing on ELLs.

- ***Network staff recognized that the lack of continuity in ELL programs was a key problem, but have not addressed this shortcoming in ELL services.*** The Council team's review indicated that even in networks with large numbers of ELLs there was a lack of continuity in programming and supports. This situation existed from school-to-school and across schools in feeder patterns in the same networks.

The Roles of External Advisory Boards

- *Latino Advisory Board*—The CEO named a nine-member advisory board made up of Latino leaders from the City of Chicago, including individuals from the private sector and philanthropic community. This Latino Advisory Board will be called on to help set the strategic direction of the district for ELLs and Latino students, and garner community support for improving achievement for Latinos and ELLs.[32] At the time of the team's visit, however, it was not clear how this board would interact with other boards and committees that play a role in reviewing and defining ELL programming.

- *ELL-related Advisory Councils*—At the school level, the district has Bilingual Advisory Councils (BAC) that are composed of parents of ELLs who are enrolled in the transitional bilingual program(s) of their respective schools. These councils assist parents in making decisions about opting into or out of bilingual education. They also provide input to the Local School Councils that have oversight responsibilities for school budgeting and principal hiring. ELL Liaisons at the school level—also known as Bilingual Lead Teachers or EL Teacher Leaders—help coordinate the BACs. These councils play a critical role in guiding and supporting how ELL programs are carried out, but they do not appear to be guided by any overall district vision of how to improve the achievement of ELLs.

- *Multilingual Parent Council*—At the district level, the Chicago Multilingual Parent Council (CMPC) is composed of 10-14 parents of ELLs who are chosen to serve by members of their respective school-based BACs. This group is directly guided and supported by OLCE under the direction of the Chief of EL Programs. The Multilingual Parent Council is in accord with state education code (Sec. 14C-10) that requires school districts to establish a parent advisory committee.

The Role of Other Key District Initiatives

The lack of focus and strategic direction on behalf of ELLs and Latino students can also be seen in the district's main planning documents and reform initiatives, including:

(a) The District Improvement Plan

The Council team was provided a copy of the District Improvement Plan for 2011-12 and 2012-13 school years. The plans include several important elements that should accrue to the

[32] "CPS Assembles Latino Advisory Committee to Better Serve Latino Stakeholders," CPS press release, February 4, 2014 on CPS website, < http://cps.edu/News/Press_releases/Pages/PR2_01_04_2014.aspx>, accessed January 9, 2015.

benefit of ELL and Latino students throughout the school system. For instance, the plans describe several programs and indicators that, if executed, could mean more effective practices and shared accountability for ELLs. In addition, the CEO's pursuit of more coherent instructional programming systemwide should improve Latino and ELL achievement—and the achievement of all students—although it may not necessarily narrow achievement gaps. Notable is *Indicator A09 - SP- The superintendent and other central office staff are accountable for school improvement and student learning outcomes* that includes the commitments that—

- CPS will 'focus on improving how the superintendent, central office, and network office staff are held accountable to subgroups such as ELLs and students with disabilities.' Moreover, the indicator states that each Chief of Schools has an accountability scorecard that aggregates student proficiency scores and growth scores across the networks. CPS is revising the scorecards to include subgroup performance. These scorecard results are factored into the Chiefs' evaluations. Additionally, each Chief is eligible for a performance bonus based on student outcomes, including the closure of subgroup achievement gaps among African- American and Hispanic students, ELLs, and students with disabilities.

- The district plan also indicates that CPS is working on improved monitoring systems to ensure that networks are held accountable for both quality program implementation and results in student learning for all students, including ELLs and students with disabilities. These include providing—

    - Clear guidance to networks and schools about high quality supports for ELLs and students with disabilities;

    - Live data that ensure that Chiefs of Schools can track progress of ELLs and students with disabilities;

    - Regular compliance reports with corrective action plans for cases of non-compliance and a follow-up process to correct compliance findings;

    - A common vision for programs for ELLs and students with disabilities across schools and networks. The district will establish clear expectations for cross-functional collaboration among central office staff, compliance facilitators working in the field, and network staff, including community relations representatives, network Instructional Support Leaders (ISLs), and Family and Community Engagement Managers.

In particular, the District Improvement Plan's indicators related to student outcomes include several tasks that were specific to improving ELL programs, including:

1. Development of Program Quality Rubrics for TPI, TBE, and Dual Language programs for ELLs

2. Professional development around rubrics for ELLs across central office departments and network teams

3. Development of accountability tools/protocols that integrate appropriate and rigorous measures of school improvement and student learning specific to ELLs.

However, during staff interviews, the Council team heard little mention of or familiarity with these systemic structures or protocols. This might have been due to significant turnover in district leadership and staff, or it could be that the plan has been designed but not universally implemented. What was evident during school visits was that elements of the District Improvement Plan related to ELLs had yet to take hold at the building level.

In addition, the Council team did not hear anything related to either the program-quality rubrics meant for various ELL programs or any professional development for central office staff or networks related to the integration of ELL issues. Similarly, the team did not hear of efforts to update the latest accountability tools or protocols to include more ELLs, nor did it hear of efforts to adopt measures of student learning for ELLs with beginning levels of proficiency.

Overall, with regard to the District Improvement Plan, none of the interviewed staff articulated specifics related to improvements for ELLs, and the team saw little evidence that elements were being implemented.

(b) College- and Career-Ready Initiatives

The team saw a number of promising practices at the school level that supported Latino students, ELLs, and students from immigrant families to help them pursue a college education, including—

- Counseling departments taking an active role in supporting undocumented students in finding schools and scholarships for which they could apply, and helping Latino students navigate family dynamics related to leaving home to attend higher education.
- Freshman on Track—a school-based early warning system to notify parents of student progress every three weeks.
- Summer workshops for incoming high school students to teach them how to prepare for exams, calculate their GPA, and know where to seek help.
- Year-long courses for college application processes

Yet few of these or similar efforts could be described during interviews with central office staff members. In fact, the district's college and career-ready initiatives do not include any explicit strategies to improve high school completion rates for ELLs, nor do they address unique challenges ELLs face in earning their high school diplomas or other related issues. For example—

- Staff discussions about the relative merits of using four-year vs. five-year graduation rates did not include anything about the challenges ELLs face in earning high school credits within four years.

- The School Promotion Policy adopted for implementation in the 2014-15 school year appears to have omitted considerations of ELLs.[33] Promotion decisions are made based on NWEA assessment results in addition to grades and attendance, but NWEA scores are not used with all ELLs—only final report-card grades. The Latino Policy Advisory Board raised a number of questions regarding this policy and its impact on ELLs. It does not appear that the district's promotion policies have been analyzed to determine any disproportionate impact on ELLs.

- Staff and teachers at the school level recognized that many students have adult responsibilities, including many Latino students, but the team did not see or hear of anything systemwide that responded to these issues or provided targeted supports to address them.

(c) Professional Development Standards Initiative

The Talent Office of the district indicated that over the past year it has worked on developing standards for professional development that did not previously exist in CPS. Staff members told the Council team that efforts were also underway to intentionally align professional development to the district's action plan, initiatives, and common core implementation. The main function of the professional development unit under teaching and learning was to ensure that district training was high quality and coordinated across the system. Most of the initiative was grounded at the network and school levels, however, with uncertain strategic connections across the entire system and little emphasis on professional development around ELLs.

(d) SIG Schools

Despite a sizable ELL enrollment in the district's turnaround schools, the role of OLCE in reviewing and approving the restructuring plans in these schools appeared minimal to nonexistent. According to the improvement plan, the district's Office of School Improvement (OSI) works with selected schools to transform them with federal School Improvement Grants (SIG) using turnaround, restart, or transformation models. The plan indicates that "OSI implements intensive reforms in select schools in order to substantially raise student achievement and make adequate yearly progress." But regarding ELLs, OSI only meets with OLCE--

- "To ensure items related directly to bilingual education, including but not limited to compliance concerns, are part of the conversation for turnaround schools."

- To consult on whether ELLs are affected by the turnaround process.

In CPS, SIG has been used to implement the transformation and turnaround intervention models at twelve high schools. However, there does not appear to be any explicit efforts to monitor and examine ELL achievement data specifically in these schools. The tasks and responsibilities describing what SIG schools were doing had little related to ELLs or their academic needs in the

[33] Chicago Public Schools Policy 12-0522-RS2.

turnaround effort. Moreover, the efforts of offices involved in the turnarounds did not seem well coordinated around ELLs, nor did OSI appear to have an evaluation component that included the progress of ELLs.

(e) Other District Reform Initiatives

Aside from these major reform efforts, many other district initiatives did not address the needs of ELLs, or, if they did, it was often an afterthought. For example—

- There is no explicit or valid connection between the benchmark assessments (NWEA) and reform initiatives for ELLs.
- ELLs were not included at the outset of the MTSS implementation work.
- Instead of acquiring valid common core-aligned assessments in Spanish, staff were asked to translate assessments, and there is little in the common core implementation work that explicitly addresses language acquisition issues.
- The development of REACH (principal evaluations) did not originally include metrics related to ELLs. OLCE worked on an addendum, which was rolled out in August 2013 to train Network Chiefs and Liaisons on ELL issues.
- Pilsen-Little Village, one of the district networks, does not have any STEM programs.
- There is a preponderance of IB programs on the north side of the city where few ELLs attend schools, but efforts to expand IB programs do not include providing ELLs with credit for knowing another language and do not articulate or connect with dual language or Transitional Bilingual Education programming.

Goals and Accountability

The Chicago Public School system is making changes to its accountability framework to make greater use of the district's achievement data and to hold educators more accountable for results. While the school system has developed various staff-evaluation protocols and tools, much of this work to-date has failed to wholly incorporate the outcomes of ELLs. In particular:

- ***Network Chiefs receive bonuses for narrowing achievement gaps, but not all ELLs are included in the gap calculation.*** ELLs scoring below 3.5 on ACCESS are not included in the NWEA accountability system that defines achievement gaps. Determining gaps with a metric that excludes nearly 60 percent of ELLs produces an inaccurate picture of what those gaps look like and an inadequate measure for determining bonuses for Network Chiefs.
- ***The Chicago Public Schools' five-year plan includes a sophisticated School Quality Rating system with multiple indicators, but the indicators fail to include all ELLs.*** The school rating protocol is aligned to the five-pillar action plan, and it incorporates five levels of school

differentiation. However, the Council team's analysis indicates that it does not include ELLs, leaving the school system with an inadequate picture of how ELLs are doing across the system. The district's reliance on NWEA scores to measure student growth, coupled with the district's policy of including only ELLs who score at or above 3.5 on ACCESS, leaves nearly 60 percent of ELLs out of the school rating system. The lack of other ELL-related academic growth measures or weights on factors that might capture ELL results overlooks the performance of ELLs and undermines the school rating system.

- ***Elementary schools, especially those that enroll significant percentages of ELLs, are systematically disadvantaged by the school rating structure.*** In elementary schools, where the majority of ELLs are enrolled, NWEA scores are used to calculate 70 percent of the school rating. Growth calculations on NWEA make up 45 percent of the weight, with 10 percent focused on priority groups such as ELLs. An additional 25 percent is calculated based on NWEA scores of all students (not disaggregated by priority groups). Growth on ACCESS—the only indicator exclusive to ELLs—is assigned a five percent weight in the school rating formula. In sum, only 15 of the 100 points used in the ratings capture ELL students in some way, shape, or form. Elementary schools with significant percentages of ELLs, particularly those who score below 3.5 on ACCESS (and are thus excluded from the NWEA) will not have a school rating that accurately reflects the academic and language gains of ELLs.

  During the team's school visits, a frequently expressed frustration among educators was that the growth of ELLs was inadequately represented in a school's rating system. Teachers and administrators alike were frustrated that the impact of their work with ELLs was not visible or acknowledged in the rating system.

- ***High school rating metrics are not specific to ELLs and only 10 percent of the rating includes priority groups (of which ELLs are only one).*** In the high school rating system, EPAS scores are used to calculate 40 percent of a school's rating. Growth calculations on EPAS make up 30 percent of the weight, with only 10 percent focused on priority groups generally. An additional 10 percent weight is assigned to NWEA attainment for all students (not disaggregated by priority groups). Growth on ACCESS—the only indicator exclusive to ELLs—doesn't figure into a school's rating formula, thereby disadvantaging high schools with large numbers of ELLs. Moreover, a 10 percent weight is assigned to four-year cohort graduation rates despite research showing that the percentage of ELLs who graduate substantially increases when using a five-year cohort.

- ***CPS developed a new principal evaluation system,[34] but its measures of student growth and its practice rubrics do not adequately capture ELL achievement.*** Growth measures are based on NWEA and EPAS scores, which exclude large numbers of ELLs who score 3.5 or below on ACCESS—as shown in the previous chapter. The principal evaluation system also misses the mark on ELLs in several other ways, including—

[34] Recognizing Educators Advancing Chicago Students—REACH Students.

- Despite the fact that many ELLs in early elementary grades receive instruction in Spanish, the principal evaluation system does not include a metric to measure academic growth in Spanish or any other language (i.e., there are no measures for content learning in Spanish or other languages).

- CPS training on using the rubric for evaluating principal practice does not include any specific ELL criteria as part of the *required evidence*. Among the 11 specified pieces of evidence that every evaluator is required to use, only one is specific to a student group: *Compliance with IEPs* (i.e., the evidence is related to students with disabilities only), but there is no parallel item for ELLs, such as *Compliance with Lau requirements*.

- When calculating academic growth for ELLs in grades three through eight, as well as the growth of other priority groups (Hispanic and African American Students), there must be at least 30 such students per group in order to proceed with a calculation of an achievement gap. In 2012-13, some 362 schools—or 53 percent of all CPS schools—had fewer than 30 ELLs.[35] While most Chicago Public Schools have student groups that exceed 30, the achievement of students in schools without large numbers could go undetected under this rule.

- In addition, the High School Freshman On-Track criterion appears to have no ELL-specific adjustment to avoid penalizing principals and/or schools for not meeting the standard, especially if they enroll large numbers of ELLs. Accumulating the necessary five high school credits in grade nine would be extremely difficult for some ELLs unless CPS develops pathways that allow these students to continuously accumulate high school credits as they proceed through the ELL program and acquire English proficiency.

- Finally, it was not clear to the team how the CPS principal evaluation rubric was used alongside the protocol used by the LSCs, particularly since staff indicated that they were not aligned.

- ***The CPS Framework for Teaching does not explicitly incorporate high-leverage instructional practices for working with ELLs and other diverse learners.*** The CPS Framework for Teaching was adapted from the Danielson Framework for Teaching as part of the school system's teacher evaluation system—Recognizing Educators Advancing Chicago's Students (REACH Students), which was rolled out in 2012-13. The Council reviewed the framework itself, the related addenda, and the PowerPoint presentations used for teacher professional development.[36] The review indicated that even after the first year of

[35] For a list of schools with less than 30 ELLs see Appendix F.

[36] The documents reviewed include CPS Framework for Teaching Companion Guide Version 1.0—August 3, 2013; PPT CPS Framework for Teaching 201: Celebrations, Concentrations & Next Steps, summer 2013; Teacher Evaluation Handbook 2013-14; CPS Framework for Teaching Companion Guide ELL Addendum Version 1.0 – October 2013; and School-Based REACH Team January Session, Talent Office January 2014.

implementation, elements specific to ELLs were not an explicit part of the framework's domains. The framework consists of four domains: Planning and Preparation, The Classroom Environment, Instruction, and Professional Responsibilities. Each of the domains has between four and five components along with discrete elements. The Council's review indicates that none of the components explicitly address linguistic diversity and/or ELL instructional needs, and of the 70-plus discrete elements, only one referenced language proficiency and three were somewhat related to ELLs.[37]

- ***The addenda to the framework makes for an unwieldy and cumbersome teacher evaluation system*.** The CPS Framework for Teaching says that it should be used "with ALL Learners in Mind." The document further states, "As teachers engage in planning and delivering instruction, they must simultaneously consider the variety of learner profiles among their students."[38] Not until 2013, a year after the framework was released, did the district issue an addenda that addressed ELLs and other groups.

    - The 34-page ELL addendum aligns unique aspects of ELL teacher knowledge and practice with the domains of the CPS Framework for Teaching, and is meant to be used in conjunction with the full framework to inform school administrators and ELL teachers during the teacher observation process. As noted in the January 2014 school-based REACH team session, the ELL addendum serves as a reference tool for school administrators to determine which questions to ask during teacher conferences and which practices to look for when observing ELL teachers of ELLs. For example, it lists eight characteristics for instruction of ELLs under component 1d--*Designing Coherent Instruction*.

    - Moreover, teachers and principals must also review and take into consideration characteristic listed in other addenda. For instance, under component 3a--*Communicating with Students*, the ELL addendum lists three characteristics.

  However, principals and teachers have limited time and bandwidth to review and consider the hundreds of pages of addenda (along with the ELL addendum) in making teacher observation (pre-observation conference, observation and post-observation conference), even if they have received professional development. In fact, in a study conducted by the University of Chicago Consortium on Chicago School Research, 66 percent of administrators agreed or strongly agreed that the new teacher evaluation system takes too much time.[39]

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[37] Specifically, in Domain 1: Planning and Preparation, 1b. Demonstrating Knowledge of Students includes two elements: *Knowledge of Students' Skills, Knowledge, and Language Proficiency*; and *Knowledge of Students' Interest and Cultural Heritage*. Under Domain 3: Instruction, 3c. Engaging Students in Learning includes *Scaffolding and Differentiation Instruction*. Under Domain 4: Professional Responsibilities, 4c. Communicating with Families, includes *Cultural Appropriateness*.

[38] CPS Framework for Teaching Companion Guide, 2012.

[39] Teacher Evaluation in Practice. Implementing Chicago's REACH Students. The University of Chicago Consortium on Chicago School Research Chapter 4. September 2013

- ***Department staff do not typically convey a sense of shared accountability for the achievement of ELLs.*** It was often evident during interviews that central office staff did not always have a sense of shared accountability for ELLs. Many staff saw OLCE as primarily responsible for improving ELL achievement, and described how they delegated to OLCE or requested help from OLCE on issues that affected ELLs. For example-

    - Staff from the Office of Innovation and Incubation, which oversees 126 Charter Schools, could not provide the team with any concrete information about how many ELLs were being served in charter schools, what their mobility was between charters and regular Chicago public schools, and whether ELLs do better in charter schools than in regular Chicago public schools. This office left most services for ELLs in charter schools up to OLCE, e.g., the review of charter school program design for ELLs, Title III budget allocations, and professional development of ESL/bilingual teachers in charter schools.

    - Similarly, the Office of Access and Enrollment was unable to provide the Council team with any estimate of how many ELLs were enrolled in the district's gifted programs and had no strategy to increase the number of ELLs enrolled in selective schools.

- ***The accountability framework is not aligned with bilingual program instruction.*** The team heard widespread concerns from teachers and principals about how the accountability system encouraged early exit of ELLs from bilingual programs, prematurely pushing students out of primary language instruction. On numerous occasions team members were told that ELLs were receiving virtually all instruction in English by the third grade because that was when students were administered the state assessment in English. One teacher indicated that her principal directed her to teach in English in her bilingual class to ensure stronger results on high stakes assessments.[40]

- ***The central office is also sending inconsistent messages about the use of native language and support of second language acquisition.*** During school visits, it was evident that school level staff were hearing inconsistent and sometimes conflicting messages about what instructional services were to be provided to ELLs. For example, staff told the team that OLCE cited the research-based role of native language in instruction, and the value of home language and culture in building content knowledge and facilitating English language acquisition. At the same time, schools were held accountable on measures in English, leaving staff with the sense that the central office would "penalize you when ELL results on these English-only

[40] Connor William, writer for the New America Foundation, elaborated on this very issue in his December 2013 article, *A Case Study in Misalignment: Dual Language Leaners and Teacher Evaluations in Chicago*. The article described additional misalignments, including one involving the performance tasks used to measure student growth for teacher evaluation purposes. In this case, teachers select the language in which the tasks are administered at the beginning and end of the school year. But measuring growth across two languages is challenging and aggregating results on student progress is questionable since teachers independently determine which language to use for the tasks without district guidance. A second misalignment was related to program delivery and involved the shortages of bilingual teachers and how it created interruptions in program delivery from year to year. [See findings and recommendations under ELL Program Design and Delivery.]

assessments are poor or stagnant." The situation also means that dual language programs are working in isolation with little support from central office.

- ***The inconsistency of the district's accountability system serves as a structural hurdle to improving ELL achievement.*** The district's focus on data to improve overall student achievement is heard loud and clear by instructional leaders, but this emphasis is squeezing out other valid measures of ELL achievement and adversely affecting instructional decisions related to ELLs. Pressure from the accountability system is pulling staff in opposing directions and undermining a sense of shared responsibility for ELLs. This dynamic is dampening incentives for instructional leaders and teachers who have little to no experience with bilingual education to develop a more robust understanding of second language acquisition and valid assessments.

- ***There are no metrics used by CPS to measure and give credit to student learning in any language other than English.*** The district is overlooking important information about the progress of large numbers of ELLs, especially those in early grades. With the school district having 58,085 ELLs in TBE programs of which 56,192 are Hispanic, the Council estimates that 90 percent or more of Hispanic ELLs receive instruction in Spanish.[41] Despite this, the team did not hear of any district efforts to adopt Spanish language assessments[42] or to develop Spanish language-arts assessments.

- ***The District Improvement Plan described areas where the district would be developing metrics for ELL accountability, but this work has not yet been completed.*** Specifically, indicator IA07 - SS states that "In collaboration with its schools, the district sets district and school achievement targets for all students and for AYP subgroups" (Exhibit A, page 12), but the metrics had not been developed when the team visited the district.

  The plan does indicate that CPS is facing ongoing challenges in determining appropriate metrics for measuring progress for ELLs—

  > "The District is currently deciding on what metrics provide the best indicators of progress for English Language Learners and students with disabilities on school scorecards. For ELLs, these indicators may include performance aligned with AMAO targets, specifically proficiency and progress on the ACCESS and student performance in reading and math for the ELL subgroup. For students with disabilities, CPS is in the early stages of a process to identify appropriate

[41] Since the Council did not receive data on ELLs receiving instruction in their native language, staff took the total number of Hispanics (56,192) and total number of ELLs in a TBE programs (58, 0850), to estimate the percentage of Hispanic ELLs receiving instruction in Spanish (97%).

[42] In its ESEA Flexibility Waiver application that was approved by the U.S. Department of Education in April 2014, Illinois adopted Spanish language-arts standards to strengthen and support instruction in Spanish. These standards involved academic language acquisition linked to the state's ELA standards. In addition, ISBE was awarded an "enhanced assessment grant" in October 2010 to develop Spanish Language Development Standards (SLDS) for students in pre-K through grade 12, and to design a valid Spanish language proficiency assessment, called PODER—Prueba Optima del Desarrollo del Español Realizado. The waiver application indicated that the assessment was available for grades K through three in 2014, p.20.

assessments for measuring student growth for students for whom state and local assessments are not reliable measures."

At the time of school visits, it was evident to the team that this challenge was still not met despite movement forward with the district's implementation of the school rating system and teacher evaluation tools. During school visits, numerous staff expressed concern about this still-unresolved issue of measuring ELL academic progress. (See related finding and recommendations in Data and Assessments.)

Curriculum and Instruction

In the spring of 2014, the Council team visited an extensive number of schools and classrooms. The team's observations centered on classroom instruction for ELLs and Latinos, but they also included observations of the general school setting.

General Classroom Observations

In general, school visits revealed a considerable range in the quality of instruction. There was evidence of strong instructional practices at some schools and in some classrooms. In other schools and classrooms, instruction was extremely weak and of very low academic rigor. This observation was also noted in the BEWL commission report, which indicated that the quality of instruction in the district's bilingual education classes varied from school to school.[43] The team did see good practices in a number of classrooms, including--

- ✓ Evidence of work across schools to implement the Common Core State Standards in literacy. The work appeared to be the result of professional development provided by Doug Fisher.

- ✓ Very rigorous ELA lessons in one building using close-reading strategies, while another K-8 site had a teacher with an explicit focus on writing as a key to college and career readiness.

- ✓ Some schools were using learning targets (or objectives) to describe the What/Why/How of instruction, and other schools had embraced Universal by Design (UBD) for learning principles.

- ✓ Numerous instances of teachers purposefully using engagement strategies, such as number-talk, turn-and-talk, small group work, etc.

- ✓ In several elementary schools, solid implementation of a balanced literacy approach to instruction, using text-sets for guided-reading instead of basal texts. Many Spanish bilingual classrooms were well stocked with ample guided reading sets and classroom libraries.

[43] BEWL Report, p. 20

- ✓ Generally strong rigor in instruction of ELLs in Spanish

- ✓ Teachers with years of experience and a strong commitment to their students and communities. The team met some teachers who had attended the school they were teaching in and returned to give back to their school community.

- ✓ One principal could clearly articulate common practices and supports she provided to ensure teachers were focused on strong implementation of the standards.

- ✓ Another cluster was providing high levels of guidance, support, and development for teacher leaders.

Beyond these instances, the team saw lackluster rigor in many classrooms visited, low-level work, and limited engagement by students in ELL programs. Overall, the team did not see clear examples of student and teacher collaboration to assess progress toward specified learning outcomes. In addition, the team saw little academic conversation or peer-to-peer engagement using academically challenging content or frequent displays of common core aligned student work. For instance—

- The team saw many examples of students engaged in low-level work in many classrooms that had large numbers of ELLs at the lowest language-proficiency band. For example, at one high school, students were receiving direct instruction on isolated grammar drills during a class that the team was told was being conducted in lieu of an ELA class.

- In some classes with predominate numbers of ELLs, it was not clear that the teacher was using any instructional techniques to build English language skills. Other classrooms could be characterized as being of very low instructional quality.

- Classrooms had often not posted their instructional objectives and/or learning targets. In some instances the standards were written on the board, but they were not broken down into measurable units. Specific language objectives were consistently seen in only one of the 22 schools visited by the team.

- Many classrooms had posters on the wall about text features, author's purpose, textual evidence, and the like, but the team did not see many instances when the related instructional practices were actually taking place.

- The team saw virtually no instances where student behavior and engagement reflected common core literacy training.

- Many classrooms with ELLs had students sitting in traditional rows without much opportunity for them to engage with each other or help build each other's language skills.

- The team saw numerous instances of the linguistic isolation of ELLs, particularly in schools that grouped students by language proficiency levels for the entire day except for

lunch, recess, and PE periods. In addition, it appeared that gifted and talented programs in non-select schools were isolated from other classes, exacerbating the segregation of students. For example, in one school visited by the team, the gifted classroom consisted entirely of Asian American students, while an ELL and special education classroom enrolled mostly Latino students.

- It was not always clear what bilingual instructional model was being used by some teachers in classes with ELL students. In general, the bilingual education classrooms varied considerably in ways that had little to do with the instructional model.

- There was no evidence from classroom visits or in discussions with staff that the district intentionally or strategically moves ELLs from one end of the English language proficiency continuum to the other in any structured or sequential way.

- Kindergarten students in one bilingual class were singing the alphabet even though the visit occurred at the end of April; and in a fifth grade classroom of ELLs with beginning levels of English proficiency, students were engaged in a hands-on activity, but the team saw no evidence of a clear connection to a learning objective.

- In some secondary classrooms, there was even less evidence of high expectations, instructional rigor, or grade-level work. For example, in one secondary classroom, students were drawing pictures the entire time the team was in the room, without any evidence of a specific learning objective. In a high school math class, students were not focusing on the underlying principles of quadratic equations but rather on the operational steps of the formulas. Overall, student engagement was not high.

Even in selective-admission schools visited by the team instructional rigor was mediocre and uneven. Despite common core posters on the walls, the team did not see evidence that either the teachers or students were applying the standards. Much of the instruction seemed teacher-centered without students engaging in academic conversations or reasoning either with the teacher or among themselves. Many teachers did not seem well-versed in how to support academically rich student-to-student conversations and interactions. Examples of limited student engagement included—

- Prolonged use of simple engagement strategies such as “thumbs-up” to do quick check-ins and to push whole class participation

- Teaching practices that focused more on order (behavior) than on student engagement

- Students doing "rote" work and filling out worksheets, even in classes that were considered gifted

- Reading activities that mostly involved round-robin reading, recall questions, and a focus on grammar out of context

- Classes in one of the selective schools that primarily involved student-teacher discussion around procedures rather than reasoning

Moreover, the team saw an extensive focus on NWEA test data, including the posting of student names and test scores on hallway walls. In some schools, the team saw some students being told to define their learning goals in terms of an NWEA score rather than in terms of content and learning objectives for their grade level. Other than a focus on NWEA scores, the team did not see much focus on student goals defined around academic English-language development, content knowledge, or native language proficiency.

Curriculum and Instruction Policies and Resources

Aside from these widely varying instructional practices observed at the school level, many key district curriculum and instruction resources and policies were limited in their ability to advance quality instruction for students in general, and ELLs in particular. Moreover, there was often a notable lack of such resources or guidance. For example:

- ***There was little to no curriculum direction for classroom instruction.*** Several teachers indicated that the district had no clear and universally-used curriculum and no clear guidance for elevating the rigor of instruction or coordinating the numerous programs observed in schools. Instead, school staff indicated they had many initiatives under way but did not have a clear framework for how these initiatives fit together for improving instruction for specific groups of students.[44] In some schools, the team was told that they had no curricular initiatives for ELLs; and one principal said his school holds an "Ethnic Day" every year in response to the team's inquiry about the school's curriculum, programs, and initiatives for ELLs.

  Moreover, the school system has moved away from using basal readers (probably a good thing given the misalignment of most such texts), and instead is using leveled readers and teacher-developed units (not always a good thing). The team's spot checks of these teacher-developed units suggest that many were not adequately designed to meet the needs of ELLs. The team suspected that this situation was particularly true with teachers who were not well-versed in second language acquisition or effective practices with ELLs.

- ***Schools have wide discretion in acquiring instructional materials for use with ELLs, so it is not clear systemwide what is being used with this group of students.*** Schools exercise substantial discretion in purchasing materials, though the team was told that the procurement office was trying to standardize this process. The team also learned that the textbook adoption process for ELA materials that began in 2012-13 was halted, leaving teachers and principals to acquire materials on their own without much guidance. (See the following subsection on instructional materials.) The district itself did not appear to have an inventory of materials being used with ELLs at the school level.

[44] Staff mentioned Carnegie, Marquette Menu, Cornell note-taking, "Great Books", and SIOP as initiatives and/or programs underway.

- ***There was limited guidance to schools on how to teach or build language development in either English or Spanish.*** Staff did not show a strong understanding of language development either in English or other languages. Despite the fact that wall postings indicated staff received training on the complexities and nuances of how and why language is developed and used, there was little evidence that staff was familiar with how other domains (e.g., listening and speaking—academic discourse) develop in any language. For instance, during school visits, one administrator said "we teach ***in*** Spanish, we don't teach Spanish." This statement suggests an incomplete view of how Spanish or any language is learned, particularly in an academic setting. Teaching in Spanish or any language, especially when aligned to the common core, requires that students develop mastery of how language—written and spoken—works to build their sense of agency, skills, and knowledge, so they can extract meaning from complex and densely informative texts. In addition, common core requires a focus on literacy and language across the curriculum. Discussions with staff and school visits indicated a need for stronger district guidance on how Spanish or other native languages are to be used in service of rigorous instruction and/or development of bi-literacy skills.

- ***ELL grouping by English proficiency level may be hindering accelerated learning.*** In several schools, the team observed ELLs being grouped by English proficiency levels. In several instances, however, the practice was implemented in a way that was not conducive to accelerated academic language development because the practice often results in linguistic isolation. In one school, students with low English proficiency level were grouped in a self-contained class, while a higher level was in a separate class. Students of differing language proficiency levels would mingle only during recess and lunch, and would therefore not push each other's language levels in regular, ongoing discussions.

  Most concerning to the team was that this 'level' grouping could lead to differing expectations for each set of ELLs instead of leading to differentiated instructional strategies and scaffolding that each group needed. By way of illustration—

  - The low ELP-level class had no posters, visual aids, or resources related to the common core standards; the assigned teacher was new and inexperienced; and students were not engaged in academically challenging work.

  - A fifth grade class with high ELP-levels showed evidence that the teacher had received professional development in the common core, and students were engaged in stronger academic work.

  The isolation meant that ELLs with beginning levels of English proficiency had no peers throughout the day they could rely on to serve as more-fluent English-speaking role models. Students with limited English proficiency do not have limited cognitive abilities to engage in grade-level work, but the level-grouping suggests school staff sometimes had differing expectations of each group.

- ***The literacy department was reportedly developing 'look-fors' to monitor implementation of the common core, but the process does not sufficiently engage principals or teachers.*** The site visit team was concerned that the development of these tools did not involve instructional staff in a way that would build their buy-in.

- ***The initial work on the literacy content framework using model units has not been sustained.*** The team was told that the literacy content framework built model units based on PARCC release items and the CCSS, so teachers could use them as anchors in developing units and lessons. However, the team was told that most teachers have not used the framework to build units, and many teachers simply defaulted to using basal materials due to the lack of ongoing support. There also appeared to be little guidance apart from the PARCC release items on how to build the units or lessons for ELLs.

- ***First grade reading units posted on the districtwide Knowledge Center website failed to include any relevant resources for ELL programming.*** The Knowledge Center does not include units of instruction that address the needs of students in grade one who are participating in dual language programs or classrooms where Spanish is the language of instruction.

- ***The Principal's Guide Edition to the ELL Handbook is not user-friendly, it focuses mostly on compliance with state law, and it fails to portray any instructional strategies for ELLs.*** The Council's review of the Draft Principals' Guide Edition for SY13-14 affirmed the team's sense that the district needs to develop a program design for ELLs that is based on instructional principles with clear guidance on how to establish programs that will result in effective bilingual classroom practice—not just compliance with state law. The Council's review of the principals' guide revealed a number of specific shortcomings, including the following—

    - The first page of the guide makes no mention of an overarching district vision for ELL instruction, ELL program goals, or fundamental educational services guaranteed for ELLs. The guide describes the purpose of providing high-quality instruction for ELLs as *complying* with state and federal laws rather than ensuring ELLs have the competencies and skills to be successful.

    - While the introductory section following the Table of Contents contains important statements on research-based best practices regarding language learning, these statements are not tethered to any CPS office beyond OLCE and they include no explicit references to the responsibility of schools to provide quality instructional programming for ELLs.

    - The handbook states numerous times what the requirements of the law are regarding ELL programming rather than making a case for effective ELL instruction or research-based best practices. This repeated referencing of the law leaves school staff with the clear impression that the district's priorities are focused primarily around compliance.

- The various "notes" boxes in the guide include a wide range of items that are not consistent in importance or purpose. Some of the notes provide clarifications; others provide tips; and others reinforce compliance elements related to state or federal law.

- The design and layout of the 57-page document does not lend itself to easy navigation, nor does it help principals and school leadership make programmatic decisions on implementing high quality programs for ELLs. The document's organization is more a list of requirements than a more integrated description of what an effective program for ELLs would look like.

- There was no clear expectation expressed for how ELLs are supposed to advance through the district's ELL program of instruction nor a description of what the district expects by way of English language acquisition across grades. For example, on page 12, the handbook provides guidance regarding "program year" and "placement," but the narrative is a mix of coding requirements, district policies on exiting ELLs, and references to parent rights to refuse services. Moreover, the coding instructions are more relevant to staff members responsible for data entry, but not to school leaders who are making decisions about student placement and services.

- The handbook does not provide practical suggestions or models for implementing required activities or best practices. Instead, it limits itself to re-stating state and federal mandates. For example, the Parental Notification section on page 14 of the guide provides the required windows within which parents should be notified about various aspects of a child's participation in ELL programming. But other than a link to parent notification forms in other languages, the section does not elaborate on effective practices or provide other materials for parents. For example, there was no mention of podcasts, videos, or other media that might assist schools in providing information to ELL families.

- Pages 16-21 of the guide co-mingle information about coding, labeling, parents' rights to refuse services, students (T1 and T2) who are eligible for state supplemental funds, and ELLs with special needs. The NOTES boxes create further confusion by mixing simple tips with reminders of legal requirements.

- Page 22 provides information on Compliant Recordkeeping in a way that is neither streamlined nor organized to foster a clear understanding of quality programming for ELLs. The result is another compliance checklist.

- The handbook devotes 20 pages (pages 24-44) to describing various aspects of program design, but the section relies heavily on parameters in state law to define what quality instruction would look like. For example, the Language and Content Allocation in TBE provides extensive flexibility with little additional guidance on how language allocations are contingent on the English proficiency levels of students and why.

- Schools are expected to consider a range of factors when implementing their ELL programs (listed on page 36 of the handbook), but the guide provides no additional resources to schools leaders on sample programs or models for addressing these considerations.

- The section describing staffing and professional capacity lists state requirements, along with a hard-to-follow set of required teacher qualifications by grade level. Staffing recommendations are general without any description of supports or resources that might exist at either the network or central office level.

The team was told during initial interviews with the district's new Chief of EL Programs that the handbook was being revised to reflect a new programmatic focus. The Council can provide specific recommendations for revisions to the handbook.

- ***The team learned of several districtwide efforts supporting the implementation of the common core, but we did not hear about collaborative projects between OLCE and the literacy office in which both ELA and WIDA standards were being jointly used***—i.e., English language arts and English language acquisition standards—in the development of units of study. The 2013-14 Literacy Framework did not include any of this work.

Instructional Materials for ELLs

As is the case with many urban school districts across the nation, it is difficult to find quality grade-level materials for ELLs at all levels of English proficiency. In the case of CPS, this problem is even more challenging given state requirements to provide content instruction in the native language of ELLs. Staff members described a number of efforts underway to address the district's needs for ELL materials. For example, the team learned that the teaching and learning unit held quarterly meetings with major publishers to review materials that met the district's differing language needs, digital modalities, and Universal Design for Learning (UDL) principles. However, a number of concerns were raised—

- ***Quarterly discussions with major publishers were not guided by any specific criteria on the needs of ELLs.*** Without express guidance, publishers are likely to continue publishing overly simplified texts for English Learners, which is typical of current materials and not helpful in getting ELLs up to speed in meeting the rigor of the new common core standards.

- ***The district's highly decentralized process for acquiring instructional materials for ELLs creates a number of challenges at all levels of the system.*** The team heard several instances in which principals or teachers were left to their own devices in seeking out and acquiring instructional materials for ELLs. School staff clearly wanted more support from the central office in securing quality, common core-aligned materials for ELLs. Similarly, the team heard that networks often had their own independent processes for adopting ELL materials that they then required schools within their networks to use when making purchases. Key challenges that emerged from this acquisition process included—

- Vastly inconsistent acquisitions and irregular uses of ELL materials;
- Inconsistent instructional materials for ELLs who move within the city;
- Difficulty in finding materials that would provide coherent instruction in both Spanish and English, and the lack of guidance on what kinds of materials to seek and from where;
- Classroom-level libraries in Spanish that were often different from those in English; and
- Unsustainable monitoring and support to ensure quality and fidelity in the use of instructional materials given the vast array of commercial products.

- ***Program and textbook adoptions take place without the involvement of CPS staff with ELL expertise, resulting in materials that are not always best suited for ELLs.*** During school visits, the Council team learned of instances in which a network or a school adopted a program or textbooks for ELL instruction, but staff knowledgeable about ELL instructional needs—either from OLCE or school-based—were not involved in the process and did not think highly of the choices. The team did not hear of any specific ELL textbook and program adoption criteria that would help ensure these purchases were appropriate for ELLs. School staff described the process as lacking transparency and, given the lack of ELL-specific guidance, expressed concerns about the suitability of materials for ELLs. Two specific examples of how the strategic investment in materials for ELLs was compromised by the lack of clear criteria and expertise included—
  - *The selection of the Heggerty Phonics program.* Staff shared that one of the networks selected the Heggerty phonics program for use in schools throughout the network. The acquisition was meant to address the needs of ELLs, but the Council could not find strong evidence that this program was designed for ELLs. Instead, the program focuses on phonics without addressing the more common challenge ELLs face in reading—comprehension. In particular, given the language demands of the common core, the team was concerned that stressing phonics would be insufficient for ELLs by itself.
  - *The selection of* The Creative Curriculum® for Preschool. The selection of *The Creative Curriculum® for Preschool* does not appear to have been made through an in-depth review of how it meets the needs of ELLs or with the involvement of OLCE staff. Moreover, studies in the What Works Clearinghouse did not include any specific analysis of the effects of the program on English acquisition and, in fact, did not include ELLs as part of the analyses. In addition, the Clearinghouse of the Institute of Education Sciences found that this program (*Fourth Edition)*, had 'no discernible effects on oral language, print knowledge, phonological processing, or math for preschool children.'

- *The selected classroom observation tool does not include high-leverage strategies for ELLs.* Staff indicated that the Classroom Assessment Scoring System (CLASS) was being used to assess learning but this classroom-observation tool does not include look-fors that are particularly relevant to teaching ELLs effectively. The CLASS consists of four domains: emotional support, classroom organization, instructional support, and student engagement. Informal reviews and a more formal review conducted by the George Washington University Center for Equity and Excellence in Education indicate that CLASS does not include instructional practices that are considered high leverage and relevant for ELLs. Specifically, the CEEE found that although the CLASS has been validated as an assessment of the general quality of instruction for diverse populations of students, it is not an adequate measure of the extent to which ELLs are provided access to challenging academic content, or the extent to which ELLs are supported in developing the English they need to succeed in school and to perform well on tests of academic content in English.[45]

Select and Choice Programs

The Chicago Public Schools prides itself on the number options it provides parents for the education of their children. The complex system of choice is, in part, a result of the Unitary Status granted to the district in 2009, after which CPS instituted a new admissions policy for its select and magnet schools using test scores and socioeconomic factors since race could no longer be used as a criteria to promote desegregation. Using U.S. Census data, CPS officials grouped communities into four tiers based on median income, adult education, percentage of single-family homes and homeowners, and percent of children living in non-English-speaking households.

The proposal and eventual implementation of the new admissions policy were met with much criticism. The ACLU and others expressed doubts about whether the new policy would result in students of color having full access to select schools in CPS. In the 2010 BEWL Commission Report, similar concerns were voiced, which led to a recommendation to expand ELL access to magnet and selective enrollment schools as well as to gifted programs.[46]

There are also a number of choice programs resulting from the variety of schools to which parents can send their children.[47] Staff members interviewed for this project told the Council team that CPS had 13 elementary gifted schools and three for ELLs, as well as select programs at both the elementary and high school levels. However, the team's document review and staff discussions indicated that ELL families faced a number of special challenges in availing themselves of these choice opportunities, including—

- ***ELLs are not well represented in gifted programs or selective schools and programs.*** During school visits, the team heard staff members express concerns about the impact of the current

[45] GWU, CEEE Evaluation of ELL Services in Arlington Public Schools, VA. 2012, pp. E-3 and E-4.
[46] See BEWL Commission Report, Recommendation 4.2, p.27.
[47] Magnet schools, Magnet cluster schools (neighborhood), Regional Gifted Centers*, Regional Gifted Centers for English Language Leaners*, Classical Schools*, Academic Centers International Gifted Programs*, and Open Enrollment Schools (neighborhood).

enrollment process in selective schools and programs. There was a strong sense that ELLs were underrepresented in these schools and programs. The team's analysis of the data confirmed this concern. District-provided data were inadequate to determine how well ELLs were represented in gifted programs and schools, but what data the Council could find showed that ELLs accounted for only two percent of all students in gifted programs—a total of 364 ELL students.

In addition, the team was told that special instructional supports for ELLs in selective schools or gifted programs did not exist in any systemic way. In the case of dual language schools, six were considered magnet programs, and ELL families did not have easy access to other dual language schools—unless they lived in the appropriate attendance zone.

- ***The selection and enrollment process for choice schools is cumbersome for ELLs to navigate.*** Attending schools other than neighborhood schools is not always a straightforward process for ELL families. Much of this challenge starts with some newcomers' unfamiliarity with the American school system and the language barriers presented in attempting to learn more about it. Moreover, parents who do not speak English face the complicated process of navigating an ELL program system that lacks standardization from school to school, and a selection and eligibility process that is hard to understand and may be differentially applied at the school level. The school system acknowledges that its system is complicated, so it provides an extensive guide for parents, including Tips for Applying. These tips include *Helpful Hints for Families with Students with Disabilities,* but there are no such tips for English Learners, and the general questions fail to include those that might arise from ELL families.

- ***The variety of assessment instruments, cut-off scores, and other practices used to determine eligibility for choice and selective programs contribute to the lack of transparency for ELL families.*** Staff were unable to clearly explain these variables in interviews or during the team's school visits. If district staff were unable to consistently explain the selection process and criteria, it is unlikely that ELL families would find it clear.

- ***The lack of standardization in the application process requires substantial effort from ELL parents in applying to a choice school***. Some choice programs are centralized across the system, but other schools have differing testing and eligibility requirements that parents must learn on their own to make an informed selection. These include learning the multi-step process, visiting schools, scheduling their child for entrance examination, and understanding the results they get back.

- ***Information about access to school choice and gifted programs is not coordinated with the registration and enrollment process for ELL families***. During interviews, the team learned about central office outreach efforts to parents such as sending materials to various preschool providers in order to reach ELL families and partnering with Univision to disseminate information. But no other outreach or coordinating efforts appear to exist in relation to the school-based registration process for ELL families. Unless ELL parents learn about the choice

options during the regular registration process, they are not likely to avail themselves of the options.

- ***Entry points for gifted programs are limited.*** Staff members indicated in the interview process that there were two-entry points to choice programs—kindergarten and grade nine. Since mobility patterns are more pronounced for ELL and Latino families, it is likely that many families would be precluded from gifted and select-entry programs at these grades only. It might take some families years before they understand the choice programs well enough to apply, and this might occur after kindergarten and ninth grade windows close.

- ***Many principals and teachers were unaware of the screener given to rising kindergartners to determine eligibility for a gifted program, but most who did know about it understood that the assessment was given in English***. Assessing students only in English without the linguistic accommodations needed for them to understand what the assessments were asking would constitute a barrier to ELLs who might have demonstrated their program eligibility if the test were given in a language other than English. During interviews and school visits, the team heard the following—

    - Children are identified as 'gifted' based on scoring at the proscribed level on a district-determined assessment in kindergarten. During school visits, some staff defined this as being two grade levels ahead and others said it meant being one year ahead. The team was told that some testing was available in Spanish for kindergartners, but during school visits parents said their children were assessed in English despite being told that the assessment would be in Spanish. Access and Enrollment Office staff indicated that cut-off scores for ELLs were different at the elementary grade levels, but school staff did not always know this or know what the cut-off was.

    - For entrance to IB schools, student scores on NWEA MAP in reading and math are used. ELLs who are not tested on NWEA would be excluded. For ELLs who are tested on NWEA, eligibility for IB is adjusted according to the exhibit below. (See Exhibit 59.) However, the reader should note that the eligibility criteria do not give credit to ELLs who know another language, despite the fact that the IB program requires a foreign language.

Exhibit 59. IB Entrance Requirements in CPS

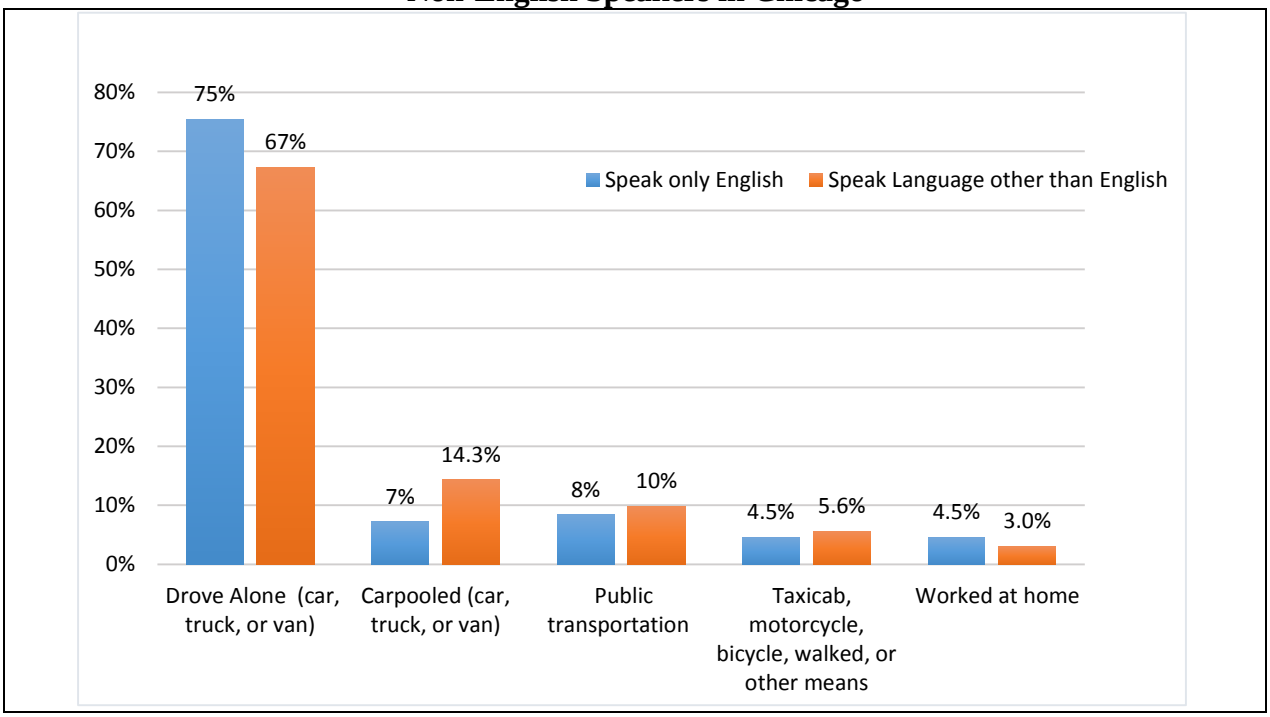
	General Education and 504 Students	ELLs and Students with an IEP
NWEA MAP reading and math	Reading—minimum percentile of 24 Math—minimum percentile of 24	NWEA reading and math combined percentile of 48 or more. For example— --20 in reading + 28 in math, or --10 in reading + 38 in math.
Grade 7 GPA in reading, math, science, and social studies	2.5 GPA	2.5 GPA

- W-APT and ACCESS assessment results are not taken into account for purposes of student identification for gifted programs. In response to the team's explicit question about how ELL-related assessments were used, the Office of Access and Enrollment staff responded that they didn't "work with that."

- No linguistic accommodations are made available for ELLs when taking eligibility assessments to apply for gifted programs at the high school level.

- ***Transportation services are only provided to some choice schools so families must consider this fact when selecting schools outside their neighborhoods***. Staff members from the Office of Access and Enrollment told the Council team that transportation was provided only when there is a mismatch between where Hispanic students live and where requested programs are located. The district's "school locator" (on the website) assists parents in determining the availability of transportation to one of 35 magnet programs. But transportation to these sites is available only if a child lives up to six miles away. For students living more than six miles away, families must rely on other means of transportation, a challenge that affects ELL families because of language and income barriers. Census data shows that 14.3 percent of non-English speakers in Chicago rely on carpooling as their main means of transportation, compared with seven percent of English speakers. Additionally, according to the 2010-2012 3-year ACS estimate by the U.S. Census 10 percent of non-English speakers rely on public transportation as their main means of transport, compared with eight percent of English speakers. (See Exhibit 60).

Exhibit 60. Means of Transportation to Work for English Speakers and Non-English Speakers in Chicago



Source: American Community Survey, 2010-2012 three-year estimate.

- ***Schools and programs serving ELLs are often overcrowded.*** The team saw a number of schools where large numbers of ELLs and Latinos were enrolled that were seriously overcrowded. For instance, the Dual Immersion program at Volta had limited capacity, but was the only such offering in a predominantly Hispanic neighborhood. Similar crowding was seen at Orozco, Pilsen Little Village, and Whittier. Apparently, overcrowding in schools with large numbers of these students worsens in the second half of the year when additional students arrive. The team understood that CPS currently has no system in place to project or accommodate these enrollment increases mid-year.

- ***Overcrowding has limited district efforts to establish new magnet schools.*** Staff indicated that due to overcrowding in many schools that Hispanic students attend, proposals to establish magnet schools in these neighborhoods have met resistance. The Council's team visited several schools with high numbers of ELL and Latino enrollments that were, indeed, overcrowded. The team did not hear of any district plans to expand the number of magnet schools in areas with high Hispanic and ELL enrollments, but later learned of a high school on the southwest side of the city that will be converted to a select high school.[48] Given barriers to ELLs in entering select schools and the lack of a strategic effort to improve ELL access to such programs, it is unclear how a single new select school will solve the broader systemic need for greater access to such programs or reduce overcrowding in schools ELL currently attend.

- ***No analysis has been conducted by the district on the methodology it uses to ensure all students have equitable access to selective schools.*** While the team learned of an elaborate process the district has to ensure equitable access to choice schools, staff members were unable to describe for the team any ongoing efforts to analyze the impact and effectiveness of the access model, particularly for ELLs and Latino students.

  The current process for ensuring enrollment equity in choice schools includes a complex algorithm that uses six demographic factors for determining student eligibility. The system uses four tiers based on census data, with 30 percent of students being placed based on test scores and 70 percent equally divided across the tiers. Despite the fact that placements are centrally managed by the Access and Enrollment Office for the College and Career Academies, IB High Schools, Magnet High Schools and Programs, Military Academies, and the Selective Enrollment High Schools, there appears to be minimal effort devoted to monitoring the impact of the algorithm. When asked by the Council team how the district tracks the effectiveness of this system, staff members indicated they had not done an analysis of the system's effectiveness.

[48] Chicago Public Schools Press Release, Oct. 1, 2014
http://www.cps.edu/News/Press_releases/Pages/PR1_10_01_2014.aspx

ELL Program Design and Delivery

The Illinois State Law governing implementation of bilingual education programs in public schools contains considerable specificity in its required program elements, such as teacher qualifications, student identification, instructional components, and time-in-program.

- ***State law specifies that districts have two different bilingual education programs depending on the numbers of ELLs in each school.*** (See Appendix C).

    - The Transitional Bilingual Education (TBE) program is required by the state when schools have 20 or more ELLs of the same home language background. According to the CPS ELL draft handbook, the goal of the TBE program is to facilitate a student's learning of content through instruction in his or her home language, while simultaneously developing their English language proficiency through intentional instruction in English language development. Subtitle A of the 23 Illinois Administrative Code requires the following components for a full-time TBE program[49]—

        - Instruction in subjects that are either required by state law or by the student's school district to be given in the student's home language and in English; core subjects such as math and social studies must be offered in the student's home language.
        - Instruction in the language arts of the student's home language
        - Instruction in English as a second language aligned with WIDA standards, and
        - Instruction in history and culture of the country, territory, or geographic area that is the native land of the students or of their parents, and instruction in the history and culture of the United States.

    - The Transitional Program of Instruction (TPI) is required by the state when there are 19 or fewer ELLs from the same native language background in a school. The handbook states that the purpose of the program is to provide English as a second language instruction to ELLs and additional resources and supports to help ELLs gain content knowledge as they acquire English proficiency. Subtitle A of the 23 Illinois Administrative Code states that TPI *must* include instruction in the student's home language to the extent necessary as determined by the district based on the screening instruments so that the student is able to keep pace with his or her grade peers in the core academic areas. TPI *may* include instruction in ESL aligned to WIDA standards; language arts in the student's home language; instruction in the history and culture of the student's or parent's native land; and history and culture of the United States.

Close adherence to state law and regulations is necessary and understandable, but it is insufficient to define a sophisticated and rigorous instructional program that will meet the diverse needs of the large numbers of ELLs enrolled in CPS.

[49] These same state-required components of TBE are reiterated in the CPS ELL handbook.

In fact, there is limited district guidance on what a robust instructional program is and what equal access to high quality instruction actually looks like for these students. This finding was particularly evident to the team in the observations below.

- ***There is no common, shared understanding of what constitutes ELL instructional programming in the district.*** This point was underscored by the following observations—

    - During the team's discussions with CPS staff members, many acknowledged and were concerned about the lack of a coherent programming for ELLs districtwide, but none could articulate the district's program design independent of state law. Board members interviewed by the team also confounded program design with state compliance, suggesting that the perception has been largely imbedded in district governance and practice. Although OLCE had a firm understanding of state requirements related to ELL instruction, the team saw little evidence that OLCE had a clear vision of program strategy for ELLs within the context of districtwide instructional priorities and recent reform initiatives.

    - Over half of the school administrators with whom the team met during its school visits were unable to describe what the ELL program in their building was or even what the required services for ELLs were. Staff made comments like—

        - "ELLs who qualify for a gifted school are high performing and do not need additional supports other than what is provided in the regular classroom"

        - "If a school has fewer than 15 ELLs, the school does not need to provide services." and

        - "The bilingual coordinator only needs to be half time since our ELL numbers went down and the students don't need as much support."

      In fact, the statement that 'not all ELLs require support' was heard numerous times, leaving the team worried that many ELLs might, in fact, not be receiving the supports they need. Despite the frequent referencing of data for monitoring student needs and progress, none of the school administrators who indicated that 'not all ELLs need support' appeared to be using data to make such determination for ELLs. It seems that ELLs who may be fluent in conversational English might be mistakenly perceived as also being proficient in reading and writing and the use of academic English.

- ***Year-to-year demographic changes in enrollment and changes in district leadership affect the programmatic design of ELL instructional services, creating unstable and disjointed programming within and across schools.*** Frequent turnover in leadership coupled with district- and school-level discretion over ELL services have contributed to weak program articulation and incoherent services for ELLs. Planning for ELL services was described by OLCE as a process of determining whether the program would be a TBE or a TPI effort based on the number of ELLs in a school who spoke a common language and whether there had been

year-to-year demographic changes at particular schools. The team understood from staff interviews that schools defined program design based mostly on the following key factors:

- The total number of ELLs in a school who speak the same language (the 20 ELL threshold for TBE), and
- The availability of bilingual teachers to meet the school's needs by grade.

There are other critical factors that better determine the effectiveness of ELL programming: school leadership; staff understanding of second language acquisition; and staff's ability to make strategic ELL placements (grouping strategies) by proficiency level, grade, and content areas to maximize staffing assignments and service quality—but few of these characteristics seem to be considered.

- ***The district lacks uniform models for providing instructional services to ELLs at varying levels of English proficiency.*** This was evident to the team when it visited schools and during interviews when staff members were unable to clearly articulate what the district's ELL instructional program entailed for students with different levels of language proficiency. For example, one experienced teacher commented that at the high school level, ELLs with very different proficiency levels might be in a single class receiving ESL rather than in an ELA class. At the elementary level, the amount of instruction in an ELL's home language may not be different in a bilingual education class than that of an ELL in a Sheltered English Instruction classroom. The team's school visits confirmed this impression. It was difficult for the team to distinguish between types of programs or to see any differences in ELL instruction at varying levels of proficiency.

- ***The absence of clearly defined bilingual education models leaves principals without guidance on an effective instructional design for their ELL programs.*** Principals indicated that they had substantial latitude in designing programs for ELLs since most guidance from the central office focused on compliance with state laws rather than on instruction. Principals acknowledged, however, that designing an effective instructional program for ELLs was difficult unless he or she already had a background in bilingual education. The absence of instructionally-defined models from central office and principals' spotty knowledge about second-language acquisition was evident in the following:

    - Some schools were developing their own rubrics for quality ELL programming rather than referring to any guide produced by OLCE.
    - Principals had difficulty articulating for the team what drove or informed their programmatic decisions with ELLs. Instead, they mostly mentioned 'classroom observations' or consultations with lead teachers.
    - Principals were not clear about the criteria for exiting ELLs, suggesting differing interpretations of exiting criteria. Several principals indicated that ELLs transitioned to all-English classes with little to no support by third grade; others stated that ELLs

transitioned out by fourth grade regardless of ACCESS scores, and by fifth grade were almost exclusively in English-only settings.

- There was also a lack of consistency in instructional approaches for the youngest ELLs, particularly those in grades pre-k through two. For example, one principal indicated that parents complained about a first-grade bilingual teacher because of what appeared to be stark differences between the bilingual environment experienced by their children in the kindergarten classes and what they experienced in first grade.

- Instruction at the high schools lacked clear alignment to grade level standards or English language standards. ESL classes observed by the team devoted inordinate amounts of time on decontextualized grammar constructs; lacked explicit instruction in reading, writing, listening, and speaking; and did not demonstrate any differentiation for students at varying levels of language acquisition.

- ***Time allocations for teaching in English are not uniformly applied across schools.*** Staff members indicated that the district handbook on time allocations for English instruction had not been updated lately; was not uniformly applied; was overly focused on state regulations; and was not widely used. During school visits, the team confirmed this situation, as no school staff referred to the handbook when discussing time-allocations. In addition, the Council's review of the handbook found that the guide provided no practical guidance on how to use English language proficiency levels, student groupings, or staffing capacity to determine language allocations using a school's particular program model.

- ***The district has no mechanism for capturing best practices with ELLs.*** The team saw evidence of promising practices, and staff members shared practices that could prove useful to the system as a whole. In a number of schools visited by the team, for example, school leadership articulated a clear description of their ELL programs and their goals, and they marshaled staffing and professional development opportunities in direct support of their programs. Instances of these practices included—

  - Dual Language programs where school leadership clearly outlined the program and its bi-literacy goals by grade three. The ELL program was staffed in a way that it was clear school leadership placed a high value on the program. These schools had, at a minimum, a full-time bilingual program coordinator and direct involvement of an assistant principal and the principal.

  - Some schools carried out strategic hiring practices that included having at least one member on each grade-level team endorsed in ESL or bilingual education; and hiring staff to provide ELL support in both bilingual education classes and in mainstream classes.

  - School leadership supported systemic, ongoing professional development (externally obtained, if necessary) on the instructional needs of ELLs and shared information

schoolwide (e.g., Google docs/drive and including bilingual teachers in grade-level meetings.)

However, the team saw no mechanisms to document, evaluate, or scale these practices. Some teachers expressed interest in learning from each other and principals indicated that they would like ways to regularly tap into the knowledge of others who were showing success with ELLs. In addition, it was clear that when best practices were evident, there was no process by which any recognition of these successes was given or disseminated to other schools. For instance, the team saw interesting examples of professional learning communities (PLCs) among some ELL teachers, but the practice did not seem widespread or well known in other schools.

- ***Dual language models were limited, too varied, and not well supported by the district.*** The team learned during interviews and school visits that the district has several schools with dual language programs but, like most other ELL programs, there was no consistency in how these programs were implemented. Some schools have a dual language strand; others offer dual language programs only in certain grades; and the subjects and minutes taught in partner languages (i.e., languages other than English) vary from school to school. Schools are largely left to implement these programs on their own with very little coordination and/or support from the central office or the networks. For example—

    - The central office and the networks do not assist with researching or selecting instructional materials for these programs;

    - Dual language programs do not seem to be supported by the district's accountability system, common core implementation, or MTSS initiatives;

    - Benchmark assessments and metrics used for principal and teacher evaluations as well as for School Quality Ratings do not include ways to measure growth in the partner language, despite the fact that dual language programs have as a goal the development of bi-literacy;

    - There is no formal articulation between dual language programs and IB or foreign language credits at the secondary level;

    - There is no articulation of programming across schools and grades in a way that would accommodate students who move from one school to another;

    - The location of dual language schools and programs is not strategic in a way that would maximize ELL access to these programs, and transportation is not necessarily provided to them; and

    - No evaluations have been conducted to gauge the effectiveness of dual language programs in raising the achievement of ELLs or non-ELLs.

Efforts to expand the dual language initiative thus seem premature, given that little effort has been devoted to securing appropriate systemwide supports or integrating the effort into the

overall design of ELL programming. During interviews, no staff mentioned the dual language initiative. Only in subsequent phone interviews was there any indication that CPS aspires to expand the initiative. The Council applauds the district's desire to expand the availability of these programs, but worries that without a more focused and consistent instructional program and necessary supports from the central office or its networks such an expansion is premature. OLCE created a planning and support framework for dual language programming that is based on research-based practices to help guide the design and implementation of this kind of instructional model, but the resulting Dual Language Toolkit leaves substantial discretion to schools on how the programs will be carried out. Nonetheless, the toolkit could be helpful in starting to define a broader architecture of ELL programming.

- ***CPS does not have newcomer centers despite the district's history of year-round arrivals of students.*** As is the case in most other urban school districts, meeting the needs of newly arriving ELLs is a challenge, particularly when students arrive well beyond the start of the school year and with varying levels of school experience. CPS educators expressed these same concerns and difficulties in meeting the needs of ELL, who were new to the country. CPS is one of the few major city school districts in the nation without a newcomer center.

Early Childhood Programs

According to 2012-13 data provide by the Office of Early Childhood, there were a total of 24,507 students enrolled in pre-k programs in CPS (ages 0 to four), with the majority enrolled in Age Cycle 4 programs. ELLs comprised 32 percent of the age 0 to four pre-k enrollment. Data provided during interviews indicated that in 2013-14 there were 21,811 students enrolled in pre-k (0-four) of which 83.4 percent were either Hispanic or African American—but no ELL data were provided.[50] The district website, however, indicated that there were 23,671 students enrolled in pre-k in 2013-14 of whom 37 percent were ELLs.[51]

Research shows the importance of high quality instruction in the early years of a child's learning. For students who are acquiring English as a new language and who are also developing their home language, it is critically important that instructional programs with young children address both of these developmental progressions.[52] This is important for a large segment of Chicago's preschool children because, according to a 2012 report by the New America Foundation, 34.2 percent of Preschool for All (state-funded preschool) graduates in Chicago receive bilingual services when they move from early childhood programs to kindergarten.

The state of Illinois recognized the importance of ELL services in these early years and, in 2008, passed a state law extending its ELL programming into state-funded pre-K programs. State regulations called for full implementation in 2014 that would focus on—

1) Developing the pre-K workforce so teachers are equipped to teach ELLs;

[50] During interviews, administrators provided the Council team with documents on pre-k enrollment by network.
[51] CPS school data, CPS Website. Accessed 1 May 2015..
[52] Maggie Severns *Starting Early with English Language Learners*, New America Foundation 2012, p. 1

2) Building an accurate diagnostic process to identify young children with limited English proficiency; and

3) Providing programs and schools with curricula for ELLs and research-based models for instruction and progress monitoring of ELLs.

However, at the time of the site visit, the team had a number of concerns specifically related to the district's early childhood programming for English learners—

- ***CPS does not have a strategic plan for implementing new state regulations on bilingual education in pre-K.*** The team was told that the district did not have a strategic plan to implement state law or regulations governing bilingual education in pre-K, despite the fact that its implementation was required in 2014. The new state requirement to hire pre-K teachers who are certified both to teach pre-K and to teach ELLs complicates the district's existing challenge to find qualified teachers for ELLs in grades K-12. To be sure, for a system as large as CPS, the new pre-K standards require a strategic plan and close monitoring of implementation. For example, educators involved in the development of the new state regulations expressed concerns that pre-K providers will not be able to meet the bilingual fluency standards required of teachers.[53]

- ***There was no clear articulation of programming for ELLs at the pre-K level or early grades in CPS.*** During staff interviews, the team was told that pre-K classrooms in CPS often use an English-immersion approach, but in kindergarten classrooms a bilingual education approach was most prevalent in the district. Without a deliberate pedagogical design for language development among ELLs that connects the learning environment and goals in pre-K to those in kindergarten through grade two, ELLs are likely to experience inconsistent instructional approaches in developing their language skills.

  Staff members interviewed by the Council team indicated that CPS had recently begun to develop some program continuity from pre-K through grade two for ELLs, but staff could not provide specifics. In addition, none seemed familiar with the new state law requiring bilingual education in pre-K.

- ***Knowledge of ELLs in early childhood programs and all instructional-related matters on ELLs are delegated to OLCE.*** During interviews, staff from the Office of Early Childhood was largely unfamiliar with data on ELLs enrolled in the district's pre-school programs. Staff could not indicate the overall number of pre-school age children in the city, and could not state with accuracy the number of ELLs participating in early childhood programs operated by CPS. The nature of services around language acquisition was described by early childhood staff as 'certain regulations that must be followed,' and it was left wholly up to OLCE to communicate with early childhood program staff and teachers in early childhood programs about the nature

[53] Barbara Bowman, former chief early childhood education officer for CPS, current professor at The Erickson Institute. Ibid, p. 15.

of these services, including native language instruction, and to assist efforts to increase the number of teachers who could meet the required teacher certification requirements specified in state law for working with ELLs in pre-K.

ELLs in Special Education

During central office interviews, OLCE staff indicated that one quarter of students who were eligible to receive special education services are also identified as ELLs. The data provided to the Council for the 2012-13 school year showed that the actual percentage was closer to 20 percent. The relatively new leadership of the Office of Diverse Learners (Special Education) indicated that one of the office's priorities involved bilingual special education, i.e., looking at the data to determine and address disproportionality and improve achievement among students who were identified as both ELL and disabled. The most pressing challenges regarding ELLs with special needs appeared to involve—

- ***Difficulty in hiring bilingual staff who were certified in and knowledgeable about special education.*** The Office of Diverse Learners has hired a manager who is bilingual, but there is need for a more targeted recruitment strategy led by the Talent Office and supported by the Office of Diverse Learners.

- ***A shortage of teachers who are dually certified in special education and bilingual education to serve ELLs with disabilities.*** The understanding of CPS staff is that the state (ISBE) imposes limitations on whether dually-certified teachers serving as both special education and bilingual education teachers count towards the bilingual education teacher requirements for reimbursement. The Council's own research and discussion with ISBE officials clarified that in order for the dually-endorsed teacher to count towards meeting the bilingual education teacher requirements for reimbursement of bilingual education services, the special education class must also be coded as a bilingual education class since ELLs are being served in the class by a qualified teacher.[54]

- ***Language-acquisition expertise is confounded with bilingual skills.*** Though recent school-level hiring efforts have focused on increasing the numbers of related service providers[55] who are bilingual (i.e., who speak a language other than English), there appears to be no coordinated effort around developing protocols or screening procedures that ensure staff are able to distinguish between natural stages in English language acquisition and potential language development issues. The hiring of bilingual staff is a step in the right direction, but the team was concerned that the focus on being bilingual does not necessarily mean the district will hire individuals trained in second language acquisition.

- ***Scheduling is difficult because of the limited number of qualified staff, the need for services, and the perceived ISBE-limitation on using dually-certified teachers to serve ELLs with special needs.*** However, the Teaching and Learning Office has recently hired someone to

[54] Phone conversation--David Gonzalez Nieto, Division Administrator, English Language Learning, ISBE 6/1/15
[55] Psychologists, social workers, therapists, etc.

spearhead master scheduling, and the Office of Special Education put together guidelines for designing appropriate scheduling. Moreover, the Office of Special Education has also begun discussions with OLCE to assist with master planning.

- ***The district indicated that it is using a co-teaching model to serve students with disabilities in inclusionary settings, but it is struggling to ensure this is done with fidelity***. The team learned from the Chief of Diverse Learners that the office supports and advocates the co-teaching model and that some principals are beginning to understand the benefits of this delivery model, but the approach appears to be in its infancy in CPS.

- ***The district is struggling to ensure that ELL families fully understand the screening process and the implications of having their child eligible for special education services.*** This challenge is consistent across most urban school districts, even when districts provide interpreters and translators and when all relevant documentation is available in different languages—as is the case in CPS.

  Informed, in part, by a series of family forums held from November 2014 to February 2015, the Office of Diverse learners indicated it is working to—

  - Strengthen the training of school staff to support families; and

  - Improve communications to inform Spanish-speaking parents of available services. (Spanish speaking parents showed a high level of interest and attendance at the family forums.)

Data, Assessments, and Research

CPS is taking a number of steps to improve its data on ELLs. One such step is the appointment of a Chief of ELL Programs, who expressed a strong need for better collection and monitoring of data and ongoing evaluations of ELL programs to better understand the progression of ELLs in acquiring English and succeeding with common core standards—something that has not been done up to this point. This section describes the team's findings in three main areas: data collection and management, assessments, and research and evaluation.

Data Collection and Management

During focus group discussions, several staff members described plans to improve the district's data system. Yet by the latest team visit to CPS, six months after the initial visit, the Council group heard that few of the planned efforts were actually underway, and that data on ELLs remains fractured and hard to use. It also became increasingly clear to the team that CPS does not have an integrated data system or set of protocols that would define, quantify, or track the status of ELLs.

The Council team also had difficulty in obtaining the data it needed to conduct this project, a situation that created delays and required staff time to figure out how ELLs and Latino students

were actually doing in the school system. The team made a number of observations along the way that suggest how the collection and management of data is hindering access and reducing the district's ability to answer key questions about ELLs. Some of these observations included the following—

- ***ELL data are found in multiple data systems, making retrieval of comprehensive and historical data difficult.*** The Council's team had considerable difficulty obtaining a clear picture of the data system in CPS on ELLs. This was partly due to the historic turnover of staff who managed the data and partly due to the ongoing development of the district's integrated data system—IMPACT. At this point, the Council team understands the data system to be composed of the following components—

    - **IMPACT SIM** is the official 'system of record' for the district. It is used for student registration and enrollment, the management of student demographics, elementary class scheduling, student health, program placement (TBE/TPI), and program tracking. Schools can access student information ranging from registration to ELL status using SIM's Report Portal

    - **IMPACT Gradebook** with Parent Portal maintains daily attendance and grade information at the central office and school level. The Gradebook user base includes 22,000 teachers and 1000+ school and area administrators.

    - **IMPACT SSM** tracks special education services, holding approximately 55,000 Individualized Education Plans (IEPs). This system also tracks health services data for Medicaid reimbursement and clinician-credentials tracking.

    - **IMPACT CIM** contains assessment and achievement data. Teachers and administrators use this to access/organize assessment and achievement data to support differentiated classroom instruction. The system allows for collaborative lesson plans and digital curriculum content. Data include ISAT, PSAE, DIBELS, ISEL, EXPLORE, PLAN, PSAT, and ACCESS for ELLs.

    - **IMPACT Verify** serves as the district's system for the entry and tracking of student behavior: student code of conduct violations and site incidents, expulsion management, truancy monitoring, ELL status, and safety and security planning.

  Current State Cross System Linkage: CPS has built a central Data Warehouse that holds the transactional information from the IMPACT systems. The Data Warehouse is a centrally managed hub that powers an analytics dashboard. The dashboard is accessible to all principals, network officers, and central office administrators charged with implementing the district's educational strategies and analysis/performance measurements. The dashboard includes metrics defined by educational leaders as measures of continuous school improvement. The dashboard allows for district, network, and school-level metric reviews and allows one to drill down to individual student profiles in some detail. This student-level detail is the current

'learner profile' standard in the district.

Within this broad data system, there is no ELL functionality that contains all information on ELLs. The EL Extract is a report that allows the district to submit data to the state for required reporting purposes. And OLCE also maintains and tracks data on ELLs arriving in the district, the languages spoken, and several other ELL-data elements.

In addition, the Department of Assessment and Accountability manages a separate database with assessment data. The various data management systems are connected through the Data Warehouse, but departments and programs have selected access to data sets and must request reports from IT.

- ***ELL data collection occurs at many sites and key data are not collected***. Each school enters intake information since enrollment takes place at the school level. The practice means that there is significant ongoing training and quality-control needs, and results in uneven data quality on—
    - Immigrant-related data—Staff indicated that until 2013-14 no concerted effort was made to ensure that this information was collected and accurately housed in the student information system.
    - English proficiency screener scores by domain
    - Types of services ELLs are receiving, i.e., program placement
    - Home languages spoken by ELLs

- ***Support for quality ELL data seems inadequate***. Most of the data quality functions, including those related to budgetary reporting, are assigned to OLCE. Staff from the Title I Office and the Office of Grant Funded Programs walked the team through a flow chart that tracks the steps that need to be taken in order to capture funding and ensure data quality. The team was told that once IT provides a data run, OLCE does the leg work with schools and networks to 'get them to correct the data.'

- ***Enrollment data and year-round patterns of enrollment of ELLs were not accounted for in establishing the capacity of schools and making mid-year adjustments.*** In several schools the Council team visited, class sizes were well beyond the 28:1 teacher ratio stipulated in the negotiated contract agreement with the teachers union. In several schools, staff noted that they received ELLs throughout the year but did not adjust staff accordingly.

- ***Data entry on parent refusals of ELL program services is centrally done by OLCE.*** The team learned that OLCE manages ELL data entered at the school level and makes necessary changes in program participation. Parent requests to opt out of services for their children are processed manually and centrally by staff in OLCE.

- ***The data management is not set up to retrieve and process historical data on ELLs and other students.*** Staff from multiple offices indicated that they can more easily access real-time data, but found it harder to access historical and trend data. Accessing historical data requires a staff

member or department to submit a data request to ITS, which may take several weeks to process—depending on who is requesting the data. Even the Office of Research has to submit requests for historical data to ITS since the research unit does not have direct access to it.

- ***Given the lack of access to historical data, staff resort to creating their own historical databases by saving several years' worth of snapshot data***. Historical data on ELLs would be valuable to schools in making instructional decisions, but the dashboard that schools have access to does not contain such data. It only contains data on the active year. Past ACCESS scores, for instance, disaggregated by domain, are not available at the school level to inform principals and teachers about priority instructional areas or important performance trends. This lack of access to historical data affects school access to not only ELL-specific information, but also immunization data that must be requested on an annual basis.

- ***The district does not appear to track the performance of former ELLs.*** While national data indicate that former ELLs tend to close the achievement gaps with their English speaking peers at a fairly rapid rate, it appears that CPS does not track the performance of these students to assess how well they do once they have acquired proficiency in English and left a bilingual program. During the course of the Council's review, none of the staff had any information on former ELLs despite the fact that ISBE—as part of its ESEA flexibility waiver application—included this new subgroup in its new accountability system.

- ***Little is known about ELLs who opt out of CPS bilingual education.*** The district provided the Council team with a "parent refusal" variable with which the team estimated that there are about 5,000 students who opt out of bilingual services each year. The team could not do much more with the data because it could not reconcile exit dates for the data set. A similar problem was encountered by CPS Strategy, Research and Analytics when it estimated that 13,560 students refused to participate in a district bilingual program and only 3,746 had exit dates.[56] A 2011-12 analysis included reasons for refusing services, but the district does not routinely track the performance of these students against students who have participated in services.

- ***The district does not collect other important data on ELLs that would help improve outcomes***. In addition to not collecting data on former ELLs and ELLs who may out of services, the district could not tell the team which networks or schools performed the best academically with ELLs—or why. In addition, the district appears not to collect data on the language services each student receives, entry and exit dates, or how long students spend in a bilingual program. The district has data that would tell when students hit a three-year program participation mark, but it cannot tell how long it takes for its students to become English language proficient.

[56] District Overview English Language Learners Report, April 26, 2012. Chicago Public Schools Strategy, Research and Analytics.

- ***ELL data codes and entry procedures produce data sets that are not reliable for analysis without a significant amount of staff time devoted to data clean-up***. ELL-related data codes are numerous and not necessarily straightforward. For example—

    - ELL codes regarding entry (initial identification) and exit were not clear and seemed to have many errors—e.g., date of exit was earlier than the date of entry.

    - CPS coding for exiting students appears to differ from that used by ISBE, generating confusion for those who must enter the dashboards and read the data.

    - Staff from OLCE must derive the entry and exit date of ELLs from the data found in IMPACT by identifying the date of entry in a program and then identifying the date at which an ELL's status changes from active to inactive or when they opt out services.

    - Codes do not clearly distinguish between fields related to English proficiency criteria and those related to ELL program participation or ELL services provided.

    - Data entry practices are not consistent across the schools, require significant, ongoing training, and data quality checks by OLCE.

  In addition, data entry errors are not uncommon. The result is a data set that is too unreliable for the district to conduct extensive and important analysis of ELL trends and progress. For example, inaccurate dates for entry and exit from ELL programs or LEP status preclude CPS from knowing how long ELLs stay in EL programs, what kind of programs, and how long it takes for ELLs to meet the English proficiency criteria for exiting LEP status. It also makes it hard to evaluate the effects of the programs. Moreover, incorrect data entry can result in a student's incorrect placement in an ELL program or in the loss of bilingual education state funds.

- ***Although accurate coding and quality depends on staff in IT, school offices, and OLCE, it is evident that the responsibility for training, support, and ELL data quality reside mainly with OLCE.*** Despite the involvement of the IT department, research and evaluation, budget, human resources, and school staff, few staff in these units expressed any sense of joint responsibility for ensuring that ELL data were collected and reported accurately. Moreover, there was a general sense of exasperation with OLCE's data quality activities.

- ***Training for data management and use is not systemwide***. The team did not hear of any specific strategy related to data management training in order to build capacity of various users and consumers of data. For example, the research office indicated that it brings together data strategists in the networks for training, but the team was told that there was no formal data-related training provided to ISL's, LSC members, or other network staff members.

- ***The district lacks a systematic and streamlined process for requesting data***. With multiple offices handling ELL data—all of which have varying degrees of access to and responsibility for the data—the process for requesting data is overly cumbersome and lengthy. In many cases,

offices must request data from IT, who then retrieves it from the centralized data system. In other instances, data are requested from the Talent Office (when related to teachers). If the data request comes to the research office and it is related to ELLs, the research office communicates with OLCE to determine what is important to include or understand about the data fields. In other instances, OLCE handles the ELL-data requests by making the request to IT because OLCE cannot directly access the IT data. Staff indicated that some data requests can take a very long time to fill because they involve an outside vendor to make all the system changes, pilots, and trials to work out kinks.

The team learned that there is currently no system to manage ELL data requests, so staff rely on *ad hoc* communications. The team was also told that the district has named a Data Governance Committee, on which the newly appointed Chief for ELLs will serve, but staff could not yet describe how the committee might improve access to key ELL data.

- ***Data are not strategically used to inform instructional decisions for ELLs.*** Numerous department staff members reported that they do not routinely request data on ELLs or use it to inform policy or practice. The team learned that CPS had recently made staffing assignments to increase the capability at both the central office and networks levels to use data strategically to inform instruction, but at the time of the team's visit we learned that the work was still in the early stages of development. Part of the delay was attributed to the fact that considerable data on special populations (e.g., ELLs) resided in individual department data banks rather than in a central, systemwide office. The district is also working on aligning its Student Information System.

  This situation could explain, in part, why the academic program staff could not cite examples of how data were being used to inform ELL instructional strategy. The inability to use data to inform ELL instructional practices is probably also related to the inability of the data dashboard to provide historical data. Staff indicated that all 13 networks have access to their data and each network has been staffed with a data analyst who are responsible for examining ELL statistics, but the district does not appear to have a systemwide protocol, process, or schedule for looking at ELL data or a process for determining what to do with the results.

Assessments

The team had the following observations about the district's assessments on ELLs and their uses with this group of students:

- ***The instruments selected by the district for interim assessments are not adequately aligned to the common core, but are widely used for many decisions throughout the school system.*** Despite its uncertain alignment with the common core, CPS has chosen to use the NWEA as its interim assessments. During school visits, the team saw data from the assessments widely posted in hallways and principals' offices. In general, the assessment results are used for a variety of purposes, including—

- Teacher evaluations
- Principal evaluations
- School quality rating
- Moving students in and out of gifted programs
- Student groupings and class assignments

Formative assessments developed by PARCC and aligned to the common core have been made available to schools by the central office, but schools are not required to use them. During the team's school visits, no one mentioned using the PARCC formative assessments or getting ready for them. To the contrary, several staff mentioned that teachers continue to develop their own assessments, including assessments for ELLs.

- ***The district lacks Spanish-language assessments that could be used to effectively monitor ELL performance in content areas as well as Spanish language development.*** As discussed earlier, even though 90 percent of ELLs are in TBE programs in which they are learning in their native language, CPS does not have native language assessments that would allow the district to capture and monitor ELL academic growth.

  The state has made investments in developing Spanish language arts standards and assessments, but apparently the district does not use them. This situation applies not only to ELLs but to other students who are developing Spanish language competencies or learning content in a language other than English. For example, the team heard that there was an interest in moving forward with a dual language initiative, but there is no valid indicator in place that could track the academic or language acquisition progress of students in dual language schools. Still, the team heard about a number of promising possibilities related to assessments in Spanish. For instance, there was a district-developed quarterly benchmark tests aligned with common core that could be administered in English and Spanish, but school-by-school use is not consistent because they are not required to use it.

- ***The district's assessment policies regarding ELL participation in NWEA excludes large numbers of students from the testing and accountability system.*** The district uses NWEA with students beginning in grade three to measure academic growth in English. As was described in some detail in the previous chapter, only ELLs who have scored at least 3.5 on the ACCESS assessment of English proficiency participate in the NWEA testing and accountability system. The Council's analysis indicates that this policy results in the district's inability to growth data on about 40 percent of ELLs in the school system. It also means that about 54 percent of ELLs are left out of the accountability system for determining school ratings, teacher evaluations, and principal evaluations. In some schools, however, the percentage of ELLs not included in the achievement metrics is substantially higher.

- ***CPS has no system to capture ELL progress in English language acquisition other than the annual summative ACCESS assessment.*** The team did not hear of any assessments or protocols to measure the progress of ELLs in acquiring English other than ACCESS. OLCE staff described their work to unpack the WIDA standards and their language development

progressions (which ACCESS is based on) to monitor language acquisition over the course of the school year, but no staff—including school staff—mentioned these district efforts.

- ***Assessments used for determining eligibility for gifted programs and select schools may pose a barrier for ELLs***. The lack of appropriate assessments for identifying ELLs for gifted programs may be hampering student participation in these offerings because of the language load of the assessments. The district does not have special accommodations for ELLs that would spur their entry into gifted programs, particularly at the high school level.

Research and Evaluation

The Council's team learned that the primary functions of the research office were to conduct applied research, support external research, and evaluate strategic initiatives (e.g., implementation of the common core). The research office does not regularly conduct comprehensive assessments, analyze ELL achievement[57] or evaluate programs and services aimed at improving outcomes for ELLs. In fact, the research office rarely looks at any individual program level data in order to evaluate a program's effectiveness.

In the absence of a central office department charged with across-the-board program evaluation, a comprehensive picture of students and student groups and the programs dedicated to them is missing districtwide. Individual offices and programs have siloed responsibilities for evaluating or assessing their own program areas. There are no accompanying efforts to provide ongoing systemwide evaluations that are comprehensive or focused on students across various programs. For example, the team was told that—

- The district has not conducted adequate analysis of ACCESS data to determine growth targets beyond what WIDA has set.
- The district has not evaluated its ELL program models to determine which ones are most effective.
- Department staff do not proactively analyze ELL data in such areas as AP participation, college and career readiness, suspensions, course completions, four-year vs. five-year graduation rates in a way that would inform policy or practice.

At the outset of the project in January 2014, the Research Department had recently reorganized staff assignments to provide special assistance to specific offices or areas, and it was anticipated that one staff person would be assigned to work with OLCE. The team was told later, however, that the research department had not yet determined what ELL data existed and where they resided in the overall data system. When the Council worked with the research office on

[57] The Research Department does annually review test scores, sometimes by subgroup, but ELL data are not routinely reported to senior policy makers. For example, during the last visit, the team heard that ratings of dual language schools improved due to better than average growth among ELLs, but neither OLCE nor the Office of Research were able to determine why this may have been the case.

obtaining ELL data, several months later, it was clear that research staff still had a limited understanding of ELL data and needed to have OLCE's data analyst answer the Council's queries, including questions about definitions of basic code.

In addition to the slow pace of change in focusing the research department on ELL issues, the team observed the following data-related issues involving ELLs—

- ***Some data sets are particularly difficult to manage and utilize.*** For example, staff indicated that the Human Resource data set containing teacher qualification information was particularly difficult to work with, and consequently it has yet to be used to make strategic assignments of qualified teachers for bilingual and other programs. The situation is exacerbated by the many offices and staff members who are involved in the HR data set.

- ***There is weak coordination between OLCE and the Office of Research.*** In addition to the complexity of the data, the team saw weak connections between the research office and OLCE's data analyst. For instance, the Council's ELL data requests were channeled through the Office of Research, but the queries were complicated by the lack of clear collaboration between OLCE and research. Instead, questions had to be relayed back and forth between each office rather than having people work jointly on the requests.

Human Capital and Professional Development

High quality and well-trained human capital is key to serving ELLs in major urban school systems such as CPS. In the case of the Chicago Public Schools, however, the strategic investment in highly qualified staff members has direct implications for state funding. The state of Illinois has one of the most generous state-funding formulas for supporting ELL programming. The more CPS succeeds in placing bilingual certificated teachers in front of ELLs, the more state funding is provided to the district. Throughout the team's work, there was overwhelming consensus among central office and school-level staff that the district needs more teachers who have the necessary bilingual credentials and qualifications to teach ELLs.

Similarly, there was a clear consensus around the need for more training for all teachers serving ELLs, not just ESL teachers. This section will address issues of staff deployment, professional development, and recruitment.

Staff Deployment

The district's bilingual teaching force generally shows strong commitment to ELLs despite the lack of systemic supports. The team met many ELL teachers during the school visits who had years of experience and were dedicated to their students and communities.

At the same time, the team was concerned when many ELL teachers said openly that the achievement of ELLs was not a priority throughout the school system, and that general education teachers did not share in the responsibility for ELLs. Consequently, ELL teachers voiced a general

lack of enthusiasm for carrying out their roles in an environment where their expertise was perceived to be undervalued.

This lack of prioritization around the needs of ELLs can be seen in the way ELL staff are utilized at both the school and network levels—

- ***Despite OLCE guidance provided to principals on the responsibilities and duties of bilingual lead teachers, the team saw and heard great variability in their roles at the building level.*** The team learned that in 2013-14 every school was asked to assign an individual to the role of ELL liaison or lead teacher, who would be responsible for all administrative tasks related to programs and services for ELLs, including assessments and program placements. These individuals were tasked to work directly with OLCE's compliance facilitators on all matters related to ELLs: screening, program placement, parent refusals, changes to ELL profiles, ACCESS testing, parent supports, program models and instruction. During school visits, the team observed that staff who carried out this function varied from school to school in terms of what they did and who was assigned to the role. In some schools, an Assistant Principal functioned as the bilingual education lead or liaison, in other cases a teacher was freed up part time to carry out the related duties. Yet in others, liaison duties fell to a bilingual classroom teacher who already had a full teaching load. One teacher described to the team a set of duties that included—

    - Screening new students to determine proficiency levels in English and work with counselors to schedule appropriate classes;
    - Assisting ELLs when there was a scheduling problem since changes with bilingual-education implications require the signature of the bilingual lead teacher;
    - Assisting other teachers, despite not having any authority vis-à-vis peers;
    - Helping with language development in content classes despite not knowing the content area;
    - Attending quarterly OLCE meetings with other bilingual lead teachers and bringing back information to school building staff;
    - Working with the assistant principal and programmers (i.e., schedulers);
    - Administer the annual ACCESS assessment for English proficiency; and
    - Ensure accommodations for ELLs are provided on state assessments.

- ***The duties that are assigned to bilingual lead teachers are too numerous and too compartmentalized to be effective, and are typically done without any differential compensation.*** In every school the team visited, it was clear that the bilingual lead teacher was the most knowledgeable person and in some cases the only person in the building who could

concretely and confidently answer questions about ELLs. The practice of assigning all ELL-related duties to bilingual lead teachers seemed to be widespread. The benefit of having the position was that it provided ongoing ELL expertise at the building level; the down side was that this person was often seen as the one to whom all ELL issues were delegated. Finally, no stipend or differential pay is provided for individuals who take on these administrative, compliance, assessment, and instructional duties related to ELLs. Consequently, there is little incentive to take the positions.

- ***ELL teachers were not strategically assigned or supported to maximize services.*** The team frequently heard frustrations from ELL teachers about the lack of support they received. Among concerns the team heard were—

    - Inadequate professional development to support ELL teachers carrying out their assignments or working with other teachers and the principal;

    - The lack of differentiation in supports for ELL teachers; poor integration with the broader instructional teams; and assignments that failed to maximize services for ELLs;

    - The lack of co-teaching with general education teachers. As stated by one teacher, "the lack of shared responsibility for the achievement of ELLs manifests itself in a lack of teacher collaboration with ESL classes or simply being sidelined;" and

    - The sentiment among ESL teachers that language-development responsibilities falls primarily on ELL teachers, while in the content areas there is little focus on teaching academic language to ELLs even if the teacher has an ESL certification.

- ***Schools also varied in how they staffed their ELL instructional teams.*** In some schools, there was a team that included a bilingual coach or lead teacher, a literacy coach and an assistant principal, in others a single classroom teacher functioned as the bilingual education liaison and school lead on ELL issues.

- ***At the network level, there is no strategic approach to focusing the role of ISLs.*** The team was told that each network has an Instructional Support Liaison (ISL) who serves as a link to OLCE. The Council team met with several of these ISLs and was favorably impressed with their understanding of the varied and complex challenges to serving ELLs in the district. This capacity bodes well for building further capacity in the networks to guide quality programming at the school level, especially if a concerted effort is made across all networks to boost their capacity.

  However, the team noted that there was no strategic plan for enhancing the capacity of staff at the network level, and no network staffing guidelines even for networks with schools with disproportionately large numbers of ELLs. This lack of guidance was seen in the varying description of duties and assignments of network ISLs. Examples of ISL duties included--

- Being responsible for all ELL issues, plus serving a portfolio of assigned schools and providing guidance on ELL issues to other ISLs in the network

- Alternating between a focus on coaching teachers and supporting principals on programmatic decisions and understanding data, and fielding questions from school bilingual liaisons who needed assistance with content instruction.

- Explaining what bilingual education looks like under various models, what SIOP should look like, and visiting schools to determine needs.

Professional Development

The team was told about positive developments involving professional learning opportunities for teachers across the system when the group visited the district to update new ELL staff about this project. At that point, the team heard of several new efforts—

- Technical assistance was being provided by the Illinois Resource Center on how to work with the WIDA standards and the common core standards. Some 78 people received this training across multiple networks, although Network 5 did not participate. Teachers participating in the training were paid for the all-week, offsite session. Reviews of the session were very strong and participants included some ISLs. The district plans to conduct additional sessions four times a year to develop instructional units and other tools. Funding was provided by the state and some local funds came out of Title III federal dollars

- A summer institute on ELLs and common core was offered, in part, in response to staff criticism that professional development on common core was not adequate for bilingual teachers.

In addition, OLCE is offering training to allow teachers to become certified to administer English language proficiency screeners and annual ELL assessments (ACCESS), and is hosting quarterly forums for bilingual lead teachers (BLTs). On-site training is also provided as part of the forums.

More recently, OLCE has begun partnering with the Department of Literacy to ensure that professional development on the implementation of the common core incorporates principles of instruction tailored for the linguistic diversity and needs of ELLs. And in the fall of 2014, OLCE enhanced the district's common core presentations on literacy and math to include instructional issues involving ELLs. The Chief of EL Programs co-presented with literacy and math staff to 900 teachers who attended the Saturday session.

Other departments within the district central's office also provide professional development to networks and schools. For example, the Office of Professional Learning provides professional development modules aligned to such major district priorities as the following that could have ELL components—

- Common Core State Standards and REACH
- The CPS framework for teaching

At the state level, as outlined in the Illinois ESEA Flexibility Waiver application, a number of ELL-focused professional development efforts were also being undertaken, including a five-year contract with the Illinois Resource Center (IRC) to provide technical assistance and professional development to LEAs working with ELLs. In 2012, when the initial contract began, four full-day Regional Institutes were offered by the IRC in collaboration with the WIDA Consortium on the common core, English language development (ELD), and Spanish Language Arts Standards. Additional regional institutes, workshops, and webinars were offered in 2013 and 2014.

Still, a number of concerns surfaced during staff interviews that were later confirmed by the team's visits to schools:

- ***ELL and content teachers alike do not receive the professional development they need to ensure that ELLs have access to content across the curriculum.*** Concerns voiced by bilingual teachers included the following—
  - ELL teachers, some with content and bilingual certification, at the high school level are expected to provide language support across all content areas, but receive little professional development to support academic language development for ELLs.
  - General education content-area teachers in both elementary and secondary schools receive little to no professional development on meeting the needs of ELLs, especially around language development.
- ***ELL-specific professional development is limited and not well-coordinated with other training efforts***. The team heard numerous references to the professional learning opportunities provided by CPS (e.g., sessions by Aida Walqui and Doug Fisher), but there was little indication of how the sessions translated into broader, specific action steps across the district to improve the academic attainment of ELLs. One consultant was brought to the district to work with senior staff on foundational understanding of ELL issues and to develop a common language around ELLs, but the impact of such professional development was likely limited without a clear district vision or strategy for ELLs. Moreover, the impact was hampered by the slow roll-out of session contents to other educators across the district. Network bilingual liaisons, principals, and teachers have not participated yet. The consultant worked directly with Network Chiefs and they plan to 'take it to the next level,' but at this rate, it may be some time before teachers receive the training on ELLs they need.

  During school visits, the team confirmed that valuable professional development on ELLs was not reaching schools in a way that would directly support teachers and instructional leaders who serve ELLs.

- ***The district's professional development appears to be vendor driven***. Professional development is provided in the district in what was described as "partnerships" with vendors. Staff members indicated that vendors are part of the strategy and are required to align to district initiatives. There was no mention of jointly-developed or more district-tailored professional development to ensure alignment with district priorities or that the needs of specific student populations were met through these partnerships. During school visits, building leaders and bilingual lead teachers indicated that they had little say in what professional development was provided, and felt that offerings were limited.

- ***ELL considerations have not been incorporated into professional development standards, and the nature of professional development does not appear to be informed by ELL performance data.*** Staff indicated that ELL considerations had not yet been incorporated into the district's systemic professional development standards. And it was clear that the content and placement of professional development on ELLs was not differentiated or informed by ELL assessment data.

- ***Professional development on common core content for ELLs is pending.*** The team heard of no concerted effort to provide professional development to support teachers in the implementation of common core with ELLs or improving capacity to scaffold instruction with ELLs. Staff members indicated that training on scaffolding would be determined by the literacy and math departments, but no further details were provided.

- ***The district's improvement plan describes an approach to professional development that appears fragmented and not strategic or systemic.*** The plan states that "While professional development is planned at the discretion of the school to meet its own needs, network and central offices provide professional development resources and offerings aligned with district priorities." (Comprehensive District Improvement Plan, page 65).

- ***Recent efforts by OLCE to provide ELL-relevant professional development to CPS staff have not resulted in a broader strategy to sustain and grow this effort.*** The 2014 conference mentioned previously did not result in a systemwide effort or structure to scale, support, and sustain development opportunities.

- ***There was no comprehensive professional development for general education teachers or principals on strategies to meet the instructional needs of ELLs.*** Principals indicated that additional professional development was needed for general education teachers on working with ELLs. This sentiment was echoed by bilingual teachers and school-based staff during the team's school visits, and the need was further confirmed by classroom observations made by the team. It was evident that general classroom teachers had not received adequate support or professional development to serve ELLs.

- ***There did not appear to be any systemic tracking of teacher participation in professional development or evaluation of professional development on ELL outcomes.*** Staff members indicated that the Professional Development Office does not know how schools select teachers

to attend professional development sessions. Apparently, the office also does not know how much time teachers have to share best practices with other teachers in the building, despite the district's reliance on a 'trainer of trainers' model and an expectation that teacher leaders are charged with supporting other teachers. The district currently lacks a process or protocol to assess the effect of any professional development offered to improve instructional practices, including professional development to improve ELL and Latino student outcomes.

- ***A strategy to develop more certified bilingual staff is in its early stages.*** Staff interviewed by the team indicated that the district is starting to design a strategy to increase the number of certified bilingual staff, but no details were provided. During interviews with Network Chiefs and visits to schools, the team heard of network-specific partnerships with local universities that would offer certification courses for interested teachers. However, it was evident that not all the schools who could benefit from such efforts would have access to these kinds of initiatives when their networks did not participate. School staff indicated that the central office provided little support in this regard.

  Nonetheless, the team did learn of network-specific efforts to increase the number of ESL/bilingual endorsed teachers—

  - One network was working with Loyola University to credential ELL teachers and to guide principals on ELL expectations. Another network was working with UIC (University of Illinois, Urbana-Champaign).

  - Staff indicated that OLCE had started three cohorts of teachers (200) on the certification process, working with local universities that provide ESL/bilingual endorsements.

- ***There was no centrally-supported or coordinated collaboration with local universities on behalf of ELLs.*** The district has a number of efforts on behalf of ELLs supported either at the network or school level, but it does not have any centrally-coordinated efforts—or any mechanism to disseminate or evaluate the efforts at the network or school levels.

- ***Teachers indicate having very limited access to timely and quality professional development.*** According to many teachers interviewed by the team, professional development was not coordinated or supported to strategically build the capacity of teachers based on data-driven identification of ELL needs. Some teachers reported that despite the state requirement for a minimum number of ELL-related professional development hours each year, teachers were told to take 'whatever.' Some professional development coordinators posted available opportunities, but these were sometimes out-of-state. Teachers indicated that the trickle down method of "train the trainer" did not reach them because of the limited number of staff who attended the training and the lack of professional development days to relay the information.

- ***External consultants hired by schools and networks to provide professional development were not always vetted by the district***. Staff indicated that several schools and some networks

have entered into external partnerships or contracts with an array of external consultants because the system lacks quality professional development or instructional supports to meet ELL needs. District staff, however, could not describe a protocol or criteria utilized to solicit and evaluate evidence that the consultants hired had relevant expertise with ELLs.

Professional Development for *principals* is also a critical element in building a school-level environment conducive to supporting ELL students and their teachers. But while the central office described its work as supporting principals as instructional leaders and cited significant amounts of professional development made available for principals, participation was often low because they question its relevance. For example, the team heard that principals were expected to attend the Superintendent's Academy (SUPES) training, but that several principals found it to be disconnected from their work, not terribly helpful, and consequently did not attend.

Supporting Common Core Implementation

In general, the district provides professional development to staff on the implementation of common core standards in ELA and math. Specifically--

- Literacy training was developed jointly with a consultant, who was later brought in to provide the professional development more broadly. Two OLCE staff were called upon to incorporate ELL issues into the training.

- Training begins with network chiefs and central office staff—eight individuals per network, including staff who support specific grade levels, content areas, ELLs, and diverse learners.

- After the network receives training, an OLCE facilitator helps network personnel contextualize the professional development for each network, based on its population.

- Network staff members are asked to identify five teacher leaders to extend the work of the networks and provide content training through the Teacher Leader Institutes (at every school). Other than requiring that each training team have at least one bilingual teacher, the Council team did not hear of other criteria in selecting teacher leaders.

- Once teacher leaders receive network training, they pilot the work in their schools, and deliver content training *via* the school-based monthly meetings.

In general, the Council team considered this professional development delivery system in CPS to be inadequate to ensure a consistent and coherent implementation of the common core with ELLs. During school visits, team members heard repeated comments that confirmed this concern. Staff indicated that training was offered to some staff but that it was not universal.

In addition, the team's review of Peer Panel Notes from the state's ESEA Flexibility Application submitted to the U.S. Department of Education did not indicate any evidence that the needs of ELLs were integrated into the state's overall common core implementation efforts. Specifically, peer reviewers suggested that—

- With regard to the instruction of ELLs and students with disabilities, ISBE should develop a process through which LEAs are expected to plan for and implement changes to their curricula, instructional materials, and instruction and assessments.

- ISBE should develop a process to strengthen instruction on common core for ELLs and students with disabilities to ensure equitable access and achievement of those standards in general education settings.

Recruitment and Hiring

The district has no systemic effort underway to recruit or hire bilingual education teachers and principals. Instead, most hiring is done at the school level, with the Talent Office capturing and screening information on teacher credentials. In fact, in addition to high staff turnover and changing student demographics, the central office is sometimes an obstacle for principals in maintaining adequate staffing to serve ELLs. Principals interviewed by the Council team indicated that one of the factors affecting their ability to hire bilingual teachers was the budget process, which created delays in personnel hiring. In addition, weak coordination between the talent office and OLCE apparently hampers the expeditious hiring of qualified staff and teachers.

This lack of district support in recruitment and hiring ELL staff has resulted in the following challenges—

- ***Principals have a difficult time keeping up with the growing need for qualified bilingual teachers***. The enrollment of ELLs has increased significantly at some schools, but existing staff often lack the required ELL endorsements. Principals indicated that the district lacked incentives to encourage existing teachers to attain the endorsements they need to teach ELLs.

- ***There is little guidance or criteria at the network level for hiring staff to meet the needs of ELLs.*** There were no clear requirements that bilingual liaisons (ISL) hired at the network level have ELL expertise.

- ***The stability and capacity of staff with ELL expertise in the central office has been hampered by the turnover of district leadership over the years.*** District personnel view school-based jobs as more secure than central-office ones, and are less likely to take a position in the central office. This dynamic is exacerbated by the low regard that many at the school level hold of central office work.

In its 2012 report, the New America Foundation indicated that only one-third of approved four-year teacher preparation programs in Illinois offered bilingual/ESL credentialing, and that many programs were not specifically designed for pre-K teachers. The typical program that requires 18 semester hours of credit and 100 hours/three months of teaching in a bilingual program along with a non-English proficiency assessment does not yield a large enough number of teachers for CPS. As noted earlier, a similar lack of state-led support for ELLs was seen by peer reviewers

of Illinois' ESEA Flexibility Waiver application to the U.S. Department of Education. Specifically, observations by the peer panel indicated the following:

- ISBE's effort to transition to common core does not appear to include high schools, students with disabilities, or English Learners in its steps to align teacher prep curricula, and does not provide a plan or timeline to monitor the changes.

- ISBE's flexibility request doesn't indicate that support or specific professional development will be provided for teachers of ELLs and students with disabilities in general education settings.

- There was insufficient specificity with regard to aligning the teaching of ELLs and students with disabilities with core content instruction based on the common core standards.

- The application does not explain how ISBE is leveraging the creation of new standards for ELLs and students with disabilities and their use of Project CHOICES to assist teachers of student with disabilities and ELLs to master the common core.

- The plan does not discuss how teachers' instructional approach on students with disabilities and English Learners will be evaluated.[58]

Moreover, state requirements regarding "Preschool for ALL" services for ELLs aggravate the need for teachers with bilingual or ESL certifications. The New America Foundation noted that training and hiring enough teachers with bilingual or ESL credentials was the biggest challenge facing Illinois, but it noted that this challenge was even greater with new pre-K regulations (2014) and many times greater in CPS given the number of ELLs and the continuing budget tightness in the district. Currently, pre-K lead teachers working in state-funded "Preschool for ALL" programs must have a bachelor's degree and early childhood teaching certification.[59] The additional requirements for ELL teachers in "Preschool for ALL" programs included the following:

- Teachers who instruct pre-K children in their native languages (i.e., in a TBE program) must now have bilingual credentials and pass a language proficiency test in the non-English language they are to teach, and

- Teachers who provide instruction in an English as a Second Language classroom (i.e., TPI programs) must have an ESL credential (but no language proficiency in a second language).

[58] IL ESEA Flexibility – Peer Panel Notes. U.S. Department of Education ESEA Flexibility webpage. Accessed 22 December 2014.

[59] The Illinois Preschool for ALL Manual (September 2011) describes a successful program as being half-day with a minimum of 2.5 hours a day for 5 days per week. http://www.isbe.state.il.us/earlychi/pdf/ec_implementation.pdf Accessed 29 December 2014

The new state bilingual regulations apply specifically to the state-funded portion of pre-k programs when state law requires that ELLs be enrolled in either a TPI or TBE program. The "Preschool for All" program is a two-and-a half hour program five days per week funded through the Illinois' Early Childhood Block Grant (ECBC), so ELLs would need to be in either a TPI or TBE program for at least two and a half hours a day with the required qualified ESL or bilingual teacher.

These challenges underscore the need for CPS to develop an overall strategy for hiring pre-K teachers with language endorsements. Yet during the year the Council conducted its review, none of the staff from the Office of Early Childhood, the Talent Office, or OLCE could provide the team with a general plan to accomplish this.

Community and Parent Engagement

The City of Chicago and the Chicago Public Schools boasts an active stakeholder community and cites as evidence such structures as its Local School Councils, the Chicago Multilingual Parent Council (CMPC), and the newly created Latino Advisory Board. The team did not have the opportunity to meet with as many members of the community as it wanted to, but it was clear from the research the team did that there are an abundance of community groups and partner organizations, including organizations serving ELL families and Latino community. During the team's interviews, school visits, and review of documents, it was evident that community and family engagement are very important to many in the district. The team learned of several noteworthy efforts, including the following—

- The Office of Diverse Learners conducted family forums to hear concerns regarding special education services and identify needs in the community. The office collected important information from such forums, namely that special needs families want and need more information about available services and procedures used by the district. The team did not hear of any similar outreach efforts specifically to ELL or Latino families.

- The Office of Diverse Learners also contracted with a third party to translate special education-related documents.

- In the district's improvement plant, CPS states that it "will continue to find a means to improve the process through which parents of ELLs communicate and interact with OLCE and collaborate formally with the Office of Family and Community Engagement to ensure that the perspective of the multicultural family are considered."

- The district's plan also indicates that the Chicago Multilingual Parent Council (CMPC) as well as the Bilingual Advisory Committee (BAC) will meet regularly to discuss topics related to bilingual education and parents' concerns and recommendations about bilingual program implementation.[60]

[60] 23 Il. Adm. Code 228.30 (c)(5) The Chicago Multilingual Parent Council.

- A highly successful outreach program focusing on supporting special populations who were going to college received national recognition.

- OLCE has a robust, extensive, and effective community engagement infrastructure staffed with community representatives who attend bilingual council meetings and who can attract upward of 300 ELL parents per meeting.

The level of community engagement and various CPS efforts appear to create numerous opportunities for the ELL and Latino community to engage in school affairs, a clear priority voiced to the team by the CEO. Still, there were a number of ways in which community engagement and communications efforts fell short of expectations, including the following—

- ***Translation and interpretation services for parents and the community were not centrally supported or coordinated.*** Despite the district's having over 37 percent of its students coming from homes in which a language other than English is spoken, the district does not ensure that departments and schools have the necessary tools and resources to assist with translations of important documents and information. Much of this work is done in schools, networks, or community councils, but the fractured nature of the efforts risks inconsistency in messaging. The district's efforts also fail to take advantage of economies of scale across the system.

- ***Most of the ELL community engagement efforts by the district appear to be relegated to OLCE and are not always visible systemwide.*** The team did not see how CPS outreach efforts on such important initiatives as school closings and the presentation of the Five-Pillar Strategic Plan used targeted communications strategies aimed specifically at the ELL and Latino communities. It appears that all ELL and Latino community engagement efforts fall to OLCE, with limited coordination of others. For instance, improvements in communicating with the ELL community in the district's plan are mostly limited to OLCE and contain little mention of connecting with either the Family and Community Engagement Office or other offices.

- ***ELL parents were not provided with a robust understanding of ELL programs, leaving them sometimes resistant to the instructional services in language development.*** Several principals reported that parents were resistant to bilingual classrooms, but the team did not hear of any aggressive systemwide efforts to help parents fully understand the goals and the methods of the ELL programs. Staff members indicated that parents will often say, "You teach English. I teach Spanish," which staff interprets as indifference to dual language. However, the statement is probably conveying parents' lack of understanding of how language figures into building student assets and accelerating learning, as well as parents' concerns that bilingual programs do not ensure access to rigorous, grade-level learning.

- ***There was no regular or strategically-designed outreach efforts specifically for ELL families that would inform them about gifted programs or select schools, or that would explain the complex process of applying to such schools and programs.*** (See related findings under ELLs and Choice Programs.)

- ***CPS does not have a centrally-coordinated or supported parent university or a systemwide mechanism to support school-level efforts to increase parent engagement.*** At the school level, the team witnessed a range of efforts to involve ELL families. In some schools, leadership welcomed and encouraged ELL family involvement, offering parent universities or academies; in other schools, parents were present on a daily basis but were involved in more menial activities such as helping teachers cut and paste materials. In other schools, leaders did not exhibit any concrete efforts to engage ELL families.

School Governance and Local School Councils

The Local School Councils (LSC) are a formal part of the school governance structure in CPS and make important decisions about the hiring and evaluation of principals, the school budget, and supports for ELLs and other students. Some 521 LSCs exist at the elementary and high school levels, and each are composed of six parent representatives, two community representatives, two teachers, one non-teacher staff member, and the principal. LSC members receive formal training in order to sit on the Council.[61]

Yet despite the great potential of these councils for advancing both community engagement and quality instruction for ELLs, the LSC's face a number of limitations—

- ***There is little expectation that LSC members be knowledgeable about ELL needs, programming, or the school's legal obligations under Lau or state law.*** During the team's interviews with several LSC representatives and related staff from the central office, members indicated that the main responsibilities of the LSCs was to hire the school principal, evaluate and renew contracts, review the school improvement plan, and approve the school budget. Regarding ELL-related issues, LSC members indicated they mostly relied on what the principal says or what is reported by the local bilingual advisory council.

- ***There was little evidence that LSC members receive any training on ELL issues.*** During the interview with LSC representatives, members expressed common misunderstandings about language development and second language acquisition (or their implications for instructional materials and instruction), as well as minimal understanding of the achievement levels of ELLs in the district or civil rights laws pertaining to the education of students with limited English proficiency.[62] They also indicated that they did not receive any training on these or related issues.

Funding

CPS counts on a variety of funding streams to support instructional programs for ELLs. But while the state of Illinois has a long history of acknowledging and supporting bilingual

[61] 18 hour training with lessons 1-6 being mandatory and other lessons as elected depending on the school environment.

[62] A description of how newcomers would be served included practices that would likely generate concern from the Officer for Civil Rights due to the suggested isolation of such students and their exclusion from assessments for several years.

education and providing funds to local school districts to hire staff, CPS faces the following challenges—

- ***Funding for ELL programs is not clearly understood throughout the school system and is not clearly accounted for in budget documents.*** Getting a clear picture of total funding for ELLs was difficult for the Council team because the state's funding formula includes several variables—hours of service, type of instructional program, and number of ELLs—along with a number of CPS policies and practices which only OLCE could describe to the Council team. Other staff in CPS were also unable to clearly describe to the team how state and local funding for ELLs is calculated, and the documents provided to the team appeared to be in flux.

- ***The 2014-15 approved budget by CPS does not include details of state funds for bilingual education***—these are listed under *Other State Revenues* along with other categorical state grants. Moreover, the overview of federal funding omits mention of Title III funds generated by ELLs. Since ELL-related funds are not described in much detail in the budget, it was not hard to understand why some principals interviewed by the team thought that services for ELLs were supposed to come mostly from categorical sources rather than general state and local funding.

- ***Fluctuations in ELL-related funding do not comport to steady increase of ELLs.*** Budget details from the Office of Language and Culture include federal NCLB funds, presumably Title III, and show dramatic funding fluctuations despite the fact that ELL enrollment has continued to grow consistently.
    - The federal NCLB line item showed significant fluctuations from $7.3 million in the 2014 approved budget to $6.4 million in the 2014 ending budget, of which only $3.6 million had been expended by May 2014. The 2015 proposed budget was $5.6 million.

    - The school-generated funds budget line fluctuated from $109,000 in actual expenses in 2013 to $877,000 in the ending budget for 2014, of which only $94,000 had been expended by May 2014. The school-generated line item for 2015 was proposed at $4,400.

- ***OLCE staff understood the implications of ELLs who are not receiving services because of funding shortfalls, but the team saw no evidence of an overall compliance plan.*** During interviews, the team did not hear of any districtwide strategy to bring schools into compliance with state law by providing services to ELLs and triggering additional state funding. In fact, the Council's review of ISBE findings revealed that a strategy was badly needed. Nonetheless, it was the team's belief that the only way for a systemwide strategy to work involved having responsibility for compliance vested not only in OLCE but in the networks since OCLE has no line authority over the schools, which in turn have the discretion and responsibility for hiring and assigning teachers.

- ***It was not clear that expenditures of bilingual education funds—state and federal—are adequately tracked.*** During the team's visit in January 2014, staff indicated that they

unexpectedly identified $3 million in unspent ELL funds. None of the interviewed staff could identify any particular priority or plan for the newly available funding. Nor did the team hear an adequate explanation for why such a sum suddenly came available.

- ***CPS receives less Title III funds because the state ties its allocation method to the number of service hours rather than the number of ELLs***. While Illinois education regulations make funding allocations based on the hours of instructional service provided to ELLs under certain conditions, nothing in the federal statute ties the allocation of federal funds to the hours of ELL instructional services received. Moreover, the authorized activities under Title III include more than direct services for ELLs; it could also include such things as professional development, improving the curriculum, and purchasing materials.[63]

- ***CPS does not deploy its federal funding under Titles I and II to meet ELL-specific needs.*** The American Community Survey (2010-12) estimates that 34 percent of children ages 5-17 who live in homes where Spanish is spoken also live in poverty; 25 percent who live in homes were Indo-European languages are spoken also live in poverty; and 39 percent who live in in homes where other languages (not English) are spoken also live in poverty. In other words, children from homes where English is not spoken are generating Title I dollars at a similar rate as children from homes where English is spoken (36 percent).

  Despite the fact that ELLs generate a significant portion of federal Title I and Title II funds, the team was told that CPS does not strategic use either source of funding to address the instructional needs of ELLs. Title I programming is driven by school-based allocations that are based on each school's Comprehensive Workplan for Improvement Program (CWIP). These plans are reviewed and approved by the Network Chiefs. Title II funding stays at the central office and its expenditure does not include any specific allocations for ELL purposes. Finally, staff indicated that the focus of $50 million to $60 million in discretionary program funds was determined by senior leadership and none of the priorities, such as the summer-bridge or early childhood programs, were specific to ELLs or had an identifiable ELL component.

[63] Federal statutes under Title III stipulate that 80 percent of the state allocated funds be allocated to LEAs based on the number of ELLs enrolled. The state can reserve up to 15 percent of its state allocation to distribute to LEAs that experience significant increases in enrollment of immigrant students.

V. Recommendations and Proposals

Many of the recommendations made in this section and throughout the report closely resemble and further elaborate on recommendations made in 2010 by the Bilingual Education and World Language (BEWL) Commission.[64] The BEWL Commission was comprised of a broad and representative set of stakeholders from the Chicago community at large and the Chicago Public Schools, making its findings and recommendations a particularly important reflection of what the Chicago community wants for its English Language Learners and all students with regards to language learning.

Based on that report, and the observations, data analysis, and findings of the Council's more recent site visits to Chicago Public Schools, we recommend taking the following steps to strengthen the quality of ELL instruction and services in the district—

Leadership and Vision

1. **Charge the chief academic officer and new Chief of EL Programs with establishing a senior level, cross-functional team to create an overarching vision for ELL instruction focused on the Common Core State Standards and in line with the five pillars of the district strategic plan.** Four years ago the BEWL Commission proposed a vision for CPS that included rigorous language options from pre-K through grade 12 for ELLs and other students, fostering bilingualism, bi-literacy, multiculturalism, and boosting academic achievement for all.[65] Consider assembling a group of key individuals, both internal and external to the school system, to revisit the vision articulated by the Commission and bring it up to date with the new standards and reform efforts of CPS. The cross functional team should pull together the numerous, disconnected initiatives of the district to create a comprehensive vision that would include—

    - Providing ELLs with full access to rigorous courses regardless of their home language or background

    - Defining instructional models that are asset-based, building on native language and culture strengths of ELLs with the goal of developing English language skills and grade-level content knowledge[66]

    - Creating converging pathways along which ELLs and native English speaking-students can jointly pursue world languages and IB programs

[64] *Language Education, Preparing Chicago Public School Students for a Global Community, A Report of the Bilingual Education and World Language Commission*. November 2010.

[66] Recommendation 1.1, p. 21 of the BEWL Commission also called for the articulated strong commitment to language education and all language learners.

- Involving citizen input through hearings, forums, polling and surveys, and other discussion groups

This team should also solicit input from relevant CPS committees such as the CMPC and the Latino Advisory Board, as well as external entities that have collaborated with CPS to support various initiatives on behalf of ELLs (e.g., the professional development effort with Loyola University).

2. **Enlist the CPS school board in advancing the school system's vision for ELL instruction and services.** By adopting and embracing a revamped vision for ELLs, the school board will signal its broad and strong support for the district's new direction. The school board's support, however, should go beyond a formal adoption of the vision and subsequent policies; instead, the board should take the following steps to pursue it--

   - Request a plan for managing the transition from the current fractured approach to serving ELLs to a more cohesive and comprehensive program of instruction and services

   - Monitor implementation of the plan through regularly scheduled updates not only from OLCE but from all offices involved in serving ELLs

   - Request and debate impact data on what the new approach is producing, and consider what additional policy and operational changes need to be considered

   - Connect the work on behalf of ELLs and Latino students with the district's strategy for improving academic attainment of other student groups whose performance is below par, e.g., poor students, African American students, and others

3. **Ensure that the vision, mission, and strategy for improving ELL and Latino attainment includes input from the community and important stakeholders, and is broadly and repeatedly communicated inside and outside CPS.**

   - *Internal communication.* Develop and roll out an internal communications plan led by the CEO with support from the Chief Academic Officer and Chief for EL Programs to relay the district's strategy for realizing a new vision for ELLs. These steps might include—

     - Having the Chief of Networks and the Chief for EL Programs jointly present the new vision and strategy for ELL-relevant elements of the five-pillar plan at various network meetings with principals and other staff

     - Having the Chief for Teaching and Learning and the Chief for EL Programs jointly present the new vision and strategic elements to various curriculum content staff and other central office staff

     - Having senior staff and teacher leaders present the new vision and strategic elements to both general education and bilingual education teachers

- *External communication.* Develop and roll out an external communication plan led by the mayor, school board, and CEO with support from the chief academic officer and Chief for EL Program to relay the district's strategy for realizing a new vision for ELLs and Latino students. The communications plan should—
    - Articulate the elements of the plan and how they will be communicated
    - Outline which senior officers will make presentations to various advisory bodies (beyond the ELL-related ones) and community organizations to ensure consistency in messaging about the district's vision and strategy for ELLs
    - Identify key stakeholders in the ELL and Latino community and throughout the City of Chicago who could promote the new vision and help build buy-in from a large cross-section of the community
    - Establish a process for collecting feedback from the Latino Advisory Board, the Multilingual Council, and the LSCs to ensure that the vision for ELLs is clear to community members and has appropriate buy-in
    - Enlist the recently-appointed Latino Advisory Council in articulating the new vision and reaching out to the Latino and ELL communities as well as to the broader community in Chicago
    - Articulate how the new initiative will improve opportunities and access to high quality instruction for African American, poor students, and other disenfranchised groups across the city

For both internal and external audiences, communications should be in multiple languages and should be differentiated in a way that it would explain both the district's vision and each group's role in the implementation process.

District Structure and Strategic Direction

4. **Charge the Chief Academic Officer and Chief of EL Programs with jointly developing an overall strategic plan with short-term and long-term goals for raising the achievement of ELLs and Latino students, especially those in poverty.** The strategic plan should include a timeline by which realistic milestones could be achieved toward the goal of improving ELL outcomes. The plan should be consistent with the district's five pillar strategy, but it should build out the five pillars to include specific elements for ELLs and Latino students and expand existing initiatives and reform efforts to explicitly include these students. (More on this will be described throughout the recommendations.)

5. **Charge the Chief Academic officer, Chief of EL Programs, and OLCE with jointly leading the implementation of the plan and providing ongoing updates to the school board, the senior leadership team, the Latino Advisory Board, and relevant Bilingual Advisory Councils and community members.** The recommendations contained throughout

this report should help inform the plan's content, prioritization, and sequencing of tasks and milestones. We recommend that progress reports to the school board occur three times a year and quarterly to relevant advisory bodies—including the Latino Advisory Board, Multilingual Parent Council, and jointly with the Bilingual Parent Councils and LSCs.

6. **Determine which ELL-specific elements of the plan fall in the purview of various departments throughout CPS.** The district's ELL strategy should align the work of all relevant departments on behalf of ELLs and glue together the district's efforts. It will be important to reach consensus around metrics and benchmarks to gauge the progress of each department and the networks towards the goals of higher ELL and Latino achievement. It will be equally important to develop effective protocols for communicating progress and collaborating across departments, networks, OLCE, and schools**.**

7. **Charge each department with revisiting and, if necessary, revising their mission statements to ensure that agreed upon metrics and benchmarks for improving ELL outcomes are embedded in their work.** Require each department within Teaching and Learning to assign staff to develop an understanding of ELL needs and serve as liaisons to OLCE and other offices on matters related to improving ELL achievement.

8. **Refocus the mission of OLCE around strengthening the academic performance of the district's ELLs and providing the instructional leadership necessary to accomplish that goal.** CPS as a whole would benefit from having a stable, well-defined, and widely understood role for OLCE, adequately supported in terms of staff and endowed with authority within the district's organization. The newly assigned Chief of EL Programs brings much needed status to the office, especially since the head of this department is part of the CEO's cabinet. This redefinition of OLCE will require the full support of senior leadership and the cooperation of various offices. To accomplish this, we recommend the following--

    a. **Charge the Chief of Teaching and Learning, the Chief of EL Programs, and OLCE staff with conducting an inventory of goals, functions, operations, and initiatives carried out by OLCE over the past two years.** The inventory should include all major responsibilities, projects, and reports handled by the office. It should also include desk-audits of staff, where appropriate, specifying the nature of staff work (i.e., internally generated or externally assigned by district leadership). It should also include an inventory of all state and federal requirements and staff time devoted to meeting them. In addition, the inventory should include all special projects and work that is delegated to OLCE by other offices and the rationale for doing so (e.g., staff limitations, unfamiliarity with ELL issues, etc.). Finally, the review should examine which functions are directly related to providing guidance and support for implementing effective instructional programs for ELLs, and which are functions that fall more appropriately under other offices.

    b. **Redefine OLCE's work around providing instructional leadership and support for ELL programming in conjunction with the Office of Teaching and Learning and the networks.** During the site visits, the team observed that OLCE has broad and multi-faceted functions—some formal and others informal—but there were no expectations,

mechanisms, or protocols that laid out how the office interacted with other departments and offices. Paradoxically, the team frequently heard about a lack of confidence that staff had in OLCE despite the continued practice of relying on this office to conduct almost all ELL-related work. The team believes that redirecting OLCE away from its historic compliance orientation into a role that involves instructional leadership on behalf of ELLs and other culturally-diverse students could remake its image, refocus its work, and help it provide better support for schools in implementing quality, research-based instructional programs.

The examination of roles and responsibilities of OLCE as well as other departments will help OLCE increase its instructional focus and more effectively collaborate with other departments in the central office. OLCE should, of course, continue to provide these offices with support on meeting the needs of ELLs, thus sharing the responsibility for ELL achievement. OLCE should also work with the networks and schools as they take on greater and direct responsibility for compliance-related responsibilities in support of ELL instruction, such as verifying ELL "service hours" to receive funding from ISBE. Compliance, in this sense, should be in service of effective program implementation and the effective use of resources and funding, rather than the main goal of OLCE's work.

For example, requirements related to ELL identification and placement, staffing, and program services, as well as reclassification procedures should be aligned to the academic objectives of instructional programs for ELLs. Similarly, budget information and funding allocations at the school level need to provide the requisite support to carry out quality programming, but the program design itself should not be defined or altered by funding changes.

However, a clear distinction should be made between the primary, instructional leadership mission of OLCE and the support functions it provides. Specifically, the working group might consider the following divisions of responsibilities in order to refocus OLCE's work and to realize a more systemic and shared responsibility for ELLs. (See Exhibit 61.)

Exhibit 61. OLCE Responsibilities

OLCE Principal Responsibilities	OLCE Support to Other Offices (shared responsibility)
Program design -ELD/ESL instructional programs (ELD 2.0) -Biliteracy/dual language programs -New Arrivals programs and support -World language programs Professional development and support for program implementation Compliance and technical assistance ELL identification, placement, exit Family and community engagement	Language and literacy (across curriculum) Quality instruction Assessment Summer school Curriculum support (content areas) Program development for charters, early childhood, special education Accountability Data collection and reporting Budget and grants Support for family and community engagement efforts of other offices

As outlined above, we suggest five principal areas that should be under the purview of a redefined OLCE:

- **ELL Instructional Program Design—**OLCE would be responsible for creating and communicating clear ELL instructional program models, including ELD/ESL programs, Biliteracy/dual language programs, and programs and supports for new arrivals. In addition, OLCE would be responsible for articulating and ensuring the quality of various world language programs and classes in the district, including the Dual Language Initiative.

- **Professional Development and Support for Program Implementation—**To support high-quality ELL programs and services, OLCE would provide ongoing technical assistance and professional development in collaboration with network staff. The purpose of this work would not only be to provide direction but to build capacity and knowledge among school leaders on how to implement and sustain quality ELL models and programs.

  An important activity under this function would be to provide support to bilingual education liaisons systemwide. This would entail transforming the meetings of bilingual liaisons into robust instructional and leadership development sessions meant to grow and support a cadre of ELL-instructional experts that could, in turn, support teachers and principals across the district. The meetings should enhance opportunities for high-quality professional learning focused on improving instructional practices, problem solving, and advancing ELL program implementation. At the school level, OLCE could help bilingual liaisons gauge teacher needs related to serving ELLs, and provide embedded coaching opportunities through school-based professional learning communities (PLCs).

- **Compliance and Technical Assistance—**OLCE's compliance and operational function should primarily be in service of quality programming responsive to ELL needs in the schools and networks. OLCE would continue to be the main point of contact for matters regarding ELLs, vis-à-vis ISBE, and the U.S. Department of Education (Title III). OLCE would work closely with the budget office to provide guidance to networks and schools on budgeting state ELL funds and federal Title III funds, while the budget office and the networks take on a great role in oversight. In addition, the team recommends that networks begin taking on the role of ensuring stronger school-by-school compliance with various ELL program requirements, and that local school budgets reflect these program elements.

- **ELL Identification, Placement, and Exit**—OLCE would continue to oversee the identification of students eligible for ELL programs and services, the placement of students into appropriate ELL programs, and the process of exiting these students as they reach English-language proficiency.

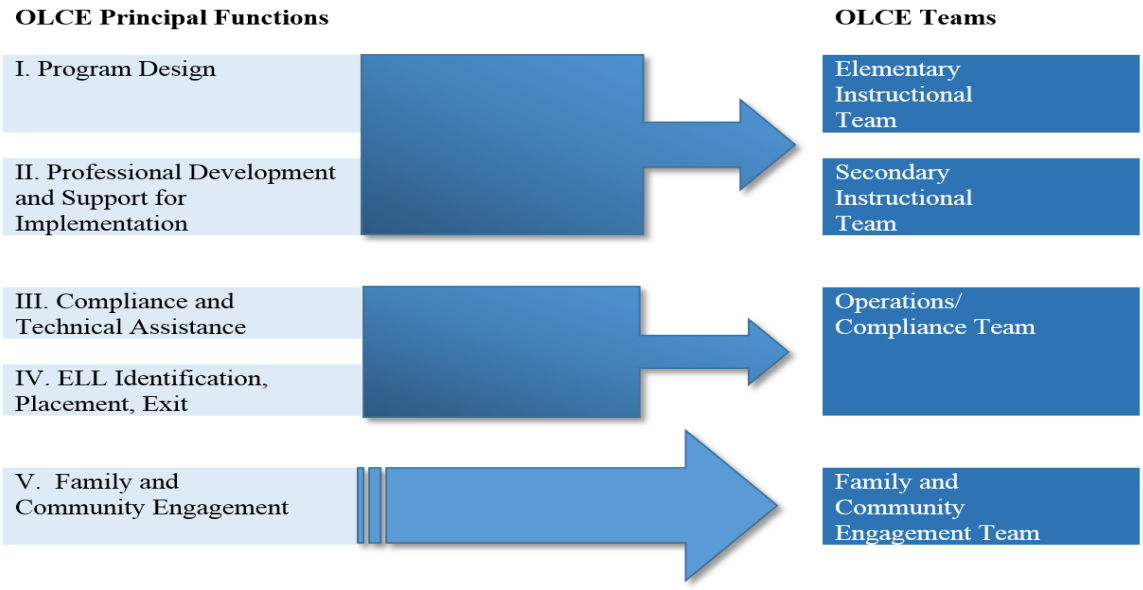
- **Family Engagement and Communication—**OLCE would continue its role of engaging ELL parents and community, and strengthening parent information and resources so families will better understand the district's program models and choice programs and avail themselves of program offerings throughout the district. Through OLCE's close collaboration with FACE and the Office of Communications, this work should help ensure effective communications with the ELL community by making relevant information available to networks, schools, and other offices and external agencies.

c. **Align OLCE's organization and staffing to these newly-clarified functions and areas for which it has principal responsibility.** OLCE's five functional areas would be executed by OLCE staff organized into teams that would handle a mix of school and network support responsibilities, OLCE-specific duties, and collaborative efforts with content area and other district offices. Four OLCE teams would be comprised of staff with specific (yet interrelated) expertise, roles, and responsibilities.

1) Elementary instructional team
2) Secondary instructional team (including World language staff)
3) Operations/compliance team
4) Family and community engagement team

The expectation would be that these staff will be working both within their respective teams and across OLCE teams to share information, knowledge, and expertise in service of improving ELL instruction and outcomes. The teams would also work with departments and networks across the school system to help expand their knowledge and expertise, thus building their overall capacity to raise ELL achievement. Specifically, OLCE staff in these four groups would work on the five functional areas as illustrated below:

Exhibit 62. OLCE Functional Areas



The expanded focus on instructional design, implementation, and professional development would be primarily carried out by the elementary and secondary instructional teams overseen by a Director/Manager. The team would stay current with the latest research and best practices related to language program models, promising practices, professional development, and other information and resources to support programmatic coherence and articulation of strong and effective ELL instruction across CPS.

It follows that together the instructional teams would likely have the most staff, given that they will be doing the work (curriculum design, professional development, and supporting implementation) in the broadest and deepest sense. Each of the OLCE staff would serve as network liaisons to one or two networks, in addition to carrying out specific duties based on staff expertise, and specific student and district needs and initiatives. The instructional team would share OLCE's overall responsibilities related to providing systemwide support for ELL programs, and would have similar duties related to collaboration with other central office content area departments. Some ELL instructional and program features, however, will require varied responses from each of these teams. The table below provides examples and descriptions that are common to both the elementary and secondary groups, responsibilities that are unique to each, suggested staffing and expertise, and examples of collaboration with other district departments. (See Exhibit 63.)

Exhibit 63. OLCE Instructional Teams

	Elementary Instructional Team (Shared responsibility – 6-8 staff)	**Secondary Instructional Team** (Shared responsibility – 4-6 staff) (1-2 additional staff for World Languages)

Common OLCE-Specific Responsibilities	(A) System-wide, cross-functional support for ELL programs to include:
	• ELL program design and curriculum
	• Professional development (centralized, by network and by special request)
	• Support for implementation of ELL programs with resources for program delivery, particularly for English Language Development (ELD) and bi-literacy:
	  ○ Cross-disciplinary language and literacy development
	  ○ ELD portion of bilingual programs
	  ○ Dual language programs and bi-literacy in bilingual education programs
	  ○ New arrivals
	
	(B) Each OLCE staff member serves as a Network Liaison to 1-2 networks, collaborating with other team members and the central office to provide support, service, and professional development, and to obtain feedback. This support would specifically focus on building the capacity of network staff (ISLs assigned ELL program compliance) and school	

	level Bilingual Liaisons, through regular meetings (monthly/bi-monthly).	
Team-Specific Responsibilities	Early learners/early literacy (dual language learners up to age 7)	• ELD in CTE programs • Dreamers • Long-Term ELL monitoring and supports
Common Central Office Collaboration	Assessment for monitoring student progress and for staff evaluations Content areas: Literacy, Math, Science, Social Studies, etc.	
Team-Specific C.O. Collaboration	• Early Childhood	• Pathways to graduation-College and Career Education • ELD in CTE • Opportunities in AP courses and IB Programs • Articulation with WL and IB
Suggested Staffing and Expertise	Six to eight individuals who are knowledgeable about ELL program design principles, curriculum, and professional development, and who have collective expertise in: ✓ Early learner ELL Instruction (early childhood, dual language development) ✓ ELD for new arrivals and/or students with interrupted formal education ✓ Dual language programs (one and two way) ✓ Language development (1st and 2nd) ✓ Early literacy ✓ English language arts (CCSS) ✓ Special education	Four to six individuals who are knowledgeable about ELD/ESL program design principles, curriculum, and professional development, and who have collective expertise in: ✓ Pathways to graduation ✓ Long-term ELLs ✓ ELL programs for new arrival refugee and immigrant students ✓ High school English language arts (CCSS) ✓ World Language articulation and IB programs ✓ ELD in CTE

The third team would the operations and compliance team. These OLCE staff members would work closely with the instructional teams to ensure that resources and supports are responsive to ELL program needs in schools and networks. This team would also see the process of ELL identification, placement, and exit—and would ensure consistency with state and federal requirements in conjunction with the networks. Like the instructional teams, team members would be responsible for systemwide and cross-functional support for ELL programs, and team members would be assigned to serve as a liaison to one or two

networks. The table below outlines areas of collaboration with departments in central office and suggests the necessary staffing and expertise. (See Exhibit 64.)

Exhibit 64. OLCE Operations and Compliance Team

	Operations and Compliance Team
Common OLCE-Specific Responsibilities	Team members serve as liaison to 1 or 2 networks.
Team-Specific Responsibilities	Systemwide, cross-functional support for ELL program operations including— • ELL identification and placement • Program monitoring • ELL progress monitoring and exit processes • Budget allocation and use (for instructional improvement) • Data collection (including streamlined documentation of service hours, assessment, identification, etc.)
Central Office Collaboration	• IT • Budget/grants Office • Charter Office • Networks (ISLs responsible for compliance)
Suggested Staffing and Expertise	Four to six individuals who are knowledgeable of ELL program requirements in Illinois State law and federal law (ESEA) regarding allowable uses of funds, monitoring ELL progress, and data collection and reporting. Staff expertise should include: ✓ Processes for ELL identification including assessments, RTI/MTSS protocols ✓ CPS Choice schools criteria and process and placement options for ELLs ✓ Budget allocation criteria and school-level budget formulation ✓ CPS data collection, analysis and reporting ✓ Understanding of Illinois Charter school legislation and CPS Charter Authority regulations

The fourth OLCE team would be the ELL family and community engagement team, building on strengths of existing functions and staffing. These team members, however, would not be assigned to serve as liaisons to networks, but would provide support and information as needed and coordinated through the network liaisons. (See Exhibit 65.)

Exhibit 65. OLCE Family and Community Engagement

	ELL Family and Community Engagement Team
Common OLCE-Specific Responsibilities	System-wide, cross-functional support for ELLs, including Networks.
Team-Specific Responsibilities	• Overall strategy for effective communication with ELL communities, including culturally relevant and appropriate approaches for Refugee Families and American Indian communities. • Timely and clear communication to families about the various ELL program options available • **New:** Responsibility for overseeing the operationalization of the school system's Language Access Policy that would include: ▪ centralized assistance for networks and schools to access interpretation and translation services ▪ strategic support for networks with high numbers of ELL families to build their own capacity ▪ continued and expanded digital warehouse with documents in several languages
Central Office Collaboration	• Family and Community Engagement (FACE) to ensure efforts include engagement and home support for ELL families • Collaboration with FACE and networks to support Parent University
Suggested Staffing and Expertise	In addition to the current staffing and expertise in ELL family outreach, the team may want to strengthen its expertise in the following areas: ✓ CPS program options ✓ ELL program options ✓ Successful parent leadership practices/parent university programs ✓ Special populations including Native American communities and Refugees

Staffing levels of each of the teams may result in a somewhat higher number of OLCE staff, but this upward adjustment is necessary if OLCE is to provide the level of instructional support that schools and networks are seeking to improve outcomes for ELLs, as well as to collaborate with other offices that share the responsibility for ELL achievement. Thus, other offices might also be enlisted to fund additional staff positions for OLCE to support the technical assistance that would be provided to their respective offices.

For example, the team learned that OLCE was expected to carry out significant work related to the operations of charter schools, including charter school design, professional development, and budget assistance for which it received no additional staff. But if the Office of Innovation, under which charter schools fall, gets technical assistance from OLCE to meet these responsibilities, one might expect that the office pay for it—at least in part—since OLCE's service to charter schools comes at the expense of what OLCE could have otherwise been doing for CPS schools.

In all, the suggested structure and staffing of OLCE would total between 37 and 40 staff with the following changes:

- ✓ Current 13 staff who are either in bilingual/ESL or World Languages group would increase to 18 under the elementary and secondary instructional teams.
- ✓ Current seven staff who are part of ELL Compliance would remain at seven (or possible lower to five) in the operations and compliance team. Of the seven specialists, one might focus on EL identification, placement, and exit, and another would be dedicated to working with the charter school office.
- ✓ Current seven staff in Community Relations would increase to 12-13 and possibly more depending on how the interpretation and translation services are offered. Two specialists under family outreach are defines—one to focus on supporting Parent University programs and another to work with the Local School Councils. Two specialists under interpretation and translation are defined—one to focus on assisting networks with their communication needs and another to be responsible for operationalizing the systemwide language access policy required by federal law.
- ✓ Senior staff and support would remain at four.

d. **Charge the joint working group established in recommendation #4 with determining which OLCE functions should transfer to other offices and how OLCE could support these offices in building their capacity to address ELL needs.** The working group should also determine how OLCE will continue providing technical assistance to other offices while they build their own internal capacity to address ELL instructional issues. Offices might designate staff who would be responsible for developing ELL-related expertise and participating in regular meetings with OLCE to discuss shared responsibilities.

e. **Charge OLCE and the Chief of Networks with identifying areas in which joint initiative and compliance efforts could be carried out and which could fall under one or the other office.** Compliance would continue to be a major part of OLCE's work, but with the networks as new partners. This might help promote shared responsibility for ELL programs and achievement. For example, we recommend that programmatic decisions related to ELL instruction, including text book adoptions and assessment systems, be done in conjunction with OLCE. Any legal work needed related to ELL-related requirements

would be the joint responsibility of OLCE and the general counsel's office in conjunction with network leadership. And the decision making of principals involving how to support and implement ELL programs, including staffing and master scheduling, could fall under the network's responsibility with OLCE consultation.

9. **Design a process for teacher feedback to OLCE regarding ELL program implementation issues.** Consider creating mechanisms or forums for bringing together experienced teams of ELL and general education teachers as a PLC to identify issues and develop resources for more effective ELL programming. For example, a team of teachers and key instruction staff could provide ongoing feedback about problems in implementing new instructional models (described later) or develop new look-fors that would provide feedback to teachers and information (in a non-evaluative way) to administrators on how to better incorporate common core instructional shifts into classroom practice or provide the scaffolding required for ELLs and diverse learners.

10. **Charge the Chief of EL Programs with contacting ISBE's Division of English Language Learning to increase the district's access to and active participation in any relevant and helpful state programs and supports.** Charge the Chief of EL Programs with developing a close working relationship with the ELL division of ISBE, the IRC, and other state-supported offices related to ELLs and the common core.

    ISBE has outlined in its approved ESEA Flexibility Waiver application to the U.S. Department of Education a series of supports for school districts to help implement the common core. For example, a multi-year contract was awarded to IRC to help districts with ELL-related implementation issues and another contract was awarded to the Center for School Improvement to help with the transition to the Common Core State Standards. Under the IRC contract, however, the Council learned that only two staff members are allocated per district, so Chicago's Chief of EL Programs might consider requesting additional support for CPS, given its complexity and sizable ELL enrollment. Increasing access to state resources could provide CPS with additional professional development like what the Chief of EL Programs brought to CPS staff and provided through the state-funded IRC at the beginning of the 2014-15 school year.

11. **Strengthen the capacity and accountability of networks and their chiefs for ensuring that schools implement quality programming for ELLs and incorporate the performance of ELLs on the school report cards and in the benchmarks used to evaluate network chiefs.** The Council team recommends a stronger evaluation system that would explicitly include ELL achievement benchmarks and school feedback on how well networks are supporting schools (i.e., a 360 degree evaluation). Strong network leadership support for the implementation of ELL programs might include the following components:

    - A vertical articulation of ELL programming within and across feeder schools that goes beyond informal relationships among personnel, and includes clear capacity-building among staff on issues related to ELLs in and across all network and the district at large.

- A systemic presence in schools to provide program implementation support (distinct from personnel evaluation, accountability, or compliance). This would include regular site visits and high quality professional development offerings for teachers and principals based on staff and student needs.

- Professional development opportunities facilitated by network chiefs that would allow principals, teacher leaders, and teachers to connect and learn from each other through focused PLCs and visits to other schools using such protocols as "instructional rounds" or other "critical friends" mechanisms. Promising practices for ELLs could be shared *via* these mechanisms and protocols and could support schools' improvement plans.

- A mechanism to identify, monitor, and evaluate principals who fail to provide ELL services despite repeated communications or training from the network chief or OLCE. Consider including an indicator in network chiefs' evaluations that looks at ELL services, response times to rectify any gaps, and student outcomes or progress.

- An expansion of existing but isolated network-driven efforts to provide relevant professional development—if they prove effective—such as the partnership established with Loyola University. This expansion should be supported and facilitated by the central office to minimize the legwork needed by individual networks.

12. **Expand and strengthen the existing focus of Network Instructional Liaisons (ISLs) on ELLs by allowing them to work together across networks with the support of OLCE.** Under the leadership of the CEO, the district has begun the process of designating ISL for ELLs, but the team learned that there was little specific guidance, criteria, or expectations for such positions that would ensure a realistic balance of duties and supports for ELL programs. During interviews, it was clear to the Council team that network ISLs are well-positioned to expand and strengthen the implementation of quality ELL programs. As network ISLs deepen their understanding of their respective schools through their work with other ISLs, they could become pivotal players in sharing promising practices and scaling effective professional development for principals and others in the system.

13. **Charge OLCE and the Office of College and Career with developing and implementing a plan for further reducing out-of-school suspensions of ELLs, Latino students, and others, and ensuring that suspended students are kept current with their academic work.** The district should also attend to the very disproportionate suspension rates of African American students.

Goals and Accountability

14. **Tie the evaluation of district leadership in part to ELL academic progress and other outcomes to build a sense of shared responsibility for improved achievement for these students.** Review the metrics used to evaluate and award bonuses to chiefs and department

heads to ensure that these metrics reflect the progress of all ELLs. For example, for ELLs who are not administered the NWEA, success could be measured *via* growth on ACCESS.

15. **Charge the Offices of Accountability, Talent Development, and OLCE with jointly determining how to formally assess growth on ACCESS as one of the indicators in the teacher and principal evaluation process.** The addendum—developed by OLCE—to the new teacher evaluation process is a good starting point, but it will need to be further refined and incorporated within the full teacher evaluation process before it is used more broadly.

16. **Charge the Chief of EL Programs with bringing together a team ELL educators, supported by outside experts if necessary, to reach general consensus on expected English language progressions across grades and years under each ELL program and model.** These expectations should be developed based on in-depth analysis of ELL achievement data over several years, as well as such factors as—

    - Student's level of ELP upon entering the district
    - Grade level when entering the district
    - Growth over time in program (expected and later revised based on actual data)
    - Instructional model expectations

    These expectations should be regularly reviewed, and the district might consider partnering with an outside research organization to conduct the necessary data analyses and research to determine realistic but challenging academic content and English language development expectations for ELLs. The ELL handbook will also need to clearly explain the resulting progressions and expectations for ELLs. And well-designed and differentiated professional development will be necessary to ensure instructional leaders understand the language progressions and use them to inform educational programming.

17. **Develop and employ appropriate districtwide metrics and instruments to monitor student progress and ensure continuous improvement of services.** As CPS continues to roll-out its accountability systems in alignment with new standards and the district's Multi-Tiered Systems of Support (MTSS), metrics and assessments should be valid for ELLs. Otherwise, the resulting data will not provide accurate or meaningful information about ELL progress to allow instructional leaders to make necessary improvements to programs and services.

18. **Charge the Office of Accountability and Chief of EL with leading a working group to determine the appropriate metrics for the school rating accountability system that would capture the academic progress of ELLs, specifically those who are taught in their native language.** For teachers working in schools where students' native language is also the language of instruction, their evaluations should include metrics related to literacy in the partner language (other than English). This working group's revision of metrics might consider the following—

- The metrics should match ELL programmatic objectives, agreed upon progressions, and the language of instruction so educators and school leaders are fairly evaluated on the results of their programs. For example, CPS's accountability system should monitor language and literacy growth in both Spanish and English for students who are in a bilingual education program in which they are receiving instruction in Spanish. As CPS refines its specific ELL program models, the working team should determine relevant metrics to include in the accountability system.

- For school and district accountability, the working group should incorporate the new ELL-related accountability provisions from the Illinois accountability system, as approved under the ESEA Flexibility Waiver by the U.S. Department of Education.[67] The Illinois State waiver was approved in April 2014, but during the Council's multiple visits to CPS, no one mentioned the waiver or any of its ELL-related elements. A number of new positive features around ELLs were included in the Illinois ESEA Flexibility Waiver:

  a) *Districts and schools are expected to make greater rates of annual progress for ELLs (and SWDs) who are further behind*.

  b) 'Former ELL' is added as a new subgroup under Multiple Measures. In its waiver application, ISBE wanted to capture data showing that ELLs continue to make progress after they exit ELL programs since the LEP (ELL) classification is typically a temporary one.

  c) Multiple measures are distinct for grades 9-12 (outcomes, achievement, and progress) and grades K-8 (achievement and progress), but both sets incorporate ELL-specific metrics. In the *Achievement* category, college and career measures now include data on former ELLs, and an *Achievement Gap* metric includes a calculation specifically on the gap between ELLs and non-ELLs with the goal of reducing the gap by half within six years.[68] The grades 9-12 *Outcome* measure includes data on former ELLs and two graduation rates: a four-year cohort rate and a five-year cohort rate. ELLs and former ELLs show markedly higher graduation rates when provided five years to earn high school credits. The third category under Multiple Measures is *Progress*, using two subcategories: growth in content proficiency and progress in English proficiency.[69] Specifically--

     - Content growth in grades 4-11 using PARCC starting in 2015-16 (in 2014-15 no growth metrics would be available since it is the baseline year). EXPLORE and PLAN assessments are no longer used for grades 9 and 10, respectively, since ACT chose to retire such assessments.

[67] Illinois ESEA Flexibility Waiver application, p. 47 indicates that the full implementation of the accountability system is expected for 2014-15 school year.
[68] ESEA Flexibility Waiver Application, p. 51.
[69] Ibid p. 52.

- Progress in English proficiency would be measured in all schools that enroll ELLs, not only those that receive federal funds under Title III. Under the new Illinois accountability system, this progress would be measured by the percentage of ELLs achieving a 0.5 score increase or a maximum score of six on ACCESS.

Aligning the CPS accountability system to the state accountability system described above would generate a more inclusive accountability system with regard to ELL achievement and would probably demonstrate more progress than what CPS system currently shows.

Curriculum and Instruction

19. **Charge a second cross-functional team, led by the Chief of EL Programs with representatives from Teaching and Learning, network ISLs, OLCE, principals, and lead teachers, with prioritizing areas of ELL instructional support needed in schools.** Define supports that schools and building personnel need to improve instructional programming for ELLs around the common core, English language acquisition, and other areas, and determine who has responsibility for working together on each area of needed support. Identify priority areas that OLCE will take the lead in developing and supporting to improve instruction for ELLs, and clarify the corresponding supports needed from other offices and networks.

20. **Charge the Chief of EL Programs with identifying all systemwide instructional initiatives where ELL needs should be taken into consideration.** For example, the district's MTSS implementation should include program elements related to ELLs, and the implementation team should include either the Chief of EL Programs or a designee who can provide the expertise to ensure that assessments, identification, supports, and interventions along the three tiers are responsive to language acquisition needs and the unique needs of Latino students. Moving forward, the needs of ELLs should be explicitly addressed in the initial design phase of district initiatives as well as during implementation.

21. **Revamp the ELL Handbook to support schools and networks.** Charge the Chief of EL Programs with convening a team of principals, coaches, and bilingual lead teachers to conduct listening sessions that would guide the revamping of the Principal's Edition of the ELL Handbook. Reorganize the ELL Handbook into coherent sections that collectively address the support roles of all relevant offices in the school system. Consider including the following changes in the handbook:

    a. Articulate the overarching vision and strategy that CPS has for ELLs, and describe what it means for ELL families when their children enroll in any ELL program and what they should expect from all educators in the school system.

    b. Articulate how the vision will be achieved through an ELL Instructional Framework that ensures programmatic coherence for ELLs from the moment they enter CPS until they graduate. Incorporate *Language Learning for All Students* and *Principles to Promote Language and Literacy Development in School* from page 5 of the 2013-14 draft Handbook.

c. Revise the section of the draft called *Key Components and Guiding Principles for Educating ELLs in CPS* to provide a clearer distinction between the guiding principles and actionable implementation steps. Consolidate the guiding principles with those on page 5 of the draft Handbook.

d. Specify the supports, resources, and responsibilities that the central office and its networks will provide to schools in order to implement quality ELL programs.

e. Rather than quoting from the law throughout the document, provide a synopsis in the appendix and include a statement up front that indicates that programs supported by CPS are conforming to state and federal laws.

f. Organize the handbook into a user-friendly format with clearly designated sections to help principals make decisions around major milestones in implementing and monitoring ELL programs. For example, principal and school instructional leaders need to make an initial determination about program design, staffing assignments, student grouping, language allocation, materials, and assessments. Once established, other decisions and practices are required to effectively monitor the program—analysis of assessment results, instructional rounds, professional development, program improvement, strategic hiring for continuity of instructional services, etc.

g. A section on school leadership, including the lead bilingual teacher, might consolidate guidance related to progress monitoring for ELLs, expected language acquisition progressions for ELLs, the expected outcomes of the program models, and ELL achievement accountability.

h. Create a section describing the program models and how they will be supported by CPS from pre-k through graduation with defined components that align not only with state and federal law, but with the district's vision for quality and research-based ELL programming.

i. Re-design the language allocation tables and protocols to address issues raised on page 36, i.e., factors to consider in *Using the PK-12 Language Allocation in Core Content Ares for TBE Programs*. The revised tables and guides should be streamlined and straightforward, with clear connections to models supported by the central office and the networks. Consider providing more concrete pathways for language allocations based on the English proficiency of students rather than on grade levels. The strategic use of native language should also be illustrated through concrete examples of various ELL instructional services, including special education, and guided by such important instructional considerations in ELL programming as the following—

    - The purpose, amount of time, and content areas in which native language should be used in various program models: one-way dual language, two-way dual language, developmental bilingual education, or sheltered instruction in English (ESL and sheltered English with limited native language support). The determination of these

elements should be vertically aligned to maximize the coherence of language instruction from year to year in a way that will ensure language development and content knowledge builds from year to year. For example, if ELLs in kindergarten are receiving most of their instruction in English and the child is already demonstrating they are at ELP level 3 or 4, providing 90 percent of their first-grade instruction in Spanish would not be consistent with the child's existing English language progression.

- The criteria used in both ACCESS proficiency levels and native-language proficiency to decide whether or not to provide instruction in native language at the elementary level. At the secondary level, assessments that measure literacy and content knowledge in native language would be important additional criteria to use in deciding instructional programming in the primary language.

j. Consolidate guidance on initial screening and assessment to establish an efficient, family-friendly process for enrolling ELLs and placing them in the most appropriate parent-selected programs. Community representatives and ELL parents could help determine what would be a family-friendly process.

k. Consolidate guidance on data collection (i.e., coding, labeling, data-entry requirements) into a single, clearly marked section with minimal but necessary cross-references throughout the rest of the document. In order to make the handbook more staff-friendly and efficient, this section should also include information on various groups who fall under ELL-related classifications (currently pages 17-19).

l. Provide contact information for staff members at the school, network, and central office levels who can provide necessary support and assistance.

m. Eliminate extra information. For example, the current handbook's Program Design section (page 25) provides ELL enrollment figures for CPS that do not seem to belong in a handbook.

22. **Update and finalize the "Draft Language Learning for All" statement that was jointly developed by OLCE and the literacy department, and incorporate it and its underlying pedagogy into the Literacy Content Framework.** A review of the 2013-14 literacy framework shows it has extremely few references to English language learners or bilingual education, and does not address how language development figures into the larger implementation of the common core. Common core provides an excellent opportunity to better integrate academic literacy and content learning for ELLs. The team recommends inserting language to this effect into the Literacy Content Framework. The joint statement related to English language acquisition and language learning aligned to the common core should serve as important guidance to schools and networks seeking to adopt programs and curriculum, such as the systematic ELD the team heard was mandated in one of the networks.

23. **Establish ELL/bilingual teacher advisory committees to inform district/network practice and policy.** The Council team encountered numerous teachers with strong pedagogical content

knowledge related to ELLs, many of whom also had strong community ties. As CPS further strengthens its networks, it is important to harness the knowledge and commitment of these strong bilingual education teachers. Particularly in networks that enroll significant numbers of ELLs, bilingual teacher advisors should be brought into discussions on program design, instruction, and curriculum to better inform implementation. This would also help counter the low morale and general sense of being devalued that the team encountered in conversations with bilingual education teachers.

24. **Review the textbook adoption and acquisition process to ensure that schools have access to quality materials in Spanish and other home languages, avoiding a reliance on translated materials.** If under site-based budgeting schools are to acquire their own materials, then the central office could facilitate this process by centrally evaluating and developing a list of approved materials that CPS has determined are common core-aligned and high quality in one's particular home language (e.g., Spanish, other). We recommend using *A Framework for Raising Expectation and Instructional Rigor for ELLs*, available on the CGCS website (www.cgcs.org) that lays out specific criteria to use in selecting ELL instructional materials.

25. **Charge a working group from the Office of College and Career Success, OLCE, and Teaching and Learning to identify unintended barriers that ELLs encounter in staying on track for graduation.** This working group might consider revisiting some of the findings from the 2013 report by the University of Chicago Consortium for Urban Schools Research. This report lays out some of the factors that impede ELLs from staying on track to graduation. One finding was that earning five credits in core subjects in grade nine, and being promoted to grade 10, was particularly challenging for late-entrant ELLs or older ELLs with beginning levels of English proficiency. For these students, the district might develop a strategic approach to course selection that maximizes the likelihood of graduation. Several districts have developed pathways for late-entrant ELL students who have low levels of English proficiency. Sample graduation pathways are included in Appendix H from Dallas, St Paul, and San Diego that the district might review.

    We also recommend that the working group analyze the 2014-15 promotion policy to determine how it affects ELLs. The working group might also consider how ACCESS scores or other assessments could be used to determine promotions for ELLs to avoid relying solely on grades.

Select and Choice Programs

26. **Develop a clear policy at the school board and CEO level that articulates a commitment to providing ELLs and Latino students with access to select schools.**
    The policy should provide strategic direction by setting goals for the number and location of select school throughout the city to ensure that all students have geographical access to these schools, particularly given that transportation is not provided to most students. In determining this policy, the board and CEO should seek the meaningful engagement of Chicago's diverse communities—ELL families, families from various income levels, and various ethnic and racial groups.

27. **Charge senior-level staff with developing a strategy that would operationalize the newly formulated policy for ELL and Latino student access to choice and select schools.**[70] The staff should include the Chief Academic Officer, the Chief of EL Programs, the office of access and enrollment, and research and data staff to inform the number and location of select schools and programs. In order to boost access to gifted programs and select schools for ELLs and Latino students, staff should—

    - ✓ Examine enrollment trends across several years throughout CPS to detect patterns that point to unintentional barriers to choice programs for ELLs and Latino students.

    - ✓ Based on patterns revealed from the initial data analysis, further examine relevant indicators and qualitative data on assessments and entrance requirements to ensure that the bar for entry does not arbitrarily preclude students from applying because of their limited English proficiency or background.

    - ✓ If the barrier to entry is related to an English-only criteria or an assessment that is administered only in English (and with no appropriate linguistic accommodations), include additional measures and assessments that would allow schools to identify gifted and talented students whose home language is not English, such as the Comprehensive Assessment of Nonverbal Intelligence (TONI-4) and the Naglieri Nonverbal Ability Test. (See recommendation # 59.) Be sure to provide high quality professional development and ongoing oversight to ensure proper administration and interpretation of results.

    - ✓ Consider criteria that would give credit to ELLs who have proficiency in another language for the purposes of meeting IB entrance requirements. The Council team heard that entrance to IB currently does not include proficiency in a foreign language despite the fact that the IB program requires such proficiency. With the proper criterion in place, a greater number of ELLs should be eligible to enter such programs.

    - ✓ Develop a plan to make ELL support available to students in gifted programs and select schools. A program and staffing needs assessment in select schools might be required, and it should serve as the basis of a multi-year plan to build the capacity of identified schools to support gifted students who are ELLs.

    - ✓ Examine current information dissemination, referral, screening, and placement processes to determine how to increase the number of information access points for families with ELLs.

28. **Create an information dissemination plan specifically for ELL families to ensure they understand the gifted and select schooling options available to their children.** OLCE and

[70] The BEWL Commission had very similar recommendations regarding increasing the number of gifted program available to ELLs, giving academic credit to ELLs based on their native language proficiency, and assisting ELL families with the application process to select schools and gifted programs. (2010 report, p. 27) The Council concurs with this recommendation.

the Office of Access and Enrollment should work with the Family Engagement office on such a plan, and consult with ELL families and existing committees and advisory groups to improve the transparency of protocols used to determine eligibility for gifted and select programs. The plan should also identify ways to increase the number of individuals who can provide information about choice programs. For example, staff responsible for ELL registration and assessment might be trained to provide information about choice programs and learn what to look for in referring ELLs for eligibility screening for gifted programs and select high schools.

29. **Examine the effectiveness of schools that house gifted programs.** Consider expanding the number of gifted and talented schools instead of having fragmented gifted programs housed in non-select schools. Evaluate whether such configurations increase access to more rigorous instruction.

30. **Charge the Office of Access and Enrollment and the Office of Research with conducting, reviewing, and presenting reports (at least twice a year) to the school board and administrative leadership on the numbers and representation of ELLs and different language groups in gifted programs throughout the district.**

31. **Consider creating a more centralized process for assessing and placing students programmatically at the network level to create economies of scale in the networks for schools enrolling fewer ELLs.** In turn, the central office and networks might consider temporarily supplementing staff in schools that enroll large numbers of ELLs to ensure that ELLs are screened, assessed, and placed in a timely fashion when workloads are the heaviest.

ELL Program Design and Delivery

32. **Charge the Chief of EL Programs with developing an overarching and consistent CPS framework for the school system's bilingual education program.** A well-conceived English learner program framework should be grounded in research, reflect the vision and goals of the school district, and provide coherent instruction for ELLs as they successfully move from grade to grade and increase their English proficiency. The framework guiding this program should make explicit connections to various efforts underway in the school system to implement the common core, provide systemic supports for students, and raise the overall rigor of instruction and expectations. The framework should reflect an updated set of district priorities including—

- The strategic use of native language to bolster conceptual understanding
- A clear progression of English proficiency from grade to grade
- An emphasis on maintaining students' home languages and learning about students' heritage
- Ensuring qualified teachers provide instruction to ELLs
- Ensuring access to common core standards
- Effective family engagement
- On-time graduation

- Greater participation in AP courses, IB programs, and other rigorous programming
- Appropriate supports and progress monitoring aligned with CPS' MTSS initiative

The Council team suggests that the framework also incorporate, where relevant, findings and recommendations from previous efforts to improve ELL programs. Specifically, the framework could build on the work of the BEWL Commission and the Dual Language Initiative. Finally, we suggest that the Chief of EL Programs create a process by which feedback is solicited from the Multilingual Parent Council, the Latino Advisory Board, and members from the BEWL Commission to refine the framework and re-affirm the community's priorities for ELLs.

33. **Ensure that the district's re-envisioned approach to English Language Development meets the demands of the common core.** The design of all bilingual models should be aligned to the district's goals and expectations for all students—namely, college and career readiness. In addition, the program design used for ELLs should provide not only rigorous instruction in content areas, but include academic language development, a cultural orientation, and meaningful interactions to develop English proficiency and conceptual understanding. The Council team found that although staff could not articulate this type of pedagogy, a number of OLCE documents included information about research-based pedagogy for ELLs. For example, pages five and six of the Draft ELL Handbook included well-stated principles related to the role of language and its development in light of the common core, as well as principles related to language and literacy development for ELLs. These principles are also elaborated in the recently-issued Council document, a *Framework for Raising Expectations and Instructional Rigor for ELLs*[71] that outlines a re-envisioned English Language Development (ELD) approach to meet the language demands of the Common Core State Standards.

    Specifically, the Council team recommends that the CPS Framework for ELLs include two essential components from this document (please refer to the Council's *Framework* document for further elaboration of each)—

    - **Focused Language Study:** a dedicated period during the day for focused instruction in how English works, providing ELLs with an understanding of the basic structures of languages for a variety of registers needed to engage in academic discourse and learning across all content areas. This element is similar to the ESL components of the current TBE and TPI descriptions found in the CPS ELL Handbook, and should be provided by teachers with ESL/Bilingual certification or endorsements.

    - **Discipline-specific Academic Language Expansion (DALE):** the development and expansion of academic English across the school day with all teachers (regardless of content or subject area) and integrated into all subjects or courses. This instruction might be provided by bilingual education teachers or general education teachers with the required

[71] *A Framework for Raising Expectations and Instructional Rigor for English Language Learners* can be found on the Council of the Great City Schools web page.
http://www.cgcs.org/cms/lib/DC00001581/Centricity/Domain/4/Framework%20for%20Raising%20Expectations.pdf

competencies to explicitly address academic language development within the disciplines.[72] Implementing a DALE component into ELL instructional programs is consistent with recommendation number 2.5 of the BEWL Commission, which called for developing a strategy for each academic language across the curriculum.[73]

34. **Reaffirm a systemwide commitment to the strategic use of native language for instruction.** Consistent with both CPS practice and Illinois state law, native language should continue to be used to accelerate and support ELLs' content knowledge and English development. We recommend that ELL instruction in native languages be articulated in a way that would meet World Languages requirements and provide access to IB opportunities in CPS' programs of instruction. The Chicago Public Schools has a long history of valuing the home languages of ELLs and emphasizing the important role home-language literacy plays in developing content knowledge and acquiring English proficiency. The team found, however, that this view of native language is not consistently held throughout the school system. The BEWL Commission stated similar findings that CPS lacked "clear paths for students to follow in learning a world language from prekindergarten thorough grade 12."[74]

    Moreover, as accountability pressures have mounted and the district has adopted English-only assessments, staff have began to believe that the importance of native language literacy has been replaced. A re-affirmed commitment to systemically supporting native-language instruction will provide teachers with 'the psychological safety to do what they understand to be pedagogically sound practice and not be pressured to abandon L1 instruction prematurely.'[75]

    The renewed commitment to strategically using native language to support the academic achievement of ELLs could also generate important synergies with the increasing numbers of parents who are clamoring for more dual language and IB programs that promote proficiency in languages beyond English. For ELLs, in particular, creating articulated pathways that support the strategic use of native language in ELL programs and provide opportunities to earn World Language credit serves two important purposes:

    a. It supports the academic development of ELLs through their native language as required by state law, and

    b. It provides ELLs with greater access to rigorous programming, such as IB, and better prospects for graduation.

35. **Provide parents with clear and meaningful choices among ELL models.** ELL program models should be designed and explained to ELL parents in a way that clearly articulates important differences around methodologies and language proficiency goals. The choice of instructional models should be based primarily on pedagogical soundness and parental

[72] Ibid. p. 23
[73] Ibid p. 24
[74] Ibid p. 4
[75] One teacher shared the characterization of the teaching environment that are not 'psychologically safe' when the accountability system and directives are at odds with effective second language acquisition pedagogy.

preference. The school system will then need to determine whether these choices should be offered within networks or across networks—or both. At a minimum, CPS should begin developing a robust and uniform set of ELL program models in the five networks that have the highest numbers and percentages of ELLs.[76]

36. Redesign the ELL program around well-defined models that have clear goals and outcomes related to English proficiency and grade-level content achievement.
Instead of being tethered primarily to regulatory parameters, the ELL program models should be defined around pedagogical considerations, academic goals, and various efforts in the district to implement the common core, provide systemic supports for students, and raise the rigor of instruction and expectations for all students. All models should incorporate required components of either the Transitional Bilingual Education (TBE) or Transitional Program of Instruction (TPI), as defined under Illinois state law, but they should go well beyond instructionally.

Specifically, we recommend the school system consider adopting four general models for ELL programming that would serve English Language Learners. Each of the four programs have unique features, but all would provide ELLs with access to quality instruction in content areas and would assure that ELLs become proficiency in English.

1 and 2. Dual language models (one and two way). The program descriptions in exhibit 67 and 68 use Spanish as the presumed native language (or partner language in the case of a two-way dual language program), but if the school has the capacity and the ELL community desires, a dual language can be established for other non-English languages. Guidance for the design and implementation of these programs would likely include—

- selection of a model based on student demographics—one way or two way model
- selection of a language allocation plan (50/50, 80/20) by grade level, contingent upon the levels of proficiency in English
- selection of subject areas that will be taught in each language, considering the availability of materials, qualified staff, and instructional support

***3. Developmental Bilingual Education model*.** Consistent with the components laid out in the ELL Handbook for designing stable, sustainable DBE programs at the elementary level (K-8), these programs would include the following components—

- Student placement in **language allocation options** according to grade level and date of entry into the district

[76] The BEWL Commission included similar recommendations: a) develop a menu of bilingual education options with guidelines for best practices and research-proven instructional models; and b) increase the number of new dual language programs and strengthen existing ones through a district-wide initiative.

- Strategic ELL placement based on English language proficiency to ensure academic supports and language development are provided throughout the day

- Master scheduling to maximize the school's teaching capacity and joint planning time for teachers serving ELLs

- Instructional time to meet sample language allocations—e.g. the amount of time native language is used to teach subject-area content would depend on the model's expected language allocation ratio

- Selection of instructional resources

- Ongoing professional development and instructional supports

4. Sheltered Instruction in English. The components of a sheltered instruction program closely aligned to those described in the draft ELL Handbook for TPI, include--

- Strategic ELL placement based on English language proficiency to ensure academic supports and language development are provided throughout the day

- Master scheduling to maximize a school's teaching capacity, joint planning time for teachers serving ELLs, and native language supports

- Selection of instructional resources

- Ongoing professional development and instructional supports

The re-defined ELL program models should articulate the following:

a. Purpose, goals, and outcomes. Academic achievement is an assumed goal in all models. Each model is defined by its specific purpose with respect to the acquisition of English language proficiency and the development of a student's home language.

b. Grade levels and students served. The program models would be offered at particular grade levels.

c. Instructional delivery. Models should be clear about the particular features of instructional delivery, such as language of instruction and class setting.

d. Connection to World Language-related efforts in CPS. All ELL program models should include an articulated pathway to develop world language competencies.[77]

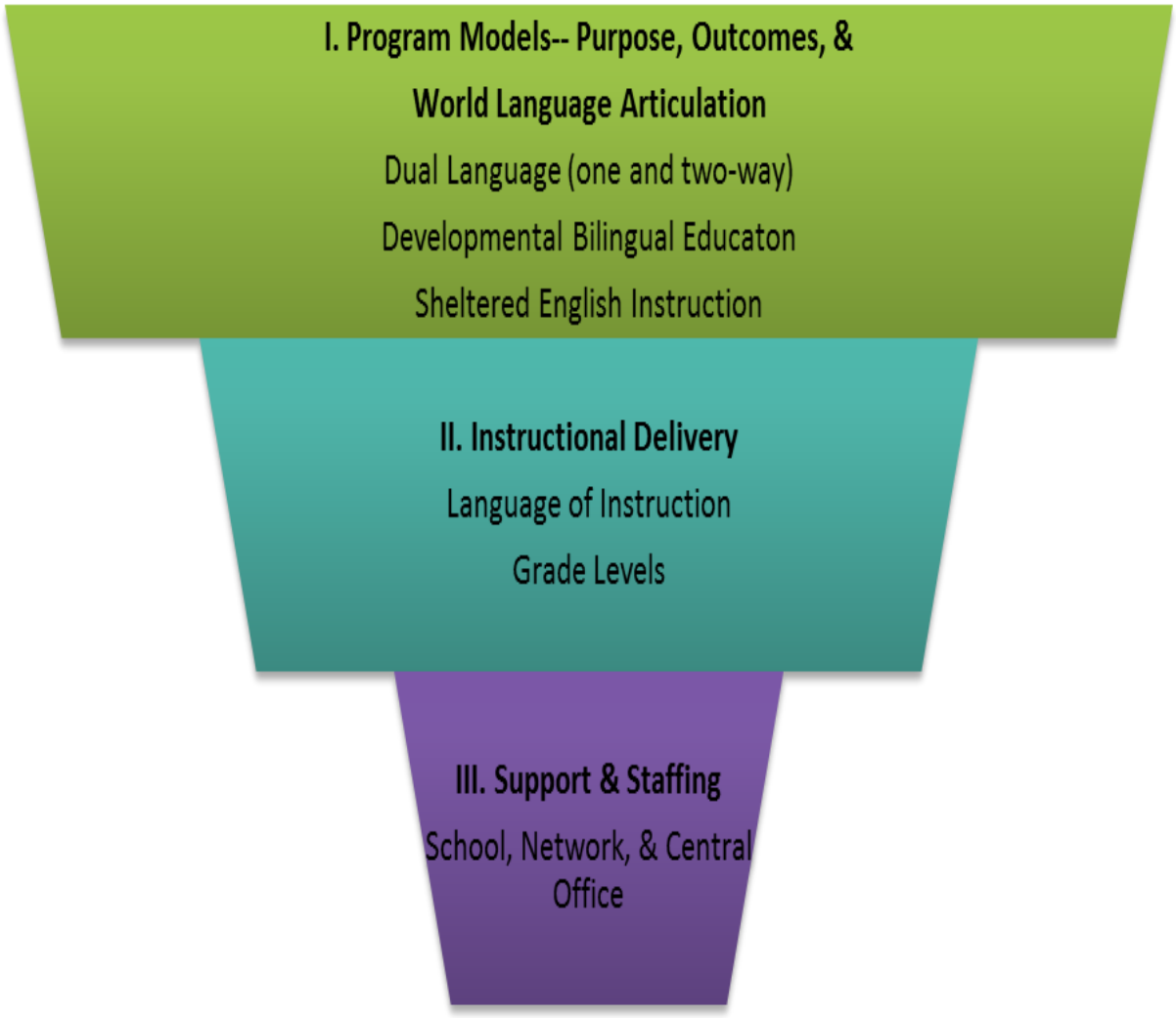
[77] Staff indicated that CPS was already engaged in efforts to implement the State Seal of Biliteracy—a special credential that could be added to the high school diploma. (Graduation requirements as shown for 2014-15 SY on the Chicago Public Schools webpage)
http://cps.edu/SiteCollectionDocuments/PromotionPolicy/HSGraduationReq_English.pdf

In the development of these program models, the district should call out what each program *is* and *is not*, and develop a rubric describing levels of implementation ranging from "needs intervention" to "meets vision," and use this classification to provide differentiated supports for schools and their instructional leaders.

Exhibit 66 below represents the order in which we suggest these model parameters be operationalized. First, program models are defined in terms of their instructional purpose and outcome goals. This determines the particular instructional delivery elements, including the general structure of each model, the approximate time each language is used for instruction, target students to be served, grade levels offered, and the relation between program participation and exiting based on LEP status and when students reach English proficiency.

Finally, the required staffing is delineated for the school to ensure effective and faithful implementation of the model.

Exhibit 66. Sequence of Defining Parameters of Program Models



i. Purpose, Outcomes, and World Language Articulation

We recommend the school system consider adopting four general models for ELL programming for ELLs shown in Exhibit 67. Each of the four programs have unique features but all would provide ELLs with access to quality instruction in content areas and would assure proficiency in English.

Exhibit 67. Program Model Goals and Articulation

	Dual Language		***Developmental Bilingual Education***	***Sheltered Instruction in English***
	2-way Immersion	***One-Way Immersion***		
Purpose & Outcomes	*Purpose* ▪ Academic success ▪ ELLs become proficient in English ▪ ELLs develop academic proficiency in their Native language ▪ Non-ELLs acquire an academic proficiency in a new language *Outcomes* ▪ Academic success ▪ Biliteracy – academically proficient in English and the partner/native language	*Purpose* ▪ Academic success ▪ ELLs become proficient in English ▪ ELLs develop academic proficiency in their native language *Outcomes* ▪ Academic success ▪ Biliteracy – academically proficiency in English and the native language	*Purpose* ▪ Academic success ▪ ELLs become proficient in English ▪ ELLs maintain conversational fluency and basic literacy in the native language *Outcomes* ▪ Academic success ▪ English Proficiency ▪ Proficient in native language (non-academic)	*Purpose* ▪ Academic Success ▪ ELLs become proficiency in English *Outcomes* ▪ Academic success ▪ English proficiency
Students	English Learners and Non-English learners	English Learners	English Learners May be all ELLs or cluster of ELLs in classes with non-ELLs	English Learners Typically – clustered in classes with non-ELLs
World Language Articulation	▪ Seal of Biliteracy ▪ High school FL credit in grade 8 and credit by exam in grade 9 ▪ Points towards IB eligibility ▪ AP language in grade 9	▪ Seal of Biliteracy ▪ High school FL credit in grade 8 ▪ Credit by exam in grade 9 ▪ Points towards IB eligibility ▪ AP language in grade 9	▪ World Language class starting in grade 6 ▪ FL Credit by exam in grade 9 ▪ Points towards IB eligibility	▪ FL Credit by exam in grade 9 ▪ Points towards IB eligibility

ii. Instructional Delivery

Instructional delivery components include the general structure of each model, approximate time each language is used for instruction, grade levels offered, and the relationship between program participation and exiting from LEP status when students reach proficiency in English. (See Exhibit 68.)

Exhibit 68. Program Model Instructional Delivery

	Dual Language		***Developmental Bilingual Education***	***Sheltered Instruction in English***
	2-way Immersion	***One-Way Immersion***		
General Structure of the Model	Both ELL and non-ELL student cohorts are taught using English and the partner/native language as the language of instruction. Students learn language arts in both English and the partner language, properly scaffold based on standards and language progression for each respective language. **ELD for ELLs must be an explicit part of the English language arts instruction.** Subject areas are taught in both languages, meeting the Common Core State Standards, irrespective of language of instruction.	ELLs are taught in and through English and their native language. Students learn language arts in both English and the partner language, properly scaffold based on standards and language progression for each respective language. **ELD for ELLs must be an explicit part of the English language arts instruction.** Subject areas are taught in both languages, meeting the Common Core State Standards, irrespective of language of instruction.	Native language is used for instruction in academic content areas.	Students are taught in English throughout the day, using effective instructional strategies.
Language allocation for instruction[78]	**50/50 model** Starting in K, half of the instructional hours over a specific period of time (day, week, learning cycle) are provided in another language. This 50/50 distribution on the language of instruction remains the same up through grade 8.	Two models are recommended so programs can be responsive to ELLs entering with minimal English proficiency. **a. 80/20 Model** In K, instruction is mostly delivered in the native language and 20% in English. By grade 3, the language allocation should reach the target goal of 50/50,	Instruction is provided mostly in the native language in K, increasing to 50/50 by grade 2. By grade 4, ELLs would be receiving instruction entirely in English, except for scheduled native language enrichment class or time. Grade | E/S	English is the primary language of instruction. Native language support is provided whenever necessary and possible.

[78] CPS may wish to look at Denver's Language Allocation Plan and San Diego's "Biliteracy Program Model: K, 1, 2, 3-5."

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<tr>
<td></td>
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<td>continuing on through grade 8.
<table>
<tr><th>Grade</th><th>E/S</th></tr>
<tr><td>K</td><td>20/80</td></tr>
<tr><td>1</td><td>30/70</td></tr>
<tr><td>2</td><td>40/60</td></tr>
<tr><td>3</td><td>50/50</td></tr>
<tr><td>4</td><td>50/50</td></tr>
<tr><td>5….</td><td>50/50</td></tr>
<tr><td>6</td><td>50/50</td></tr>
</table>
30/70 Model

For ELLs Entering with more English proficiency, their instruction would begin in K with 70% in the native language and 30% in English, reaching the 50/50 target goals in grade 3.
<table>
<tr><th>Grade</th><th>E/S</th></tr>
<tr><td>K</td><td>30/70</td></tr>
<tr><td>1</td><td>40/60</td></tr>
<tr><td>2</td><td>40/60</td></tr>
<tr><td>3</td><td>50/50</td></tr>
<tr><td>4</td><td>50/50</td></tr>
<tr><td>5….</td><td>50/50</td></tr>
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<td>
<table>
<tr><td>K</td><td>30/70</td></tr>
<tr><td>1</td><td>40/60</td></tr>
<tr><td>2</td><td>50/50</td></tr>
<tr><td>3</td><td>80/20</td></tr>
<tr><td>4…</td><td>100</td></tr>
<tr><td>5….</td><td>100</td></tr>
<tr><td>6</td><td>100</td></tr>
</table>
For ELLs entering in grade 4*, 60 percent of instruction would be in the native language. By grade 8 instruction would be entirely in English.
<table>
<tr><th>Grade</th><th>E/S</th></tr>
<tr><td>4</td><td>40/60</td></tr>
<tr><td>5</td><td>50/50</td></tr>
<tr><td>6</td><td>70/30</td></tr>
<tr><td>7</td><td>80/20</td></tr>
<tr><td>8</td><td>100</td></tr>
</table>
Note* The number of ELLs entering into CPS for the first time is less than 60 students[79].
</td>
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<tr>
<td>Grade Levels</td>
<td>K-8</td>
<td>K-8</td>
<td>K-6

Language enrichment in grades 7-8</td>
<td>All grades</td>
</tr>
<tr>
<td>Program Participation</td>
<td>Parent commitment that their child remains in the</td>
<td>Parent commitment that their child remains in the</td>
<td>During the time when English is used as the</td>
<td></td>
</tr>
</table>

[79] The Council's analysis of district provided ELL enrollment data (2012-13) indicates that ELLs entering for the first time (Program Year Code = 0) was less than 60 students in each grade from grade 3 through grade 7 and grades 9 through 12. In grade 8, the data set show 61 ELLs entered the system.

	program over time is requested to optimize program benefits.	program over time is requested to optimize program benefits. Students would typically enter at kindergarten but CPS might consider allowing ELLs to enter at up through grade 2 based on a Spanish language proficiency criterion.	language of instruction, ELLs will continue to receive the differentiated and scaffolding instruction suitable to their respective levels of English proficiency. Parents who wish for their child to receive more than the planned amount of instruction in English would need to request participation in a Sheltered English Model.	
LEP Exiting	ELLs would exit from the LEP status when they meet the English proficiency criteria but this change in status would not require them to leave the Dual language programs. In fact, the school would prefer the student remain in the program.		ELLs could exit the program at any time they reach proficiency in English.	

iii. School Capacity and Program Staffing

Guidance related to optimal staffing configurations should be based on the purposes, goals, and instructional delivery design for each of the recommended four ELL program models, subject to the discretion principals have in hiring. We recommend that pages 48 through 50 of the Draft Handbook be streamlined to articulate a more manageable set of staffing configurations based not only on the number of ELLs in the school, but on the instructional purposes of the models. Ideal staffing configurations should be predicated on well-defined roles (e.g., clearly specifying which teachers will be teaching particular subjects and in which language) and how ESL and bilingual teachers will work with general education teachers.

37. **Ensure that all ELL program models used by the district have both a focused language and an academic language development component.** Schools will need guidance, samples, and, if possible, work sessions to help them design an instructional day and overall program to ensure that ELLs receive both ELD/Focused Language Study (FLS) or Focused English Language Development and Academic Language Development (DALE). This ELD 2.0 framework should include effective instructional practices that have the following:

    - Effective instructional practice for rigorous instruction (including FLS and DALE) expected for all ELLs in all grades

    - Committed school leadership, resulting in ongoing support, organized schedules and staff, and resources to ensure efficient and effective ELL program implementation

    - Grade and/or subject-area teams planning together around student learning needs

- PLCs for ongoing professional development, lesson planning, and imbedded coaching opportunities

38. **Consider establishing ELL program model cohorts to allow schools with the same models to function like professional learning communities (PLC) to learn from each other about effective implementation.** This would provide opportunities for instructional leaders at the school level and above to share information, benefit from economies of scale in acquiring materials and accessing resources, and determine what works. These cohorts could also allow the central office to better coordinate professional development and support. Moreover, OLCE could use the results to spur more effective implementation of ELL programs. The supports needed for the implementation of these programs could then be linked and provide a systemwide effort across networks.

    Specifically, the networks could build capacity among principals and school leaders to effectively implement ELL programs; monitor and support implementation at each school; facilitate professional learning across the networks and with model-alike schools; and collaborate with the central office (OLCE, data, enrollment, etc.) on school related issues around ELLs.

    OLCE, meanwhile, would provide high-level guidance, support, and expertise to implement quality programs that also meet state requirements; and monitor systems, processes, and procedures to ensure they support effective instructional programs for ELLs.

39. **Create Sample ELL Program Configurations for Grades 9-12.** The ELL Handbook (pages 32 and 42) provides tables with the recommended range of weekly instructional time to be provided in English and a student's native language for TBE and TPI programs in grades 9-12. The parameters described are consistent with what is allowable and required under state law, but provide little practical guidance for principals and school instructional leaders to help them create an ELL program or sequence of courses that will maximize English language development.

    We recommend that to build ELL pathways for graduation, a working group of principals and bilingual education liaisons develop sample ELL program configurations to meet the needs of ELLs in grades 9-12. The suggested ELL program configurations would include sample lessons that would be applicable to high schools with low ELL enrollments, high schools with high linguistic diversity (which might preclude a TBE approach), and schools with high ELL enrollments and diverse levels of English proficiency.

    At a minimum, the high school ELL instructional programs should include the following components:

1. English Language Development and English Language Arts

a) English Language Development 2.0–Depending on students' English proficiency levels, a one- or two-period ESL/ELA block that would involve "Focused Language Study" or Focused ELD. Each year this focused language study should increase in complexity and focus on teaching English in alignment with English language arts standards in listening, speaking, reading, and writing. Resources and materials should be selected or designed specifically for students seeking graduation credit in English.

b) For students at higher levels of English proficiency, ELD could be incorporated into the existing grade-level ELA course designed to expand academic English. Ideally, this course would be taught by dually-endorsed teachers or by an ELA-certified secondary-level teacher in collaboration with an ELL teacher.

2. Content Area Instruction and Academic Language Development

a) Academic Language Development/ELD provided to ELLs through content-based instruction to develop their academic English competencies throughout the school day.

b) Sheltered English Instruction in content areas, ideally taught by bilingual or ESL teachers with subject area certification or by general education teachers with ESL endorsements or who have had substantial professional development and support in building academic English and making content accessible for ELLs.

c) For long-term ELLs who have been in the school system for more than five years, targeted academic supports identified by the MTSS process.

3. Native language/World Language Development

a) Native language supports to the greatest extent possible

b) Opportunities to continue developing native language literacy through World Languages or AP coursework dealing with the history and culture of a student's home country (as required under state law for TBE programs)

c) Opportunities to earn world language credits by exam in their native language

Students should have clear roadmaps to ensure college and career readiness. This should include a clear description of optimal high school course work and course or annual year-at-a-glance targets.

40. Strategically deploy staff to support ELL academic growth at the high school level in various content areas. Given the heterogeneity of ELLs in grades 9-12, the school system may want to delineate ELL supports in high school content areas, particularly when the school must rely on a limited number of dually-endorsed teachers. Assigning ELL teachers to provide support across *all* content areas *and* grade bands is unrealistic, making it exceedingly difficult

to maximize ELL services. When considering the use of ESL teachers to provide support in content areas, we recommend—

- Creating ELL support teams by content area for entire grade spans in order to avoid unrealistic demands on ELL support teachers. For example, ELL support teachers would cover math or science classes for grades 9-12 (or grades six through eight if at middle schools)

- Establishing clear expectations for how teachers-of-record and ELL teachers who push into the classroom will work together, with the understanding that the teacher-of-record (general education) would be responsible for ELL achievement, with the support of the ESL teacher

41. **Have senior district staff, including the Chief of EL Programs, the Chief of Networks, and the Director of Research and Accountability, work with the City Planning Office to conduct a multi-year mapping of ELL enrollment and needs to guide the strategic placement of ELL programs in each network.** Networks should offer the menu of ELL program models that best reflects both the enrollment and the needs and interests of ELL families in the attendance area. Consider targeted use of Title III funds to support supplemental services, to ramp up new program models, and explore means to provide incentives to these schools with coaches, lead teachers, reduced teacher class-loads, and class sizes.

    The Dual Language Initiative has a comprehensive guide that includes helpful tools that might be modified to assist schools in making determinations of which ELL models to establish. Key considerations include:

    - Student demographics: number and language(s) of students
    - Interests of parents and community
    - Stability of school and parent commitment
    - Stability of school, location, offerings
    - Stability/availability of knowledgeable and effective staff in school
    - Availability of instructional materials

42. **Articulate a districtwide instructional and language development strategy for ELLs at the pre-K level.** Recent state requirements for pre-K bilingual education provide additional guidance on instructional approaches for ELLs from pre-K through grade three. The latest research on language development stresses the importance of providing five years of consistent instructional approaches to pupils in the early years (ages 3 through 8). This coherence in language instruction from pre-k through grade three would also afford the district with

additional opportunities for strategic planning, development of staffing strategies, professional development, and the acquisition of materials around second language acquisition.[80]

The instructional strategy for early childhood instruction for ELLs should incorporate—

- *Systematic and strategic use of home language*. A frequently voiced concern from educators is that if young children are not taught in English-only programs from the very beginning, they will be confused and their English fluency and literacy skills will be delayed. However, research suggests the contrary: With young children who have not mastered their first language, completely shifting to a new language too early blunts the opportunity to learn important concepts in the language they know, and it has a negative effect on English fluency and academic achievement in the early grades. In fact, the most recent evidence suggests that intensive support in one's home language during these early years will help, not hurt, long-term English-language attainment.[81] When they reach middle and high school, ELLs who received systematic instruction in their home language in earlier grades consistently outperform other ELLs who were provided instruction primarily in English.[82]

- *Consistent and articulated dual language learning opportunities*. English can be successfully introduced during preschool *via* systematic instructional approaches that allow ELLs to develop their home language. Strategic instructional staffing and school-to-home connections and activities can provide the necessary adult supports for young children who are learning with nursery rhymes, songs, extended vocabulary, and early literacy skills in both English and their home language. These dual language development opportunities can be provided through:

  - *Designated classroom instructional time throughout the day in each language*. Even when teachers do not speak the child's first language, they can use research-based practices to support native language development.[83]

  - *Extended activities at home with family members in the child's home language*. Encouraging and supporting ELL families to talk, read to, sing to and with the child, and use their home language in everyday activities.[84]

[80] According to the Foundations for Child Development Policy Brief (Espinosa, 2008) key findings include: Infants have an innate capacity to learn two languages from birth without delaying development in either language; the development of two languages benefits the brain through the development of greater brain tissue density in areas related to language, memory, and attention; young children learning two languages have more neural activity in the part of the brain associated with language processing; the increased brain activity and neural density may have long-term positive effects on specific cognitive abilities, such as those that require focusing on the details of a task and knowing how langue is structured and used.
[81] Espinosa, p. 5
[82] Ibid. p. 5
[83] Ibid. p. 6
[84] Ibid. p. 5

- *ELL-appropriate instructional materials and professional development required to implement the instructional approach consistently and with fidelity throughout the pre-K programs that enroll ELLs.*

- *The use of appropriate assessments, protocols, and instruments that accurately monitor the development of language skills in both the home language and English.* Results should be shared with teachers throughout the years between pre-K and grade three.

- *Alignment to the instructional pathways available to ELLs when they enroll in kindergarten in CPS.*

43. **Engage parents of pre-K ELL pupils in supporting early childhood language development.** Parents of ELL children in pre-K programs should be provided with ample information about the importance of home language development, especially when they are also embarking on language development in English. The district should use its existing community representatives in OLCE to inform parents of pre-K ELLs about the value of using native language and how language develops in the bilingual programs of the district in the early years and beyond.

44. **Enhance the expertise of staff in the Early Childhood Office around second language acquisition and work closely with the Chief of EL Programs and OLCE on the effort.** The Early Childhood Office for example, should bolster its knowledge and understanding of ELL issues through professional development given the large numbers of ELLs enrolled in early childhood programs.

45. **Charge the Chief of EL programs with working with the Office of Early Childhood, the Talent Office, the Office of Teaching and Learning, and key staff from the networks to develop an inventory of staffing needs to address programming in the pre-k to grade three continuum, and develop a coordinated plan to meet these needs with professional development, strategic recruitment, hiring, and career pathways.** The jointly developed plan should include assigning particular offices to lead specific efforts. For example:

    - OLCE could lead the professional development effort for pre-k to three on language acquisition pedagogy and the district's language development approach for ELLs.

    - The Early Childhood office and OLCE community representatives could lead the work of creating extended learning activities at home and providing in-depth information sessions for ELL families with young children.

    - The Talent Office could lead the joint work of strategic recruitment and hiring of bilingual education teachers and staff for the pre-k to three continuum.

46. **Strengthen the links between pre-K and kindergarten screening procedures and data collection**. Charge the Chief of EL Programs with leading a joint effort between OLCE and the district's pre-K program to align screening protocols for pre-K and kindergarten ELLs and

working with IT and the research office on effective data warehousing and dissemination of this information. The effort should involve examining screening instruments and protocols for ELLs entering pre-K and kindergarten in order to determine how they apply and align differing definitions of English language proficiency across grades to ensure they are consistent and can accurately assess growth in language acquisition.

In particular, timely and accurate data on pre-K ELLs should be centrally maintained so that as students enter kindergarten, key information on their English language proficiency and language use is available to inform instructional decisions. Key ELL-related information should include:

a. Initially identified ELP level in pre-K
b. Initial assessment of literacy/readiness to learn in native language
c. Language use (at home, at school, at daycare)
d. Instructional program and language used for instruction (language allocation, and assigned certified bilingual teachers)
e. End of year evaluation to measure growth in English proficiency and native language development

ELLs in Special Education

47. **Ensure that the MTSS work underway in CPS includes staff from the Office of Diverse Learners and OLCE in order to address issues related to ELLs with special needs from the earliest possible point in a student's academic career.** Also ensure that the district's MTSS work includes tools to accurately screen out language delay or disability**.**

48. **Charge the Office of Diverse Learners and OLCE with improving the process for determining when ELLs might have a disability.** Special-needs identification and evaluation for ELLs is complex and requires a range of skills at different points in the process. While the assessment stage requires administrators who are bilingual, the diagnostic phase of the evaluation process requires experts in second-language acquisition and disabilities who are able to interpret assessment results and distinguish between stages of language acquisition and specific individual disabilities. Such individuals do not have to be bilingual, but they should have expertise in linguistics, pedagogy, and disabilities in order to distinguish disabilities that sometimes manifest themselves in ways that are similar to language acquisition problems. Districts across the nation have difficulty finding such expertise, so it is unrealistic to require each school to develop this capacity. But, the district ought to fully assess the talent it has in-house and build the capacity of others in this area.

    Specifically, the two offices might consider creating a centrally-supported team that draws from school-based expertise and augments it with outside consultants. The work could be supported with IDEA funds and, if needed, federal Title III funds. These experts would be

deployed, perhaps at the network level, during critical times of the year when screening needs are most acute. Over the course of the year, schools could refer cases to this team of ELL/special education specialists.

49. **Consider centralizing the recruitment and hiring of hard-to-fill and highly specialized positions for which there may be insufficient demand at the school level.** For example, recruitment of bilingual related-services providers could be facilitated at the network level, especially in networks with large numbers of ELLs. The recruitment of bilingually-specialized diagnosticians, however, might be handled at the central office level.

50. **Consider asking ISBE to confirm limitations on teaching assignments of dually certified teachers, and explore changing this regulation.** A change in state regulations that staff understand to prohibit the use of dually-certified teachers to serve ELLs with disabilities would expand the pool of ESL and certified special education teachers to work with ELLs with special needs.

Data, Assessments, and Research

Data Collection and Management

51. **Charge the Chief of EL Programs and heads of Research and IT (and other relevant offices if they collect and/or manage student and program data) with examining the current inventory of ELL-related data to identify elements that should be incorporated into the systemwide data collection and reporting process**. The group may wish to look at the Academic KPIs developed by the Council to determine whether the data could be used to monitor the progress of ELLs in CPS or create an ELL dashboard for schools and networks. CPS might also look at ELL-data elements collected in the Charlotte-Mecklenburg Schools, San Diego Unified School District, Houston Independent School District, and Seattle Public Schools.

52. **Develop well-defined codes for ELL data entry to ensure accuracy and clarity.** In particular, establish clear distinctions in definitions and codes for the following data elements:

- *Time to proficiency*. Initial date (and proficiency level) when a student is identified as limited English proficient and the date (and proficiency level) when the student scored proficient on the English proficiency assessment.

- *Time in LEP status*. The initial date when a student is identified as LEP, becomes part of the LEP subgroup, and requires access to ELL services for accountability purposes, and the date when the student exits LEP status based on CPS exit criteria.

- *Time in program.* Dates and program model classifications should allow the district to identify the types of programs an ELL has attended during their tenure in CPS. Given that ELLs might change ELL programs throughout their educational career, the data system

should include sufficient fields to record more than one program change (date and program model code) without erasing historical data.

- *Type of program model and hours of service.* Consider establishing more standardized models that have a default number of hours of service for ELLs to streamline and reduce data entry demands (and opportunities for errors).

- *Funding index.* The school district's eligibility to receive bilingual education funding reimbursements from the state are contingent upon several variables, including the LEP status of a child and hours of service received. Create an index expressly for purposes of providing the funding-required data from other ELL-related variables.

53. **Strengthen the collaboration of OLCE, the Office of Research, and other key offices with IT, which maintains the student information system, to enable a more efficient system for managing data, ensuring data quality, and using the data to make timely instructional decisions.** The work should be grounded in a staff consensus about where data will be housed, which offices or staff will have direct access, how to streamline cumbersome processes, and which office(s) will be responsible for data analysis and maintenance. Relevant data should be accessible and timely and should provide important benchmarks for making instructional decisions and improving student achievement.

54. **Charge the Chief of EL Programs with re-designing and implementing a plan for regular ELL data training across departments, networks, and liaisons.** The new training should reflect improvements in data coding, warehousing, and access, and should involve a larger set of staff who share the responsibility of ensuring data quality. CPS might look at the training protocols and resources used by the San Francisco Unified School District and the Charlotte-Mecklenburg Public Schools.

55. **Assemble a team of district instructional leaders, including the Chief of EL programs and the Office of Accountability, to jointly determine the types of and schedule for regularly-issued reports and updates on ELL performance, trends, and programs.** The reports should include disaggregated ELL data (such as years in program, type of program model, proficiency level, etc.) on metrics related to the district's reform and accountability efforts, including ELL program improvements, the five-pillar strategic plan, and MTSS.

Assessments

56. **Determine how the existing district assessment framework corresponds to the instructional needs of ELLs.** The assessment system should meet the various assessment requirements of ELLs, including initial assessments for identification and placement, and progress monitoring of English language proficiency and content area attainment. The framework should also ensure that ELLs are included in measurement practices related to overall accountability, staff evaluations, and eligibility determinations for select programs and special education services.

The analysis of ELL assessments should include not only those required by ISBE, federal law, and the district, but also those assessments that might have been adopted by networks, principals, and specially-funded programs or interventions. CPS might consider partnering with an outside entity to evaluate the relative impact of the various assessments and protocols for ELLs, and to make recommendations to ensure valid measures of ELL progress and their equitable access to instructional programs. For ELLs at beginning levels of English proficiency, an external consultant should assist CPS in identifying—

- Supplemental assessments or protocols that are non-verbal or that have a reduced language load to measure content achievement for ELLs
- Supplemental assessments with reduced language loads for the purposes of determining eligibility for select schools and gifted programs.
- For those learning content in Spanish, Spanish language assessments that measure both content knowledge and the development of Spanish language skills

Having a set of clear metrics and assessment tools should provide a better gauge of the level of instructional rigor being applied in the district's schools and classrooms. Selecting these assessment tools (i.e., end-of-unit assessments, interim tests, and literacy measures) should provide evidence, at least in part, that students are mastering grade-level content and developing literacy and language. In addition, the assessments should be valid and reliable for ELLs at all levels of English proficiency.

57. **Charge the Office of Accountability with developing a mechanism or protocol for ensuring that all assessment adoptions are done in a coordinated manner that reflects the needs of ELLs and expertise of district ELL staff.** For all assessment decisions, and particularly decisions related specifically to ELLs, the Chief of EL Programs should provide expertise, information, and resources that might otherwise be unknown to other departments and staff. For example, the Council team was glad to hear from the Office of Diverse Learners that an effort to adopt native-language assessments was underway as part of the process of implementing MTSS. However, this effort should be coordinated with other ELL-assessments such as those used with pre-K pupils and those used for the newly-approved state accountability system.

    Such coordination will become more critical as CPS phases out NWEA and introduces common core-aligned assessments, such as PARCC, and other metrics used for accountability purposes under the Illinois ESEA Flexibility Waiver. The plan for rolling out these assessments should be comprehensive and provide teachers—general education and bilingual teachers alike—with professional development to ensure they can use them and know how to incorporate the instructional shifts into their teaching.

58. **Consider using assessments to identify gifted and talented students that are less language-dependent in order to measure the aptitude and reasoning of students with limited English proficiency**. For example, the Comprehensive Assessment of Nonverbal Intelligence

(TONI-4) is a language-free measure of intelligence, aptitude, and reasoning that could be administered to ELLs who have limited literacy in their home languages or to students with special needs for whom a particular disability may be an impediment to taking a written assessment. (Multi-Health Systems, Inc. Website accessed on February 10, 2015.) Another option might be the Naglieri Nonverbal Ability Test.

59. **Charge the Chief of EL Programs, the Office of Accountability, the Office of Early Childhood, and the Office of Diverse Learners with examining and adopting valid and reliable assessments for young ELLs (pre-K through grade three) to measure native language skills.** Screening and assessing young ELLs is controversial, because the process of learning a language does always not lend itself well to standardized assessments. Nonetheless, accurately screening and assessing young ELLs is critically important for aligning instructional services to students' literacy levels in each language. Quality screening is also critically important for accurately diagnosing disabilities that could trigger special education services.

    The staff group's work should consider assessments currently being used and/or being developed to do two things: (1) measure initial and ongoing English and Spanish performance, and (2) determine the possible need for special education. The review and adoption process should examine the following:

    - The effectiveness and accuracy of the Proficiency Oral English Test (pre-IPT)[85] currently used in pre-K programs for measuring listening and speaking skills of ELLs, and how well it is aligned to WIDA Consortium assessments used in kindergarten (MODEL) and in later grades (ACCESS).[86]

    - The use of MODEL to measure the English development of three and four year olds if the WIDA Consortium has already developed such an assessment.

    - The use of the pre-IPT available in Spanish for three and four year olds, its alignment to the Illinois Spanish language standards, and benefits compared to WIDA's Spanish assessment for three and four year olds.[87]

    The staff group may also want to consider the Stanford Spanish Language Proficiency Test, Language Assessment Scales, and the IDEA Language Proficiency Test because they allow assessments across languages using the same measure, i.e., Spanish and English, thus determining a student's relative proficiency and dominance in two languages. Finally, the Preschool Language Scale (4th Edition in Spanish, 2002) and the new Comprehensive

[85] A tool used by the Preschool for All programs (state funded Pre-K).
[86] Measures of Developing English Language (MODEL) is a listening and speaking test designed by the WIDA Consortium, for children ages 4 and half to seven. WIDA Consortium also developed ACCESS, which IL adopted for LEAs to measure progress in acquiring English.
[87] Severns, p. 11. The WIDA Consortium and the state of Illinois were awarded a grant by the U.S. Department of Education in 2009 to develop Spanish language development standards and assessments, called Spanish Academic Language Standards and Assessments (SALSA). The grant, however, did not include support for developing SALSA for pre-K.

Evaluation of Language Function (CELF) for preschoolers (2nd Edition in Spanish, 2009) are well-regarded assessments used to measure the language skills of young Spanish-speaking children. Speech/language pathologists also use the CELF to help differentiate between speech/language impairments and developmental stages in second language acquisition.

60. **Explore opportunities to collaborate with the state on the implementation of Spanish language arts assessments.** The Chief of EL Programs, who formerly held a position at the state-level agency, is ideally positioned to approach ISBE about collaborating on assessments for ELLs and supports for ELL instruction, including—

    - *Initial use of PODER, the K-3 Spanish-language assessment instrument.* The Council learned from ISBE staff that this project was recently completed (November 2014) and districts can avail themselves of the instrument. State funds for bilingual education and federal Title III funds can be used to administer such assessments to ELLs who are receiving instruction in Spanish and developing their Spanish language skills. CPS might consider piloting the assessment and conducting relevant analyses as part of a more comprehensive examination of ELL-relevant assessments for pre-K through grade three.

    - *Efforts to expand the development of PODER.* The PODER project funded ISBE and WIDA only to develop assessments for grades K-3, so additional funding and work is necessary to develop assessments for later grades. CPS might consider collaborating with ISBE on the costs and benefits of—as well as options for—extending the development of PODER and participating in piloting it.

    - *Implementation of the ELPA component of the state accountability system*. The 2014 approved state waiver includes an ELPA component for calculating ELL achievement growth. It is critical that this feature work for a district as large and complex as Chicago.

61. **Build staff capacity to use and interpret language development assessment information for sound decision making on referrals, services, and ELL placements.** To the extent the assessments now in place provide information on student language proficiency and mastery, they should help drive decisions about the appropriate language for subsequent assessments and provision of services (if there is an option to provide them in a child's native language).

    Also, these assessments can provide information on whether a student's poor performance or academic deficiencies are due to second language acquisition or a disability. Experts caution against relying on a single measure for making referral or placement decisions, and staff should be cognizant that a single score might suggest the lack of exposure to language rather than a particular disorder in language development. It is not uncommon for ELL and immigrant families (as well as families living in poverty) to have limited exposure to complex language because of hectic work schedules, culturally-determined interactions between children and parents, or low literacy levels of adults in the home. The results from any assessment are therefore best interpreted alongside a comprehensive socio-contextual history of the child to

inform his/her literacy and language development in first and second languages.[88] Given the complexity of assessing and diagnosing preschool ELLs, qualified staff are critical for both test administration and interpretation.

62. **Consider including all ELLs regardless of ACCESS score in the NWEA administration for purposes of measuring student growth.** The Council's analysis of ELL performance on ISAT when they have ACCESS scores of 3.5 or below confirm an often expressed concern by staff—that ELLs at the lower levels of English proficiency scores at the lowest percentiles on content assessments in English. Our analysis also showed that such students show gains year after year. The school system should make immediate modifications in its NWEA administration policy regarding ELLs to cease excluding almost 60 percent of ELLs. An index that includes both growth on NWEA scores as well as growth on ACCESS scores could be developed for purposes of accountability for ELLs, following the ISBE accountability system approved under the federal ESEA flexibility waiver.

63. **Allow ELLs to earn credit in world languages by documenting proficiency in their native language.** Credits in world languages could be awarded after passing an exam, which could help ELLs advance toward graduation. The Chicago Public Schools could look at models used in the Portland (OR) Public Schools and the work being done by the Providence Public Schools to grant foreign language credit by exam.

    Consider establishing a partnership with the Ministry of Education of Spain and the Mexican Ministry of Education who have access to metrics on the development of Spanish language. For example, DELE is a test given by the Embassy of Spain (http://www.dele.org/), and SICELE is a Spanish language test given throughout Latin America—both formally recognizing proficiency in Spanish (SICELE.org). Other assessments of world languages are available through Linguafolio (developed by the University of Oregon with support from the U.S Department of Education), and can be found at https://linguafolio.uoregon.edu/. These tools would also help the district move toward the Illinois Seal of Biliteracy that it aspires to implement. (http://www.isbe.net/news/2014/sept2.htm)

Research and Evaluation

64. **Establish a regular calendar of ELL program evaluations.** Develop an evaluation protocol to track longitudinal data and monitor progress and program effectiveness through quantitative and qualitative data analysis. Sharing the evaluation calendar with program offices should help create a balance between regular, ongoing evaluation efforts and individual project evaluation

[88] The above guidance was provided to the Council of Great City Schools' Strategic Support Team by:

- Claudia Rinaldi, PhD, senior training and technical assistance associate, Urban Special Education Leadership Collaborative, Leadership & Learning Innovation, Education Development Center.
- Sylvia Linan-Thompson, associate professor and fellow UT Austin. Learning Disabilities, Department of Special Education, College of Education at The University of Texas at Austin.
- Tania N. Thomas-Presswood, PhD, associate professor of psychology, Gallaudet University. Specialty areas are cognitive, educational and neuropsychological assessment of children, including those who are deaf and hard of hearing; cultural and linguistic diversity; and economically disadvantaged children and families.

requests. For example, the research office of the Austin Independent School District publishes their list of program evaluations.

65. **Assign one of the five staff members in the Office of Research to be responsible for managing achievement data, data on services and initiatives for various student subgroups, and data on the impact of such initiatives on student outcomes.** This staff member should develop expertise on key data elements in order to design and carry out well-targeted and valid evaluations of subgroup performance and services in various programs. Student groups could include African Americans, Latinos, and other ethnicities, as well as ELLs, highly mobile students, homeless students, students with disabilities, and students in poverty.

66. **Expand the district's ongoing partnerships with universities or research institutes, such as the University of Chicago Consortium on Chicago Schools Research, to conduct long-term analysis of ELL achievement and develop joint research studies on ELL topics of interest.** [89] CPS could look at how the Boston Public Schools developed a collaboration with the Gaston Institute to study jointly-determined ELL-related research questions that were directly relevant to improving ELL services in district schools.

Human Capital & Professional Development

67. **Charge staff from OLCE, Teaching and Learning, and the networks with examining staffing assignments and responsibilities related to ELLs.** Jointly examine current needs for Bilingual Lead Teachers at school sites and Bilingual Liaisons at the network level to determine which duties would be more appropriately handled by other staff or departments—with bilingual teacher or OLCE support. Staffing levels should then be determined based on the relative number of ELLs and schools with varying ELL populations, as well as the number and types of models being implemented in the networks. For example, at the school level, full-time staff responsible for administering assessments might also be responsible for ELL accommodations, with the Bilingual Lead Teacher providing support. Include in the ELL handbook revised staffing levels and duties to support and monitor ELL programs. Supporting ELL programs and accountability should not come at the expense of ELL instructional time.

68. **Charge the Office of Professional Development and representatives from the networks, OLCE, and principals with creating a professional development plan based on recommended competencies and knowledge that various educators and staff need to work with ELLs.** Make instructional rigor and classroom strategies a priority in the redesigned district professional development plan**.** Use professional learning communities (PLC) as a forum for ongoing professional development and joint examination of student work. Provide time for teachers to create ELL learning environments that reflect high expectations and foster English proficiency, academic language, and content area learning.

    At a minimum, the plan should include:

[89] This recommendation is closely aligned with BEWL's recommendations under 5.1, p 28.

- A comprehensive needs assessment of school-based teacher capacity for providing rigorous instruction for ELLs. The needs assessment should take into account achievement data as well as qualitative data from teacher evaluations and principal input to determine priority areas of need.

- A strong English language development component and effective strategies for developing literacy competencies and discipline-specific academic language development aligned to the common core.

- Training for all staff (principals, teachers, coaches, and instructional assistants) on the rationale, data, and research foundations for a redefined ELL program, as well as the elements of the redefined models, guidelines and procedures for implementing the ELL programs, and the overall accountability framework being defined for ELL achievement.

- ELL-related professional development and how it relates to professional development in the content areas and other districtwide initiatives and priorities.

- A strengthened teacher induction process that builds understanding of second language acquisition, ELL instructional practices, and policy and regulatory requirements.

- A mechanism that ensures ongoing, embedded coaching for teachers of ELLs (both general and bilingual teachers).

- Differentiated professional development that provides relevant and timely training to bilingual lead teachers, classroom teachers, coaches, principals, and network instructional liaisons.

69. **Provide professional development that is differentiated by staff and teacher roles and responsibilities.** Professional development should be designed to meet the unique needs of senior level staff at the central office; content-area departments (directors and coaches); network chiefs and liaisons; principals and school teams; general education and ELL teachers; special education teachers; and instructional assistants. For example—

    a. Professional development for central office, senior staff, and network chiefs might include ELL pedagogy related to program implementation, support and monitoring of ELL programs, and data-driven accountability for ELL achievement. A parallel professional development effort could be independently, or jointly, offered to members of Local School Councils who make decisions related to staffing and programming.

    b. Professional development for principals might include use of data (ACCESS and NWEA) on ELL achievement, ELL model-program implementation, the use of revised walkthrough tools with instructional indicators for ELLs, scaffolding and differentiated instruction, student groupings, and master scheduling.

c. Professional development for teachers and other instructional staff might focus on ELL instructional strategies and differentiated instruction, implementation of various ELL program models, common core implementation with ELLs, use of ELL data, and distinctions between second-language acquisition and language development (related to disabilities and struggling readers).

In particular, ensure differentiated professional development for network chiefs and for principals to support the implementation of research-based practices for ELLs.

- *Professional Development for Network Chiefs.* Sustain and build on the districtwide effort already underway to create ongoing, systemwide learning opportunities for network chiefs and their teams that will enhance staff's understanding of the essential components of ELL programs and will allow staff to consult with one another on supports for schools within their networks. For example, network chiefs and their teams would benefit from understanding—
  - The expected language acquisition progressions and how longitudinal data would reflect the progress of ELL along this continuum
  - Look-fors for determining fidelity of ELL program model implementation
  - Staffing configurations that maximize grade-level planning time as well as services for ELLs
  - Strategic recruitment and retention efforts to assist principals
  - Content area and ELL resources available to principals who request assistance
- *Professional Development for Principals.* Provide learning and joint problem solving opportunities for principals that—
  - Build foundational knowledge on academic language development for ELLs to ensure instructional coherence in their schools
  - Create rubrics, such as observation protocols, to collect information and help principals build teacher capacity in accelerating academic and language development of ELLs
  - Share resources such as sample master schedules that would maximize services for ELLs and foster strategic collaboration among teachers

70. Review existing professional development resources and tools to ensure that they incorporate important ELL-related instructional considerations. The review should include an assessment of tools like those developed by the literacy staff to ensure effective instruction for ELLs. Specifically, these considerations should include:

- The use of clear and measurable content and language learning targets in planning and instruction that reflect explicit language instruction

- Attention to language learning targets that include the linguistic features of developing bilingual students, including bi-literacy transfer, metacognition, and metalinguistic awareness

- The well-targeted and timely use of language-related scaffolds to ensure ELLs are accessing content and building their academic language

- Using language to foster student engagement and interaction through academic conversations and productive group work

Funding for this ELL-focused professional development could come from the federal Title III grant.

71. **Implement a tiered coaching strategy in schools where ELL program implementation is not strong or effective.** In addition to differentiation in professional development, consider putting into place a tiered system of supports that would allow OLCE and key network staff to provide strategic and differentiated coaching to schools according to specified priorities, identified needs, and ELL achievement data.[90] The criteria for providing support in each school might include school-leadership capacity and buy-in, teacher capacity (qualifications, experience, buy-in), ELL program design and fidelity of implementation, and ELL achievement data. Differentiated support might be categorized as follows:

    ***Level A*—**Program design and school supports to serve ELLs. These schools would be characterized as having struggling ELL programs and might have new or developing leadership and teachers with limited knowledge of ELL instruction.

    ***Level B*—**Instructional support to improve achievement of ELLs. This level might include schools with more established ELL programs but whose achievement continues to lag. The schools might have strong, committed leadership on behalf of ELLs and committed staff with some ELL instruction background or knowledge. Support would be more targeted in its focus, and would be jointly determined by OLCE, the respective network, and school and teacher leadership.

    ***Level C*—**Monitor instructional support to help schools sustain success. These schools would be those with successful ELL programs who are closing the achievement gap, raising graduation rates, and showing high levels of integration and coordination between ELL programs and general education, including implementation of Common Core State Standards. These schools could serve as ELL learning labs for the entire school system.

    In December 2014, the Chief of EL Program and OLCE began conducting an inventory of ELL programs in all schools in the district, so staff have a head start on this recommendation. In addition, OLCE provided ELL data to each network on the following ELL metrics:

    - Number of refusals (of ELL services)

[90] See the model developed by Seattle Public Schools to implement recommendations developed by the Council of the Great City Schools.

- Number of ELLs not receiving five periods of support
- Average ELA test score of ELLs (former ELL data are not available to OLCE)

These data served as the basis for discussion with the Chief of EL Programs at which eight of the 14 Network Chiefs attended and during which they jointly examined the results and discussed individual network plans to improve ELL metrics.

72. **Build a cadre of strong teacher leaders across the district who have expertise in teaching ELLs and who can bring additional rigor, evidence of learning, and intentional language development across subject areas.** The role that bilingual teachers play is demanding and multifaceted because they are expected to be experts in language acquisition, bi-literacy development, content and content-specific pedagogy, and social-emotional development. Professional development efforts related to ELLs should therefore focus on building more teacher leaders and providing supports for all teachers of ELLs (bilingual, ESL, special education and general education teachers). This cadre would include EL leads and teachers who have deep knowledge of standards as well as psychologists, social workers, and other key support professionals (regardless of whether they speak a language other than English) who are knowledgeable and familiar with the tools needed to be effective with students.

73. **Expand opportunities to bring teachers together as learning communities in partnership with other networks.** The team learned that the Chicago Trust and OLCE was sponsoring such opportunities, but we suggest expanding them as the district gains experience with them.

74. **Develop professional development tools and supports for teachers in setting and charting progress on language development and learning goals.** Strengthen the availability of high quality professional development tools and teacher access to coaching. In addition, the district should develop exemplars of student work at each level of proficiency and rubrics that teachers can use to look at student work. Also consider using videos to make effective practices available to a larger number of teachers. CPS might want to visit the Oakland Unified School District and the Seattle Public Schools to learn more about how they use technology and systemwide professional development to improve instructional practices for ELLs around academic conversations and academic language development.

75. **Charge the Talent Office, OLCE, and the networks with reaching consensus on what the district considers to be non-negotiable priorities for teacher endorsements.** The Illinois requirement for bilingual teachers and the growing ELL enrollment in CPS have spurred various efforts to increase the number of teachers who obtain ESL or bilingual education endorsements. However, the assortment of efforts initiated at both the school and network levels are not coherent and do not build a clear systemwide pathway for increasing the number of ESL endorsed and bilingual credentialed teachers. For example, the team learned of partnerships with the University of Phoenix, De Paul University, and the University of Chicago, among others. In the absence of a district-defined set of non-negotiables or criteria for teacher competencies around providing rigorous and quality instruction for ELLs,

principals and networks will continue seeking independent partnerships and endorsement programs that may not be consistent with each other or build the capacity the district needs. We recommend that staff reach consensus on the 'non-negotiables' regarding teacher qualifications and the curricular requirements for endorsement programs.

76. **In addition to partnerships around teacher endorsements, the district should establish clear guidelines for external partnerships and experts.** In the absence of a strong statement or criteria for external partnerships, the required expertise of consultants, or a description of what they should be able to do, the system's myriad partners may simply add confusion to the system's efforts, undermine its direction, and erode accountability for student results.

77. **Consider convening another conference-style professional development opportunity for staff districtwide that has differentiated sessions focused on various aspects of ELL instructional programming.** In the summer of 2014, the district held an ELL-focused professional development meeting that drew close to 900 educators, signaling the need for ongoing support. Schools that are identified as requiring Level A supports could have a dedicated strand of sessions to address their needs. OLCE might approach IRC for support.

78. **Consider asking ISBE to provide resources through the IRC to convene a working group of districts across the state—like School District U46—to develop practical solutions for strengthening instruction for ELLs in general education settings and to formulate needed changes in curricula, materials, and assessments.** This joint effort would be a concrete step towards having ISBE respond to suggestions made by the Peer Panel on the state's ESEA Flexibility Waiver plan.

79. **Charge the Talent Office, OLCE, the Office of Early Education, and the networks with conducting an inventory of all teachers with bilingual and ESL credentials and endorsements in all CPS schools--including pre-K programs.**
The inventory should identify current teachers providing instruction in either TPI or TBE programs, teachers with temporary credentials teaching in TPI or TBE programs (per state law), bilingual/ESL certificated teachers not assigned to teach ELLs, as well as the number of teacher vacancies that need to be filled. In December 2014, the team was pleased to hear that some of this recommended work has begun under the direction of the Chief of EL Programs. An analysis is also underway with the Talent Office to match the bilingual/ESL endorsed teachers to class assignments.

80. **Charge the Office of Talent, the Network Chief, and the Chief for EL Programs with developing an ELL teacher recruitment and development plan for the next five years.** The plan should maximize the use and assignment of existing ELL-qualified teachers, and prioritize hiring teachers for pre-K through grade three and other grades where there is a particularly acute need. Important elements of the plan would include:

    - Creating articulated certification pathways for teachers and education staff who speak another language and are interested in securing appropriate credentials, as well as for

general education teachers who would like to secure additional credentials and learn another language. Petition the state to allow CPS to count teachers seeking such endorsements toward the staffing requirements of the law when teaching in TBE and TPI programs.

- Facilitating the hiring process for principals by allowing early hire of hard-to-fill positions from a central pool of applications, thus preventing the loss of candidates to neighboring districts.

- Creating incentives to encourage teachers to take on the role of bilingual liaisons at the school level.

- For pre-K in particular, creating career pathways for interested ELL parents who may wish to support native language development activities through extended learning opportunities at school and in the community.

- Working with teacher union representatives to identify incentives for teachers to obtain bilingual or ESL certifications. Incentives might be financial, as in stipends and differential pay, or non-monetary, such as priority for assignments, transfers, or possibly lightened teaching loads.

- Accurately reporting progress on implementation efforts and providing ISBE with feedback on meeting pre-K teacher requirements related to serving ELLs. CPS might request ISBE's approval of the district's interim staffing configurations as meeting ISBE's regulations for ELL pre-K teachers.

81. Ask ISBE to jointly encourage local colleges of education to modify their pre-service training programs and adopt new in-service opportunities around robust training in second language development, linguistics, and applying the needs of ELLs to implementation of the common core. The ELL-relevant content should also include differentiated curriculum on meeting the needs of young ELLs who are simultaneously developing proficiency in their home language as well as in English; and meeting the needs of ELLs with special needs. For example, CPS might consider expanding existing partnerships with DePaul University that, according to the Severns report,[91] was one of the first universities to begin reforming its early childhood curriculum for prospective teachers of ELLs. Another specific model the district might consider are the MOOCs that the Seattle Public Schools developed with Kenji Hakuta from Stanford University.

Inviting ISBE to collaborate with CPS and institutions of higher education willing to align teacher preparation curricula to the common core and the needs of ELLs would not only provide important support for CPS, it would also help ISBE act on one of the technical

[91] Maggie Severns, 2012. Starting Early with English Language Learners: First Lessons from Illinois. Washington, D.C.: the New America Foundation.

assistance suggestions made by the Peer Reviewers of ISBE's ESEA Flexibility Request to the U.S. Department of Education.[92]

Community Engagement Recommendations

82. Charge a multi-departmental team, including FACE, OLCE, and other key offices, with creating a communications plan for ELL families to ensure they have timely access to the most important information and forms related to their children's education and services from CPS. While OLCE might provide assistance, the responsibility of communicating to ELL families would rest with every office.

In developing this communication and outreach plan, the team should—

- Capitalize on the extensive and robust ELL community engagement effort already led by OLCE.
- Work across departments to ensure that the most up-to-date and highest priority information on policies, programs, and services is provided to the ELL community in a language and form they best understand.
- Include multi-modal communications so ELL families fully understand the ELL program and available models, and how to choose models for their children. For example, consider creating podcasts, short videos (with parent and student voices), or DVDs in various languages for community members who might not read in their primarily language. Look at resources used in St. Paul, Austin, Denver, and Anchorage.
- Determine whether it would be cost-effective to establish welcome centers in areas of the city with the largest numbers of immigrant/refugee families to function as hubs of communication and information for ELL families (see St. Paul, San Francisco, Boston, and Minneapolis for examples). If not viable on a permanent bases, consider instituting regular ELL community events focused on building understanding of ELL programming and options.
- Consider partnering with CBOs, small businesses, and parents themselves to disseminate information.
- Consider partnering with local radio, television, and print media in the various ELL communities to disseminate information.
- Consider creating centralized interpretation and translation services for schools in CPS. Some services might be housed at the network level, but ideally there should a single point of access to all information. For example, the Anchorage Public Schools, Seattle

[92] IL ESEA Flexibility – Peer Panel Notes. p. 11.

Public Schools, and the Montgomery County Public Schools offer a range of centralized interpretation and translation services.[93]

83. **Strengthen collaboration between OLCE and FACE to ensure consistent two-way dialogue and sharing of information with the multilingual community.** This is also a goal in the district's improvement plan, and will likely require the leadership of both OLCE and FACE to delineate how best to build on each other's strengths to effectively communicate with the ELL community.

Funding Recommendations

84. **Review and revise the budget description related to ELLs in budget documents to ensure that funding generated by ELLs is clearly marked.** The ELL-related revenue streams need to be a visible part of the budget, just as ELL-related activities should appear as part of all district instructional activities. A brief but clearly stated link between revenue and services for ELLs would help deepen instructional leaders' understanding of how their staffing and instructional decisions related to ELLs can result in additional funding.

85. **Ask ISBE to consider detaching the Title III funding allocation from the state allocation system to ensure that CPS receives funding commensurate with the total number of ELLs enrolled.** Examine historical data on Title III allocations from ISBE and compare it to ELL enrollment in CPS to determine the estimated amount of Title III funds that may have been forgone. Request that Title III funds be allocated in a way that is independent of the allocation of state bilingual funds. In fact, the Council learned from ISBE that, beginning in 2014-15, Title III allocations would be made as recommended here—independently from the state bilingual education supplemental process.[94]

86. **Pool federal funds to build institutional capacity for implementing quality programming for ELLs.** Title III funds could be used to support enhanced districtwide professional development and support systems and to augment central office staff and staff at the network levels. Centrally-managed Title III funds could provide OLCE with the capacity and resources to hire additional ELL-focused coaches who could be deployed to schools or who could be assigned to particular networks to help build capacity.

87. **Build capacity in OLCE and the budget office to better track ELL-related expenditures.** Given the system's new school-based budgeting, consider joint protocols for timely identification of unexpended funds at the school, network, and central office level. Develop a prioritized expenditure plan for fast action and well-targeted investment of any uncovered unexpended funds (such as the $3 million discovered in January 2014).

[93] For Montgomery County Public Schools go to http://www.montgomeryschoolsmd.org/curriculum/esol/lasu.aspx; for Seattle Public Schools policy and practices visit http://district.seattleschools.org/modules/cms/pages.phtml?pageid=218757; and for Anchorage Public Schools go to http://www.asdk12.org/depts/ELL/interpreters.asp.

[94] Phone interview with David Nieto, Administrator for the Division of English Language Learning (ELL) at the Illinois State Board of Education (ISBE), January 2015.

88. **Charge the Chief of EL Programs and Chief of Networks with developing a system of regular compliance checks with schools.** The regularly-scheduled compliance checks would identify areas that need more support. OLCE should provide training and guidance on state and federal requirements, but staff at the network level should be responsible for compliance reviews and reporting on schools within their own networks. As schools come into compliance, network leaders could retain some of the generated funds to support instructional coaches at the network level.

89. **Incorporate ELL needs into the ongoing priorities of federal Title I, Title II, and various discretionary grant funding.** ELLs in CPS are generating a significant share of funding under Title I, so their instructional needs should be addressed, in part, with these funds. Moreover, federal investments will likely have a greater impact if ELLs' needs are considered at the outset of strategic budgeting decisions.

90. **Examine the data on ELLs whose parents have opted out of services to determine any patterns and reasons for such decisions—and to see how these students do academically.** The Chief of EL Programs and OLCE should work with the office of community engagement to conduct phone surveys and focus groups of parents who have opted out of bilingual education to better understand why parents made these decisions. Based on this information, OLCE could then develop a recruitment and outreach strategy targeted to those who have waived services to familiarize them with district services and reduce the number of ELLs who opt out.

VI. Synopsis and Discussion

The Chicago Public Schools have faced a number of challenges over the last several years. Leadership turnover, school closings, financial shortfalls, a teacher strike, and other issues have kept the school district in the headlines. Still, it is clear from state and federal data that the school system has made progress academically for its children. Much of this progress can likely be attributed to the district's lengthening the instructional day, sharpening its accountability systems, implementing the more rigorous common core standards, proving better professional development, and unifying the instructional program across the school district. These have been important reforms that have made a difference for the Chicago Public Schools as they have made for other big city school systems across the country.

At the same time, these broad, districtwide improvements have not always resulted in closing achievement gaps for groups that historically have performed the weakest across the system. For instance, the data indicate that achievement has improved significantly for most student groups over the last decade, but the gaps are persistent—and in some cases worse than before the reforms began. This does not argue against the reforms that have been made, because they have clearly had a positive effect. It does, however, provide evidence for the argument that the system has not had a dedicated focus on children who are the furthest behind. This is particularly true of Hispanic students who are English language learners—the subjects of this report—and African American students.

It is not hard to see why the progress the district has seen over the last decade or so did not result in disproportionate gains for these students. Hispanic ELLs, for instance, have largely been out of sight in terms of policy, strategy, and programmatic initiatives. We do not believe it too harsh to assert that the district heretofore has simply not had a strategy in place for improving the academic attainment of Hispanic students and ELLs. Where efforts have been made, it was clear that no one in the system could consistently describe them.

This lack of a broad strategy for improving ELL and Hispanic student achievement of has worked in tandem with the often siloed operations of the district's individual schools, networks, and central office departments. At this point, schools may be operating programs that comport with the letter of the state law, but are hollow instructionally. Teachers and staff we saw and talked to at the school level are working extremely hard and couldn't be more dedicated to their students, but they are working independently and without the benefit of any broader district vision or support that would produce better results systemwide.

The district has generally done well at complying with the law and staying out of legal trouble, but it has confused this compliance orientation with a real instructional strategy to improve academic attainment. There is little consistency in the way that programs are defined and operated at the school level. Materials and their quality can vary substantially from building to building. Professional development is uneven at best. Sizable numbers of students are omitted from the

district's accountability system, making it easy to overlook some of the district's lowest performing students. The district has no mechanism for assessing the reading and math skills of students in their native languages while they are learning English. Access to select programs and schools are limited, and transparency and consistency in how eligibility is determined is confusing to parents—and to many staff.

Dual language remains an aspiration for the system and many parents, but it is not well supported across the system. There are no newcomer programs to orient students who are new to the country. Early childhood programs are not well articulated. A clear progression in language development is not well defined, and students moving from school to school will find very different programs that do not necessarily build their language skills in a consistent way. There is little tracking of students whose parents opt out of ELL programs. There is no evaluation of programs and the data systems themselves make it hard to conduct evaluations. And there is no understanding across the system about why and where some schools do better than others with English language learners. Again, it is not an overstatement to say that these students have been invisible to the system programmatically.

In some ways the district has institutionalized this situation by defining its lead office for language and culture around the procedures the district needs to follow to stay out of trouble—but not around the academic opportunities that would improve the lives of the children it serves. The team conducting this review has considerable confidence in the new leader of OLCE, but she will need the collaboration of the rest of the system if the office is to work effectively on behalf of English learners—rather than assuming the responsibility alone as is now the case.

This report lays out a considerable number of recommendations and proposals for the district to consider. Most broadly, it defines a strategy around dedicated and focused language study using four English language development models, and a strategy built around continuing English language acquisition across content areas and grades. The strategy remains consistent with state and federal law, but adds content to the legal framework the district has in place.

The report also has substantial recommendations for policy, curriculum, program placement, program eligibility, accountability, staff recruitment, professional development, data systems, and program evaluation. For all intents and purposes, the team working on this project proposes a substantial overhaul in how the school district instructs and supports its English language learners.

The Chicago Public Schools have one of the nation's largest enrollments of Latino students and English language learners. It also has among the most talented and experienced staff in the country—at both the central office and school levels. There is little reason to think that the district can't be the best in the nation with this special population of students. This report is meant to help the district meet that goal.

Appendices

Appendix A. TUDA Snapshot Reports, 2013

The Nation's Report Card

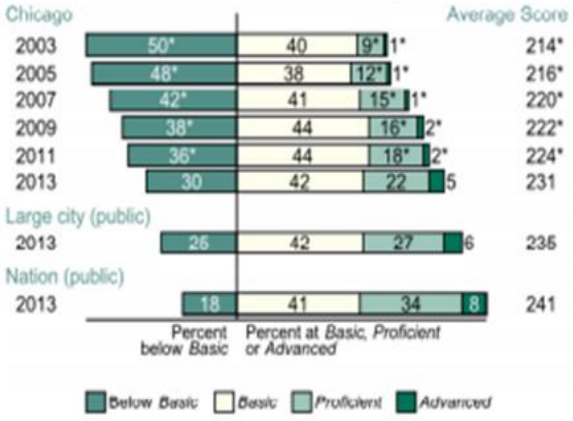
Mathematics
2013 Trial Urban District Snapshot Report

Chicago Public Schools
Grade 4
Public Schools

Overall Results

- In 2013, the average score of fourth-grade students in Chicago was 231. This was lower than the average score of 235 for public school students in large cities.
- The average score for students in Chicago in 2013 (231) was higher than their average score in 2011 (224) and in 2003 (214).
- The score gap between higher performing students in Chicago (those at the 75th percentile) and lower performing students (those at the 25th percentile) was 43 points in 2013. This performance gap was not significantly different from that in 2003 (36 points).
- The percentage of students in Chicago who performed at or above the NAEP *Proficient* level was 28 percent in 2013. This percentage was greater than that in 2011 (20 percent) and in 2003 (10 percent).
- The percentage of students in Chicago who performed at or above the NAEP *Basic* level was 70 percent in 2013. This percentage was greater than that in 2011 (64 percent) and in 2003 (50 percent).

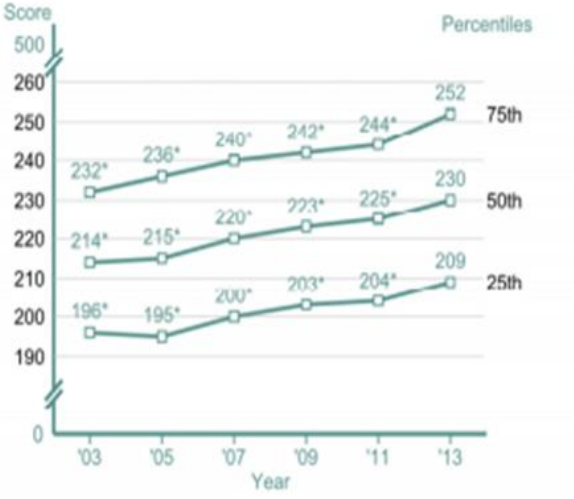
Achievement-Level Percentages and Average Score Results



* Significantly different ($p < .05$) from district's results in 2013. Significance tests were performed using unrounded numbers.

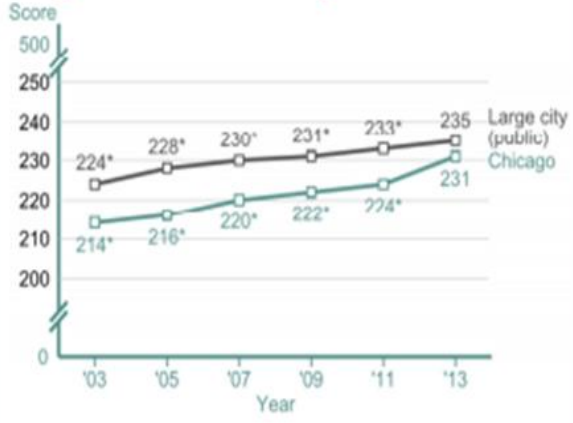
NOTE: Detail may not sum to totals because of rounding. Large city (public) includes public schools located in the urbanized areas of cities with populations of 250,000 or more including the participating districts.

Scores at Selected Percentiles



* Significantly different ($p < .05$) from 2013. Significance tests were performed using unrounded numbers.

Average Scores for District and Large Cities



* Significantly different ($p < .05$) from 2013. Significance tests were performed using unrounded numbers.

NOTE: Large city (public) includes public schools located in the urbanized areas of cities with populations of 250,000 or more including the participating districts.

The Nation's Report Card

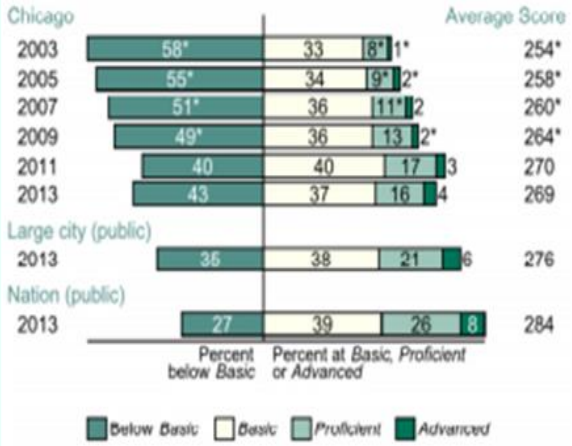
Mathematics
2013 Trial Urban District Snapshot Report

Chicago Public Schools
Grade 8
Public Schools

Overall Results

- In 2013, the average score of eighth-grade students in Chicago was 269. This was lower than the average score of 276 for public school students in large cities.
- The average score for students in Chicago in 2013 (269) was not significantly different from their average score in 2011 (270) and was higher than their average score in 2003 (254).
- The score gap between higher performing students in Chicago (those at the 75th percentile) and lower performing students (those at the 25th percentile) was 48 points in 2013. This performance gap was not significantly different from that in 2003 (45 points).
- The percentage of students in Chicago who performed at or above the NAEP *Proficient* level was 20 percent in 2013. This percentage was not significantly different from that in 2011 (20 percent) and was greater than that in 2003 (9 percent).
- The percentage of students in Chicago who performed at or above the NAEP *Basic* level was 57 percent in 2013. This percentage was not significantly different from that in 2011 (60 percent) and was greater than that in 2003 (42 percent).

Achievement-Level Percentages and Average Score Results



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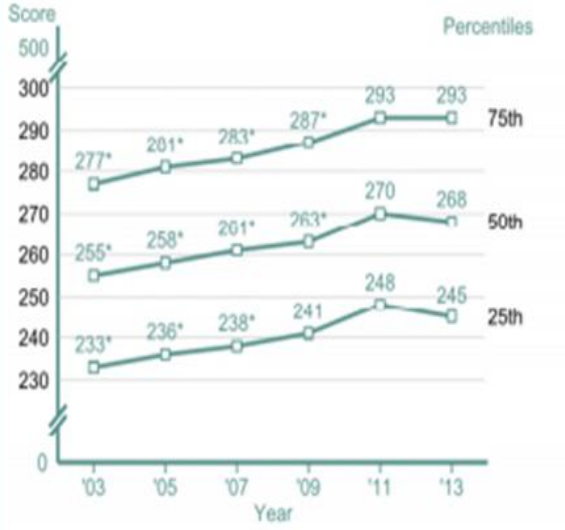
Scores at Selected Percentiles



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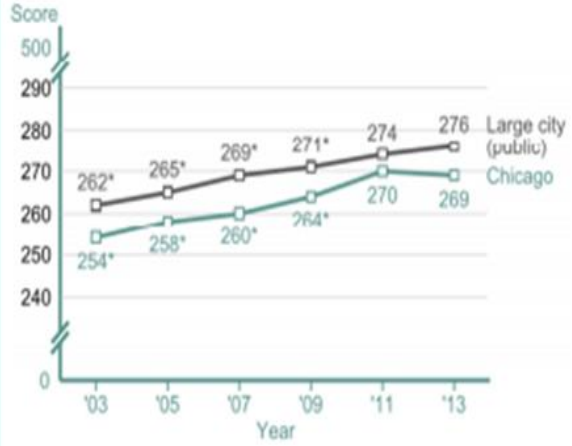
Average Scores for District and Large Cities



* Significantly different ($p < .05$) from 2013. Significance tests were performed using unrounded numbers.

NOTE: Large city (public) includes public schools located in the urbanized areas of cities with populations of 250,000 or more including the participating districts.

The Nation's Report Card

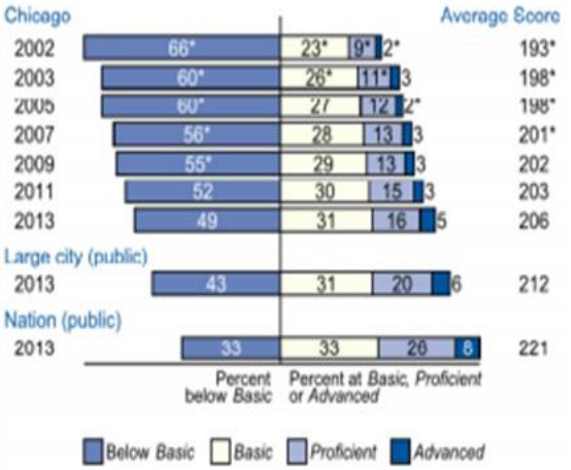
Reading 2013 Trial Urban District Snapshot Report

Chicago Public Schools
Grade 4
Public Schools

Overall Results

- In 2013, the average score of fourth-grade students in Chicago was 206. This was lower than the average score of 212 for public school students in large cities.
- The average score for students in Chicago in 2013 (206) was not significantly different from their average score in 2011 (203) and was higher than their average score in 2002 (193).
- The score gap between higher performing students in Chicago (those at the 75th percentile) and lower performing students (those at the 25th percentile) was 51 points in 2013. This performance gap was not significantly different from that in 2002 (48 points).
- The percentage of students in Chicago who performed at or above the NAEP *Proficient* level was 20 percent in 2013. This percentage was not significantly different from that in 2011 (18 percent) and was greater than that in 2002 (11 percent).
- The percentage of students in Chicago who performed at or above the NAEP *Basic* level was 51 percent in 2013. This percentage was not significantly different from that in 2011 (48 percent) and was greater than that in 2002 (34 percent).

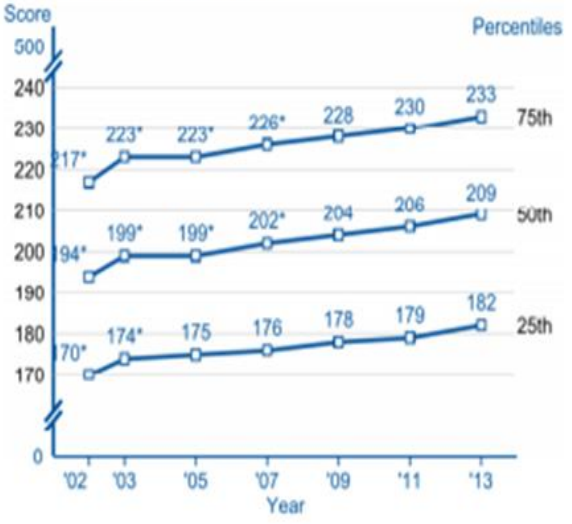
Achievement-Level Percentages and Average Score Results



* Significantly different ($p < .05$) from district's results in 2013. Significance tests were performed using unrounded numbers.

NOTE: Detail may not sum to totals because of rounding. Large city (public) includes public schools located in the urbanized areas of cities with populations of 250,000 or more including the participating districts.

Scores at Selected Percentiles



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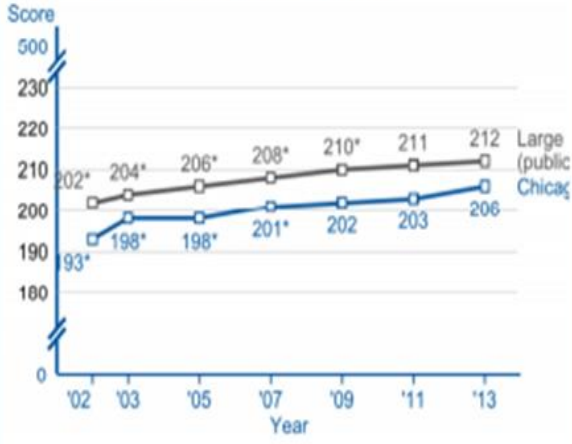
Average Scores for District and Large Cities



* Significantly different ($p < .05$) from 2013. Significance tests were performed using unrounded numbers.

NOTE: Large city (public) includes public schools located in the urbanized areas of cities with populations of 250,000 or more including the participating districts.

The Nation's Report Card

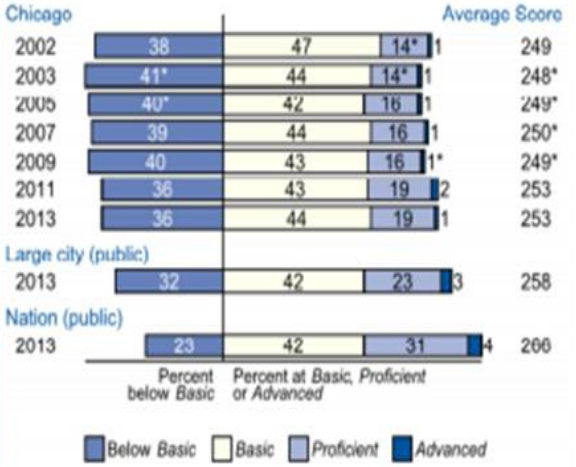
Reading 2013 Trial Urban District Snapshot Report

Chicago Public Schools
Grade 8
Public Schools

Overall Results

- In 2013, the average score of eighth-grade students in Chicago was 253. This was lower than the average score of 258 for public school students in large cities.
- The average score for students in Chicago in 2013 (253) was not significantly different from their average score in 2011 (253) and in 2002 (249).
- The score gap between higher performing students in Chicago (those at the 75th percentile) and lower performing students (those at the 25th percentile) was 44 points in 2013. This performance gap was not significantly different from that in 2002 (40 points).
- The percentage of students in Chicago who performed at or above the NAEP *Proficient* level was 21 percent in 2013. This percentage was not significantly different from that in 2011 (21 percent) and in 2002 (15 percent).
- The percentage of students in Chicago who performed at or above the NAEP *Basic* level was 64 percent in 2013. This percentage was not significantly different from that in 2011 (64 percent) and in 2002 (62 percent).

Achievement-Level Percentages and Average Score Results



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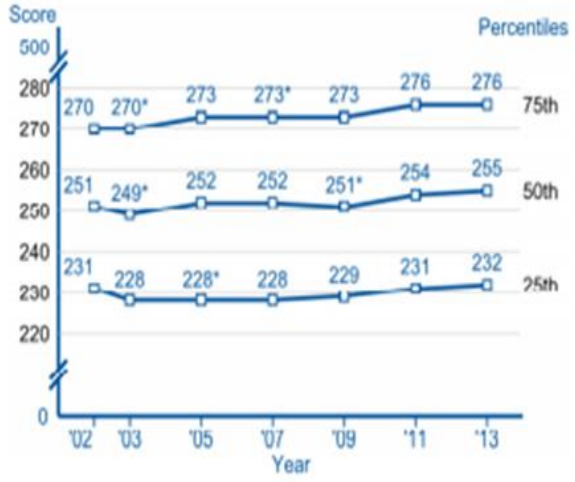

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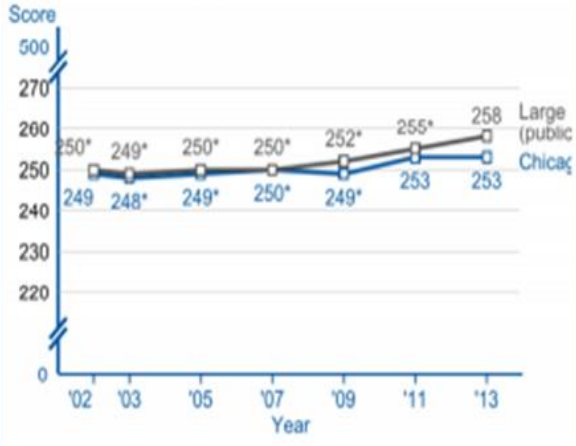
Average Scores for District and Large Cities



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NOTE: Large city (public) includes public schools located in the urbanized areas of cities with populations of 250,000 or more including the participating districts.

Appendix B. School Networks with the Highest Concentrations of ELLs by Predominant Languages Spoken, 2012-13

The following tables list school networks with the highest concentrations of ELLs who speak Spanish, Polish, Arabic, Chinese, African languages, and Tagalog in SY 2012-13.

SPANISH			
Network	**ELLs**	**Spanish Speaking ELLs**	**% of ELLs**
Fullerton ES Network	9,306	9,018	97%
Midway ES Network	9,063	8,825	97%
Pilsen-Little Village ES Network	6,937	6,924	100%
Pershing ES Network	6,167	5,458	89%
Charter/Contract Network	4,746	4,453	94%
Subtotal	36,219	34,678	96%
Total CPS ELL Enrollment	63,034	54,059	85.8%
Networks as % of CPS	57.5%	64.1%	

POLISH			
Network	**ELLs**	**Polish Speaking ELLs**	**% of ELLs**
O'Hare ES Network	6,715	594	9%
Midway ES Network	9,063	131	1%
North-Northwest Side HS Network	3,252	90	3%
Fullerton ES Network	9,306	74	1%
AUSL Network	672	23	3%
Subtotal	29,008	912	3%
Total CPS ELL Enrollment	63,034	1,005	1.6%
Networks as % of CPS	46.0%	90.7%	

ARABIC			
Network	**ELLs**	**Arabic Speaking ELLs**	**% of Total ELLs**
O'Hare ES Network	6,715	588	9%
Ravenswood-Ridge ES Network	6,107	240	4%
North-Northwest Side HS Network	3,252	210	6%
Midway ES Network	9,063	44	0.49%
Fullerton ES Network	9,306	41	0.44%
Subtotal	34,443	1,123	3%
Total CPS ELL Enrollment	63,034	1,307	2.1%
Networks as % of CPS	54.6%	85.9%	

CHINESE			
Network	**ELLs**	**Chinese Speaking ELLs**	**% of Total ELLs**
Pershing ES Network	6,167	665	11%
Southwest Side HS Network	1,536	239	16%
Ravenswood-Ridge ES Network	3,252	77	2%
North-Northwest Side HS Network	6,107	57	1%
Fulton ES Network	1,660	45	3%
Subtotal	18,722	1,083	6%
Total CPS ELL Enrollment	63,034	1,263	2.0%
Networks as % of CPS	29.7%	85.7%	

AFRICAN LANGUAGES			
Network	**ELLs**	**ELLs Who Speak African Languages**	**% of Total ELLs**
Ravenswood-Ridge ES Network	6,107	350	6%
North-Northwest Side HS Network	3,252	116	4%
O'Hare ES Network	6,715	61	1%
Charter/Contract Network	4,746	55	1%
Skyway ES Network	395	21	5%
Subtotal	21,215	603	3%
Total CPS ELL Enrollment	63,034	717	1.1%
Networks as % of CPS	33.7%	84.1%	

TAGALOG			
Network	**ELLs**	**Tagalog Speaking ELLs**	**% of Total ELLs**
O'Hare ES Network	6,715	167	2%
Ravenswood-Ridge ES Network	6,107	91	1%
North-Northwest Side HS Network	3,252	48	1%
Fullerton ES Network	9,306	15	0.46%
Charter/Contract Network	4,746	10	0.11%
Subtotal	30,126	331	1%
Total CPS ELL Enrollment	63,034	367	0.6%
Networks as % of CPS	47.8%	90.2%	

CHARTER NETWORK			
Network	**ELLs**	**Spanish Speaking ELLs**	**% of Total ELLs**
Charter/Contract Network	4,746	4,453	94%
Total CPS ELL Enrollment	51,493	717	1.4%
Networks as % of CPS	9.2%	621.1%	

Appendix C. State Law Regarding Bilingual Education Programs

State Law Regarding Bilingual Education Programs

Article 14C of the Illinois School Code governs how school districts are to provide educational services to ELLs. Article 14C provides directives and funding for the establishment of Transitional Bilingual Education (TBE) programs in Illinois' public schools. State law has a range of provisions that are very specific in some cases but less clear in others, thereby ***providing considerable discretion to school districts in how to meet the education needs of ELLs***. The Chicago Public Schools, as do all other districts in Illinois, must find the right balance between state law and ELL programming that is sustainable and compatible with the district's curriculum. The specific sections of Illinois State Law and ISBE's regulations referenced in this section provide—in the Council's estimation—the necessary discretion for CPS to re-design its ELL programs to be more effective.

The Illinois State Law governing implementation of bilingual education programs in public schools contains considerable specificity in its required program elements, such as teacher qualifications, student identification, instructional components, and time-in-program. Specifically, the statute and ISBE regulations on time-in-program are complicated and appear to be the main driving force behind how CPS implements its ELL programs.

- ***Program Participation***. The Illinois school code establishes a three-year limit on a student's participation in a bilingual education program, a period which can be shorter if the student attains English language proficiency.[95] Accordingly, state regulations authorize school districts to discontinue services to students who have been enrolled or participated in the TBE or TPI program for three consecutive years. (See Section 14C-3 of the school code.) Specifically, Section 228.27 of the ISBE regulations authorizes school districts to discontinue services to ELLs who have participated in bilingual education programs for three consecutive years even if they have yet to attain proficiency in English. In addition, a 1998 policy adopted by the Chicago School Reform Board of Trustees implemented a three-year limit on receiving bilingual education services partly due to staff concerns that ELLs were taking too long to exit the ELL program.[96]

- ***Exiting parameters***. The state law also sets parameters on when and under what circumstances ELLs can be exited from bilingual education programs: "No school district shall transfer a child of limited English ability out of a program in transitional bilingual education prior to this third year of enrollment therein unless the parents of the child approve the transfer in writing,

[95]"Every school-age child of limited English-speaking ability not enrolled in existing private school systems shall be enrolled and participate in the program in transitional bilingual education established for the classification to which he belongs by the school district in which he resides for a period of 3 years or until such time as he achieves a level of English language skills which will enable him to perform successfully in classes in which instruction is given only in English, whichever shall first occur." Illinois School Code 105 ILCS 5/14C-3 from Ch. 122, par. 14D-3.

[96] http://articles.chicagotribune.com/1998-02-26/news/9802260287_1_bilingual-education-plan-for-education-reform-multicultural-education. Accessed 15 November 2014.

and unless the child has received a score on said examination which, in the determination of the state board, reflects a level of English language skills appropriate to his or her grade level." [*Emphasis* added.][97]

Consistent with this provision, the CPS Bilingual Education Policy adopted in 2002 (Section 603.1) prohibited ELLs from being exited prior to three years unless s/he had attained English proficiency and a parental request was provided in writing. The policy also indicated that students who had yet to meet the English proficiency requirement could continue in the program for additional time at the discretion of the principal and with approval of the student's parents.

A CPS response to an ISBE finding in 2012, however, indicated that it was customary in the district *not to exit ELLs* from bilingual education services when they had attained English proficiency prior to the three-year requirement, although parents were informed that their child could exit the program at that point.

While the CPS response to ISBE indicated that the district does not sanction the cessation of services at the end of the three-year period, the team heard otherwise numerous times during its visits. A wide range of CPS staff—senior staff, principals, and teachers—stated that by third grade many ELLs were in English-only classes despite the fact that they had not achieved the required scores on ACCESS to be deemed English proficient. Many staff still believe that participation in ELL programming is limited to three years or that by third grade ELLs should transfer to classes taught solely in English. Data provided to the Council appears to confirm this situation as the number of ELLs drops markedly in grades 3 and 4.

- ***District discretion and parental rights***. In cases where ELL participation in bilingual programs is extended beyond three years or in cases where ELLs are exited prior to the three years, state law provides districts with considerable discretion, but the law recognizes parental rights in each circumstance.
    - ELLs may continue in the Transitional Bilingual Education beyond the three-year period at the discretion of the school district and with approval of a parent or guardian.
    - A district that wishes to exit an ELL—i.e., an ELL who has attained English proficiency—out of a bilingual education program prior to the third year of enrollment must obtain parental approval in writing.

Ultimately, ISBE's attempts to operationalize these options in regulation have led to complicated multi-step processes for ELL placement, and exiting creates confusion among district staff members and requires constant attention from OLCE. Moreover, the perceived three-year participation limit has defined the school system's bilingual education program architecture and has created an artificial ceiling on language services and an emphasis on complying with state laws and regulations.

[97] Illinois School Code 105 ILCS 5/14C-3 from Ch. 122, par. 14D-3

Appendix D. NAEP Scores by Ethnicity and Language Status by Year

Hispanic—Fourth Grade Reading

	2003	2005	2007	2009	2011	2013	Change
Albuquerque	—	—	—	—	201	199	-2
Atlanta	‡	‡	‡	‡	215	208	-7
Austin	—	207	206	208	210	208	1
Baltimore City	—	—	—	‡	‡	‡	
Boston	201	200	204	209	214	210	9
Charlotte	202	209	207	212	212	212	10
Chicago	196	201	201	203	201	203	8
Cleveland	201	201	200	200	196	191	-10
Dallas	—	—	—	—	200	204	3
Detroit	—	—	—	190	199	199	9
District of Columbia (DCPS)	187	193	206	207	204	211	23
Fresno	—	—	—	194	190	192	-2
Hillsborough County (FL)	—	—	—	—	223	223	0
Houston	203	203	200	206	209	204	1
Jefferson County (KY)	—	—	—	‡	221	221	0
Los Angeles	189	190	190	193	196	199	10
Miami-Dade	—	—	—	224	222	225	1
Milwaukee	—	—	—	198	198	200	3
New York City	205	207	203	208	207	208	2
Philadelphia	—	—	—	187	191	193	6
San Diego	195	196	196	193	201	204	9
National public	199	201	204	204	205	207	7
Large city	197	198	199	202	203	204	7

Hispanic—Eighth Grade Reading

	2003	2005	2007	2009	2011	2013	Change
Albuquerque	—	—	—	—	248	250	3
Atlanta	‡	‡	‡	‡	‡	254	
Austin	—	243	244	251	251	251	8
Baltimore City	—	—	—	‡	‡	‡	
Boston	245	248	241	251	245	250	6
Charlotte	244	248	251	254	256	259	14
Chicago	249	251	255	249	255	255	6
Cleveland	‡	248	249	237	241	241	-7
Dallas	—	—	—	—	246	253	6
Detroit	—	—	—	232	244	242	11
District of Columbia (DCPS)	240	247	249	249	232	247	7
Fresno	—	—	—	235	234	241	6
Hillsborough County (FL)	—	—	—	—	258	263	5
Houston	242	245	246	250	249	250	7
Jefferson County (KY)	—	—	—	‡	‡	258	
Los Angeles	228	235	236	239	241	245	17
Miami-Dade	—	—	—	261	262	261	-1
Milwaukee	—	—	—	249	243	253	3
New York City	247	247	241	243	246	249	2
Philadelphia	—	—	—	241	239	243	2
San Diego	238	241	235	242	245	247	9
National public	244	245	246	248	251	255	11
Large city	241	243	243	245	249	253	12

Hispanic—Fourth Grade Math

	2003	2005	2007	2009	2011	2013	Change
Albuquerque	—	—	—	—	229	229	0
Atlanta	‡	‡	223	222	230	233	10
Austin	—	234	233	233	237	237	2
Baltimore City	—	—	—	‡	‡	227	
Boston	215	225	230	232	234	233	19
Charlotte	233	234	234	235	240	242	9
Chicago	217	217	219	226	223	230	13
Cleveland	220	224	215	217	218	221	2
Dallas	—	—	—	—	234	235	2
Detroit	—	—	—	206	215	214	8
District of Columbia (DCPS)	205	215	220	227	223	226	21
Fresno	—	—	—	216	214	217	1
Hillsborough County (FL)	—	—	—	—	239	238	-2
Houston	226	232	234	235	236	235	9
Jefferson County (KY)	—	—	—	226	238	224	-2
Los Angeles	211	216	217	218	220	224	12
Miami-Dade	—	—	—	239	237	238	0
Milwaukee	—	—	—	226	221	227	1
New York City	220	226	230	230	227	228	8
Philadelphia	—	—	—	221	223	217	-3
San Diego	216	222	223	224	229	228	12
National public	221	225	227	227	229	230	9
Large city	219	223	224	226	228	229	10

Hispanic—Eighth Grade Math

	2003	2005	2007	2009	2011	2013	Change
Albuquerque	—	—	—	—	269	267	-2
Atlanta	‡	‡	‡	‡	264	262	-2
Austin	—	267	271	274	276	273	6
Baltimore City	—	—	—	‡	‡	‡	
Boston	252	261	270	269	271	275	23
Charlotte	262	262	264	272	272	279	17
Chicago	259	263	265	268	271	270	12
Cleveland	249	251	258	250	258	252	2
Dallas	—	—	—	—	276	277	1
Detroit	—	—	—	255	258	243	-12
District of Columbia (DCPS)	246	252	251	263	253	262	16
Fresno	—	—	—	253	251	256	3
Hillsborough County (FL)	—	—	—	—	274	278	4
Houston	261	265	270	275	278	279	18
Jefferson County (KY)	—	—	—	‡	270	265	-5
Los Angeles	240	245	253	254	255	258	18
Miami-Dade	—	—	—	274	274	275	1
Milwaukee	—	—	—	256	259	266	10
New York City	260	259	262	261	261	263	3
Philadelphia	—	—	—	258	256	261	3
San Diego	248	258	259	265	263	260	11
National public	258	261	264	266	269	271	13
Large city	256	258	261	264	267	269	14

ELL—Fourth Grade Reading

	2003	2005	2007	2009	2011	2013	Change
Albuquerque	—	—	—	—	168	165	-3
Atlanta	‡	‡	‡	‡	‡	‡	
Austin	—	189	194	197	199	196	7
Baltimore City	—	—	—	‡	‡	‡	
Boston	192	190	197	196	202	199	7
Charlotte	190	198	196	193	194	185	-4
Chicago	176	175	182	176	178	173	-3
Cleveland	‡	‡	‡	‡	191	182	-9
Dallas	—	—	—	—	192	197	5
Detroit	—	—	—	187	196	197	9
District of Columbia (DCPS)	174	177	198	192	178	183	9
Fresno	—	—	—	175	171	170	-5
Hillsborough County (FL)	—	—	—	—	205	196	-9
Houston	186	192	186	196	201	194	8
Jefferson County (KY)	—	—	—	‡	‡	‡	
Los Angeles	183	182	177	176	174	173	-10
Miami-Dade	—	—	—	188	190	197	9
Milwaukee	—	—	—	191	187	186	-6
New York City	183	183	181	189	186	182	-1
Philadelphia	—	—	—	164	166	166	2
San Diego	186	188	189	186	189	191	5
National public	186	187	188	188	188	187	1
Large city	184	184	183	184	187	186	1

ELL—Eighth Grade Reading

	2003	2005	2007	2009	2011	2013	Change
Albuquerque	—	—	—	—	219	225	6
Atlanta	‡	‡	‡	‡	‡	‡	
Austin	—	213	210	223	221	220	6
Baltimore City	—	—	—	‡	‡	‡	
Boston	215	217	210	‡	221	223	7
Charlotte	230	237	228	229	228	232	2
Chicago	212	216	217	220	217	215	3
Cleveland	‡	‡	‡	‡	227	226	0
Dallas	—	—	—	—	223	235	13
Detroit	—	—	—	‡	251	243	-8
District of Columbia (DCPS)	231	‡	‡	‡	204	‡	-27
Fresno	—	—	—	210	205	210	0
Hillsborough County (FL)	—	—	—	—	235	233	-2
Houston	214	216	209	219	223	223	9
Jefferson County (KY)	—	—	—	‡	‡	‡	
Los Angeles	205	213	212	206	208	203	-2
Miami-Dade	—	—	—	218	220	217	-1
Milwaukee	—	—	—	‡	227	239	12
New York City	212	216	209	212	215	215	3
Philadelphia	—	—	—	‡	222	220	-2
San Diego	220	219	209	211	212	212	-8
National public	222	224	222	219	223	225	3
Large city	215	221	214	215	220	222	7

ELL—Fourth Grade Math

	2003	2005	2007	2009	2011	2013	Change
Albuquerque	—	—	—	—	211	211	0
Atlanta	‡	‡	‡	‡	‡	‡	
Austin	—	225	226	229	232	230	5
Baltimore City	—	—	—	‡	‡	‡	
Boston	209	221	228	222	230	228	19
Charlotte	226	228	230	228	229	222	-4
Chicago	204	201	207	209	210	211	7
Cleveland	‡	‡	205	‡	212	211	7
Dallas	—	—	—	—	231	234	3
Detroit	—	—	—	‡	214	213	-1
District of Columbia (DCPS)	200	206	209	217	209	209	9
Fresno	—	—	—	207	202	205	-2
Hillsborough County (FL)	—	—	—	—	228	219	-9
Houston	221	228	229	231	232	230	9
Jefferson County (KY)	—	—	—	‡	‡	211	
Los Angeles	207	210	208	206	205	207	0
Miami-Dade	—	—	—	216	213	218	2
Milwaukee	—	—	—	223	216	223	0
New York City	203	211	216	219	211	210	7
Philadelphia	—	—	—	211	208	208	-2
San Diego	211	217	217	217	220	222	11
National public	214	216	217	218	219	219	6
Large city	211	214	214	216	219	218	7

ELL—Eighth Grade Math

	2003	2005	2007	2009	2011	2013	Change
Albuquerque	—	—	—	—	243	242	-1
Atlanta	‡	‡	‡	‡	‡	‡	
Austin	—	240	245	249	254	253	13
Baltimore City	—	—	—	‡	‡	‡	
Boston	229	233	242	238	253	254	24
Charlotte	258	252	252	256	246	255	-3
Chicago	228	235	240	241	249	240	12
Cleveland	‡	‡	‡	‡	244	235	-9
Dallas	—	—	—	—	256	259	3
Detroit	—	—	—	253	262	246	-7
District of Columbia (DCPS)	231	‡	226	‡	234	235	3
Fresno	—	—	—	234	228	229	-5
Hillsborough County (FL)	—	—	—	—	250	251	1
Houston	240	245	241	247	253	259	18
Jefferson County (KY)	—	—	—	‡	‡	240	
Los Angeles	223	225	230	227	225	218	-5
Miami-Dade	—	—	—	236	239	242	6
Milwaukee	—	—	—	245	249	252	7
New York City	238	232	235	230	237	241	4
Philadelphia	—	—	—	249	243	244	-5
San Diego	235	236	237	244	237	229	-6
National public	241	244	245	243	244	245	4
Large city	238	238	239	238	240	243	6

Appendix E. Schools Included in Analysis of Overall CPS Enrollment But were not on Website

The following list of schools are included in the 2012-13 enrollment data received by the Council from CPS, but the Council did not find these school on the district's website.

SCHOOL		SCHOOL NETWORK
1	BEACON THERAPEUTIC ES	ES Network - Pershing
2	BEACON THERAPEUTIC HS	ES Network - Pershing
3	CHICAGO AA HS	HS Network - South Side
4	CLEMENTE AA HS	Network - AUSL
5	CRANE AA	ES Network - Englewood-Gresham
6	C-W SPEC SCHLS & SERV 095	ES Network - Fulton
7	ECE PARTNERSHIP SCHOOLS	ES Network - Englewood-Gresham
8	ESPERANZA THERAPEUTIC ES	ES Network - Pershing
9	ESPERANZA THERAPEUTIC HS	ES Network - Pershing
10	FENGER AA HS	HS Network - Far South Side
11	HILLSIDE ACAD EAST THERAPEUTIC	ES Network - Pershing
12	JEWISH CHILD FAMILY THERAPEUTI	ES Network - Pershing
13	JEWISH CHILD FAMILY THERAPEUTI	ES Network - Pershing
14	LAWRENCE HALL THERAPEUTIC HS	ES Network - Pershing
15	MILBURN ALTERNATIVE ES	Network - Alternative
16	PHILLIPS AA HS	HS Network - Southwest Side
17	ROBESON AA HS	ES Network - Englewood-Gresham
18	SOUTH CENTRAL THERAPEUTIC ES	ES Network - Pershing
19	SOUTH CENTRAL THERAPEUTIC HS	ES Network - Pershing
20	SPEC ED DUAL ENR 231	ES Network - Fulton
21	TILDEN AA HS	ES Network - Englewood-Gresham
22	UCAN THERAPEUTIC ES	ES Network - Pershing
23	UCAN THERAPEUTIC HS	ES Network - Pershing
24	VIVIAN SUMMERS ALTERNATIVES ES	Network - Alternative
25	YCCS ADDAMS	Network - Charter/Contract
26	YCCS ASPIRA PANTOJA	Network - Charter/Contract
27	YCCS ASSOCIATION HOUSE	Network - Charter/Contract
28	YCCS AUSTIN CAREER	Network - Charter/Contract
29	YCCS CAMPOS	Network - Charter/Contract
30	YCCS CHTR-CHATHAM	Network - Charter/Contract
31	YCCS COMMUNITY ACADEMY	Network - Charter/Contract
32	YCCS COMMUNITY SERVICE	Network - Charter/Contract
33	YCCS COMMUNITY SERVICE WEST	Network - Charter/Contract
34	YCCS HOUSTON	Network - Charter/Contract
35	YCCS HOWARD	Network - Charter/Contract
36	YCCS INNOVATIONS HS OF ARTS IN	Network - Charter/Contract
37	YCCS LABORATORY	Network - Charter/Contract
38	YCCS LATINO YOUTH	Network - Charter/Contract
39	YCCS MCKINLEY	Network - Charter/Contract
40	YCCS OLIVE HARVEY	Network - Charter/Contract
41	YCCS SULLIVAN	Network - Charter/Contract
42	YCCS TRUMAN	Network - Charter/Contract
43	YCCS VIRTUAL HS	Network - Charter/Contract

44	YCCS WEST TOWN	Network - Charter/Contract
45	YCCS WESTSIDE HOLISTIC	Network - Charter/Contract
46	YCCS YOUTH DEVELOPMENT	Network - Charter/Contract

Appendix F. List of CPS Schools with Fewer than 30 ELLs

School Network		ELL Enrollment	Total Enrollment
1	BRONZEVILLE LTHOUSE CHTR CAMPU	0	471
2	CATALYST CHTR - CIRCLE ROCK	0	529
3	CICS-AVALON /SO SHORE	0	422
4	CICS-LOOMIS	0	587
5	CICS-WASHINGTON PARK	0	448
6	COMMUNITY CONTR	0	160
7	FRAZIER CONTR	0	441
8	FORD CHTR HS	0	360
9	NKRUMAH CHTR	0	244
10	LEARN CHTR BUTLER	0	624
11	LEARN CHTR - CAMPBELL	0	441
12	LEGACY CHTR CAMPUS	0	503
13	NTH LAWNDALE CHTR-CHRISTIANA	0	454
14	NTH LAWNDALE CHTR-COLLINS	0	417
15	PERSPECTIVES CHTR CALUMET TECH	0	521
16	PLATO CONTR	0	468
17	SHABAZZ CHTR-DUSABLE	0	333
18	UNIV OF CHGO CHTR-DONOGHUE	0	490
19	UNIV OF CHGO CHTR-NKO	0	331
20	UNIV OF CHGO CHTR-WOODSON	0	385
21	URBAN PREP CHTR-ENGLEWOOD	0	496
22	CHGO TALENT CHTR HS	0	286
23	GARFIELD PARK CONTR	0	154
24	URBAN PREP CHTR - WEST	0	430
25	CICS - HAWKINS	0	371
26	PROLOGUE-JOHNSTON CHTR HS	0	251
27	LEARN CHTR - HUNTER PERKINS	0	315
28	MONTESSORI CHTR - ENGLEWOOD	0	92
29	YCCS COMMUNITY SERVICE	0	182
30	YCCS MCKINLEY	0	161
31	YCCS AUSTIN CAREER	0	182
32	YCCS COMMUNITY SERVICE WEST	0	178
33	YCCS HOUSTON	0	145
34	YCCS YOUTH DEVELOPMENT	0	255
35	YCCS LABORATORY	0	174
36	YCCS SULLIVAN	0	250
37	YCCS VIRTUAL HS	0	164
38	YCCS COMMUNITY ACADEMY	0	250
39	ACT CHTR ES	0	81
40	CHICAGO EXCEL CONTR ACAD	0	86
41	YCCS CHTR-CHATHAM	0	148
42	CHICAGO AA HS	0	24

School Network		ELL Enrollment	Total Enrollment
43	YCCS LATINO YOUTH	0	23
44	CRANE HS	0	333
45	FENGER AA HS	0	25
46	ROBESON HS	0	546
47	HARLAN HS	0	1174
48	MANLEY HS	0	476
49	DYETT HS	0	168
50	PHILLIPS AA HS	0	27
51	JULIAN HS	0	1167
52	AVALON PARK	0	315
53	BARNARD	0	265
54	BARTON	0	643
55	NICHOLSON TECH ACAD	0	469
56	BEIDLER	0	435
57	BENNETT	0	469
58	BROWNELL	0	300
59	BURKE	0	272
60	BURNHAM	0	269
61	CALDWELL	0	340
62	CARTER	0	346
63	CHALMERS	0	366
64	COOK	0	461
65	LANGFORD	0	332
66	DELANO CPC	0	396
67	TURNER-DREW	0	363
68	METCALFE	0	454
69	EMMET	0	460
70	ERICSON	0	510
71	ESMOND	0	340
72	GOODLOW	0	378
73	FERNWOOD	0	324
74	FISKE	0	220
75	FORT DEARBORN	0	430
76	KELLMAN	0	274
77	FULLER	0	271
78	OWENS	0	329
79	GOMPERS	0	246
80	ARIEL	0	559
81	GREGORY	0	331
82	HARVARD	0	442
83	WOODLAWN	0	244
84	SMITH	0	339
85	HEFFERAN	0	253
86	HENDERSON	0	363
87	HOLMES	0	289
88	HOWE	0	610

School Network		ELL Enrollment	Total Enrollment
89	CUFFE	0	459
90	CULLEN	0	245
91	HUGHES, C	0	288
92	JENNER	0	317
93	KELLOGG	0	266
94	KERSHAW	0	260
95	KEY	0	313
96	KOHN	0	391
97	GREEN	0	256
98	LAWNDALE	0	478
99	MADISON	0	286
100	MANIERRE	0	353
101	FARADAY	0	185
102	MAY	0	465
103	TILL	0	492
104	MCDADE	0	196
105	BROWN, R	0	291
106	OGLESBY	0	442
107	O'TOOLE MODULAR	0	436
108	WELLS, I	0	198
109	PARK MANOR	0	338
110	GARVEY	0	315
111	POE	0	193
112	REAVIS	0	279
113	REVERE	0	337
114	RUGGLES	0	415
115	RYDER	0	306
116	ARMSTRONG, L	0	98
117	BONTEMPS	0	314
118	SEXTON	0	360
119	SHERWOOD	0	312
120	SHOOP	0	535
121	SPENCER TECH ACAD	0	843
122	DUNNE TECH ACAD	0	300
123	SUMNER ANNEX	0	375
124	VANDERPOEL	0	306
125	LAVIZZO	0	404
126	WADSWORTH	0	251
127	WEBSTER	0	338
128	WENTWORTH	0	333
129	WEST PULLMAN	0	302
130	WHISTLER	0	324
131	YALE	0	186
132	HENSON	0	255
133	MARCONI	0	233
134	CALHOUN	0	314

School Network		ELL Enrollment	Total Enrollment
135	CATHER	0	239
136	DETT	0	204
137	DVORAK TECH ACAD	0	534
138	ROBINSON	0	142
139	MORTON	0	355
140	DULLES	0	530
141	BANNEKER	0	337
142	DUMAS TECH ACAD	0	331
143	ASHE	0	397
144	JENSEN	0	349
145	JOHNSON CPC	0	402
146	TANNER	0	446
147	MAYS	0	307
148	MELODY	0	295
149	HIGGINS	0	383
150	HINTON	0	281
151	LELAND	0	171
152	MCDOWELL	0	191
153	WHITE	0	137
154	EARHART	0	247
155	WILIAMS MIDDLE	0	127
156	STAGG	0	536
157	GOLDBLATT	0	236
158	EVERS	0	380
159	DUBOIS	0	174
160	BETHUNE	0	381
161	HUGHES, L	0	417
162	JACKSON, M	0	305
163	ROBESON AA HS	0	45
164	TILDEN AA HS	0	39
165	CRANE AA	0	54
166	WILLIAMS, D	0	304
167	AUSTIN POLY HS	0	192
168	FRAZIER PROSPECTIVE	0	224
169	SOUTHSHORE	0	308
170	MASON HS	0	60
171	BANNER NORTH ES	0	7
172	MILBURN ALTERNATIVE ES	0	9
173	MILBURN ALTERNATIVE HS	0	45
174	VIVIAN SUMMERS ALTERNATIVES ES	0	8
175	VIVIAN SUMMERS ALTERNATIVES HS	0	35
176	BANNER ACADEMY WEST HS	0	164
177	BANNER ACADEMY SOUTH HS	0	268
178	BEACON THERAPEUTIC ES	0	34
179	BEACON THERAPEUTIC HS	0	38
180	JEWISH CHILD FAMILY THERAPEUTI	0	27

School Network		ELL Enrollment	Total Enrollment
181	LAWRENCE HALL THERAPEUTIC HS	0	54
182	SOUTH CENTRAL THERAPEUTIC ES	0	14
183	LOCKE, A CHTR	1	588
184	CATALYST CHTR - HOWLAND	1	499
185	CHGO ARTS CONTR HS	1	583
186	CICS-WRIGHTWOOD	1	725
187	CICS-ELLISON	1	552
188	CICS-LONGWOOD	1	1412
189	GALAPAGOS CHTR CAMPUS	1	365
190	LEARN CHTR EXCEL	1	342
191	PERSPECTIVES CHTR - LEADERSHIP	1	808
192	POLARIS CHTR CAMPUS	1	391
193	SHABAZZ CHTR-SIZEMORE	1	307
194	UNIV OF CHGO CHTR-WOODLAWN	1	607
195	URBAN PREP CHTR - BRONZEVILLE	1	405
196	NOBLE STREET CHTR - SILVER	1	257
197	YCCS INNOVATIONS HS OF ARTS IN	1	257
198	YCCS OLIVE HARVEY	1	184
199	YCCS WEST TOWN	1	155
200	YCCS WESTSIDE HOLISTIC	1	185
201	SIMEON HS	1	1529
202	HARPER HS	1	548
203	HIRSCH HS	1	389
204	MARSHALL HS	1	703
205	MORGAN PARK HS	1	1464
206	BROOKS HS	1	749
207	PHILLIPS HS	1	621
208	YORK HS	1	339
209	SIMPSON HS	1	95
210	BASS	1	336
211	BOUCHET	1	715
212	CARNEGIE	1	692
213	ROSENWALD SATELLITE	1	559
214	CROWN	1	279
215	DODGE	1	433
216	EARLE	1	358
217	FERMI	1	238
218	GILLESPIE	1	642
219	RANDOLPH	1	540
220	GRESHAM	1	343
221	HERZL	1	503
222	HOYNE	1	271
223	CANTER	1	228
224	KOZMINSKI	1	372
225	MANN	1	457
226	MASON	1	486

School Network		ELL Enrollment	Total Enrollment
227	MAYO	1	409
228	MOUNT VERNON	1	305
229	NASH	1	395
230	O'KEEFFE ANNEX	1	580
231	OWEN	1	240
232	PARKSIDE	1	318
233	COCKRELL CPC	1	345
234	SCHMID	1	188
235	WARREN	1	314
236	CLARK HS	1	574
237	DOUGLASS HS	1	316
238	MOLLISON	1	238
239	OVERTON	1	432
240	BUCKINGHAM	1	35
241	WOODS	1	373
242	SCHOOL OF LEADRSHP HS	1	411
243	WESTCOTT	1	414
244	BLACK	1	476
245	WACKER	1	243
246	PERSHING MIDDLE	1	240
247	COLLINS HS	1	433
248	TEAM HS	1	397
249	DAVIS, M	1	291
250	SOUTH CENTRAL THERAPEUTIC HS	1	41
251	SHABAZZ CHTR-SHABAZZ	2	300
252	YNG WOMEN-CHTR CAMPUS	2	355
253	CICS - LLOYD BOND	2	354
254	NOBLE STREET CHTR - JOHNSON	2	609
255	LEGAL PREP CHTR - ACADEMY	2	196
256	FENGER HS	2	483
257	ALTGELD	2	444
258	ATTUCKS	2	275
259	HALEY	2	534
260	BROWN, W	2	217
261	BURNSIDE	2	771
262	CARVER , G	2	527
263	ALDRIDGE	2	251
264	COLES	2	566
265	DECATUR	2	280
266	DIXON	2	632
267	DOOLITTLE	2	295
268	FOSTER PARK	2	401
269	KIPLING	2	429
270	MONTEFIORE	2	27
271	MOUNT GREENWOOD	2	976
272	KELLER	2	247

School Network		ELL Enrollment	Total Enrollment
273	PARKER	2	838
274	PERSHING	2	254
275	RYERSON	2	400
276	SHERMAN ANNEX	2	440
277	SUTHERLAND	2	740
278	TILTON	2	305
279	NATIONAL TEACHERS	2	537
280	WILLIAMS ES	2	256
281	BEASLEY	2	1455
282	BRONZEVILLE HS	2	529
283	CLEMENTE AA HS	2	60
284	DEVRY HS	2	187
285	SOUTH SHORE INTL HS	2	451
286	JEWISH CHILD FAMILY THERAPEUTI	2	59
287	UCAN THERAPEUTIC ES	2	19
288	NOBLE ST CHTR-COMER	3	812
289	PERSPECTIVES CHTR IIT	3	559
290	PROLOGUE CONTR HS	3	228
291	YCCS CAMPOS	3	170
292	YCCS HOWARD	3	115
293	YCCS TRUMAN	3	202
294	HYDE PARK HS	3	1249
295	CORLISS HS	3	558
296	JEFFERSON ALT HS	3	240
297	EDISON, T	3	269
298	JOPLIN	3	493
299	BRADWELL	3	790
300	DENEEN	3	550
301	CURTIS	3	476
302	ELLINGTON	3	337
303	HENDRICKS	3	288
304	MORGAN	3	238
305	NEIL	3	313
306	WASHINGTON, H	3	527
307	PIRIE	3	375
308	WARD, L	3	398
309	SHOESMITH	3	346
310	BEETHOVEN	3	389
311	BANNER NORTH HS	3	27
312	PATHWAYS EDUCATION HS	3	202
313	UCAN THERAPEUTIC HS	3	74
314	CHICAGO QUEST NORTH	4	298
315	HOPE HS	4	507
316	CASSELL	4	362
317	DEWEY	4	334
318	DRAKE	4	242

School Network		ELL Enrollment	Total Enrollment
319	LAWRENCE	4	398
320	BOND	4	478
321	LENART	4	319
322	VOISE HS	4	367
323	HILLSIDE ACAD EAST THERAPEUTIC	4	56
324	PERSPECTIVES CHTR JOSLIN	5	366
325	PROVIDENCE CHTR-BUNCHE	5	455
326	DUNBAR HS	5	1328
327	PAYTON HS	5	859
328	CHGO MILITARY ACAD HS	5	466
329	EDGEBROOK	5	500
330	NORWOOD PARK	5	339
331	SMYTH	5	478
332	COLEMON	5	272
333	WOODSON	5	372
334	SPEC ED DUAL ENR 231	5	223
335	MARINE MILITARY HS	5	376
336	AIR FORCE HS	5	393
337	GOODE ACAD HS	5	244
338	ESPERANZA THERAPEUTIC ES	5	14
339	KING HS	6	879
340	CLISSOLD	6	565
341	SONGHAI	6	320
342	DE PRIEST	6	555
343	HOPE CONTR ES	7	379
344	LEARN CHRT - SO CHICAGO	7	344
345	YCCS ASSOCIATION HOUSE	7	140
346	CHICAGO VOCATIONAL HS	7	942
347	NORTHSIDE PREP HS	7	1070
348	CHGO AGR HS	7	630
349	HERBERT	7	357
350	PHOENIX MILITARY HS	7	429
351	RABY HS	7	525
352	LINDBLOM HS	7	1048
353	SKINNER NORTH	7	301
354	HAWTHORNE	8	574
355	MURRAY	8	523
356	POPE	8	184
357	PEACE & EDUCATION HS	8	115
358	YCCS ADDAMS	9	201
359	INSTITUTO JUSTICE CHTR ACAD	9	168
360	PARKMAN	9	231
361	PADEREWSKI	9	174
362	ALCOTT HS	9	269
363	ESPERANZA THERAPEUTIC HS	9	29
364	NEAR NORTH	10	90

School Network		ELL Enrollment	Total Enrollment
365	HAY	11	583
366	ORR HS	11	676
367	NOBLE STREET CHTR - PURPLE	12	228
368	CARVER MILITARY	12	531
369	BRUNSON	12	630
370	DUPREY	12	92
371	RICKOVER HS	12	485
372	KIPP ASCEND CHTR CAMPUS	13	665
373	VON STEUBEN HS	13	1654
374	LANE HS	14	4270
375	HARTE	14	330
376	CLAREMONT	14	507
377	ACE TECHNICAL CHARTER HS	15	482
378	YCCS ASPIRA PANTOJA	15	146
379	SOUTHSIDE HS	15	202
380	CHICAGO TECH ACADEMY	16	381
381	KENWOOD HS	16	1840
382	FRANKLIN	17	365
383	NOBLE ST CHTR-ROWE CLARK	18	626
384	JONES HS	18	883
385	TILDEN HS	18	363
386	MAYER	18	602
387	ECE PARTNERSHIP SCHOOLS	18	6888
388	GEORGE WESTINGHOUSE HS	19	1116
389	MCNAIR	19	396
390	SUDER	20	388
391	DISNEY II	20	415
392	YCCS LATINO YOUTH	21	197
393	YOUNG HS	21	2203
394	BELL	22	987
395	SPRY HS	22	193
396	CHICAGO VIRTUAL CHTR CAMPUS HS	24	602
397	POWELL	24	532
398	UPLIFT HS	24	411
399	C-W SPEC SCHLS & SERV 095	24	395
400	PULLMAN	25	258
401	LOVETT	26	495

Appendix G. Background on Desegregation Consent Decree

The Desegregation Consent Decree

In 1983, the United States entered into a Consent Decree with the Chicago Public Schools to provide greater educational opportunities to African American and Hispanic students. The Consent Decree was primarily focused on the role that race played in specific district policies and practices resulting in a dual school system that failed to provide Black and Hispanic students with the same educational opportunities as those provided to White students.

Hispanic students who were also English Language Learners faced an additional hurdle to equal educational opportunities because their limited proficiency in English presented a language barrier to learning subject-matter content in English. However, the 1983 Consent Decree did not include language-related issues until amendments were made to the Consent Decree in 2004 and 2006.

MALDEF, the ACLU, and the Lawyers Committee for Civil rights subsequently monitored CPS's compliance with the Consent Decree and noted that CPS was not providing adequate services to ELLs.

In the early part of 2008, the United States filed a Motion to Enforce provisions of the Consent Decree related to ELLs, alleging that CPS was not complying with the amendments specific to ELLs. Expert reports indicated three major problems had reoccurred over multiple years—

- Failure to provide ELLs with special needs the required ELL services
- Failure to enroll students in ELL programs in a timely manner
- Failure to provide adequate native-language instruction to ELLs

In March 2008, MALDEF, the ACLU of Illinois, and the Chicago Lawyers' Committee issued a joint statement in support of the United States' Motion to Enforce. In September of the same year, the U.S. District Court called for a hearing to consider terminating the Consent Decree. MALDEF opposed granting CPS Unitary Status for fear that ELLs would not receive adequate educational services and opportunities. At the request of MALDEF, additional time in the legal proceedings was provided to allow ELL parents the opportunity to comment and to hear from U.S. expert witnesses on the deficiencies in the ELL Program.

Despite the request, the Courts found that CPS had instituted sufficient policies and improvements to address concerns raised by the original 1980 complaint, and thereby terminated the Consent Decree on September 24, 2009, without specifically addressing issues related to ELL programs. The Courts found that enforcing improvements to CPS's ELL programs was not up to

the Federal Courts since the Second Amended Consent Decree was substantially similar to legal law requirements for bilingual education. [98]

There are several important factors to note concerning this decision because they provide some context for how the district handles its ELL program to this day.

The Chicago desegregation order did not fully embrace civil rights protections for language minorities. A review of the U.S. District Court's opinions filed on September 24, 2009 indicated that there was a limited understanding of how the lack of English proficiency precluded students from having equal access to high quality content instruction. In fact, the Court described the U.S. Attorney's claims about deficiencies in ELL services as a shift in its legal position that it characterized as 'unusual in the absence of any allegation in any federal complaint that the conduct of the ELL program implicates a federal constitutional interest or that federal law has been violated in the effectuation of the [CPS] Board's ELL policies.'[99]

During the Unitary Status hearings, both the Judge and the CPS board of education lawyers claimed that 'any ELL provisions claimed to have been violated do not enjoy Constitutional or statutory protection and thereby would not suffice to defeat ending the Consent Decree.[100] The judge stated:

> "The United States' position that the Board's alleged deficiencies in the structure and implementation of ELL programs and practices are, standing alone, sufficient to defeat present termination of the Second Amended Consent Decree is a dubious proposition both legally and factually."

Remedies to racial segregation sufficed to exit the Consent Decree. The factors being considered by the Court in granting CPS unitary status related to student assignment (select and magnet schools), transportation, and school-based administrator provisions, but did not include deficiencies in the ELL program. The judge believed that CPS had made sufficient progress on all of these fronts to grant CPS Unitary Status and that ELL program deficiencies did not warrant extending the Consent Decree. In discussing ELL-related claims, the Court acknowledged that many issues remained in operating a school district of the size and complexity of Chicago's, but

[98] http://www.catalyst-chicago.org/notebook/2009/10/20/end-desegregation-decree-spurs-questions-about-bilingual-education and http://www.cps.edu/Pages/MagnetSchoolsConsentDecree.aspx. Accessed 15 November 2014.

[99] The judge indicated that the United States focused most of its opposition to granting CPS unitary status, to the Board's ELL programs, even pointing out that 10 of the brief's 15 pages were devoted to aspect related to ELL policies and programs.

[100] The Supreme Court decided that a federal fund recipient's denial of an education to a group of non-English speakers violated Title VI and its implementing regulations. *Lau v. Nichols*, 414 U.S. 563, 569 (1974). As the Court explained, "[i]t seems obvious that the Chinese-speaking minority receive fewer benefits than the English-speaking majority from respondents' school system which denies them a meaningful opportunity to participate in the educational program—all earmarks of the discrimination banned by" Title VI regulations. Id. at 568; see also id. at 570-71 (Stewart, J., concurring in result). http://www.lep.gov/faqs/faqs.html#Four_Title_VI_Regs_FAQ Accessed 31 December 2014.

ultimately that "Improvements have been made and the vestiges of discrimination are no longer."[101]

The Court chose to limit the federal role in ensuring that ELL needs were met, leaving it to state law and the Board's discretion. During the Court's consideration of unitary status, the school board indicated that it was in agreement with the judge's view that remaining shortcomings in the district's ELL programs and policies did not fit with the original Consent Decree, and that including these issues was unnecessary given that state law already governed bilingual and ELL programming. The school board recognized problems in the ELL program and pledged to address the remaining deficiencies in the ELL program.

With the granting of Unitary Status, therefore, the U.S.-backed enforcement of ELL rights to equal educational opportunity was short-lived, and CPS was no longer compelled to address deficiencies in its ELL programs—except to the extent that district programs were in compliance with state and federal laws. In the absence of the U.S. Attorney's order, the sense of urgency to ensure ELLs had equal educational opportunities would have to come from CPS leadership and the district's willingness to comply with state law.

[101] United States v. Board of Educ. of City of Chicago, 663 F. Supp. 2d 649 https://www.courtlistener.com/opinion/2426584/united-states-v-board-of-educ-of-city-of-chicago. Accessed 20 December 2014.

Appendix H. Sample ELD and Graduation Pathways (Dallas Independent School District, St. Paul Public Schools, and San Diego Unified School District)

Models of program articulation and pathways for high school graduation: Dallas Independent School District, St. Paul Public Schools, and San Diego Unified School District.

Dallas Independent School District ELD Articulation

Consistency of Program *(High School)*

2009-2010 Placement	2010-2011 Placement
English Language Institute (ELI) Middle or High School Level →	**Intermediate Level** • **1370** English I/ESL Int. • **1394** Reading II/ESL—Int. • Sheltered Content Courses *Students born in the U.S. **WILL NOT** receive state credit for course #1370. U.S. born students are to be enrolled in course #1280 (Sheltered English) or advised they will not receive state credit for course #1370.*
8th Grade Intermediate →	**Advanced Level—Grade 9** • **1423** English I/ESL Adv. • **1398** Reading II Adv. • Sheltered Content Courses *Student born in the U.S. **WILL NOT** receive state credit for course #1423. U.S. born students are to be enrolled in course #1280 (Sheltered English).*
9th Grade Intermediate →	**Advanced Level—Grade 10** • **1382** English II/ESL Adv. • **1397** Reading III ESL • Sheltered Content Courses *Student born in the U.S. **WILL NOT** receive state credit for course #1382. U.S. born students are to be enrolled in course #1283 (Sheltered English).*
8th Grade Advanced, Transitional, and Post-Transitional English Language Learners **not** Recommended for Exit *(LPAC Recommendation)* →	**Transitional/Post-Transitional Level** • All students who have completed the advanced, transitional, or post-transitional sequence of courses as 8th grade students are to be placed in the following 9th Grade courses: • **1280** Sheltered English I • **1224** Reading I • General Education Content Courses
9th Grade Advanced, Transitional, and Post-Transitional English Language Learners **not** Recommended for Exit *(LPAC Recommendation)* →	**Transitional/Post-Transitional Level** • All students who have completed the advanced, transitional, or post-transitional sequence of courses as 9th grade students are to be placed in the following **Grade 10** courses: • **1283** Sheltered English II • **1229** Reading II • Gen. Ed. Content Courses
10th Grade Advanced, Transitional, and Post-Transitional English Language Learners **not** Recommended for Exit *(LPAC Recommendation)* →	**Transitional/Post-Transitional Level** • All students who have completed the advanced, transitional, or post-transitional sequence of courses as 10th grade students are to be placed in the following **Grade 11** courses: • **1360** Sheltered English III • **1397** Reading III/ESL • Gen. Ed. Content Courses
11th Grade Transitional and Post-Transitional English Language Learners **not** Recommended for Exit *(LPAC Recommendation)* →	**Post-Transitional Level** • All students who have completed the transitional or post-transitional sequence of courses as 11th grade students are to be placed in the following **Grade 12** courses: • **1365** Sheltered English IV • Gen. Ed. Content Courses

English Language Centers (ELC) Graduation Plans

Saint Paul Public Schools
A World of Opportunities

DRAFT Document for Six Period English Language Centers

Como Park Senior High

This document is a **GRADUATION PATH**. A graduation path is a plan that shows how students can graduate meeting all Minnesota state graduation requirements.

The **GRADUATION PATH** is designed to help new arrival ELL students meet the graduation requirements as quickly as possible.

The **GRADUATION PATH** shows which courses students need to take in high school in order to meet all of the graduation requirements.

Important things to know about the **GRADUATION PATH**:

- Students **must pass** all of their classes in order to graduate on time.
- The graduation plan requires that students **attend summer school** for three years.
- Students might take elective classes (like art and physical education) in a different order than the order shown in the **GRADUATION PATH**.
- Different high schools have different schedules. Transferring from one high school to another may affect the students **GRADUATION PATH**.

If you have questions about this Graduation Path, please see your school's counselor.

SIX PERIOD HIGH SCHOOL GRADUATION REQUIREMENTS			
	Content Area	**Quarter Credits**	**Notes**
	Language Arts	16	Credits are earned in ELL and mainstream classes
	Math	12	Credits must include Algebra, Geometry, and Algebra II
	Science	12	Four of the credits must be in Biology
	Social Studies	14	Credits must include 4 U.S History, 2 or 4 World History, 2 Economics, 2 or 4 Geography, and 2 Government
	Arts	4	Arts credits can be earned in visual arts, music, theatre, dance or media arts
	Health	2	2 credits required
	Physical Education	2	2 credits required
	Family & Consumer Science, Industrial Technology or Business	2	2 credits required
	Electives	22	Approximately 22 credits required

Six Period High School ELL Graduation Path

Year 1	Term	Course Name	Qtr Credits	Totals
ELL Level 1	Fall	1A Read/Listen	2 Elective	10 Electives 2 Physical Ed
		1B Comm. Skills	2 Elective	
		1C Social Studies	2 Elective	
		1D Science	2 Elective	
		Transitional Math 1	2 Elective	
		Physical Education	2 Phy. Ed.	
	Spring	1A Read/Listen	2 Elective	10 Electives 2 Art
		1B Comm. Skills	2 Elective	
		1C Social Studies	2 Elective	
		1D Science	2 Elective	
		Transitional Math 2	2 Elective	
		Art	2 Art	
	Summer	ELL Reading	1 Elective	3 Electives
		ELL Math	1 Elective	
		ELL Science	1 Elective	
Year 2	**Term**	**Course Name**	**Qtr Credits**	**Totals**
ELL Level 2	Fall	2A Read/Comp	2 Elective	8 Electives 2 Math 2 Art
		2B Comm. Skills	2 Elective	
		2C Geography	2 Elective	
		2D General Science	2 Elective	
		ELL Algebra 1	2 Math	
		Art	2 Art	
	Spring	2A Read/Comp	2 English	4 English 2 Geography 2 Elective 2 Math 2 Family and Consumer Science
		2B Comm. Skills	2 English	
		2C Geography	2 S. Studies (Geography)	
		2D General Science	2 Elective	
		ELL Algebra 1	2 Math	
		Fam/Cons Science	2 Fam/Cons	
	Summer	ELL Science	1 Science	1 Science 2 Elective
		ELL Math	1 Elective	
		ELL Reading	1 Elective	

Six Period High School ELL Graduation Path

Year 3	Term	Course Name	Qtr. Credits	Totals
ELL Level 3	Fall	3A Read/Comp	2 English	2 English 2 S. Studies 2 Other 2 Science 2 Math 2 Health
		ELL US Gov't and Economics	2 Soc. Studies (Government)	
		Other req (W. Hist)	2 other	
		Transitional Science	2 Science	
		Geometry	2 Math	
		ELL Health	2 Health	
	Spring	3A Read/Comp	2 English	2 English 2 S. Studies 2 Science 2 Math 2 Other 2 Elective
		ELL US Gov't and Economics	2 Soc. Studies (Economics)	
		Transitional Science	2 Science	
		Geometry	2 Math	
		Other req (W. Hist.)	2 other	
		Computer Literacy	2 Elective	
	Summer	Graduation Test Preparation, if needed		
		Credit Recovery, if needed		
Year 4	**Term**	**Course Name**	**Qtr. Credit**	**Totals**
ELL Level 4	Fall	4A Read/Comp	2 English	4 English 2 S. Studies 2 Elective 2 Math 2 Science
		English 10	2 English	
		U.S. History	2 Soc. Studies	
		Elective	2 Elective	
		Algebra 2	2 Math	
		Biology	2 Science	
	Spring	4A Read/Comp	2 English	4 English 2 S. Studies 2 Elective 2 Math 2 Science
		English 10	2 English	
		U.S. History	2 Soc. Studies	
		Elective	2 Elective	
		Algebra 2	2 Math	
		Biology	2 Science	
	Summer	Graduation Test Preparation, if needed		
		Credit Recovery, if needed		

San Diego Unified School Graduation Pathways
ELL Placement Guidelines: Initial Ninth Grade Enrollment

Beginning OPL		
***Years of Enrollment**	**Course Placement**	**Course #**
0 –0.6	ESL 1,2 Block	1631, 1632
0.7 -2.5	ESL 3,4 Block	1633, 1634
2.6 -3.9	ESL 5,6 Block	1635, 1636
4.0 >	Eng 3,4 Block Am Lit 1,2 Block American Lit 1,2 World Lit 1,2 Cont Voices 1,2	1554L, 1555L 1615L, 1616L 1583L, 1584L 1705L, 1706L 1612L, 1613L

Early Intermediate OPL		
***Years of Enrollment**	**Course Placement**	**Course #**
0 -1.7	ESL 3,4 Block	1633, 1634
1.8 -3.4	ESL 5,6 Block	1635, 1636
3.5 >	Eng 3,4 Block Am Lit 1,2 Block American Lit 1,2 World Lit 1,2 Cont Voices 1,2	1554L, 1555L 1615L, 1616L 1583L, 1584L 1705L, 1706L 1612L, 1613L

Intermediate OPL		
***Years of Enrollment**	**Course Placement**	**Course #**
0 -1.7	ESL 5,6 Block	1635, 1636
1.8 >	Eng 3,4 Block Am Lit 1,2 Block American Lit 1,2 World Lit 1,2 Cont Voices 1,2	1554L, 1555L 1615L, 1616L 1583L, 1584L 1705L, 1706L 1612L, 1613L

1) Initial Overall English Proficiency Level (OPL) – based on CELDT state assessment* - combined with:
   a. Years of enrollment
   b. Teacher judgment and/or SELD Express Test

ESL 1-2 (*Beginning English Proficiency*): Students Entering Grade 9, 10, or 11

H.S. and UC/CSU Req	Grade 9	Grade 10	Grade 11	Grade 12	Grade 13 (5th year)
9th Traditional Path Meets high school graduation requirements **and** UC/CSU "a-g" requirements	ESL 1,2 ESL 1,2 Lit ESL Social Studies Content 1,2 Elective *****Fine/Pract Arts Elective PE Summer School: **ESL 1,2 or *Br ESL 3	ESL 3,4 ESL 3,4 Lit World History (L) Math (L) Fine/Pract Arts Elective PE Summer School: **ESL 3,4 or *Br ESL 5	ESL 5,6 ESL 5,6 Lit U.S. History (L) Math (L) Science (L) Elective SDCCD: ***Eng 3,4 Summer School: **ESL 5,6	American Lit 1,2 (L) ELD Support Class Govn/Econ (L) Math (L) Science (L) Elective Summer School: ****Trans to College/Work	Wrld Lit or Cont Voices 1,2 (L) ELD Support Class Elective Math (recommended) Science (L) Elective Summer School: ****Trans to College/Work
9th Accelerated Path Meets high school graduation requirements **and** UC/CSU "a-g" requirements.	ESL 1,2 ESL 1,2 Lit ESL Social Studies Content 1,2 Math (L) *****Fine/Pract Arts Elective PE Summer School: *Br ESL 3	ESL 3,4 ESL 3,4 Lit World History (L) Math (L) Science (L) PE Summer School: *Br ESL 5	ESL 5,6 ESL 5,6 Lit U.S. History (L) Math (L) Science (L) Fine/Pract Arts Elec SDCCD: ***Eng 3,4	American Lit 1,2 (L) ELD Support Class Govn/Econ (L) Math (recommended) Science (L) Wrld Lit or Cont Voices 1,2 (L) Summer School: ****Trans to College/Work	
10th Traditional Path/ Accelerated Path Meets high school graduation requirements **and** UC/CSU "a-g" requirements		ESL 1,2 ESL 1,2 Lit ESL Social Studies Content 1,2 Math (L) *****Fine/Pract Arts Elective PE Summer School: *Br ESL 3 or **ESL 1,2	ESL 3,4 ESL 3,4 Lit World History (L) Math (L) Science (L) PE (if needed) Summer School: *Br ESL 5 or **ESL 3,4	ESL 5,6 ESL 5,6 Lit U.S. History (L) Math (L) Science (L) Fine/Pract Arts Elective SDCCD: ***Eng 3,4 Summer School : **ESL 5,6	American Lit 1,2 (L) ELD Support Class Govn/Econ (L) Math (recommended) Science (L) Wrld Lit or Cont Voices 1,2 (L) Summer School ****Trans to College/Work
11th Traditional Path **May** meet high school graduation requirements. *Depends on previous credits earned!			ESL 1,2 ESL 1,2 Lit ESL Social Studies Content 1,2 Math (L) *****Fine/Pract Arts Elective PE (if needed) Summer School: *Br ESL 3 or **ESL 1,2	ESL 3,4 ESL 3,4 Lit U.S. History (L) Math (L) Science (L) Fine/Pract Arts Elective Summer School *Br ESL 5 or **ESL 3,4	

* Summer school transition course designed to accelerate English language development. Recommended for ESL students receiving a "C" or better in their ESL class.

**Students who fail ESL must retake the course in summer school. Also recommended for students receiving "D" grades.

***Mainstream English course that students must complete at the San Diego Community College District Continuing Education Program in order to follow the timeline of this pathway.

****Elective course designed to help students transition from high school experiences to college and career experiences.

*****Schools may offer an additional ESL course in lieu of an elective if it is determined to be more beneficial for students.

(L) EL designation code listed on course numbers for in-house monitoring purposes only. This is a mainstream English course meeting grade-level standards!

ELD Support Class designed to aid English language development. May use course names: ELD Literacy Advancement Academy, ELD CAHSEE Support, etc.

ESL 3-4 (*Early - Intermediate English Proficiency*)Students Entering Grade 9, 10, or 11

H.S. and UC/CSU Req	Grade 9	Grade 10	Grade 11	Grade 12	Grade 13 (5th year)
9th Traditional Path Meets high school graduation requirements **and** UC/CSU "a-g" requirements	ESL 3,4; ESL 3,4 Lit ELD Support Class Math (L); Fine/Pract Arts Elective; PE Summer School: *Br ESL 5 or **ESL 3,4	ESL 5,6; ESL 5,6 Lit World History (L) Math (L) Science (L) PE SDCCD: ***Eng 3,4 Summer School: **ESL 5,6	American Lit 1,2 (L) ELD Support Class U.S. History (L) Math (L) Science (L) Fine/Pract Arts Elective; Summer School: ****Trans to College/Work	Wrld Lit or Cont Voices 1,2 (L); ELD Support Class; Govn/Econ (L) Math (recommended) Science (L); Elective Summer School: ****Trans to College/Work	(some students may need a 5th year to make-up credits and be able to graduate)
9th Accelerated Path **May** meet high school graduation requirements **and** UC/CSU "a-g" requirements	ESL 3,4 ESL 3,4 Lit Elective Math (L) Fine/Pract Arts Elective PE Summer School: *Br ESL 5	ESL 5,6; ESL 5,6 Lit World History (L) Math (L) Science (L) PE	American Lit 1,2 (L) ELD Support Class US History (L) Math (L) Science (L) English 3,4 (L) Summer School: ****Trans to College/Work	Wrld Lit or Cont Voices 1,2 (L) ELD Support Class; Govn/Econ (L) Math (recommended) Science (L)Fine/Pract Arts Elective Summer School: ****Trans to College/Work	
10th Traditional Path Meets high school graduation requirements **and** UC/CSU "a-g" requirements (see EL overview document regarding foreign language requirement).		ESL 3,4 ESL 3,4 Lit ELD Support Class Math (L) Fine/Pract Arts Elective PE Summer School: *Br ESL 5 or **ESL 3,4	ESL 5,6 ESL 5,6 Lit World History (L) Math (L) Science (L) PE (if needed) SDCCD: ***Eng 3,4 Summer School: **ESL 5,6	American Lit 1,2 (L) ELD Support Class U.S. History (L) Math (L) Science (L) Fine/Pract Arts Elective Summer School: ****Trans to College/Work	Wrld Lit or Cont Voices 1,2 (L) ELD Support Class Govn/Econ (L) Math (recommended) Science (L) Elective Summer School: ****Trans to College/Work
10th Accelerated Path **May** meet high school graduation requirements **and** UC/CSU "a-g" requirements (see EL overview document regarding foreign language requirement). *Depends on previous credits earned!		ESL 3,4 ESL 3,4 LIt World History (L) Math (L) Science (L) PE (if needed) Summer School: *Br ESL 5	ESL 5,6 ESL 5,6 Lit U.S. History (L) Math (L) Science (L) Fine/Pract Arts Elective SDCCD: ***Eng 3,4	American Lit 1,2 (L) Wrld Lit or Cont Voices 1,2 (L) Govn/Econ (L) Math (L) Science (L) Fine/Pract Arts Elective Summer School: ****Trans to College/Work	
11th Traditional Path/ Accelerated Path **May** meet high school graduation requirements. *Depends on previous credits earned!			ESL 3,4 ESL 3,4 Lit World History (L) Math (L) Science (L) PE (if needed) Summer School: *Br ESL 5 or **ESL 3,4	ESL 5,6 ESL 5,6 Lit U.S. History (L) Math (L) Science (L) Fine/Pract Arts Elective SDCCD: ***Eng 3,4 Summer School: **ESL 5,6	American Lit 1,2 (L); Wrld Lit or Cont Voices 1,2 (L) Govn/Econ (L) Math (L) Science (L) Fine/Pract Arts Elective Summer School ****Trans to College/Work

* Summer school transition course designed to accelerate English language development. Recommended for ESL students receiving a "C" or better in their ESL class.

**Students who fail ESL must retake the course in summer school. Also recommended for students receiving "D" grades.

***Mainstream English course that students must complete at the San Diego Community College District Continuing Education Program in order to follow the timeline of this pathway.

****Elective course designed to help students transition from high school experiences to college and career experiences.

(L) EL designation code listed on course numbers for in-house monitoring purposes only. This is a mainstream English course meeting grade-level standards!

ELD Support Class designed to aid English language development. May include: ELD Literacy Advancement Academy, ELD CAHSEE Support, etc.

ESL 5-6 (*Intermediate – Early Advanced English Proficiency*) Students Entering Grade 9, 10, or 11

H.S. Grad Req and UC/CSU "a-g" Req	Grade 9	Grade 10	Grade 11	Grade 12	Grade 13 (5th year)
9th Traditional Path/ Accelerated Path Meets high school graduation requirements **and** UC/CSU "a-g" requirements	ESL 5,6; ESL 5,6 Lit Fine/Pract Arts Elective Math (L); PE Elective Summer School: **ESL 5,6	Eng 3,4 (L) ELD Support Class World History (L) Math (L) Science (L) PE Summer School	American Lit 1,2 (L) ELD Support Class; U.S. History (L); Math (L) Science (L); Fine/Pract Arts Elective Summer School: **Trans to College/Work	Wrld Lit or Cont Voices 1,2 (L); ELD Support Class; Govn/Econ (L) Math (recommended) Science (L) Elective Summer School: ***Trans to College/Work	
10th Traditional Path/ Accelerated Path **May** meet high school graduation requirements **and** UC/CSU "a-g" requirements *Depends on previous credits earned!		ESL 5,6 ESL 5,6 Lit World History (L) Math (L) Science (L) PE SDCCD: ***Eng 3,4 Summer School: **ESL 5,6	American Lit 1,2 (L) ELD Support Class U.S. History (L) Math (L) Science (L) Fine/Pract Arts Elective Summer School: ****Trans to College/Work	Wrld Lit or Cont Voices 1,2 (L) ELD Support Class Govn/Econ (L) Math (L) Science (L) Fine/Pract Arts Elective Summer School: ****Trans to College/Work	Additional year may be needed for students to complete graduation requirements.
11th Traditional Path **May** meet high school graduation requirements **and** UC/CSU "a-g" requirements *Depends on previous credits earned!			ESL 5,6 ESL 5,6 Lit World History (L) Math (L) Science (L) PE (if needed) SDCCD: ***Eng 3,4 Summer School: **ESL 5,6	American Lit 1,2 (L) ELD Support Class U.S. History (L) Math (L); Science (L) Fine/Pract Arts Elective Summer School: ****Trans to College/Work	Wrld Lit or Cont Voices 1,2 (L) ELD Support Class Govn/Econ (L); Math (L); Science (L) Fine/Pract Arts Elective Summer School: **Trans to College/Work
11th Accelerated Path **May** meet high school graduation requirements **and** UC/CSU "a-g" requirements *Depends on previous credits earned!			ESL 5,6 ESL 5,6 Lit U.S. History (L) Math (L) Science (L) PE (if needed) SDCCD: ***Eng 3,4	American Lit 1,2 (L) Wrld Lit or Cont Voices 1,2 (L) Govn/Econ (L) Math (L) Science (L) Fine/Pract Arts Elective Summer School: **Trans to College/Work	

* Summer school transition course designed to accelerate English language development. Recommended for ESL students receiving a "C" or better in their ESL class.

**Students who fail ESL must retake the course in summer school. Also recommended for students receiving "D" grades.

***Mainstream English course that students must complete at the San Diego Community College District or in the High School Diploma Program in order to follow the timeline of this pathway.

****Elective course designed to help students transition from high school experiences to college and career experiences.

(L) EL designation code listed on course numbers for in-house monitoring purposes only. This is a mainstream English course meeting grade-level standards!

ELD Support Class designed to aid English language development. May include: ELD Literacy Advancement Academy, ELD CAHSEE Support, etc.

Appendix I. San Diego Unified's Biliteracy Program Model: K, 1, 2, 3-5

San Diego Unified School District
OFFICE OF LANGUAGE ACQUISITION
San Diego Unified Program Models
DUAL LANGUAGE IMMERSION PROGRAM PATHWAYS, K-12
Becoming a 21st Century Citizen in a Global Society

Kindergarten – 5TH Grade			
Language Arts	**Mathematics**	**Social Studies/Science**	**Art/P.E.**

- Dual language immersion programs, also known as two-way immersion, use both English and another target language for instruction. 1
- One-third to two-thirds of the students in each class are native speakers of English; the remainder are native speakers of the other language.
- There are two predominant models for dual language instruction: 90/10 model or 50/50 model:
- In 90/10 model, 90% of the instruction is provided in the target language and gradually decreases as English increases to a 50:50 balance of English and the target language in 3rd – 5th grade.
- The 50/50 model uses English and the target language for 50% of the time throughout the duration of the program.
- Teachers maintain clear separation of languages for instruction and use a wide range of instructional strategies.
- Initial literacy instruction is provided in the target language.
- Students in dual language immersion programs are expected to be academically proficient as measured by the CST and district benchmark assessments.
- Linguistically, in the target language, by the end of 5th grade students are expected to demonstrate behaviors consistent with Stage III – Stage descriptors indicated in the Foreign Language Framework for California Public Schools 2 (CA Dept. of Education, 2003)

6th – 8th Grade		
6th Grade	7th Grade	8th Grade

In the middle grades to maintain an immersion experience, at least two subject areas must be provided in the target language.
Currently, Language Arts and one of the content areas: Science, Social Studies, or Mathematics are also instructed in the target language.

- The Language Arts curriculum in the target language at 7th and 8th grade meets the University of California's entrance requirements.
- These are academic courses that address national World Language standards, the newly adopted California World Language Content standards, as well as California Language Arts standards.
- Linguistically, in the target language, students are expected to demonstrate behaviors consistent with Stage III – Stage IV descriptors indicated in the *Foreign Language Framework for California Public Schools* (CA Dept. of Education, 2003).
- Performance benchmarks and summative assessments are used to measure students' progress towards end of course objectives.

9th – 12th Grade			
9th Grade	10th Grade	11th Grade	12th Grade
• Spanish for Spanish Speakers 5-6 • AP Spanish Language 1-2	• AP Spanish Language 1-2 • AP Spanish Literature1-2	• Honors Spanish 7-8	• AP Spanish Literature 1-2 • Spanish 9-10

- "AP" are Advanced Placement courses which provide college credit if a student takes the AP exam and attains at least a score of 3.
- All Honors and AP courses are weighted, that is, each letter grade is given an additional point towards the students Grade Point Average (GPA): A=5pts. , B=4pts. , C=3pts.; Honors courses must be taken in 11th or 12th grade.

Linguistically, in the target language, students are expected to demonstrate behaviors consistent with Stage IV-V descriptors indicated in the *Foreign Language Framework for California Public Schools* (CA Dept. of Education, 2003).
Performance benchmarks and summative assessments are used to measure students' progress towards end of course objectives.

[1] *Foreign Language Immersion Programs, Features and Trends Over 35 Years,* Lenker & Rhodes, Center for Applied Linguistics, February 2007

[2] *Foreign Language Framework for California Public Schools, Kindergarten – Grade Twelve, CA Department of Education, @003*

DRAFT

OFFICE OF LANGUAGE ACQUISITION

BILITERACY PROGRAM MODEL: Kindergarten

Learning Language, Learning About Language, Learning through Language

	ELD	**SEBT** **Transfer**	**Language Arts**		**Math**		**Science/Social Studies/Art/P.E.**	
Language of Instruction	English	English	Spanish	English	Spanish	English	Spanish	English
Range of Minutes	30	15 - 30	90 – 120	30 - 60	60 – 90	30 - 60	30 - 60	30 - 60
			Total: 180 minutes		Total: 90 minutes		Total: 60 minutes	
Purpose	Teach English grammar, syntax, & vocabulary in functional contexts, following a scope & sequence in order to develop native like proficiency.	Explicit & systematic teaching of English skills for concepts previously taught and practiced in Spanish: Phonemic awareness, phonics, fluency, vocabulary, comprehension, writing	Develop academic language, phonemic awareness, phonics, fluency, vocabulary, comprehension, writing at grade level standards that will be demonstrated in both languages.		Develop grade level number sense, mathematical reasoning, and all math terms, concepts, and academic language that will be demonstrated in both languages.		Meet grade level standards and develop academic vocabulary in all other content areas that will be demonstrated in both languages.	
Assessment	• CELDT • ADEPT • Express • IPT	• SEBT	• WRAP • DRA • Literacy Benchmarks		• Math Benchmarks • Kathy Richardson Assessments • End of Unit			
Approaches	Direct instruction, Structured Language Practice Routines	Direct instruction, Structured Language Practice Routines	Reading: Aloud, Shared, Guided, Independent Writing: Modeled, Shared, Interactive, Independent		Daily Math Routines, Launch, Explore		Project Based Learning	

Grouping	English Proficiency Level	Grade Level	Grade Level, Small Group, Independent to meet instructional needs	Grade Level, Small Group, Independent to meet instructional needs	Grade Level, Small Group, Independent to meet instructional needs
Resources	Focused ELD	SEBT Lessons			
NOTES: The foundational principles require that both Spanish and English literacy instruction be robust and rigorous. Good instruction in Spanish strengthens students' foundation for acquiring English literacy. The balance of language arts time in Spanish and English is flexible within the stated range, and may vary from day to day depending on the academic task being addressed, and from one part of the year to another as proficiency is acquired or improved. More time is allotted to instruction in Spanish in kindergarten, enabling students to participate more fully in tasks that demand higher-level thinking.					

OLA/MW/June, 2009

DRAFT

San Diego Unified School District
OFFICE OF LANGUAGE ACQUISITION
BILITERACY PROGRAM MODEL: First Grade
Learning Language, Learning About Language, Learning through Language

	ELD	**SEBT** **Transfer**	**Language Arts**		**Math**		**Science/Social Studies/Art/P.E.**	
Language of Instruction	English	English	Spanish	English	Spanish	English	Spanish	English
Range of Minutes	30	15 - 30	90 – 120	30 - 60	60 – 90	30 - 60	30 - 60	30 - 60
			Total: 180 minutes		Total: 90 minutes		Total: 60 minutes	
Purpose	Teach English grammar, syntax, & vocabulary in functional contexts, following a scope & sequence in order to develop native like proficiency.	Explicit & systematic teaching of English skills for concepts previously taught and practiced in Spanish: Phonemic awareness, phonics, fluency, vocabulary, comprehension, writing	Develop academic language, phonemic awareness, phonics, fluency, vocabulary, comprehension, writing at grade level standards that will be demonstrated in both languages.		Develop grade level number sense, algebra & functions, measurement & geometry, statistics, data analysis & probability, mathematical reasoning, and all math terms, concepts, and academic language that will be demonstrated in both languages.		Meet grade level standards and develop academic vocabulary in all other content areas that will be demonstrated in both languages.	
Assessment	• CELDT • ADEPT • Express • IPT	SEBT	WRAP DRA/EDL Literacy Benchmarks		Math Benchmarks Kathy Richardson End of Unit			
Approaches	Direct instruction, Structured Language Practice Routines	Direct instruction, Structured Language Practice Routines	Reading: Aloud, Shared, Guided, Independent Writing: Modeled, Shared, Interactive, Independent		Daily Math Routines, Launch, Explore		Project Based Learning	

Grouping	English Proficiency Level	Grade Level	Grade Level, Small Group, Independent to meet instructional needs	Grade Level, Small Group, Independent to meet instructional needs	Grade Level, Small Group, Independent to meet instructional needs
Resources	Focused ELD	SEBT Lessons	Enhanced Units of Inquiry	Math Modules	Grade Level Curriculum
NOTES: The foundational principles require that both Spanish and English literacy instruction be robust and rigorous. Good instruction in Spanish strengthens students' foundation for acquiring English literacy. The balance of language arts time in Spanish and English is flexible within the stated range, and may vary from day to day depending on the academic task being addressed, and from one part of the year to another as proficiency is acquired or improved.					

OLA/MW/June, 2009

San Diego Unified School District
OFFICE OF LANGUAGE ACQUISITION
BILITERACY PROGRAM MODEL: 3rd - 5th Grade DRAFT
Learning Language, Learning About Language, Learning through Language
Upper Grade Model: 50% English/50% Spanish

EXPECTATION: The SEBT approach is used systematically in K-3, so that students entering 4th and 5th grade are true biliterate students: academically proficient in L1 and L2

SEBT Goals: Proficiency in L1 & L2 by End of Third Grade	Grade Level	Focused ELD	Language Arts	Mathematics	Social Studies/Science/ Art/P.E.
	3	30 minutes	150 – 180 minutes • SEBT Transfer • Spanish Language Arts • English Language Arts	60 – 90 minutes	45 -60 minutes
	4	30 minutes			
	5	30 minutes			
	Purpose	Teach English grammar, syntax, & vocabulary in functional contexts, following a scope & sequence in order to develop native like proficiency	Develop academic language, phoneme awareness, phonics, fluency, vocabulary, comprehension, and writing at grade level standards that will be demonstrated in two languages.	Develop grade level number sense, algebra & functions, measurement & geometry, statistics, data analysis & probability, mathematical reasoning, and all math terms, concepts, and academic language that will be demonstrated in both languages	Meet grade level standards and develop academic vocabulary in all other content areas that will be demonstrated in both languages.
	Assessment	• CELDT • ADEPT • Express • Ongoing Assessment of Daily	Gates-McGinitie WRAP ARI CST/STS	CST/STS District Benchmarks	District Adopted Curriculum – Chapter Assessments

		Language Practice	District Benchmarks Scholastic Lexile (Spanish) HM Lectura (Spanish)		
	Approaches	• Direct instruction Structured Language Practice Routines	• Gradual Release of Responsibility Model • Project Based Learning The demands of the curriculum, along with needs of the students, and levels of transferability will determine how we will launch known or new concepts.		
	Grouping	English Proficiency Level	Grade Level, Small Group, Independent to meet instructional needs		
	Resources	FELD guides & Wikispace	• Enhanced Units of Inquiry adopted texts in Spanish • Wikispace	• Access to District • SEBT	

Appendix J. History of Linguistic Diversity in Chicago

The City of Chicago, the largest city in the Midwest and third largest in the country, was founded around 1830 in an area where the dominant Native American tribes were Miami, Sauk, Fox and Potawatomi. Jean Baptiste Point DuSable, who was of African and European (French) descent was the first non-Indian settler who came to the area in the 1780s and is commonly referred to as the Founder of Chicago."[102]

After the city's incorporation in 1837, the first waves of immigration took place during the 1830s and settlers consisted primarily of Europeans. The Mexican Revolution of 1910 sparked the first wave of non-European immigration, which consisted mostly of male Mexican laborers. Mexican migration accelerated in the 1920s as Mexicans were exempt from the 1924 Immigration Act that actually encouraged contractors and businesses to recruit more Mexican laborers from Northern Mexico.[103] By the early 1930s, the Mexican population in Chicago had grown to around 20,000 people.

In the 1940s, Chicago experienced a steady influx of Mexicans, Puerto Ricans, and Cubans. By 1950 the Spanish-speaking population of the city reached 35,000 and the Metropolitan Welfare Council formed the Spanish-Speaking Commission charged with monitoring the newly increasing Latino population.[104]

Since its founding, Chicago has been the home of a linguistically diverse population. In addition to the European and Spanish-speaking immigrants, waves of Asian, Pacific Islanders, and African immigrants added to the rich linguistic fabric of the city. The number of foreign-born residents in Chicago increased from 563,176 in 1970 to 744,930 in 1980; and from 879,863 in 1990 to 1,416,890 in 2000—an overall change of 152 percent from 1970 to 2000.[105] In fact, Chicago now has one of the largest and most diverse immigration populations in the country with 1,487,763 residents categorized as other than White and 53 percent identifying as a minority in the 2010.[106]

102 DeSable Heritage Association. "History of Jean-Baptiste Pointe DuSable." Accessed 2 December 2014 < http://www.dusableheritage.com/history.htm>
103 Encyclopedia of Chicago. "Mexicans." Accessed 2 June 2014 <http://www.encyclopedia.chicagohistory.org/pages/824.html>
104 Illinois Periodicals Online "The Mexicans in Chicago." Accessed 2 June 2014 < http://www.lib.niu.edu/1999/iht629962.html>
105 Paral, Rob; Norkewicz, Michael. "The Metro Chicago Immigration Fact Book," 2003, Institute for Metropolitan Affairs, Roosevelt University Accessed 5 May 2014 <http://www.robparal.com/downloads/chicagoimmfactbook_2003_06.pdf>
106 2010 Demographic Profile Data, "Population and Housing Characteristics,' Chicago, Illinois 2010 Census Data

Chicago: The Early Years

Native peoples

Illinois and specifically Chicago was home to more than 25 Native American tribes before the initial settlers. Many of these tribes were relocated west of the Mississippi River as a result of various treaties, especially the Treaty of Chicago 1833.[107] Many Native Americans, however, returned to the region during the Urban Indian Relocation Program that took place in the 1950s. The most recent five-year Census survey estimates about 43,963 American Indian and Alaska Natives live in Illinois and about 13,337 native peoples live in Chicago.[108] Today, Chicago is home to a multi-tribe community with the third-largest off-reservation population of Native Americans in the nation.[109]

African Americans

Of the many racial groups in Chicago, African Americans have always had a strong historical presence. Slavery was first brought to the Midwest by French explorers in the mid-1700s, but the Northwest Ordinance in 1787 prohibited slavery in the region. The ordinance did not end slavery in the area, however, as residents were entitled to retain all possessions, including slaves.[110]

Despite Illinois' 1818 admittance into the Union as a "free" state, restrictive state laws denied free blacks fundamental freedoms. In the 1840s, fugitive slaves and free blacks established Chicago's first African American community and by 1860 the population neared 1,000.[111] After the adoption of the 1850 Fugitive Slave Law, Chicago's African American community formed the "Liberty Association" in order to prevent the seizure of blacks by slaveholders.[112] With their newly won liberties in Illinois thousands of black southerners made their way to Chicago, increasing the African American community from 4,000 in 1870 to 15,000 in 1890 and 44,000 in 1910.

The African American population clustered in the city's South Side creating a community of domestic workers, and manual laborers, along with a number of middle- and upper-class professionals. The community established black social and political associations such as the Chicago Urban League, as well as the city's black nightlife with the opening of the Regal Theater in 1927. During the Depression, working-class blacks organized into unions, creating a "Black Metropolis" of about 228,000 in the 1940s and 813,000 by 1960.[113] Chicago's black literature and

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107 Chicago Public Media, WBEZ91.5. "Do Descendants of Chicago's Native American tribes live in the city today?" Accessed 2 June 2014
< http://www.wbez.org/series/curious-city/do-descendants-chicagos-native-american-tribes-live-city-today-100217>
108 American Community Survey, "Demographic and Housing Estimates: 2008-2012"
109 The American Indian Center of Chicago, "History." Accessed 2 June 2014 < http://aic-chicago.org/?page_id=421>
110 WWTW PBS Chicago. "Early Chicago: Slavery in Illinois." Accessed 23 May 2014
<http://www.wttw.com/main.taf?p=76,4,3,4>
111 Encyclopedia of Chicago. "African Americans." Accessed 23 May 2014
<http://www.encyclopedia.chicagohistory.org/pages/27.html>
112 Encyclopedia of Chicago. "African Americans." Accessed 23 May 2014
<http://www.encyclopedia.chicagohistory.org/pages/27.html>
113 The Chicago Metro History Education Center. "Chicago African American History." Accessed 23 May 2014

art, including the most widely read black newspaper, the *Chicago Defender*, and its rhythm and blues musicians made Chicago the "capital of black America" by mid-century.

Chicago: Industrial Expansion and the Influx of European Immigrants

The anticipation of a canal between the St. Lawrence River and the Atlantic Ocean sparked the migration to Chicago during the 1830s, bringing European immigrants lured by the promise of jobs in Chicago's emerging railroad, machinery, iron and steel, meatpacking, garment, and printing industries.

The Irish, Germans and French

During the 1830s, Irish immigrants escaping Ireland's Great Famine, arrived to the city taking jobs digging the Illinois and Michigan Canal, in lumber wharves, railroads, stockyards, and steel mills with most settling in the Bridgeporton and Kilglubbin neighborhoods. By 1850, Irish immigrants accounted for one-fifth of the city's population.[114] The Irish played a predominant role in the foundation and growth of the Catholic Church in Chicago, with a majority of Catholic bishops being of Irish decent.

When the Great Plains opened for settlement in the 1830s and 1840s, many Germans with industrial skills and money also stopped in Chicago to work as they made their way to the new land. However, many stayed and worked as artisans and skilled workers, finding jobs as butchers, furniture makers, and metal workers. By 1850, Germans made up one-sixth of the city's population and by 1900, 25 percent of Chicagoan residents had been born in Germany or had a parent born there, making them the largest ethnic group in the city. German-Americans established churches, associations, theaters, small businesses, and a German press.[115]

In 1848, political refugees from France also came to Chicago. In the second part of the nineteenth century, French Canadians began a second migration to the Chicago area with a large number of Canadians settling in Brighton Park where some descendants remain.

The Polish

Polish immigrants arrived to the city in two waves: The first wave occurred in the 1930s, when Polish immigrants and their children replaced Germans as the city's largest ethnic group; and the second wave occurred as a result of World War II and the Communist takeover of Poland. Polish immigrants settled in "Polonia" in neighborhoods such as, Bridgeport, McKinley Park, Back of the Yards, South Chicago, Pullman, and Hegewisch.[116] Chicago's Polish residents established 23 Polish Catholic parishes, parochial schools, Polish newspapers, fraternal

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< http://www.chicagohistoryfair.org/history-fair/history-fair-a-nhd-theme/subject-essays/20th-century-chicago-african-american-history-topics.html>

114 The Illinois Periodicals Online. "The Irish of Chicago," Accessed 26 May 2014 <http://www.lib.niu.edu/1999/iht629912.html>

115 The Electronic Encyclopedia of Chicago, Chicago Historical Society. "The German," Accessed 26 May 2014 < http://www.encyclopedia.chicagohistory.org/pages/512.html>

116The Electronic Encyclopedia of Chicago, Chicago Historical Society. " The Polish," Accessed 26 May 2014 <http://www.encyclopedia.chicagohistory.org/pages/982.html>

institutions, and department stores throughout the city. They worked as business owners, and professionals, including doctors, lawyers, and journalists. Many Polish residents participated in local elections on both the Democratic and Republican tickets with one of the first Polish politicians being elected city attorney and later state treasurer.

Jews

Jews from all over Europe began arriving in Chicago after the city's incorporation in the 1830s. Many early settlers came from the German states and began work as street peddlers, selling food and merchandise in the city's Near Westside. Many Jews then moved into the downtown area where they opened their first stores and eventually established companies, such as Speigel.[117] In 1859, 15 Jewish organizations established the United Hebrew Relief Association, later moving to communities such as Kenwood, Hyde Park, and South Shoe, and after World War II into West Rogers Park on the far North Side of Chicago.

In the late 1870s, Russian and Polish Jews began arriving to Chicago in larger numbers and by 1930 they made up over 80 percent of the Jewish population. The newly arrived Eastern Jews established some 40 synagogues and an outdoor market where many worked as merchants and artisans. The two distinct Jewish neighborhoods reflected differences in cultural background, language, traditions, and economic status between German and Eastern European Jews, with Eastern Jews establishing the largest Jewish community in the North Lawndale area of Chicago.

Italians

Small numbers of Italians also began arriving in Chicago in the 1850s and worked as vendors, barbers, and other artisans. By 1880 there were 1,357 Italians in the city working as fruit sellers, restaurateurs, merchants, and plaster workers.[118] By 1920, Chicago's Near North Side, also known as "Little Sicily" and "Little Hell," was home to 20,000 Italians.[119] By this time, Chicago had one of the largest Italian populations in the United States, and by 1930 the foreign-born Italian population had reached 73,960. The Italian middle class included many successful real estate brokers and restaurateurs who helped establish Chicago institutions such as the Chicago Pasteur Institute at the Rush Medical College, the Amalgamated Clothing Workers of America, and the Congress of Industrial Organizations.[120] Many of the original Italian neighborhoods began disappearing at the end of World War II and 1960s as Italians moved to Cicero, Berwyn, and Oak Park.

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117 The Electronic Encyclopedia of Chicago, Chicago Historical Society. "Jews," Accessed 27 May 2014 < http://www.encyclopedia.chicagohistory.org/pages/671.html>

118 The Electronic Encyclopedia of Chicago, Chicago Historical Society. "Italians," Accessed 27 May 2014 <http://www.encyclopedia.chicagohistory.org/pages/658.html>

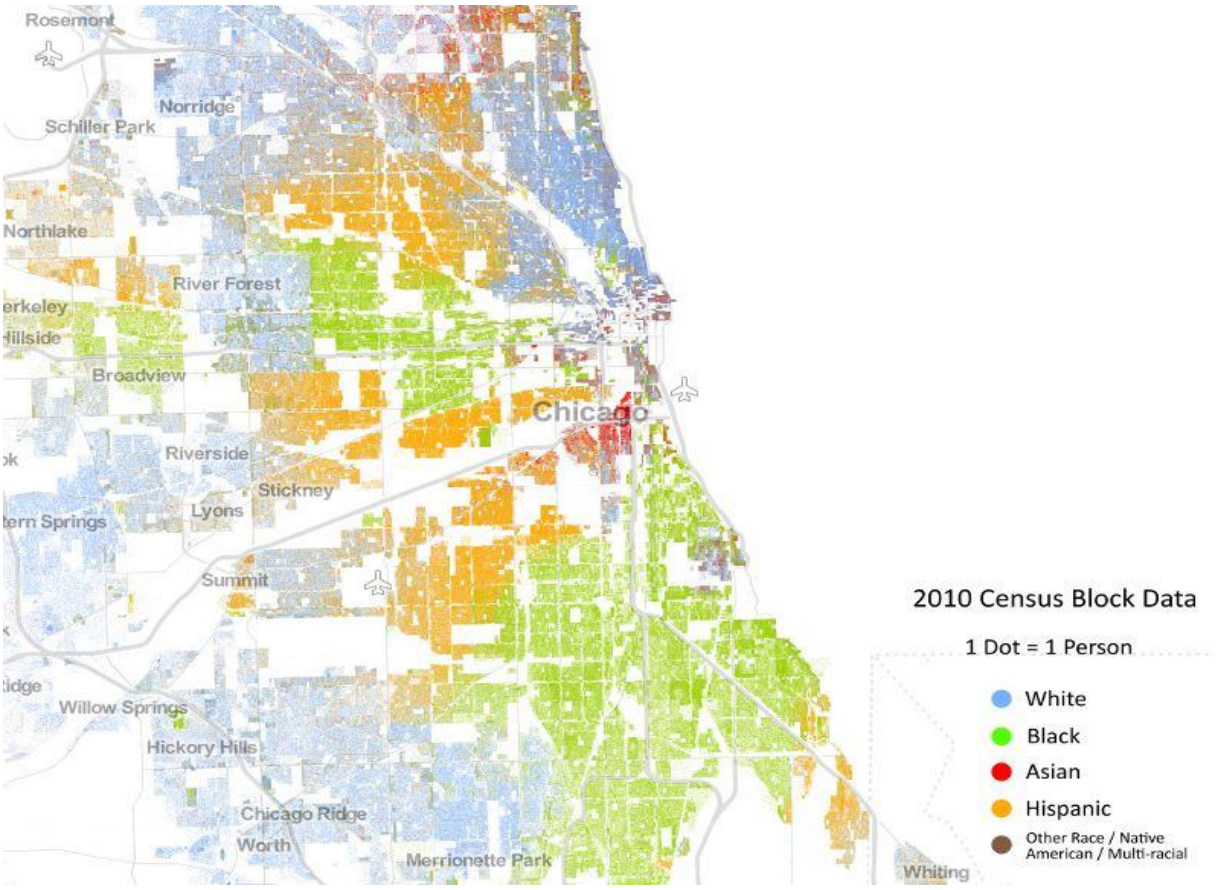
119 The Illinois Periodicals Online. "Chicago's Italians: Immigrants, Ethnics, Achievers, 1850-1985," Accessed 27 May 2014 http://www.lib.niu.edu/1999/iht629936.html During the 1920s, Italians took advantage of Prohibition to seize control of the bootlegging industry that reformers failed to destroy.

120 The Chicago Sun-Times, "Chicago's history steeped in Italian influence far removed from Al Capone," Accessed 4 June 2014 < http://www.suntimes.com/news/steinberg/23076531-452/chicagos-history-steeped-in-italian-influence-far-removed-from-al-capone.html#.U48pHXJdV8E>

Chicago: Current Ethnic and Linguistic Diversity

Chicago has one of the richest immigration histories of any of America's major cities. Beginning with the influx of European immigrants seeking work in the railroads, canals, and meatpacking plants to the unprecedented growth of Asian and Latino immigrants in the last five decades, immigrants have played a critical role in the development of Chicago's 77 vibrant neighborhoods each with its own mix of history, culture, and personality. This is best illustrated in the mapping of Chicago's ethnic composition as of the 2010 Census. (See Exhibit I-1).

Exhibit I-1. Map of Chicago's Ethnic Composition, 2010



Source: *The Racial Dot Map*, Dustin Cable, University of Virginia

Chicago has a rich array of cultural and linguistic diversity has flourished in the city's nine districts or "sides," each containing one or more micro-communities. After English, Spanish is the principal language spoken in 64 of the city's 77 neighborhoods. Where Spanish is not the dominant language, it is not uncommon to find three or more other languages spoken in the same neighborhoods. For example, Vietnamese, Polish, Tagalog, and Greek are spoken by relatively equal portions of residents in the Forest Glen neighborhood.

Chicago: 20th and 21st Century

Asian Americans

The West Coast's Gold Rush drew the first wave of Chinese immigrants to the United States. These immigrants worked in mining, agriculture, and on the railroads in order to support families back home during the economic crisis of southern China in the mid-1800s.[121] In the 1870s, Chinese immigrants migrated from the West Coast to the mid-west in ever greater numbers, creating the first wave of Asian immigrants into Chicago. Chicago saw a steadily increasing Chinese population that grew from 172 in 1880 to 2,353 in 1920.[122] The Chinese first settled along Clark Street, creating Chicago's first Chinatown in 1880 that bustled with family associations, groceries, and a Chinese Baptist Mission. Later in 1910, however, due to rising rents, Chinese leaders and businessmen created a second Chinatown, the one the city knows today. Chicago's Chinese population grew to 6,000 in the 1950s as new waves of Chinese immigrants arrived after the repeal of Chinese exclusion laws in 1943.

While the Chinese were the largest Asian population, many other Asian immigrants came to Chicago. By the 1960s, some 65,000 Asian Americans, including Chinese, Japanese, Filipino, and a small number of Koreans, were living in the Chicago area. When new legislation ended immigrant quota systems in 1965, Chicago saw a rise in immigrants from Cambodia, Laos, and Vietnam, followed by immigrants from Korea, India, the Philippines, and Southeast Asia.[123] By 1980, Chicago's Asian community created social service agencies and civic organizations to address the needs of their growing community and three Asian Americans ran for public office, with one being elected as an Illinois Constitution Convention delegate.[124] Today, there is an estimated 147,164 Asians living in Chicago, with the top three ethnicities being Chinese (43,228), Asian Indian (29,948), and Filipino (29,664).[125]

Hispanics

Latinos have resided in Chicago since the early 1900s with their largest growth taking place during the most recent decades. Over the past 30 years, the Latino population in Chicago has grown from 839,905 in 1990 to 2,027,578 in 2010, a 141 percent increase over the period.

In Chicago, Mexicans and Puerto Ricans comprise the two largest groups of Hispanic origin. Mexicans took jobs in the railroad, steel mills, and meatpacking industries and their presence became evident in 1919 with the founding of the Sociedad Benito Juarez.[126] Puerto

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121 The Asian American Institute, "Asian American Historical Timeline." Accessed 4 June 2014 < http://www.advancingjustice-chicago.org/sites/chicago/files/compas_aahistoricaltimeline_0.pdf>

122The Electronic Encyclopedia of Chicago, Chicago Historical Society. "Chinese," Accessed 4 June 2014 <http://www.encyclopedia.chicagohistory.org/pages/285.html>

123 During the 1920s, Italians took advantage of Prohibition to seize control of the bootlegging industry that reformers failed to destroy.

124 The Asian American Institute, "Asian American Historical Timeline." Accessed 4 June 2014 < http://www.advancingjustice-chicago.org/sites/chicago/files/compas_aahistoricaltimeline_0.pdf>

125 2010 Demographic Profile Data, "Population and Housing Characteristics,' Chicago, Illinois 2010 Census Data

126 The Institute for Latino Studies, "Latino Demographic Growth in Metropolitan Chicago." <Accessed 3 June 2014 http://latinostudies.nd.edu/assets/95323/original/paral.pdf>

Ricans began moving to Chicago from New York in the 1930s, and many arrived after the end of World War II, under a contract labor agreement known as the "Chicago experiment" to work mostly in light industries.[127] The Puerto Rican population grew rapidly in the 1950s and 1960s as families joined those who came to work under the labor agreement. By 1960, 32,371 Puerto Ricans lived in Chicago and growth continued until 1980, but by the 1990s the number of Puerto Rican residents in the city began to decline.[128]

Around 1945, Latino churches were established with the founding of Our Lady of Guadalupe on the south side and Saint Francis on the west side giving rise to the Saint Francis Wildcats. The Wildcats consisted of young men from the Saint Francis Parish who joined the military and supported the patriotic efforts of local Latino heroes. With the arrival of new Latino migrants from the Southwest, Mexico, Puerto Rico, and Cuba, the Wildcats formed community organizations such as the Mexican Civic Committee and the Pan American Committee. The organizations addressed Latino issues, inspiring many of Chicago's political and civil rights efforts of the 1950s. Additionally, many Wildcats became active in Cook County Democratic politics. [129]

According to the 2012 American Community Survey, approximately 768,128 of Chicago's current population identify as Hispanic (100,753 Puerto Ricans, 571,786 Mexicans, 8,522 Cubans, and 87,067 "other Hispanic or Latino"). The growth of Hispanics has had an impact in city and state politics and in the revitalization of some city areas.[130] In the last two decades Latino-owned businesses revived Chicago's declining commercial areas and over half of Latino households are owner occupied.[131]

Refugees from Africa

Ethiopian, Sudanese, and Eritreans also arrived to Chicago in recent decades, fleeing political instability and civil war in their countries. Ethiopian immigrants began arriving in Chicago in the 1970s and since the 1980s reside mostly in the Uptown, Edgewater, and Rogers Park neighborhoods. Many skilled Ethiopians came as part of the refugee influx of the 1980s and 1990s.

The Sudanese arrived in Chicago in the mid-1980s and 1990s as a result of Sudan's civil war, leading to the creation of a Sudanese Association and the welcoming of the "Lost Boys," who had been recruited as boy soldiers to fight in Sudan's civil wars.[132] The Sudanese settled in Chicago's North Side neighborhoods, including Rogers Park, Edgewater, and

127 The Puerto Rican Agenda, "60 Years of Migration: Puerto Ricans in Chicagoland." <http://www.puertoricanchicago.org/pdf/01_History_and_activism.pdf>
128 The Institute for Latino Studies, "Latino Demographic Growth in Metropolitan Chicago." Accessed 4 June 2014 http://latinostudies.nd.edu/assets/95323/original/paral.pdf
129 Illinois Periodicals Online "The Mexicans in Chicago." Accessed 4 June 2014 http://www.lib.niu.edu/1999/iht629962.html
130 In 2005 Illinois launched the New American Initiative, meant to increase citizenship application and voter registration among the state's ethnic groups Chicago Stories, "Immigrant Chicago." Accessed 4 June 2014 <http://chicagostories.org/immigrant-chicago/>
131 Community Media Workshop, "Chicago's Latino Communities: Diverse, Growing." Accessed 4 June 2014 <http://www.newstips.org/briefing-papers/chicagos-latino-communities-diverse-growing/>
132 Encyclopedia of Chicago. "Sudanese." Accessed 23 May 2014 <http://www.encyclopedia.chicagohistory.org/pages/1216.html>

Ravenswood/Albany Park. During the 30-year Eritrean war between 1961 and 1991 about 800 Eritreans settled in the Uptown, Edgewater, Rogers Park, Skokie, Evanston, and Wheaton neighborhoods of Chicago. [133]

133 Encyclopedia of Chicago. "Eritreans." Accessed 23 May 2014 http://www.encyclopedia.chicagohistory.org/pages/433.html

Appendix K. Biographical Sketches of Strategic Support Team Members

Michael Casserly

Michael Casserly is the executive director of the Council of the Great City Schools, a coalition of 67 of the nation's largest urban public school districts. Dr. Casserly has been with the organization for 28 years, 13 of them as executive director. Before heading the group, he was the organization's chief lobbyist on Capitol Hill in Washington, DC, and served as the Council's director of research. Dr. Casserly has led major reforms in federal education laws, garnered significant aid for urban schools across the country, spurred major gains in urban school achievement and management, and advocated for urban school leadership in the standards movement. He led the organization in holding the nation's first summit of urban school superintendents and big-city mayors. He holds a doctorate from the University of Maryland and a bachelor's degree from Villanova University.

Veronica Maria Gallardo

In the summer of 2008, Ms. Gallardo became the director of the Department of English Language Learners and International Programs for Seattle Public Schools, serving the largest bilingual student population in Washington State. She is a member of the State Bilingual Education Advisory Board and Seattle Public School District Leadership Team. She has spearheaded the implementation of the comprehensive redesign of the programs for English language learners (ELLs) based on the findings and recommendations of the Council of Great City Schools report. Her school-site experience began as a teacher at Woodin Elementary in the Northshore School District. In that district, she assumed increasing levels of responsibility, from teacher, community outreach for Latino families, to building leadership team member and district instructor for Developing Mathematical Ideas. Ms. Gallardo assumed the role of the academic leader for four years at Wedgwood Elementary in Seattle Public Schools before being asked to lead the district's efforts of reform for ELL programs. While the principal at Wedgwood, she was a district data team leader and member of several district wide teams and committees, including the steering committee of the Race and Equity Team, and the SEA/SPS Professional Development Steering Committee. As a University of Washington Presidential Scholar, Ms. Gallardo earned her BA in American ethnic studies. She received her master's degree in teaching from the University of Washington in 1997 and received her principal endorsement in 2002. She is currently working on her doctorate in urban education leadership and policy at Columbia University Teachers College.

Jana Hilleren-Bassett

Jana Hilleren-Bassett is Executive Director of the Minneapolis Public Schools Multilingual Department. She has led the department since 2010. Jana has twenty years of experience in designing and implementing innovative educational programs to meet the needs of diverse learners in urban, rural and international settings. She has experience with the school improvement

planning and implementation process, teacher training and leadership training and extensive teaching experience at the at all levels.

Debra Hopkins

Debra Hopkins earned her M.Ed in ESL and Reading from Texas Woman's University. She taught third grade ESL in the Dallas ISD, served on the cadre of ESL teacher trainers for Dallas, and was named ESL Teacher of the Year her second year in the classroom. Debra has helped to create ESL curriculum for ASCD's "Project ABCD" in Texas, and has been invited to conduct ESL strategy workshops at state, national, and international conferences, including TESOL, IRA, NABE, TABE, CABE, WABE, and TxTESOL. Debra also taught EFL at the Instituto de Estudios Norteamericanos in Barcelona, Spain; she currently serves as ELL Project Coordinator for the Council of the Great City Schools.

Angélica M. Infante re-type

Angelica Infante Green is the first Associate Commissioner of the Office of Bilingual Education and Foreign Language Studies. Prior to her position she was the Chief Executive Officer of the NYC Department of Education, setting policies and implementing programs that have an impact on more than 150,000 ELLs each year. She held a variety of instructional leadership positions, including Deputy Director of the Office of ELLs, and Region 10 Regional Instructional Specialist in professional development, instruction and compliance. Angelica began her career as a bilingual classroom teacher in the South Bronx before moving to Community School District 6 in 1995. Angelica holds an M.A. in Education and in School Administration and Supervision from Mercy College.

Nicole Knight

Nicole Knight is the Executive Director of the English Language Learner and Multilingual Achievement Office at Oakland Unified School District. She has served Oakland students for the last 16 years as a teacher, teacher leader and instructional leader at the site and district-level. A National Board Certified Teacher in English as a New Language, Nicole has expertise in language and disciplinary literacy development of English Language Learners, curriculum development, and professional development for teachers and principals. She is also the mother of two bicultural and bilingual children, both students at a dual language school in Oakland. Nicole attended Chicago Public Schools and graduated from Whitney Young in 1988.

Matilda Orozco

Dr. Matilda Orozco has over 18 years of experience in the education field. She currently serves as a School Support Officer for the Houston ISD. In this role, she provides direct oversight of 17 elementary schools comprised of students with diverse demographics, socioeconomic backgrounds, and academic needs. She supports the professional development of school administrators by coaching principals on effective leadership strategies and applying best practices that will enable them to meet and exceed HISD expectations. Prior to assuming her current responsibilities, Dr. Orozco served as Houston ISD's Assistant Superintendent of Special Populations with the responsibility of overseeing and facilitating the academic services of students in the areas of gifted and talented, bilingual/ESL, migrant, and economically disadvantaged. She served as principal at two HISD schools, Franklin Elementary and Lantrip Elementary. Under her leadership, Lantrip Elementary was recognized by the U.S. Department of Education as a National Blue Ribbon School of Excellence. Dr. Orozco completed her undergraduate studies, Master's degree in Educational Leadership, Doctorate in Executive Leadership from the University of Houston.

Gabriela Uro

Gabriela Uro is the director for English language learner policy and research and formerly was the manager for intergovernmental relations for the Council of the Great City Schools. As part of the legislative team, she works on legislative matters relevant to ELLs, both with Congress and with the Administration. She also works with the Council's Research and the Strategic Support Teams on projects pertaining to ELL issues. Prior to joining the Council, Ms. Uro served as the policy advisor to the Assistant Secretary of Elementary and Secondary Education and the Director of the Office of Bilingual Education (now English Acquisition) in the U.S. Department of Education. She brought 13 years of education policy and budget experience to the U.S. Department of Education and was part of the Department's team for the 1994 Elementary and Secondary Education Act (ESEA) Reauthorization and the subsequent implementation teams for Title VII, Title I and the Regional Assistance Centers. Ms. Uro received an MPA from Columbia University with a specialization in education policy and a BA from the University of California, Irvine (*magna cum laude*, Phi Beta Kappa).

Appendix L. Schools Visited by the Strategic Support Team

Schools Visited

The Council Team visited approximately 100 classrooms in 20 schools in the spring of 2014. The Council examined enrollment and achievement data to select a sample of Chicago Public Schools with high and low ELL enrollment, and some high performing and others in need of improvement. Likewise, the sample included schools with high Latino enrollments, some higher performing than others. Finally, the Council requested to see a range of ELL program models offered, such as TBE, TPI, and Dual Language. The schools visited were to:

Carnegie Elementary	Kelly High School	Sandoval Elementary
Carson Elementary	Lane Tech High School	Skinner North Elementary
Clay Elementary	Little Village Elementary	Taylor Elementary
Healy Elementary	McCormick Elementary	Volta Elementary
Henry Lloyd Elementary	Nightingale Elementary	Washington Elementary
Hurley Elementary	Orozco Middle	Washington High School
Juarez High School	Pulaski International	

During the visits to the schools, the team had the opportunity to speak with principals, assistant principals, bilingual lead teachers, and literacy teams. Additionally, two focus groups with teachers were held at the end of the day, allowing the team to hear from teachers from an additional set of schools that included—

Senn High	Daniel Boone Elementary
Haugan Elementary	Grover Cleveland Elementary
Thurgood Marshall Middle	Bateman Elementary
West Ridge Elementary	Portage Park Elementary

In total, the Council's team visited and/or engaged staff from 28 schools across the school system.

Appendix M. Materials Reviewed

District Materials Reviewed

- 2014-2015 Chicago Public School Guide (in English and Spanish)
- 2014-2015 CPS High School Guide (in English and Spanish)
- 2014-2015 High School Graduation Requirements, Office of Core Academic Supports
- 2014-2015 School/Parent Guide to the Elementary School Promotion Policy Benchmark Grades 3, 6 and 8 (Board Policy 13-1023-RS1)
- Academic Watch Status Schools
- Action Plan for ELs April 17, 2014
- Allowable Use of Supplemental EL Per-Pupil Funds May 8, 2014
- Appendix A: Demographics, Chicago Public Schools FY2013 Proposed Budget, CPS website accessed 21 May 2014
- Bilingual Advisory Committee Handbook 2012-2013
- Bilingual and English as a Second Language Program Overview
- Bilingual Education 2013 Draft
- Bilingual Education Handbook 201, 2012, and 2013
- Bilingual Education Policy Manual 2002
- Chicago Board of Education Board Meeting Agenda, July 25, 2012
- Chicago Board of Education, Chicago Public Schools Comprehensive Annual Financial Report Year Ended June 30, 2013
- Chicago Multilingual Parents Council Bylaws and Operational Guidelines September 2012
- Communication Inputs 2012
- Comprehensive Plan Report 2012
- Comprehensive Professional Development Plan 2013-14
- Continuous Improvement Work Plan 2014-2016
- Continuous Improvement Work Plan, Overview and Instructions for School Improvement Teams PowerPoint
- CPS Assembles Latino Advisory Committee to Better Serve Latino Stakeholders, CPS press release February 4, 2014, CPS website accessed January 9, 2015
- CPS Framework for Teaching 201: Celebrations, Concentrations & Next Steps PowerPoint, Offices of Professional Learning & Educator Effectiveness Summer 2013, REACHStudents
- CPS Framework for Teaching Companion Guide Version 1.0 August 3, 2012
- CPS Free and Reduced Lunch Program data for 2012-13, CPS website accessed 21 May 2014
- CPS FY 2014 Proposed Budget, Appendix A-Demographics, CPS website accessed 21 May 2014
- CPS SC-Closing School Manual 2013
- CPS School Types 2012-13, CPS website accessed 21 May 2014

- CPS Stats and Facts, CPS website accessed 21 May 2014
- Department of Language & Cultural Education Office description
- Department of Language and Cultural Education-Bilingual Education Handbook 2013
- District Improvement Plan for 2011-2012 and 2012-2013 school years
- District Multi-Tiered System of Support Principal Handbook
- District Overview English Language Learners April 26, 2012
- District Pillars and Objectives October 19, 2013
- District Scorecard
- Draft 101 Effective Education of ELLs: Guidance for Principals. DOLCE January 30, 2013,
- Drummond Local School Council Meeting Minutes November 18, 2013
- Dual Language Education Initiative set of documents (Mission and Vision, Overview, Program Structures, Curriculum, and Sustainability)
- Dual Language Immersion Program Overview
- Early Childhood Bilingual/ESL Certification, Chicago Teacher's Union Quest Center partnership with DePaul University College of Education
- *El Currículo Creativo para la educación preescolar, Volumen 3*, Lectoescritura
- Elementary School Promotion Section 605.2, Board Report 09-1028-PO2 adopted October 28, 2009
- ELL Budget and Grants 2013 and 2014
- ELL Enrollment by School
- ELL Programs by School
- ELL Programs Guidance for Principles June 7, 2013, DOLCE
- ELL School Site Allocations FY 2013 and FY 2014
- ELL Supplemental Funds: School Alliance for SY 2014
- English Language Learner Handbook Principal's Guide Edition SY 2013-2014
- English Language Learner Programs: 2013 Budget Guidance Document
- English Learners—ELEM 2014-15 School Planning Guidance Document
- Executive Organizational Structure by Department 2013
- Framework for Teaching Companion Guide ELL Addendum Version 1.0—October 2013
- From Response to Intervention to Multi-Tiered System of Support
- Gifted Student Enrollment
- Henry Lloyd Elementary School 2013-2014 Special Schedule
- Henry Lloyd Elementary School Instructional Observation by J. Thompson
- Identification of Eligible Students; Identification of Students of a Non-English Background (23 ILL. Adm. Code 1.240 and 23 ILL. Adm. Code 228.15)—Response to the Summary of Findings and Corrective Actions-April 2012
- *Language Education, Preparing Chicago Public School Students for a Global Community,* A Report of the Bilingual Education and World Language Commission, November 2010
- Lesson 1 Local School Council Powers and Duties under the Law, Parents United for Responsible Education October 2016
- Literacy and Language Instructional Materials Update—Communication for Schools

- Literacy Content Framework Version 2.0—SY 2013-14
- Magnet Schools, Consent Decree information on CPS website, accessed 21 December 2014
- Materials Selection: Literacy and Language Instructional Materials
- Multi-Tiered System of Support Beliefs Survey
- Multi-Tiered System of Support Implementation Rubric: School Level
- Multi-Tiered System of Support Monthly Network Meeting May 7, 2014
- Multi-Tiered System of Support Policy Framework
- Multi-Tiered System of Support PowerPoint by Barbara Byrd-Bennett, CPS CEO
- Multi-Tiered System of Support Principal Handbook Power Point by Barbara Byrd-Bennett, CEO of CPS
- Multi-Tiered System of Support Professional Learning Plan 2012-2015
- Multi-Tiered System of Support Roles and Responsibilities
- Multi-Tiered System of Support Rubric: School-Level
- Multi-Tiered System of Support, Office of Teaching and Learning
- NCLB 4 Case 12 CPS, Center for American Progress
- Networks/Collaboratives, Chicago Public Schools Fiscal Year 2013 Amended Budget, CPS website accessed November 20, 2014
- New Principal Evaluation System for the 2012-2013 School Year Principal Overview Training PowerPoint February 2013; REACH Students
- Office of Language & Cultural Education: Mission and Major Programs
- OLCE Priority Work Streams Overview May 11, 2014
- Options for Knowledge Guide 2014-2015 (in English and Spanish)
- Options for Knowledge Guide 2014-2015—elementary program descriptions and school listings
- Organizational Chart, November 25, 2013 and December 18, 2014
- Part 228 Transitional Bilingual Education revisions effective July 26, 2010
- Principal Evaluation System for the SY 2012-13: Principal Overview Training 2013
- Principal Letter of Parental Notification of Title III
- Professional Development Supporting the Instruction and Achievement of English Learners—Executive Summary April 7, 2014
- Race to the Top Cite of Chicago SD 299 Comprehensive Plan Report October 26, 2012
- Referral for an Initial Evaluation 2010-2011
- Resolution RE: Election and Appointment of Fifteen Members to the Local School Council Advisory Board for New Term of Office, May 25, 2011
- Rubric Chiefs
- School Allocation of Supplemental ELL Per Pupil Funds 2013-2014
- School Closing Protocol Manual
- School Finance Accounts
- School Opening Documents 2013
- School Quality Rating Policy Handbook 2013

- School-Based REACH Team January Session, Talent Office-Educator Effectiveness January 2014, REACHStudents
- Selective Enrollment High Schools, Office of Access and Enrollment
- Stakeholder Engagement Roster for CPS Action Plan
- Streamlining Processes to Effectively Educate English Learners November 2013
- Student Demographics by School
- Supplemental Resource Guide Third Grade, Summer Bridge 2013
- SY 2014-15 School Quality Policy PowerPoint, August 28, 2013
- SY 2014-15 School Quality Rating Policy PowerPoint August 28, 2013
- Teacher Evaluation Handbook 2013-2014, REACHStudents
- Teacher Handbook Third Grade, Thinking for Action Summer Bridge 2013
- The 2013 Summer Bridge English Language Learner Resource Guide for Third Grade: A Companion to the Thinking for Action teacher Handbook
- The Next Generation: Chicago's Children—21st Century Preparation for Success in College, Career and Life CPS 2013-18 Action Plan
- The University of Chicago Consortium on Chicago School Research Study: *What Matters for Staying On-Track and Graduation in CPS*—Focus on English Language Learners, DOLCE NOTES 3/2012
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- Welcoming School Manual 2013 Draft and Final versions
- World Language Program Overview
- OCR Data City of Chicago SD 299, Chicago IL, accessed 20 August 2013
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- Illinois State Board of Education: 23 Illinois Administrative CODE 1, Subtitle A: Education, Chapter I: State Board of Education, Subchapter a: Public School Recognition
- Illinois State Board of Education: Budget Amendment Form
- Illinois State Board of Education: English Language Learning
- Illinois State Board of Education: Guidance to District on ESEA Flexibility
- Illinois State Board of Education: Illinois Administrative CODE 1 Title 23: Education and Culture Resources
- Illinois State Board of Education: Illinois Advisory Council on Bilingual Education Report December 1, 2011
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Appendix N. Individuals Interviewed

Staff Members Interviewed

- Aarti Dhupelia, Chief Officer of College and Career Success
- Adam Anderson, Officer Network Strategy Implementation
- Alicia Winckler, Chief Talent Officer
- Anna Alvarado, Chief of Network 1
- Annette Gurley, Chief Teaching and Learning Officer
- Armando Rodriguez, Principal
- Barton Dassinger, Principal
- Carlos Azcoitia, Chicago Public Schools Board Member
- Carmen Malave, Bilingual/ESL Professional Development Manager
- Carmen Velez, ISL Network 6
- Cherie Novak, Principal
- Claudia Quezada, Director of Support and Operations
- Cynthia Green, Director of Literacy
- Dana A. Butler, Principal
- David Nieto, Administrator for the Division of English Language Learning at the Illinois State Board of Education (phone interview).
- Dalia Flores, Chief of Staff
- Denise Clark Little, Chief of Networks
- Dr. Markay L. Winston, Chief Officer, Office of Diverse Learner Supports & Services
- Elizabeth Cardenas-Lopez, Director of Language and Cultural Education
- Fabiola Fadda-Ginski, World Language Manager
- George Jasinski, Budget Analyst, Office of Management and Budget
- Gladys M. Rodriguez, CPS Network 7
- Griselda Flores, ISL Network 6
- Jack Elsey, Chief of Innovation and Incubation
- Javier Arriola Lopez, Principal
- Jesse Ruiz, Vice President, Chicago Board of Education
- Jessica Fulton, Director of Mathematics
- Jimmy A. Lugo, Principal
- John Baker, Chief Accountability Officer
- Heather Wendell, Executive Director Grant Funded Programs
- Karen Garibay-Mulattieri, Chief Officer, Office of Bilingual and ELL
- Laura Materassi-Eaton, Executive Director
- Maria Martinez-Valiukenas, Compliance Manager/OLCE
- Maribel Rivera, ISL Network 3
- Minerva Garcia-Sanchez, Deputy Network 8
- Nancy Wiley, Principal
- Paula Steward, ELL Liaison

- Paulette Prince Let, Executive Director, Educator Effectiveness
- Phil Hampton, Chief Family and Community Engagement Officer
- Phillip Perry, Principal
- Roger Ted Johnson, Principal
- Ruth Elin Martini, Principal
- Susan Kajiwara Ansai, Professional Learning Executive Director, Office of Teaching and Learning
- Susan Ryan, Director of Student Assignment
- Tim Cawley, Chief Administrative Officer

Teachers Interviewed

- Anita Unzueta, Little Village Academy
- Asfia Aleem, Bilingual/ELL Teacher at Senn High School
- Beatriz DiFrisco, Bilingual/ELL Teacher at Haugan Elementary School
- Cecilia Behn, Little Village Academy
- Christa Alvarea, Bilingual/ELL Teacher at Thurgood Marshall Middle School
- Dominica Ziobro, Bilingual/ELL Teacher at West Ridge Elementary School
- Edna Melgar, Little Village Academy
- Elsa Diaz-Santiago, Little Village Academy
- Erin Schmiedly, Bilingual/ELL Teacher at Senn High School
- Evelyn Calvillo, Bilingual/ELL Teacher at West Ridge Elementary School
- Jennifer Bade, Bilingual/ELL Teacher at Daniel Boone Elementary School
- Jill Sontag, Bilingual/ELL Teacher at Volta Elementary School
- Lidia Paredes, Bilingual/ELL Teacher at Senn High School
- Lisset Rosales, Bilingual/ELL Teacher at Grover Cleveland Elementary School
- Lucila Ledezma, Little Village Academy
- Luz E. Arguinzoni, Little Village Academy
- Samara Avila, Bilingual/ELL Teacher at Volta Elementary School
- Shelli Shadday, Bilingual/ELL Teacher at Bateman Elementary School
- Waclawa Gurda, Bilingual/ELL Teacher at Portage Park Elementary School
- Willie Montes de Oca, Director of Office of Local School Council Relations
- Xochitl Martinez, Bilingual/ELL Teacher at Grover Cleveland Elementary School
- Yvette Bazán, Little Village Academy

Parents and Community Members Interviewed

- Alice Hill, Parent
- Beatriz Ponce de Leon, Project Manager Chicago Community Trust
- Gloria Henllan-Jones, Facilitator, Quest Center, Chicago Teachers Union
- Josefina Castillo, Parent
- Joyce Norfleet, Parent
- Randall Hunt, Parent

Appendix O. About the Council of the Great City Schools and the History of Strategic Support Teams

Council of the Great City Schools

The Council of the Great City Schools is a coalition of 67 of the nation's largest urban public school systems, including the Chicago Public Schools. Its board of directors is composed of the superintendent of schools and one school board member from each member city. An Executive Committee of 24 individuals, equally divided in number between superintendents and school board members, provides regular oversight of the 501(c) (3) organization. The mission of the Council is to advocate for urban public education and assist its members in the improvement of leadership and instruction. The Council provides services to its members in the areas of legislation, research, communications, curriculum and instruction, and management. The group convenes two major conferences each year; conducts studies on urban school conditions and trends; and operates ongoing networks of senior school district managers with responsibilities in areas such as federal programs, operations, finance, personnel, communications, research, and technology. The Council was founded in 1956 by the Chicago superintendent and board of education, and was incorporated in 1961 and has its headquarters in Washington, DC.

History of Council Strategic Support Teams

City	Area	Year
Albuquerque		
	Facilities and Roofing	2003
	Human Resources	2003
	Information Technology	2003
	Special Education	2005
	Legal Services	2005
	Safety and Security	2007
	Research	2013
Anchorage		
	Finance	2004
	Communications	2008
	Math Instruction	2010
	Food Services	2011
	Organizational Structure	2012
Atlanta		
	Facilities	2009
	Transportation	2010
Austin		
	Special Education	2010
Baltimore		
	Information Technology	2011
Birmingham		
	Organizational Structure	2007
	Operations	2008
	Facilities	2010
	Human Resources	2014
Boston		
	Special Education	2009
	Curriculum & Instruction	2014
	Food Service	2014
Bridgeport		
	Transportation	2012
Broward County (FL)		
	Information Technology	2000
	Food Services	2009
	Transportation	2009
	Information Technology	2012
Buffalo		
	Superintendent Support	2000
	Organizational Structure	2000
	Curriculum and Instruction	2000
	Personnel	2000

	Facilities and Operations	2000
	Communications	2000
	Finance	2000
	Finance II	2003
	Bilingual Education	2009
	Special Education	2014
Caddo Parish (LA)		
	Facilities	2004
Charleston		
	Special Education	2005
	Transportation	2014
Charlotte-Mecklenburg		
	Human Resources	2007
	Organizational Structure	2012
	Transportation	2013
Cincinnati		
	Curriculum and Instruction	2004
	Curriculum and Instruction	2009
	Special Education	2013
Chicago		
	Warehouse Operations	2010
	Special Education I	2011
	Special Education II	2012
	Bilingual Education	2014
Christina (DE)		
	Curriculum and Instruction	2007
Cleveland		
	Student Assignments	1999, 2000
	Transportation	2000
	Safety and Security	2000
	Facilities Financing	2000
	Facilities Operations	2000
	Transportation	2004
	Curriculum and Instruction	2005
	Safety and Security	2007
	Safety and Security	2008
	Theme Schools	2009
Columbus		
	Superintendent Support	2001
	Human Resources	2001
	Facilities Financing	2002
	Finance and Treasury	2003
	Budget	2003
	Curriculum and Instruction	2005

	Information Technology	2007
	Food Services	2007
	Transportation	2009
Dallas		
	Procurement	2007
	Staffing Levels	2009
Dayton		
	Superintendent Support	2001
	Curriculum and Instruction	2001
	Finance	2001
	Communications	2002
	Curriculum and Instruction	2005
	Budget	2005
	Curriculum and Instruction	2008
Denver		
	Superintendent Support	2001
	Personnel	2001
	Curriculum and Instruction	2005
	Bilingual Education	2006
	Curriculum and Instruction	2008
	Common Core Implementation	2014
Des Moines		
	Budget and Finance	2003
	Staffing Levels	2012
	Human Resources	2012
Detroit		
	Curriculum and Instruction	2002
	Assessment	2002
	Communications	2002
	Curriculum and Assessment	2003
	Communications	2003
	Textbook Procurement	2004
	Food Services	2007
	Curriculum and Instruction	2008
	Facilities	2008
	Finance and Budget	2008
	Information Technology	2008
	Stimulus planning	2009
	Human Resources	2009
Fresno		
	Curriculum and Instruction	2012
Guilford County		
	Bilingual Education	2002
	Information Technology	2003

	Special Education	2003
	Facilities	2004
	Human Resources	2007
Hillsborough County		
	Transportation	2005
	Procurement	2005
	Special Education	2012
Houston		
	Facilities Operations	2010
	Capitol Program	2010
	Information Technology	2011
	Procurement	2011
Indianapolis		
	Transportation	2007
	Information Technology	2010
	Finance and Budget	2013
Jackson (MS)		
	Bond Referendum	2006
	Communications	2009
Jacksonville		
	Organization and Management	2002
	Operations	2002
	Human Resources	2002
	Finance	2002
	Information Technology	2002
	Finance	2006
Kansas City		
	Human Resources	2005
	Information Technology	2005
	Finance	2005
	Operations	2005
	Purchasing	2006
	Curriculum and Instruction	2006
	Program Implementation	2007
	Stimulus Planning	2009
Little Rock		
	Curriculum and Instruction	2010
Los Angeles		
	Budget and Finance	2002
	Organizational Structure	2005
	Finance	2005
	Information Technology	2005
	Human Resources	2005
	Business Services	2005

Louisville		
	Management Information	2005
	Staffing study	2009
Memphis		
	Information Technology	2007
Miami-Dade County		
	Construction Management	2003
	Food Services	2009
	Transportation	2009
	Maintenance & Operations	2009
	Capital Projects	2009
	Information Technology	2013
Milwaukee		
	Research and Testing	1999
	Safety and Security	2000
	School Board Support	1999
	Curriculum and Instruction	2006
	Alternative Education	2007
	Human Resources	2009
	Human Resources	2013
	Information Technology	2013
Minneapolis		
	Curriculum and Instruction	2004
	Finance	2004
	Federal Programs	2004
Nashville		
	Food Service	2010
	Bilingual Education	2014
Newark		
	Curriculum and Instruction	2007
	Food Service	2008
New Orleans		
	Personnel	2001
	Transportation	2002
	Information Technology	2003
	Hurricane Damage Assessment	2005
	Curriculum and Instruction	2006
New York City		
	Special Education	2008
Norfolk		
	Testing and Assessment	2003
	Curriculum and Instruction	2012
Orange County		
	Information Technology	2010

Philadelphia		
	Curriculum and Instruction	2003
	Federal Programs	2003
	Food Service	2003
	Facilities	2003
	Transportation	2003
	Human Resources	2004
	Budget	2008
	Human Resource	2009
	Special Education	2009
	Transportation	2014
Pittsburgh		
	Curriculum and Instruction	2005
	Technology	2006
	Finance	2006
	Special Education	2009
Portland		
	Finance and Budget	2010
	Procurement	2010
	Operations	2010
Prince George's County		
	Transportation	2012
Providence		
	Business Operations	2001
	MIS and Technology	2001
	Personnel	2001
	Human Resources	2007
	Special Education	2011
	Bilingual Education	2011
Reno		
	Facilities Management	2013
	Food Services	2013
	Purchasing	2013
	School Police	2013
	Transportation	2013
	Information Technology	2013
Richmond		
	Transportation	2003
	Curriculum and Instruction	2003
	Federal Programs	2003
	Special Education	2003
	Human Resources	2014
Rochester		
	Finance and Technology	2003

	Transportation	2004
	Food Services	2004
	Special Education	2008
San Diego		
	Finance	2006
	Food Service	2006
	Transportation	2007
	Procurement	2007
San Francisco		
	Technology	2001
St. Louis		
	Special Education	2003
	Curriculum and Instruction	2004
	Federal Programs	2004
	Textbook Procurement	2004
	Human Resources	2005
St. Paul		
	Special Education	2011
	Transportation	2011
Seattle		
	Human Resources	2008
	Budget and Finance	2008
	Information Technology	2008
	Bilingual Education	2008
	Transportation	2008
	Capital Projects	2008
	Maintenance and Operations	2008
	Procurement	2008
	Food Services	2008
	Capital Projects	2013
Toledo		
	Curriculum and Instruction	2005
Washington, D.C.		
	Finance and Procurement	1998
	Personnel	1998
	Communications	1998
	Transportation	1998
	Facilities Management	1998
	Special Education	1998
	Legal and General Counsel	1998
	MIS and Technology	1998
	Curriculum and Instruction	2003
	Budget and Finance	2005
	Transportation	2005

	Curriculum and Instruction	2007
	Common Core Implementation	2011
Wichita		
	Transportation	2009