# English Language Learners in America's Great City Schools:

## Demographics, Achievement, and Staffing

Research conducted by the
Council of the Great City Schools

# English Language Learners in America's Great City Schools:

## Demographics, Achievement, and Staffing

*Prepared by the*

Council of the Great City Schools
Washington, DC

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Michael Casserly
Executive Director
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# Executive Summary

English Language Learners (ELLs) are among the fastest-growing demographic group in U.S. public schools. There are numerous recent reports documenting this phenomenon. Some reports estimate the numbers of ELLs enrolled in U.S. public schools, and other reports approximate the growth in ELL enrollment over the past five to ten years. Still, there is wide variation in the reported numbers of ELLs enrolled in U.S. schools—some as wide as 500,000 ELLs. In general, most estimates place the number of these students at around five million. And all sources agree that the numbers have increased substantially over the years. For instance--

**Students Identified as English Language Learners in U.S. Public Schools**

- The Migration Policy Institute (MPI) reported that in 2010 a total of 5.3 million students who enrolled in preK-12 in U.S. public schools were English Language Learners.[1] The MPI estimated that ELL enrollment grew by 53.2 percent in the decade from 1997–98 to 2007–08, compared with an increase of only 8.5 percent in the overall enrollment during the same period.[2]

- The U.S. Department of Education in its Biennial Report to Congress 2004-2006 reported on the extraordinary growth in ELL enrollment between 1996 and 2006, compared with increases in the total general enrollment—a 60 percent growth in ELL enrollment, compared with three percent in the total enrollment.[3] The same Biennial Report further indicated that the number of K–12 students in the United States who were identified as limited English proficient (LEP) grew by nearly 650,000 from 2002-03 to 2005-06, resulting in approximately 4,985,000 LEP students in 2005-2006. (The terms LEP and ELL are used interchangeably in this report.)

- The U.S. Department of Education in its 2006-2008 Biennial Report, however, estimated a lower total of 4.7 million ELLs, despite the documented growth. The difference in the two reports was explained, in part, by a change in the methodology for counting students that did not include about 500,000 Puerto Rican ELLs who migrate back and forth between the continental United States and Puerto Rico.[4] (See table A.)

**ELLs in School Districts Served by Title III Funds**

- Data from the 2008–2009 Consolidated Performance Reports submitted by states to the U.S. Department of Education also indicated a total K–12 ELL population of 4.7 million in 2008–2009. In addition, the American Institutes of Research reported in the National Evaluation of Title III Implementation report that of these 4.7 million ELLs, 4.4 million (95 percent) were enrolled in districts that received federal Title III funds.[5] (See table B.)

[1] ELL Information Center Fact Sheet Series. No. 1. 2010. ELL data obtained from the National Clearinghouse for English Language Acquisition (NCELA), Page 1
[2] Ibid, page 2.
[3] Biennial Report to Congress on the Implementation of Title III State Formula Grant Program, School Years 2004-2006. OELA, U.S. Department of Education, Washington, D.C., page 8.
[4] Biennial Report to Congress on the Implementation of Title III State Formula Grant Program, School Years 2006-2008. OELA, U.S. Department of Education, Washington, D.C., Pages 7-7.
[5] National Evaluation of Title III Implementation – Report on State and Local Implementation. Submitted to the U.S. Department of Education by the American Institutes for Research, May 2012, 1.

- According to the National Evaluation of Title III Implementation report, the estimated number of ELLs in school districts receiving Title III funds increased from 3.7 million in 2002–03 to 4.4 million in 2007–08 (18 percent). These numbers are comparable to those provided in the two Biennial Reports to Congress (2004-2006 and 2006-2008; see table B.) However, the period used to determine the percentage growth differed from source to source.

**Table A.** Students identified as English Language Learners in U.S. public schools

| Source | Year | Number | Period | Percentage Growth |
|---|---|---|---|---|
| The Migration Policy Institute | 2007 | 5.3 million | 1997 to 2007 | 53% |
| U.S. Department of Education Biennial Report to Congress 2004–2006 | 2004-2006 | 4.9 million | 2002 to 2005 | 15%[6] |
| U.S. Department of Education Biennial Report to Congress 2006–2008 | 2007-2008 | 4.7 million | 2002 to 2008 | 7% |

**Table B**. ELLs in school districts served by Title III funds

| Source | Year | Number | Period | Percentage Growth |
|---|---|---|---|---|
| American Institutes of Research, National Evaluation of Title III Implementation | 2007-2008 | 4.4 million | 2002 to 2007 | 18 % |
| U.S. Department of Education Biennial Report to Congress 2004-2006 | 2005-2006 | 4.3 million | 2002 to 2005 | 18%[7] |
| U.S. Department of Education Biennial Report to Congress 2006-2008 | 2007-2008 | 4.4 million | 2002 to 2007 | 21% |

The tables above show the varying numbers appearing in the cited reports and studies that use differing data sources, spans of comparison, and methodologies in their estimations. All sources indicate, however, that ELL enrollment is outpacing the nation's total enrollment growth and that the total number of ELLs in U.S. schools hovers around 5 million students.

## ELLs in Member Districts of the Council of the Great City Schools

The ELLs attending schools in the member districts of the Council of the Great City Schools account for nearly one-quarter of all ELLs in the nation. Specifically, in 2007-08, Council-member districts enrolled about 1.2 million ELLs in grades K–12—or 23.8 percent of the 4.7 million estimated ELLs in the nation's K-12 public schools (using the 2006–2008 U.S. Biennial Report on ELLs).

This new report by the Council presents the results of a yearlong effort to compile data on ELL enrollment and programs in our Great City School districts. Much of the data were collected

[6] Calculated from figures provided in the 2004-2006 Biennial Report to Congress. See page 9.

from the membership *via* survey in 2012. Some 70.8 percent of the membership responded (46 of 65 districts who were members at the time the survey was conducted), but not every district responded to every question. In appendix F of this report, we list the specific districts responding to each question. The responses provide a picture of ELL enrollment across the 46 responding districts, including total numbers, percentages, enrollment by school level, languages spoken, and ELLs receiving special education services.

## Report Highlights

The enrollment of ELLs in the 65 districts comprising the Council of the Great City Schools, at the time this survey was conducted, has remained relatively stable over the last several years (2007–08 through 2009–10) at about 17 percent of total urban school enrollment. Total ELL enrollment in these districts was about 1.1 million students in 2007–08 and 1.2 million in 2009–10. In 2009–10, 22 of the 65 districts had between 1,001 and 5,000 ELLs, and 19 districts had between 10,001 and 50,000 ELLs. ELLs accounted for more than 20 percent of enrollment in at least 19 member districts and for 10 percent or less in 29 member districts.

The survey used to gather data for this report also asked districts about the definitions they used to identify ELLs. Most responding districts indicated that they used the definitions required by their states while some modified those definitions at the local level. The ELL enrollment figures reported by districts reflect their differing definitions. Most definitions involved a combination of a student's home or native language when it was different from English and some measure of whether a student meets proficient levels on state assessments or has difficulty in English-only classrooms.

Among the responding districts, there was considerable variation in district and state policies related to parental rights to opt out of ELL language-instruction programs and/or to opt in to specific instructional initiatives like dual language programs. Typically, the variability stemmed from state laws and regulations that the majority of responding districts indicated they followed.

In addition, the survey asked for information on the top five languages spoken by children in each district and the number of ELLs speaking each of these languages. Collectively, 38 languages appeared among the top five languages.

Moreover, the survey asked for information about ELLs receiving special education services. The results showed that the growth in students in this group outpaced the growth in the numbers of non-ELLs receiving special education, and the increase in ELL enrollments overall.

Survey responses also showed that districts operated under an array of state staffing requirements, including mandates governing the qualification of teachers of ELLs. The most common state requirements for bilingual and ESL teachers involved their needing to have an ESL/ELD license or endorsement. Fewer districts reported having requirements for special education teachers of ELL students. Districts differed substantially in the ways they were able to disaggregate data on teachers providing instruction to ELLs. This variation increased when looking at school or grade levels and types of programs. And the variations were evident for both teachers and teacher assistants alike. Tables 23 and 24 provide specific numbers of teachers by type of program and other variables.

Although districts varied in their current and anticipated shortages of ELL teachers, 22 of 43 indicated that they anticipate shortages of such teachers in the next five years. In addition,

nineteen responding districts incorporated instructional components related to ELLs into their evaluations of instructional staff and administrators other than ESL/ELL teachers themselves. Only eight districts included components dealing with the instruction of ELLs explicitly in the evaluation of central office staff.

The report also looks at NAEP achievement data on ELLs, non-ELLs and former ELLs (a designation used in the National Assessment of Education Progress) in large city (LC) schools.[8] We use the term "former ELL" in this report even though NAEP uses the term "formerly ELL" in its reports. The LC sample closely mirrors Council membership. In fact, schools in Council-member districts account for about 82 percent of the LC sample. Results showed that achievement among ELLs failed to keep pace with the growth in achievement by non-ELL students in both reading and math at both fourth and eighth grades. The gap between these two groups persists at 19 percentage points or higher on NAEP. Former ELLs, on the other hand, showed promising progress in achievement, with most reaching parity with their non-ELL counterparts in math and reading in grade 4.

Still, ELLs and former ELLs in the LC sample performed no worse on NAEP than their language peers nationally, except in the case of eighth grade math, where former ELLs in large cities scored lower than the national public (NP) sample. In general, the gap between ELLs and non-ELLs is smaller in the LC sample than in the NP sample—however, the reason may be because of the lower achievement of non-ELLs in large cities.

In addition, district responses to the Council's survey indicated that ELLs have lower levels of participation in gifted and talented programs than other students, but they sometimes have higher rates of completing Algebra I by grade 8 or 9.

The Council estimates that the total amount of federal Title III funds received by the 65 districts in the Council averaged about $150 million annually over the three-year period from 2007–08 to 2009–10. This amount is relatively small compared with the total amounts of state and local funding devoted to supporting instruction for ELLs. The 32 districts providing specific financial data on the survey reported receiving about $75 million in Title III funds but had about $703 million in other state and local funds to support instruction for ELLs.

Finally, some 42 of 46 responding districts were able to provide information about how they spent their Title III funds. Most were using these dollars to provide professional development and to acquire or develop instructional materials. However, Title III activities with the highest expenditure levels involved hiring additional staff to support ELL instruction and provide extra instruction assistance. The report provides additional information on the staff members who receive professional development and the topics of such training.

[8] The NAEP is a sample-based survey assessment that reports on student performance in reading and mathematics in the fourth and eighth grades. Results are reported by state, for a national sample (NP), and a large city sample (LC)

# Introduction

The Council of the Great City Schools conducted a comprehensive survey of its 65 district members about the English Language Learners that were enrolled and the instructional services provided to them.[9] The survey collected information on (1) district demographics and languages spoken, (2) instructional staff, (3) achievement data, and (4) financial information. The findings from this survey make up the bulk of this report.

In addition, the report drew on data from the National Center for Education Statistics (NCES) Common Core of Data (CCD) and from the National Assessment of Educational Progress (NAEP).

[9] Two additional members, Bridgeport Public Schools and Santa Ana Unified District, joined after the survey was closed

# Methodology

The Council administered an extensive survey to its bilingual education directors in 2012. The survey requested data that required most ELL program directors receiving the survey to access multiple data sources in their respective districts. In some cases, ELL office staff had limited or no access to the data requested and had to secure it from other departments or offices within the district. Completing the survey was an illuminating year-long exercise for district and Council staff alike, and the difficulties in collecting and reporting data resulted in gaps in survey responses from one question to another.

Council staff filled these gaps, as best they could, with data obtained from national databases (NCES, CCD) and/or district websites. In this process, we discovered significant discrepancies between district-reported data from the survey or the websites and the national databases. In cases where we had competing numbers, we chose to use the district-reported data after verifying them with the district itself.

In addition, this report uses the same numerical codes to represent districts as are used for the Council's Key Performance Indicator (KPI) project to ensure confidentiality where it is needed. Some of the data are sensitive, so district names were converted into codes corresponding to the KPI-report numbers.[10]

[10] *Managing for Results in America's Great City Schools.* Washington, DC: Council of the Great City Schools, October 2012.

# Response Rate

The findings from this report are based on responses from 46 districts or 70.8 percent of the 65 member districts of the Council of the Great City Schools at the time the survey was administered. Table C shows which districts responded to the survey and the percentage of ELLs in each district. For the purposes of this report, the formal title of each member districts is shortened, but the full titles are listed in appendix A.

In order to present the most comprehensive data on ELLs in Council-member districts, we aggregated all responses available and provided the number of responses (N-size) by item as we discuss the report's findings. Given the differing—and in some cases small—N-sizes per question, this report limits itself to descriptive statistics in order to give the reader a general picture of ELL characteristics and programming in Council districts.

Moreover, the Council extracted data from the National Center for Education Statistics (NCES) and district websites to supplement missing data on ELL enrollment and teachers. We also used those sources for districts that did not respond to the survey. Appendix F lists the districts that are included in the tables and graphs.

# Purpose of Report

This report has four main purposes--

*Provide Updated ELL Enrollment Data on Urban Schools.* District-level data, while reported to the U.S. Department of Education, are not easily accessible and are not included in the regularly issued reports by various agencies and organizations. Some district data make their way into national reports or studies prepared by the U.S. Department of Education or other entities. No such data, however, focuses solely on the nation's largest urban school districts. This report allows the Council to accurately portray ELL enrollment data in our membership.

*Support Advocacy and Technical Assistance.* Compiling timely and accurate information and data on ELL enrollment, services, performance, and expenditures is critical to our policy development and advocacy work for our membership, which serves nearly a quarter (24 percent) of the nation's ELLs.[11]

*Describe How Title III Expenditures Are Used.* Council member districts receive a substantial portion of total federal Title III funding. It is therefore imperative that the Council be able to describe how these funds are used to support and enhance the instructional programs for ELLs.

*Identify Promising Practices and Areas of Need.* The survey allows us to identify commonalities among ELL demographics and ELL programs in the Council-member districts to strengthen the work of ELL program directors. Data sheds light on promising practices as well as areas where additional support is required to improve ELL achievement.

[11] Enrollment figures reflect a combination of district responses, data drawn from NCES, and in a few cases, numbers drawn from the districts' websites.

**Table C.** District responses to survey

| Districts that submitted data - 70.8% of total Council membership | |
|---|---|
| Member name | % ELL |
| Dallas | 37.7% |
| St. Paul | 36.1% |
| Oakland | 32.3% |
| Austin | 31.7% |
| Los Angeles | 30.8% |
| Denver | 30.6% |
| San Diego | 30.3% |
| Clark County | 30.0% |
| Houston | 29.5% |
| Fort Worth | 28.9% |
| Fresno | 26.4% |
| San Francisco | 25.8% |
| Minneapolis | 22.2% |
| Boston | 20.8% |
| Miami-Dade | 18.3% |
| Albuquerque | 15.5% |
| New York City | 15.1% |
| Providence | 14.6% |
| Wichita | 14.6% |
| Omaha | 13.6% |
| Indianapolis | 11.6% |
| Charlotte-Mecklenburg | 11.6% |
| Anchorage | 10.9% |
| Hillsborough County | 10.6% |
| Seattle | 10.5% |
| Milwaukee | 9.7% |
| Buffalo | 9.7% |
| District of Columbia | 9.6% |
| Broward County | 9.5% |
| Guilford County | 8.2% |
| St. Louis | 7.4% |
| Little Rock | 6.7% |
| Cleveland | 5.6% |
| Memphis | 5.0% |
| Jefferson County | 5.0% |
| Cincinnati | 4.4% |
| Richmond | 4.3% |
| Dayton | 3.1% |
| Duval | 2.9% |
| East Baton Rouge | 2.7% |
| Atlanta | 2.7% |
| Norfolk | 2.3% |
| Baltimore | 2.2% |
| Toledo | 1.3% |
| Pittsburgh | 1.3% |
| Caddo Parish | 0.9% |

| Districts that did not submit data - 29.2% of total Council membership | |
|---|---|
| Member name | % ELL |
| Orange County | 33.5% |
| Sacramento | 33.3% |
| Long Beach | 31.0% |
| Oklahoma City | 25.2% |
| Kansas City | 16.5% |
| Des Moines | 13.9% |
| Chicago | 12.8% |
| Palm Beach | 10.5% |
| Portland | 10.4% |
| Nashville | 10.0% |
| Columbus | 9.5% |
| Rochester | 9.5% |
| Newark | 9.0% |
| Detroit | 7.5% |
| Philadelphia | 7.4% |
| Charleston | 5.2% |
| Birmingham | 2.2% |
| Jackson | 0.4% |
| New Orleans* | |

The Council received responses from 46 of 65 member districts. Santa Ana and Bridgeport did not join the Council until after the survey was distributed.

*Enrollment data for New Orleans is not included as it was not listed in the survey or in the NCES common core of data.

# I. ELL Placement and Identification

## Defining English Language Learners (N = 44 Districts)

Section 9101 of the *Elementary and Secondary Education Act* (ESEA, as amended by the *No Child Left Behind Act* of 2001), defines a Limited English Proficient (LEP) student as having a number of characteristics (see sidebar). This definition has direct relevance to Title III of the Elementary and Secondary Education Act (ESEA), the title that authorizes federal funding to support instructional programs for these students. According to several national studies and reports, about 94 percent of districts that enroll LEP students, also referred to as English Learners, receive Title III funds and therefore operate their programs under the federal legal definition of LEP. The federal definition provided in ESEA, however, does not result in consistent operational definitions across the states and districts. As noted by the National Academy of Sciences (2011), the federal definition includes elements that are relatively objective and elements that are relatively subjective. The objective criteria make reference to demographics, background, and ability to meet a proficient level of achievement on state assessments. The subjective criteria include sufficient command of the English language to be successful in classrooms where the language of instruction is English or to participate fully in society.[12]

**LIMITED ENGLISH PROFICIENT**- The term limited English proficient, when used with respect to an individual, means an individual —

(A) who is aged 3 through 21;

(B) who is enrolled or preparing to enroll in an elementary school or secondary school;

(C) (i) who was not born in the United States or whose native language is a language other than English;

(ii) (I) who is a Native American or Alaska Native, or a native resident of the outlying areas; AND

(II) who comes from an environment where a language other than English has had a significant impact on the individual's level of English language proficiency; OR

(iii) who is migratory, whose native language is a language other than English, and who comes from an environment where a language other than English is dominant; AND

(D) whose difficulties in speaking, reading, writing, or understanding the English language may be sufficient to deny the individual —

(i) the ability to meet the State's proficient level of achievement on State assessments described in section 1111(b)(3);

(ii) the ability to successfully achieve in classrooms where the language of instruction is English; OR

(iii) the opportunity to participate fully in society.

*Source: No Child Left Behind Act, P.L. 107-20110, Title IX, Part A, Sec. 9101 (25)*

Not only is the federal definition itself complex but there is considerable variability caused by vagueness in how the definition should be operationalized. In fact, the U.S. Department of Education has concluded, "there is no one, common, approved method to operationalize the term, either for initial identification purposes or for ultimate exit from a Language Instruction

[12] National Research Council of the National Academy of Sciences, Allocating Federal Funds for State Programs for English Language Learners, 2011, 5.

Educational Program or the LEP category."[13] Moreover, a 2006 U.S. Government Accountability Office study documented at least three operational definitions that could be used to identify LEP populations. These definitions included the following:

- *ELLs Assessed.* The number of K–12 students with limited English proficiency who are assessed for English proficiency using state-developed assessment instruments and protocols.

- *ELLs Identified.* The number of K–12 students identified as limited English proficient using various methods and documents issued by both state educational agencies (SEAs) and local schools districts or local educational agencies (LEAs)

- *ELLs Enrolled*. The number of K–12 students enrolled in state and local Title III programs according to data reported to SEAs by LEAs.[14]

The official definition of ELL used by the U.S. Department of Education in state reports is the legal definition, but both the complexity of the definition and the discretion given to states in operationalizing the definition lead to significant variability across Council-member districts.

The National Title III Study indicates that only eight states and the District of Columbia have established consistent statewide criteria for identifying ELLs, with the remaining 42 states providing districts with discretion in making identification decisions.[15]

The survey used for this Council of the Great City Schools report asked districts to provide their definitions of ELL or LEP. The definitions provided by 44 responding districts included a range of components. Thirty of those districts referenced state definitions of LEP/ELLs.

## Operationalizing the LEP/ELL Definition

Some 44 Great City School districts responded to the question about the operational components of their definitions of what an ELL was. Twenty-six of those districts indicated that they included an achievement component along with a determination that the student's home language or native language was not English.

Table 1 below summarizes the elements included in the ELL definitions of the responding districts. The table does not include data on two responding districts whose answers included state definitions and descriptions that did not correspond to the categories used in the table.

[13] U.S. Government Accountability Office (2006) as referenced by National Research Council of the National Academy of Science, Allocating Federal Funds for State Programs for English Language Learners (2011), 14.
[14] Ibid., 19.
[15] U.S. Department of Education. National Evaluation of Title III Implementation—Report on State and Local Implementation. Washington, DC: American Institutes for Research. 2012, xiv.

**Table 1.** Criteria used in districts' definition of ELLs

| District | Does not meet proficient level of achievement on assessment | Native language is not English | Home Language is not English | Difficulty with English precludes them from achieving in English-only classroom | Native American/ Alaskan or native of outlying areas | Not born in U.S. | Limited English proficiency precludes them from participating fully in society |
|---|---|---|---|---|---|---|---|
| Norfolk | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| Omaha | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| East Baton Rouge | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| District of Columbia | ✓ | ✓ | ✓ | ✓ | | | |
| Albuquerque | ✓ | ✓ | ✓ | | | | |
| Denver | ✓ | ✓ | ✓ | | | | |
| Fort Worth | ✓ | ✓ | ✓ | | | | |
| Cincinnati | ✓ | ✓ | ✓ | | | | |
| Cleveland | ✓ | ✓ | | | | | |
| Oakland | ✓ | | ✓ | | | | |
| Buffalo | ✓ | | ✓ | | | | |
| Caddo Parish | ✓ | | ✓ | | | | |
| San Diego | ✓ | | ✓ | | | | |
| Seattle | ✓ | | ✓ | | | | |
| Duval | ✓ | | ✓ | | | | |
| Indianapolis | ✓ | | ✓ | | | | |
| Jefferson | ✓ | | ✓ | | | | |
| St. Paul | ✓ | | ✓ | ✓ | | | |
| Fresno | ✓ | | | ✓ | | | |
| Austin | ✓ | | | | | | |
| Houston | ✓ | | | | | | |
| Little Rock | ✓ | | | | | | |
| Miami-Dade | ✓ | | | | | | |
| San Francisco | ✓ | | | | | | |
| Wichita | ✓ | | | | | | |
| New York City | ✓ | | | | ✓ | | |
| Broward County | | ✓ | ✓ | ✓ | ✓ | ✓ | |
| Toledo | | ✓ | ✓ | ✓ | | | |
| Dayton | | ✓ | ✓ | ✓ | | | |
| Clark County | | ✓ | ✓ | | | | |
| Richmond | | ✓ | ✓ | | | | |
| Los Angeles | | ✓ | | ✓ | | | |
| Providence | | ✓ | | ✓ | | | |
| Atlanta | | ✓ | | ✓ | | | |
| Dallas | | ✓ | | ✓ | | | |
| Anchorage | | ✓ | | | | | |
| Boston | | ✓ | | | | | |
| Hillsborough | | ✓ | | | | | |

| District | Does not meet proficient level of achievement on assessment | Native language is not English | Home Language is not English | Difficulty with English precludes them from achieving in English-only classroom | Native American/ Alaskan or native of outlying areas | Not born in U.S. | Limited English proficiency precludes them from participating fully in society |
|---|---|---|---|---|---|---|---|
| Milwaukee | | ✓ | | | | | |
| Charlotte-Mecklenburg | | | ✓ | | | | |
| St. Louis | | | ✓ | ✓ | | | |
| Memphis | | | | ✓ | | | |
| Total | **26** | **22** | **24** | **15** | **5** | **4** | **3** |

## Identifying English Language Learners (N = 46 Districts)

The Council survey also asked districts for information on the process they used for identifying students as ELLs. Districts were asked about whether these processes were defined solely by their states or whether the districts made modifications to their state's recommended or required assessments. All 46 districts responding to this question indicated they used a home language survey (HLS), which was typically determined by the state, to verify whether a student lived in a home in which a language other than English was spoken.

The responses were classified using an HLS taxonomy developed by researchers at University of California, Los Angeles (UCLA) to identify common state-level regulations governing the use of HLSs in 2010.[16] Table 2 shows the numbers of districts that followed particular practices classified in the UCLA study.

***State parameters.*** The largest number of districts (23 out of 46 responding districts) follow practice B, in which SEAs mandate the use of an HLS and provide a sample HLS for districts. Only three of the responding districts—Caddo Parish, East Baton Rouge Parish, and Wichita—are in states that do not mandate the use of an HLS.[17] (See table 2.)

**Table 2.** Number of responding districts following specified practices for identifying ELLs

| State regulation | Description of practice | Number of responding districts in category |
|---|---|---|
| Practice A | The SEA creates a single HLS form and mandates its use in schools across the state. | 11 |

[16] The study did not provide information on the practices used in four states, namely, the District of Columbia, Indiana, Minnesota, and Washington. Five responding districts are in these states and therefore their practices were not linked to the study's classifications.

[17] Alison L. Bailey and Kimberly R. Kelly. "The Use and Validity of Home Language Surveys in State English Language Proficiency Assessment Systems: A Review and Issues Perspective," The Evaluation of English Language Proficiency Assessments Project. UCLA, July 2010. The white paper identifies Louisiana, Nebraska, and South Dakota as three states that do not mandate the use of an HLS but rather only recommend its use.

| State regulation | Description of practice | Number of responding districts in category |
|---|---|---|
| Practice B | The SEA mandates the use of an HLS and creates an HLS form that it offers as a sample for districts to adopt or to substitute for their own version of an HLS. | 23 |
| Practice C | The SEA mandates the use of an HLS but has not created a sample HLS. Instead, it allows districts to create their own set of questions for the local context. | 4 |
| Practice D | The SEA does not mandate the use of an HLS. | 3 |

***District responses.*** Results also show that the majority of districts (33 out of 46) use an HLS that includes the state-provided definition of an ELL (see table 3). Thirteen districts use an HLS that is tailored to fit their districts. Table 3 summarizes the variations in HLS types.

**Table 3.** Districts with state-defined or district-modified home language surveys

| Member | State regulation | District name | State defined | District modifies state definition |
|---|---|---|---|---|
| Alaska | B | Anchorage | ✓ | |
| Arkansas | C | Little Rock | ✓ | |
| California | B | Fresno | ✓ | |
| | B | Los Angeles | ✓ | |
| | B | Oakland | ✓ | |
| | B | San Diego | | ✓ |
| | B | San Francisco | ✓ | |
| Colorado | C | Denver | | ✓ |
| District of Columbia | *N/A | District of Columbia | ✓ | |
| Florida | B | Broward County | ✓ | |
| | B | Miami-Dade | ✓ | |
| | B | Hillsborough | ✓ | |
| | B | Duval | ✓ | |
| Georgia | A | Atlanta | ✓ | |
| Indiana | N/A | Indianapolis | | ✓ |
| Kansas | A | Wichita | ✓ | |
| Kentucky | A | Jefferson | ✓ | |
| Louisiana | D | Caddo Parish | ✓ | |
| | D | East Baton Rouge | ✓ | |
| Maryland | C | Baltimore | ✓ | |
| Massachusetts | B | Boston | | ✓ |
| Minnesota | N/A | Minneapolis | | ✓ |
| | N/A | St. Paul | | ✓ |
| Missouri | B | St. Louis | ✓ | |
| Nebraska | D | Omaha | ✓ | |
| Nevada | B | Clark County | ✓ | |
| New Mexico | C | Albuquerque | | ✓ |
| New York | A | Buffalo | ✓ | |
| | A | New York City | ✓ | |
| North Carolina | B | Charlotte- | | ✓ |

| Member | State regulation | District name | State defined | District modifies state definition |
|---|---|---|---|---|
| | | Mecklenburg | | |
| | B | Guilford County | ✓ | |
| Ohio | B | Cleveland | ✓ | |
| | B | Cincinnati | | ✓ |
| | B | Dayton | | ✓ |
| | B | Toledo | ✓ | |
| Pennsylvania | A | Pittsburgh | ✓ | |
| Rhode Island | A | Providence | ✓ | |
| Tennessee | B | Memphis | ✓ | |
| Texas | A | Dallas | ✓ | |
| | A | Fort Worth | ✓ | |
| | A | Houston | ✓ | |
| | A | Austin | | ✓ |
| Virginia | B | Norfolk | | ✓ |
| | B | Richmond | ✓ | |
| Washington | N/A | Seattle | ✓ | |
| Wisconsin | B | Milwaukee | | ✓ |
| | | **Total:** | **33** | **13** |

## Options for Enrolling in Instructional Programs for ELLs (N = 46 Districts)

The Council survey also collected information on parental notification and opt-out and opt-in policies governing language-instruction programs. The ESEA requires that all recipients of federal education funds must abide by parental notification rules related to language-instruction programs.[18]

However, there is little consistency in how these federal requirements are implemented across the nation. States vary in their laws and regulations, and districts differ in their policies and practices on parental choice for participating in ELL services and programs. While all responding districts have policies that allow parents to opt out of program participation for their LEP-designated child, the particular programs and services from which parents can opt out differ by school district and/or state. Some districts also have opt-in policies for certain types of instructional programs.

Tables 4 through 6 provide district-by-district information on state and district requirements regarding opt-out policies from 44 of the 46 responding districts. The tables exclude information from two districts that did not provide sufficiently specific responses that would allow them to be categorized for the table. The majority of districts (29 districts) used only state-determined laws or regulations.

State and district policies regarding instructional services for ELLs govern not only whether a student can opt out of the services but also, in some cases, whether students can opt into instruction in their native languages. Specifically, districts were asked if they allowed ELLs to (a) opt out of all ELL services, (b) opt out of bilingual education only, (c) opt out of ESL

[18] Specifically, Section 3302 of the *No Child Left Behind Act* requires that after identifying a student as an English Language Learner and assessing his or her English language proficiency, districts must notify the student's parents that their child has been identified for participation in a language instructional program. Parents must also be informed of their right to remove their child from the program of language instruction or to choose another program if offered.

services, or (d) opt into native-language instruction. Table 4 shows the responses provided by districts describing the opt-in and opt-out options allowable by state law or regulations regarding ELL programs.

- Nineteen districts responded that their state law or regulations allow parents to opt out of all ELL services for their children.

- Conversely, 12 districts indicated that their state laws/regulations do not allow ELLs to opt-out of ESL services.

- Fewer districts indicated that they had state laws or regulations regarding opting in or out of bilingual education and native language instruction.

**Table 4**. Districts with opt-in or opt-out requirements defined by state law or regulation

| District ID | Opt out of all ELL services | Opt out only of Bilingual Ed | No opt out of ESL services | Opt in for native language instruction |
|---|---|---|---|---|
| 37 | ✓ | ✓ | | ✓ |
| 39 | ✓ | ✓ | | ✓ |
| 14 | ✓ | ✓ | | |
| 46 | ✓ | ✓ | | |
| 28 | ✓ | | | |
| 20 | ✓ | | | |
| 57 | ✓ | | | |
| 19 | ✓ | | | |
| 29 | ✓ | | | |
| 1 | ✓ | | | |
| 63 | ✓ | | | |
| 79 | ✓ | | | |
| 53 | ✓ | | | |
| 93 | ✓ | | | |
| 18 | ✓ | | | |
| 2 | ✓ | | | |
| 27 | ✓ | | | |
| 45 | | ✓ | ✓ | |
| 60 | | ✓ | ✓ | |
| 11 | | ✓ | ✓ | ✓ |
| 67 | | | ✓ | ✓ |
| 16 | | | ✓ | ✓ |
| 77 | | | ✓ | ✓ |
| 61 | | | ✓ | ✓ |
| 13 | | | ✓ | |
| 49 | | | ✓ | |
| 10 | | | ✓ | |
| 32 | | | ✓ | |
| 43 | | | ✓ | |
| **Total: 29** | **19** | **7** | **12** | **7** |

Only nine districts indicated that they had district-determined policies or practices for opting out of or opting into ELL programs. (See table 5.)

**Table 5.** Districts with opt-in or opt-out requirements defined by district policy or practice

| District ID | Opt out of all ELL services | Opt in for native language instruction |
|---|---|---|
| 7 | ✓ | |
| 42 | ✓ | |
| 9 | ✓ | |
| 24 | ✓ | |
| 33 | ✓ | |
| 4 | ✓ | |
| 55 | ✓ | |
| 52 | ✓ | ✓ |
| 66 | ✓ | ✓ |
| **Total: 9** | **8** | **2** |

A small number of respondents indicated having a combination of options based on both state law or regulations and district policy. Table 6 summarizes their responses.

**Table 6.** Districts with opt-in or opt-out requirements defined by district policy and state law or regulation

| District ID | Opt out of all ELL services | | Opt out only of Bilingual Ed | | No opt-out of ESL services | | Opt in for native language instruction | |
|---|---|---|---|---|---|---|---|---|
| | State | District | State | District | State | District | State | District |
| 74 | ✓ | ✓ | | ✓ | | | | ✓ |
| 71 | ✓ | ✓ | | | | | | ✓ |
| 3 | ✓ | | | | | | | ✓ |
| 26 | ✓ | | | ✓ | | | | |
| 30 | | ✓ | | ✓ | | ✓ | ✓ | |
| 44 | | | | | ✓ | | | ✓ |
| **Total: 6** | **4** | **3** | **0** | **3** | **1** | **1** | **1** | **4** |

# II. ELL Enrollment

## Enrollment of ELLs in Urban Districts (N = 65 Districts)

This section presents enrollment data on ELLs in 63 of the 65 districts that were Council members at the time the survey was administered.[19] Most responding districts provided ELL enrollment figures, but in cases where districts did not submit data, the Council drew ELL enrollment figures from the National Center of Education Statistics' Common Core Data. In cases where data were unavailable from NCES, the Council supplemented the figures with data from the districts' websites.

The ELL figures include an unduplicated count of all students in public schools between 5 and 18 years of age in some states and up to age 22 years in other states who meet the state or district definition of an ELL.

However, actual counts are affected by numerous factors, including how the definitions are operationalized by state educational agencies and school districts. These variables can include state definitions of Limited English Proficiency (LEP), the district's inclusion or exclusion of former ELLs (two years after exiting LEP status), and the criteria that states and districts use to determine when an ELL is proficient in English and can exit LEP status.[20]

ELL enrollment in the Council member districts has remained relatively stable over the past several years. In 2007-08, 1.1 million ELLs were enrolled in urban schools, accounting for 16.5 percent of total district enrollment. In 2009–10, 1.2 million ELLs were enrolled, accounting for 17.5 percent of total district enrollment. (See table 7.)

**Table 7**. Total K-12 student and ELL enrollment in Council member districts, 2007–08 to 2009–10

| | 2007–08 | | 2008–09 | | 2009–10 | |
|---|---|---|---|---|---|---|
| | Total K–12 | ELL K–12 | Total K–12 | ELL K–12 | Total K–12 | ELL K–12 |
| Total | 6,705,044 | 1,109,646 | 6,677,476 | 1,161,774 | 6,626,417 | 1,157,779 |
| ELLs as percentage of total | 16.5% | | 17.4% | | 17.5% | |

[19] Enrollment figures are drawn from a combination of district responses, data drawn from NCES, and in a few cases, numbers drawn from the districts' websites. Figures for New Orleans Public Schools and Metropolitan Nashville Public Schools are not included, as their numbers are not reported in the survey, on the NCES website, or on the districts' websites.

[20] NAS report on Allocation of Federal Funds, 13.

### Reconciling Enrollment Numbers

The Council's publication *Beating the Odds: Analysis of Student Performance on State Assessments and NAEP* (BTO) provides enrollment figures on total and subgroup enrollment for Council member districts, derived primarily from the National Center for Education Statistics, Common Core of Data, the "Public Elementary/ Secondary School Universe Survey," and "Local Education Agency Universe Survey." The Council has long noted the discrepancies between district-reported data and state-reported data that form the basis of the national databanks. In this ELL report, we did not try to reconcile these differences but make note that the numbers for total and ELL enrollment for years 2007–08 and 2008–09, contained in the Council's BTO, show higher numbers for total enrollment in Council member districts and lower ELL enrollment numbers, than the 1.1 million (2007-08) and 1.2 million (2008-09 and 2009-10) generated by this survey and shown in Table 7.

- For 2007–08, 7 million K-12 enrollment and 1.06 million ELLs
- For 2008–09, 6.9 million K-12 enrollment and 1.01 million ELLs

Only 39 districts provided actual ELL enrollment data. Data reported by districts show that the majority that answered this survey question (33 out of 39) experienced a relatively small change in the percentage of ELLs enrolled, ranging between a two percentage point increase and a two percentage point decrease.

The Providence Public Schools saw the largest percentage change in their ELL enrollment (5.5 percentage point increase), while the Chicago Public Schools experienced the largest decrease (a 5.7 percentage point decline).

These percentage-point increases and decreases translate into widely different numbers of ELLs, since the differences in overall sizes of the districts can be considerable.

For example, a 5.3 percentage-point increase in Dallas ISD translates to about 9,000 more ELLs between 2007–08 and 2008–09; and a 4.2 percentage point decrease in ELLs in Los Angeles Unified translates into 49,616 fewer ELLs between 2009–10 and 2007–08 (See Table 8).

**Table 8.** Districts with the greatest increase or decrease in the percentage of ELLs between 2007–08 and 2009–10

| Member | Percentage point change between 2007–08 and 2009–10 | Change in ELL enrollment |
|---|---|---|
| Providence | 5.5 | + 1246 |
| Dallas | 5.3 | + 8926 |
| *Charleston | *3.2 | *+ 1389 |
| Boston | 3.0 | + 1517 |
| Miami-Dade | 2.7 | + 9473 |
| San Diego | -1.3 | -1659 |
| St. Paul | -1.5 | -1234 |
| Los Angeles | -4.2 | -49616 |
| *Chicago | *-5.7 | *-23116 |

**Figures taken from NCES data (Others as reported by districts)*

**Number of ELLs Enrolled in Member Districts**

ELL enrollment in the Great City School districts ranged from 619,669 ELLs in the Los Angeles Unified School District to 135 ELLs in the Jackson (MS) Public Schools.

Most districts have ELL enrollments that range from 1,001 to 5,000 (22 districts) or from 10,001 to 50,000 (19 districts). Exhibit 2 shows the ranges of ELL enrollments in these districts.

**Exhibit 1**. Range of ELL enrollments in the Great City Schools

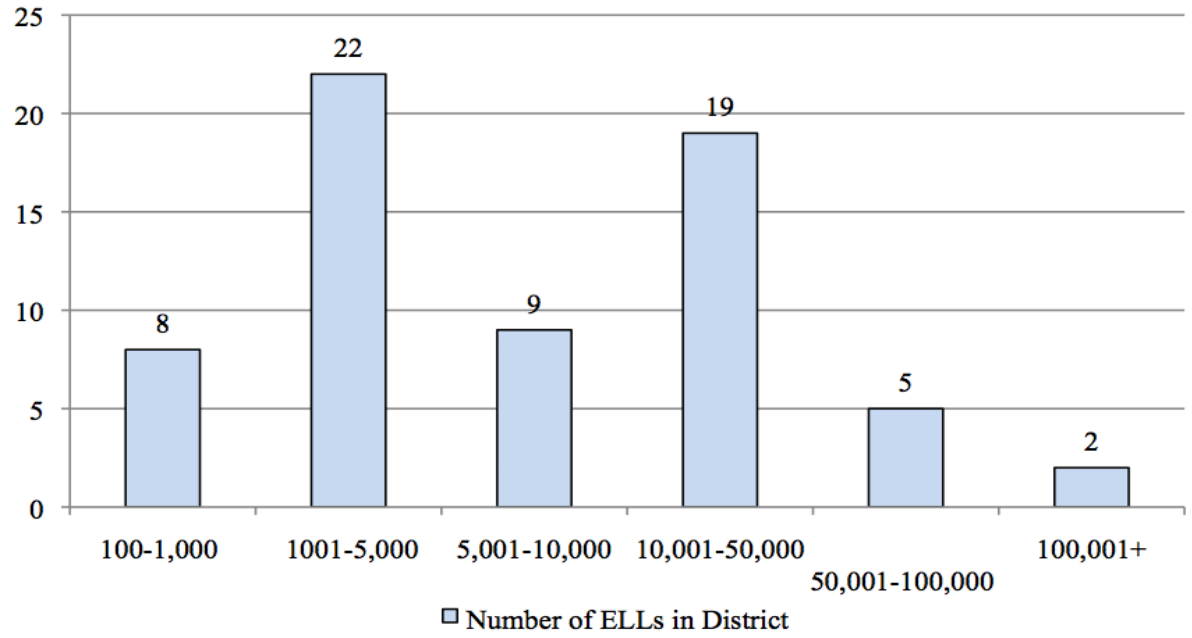



Table 9 below shows the ELL enrollments and the percentages of total enrollment in each of the Council member districts. The districts are ranked from largest to smallest by the total number of ELLs.

**Table 9**. Total K-12 student and ELL enrollment ranked by ELL enrollment in 2009–10

| Member | Total K–12 | ELL K–12 | ELLs as percentage of enrollment | Bands by Number |
|---|---|---|---|---|
| Los Angeles | 619,669 | 190,848 | 30.80% | 100,001 + |
| New York City | 1,013,826 | 153,338 | 15.10% | |
| Clark County | 299,337 | 89,912 | 30.00% | 50,001 – 100,000 |
| Miami-Dade | 340,004 | 62,298 | 18.30% | |
| Dallas | 156,492 | 58,957 | 37.70% | |
| Houston | 84,230 | 54,429 | 29.50% | |
| Chicago* | 407,157 | 51,992 | 12.80% | |
| San Diego | 122,737 | 37,160 | 30.30% | 10,001 – 50,000 |
| Orange County** | 170,650 | 29,541 | 17.30% | |
| Long Beach* | 86,279 | 26,736 | 31.00% | |
| Austin | 77,683 | 24,593 | 31.70% | |
| Broward County | 254,500 | 24,078 | 9.50% | |
| Fort Worth | 79,888 | 23,059 | 28.90% | |
| Denver | 72,776 | 22,257 | 30.60% | |
| Fresno | 75,467 | 19,939 | 26.40% | |
| Hillsborough | 186,618 | 19,770 | 10.60% | |
| Palm Beach* | 172,897 | 18,117 | 10.50% | |
| Sacramento* | 47,817 | 15,924 | 33.30% | |
| Charlotte-Mecklenburg | 131,672 | 15,245 | 11.60% | |
| San Francisco | 57,719 | 14,891 | 25.80% | |
| Albuquerque | 92,436 | 14,367 | 15.50% | |
| St. Paul | 37,588 | 13,588 | 36.10% | |
| Oakland | 38,516 | 12,454 | 32.30% | |
| Philadelphia* | 164,945 | 12,172 | 7.40% | |
| Boston | 55,221 | 11,491 | 20.80% | |
| Oklahoma City* | 42,380 | 10,686 | 25.20% | |
| Milwaukee* | 82,096 | 7,996 | 9.70% | 5,001 – 10,000 |
| Minneapolis | 33,555 | 7,442 | 22.20% | |
| Wichita | 46,249 | 6,758 | 14.60% | |
| Detroit* | 89,859 | 6,722 | 7.50% | |
| Omaha* | 48,692 | 6,607 | 13.60% | |
| Guilford* | 72,758 | 5,955 | 8.20% | |
| Memphis City | 112,334 | 5,574 | 5.00% | |
| Anchorage | 49,592 | 5,400 | 10.90% | |
| Columbus* | 52,810 | 5,023 | 9.50% | |
| Jefferson* | 98,660 | 4,895 | 5.00% | 1,001 – 5,000 |
| Seattle | 46,172 | 4,861 | 10.50% | |
| Portland* | 45,748 | 4,776 | 10.40% | |
| Des Moines* | 32,749 | 4,541 | 13.90% | |
| Indianapolis* | 33,372 | 3,880 | 11.60% | |

| Member | Total K–12 | ELL K–12 | ELLs as percentage of enrollment | Bands by Number |
|---|---|---|---|---|
| Duval | 133,462 | 3,835 | 2.90% | 1,001 – 5,000 |
| District of Columbia | 39,483 | 3,790 | 9.60% | |
| Buffalo | 36,837 | 3,578 | 9.70% | |
| Providence | 22,938 | 3,355 | 14.60% | |
| Newark* | 36,022 | 3,257 | 9.00% | |
| Kansas City* | 18,839 | 3,105 | 16.50% | |
| Rochester* | 32,516 | 3,085 | 9.50% | |
| Cleveland | 46,058 | 2,586 | 5.60% | |
| Charleston* | 43,063 | 2,244 | 5.20% | |
| St. Louis | 25,309 | 1,878 | 7.40% | |
| Baltimore* | 82,866 | 1,810 | 2.20% | |
| Little Rock* | 25,837 | 1,739 | 6.70% | |
| Atlanta | 55,231 | 1,489 | 2.70% | |
| Cincinnati* | 33,449 | 1,477 | 4.40% | |
| East Baton Rouge | 44,643 | 1,223 | 2.70% | |
| Richmond | 21,526 | 918 | 4.30% | 100 – 1,000 |
| Norfolk | 30,690 | 697 | 2.30% | |
| Birmingham* | 26,721 | 584 | 2.20% | |
| Dayton | 13,616 | 421 | 3.10% | |
| Pittsburgh* | 27,945 | 356 | 1.30% | |
| Caddo Parish* | 41,757 | 355 | 0.90% | |
| Toledo | 10,523 | 135 | 1.30% | |
| Jackson* | 30,111 | 135 | 0.40% | |

**Figures taken from NCES data (others are reported by districts), does not include Metropolitan-Nashville and New Orleans.*

*** Figures taken from the state's Department of Education website*

## ELLs as a Percentage of the Student Enrollment

Twenty-nine out of the Council districts, or *almost half*, have an ELL enrollment that ranges from 0.1 percent to 10 percent of total student enrollment.

Nineteen districts, or *almost a third* of the districts, have an ELL enrollment that ranges from 20 percent to 60 percent of total enrollment.

**Exhibit 2.** Number of districts by range of ELLs as a percentage of total student enrollment in 2009–10

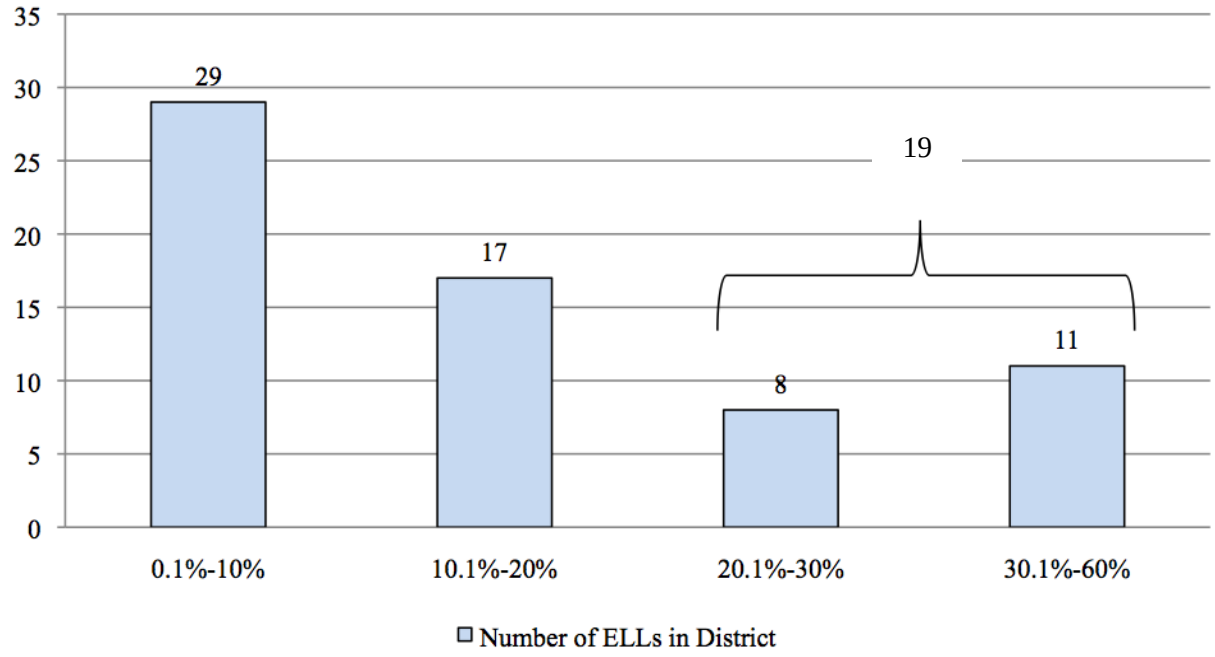



Table 10 is similar to Table 9 in that they both display ELL enrollment and the percentage of total enrollments in Council-member districts. In Table 10, however, districts are ranked by the percentages that ELLs represent of total enrollment in each district.

**Table 10**. Total K-12 student and ELL enrollment ranked by ELL percentage in 2009–10

| Member | Total K–12 | ELL K–12 | ELLs as percentage of enrollment | Bands by percentage |
|---|---|---|---|---|
| Dallas | 156,492 | 58,957 | 37.7% | 30.1% + |
| St. Paul | 37,588 | 13,588 | 36.1% | |
| Sacramento* | 47,817 | 15,924 | 33.3% | |
| Oakland | 38,516 | 12,454 | 32.3% | |
| Austin | 77,683 | 24,593 | 31.7% | |
| Long Beach* | 86,279 | 26,736 | 31.0% | |
| Los Angeles | 619,669 | 190,848 | 30.8% | |
| Denver | 72,776 | 22,257 | 30.6% | |
| San Diego | 122,737 | 37,160 | 30.3% | |
| Clark County | 299,337 | 89,912 | 30.0% | |
| Houston | 184,230 | 54,429 | 29.5% | 20.1% – 30% |
| Fort Worth | 79,888 | 23,059 | 28.9% | |
| Fresno | 75,467 | 19,939 | 26.4% | |
| San Francisco | 57,719 | 14,891 | 25.8% | |
| Oklahoma City* | 42,380 | 10,686 | 25.2% | |
| Minneapolis | 33,555 | 7,442 | 22.2% | |
| Boston | 55,221 | 11,491 | 20.8% | |
| Miami-Dade | 340,004 | 62,298 | 18.3% | 10.1% – 20% |
| Orange County** | 173,021 | 29,541 | 17.3% | |
| Kansas City* | 18,839 | 3,105 | 16.5% | |
| Albuquerque | 92,436 | 14,367 | 15.5% | |
| New York City | 1,013,826 | 153,338 | 15.1% | |
| Providence | 22,938 | 3,355 | 14.6% | |
| Wichita | 46,249 | 6,758 | 14.6% | |
| Des Moines* | 32,749 | 4,541 | 13.9% | |
| Omaha* | 48,692 | 6,607 | 13.6% | |
| Chicago* | 407,157 | 51,992 | 12.8% | |
| Indianapolis* | 33,372 | 3,880 | 11.6% | |
| Charlotte-Mecklenburg | 131,672 | 15,245 | 11.6% | |
| Anchorage | 49,592 | 5,400 | 10.9% | |
| Hillsborough | 186,618 | 19,770 | 10.6% | |
| Seattle | 46,172 | 4,861 | 10.5% | |
| Palm Beach* | 172,897 | 18,117 | 10.5% | |
| Portland* | 45,748 | 4,776 | 10.4% | |
| Milwaukee* | 82,096 | 7,996 | 9.7% | 0.1% – 10% |
| Buffalo | 36,837 | 3,578 | 9.7% | |
| District of Columbia | 39,483 | 3,790 | 9.6% | |
| Columbus* | 52,810 | 5,023 | 9.5% | |
| Rochester* | 32,516 | 3,085 | 9.5% | |
| Broward County | 254,500 | 24,078 | 9.5% | |
| Newark* | 36,022 | 3,257 | 9.0% | |

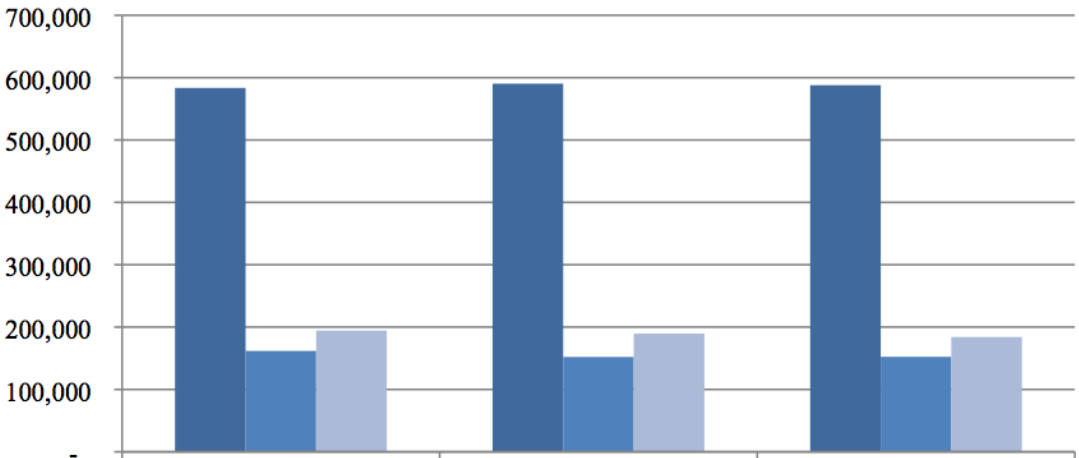
| Member | Total K–12 | ELL K–12 | ELLs as percentage of enrollment | Bands by percentage |
|---|---|---|---|---|
| Guilford* | 72,758 | 5,955 | 8.2% | 0.1% – 10% |
| Detroit* | 89,859 | 6,722 | 7.5% | |
| St. Louis | 25,309 | 1,878 | 7.4% | |
| Philadelphia* | 164,945 | 12,172 | 7.4% | |
| Little Rock* | 25,837 | 1,739 | 6.7% | |
| Cleveland | 46,058 | 2,586 | 5.6% | |
| Charleston* | 43,063 | 2,244 | 5.2% | |
| Memphis City | 112,334 | 5,574 | 5.0% | |
| Jefferson* | 98,660 | 4,895 | 5.0% | |
| Cincinnati* | 33,449 | 1,477 | 4.4% | |
| Richmond | 21,526 | 918 | 4.3% | |
| Dayton | 13,616 | 421 | 3.1% | |
| Duval | 133,462 | 3,835 | 2.9% | |
| East Baton Rouge | 44,643 | 1,223 | 2.7% | |
| Atlanta | 55,231 | 1,489 | 2.7% | |
| Norfolk | 30,690 | 697 | 2.3% | |
| Birmingham* | 26,721 | 584 | 2.2% | |
| Baltimore* | 82,866 | 1,810 | 2.2% | |
| Toledo | 10,523 | 135 | 1.3% | |
| Pittsburgh* | 27,945 | 356 | 1.3% | |
| Caddo Parish* | 41,757 | 355 | 0.9% | |
| Jackson* | 30,111 | 135 | 0.4% | |

**Figures taken from NCES data (others are reported by districts) do not include Metropolitan-Nashville or New Orleans.*

*** Figures taken from the state's Department of Education website*

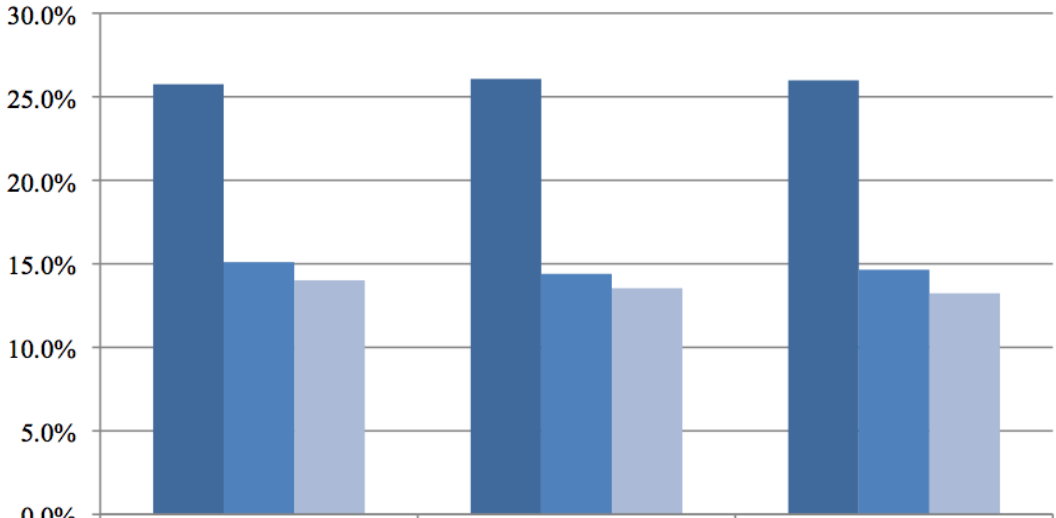
ELL enrollment in the Great City Schools also varies by grade level. A total of 36 districts provided data on ELL enrollment by grade bands. District figures show that ELL enrollment is the highest in grades K to 5. Both the number and percentage of students classified as ELL drops dramatically at the secondary level. In fact, ELL enrollment at the elementary level is more than twice the combined enrollment of ELLs in middle and high school. (See exhibits 3 and 4.)

**Exhibit 3.** ELL enrollment by grade bands 2007–08 through 2009–10




| | 2007-08 | 2008-09 | 2009-10 |
|---|---|---|---|
| K-5 | 583,480 | 590,307 | 587,856 |
| 6-8 | 161,812 | 152,138 | 152,359 |
| 9-12 | 194,420 | 189,557 | 184,051 |

**Exhibit 4.** ELLs as a percentage of enrollment by grade bands 2007–08 to 2009–10




| | 2007-08 | 2008-09 | 2009-10 |
|---|---|---|---|
| K-5 | 25.7% | 26.1% | 26.0% |
| 6-8 | 15.1% | 14.4% | 14.6% |
| 9-12 | 14.0% | 13.5% | 13.2% |

## Number of Refugee Students from 2007-08 through 2009-10 (N = 19 Districts)

In addition, the Council survey asked districts to provide enrollment data on refugee students. Not all districts collect such data; however, 19 districts do, and the results are shown in table 11. The data show that there was an increase of over 4,000 refugees in these 19 districts between 2007–08 and 2009–10. The table shows that several districts—Cleveland, Dallas, Dayton, Duval County, Hillsborough County, Houston, and Richmond—saw increases in refugee enrollments in each year.

**Table 11.** Number of refugees from 2007–08 to 2009–10

| District | 2007–08 | 2008–09 | 2009–10 |
|---|---|---|---|
| Anchorage | | 73 | 59 |
| Austin | | | 464 |
| Cleveland | 132 | 166 | 180 |
| Dallas | 179 | 502 | 777 |
| Dayton | 60 | 130 | 204 |
| Duval | 441 | 587 | 716 |
| East Baton Rouge | | 341 | 368 |
| Hillsborough | 181 | 207 | 302 |
| Houston | 285 | 640 | 985 |
| Memphis | 236 | 226 | 255 |
| New York City | 4,397 | 4,161 | 4,196 |
| Norfolk | 6 | 6 | 2 |
| Oakland | 531 | 453 | 420 |
| Providence | 23 | 16 | 22 |
| Richmond | 47 | 97 | 82 |
| St. Paul | 0 | 0 | 1,453 |
| Wichita | 0 | 1 | 0 |
| St. Louis | 1,638 | 1,738 | 1,812 |
| Seattle | | | 190 |
| **Total: 19** | **8,156** | **9,344** | **12,487** |

## Number of Languages and Number of ELLs in Top Five Languages in 2009-10 (N = 40 Districts)

The survey also asked each district to specify the five most frequently spoken languages and the number of ELLs speaking each of these five languages. Some 40 districts provided responses to this question. Respondents selected the language from a drop-down menu of languages drawn from the *US Census Report: Language Use in the United States 2007*. In the aggregate, 38 languages are listed among the five most frequently spoken languages, with a total of 804,216 ELLs in 2009-10. Of the ELLs speaking one of the top five languages in the responding districts, approximately 91.5 percent speak Spanish, Chinese, Haitian Creole, Hmong or Vietnamese (see table 12).

A special note is warranted with regard to the language selections of Chinese, Mandarin, and Cantonese.

- The Council provided Chinese, Mandarin, and Cantonese as options on the survey to account for distinctions within the Chinese language. Standard Chinese, which is based on the Beijing dialect of Mandarin Chinese, is the official language of China and Taiwan, and is one of the four official languages of Singapore. In addition, several Mandarin dialects distinct from the Beijing dialect are spoken across most of northern and southwestern China. Cantonese is a branch of Chinese that originated in southern China and is the official language of Hong Kong and Macau.

- Districts may classify the number of ELLs speaking Chinese or branches of Chinese differently, based on how they acquire data on ELLs. The data in tables 12 and 13 reflect how districts reported the data in their responses to the survey.

- While written Chinese may be understood by speakers of different dialects, the Council only sought to identify the number of languages *spoken* by ELLs in responding districts.

**Table 12.** Number and percentage of ELLs speaking the most frequently spoken languages, 2009–10

| Language | Number of ELLs speaking each language | ELLs speaking each language as a percentage of total students speaking the top 5 languages |
|---|---|---|
| Spanish | 687,984 | 85.5% |
| Chinese | 20,987 | 2.61% |
| Haitian Creole | 18,935 | 2.35% |
| Hmong | 14,422 | 1.79% |
| Vietnamese | 12,294 | 1.53% |
| Cantonese | 8,729 | 1.09% |
| Arabic | 7,687 | 0.96% |
| Somali | 6,119 | 0.76% |
| Tagalog/Filipino | 5,230 | 0.65% |
| Bengali | 5,128 | 0.64% |
| Korean | 2,389 | 0.30% |
| Armenian | 2,144 | 0.27% |
| French | 1,449 | 0.18% |
| Karen | 1,235 | 0.15% |
| Portuguese | 1,067 | 0.13% |
| Laotian | 973 | 0.12% |
| Cape Verdean Creole | 958 | 0.12% |
| Samoan | 854 | 0.11% |
| Burmese | 701 | 0.09% |
| Mandarin | 569 | 0.07% |
| Serbo-Croatian | 507 | 0.06% |
| Russian | 503 | 0.06% |
| Navajo | 487 | 0.06% |
| Other | 479 | 0.06% |
| Urdu | 460 | 0.06% |
| Khmer | 392 | 0.05% |
| Amharic | 371 | 0.05% |

| Language | Number of ELLs speaking each language | ELLs speaking each language as a percentage of total students speaking the top 5 languages |
|---|---|---|
| Oromo | 353 | 0.04% |
| Yupik | 227 | 0.03% |
| Nepali | 110 | 0.01% |
| Punjabi | 103 | 0.01% |
| Mon-Khmer | 79 | 0.01% |
| Kirundi | 77 | 0.01% |
| Turkish | 70 | 0.009% |
| Cambodian | 50 | 0.006% |
| Wolof | 42 | 0.005% |
| French Creole | 24 | 0.003% |
| Swahili | 20 | 0.002% |
| Mixteco | 8 | 0.001% |
| Grand Total | 804,216 | 100% |

## ELL Figures for Languages in Select Districts

Table 13 shows districts with the largest number of ELLs speaking the top five languages. Ranked by the language with the greatest number of speakers (Spanish) to the language with the smallest number of speakers (Mixteco), each language category is disaggregated to show districts that have the highest enrollment of ELLs speaking that language. For each category, we selected five districts with the highest number of ELLs speaking each language. In cases in which fewer than five districts identified a language, we listed information on the number of districts that was available. The total figures specified for each language is the sum of ELLs speaking that language in *all* responding districts.

**Table 13.** Districts with the highest number of ELLs speaking the top five languages*

| Language | ELL# | Language | ELL# | Language | ELL# |
|---|---|---|---|---|---|
| 1. Spanish | 589,779 | 9. Tagalog/Filipino | 5,230 | 20. Mandarin | 569 |
| Los Angeles | 178,620 | Los Angeles | 1,771 | San Francisco | 394 |
| New York | 101,265 | San Diego | 1,449 | Houston | 175 |
| Miami-Dade | 54,680 | Anchorage | 666 | 21. Serbo-Croatian | 507 |
| Dallas | 51,973 | Seattle | 638 | St. Louis | 507 |
| San Diego | 28,602 | San Francisco | 415 | 22. Russian | 503 |
| 2. Chinese | 20,987 | 10. Bengali | 5,128 | Charlotte-Mecklenburg | 194 |
| New York | 19,670 | New York City | 5,128 | Miami-Dade | 153 |
| Boston | 474 | 11. Korean | 2,389 | 23. Navajo | 487 |
| Hillsborough | 390 | Los Angeles | 2,085 | Albuquerque | 487 |
| District of Columbia | 208 | Austin | 174 | 24. Urdu | 460 |
| Albuquerque | 64 | Charlotte-Mecklenburg | 130 | Houston | 443 |
| 3. Haitian Creole | 18,935 | 12. Armenian | 2,144 | Caddo Parish | 17 |
| Broward County | 7,749 | Los Angeles | 2,144 | 25. Khmer | 392 |
| Miami-Dade | 5,688 | 13. French | 1,449 | Fresno | 391 |
| New York | 3,435 | Miami-Dade | 567 | Richmond | 1 |
| Boston | 1,045 | Broward County | 421 | 26. Amharic | 371 |
| Hillsborough | 824 | Memphis City | 181 | District of Columbia | 232 |
| 4. Hmong | 14,422 | District of Columbia | 181 | Dallas | 83 |
| St. Paul | 7,103 | Cincinnati | 42 | Atlanta Public Schools | 56 |
| Fresno | 3,707 | 14. Karen | 1,235 | 27. Oromo | 353 |
| Minneapolis | 2,492 | St. Paul | 795 | Minneapolis | 353 |
| Anchorage | 1,120 | Buffalo | 440 | 28. Yupik | 227 |
| 5. Vietnamese | 12,294 | 15. Portuguese | 1,067 | Anchorage | 227 |
| San Diego | 2,896 | Broward County | 728 | 29. Nepali | 110 |
| Seattle | 1,986 | Miami-Dade | 313 | Fort Worth | 110 |
| Hillsborough | 884 | Providence | 26 | 30. Punjabi | 103 |
| Boston Public | 763 | 16. Laotian | 973 | Fresno | 103 |
| Wichita Public | 622 | Fresno | 374 | 31. Mon-Khmer | 79 |
| 6. Cantonese | 8,729 | San Diego | 350 | Providence | 79 |
| San Francisco | 4,818 | Minneapolis | 183 | 32. Kirundi | 77 |
| Oakland | 1,307 | Wichita | 66 | Cincinnati | 46 |
| Seattle | 1,067 | 17. Cape Verdean Creole | 958 | Dayton | 20 |
| San Diego | 787 | Boston | 958 | Richmond | 11 |
| Los Angeles | 750 | 18. Samoan | 854 | 33. Turkish | 70 |
| 7. Arabic | 7,687 | Anchorage | 854 | Dayton | 70 |
| New York City | 4,308 | 19. Burmese | 701 | 34. Cambodian | 50 |
| Hillsborough | 616 | Dallas | 327 | Wichita | 50 |
| Oakland | 349 | Buffalo | 205 | 35. Wolof | 42 |
| Denver | 343 | Austin | 169 | Cincinnati | 42 |
| Buffalo | 232 | | | 36. French Creole | 24 |
| 8 Somali | 5,128 | | | Providence | 24 |
| Minneapolis | 2,906 | | | 37. Swahili | 20 |
| Seattle | 1,425 | | | Dayton | 20 |
| St. Paul | 758 | | | 38. Mixteco | 8 |
| Buffalo City | 344 | | | Richmond | 8 |
| St. Louis | 218 | | | | |

*Districts that listed "other" as a language are not included.

## Number of ELLs Identified as Requiring Special Education Services (N = 36 Districts)

The survey also asked for figures on ELLs who are identified as requiring special education services, which we defined as those who have an individualized education program (IEP). Thirty-six districts responded to this question. Table 14 shows the number of ELLs and non-ELLs enrolled in special education programs in relation to total enrollment. Overall, total enrollment decreased between 2007–08 and 2009–10 by 35,334 students. In the three-year span we examined, non-ELL enrollment decreased by 27,414 and ELL enrollment dropped by 18,262. At the same time, however, there was an increase of about 20,000 in the number of both ELLs and non-ELLs requiring special education services.

**Table 14.** ELL and non-ELL participation in special education, 2007-08 through 2009-10

| Reflects changes in 36 districts that responded to the question | 2007–08 | 2008–09 | 2009–10 | Change from 2007–08 to 2009–10 |
|---|---|---|---|---|
| Total student enrollment | 4,406,522 | 4,401,973 | 4,371,188 | -35,334 |
| Non-ELLs | 3,581,462 | 3,584,833 | 3,554,048 | -27,414 |
| ELLs | 835,402 | 825,060 | 817,140 | -18,262 |
| | | | | |
| Total in special education | 536,753 | 546,841 | 556,777 | 20,024 |
| Non-ELLs in special education | 433,322 | 439,608 | 442,794 | 9,472 |
| ELLs in special education | 103,431 | 107,233 | 113,983 | 10,552 |

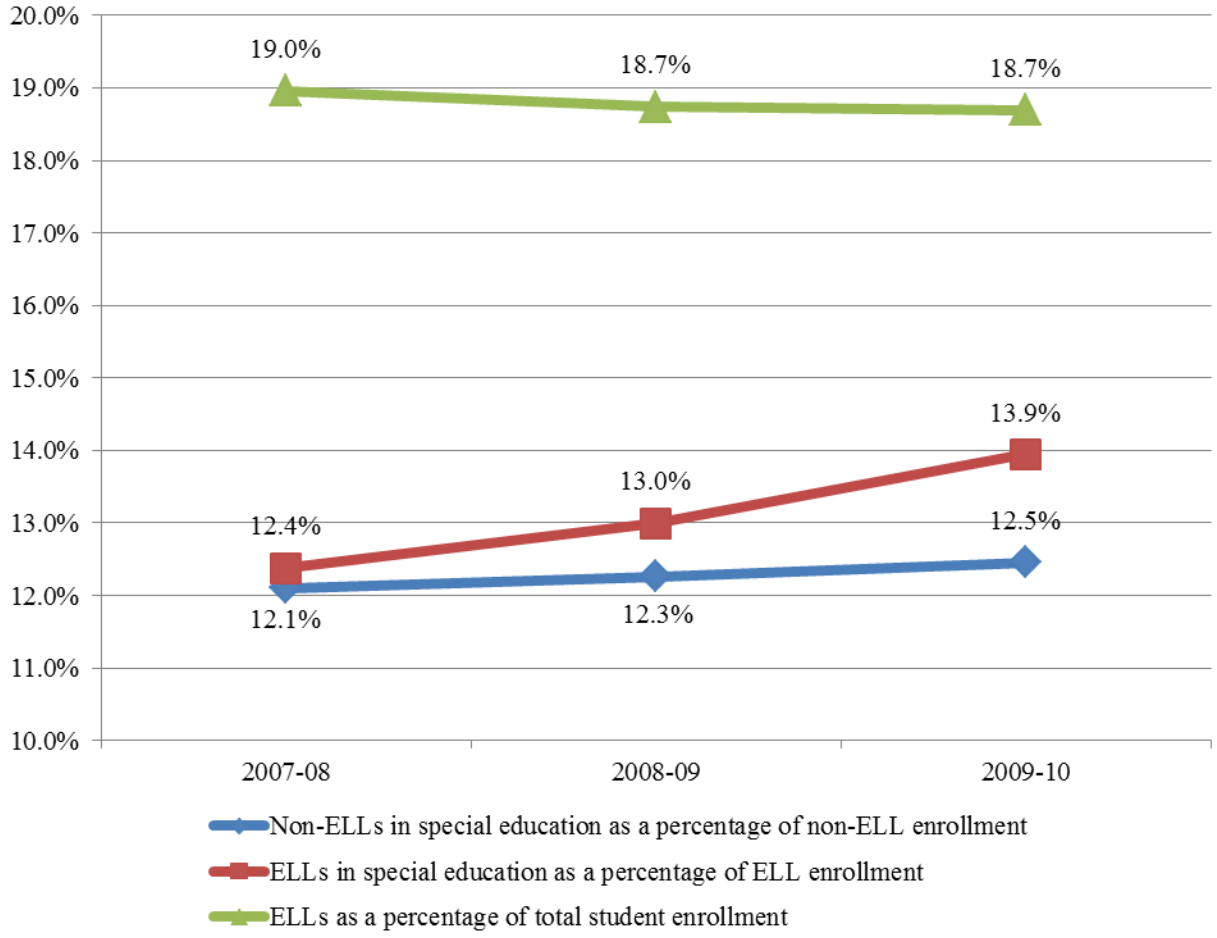
Using the figures in table 14, exhibit 5 illustrates the percentage increases in total ELL students, ELLs in special education, and non-ELLs in special education between 2007–08 and 2009–10.

- ELLs as a percentage of total student population in these districts remained stable at about 18 to 19 percent over the three-year period.

- In 2007–08, non-ELLs receiving special education services accounted for 12.1 percent of the total non-ELL enrollment; by 2009–10 that figure had risen slightly to 12.5 percent.

- In 2007–2008, ELLs receiving special education services accounted for 12.4 percent of the total; in 2009–2010, the figure had risen to 13.9 percent.

**Exhibit 5**. Percentage of total ELL students, ELLs in special education, and Non-ELLs in special education 2007–08 through 2009–10




In order to determine whether ELLs are disproportionately represented in special education services in the Great City School districts, the Council compared the likelihood that an ELL would be classified with a disability compared to the likelihood of a non-ELL student being classified. This comparison is quantified as a disproportionality ratio, which is calculated using the following formula:

$$\frac{\text{(\# ELLS in Special Education) / (Total \# of ELLs)}}{\text{(\# Non-ELLs in Special Education) / (\# Non-ELLs)}}$$

A disproportionality ratio that is less than 1 indicates a reduced likelihood that ELLs are identified as needing special education services and a ratio greater than 1 indicates a higher likelihood. Generally, a disproportionality ratio of 2.0 or more or a ratio of 0.5 or less suggests an area of concern. In the former case, a ratio of 2.0 would indicate that ELLs were twice as likely to be identified for special education, and in the latter case, they were half as likely to be identified, compared with non-ELL students.

Table 15 shows the disproportionality ratios for the reporting districts (using KPI codes), ranked from lowest to highest. Districts where there is a cause for concern are shaded grey. As the table shows, only one district has a disproportionality ratio above 2.0. On the other hand, six yielded a

disproportionality ratio below 0.5. Overall, the table shows that most districts have values less than 1.0, suggesting a slight tendency to have lower proportions of ELLs in special education services, compared with non-ELLs.

**Table 15.** Special education disproportionality ratios for ELLs by district, 2009–10

The shaded area shows districts that have disproportionality ratios that fall either at or below 0.5 or above 2.0.

A disproportionality ratio equal to 0.5 indicates that ELLs are half as likely as non-ELLs to be classified as requiring special education services.

A ratio equal to 2.0 indicates that ELLs are twice as likely as non-ELLs to be identified as requiring special education services.

| District ID | Disproportionality ratio |
|---|---|
| 19 | 0.21 |
| 2 | 0.35 |
| 27 | 0.43 |
| 4 | 0.44 |
| 52 | 0.45 |
| 55 | 0.50 |
| 63 | 0.51 |
| 40 | 0.54 |
| 57 | 0.55 |
| 71 | 0.61 |
| 13 | 0.62 |
| 18 | 0.70 |
| 74 | 0.70 |
| 44 | 0.71 |
| 3 | 0.75 |
| 45 | 0.78 |
| 41 | 0.80 |
| 32 | 0.80 |
| 61 | 0.86 |
| 39 | 0.88 |
| 37 | 0.96 |
| 28 | 1.00 |
| 1 | 1.22 |
| 16 | 1.27 |
| 77 | 1.31 |
| 14 | 1.36 |
| 10 | 1.43 |
| 60 | 1.44 |
| 26 | 1.47 |
| 11 | 2.01 |

# III. Recruitment, Hiring, and Evaluation of Instructional Personnel for ELLs

## Recruitment Efforts for Teachers by District (N = 41 Districts)

A number of national reports describe the current and future need for teachers with knowledge and credentials to effectively teach ELLs. The turnover of instructional staff in urban districts, coupled with the growing number of ELLs, is pressuring districts to step up their recruitment efforts. The Council survey asked districts to select from a drop-down menu the kinds of efforts they used to attract and hire ELL teachers. Table 16 shows the most frequent responses from 41 districts. The two most common efforts involved (a) forming partnerships with local universities or state colleges of education and (b) strategies to grow the teaching force from within district staff.

**Table 16.** Teacher recruitment efforts by district

| District ID | Partnerships w/local universities & colleges of education | Grow your own strategies | Alternative certification programs | Travel team at college job fairs | Recruitment efforts at bilingual education conferences |
|---|---|---|---|---|---|
| 71 | ✓ | ✓ | ✓ | ✓ | ✓ |
| 26 | ✓ | ✓ | ✓ | ✓ | ✓ |
| 41 | ✓ | ✓ | ✓ | ✓ | ✓ |
| 40 | ✓ | ✓ | ✓ | ✓ | ✓ |
| 49 | ✓ | ✓ | ✓ | ✓ | ✓ |
| 60 | ✓ | ✓ | ✓ | ✓ | ✓ |
| 39 | ✓ | ✓ | ✓ | ✓ | ✓ |
| 46 | ✓ | ✓ | ✓ | ✓ | ✓ |
| 9 | ✓ | ✓ | ✓ | ✓ | ✓ |
| 14 | ✓ | ✓ | | ✓ | ✓ |
| 18 | ✓ | | ✓ | ✓ | ✓ |
| 52 | ✓ | | ✓ | ✓ | ✓ |
| 4 | ✓ | | | ✓ | ✓ |
| 61 | ✓ | | | ✓ | ✓ |
| 30 | ✓ | | ✓ | | ✓ |
| 77 | ✓ | | | | ✓ |
| 29 | ✓ | ✓ | ✓ | | ✓ |
| 16 | ✓ | ✓ | | | ✓ |
| 11 | ✓ | ✓ | ✓ | ✓ | |
| 3 | ✓ | ✓ | | ✓ | |
| 19 | ✓ | ✓ | | ✓ | |
| 66 | ✓ | ✓ | | ✓ | |
| 27 | ✓ | | | ✓ | |
| 2 | ✓ | | ✓ | ✓ | |
| 24 | ✓ | ✓ | ✓ | | |
| 67 | ✓ | ✓ | ✓ | | |
| 63 | ✓ | ✓ | | | |
| 1 | ✓ | ✓ | | | |
| 57 | ✓ | ✓ | | | |

| District ID | Partnerships w/local universities & colleges of education | Grow your own strategies | Alternative certification programs | Travel team at college job fairs | Recruitment efforts at bilingual education conferences |
|---|---|---|---|---|---|
| 44 | ✓ | ✓ | | | |
| 10 | ✓ | ✓ | | | |
| 45 | ✓ | | ✓ | | |
| 20 | ✓ | | ✓ | | |
| 33 | ✓ | | | | |
| 32 | ✓ | | | | |
| 7 | | ✓ | | ✓ | |
| 28 | | ✓ | | ✓ | |
| 93 | | ✓ | | ✓ | |
| 74 | | ✓ | ✓ | | |
| 42 | | ✓ | | | |
| 55 | | ✓ | | | |
| Total: 41 | **35** | **29** | **20** | **23** | **18** |

## Hiring Priorities for ELL Teachers by District (N = 43 Districts)

The Great City Schools vary in how their organizations make decisions about staffing and instructional programs for ELLs. Hiring processes can differ not only for teachers of ELLs but for all teachers, depending on district needs, human resource policies, and level of school-based decision making. The survey asked districts to indicate which offices or departments determined hiring priorities for ELL teachers. Forty-three districts responded. The majority of districts involved several offices at both central office and school levels in setting hiring priorities for teachers of ELL students.

- A majority of districts (34 of 43) reported that hiring priorities were determined by the human resources office, with input from the ELL program office. Eighteen of these 34 districts also included school principals or campus administration in setting hiring priorities for ELL teachers.

- Four districts reported that priorities were set by ELL program administrators in the central office, without involvement from the human resource office.

- Only three districts indicated that school principals or campus administration alone set the hiring priorities for ELL teachers.

See appendix D for district-by-district responses to this question.

## Components of Staff Evaluation Process Related to ELL Instruction (N = 38 Districts)

The Council survey asked districts to identify which school and district personnel-evaluation processes incorporated components related to ELL instruction; and 38 districts provided responses. The answers indicated that, while ELLs are served by a wide range of instructional and support staff, the evaluation of school and district personnel does not necessarily include components or criteria related specifically to the instruction of ELLs.

Of the 38 districts responding to the question about staff evaluations, 37 indicated that their evaluations of instructional staff included components related to the instruction of ELLs. Table 17(a) presents data on these 37 districts, excluding the one district that responded with information only on the evaluation of instructional specialists and administrators.

The vast majority of responding districts (36 districts) indicated that their evaluation of ESL/ELL teachers included components related to ELL instruction. Only 14 districts had components related to instruction of ELLs in their evaluations of new general education teachers; and only 16 included these components in their evaluations of existing general education teachers. Even fewer districts indicated that the evaluation of special education teachers or instructional assistants in general education included components related to ELLs. (See table 17a).

**Table 17(a).** Districts that incorporated components related to ELL instruction into the evaluations of instructional staff (teachers and assistants)

| District ID | ESL/ELL teachers | New ELL teachers | General education teachers | New general education teachers | Instructional assistants for ELLs | Special education teachers | Instructional assistants in general education |
|---|---|---|---|---|---|---|---|
| 14 | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| 10 | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| 60 | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| 66 | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| 67 | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | |
| 30 | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | |
| 11 | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | |
| 3 | ✓ | ✓ | ✓ | ✓ | ✓ | | |
| 29 | ✓ | ✓ | ✓ | ✓ | | ✓ | |
| 44 | ✓ | ✓ | ✓ | ✓ | | ✓ | |
| 24 | ✓ | ✓ | ✓ | ✓ | | ✓ | |
| 61 | ✓ | ✓ | ✓ | ✓ | | ✓ | |
| 1 | ✓ | ✓ | ✓ | ✓ | | | |
| 55 | ✓ | ✓ | ✓ | ✓ | | | |
| 57 | ✓ | ✓ | ✓ | | ✓ | ✓ | |
| 41 | ✓ | ✓ | | | ✓ | | |
| 33 | ✓ | ✓ | | | ✓ | | |
| 18 | ✓ | ✓ | | | ✓ | | |
| 27 | ✓ | ✓ | | | ✓ | | |
| 63 | ✓ | ✓ | | | ✓ | | |
| 4 | ✓ | ✓ | | | ✓ | | |
| 71 | ✓ | ✓ | | | | | |
| 46 | ✓ | ✓ | | | | | |

| District ID | ESL/ELL teachers | New ELL teachers | General education teachers | New general education teachers | Instructional assistants for ELLs | Special education teachers | Instructional assistants in general education |
|---|---|---|---|---|---|---|---|
| 26 | ✓ | ✓ | | | | | |
| 20 | ✓ | ✓ | | | | | |
| 49 | ✓ | ✓ | | | | | |
| 32 | ✓ | ✓ | | | | | |
| 52 | ✓ | ✓ | | | | | |
| 74 | ✓ | ✓ | | | | | |
| 77 | ✓ | ✓ | | | | | |
| 7 | ✓ | | ✓ | | ✓ | | |
| 79 | ✓ | | | | ✓ | | |
| 19 | ✓ | | | | ✓ | | |
| 28 | ✓ | | | | | | |
| 9 | ✓ | | | | | | |
| 16 | ✓ | | | | | | |
| 2 | | ✓ | | | ✓ | ✓ | |
| Total: 37 | **36** | **31** | **16** | **14** | **19** | **13** | **4** |

Of the 38 districts responding to the question about staff evaluations, 23 indicated that their evaluations of instructional specialists and administrators included components related to the instruction of ELLs (see table 17b). Sixteen districts indicated that the evaluation of school-based administrators included components related to ELLs, and only eight indicated that these components were included in the evaluations of central office staff.

**Table 17(b).** Districts that incorporated components related to ELL instruction into the evaluations of instructional specialists and administrators

| District ID | Central office mid-level administrators | School-based administrators | Secondary school content area specialists | Central office senior staff |
|---|---|---|---|---|
| 41 | ✓ | ✓ | ✓ | ✓ |
| 67 | ✓ | ✓ | ✓ | ✓ |
| 30 | ✓ | ✓ | ✓ | ✓ |
| 60 | ✓ | ✓ | ✓ | ✓ |
| 66 | ✓ | ✓ | ✓ | ✓ |
| 14 | ✓ | ✓ | ✓ | |
| 57 | ✓ | ✓ | ✓ | |
| 11 | ✓ | ✓ | ✓ | |
| 71 | ✓ | ✓ | | ✓ |
| 2 | ✓ | ✓ | | ✓ |
| 29 | | ✓ | ✓ | |
| 44 | | ✓ | ✓ | |
| 61 | | ✓ | ✓ | |
| 28 | | ✓ | | |
| 10 | | ✓ | | |
| 1 | | ✓ | | |
| 40 | ✓ | | | ✓ |
| 9 | ✓ | | | |

| District ID | Central office mid-level administrators | School-based administrators | Secondary school content area specialists | Central office senior staff |
|---|---|---|---|---|
| 27 | ✓ | | | |
| 63 | ✓ | | | |
| 79 | ✓ | | | |
| 4 | ✓ | | | |
| 24 | | | ✓ | |
| Total: 23 | 15 | 16 | 12 | 8 |

Five districts indicated "other," a category that included counselors, school administrators, and certain central office staff from the ELL office and others, whose evaluations had components related to ELL instruction. (Data not shown in tables.)

# IV. Teachers of ELLs: State Requirements and Number of Teachers with Relevant Endorsements or Certification

## State Requirements of Teachers Providing Instruction to English Language Learners (N = 44 Districts)

ELLs across the nation and in Council-member districts are taught by general education teachers as well as by ESL/ESOL or bilingual education teachers. Depending on the district and state, ELLs may spend more time in a general education classroom with a general education teacher than with an ESL/bilingual education teacher. The survey asked districts to report what they understood to be state requirements for general education teachers and for ESL/bilingual education teachers. Some 44 districts responded; however, at times, responses were inconsistent among districts in the same state. Moreover, it is important to note that the inconsistencies go beyond what was reported, because the actual meaning of "endorsement, license, and certification" varies from state to state, and the number of hours or courses required to obtain such qualifications differ from one locale to another.

We separated data on the 44 responding districts into three tables that detail state requirements for specific types of teachers, namely, bilingual teachers, ESL teachers, general education teachers of ELLs, and special education teachers of ELLs. Not all of the 44 responding districts provided information for each category of teacher, thus, the tables display information on differing subsets of responding districts.

Table 18 shows the responses regarding credentialing requirements for bilingual teachers. Of the 36 districts responding on state requirements for bilingual teachers, 29 were in states that require either an ESL/ELD license/endorsement or an ESL/bilingual certification in order to provide instruction to ELLs. Eight districts marked "other requirements," that included an elementary or secondary license with bilingual endorsement; highly qualified credentials (per ESEA) in the content area being taught, grade level and subject license, or general education/early childhood licensure.

**Table 18.** State requirements for bilingual teachers

| | District ID | ESL/ ELD license/ endorse-ment | ESL/ bilingual certif. | None | Annual professional develop-ment requirement | Number of PD hours required |
|---|---|---|---|---|---|---|
| STATE REQUIREMENTS FOR BILINGUAL TEACHERS | 28 | ✓ | ✓ | | ✓ | |
| | 9 | ✓ | ✓ | | ✓ | |
| | 41 | ✓ | ✓ | | ✓ | 14 |
| | 29 | ✓ | ✓ | | ✓ | 5 |
| | 49 | ✓ | ✓ | | ✓ | |
| | 26 | ✓ | ✓ | | | 18 |
| | 44 | ✓ | ✓ | | | |
| | 40 | ✓ | ✓ | | | |
| | 67 | ✓ | ✓ | | | |
| | 55 | ✓ | ✓ | | | |
| | 77 | ✓ | ✓ | | | |
| | 61 | ✓ | ✓ | | | |
| | 13 | ✓ | | | | |
| | 42 | ✓ | | | | |
| | 20 | ✓ | | | | |
| | 10 | ✓ | | | | |
| | 33 | ✓ | | | | |
| | 93 | ✓ | | | | |
| | 32 | ✓ | | | | |
| | 1 | ✓ | | | ✓ | 35 |
| | 4 | ✓ | | | ✓ | |
| | 30 | | ✓ | | ✓ | |
| | 74 | | ✓ | | ✓ | |
| | 60 | | ✓ | | | 35 |
| | 71 | | ✓ | | | |
| | 57 | | ✓ | | | |
| | 39 | | ✓ | | | |
| | 11 | | ✓ | | | |
| | 16 | | ✓ | | | |
| | 46 | | | ✓ | | |
| | 53 | | | ✓ | | |
| | 18 | | | ✓ | | |
| | 52 | | | ✓ | | |
| | 2 | | | ✓ | | |
| | 79 | | | ✓ | | |
| | 66 | | | | ✓ | |
| | Total: 36 | **21** | **20** | **7** | **10** | |

Table 19 shows the reported state requirements for ESL teachers. Some 31 districts reported that their state required an ESL/ELD license or endorsement for ESL teachers who provided instruction to ELLs. Some 15 districts were in states that required ESL/bilingual certification. Five districts indicated that they abided by "other requirements," including elementary or

secondary license with TESOL endorsement, 300 hours of professional development, or certification to teach ELLs in self-contained classes at the elementary level.

**Table 19.** State requirements for ESL teachers

| | District ID | ESL/ ELD license/ endorsement | ESL/bilingual certif. | Annual req. of PD | None | Number of PD hours required |
|---|---|---|---|---|---|---|
| STATE REQUIREMENTS FOR ESL TEACHERS | 41 | ✓ | ✓ | ✓ | | 14 |
| | 28 | ✓ | ✓ | ✓ | | |
| | 32 | ✓ | ✓ | | | 60 |
| | 71 | ✓ | ✓ | | | |
| | 55 | ✓ | ✓ | | | |
| | 29 | ✓ | ✓ | | | 5 |
| | 44 | ✓ | ✓ | | | |
| | 40 | ✓ | ✓ | | | |
| | 9 | ✓ | | ✓ | | |
| | 49 | ✓ | | ✓ | | |
| | 4 | ✓ | | ✓ | | |
| | 30 | ✓ | | ✓ | | |
| | 20 | ✓ | | | | |
| | 57 | ✓ | | | | |
| | 19 | ✓ | | | | |
| | 24 | ✓ | | | | 40 |
| | 67 | ✓ | | | | |
| | 10 | ✓ | | | | |
| | 2 | ✓ | | | | |
| | 16 | ✓ | | | | |
| | 77 | ✓ | | | | |
| | 1 | ✓ | | | | 35 |
| | 63 | ✓ | | | | |
| | 3 | ✓ | | | | |
| | 79 | ✓ | | | | |
| | 18 | ✓ | | | | 48 |
| | 52 | ✓ | | | | |
| | 27 | ✓ | | | | |
| | 61 | ✓ | | | | |
| | 13 | ✓ | | | | |
| | 33 | ✓ | | | | |
| | 46 | | ✓ | | | |
| | 45 | | ✓ | | | |
| | 11 | | ✓ | | | |
| | 60 | | ✓ | | | 35 |
| | 39 | | ✓ | | | |
| | 74 | | ✓ | ✓ | | |
| | 26 | | ✓ | ✓ | | 18 |
| | 66 | | | ✓ | | |
| | 7 | | | | ✓ | |
| | 42 | | | | ✓ | |

| | District ID | ESL/ ELD license/ endorsement | ESL/bilingual certif. | Annual req. of PD | None | Number of PD hours required |
|---|---|---|---|---|---|---|
| | 93 | | | | ✓ | |
| | Total: 42 | **31** | **15** | **9** | **3** | |

Table 20 shows that a surprisingly high number of responding districts (19 of the 44) indicated that their state does not require any particular endorsement, license, or bilingual certification of general education teachers who are instructing ELLs. Eight of the districts are in states that require an ESL license or endorsement, and eight districts are in states that require a particular number of professional development hours. An additional eight districts met "other requirements", which included being highly qualified (ESEA requirement) in a content area, content certification and sheltered instruction, general education/early childhood license, or specific college-credit hours of ESOL.

**Table 20.** State requirements for general education teachers of ELLs

| | District ID | None | ESL/ ELD license/ endorsement | ESL/ bilingual certification | Annual req. of PD | Number of PD hours required |
|---|---|---|---|---|---|---|
| STATE REQUIREMENTS FOR GENERAL EDUCATION TEACHERS | 74 | ✓ | | | ✓ | |
| | 9 | ✓ | | | ✓ | |
| | 7 | ✓ | | | | |
| | 45 | ✓ | | | | |
| | 55 | ✓ | | | | |
| | 20 | ✓ | | | | |
| | 57 | ✓ | | | | |
| | 46 | ✓ | | | | |
| | 19 | ✓ | | | | |
| | 1 | ✓ | | | | |
| | 63 | ✓ | | | | |
| | 3 | ✓ | | | | |
| | 79 | ✓ | | | | |
| | 52 | ✓ | | | | |
| | 27 | ✓ | | | | |
| | 49 | ✓ | | | | |
| | 2 | ✓ | | | | |
| | 33 | ✓ | | | | |
| | 18 | ✓ | | | | |
| | 71 | | ✓ | ✓ | | |
| | 13 | | ✓ | | | |
| | 67 | | ✓ | | | |
| | 10 | | ✓ | | | |
| | 93 | | ✓ | | | 60 |
| | 16 | | ✓ | | | |
| | 77 | | ✓ | | | |
| | 61 | | ✓ | | | |
| | 29 | | | ✓ | | 5 |

| | District ID | None | ESL/ ELD license/ endorsement | ESL/ bilingual certification | Annual req. of PD | Number of PD hours required |
|---|---|---|---|---|---|---|
| | 11 | | | ✓ | | |
| | 41 | | | | ✓ | 14 |
| | 28 | | | | ✓ | |
| | 30 | | | | ✓ | |
| | 66 | | | | ✓ | |
| | 4 | | | | ✓ | |
| | Total: 34 | **19** | **8** | **3** | **7** | |

Table 21 shows that 18 districts are in states that have no requirements, and 15 districts are in states that require an ESL license/endorsement and/or an ESL/bilingual certificate for special education teachers providing instruction to ELLs. Five districts required professional development annually, and three of these required nothing more.

Moreover, the responding districts provided additional data that we did not include in table 21. Specifically, some 12 of 44 districts pay for college coursework as part of teachers' ELL-specific professional development, and 11 districts have requirements other than those specified by their states for teachers of English Language Learners. (Information is not included in table 21.)

**Table 21.** State requirements for special education teachers of ELLs

| | District ID | None | ESL/ ELD license/ endorsement | ESL/ bilingual certif. | Other | Explanation of "other" |
|---|---|---|---|---|---|---|
| STATE REQUIREMENTS FOR SPECIAL EDUCATION TEACHERS | 55 | ✓ | | | | |
| | 20 | ✓ | | | | |
| | 57 | ✓ | | | | |
| | 19 | ✓ | | | | |
| | 49 | ✓ | | | | |
| | 33 | ✓ | | | | |
| | 18 | ✓ | | | | |
| | 52 | ✓ | | | | |
| | 27 | ✓ | | | | |
| | 66 | ✓ | | | | |
| | 2 | ✓ | | | | |
| | 1 | ✓ | | | | |
| | 63 | ✓ | | | | |
| | 3 | ✓ | | | | |
| | 79 | ✓ | | | | |
| | 7 | ✓ | | | | |
| | 46 | ✓ | | | | |
| | 45 | ✓ | | | ✓ | Bilingual extension for bilingual special education teachers, none for ESL only students |
| | 44 | | ✓ | ✓ | ✓ | 60 hours or three college credits of ESOL (math, science, social studies, elective) |
| | 71 | | ✓ | ✓ | ✓ | Special education certification |
| | 28 | | ✓ | ✓ | | |
| | 32 | | ✓ | ✓ | ✓ | 60 hours of professional development |
| | 67 | | ✓ | | | |
| | 10 | | ✓ | | | |
| | 93 | | ✓ | | | |
| | 13 | | ✓ | | | |
| | 61 | | ✓ | | | |
| | 16 | | ✓ | | | |
| | 77 | | ✓ | | | |
| | 30 | | ✓ | | | |
| | 74 | | | ✓ | | |
| | 11 | | | ✓ | | |
| | 39 | | | ✓ | | |
| | 14 | | | | ✓ | Special education license with TESOL and/ or bilingual endorsement |
| | 40 | | | | ✓ | Special education certification |
| | 29 | | | | ✓ | Special education certification |
| | 24 | | | | ✓ | Highly qualified |
| | 60 | | | | ✓ | Bilingual extension for bilingual special education teachers, none for teachers of ELL-only students |
| | Total: 38 | **18** | **12** | **7** | **9** | |

## Total Number of Teachers with Credentials, Certifications, or Endorsements Related to Instruction of ELLs (N = 35 Districts)

The survey asked that districts specify the number of teachers by grade bands for 2009–10. Districts were then requested to specify how many teachers provided instructional services in programs specifically designed for ELLs, how many general education teachers had ELL students in their mainstream classes, and how many general education teachers taught courses without ELLs.

Due to the variation in how districts collected and reported teacher qualifications and assignment data, not all districts provided figures for each category, so it was difficult to summarize the data (see table 22). The number of teachers in each category is not directly related to the number of districts responding to every question. And each district differs in size. For example—

- While general education teachers without an ELL-related endorsement or certification account for the largest number of teachers of ELLs (46,093), this number reflects the responses of only 12 districts.

- A total of 22,954 general education teachers with ESL/ELD endorsement are teaching in 19 districts.

- The largest number of district responses (28) yielded 12,000 teachers of ELLs with bilingual education and/or ESL/ELD certification.

In addition, districts listed a total of 10,249 teachers that fell into the "other" category. Descriptions of teachers in this category included special education teachers with certifications, itinerant teachers, social workers, and instructional coaches.

**Table 22.** Total number of teachers by type of credentials, certifications, or endorsements

| | Teachers with bilingual education, ESL/ELD certification | General education teachers with ESL/ELD endorsement | General education teachers working on ESL/ELD endorsement | General ed teachers without ELL-related endorsements or certification |
|---|---|---|---|---|
| Total | 12,000 | 22,954 | 871 | 46,093 |
| Number of districts | 28 | 19 | 10 | 12 |

# V. Assignments of Instructional Staff and Estimated Shortage of ELL Teachers

## Number of Teachers in 2009–10 (N = 35 Districts)

Not all districts provided data on the number of ELL teachers or the shortage of such teachers. To provide a more comprehensive picture, we, therefore, retrieved data from the NCES database, Common Core of Data (CCD), or district websites for as many member districts as possible. All together, the Council retrieved data on teachers from 63 member districts. The grand total of teachers working in these school districts was 447,836.[21]

The survey collected teacher-related information on districts that employed about 195,000 teachers or some 40 percent of the total teachers in the Council membership (i.e., 447,836). These data were provided by some 35 districts, or about half of the Council's members. For this subset, responses indicate that—

- Some 195,472 teachers were employed in the 35 responding districts in the 2009–2010 school year.
- The total number of teachers ranged from 1,370 in Dayton to 75,000 in New York City.

Data collection and reporting differs significantly across the Great City School districts, so not all districts could provide teacher-related information on the categories we requested. We were interested in learning about the number of teachers providing instruction to ELLs relative to the total number of teachers in the districts. We also hoped to learn how teachers were assigned to differing educational settings across grades.

Districts provided the most complete responses concerning "Teachers providing instructional services in programs specifically for ELLs." Twenty-seven districts were able to disaggregate the numbers by grade span. In contrast, fewer districts were able to provide grade-level data on their general education teachers. Table 23 displays the number of teachers by type and grade spans for the 27 districts that were able to provide these numbers.[22]

**Table 23.** ELL and non-ELL teachers by grade span, 2009–10

| Type of Teacher | Grades K–5 | Grades 6–8 | Grades 9–12 | Total |
|---|---|---|---|---|
| Teachers providing instructional services in programs specifically for ELLs (ESL, Dual Language, Sheltered English, Newcomer, etc.) | 27 Districts | | | |
| | 8,430 | 7,239 | 7,402 | 23,071 |
| General education teachers with ELLs in | 10 Districts | | | |

[21] Refer to appendix D for a list of districts included in this count.
[22] A couple of districts clarified that they do not collect these data or do not disaggregate the data as requested.

| Type of Teacher | Grades K–5 | Grades 6–8 | Grades 9–12 | Total |
|---|---|---|---|---|
| mainstream/general education Classes | 8,891 | 4,411 | 5,665 | 18,967 |
| General education teachers without ELL students | 7 Districts | | | |
| | 6,826 | 2,934 | 2,710 | 12,470 |

Eight districts provided teacher-related data across all categories. In these districts, the number of ELLs enrolled ranged from 1,370 in Dayton to 6,642 in Memphis and from 2.7 percent of enrollment in Atlanta to 36 percent of enrollment in St. Paul. (See table 24.)

**Table 24**. Numbers and Percentages of ELL and non-ELL teachers in selected districts by grade span, 2009–10

| Member name | Total number of teachers | Teachers providing instructional services in programs specifically for ELLs | | General education teachers with ELL students in mainstream/general education classes | | General education teachers (without ELL students) | |
|---|---|---|---|---|---|---|---|
| | | Number of teachers | Percent-age of total teachers | Number of teachers | Percent-age of total teachers | Number of teachers | Percent-age of total teachers |
| St. Paul | 3,036 | 216 | 7.1% | 2,781 | 91.6% | 39 | 1.3% |
| Oakland | 2,446 | 385 | 18.6% | 1,475 | 71.3% | 210 | 10.1% |
| Austin | 5,982 | 17 | 0.3% | 5,436 | 90.9% | 529 | 8.8% |
| Wichita | 2,677 | 120 | 8.1% | 1,304 | 87.9% | 59 | 4.0% |
| Cleveland | 3,847 | 77 | 2.0% | 143 | 3.7% | 3,627 | 94.3% |
| Memphis | 6,642 | 144 | 2.2% | 2,864 | 43.1% | 3,634 | 54.7% |
| Dayton | 1,370 | 5 | 0.4% | 170 | 12.4% | 1,200 | 87.3% |
| Atlanta | 6,277 | 40 | 0.6% | 2,094 | 33.4% | 4,143 | 66.0% |

## Number of Instructional Assistants by Grade Span (N = 32 Districts)

The survey also asked districts to provide data on how instructional assistants were employed in various educational settings by grade span. The survey defined instructional assistants as staff working in non-certificated positions, including paraprofessionals, tutors, and aides working with ELLs with special needs. Much like the data collection on teachers, data on instructional assistants varied substantially across member districts. Table 25 summarizes the data for the responding districts.

**Table 25.** Instructional assistants by grade span, 2009–10

| Type of assistant | Grades K–5 | Grades 6–8 | Grades 9–12 | Total |
|---|---|---|---|---|
| Instructional assistants providing native language support in ELL programs | 20 Districts | | | 1,278 |
| | 763 | 253 | 262 | |
| Instructional assistants for other purposes in ELL programs | 12 Districts | | | 1,535 |
| | 1,233 | 148 | 154 | |
| Providing native language support in general education classes with ELLs in class | 8 Districts | | | 789 |
| | 473 | 165 | 151 | |
| Instructional assistants for other purposes in general education classes with ELL students in class | 9 Districts | | | 2,527 |
| | 1,974 | 219 | 334 | |

An analysis of the aggregate data shows some patterns in how instructional assistants (IAs) are assigned, programs to which they are assigned, and assignments by school levels. (See table 26.)

- About 2,000 IAs are assigned to provide native language support for ELLs, with the majority of these assistants (1,278) in programs specifically for ELLs.
- Over twice as many IAs (4,062) are assigned for purposes other than native language support, and the majority of these (2,527) are placed in general education settings in which ELLs are educated.
- More IAs are assigned to both ELL programs and general education in grades K–5 (4,443) than at the secondary level (1,686).

**Table 26.** Total instructional assistants by category and grade, 2009–10

| | Native language support | Other purposes | Grades K–5 | Grades 6–8 | Grades 9–12 | Total number of instructional assistants |
|---|---|---|---|---|---|---|
| **Instructional assistants in ELL programs (ESL, dual language, sheltered English, etc.)** | 1,278 | 1,535 | 1,996 | 401 | 416 | 2,813 |
| **Instructional assistants in general education with ELL students in class** | 789 | 2,527 | 2,447 | 384 | 485 | 3,316 |
| **Total** | 2,067 | 4,062 | 4,443 | 785 | 901 | 6,129 |

## Assignments of ELL teachers with Endorsements and ELL teacher shortage
## (N = 43 Districts)

Teachers who have an ESL/bilingual credential, endorsement, or certification may not necessarily be assigned to teach ELLs. The ELL survey asked districts for the number and assignment, in 2009-10, of teachers with ESL/bilingual education endorsements or credentials. In addition, the survey asked about existing and anticipated shortages of such teachers. Table 27 shows the responses to these questions.

- Fourteen districts collectively reported having more than 2,000 teachers who were ESL/bilingual endorsed or certified but not teaching ELLs.

- About half of the responding districts indicated that they either have an ELL teacher shortage or anticipate one in the next five years. (We did not ask questions about the retention or turnover rate of these teachers.)

- Collectively, 16 districts anticipated needing over 1,000 ELL teachers.

**Table 27.** Assignments of teachers with ESL/bilingual endorsements and the availability of ELL teachers.

| | ELL teachers not assigned to ELLs | Districts with ELL teacher shortage | How many ELL teachers needed | Districts anticipating an ELL teacher shortage in next five years | Anticipated number of ELL teachers needed |
|---|---|---|---|---|---|
| **Total** | 2,240 | 18 | 782 | 22 | 1,131 |
| **Number of responding districts** | 14 | 42 | 12 | 43 | 16 |

# VI. Achievement Data

## English Language Proficiency Data for 2009–10 by Level of Proficiency (N = 37 Districts)

Using their respective state proficiency assessments, 37 districts provided data for the 2009–10 school year on the number of ELLs at each English Language Proficiency (ELP) level. However, the number of proficiency levels is not the same across states. In fact, states use differing proficiency scales: 1 to 4, 1 to 5, and 1 to 6.

Given the variation in proficiency levels used by the districts, the Council could not analyze ELP trends in the aggregate. Instead, we divided the districts into two groups: one for districts using up to four proficiency levels, and one for districts with five or six proficiency levels. The first group was composed of 11 districts and the second group was composed of 26 districts—a total of 37 districts.

### Districts with up to Four Levels of English Language Proficiency

Exhibits 6 through 8 display English Language Proficiency data for ELLs in grades K–5, 6-8, and 9-12 attending one of 11 districts that reported measuring up to four levels of ELP. Two of the districts reported only three levels of proficiency. The data show the percentage of ELLs at each proficiency level in the 2009–10 school year. The results did not show a discernible pattern.

**Exhibit 6.** Percentage of ELLs in grades K–5 scoring at each proficiency level (Ranked by level 1 from lowest to highest; up to four levels)

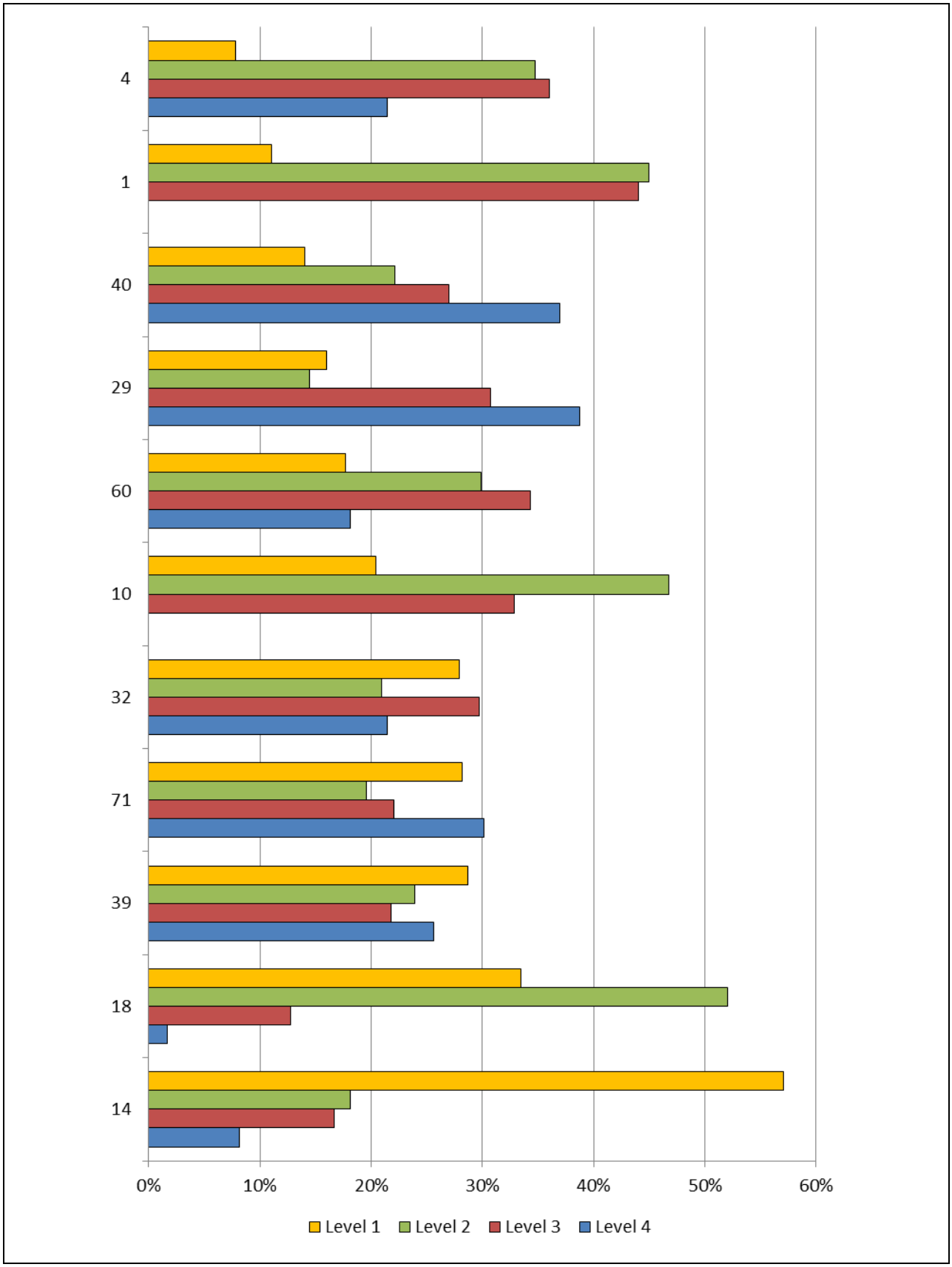


**Exhibit 7.** Percentage of ELLs in grades 6–8 scoring at each proficiency level (Ranked by level 1 from lowest to highest; up to four levels)

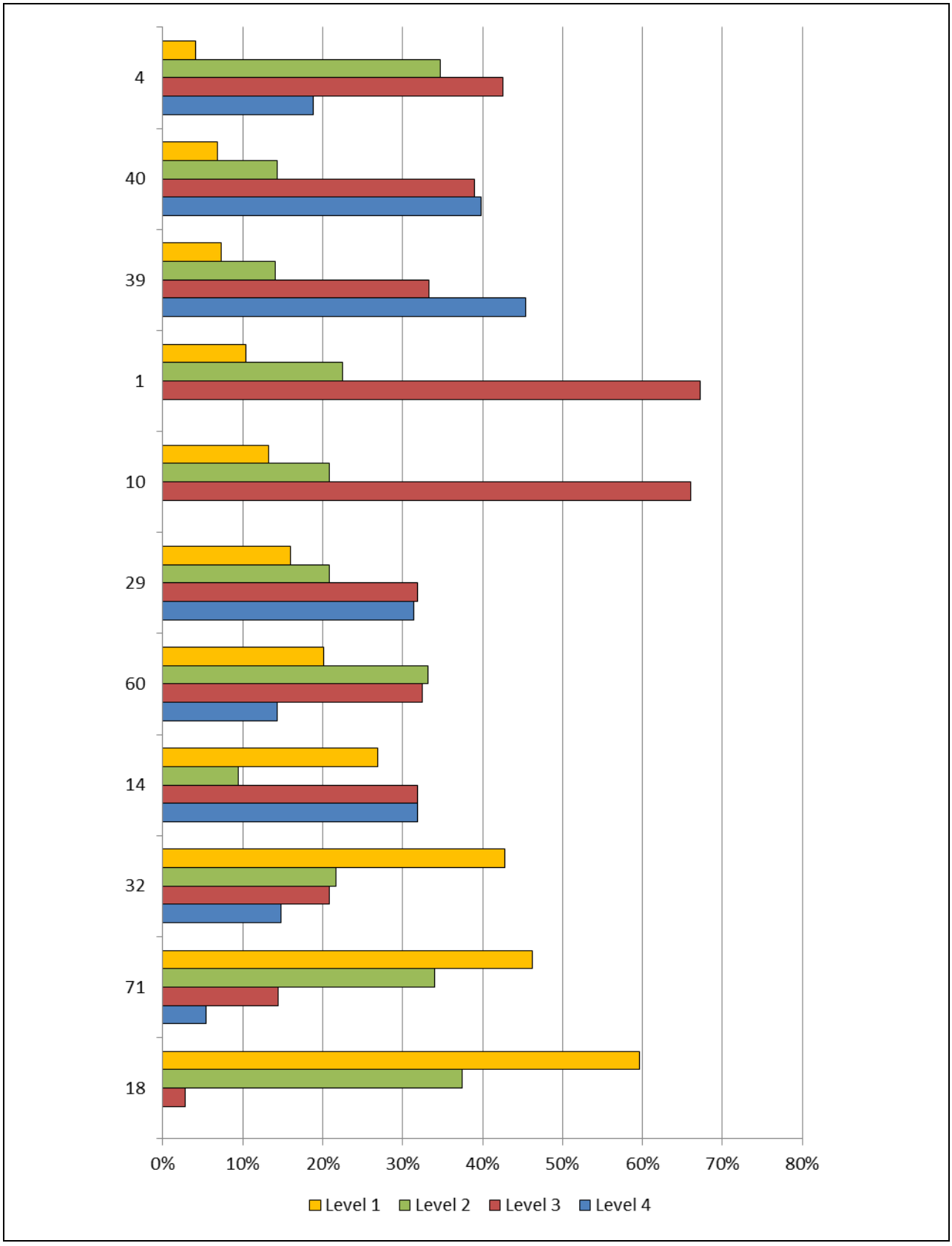
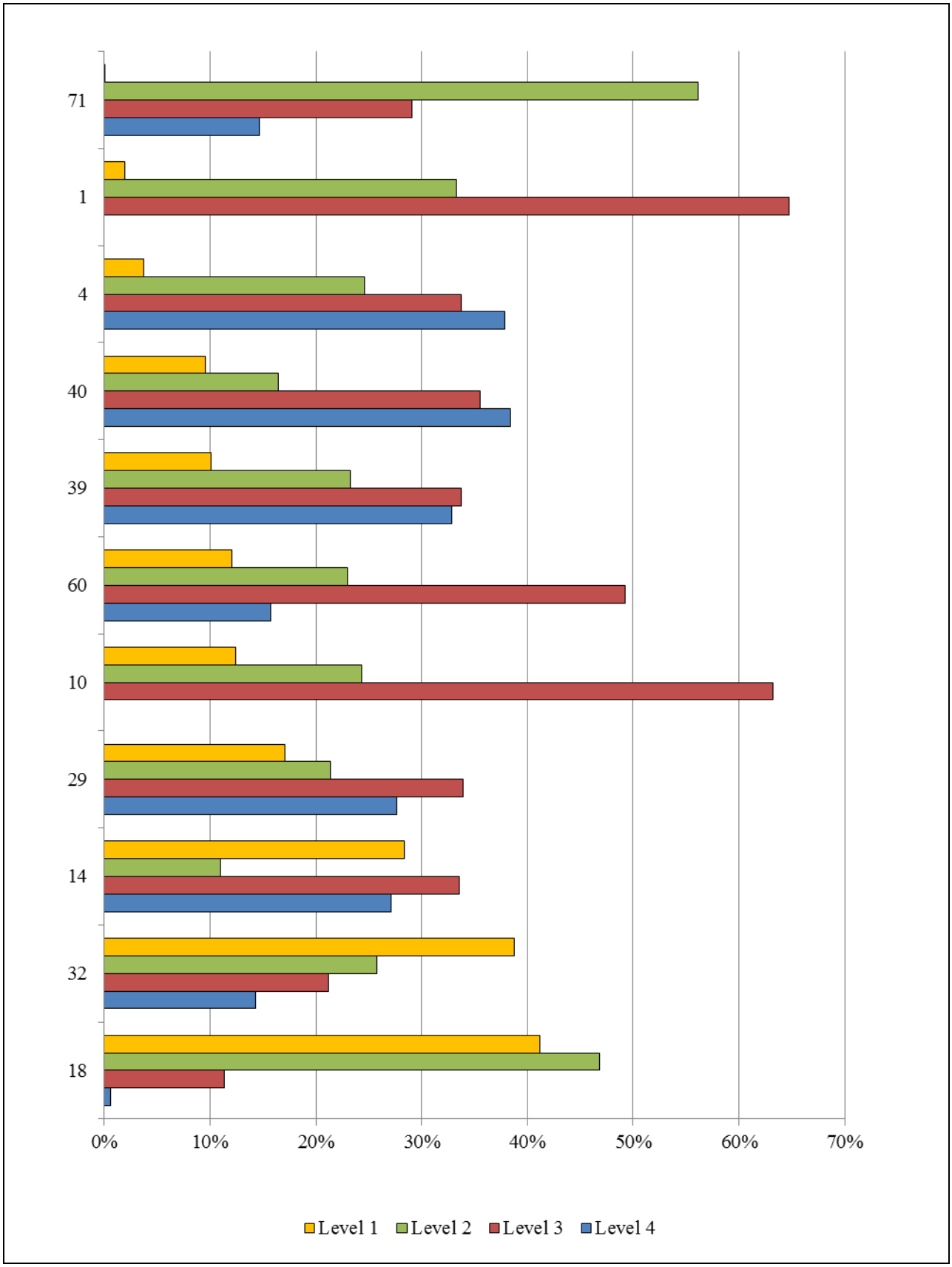


**Exhibit 8.** Percentage of ELLs in grades 9–12 scoring at each proficiency level (Ranked by level 1 from lowest to highest; up to four levels)



## Districts with up to Six Levels of English Language Proficiency

Exhibits 9 through 11 show English language proficiency (ELP) data for ELLs in grades K–5, 6-8, and 9-12 attending one of 26 districts that reported using five or six levels of English proficiency. Since very few districts reported using a sixth level, for purposes of displaying the data, we consolidated levels five and six.

**Exhibit 9.** Percentage of ELLs in grades K–5 scoring at each proficiency level (Ranked by level 1 from lowest to highest; five or six levels)

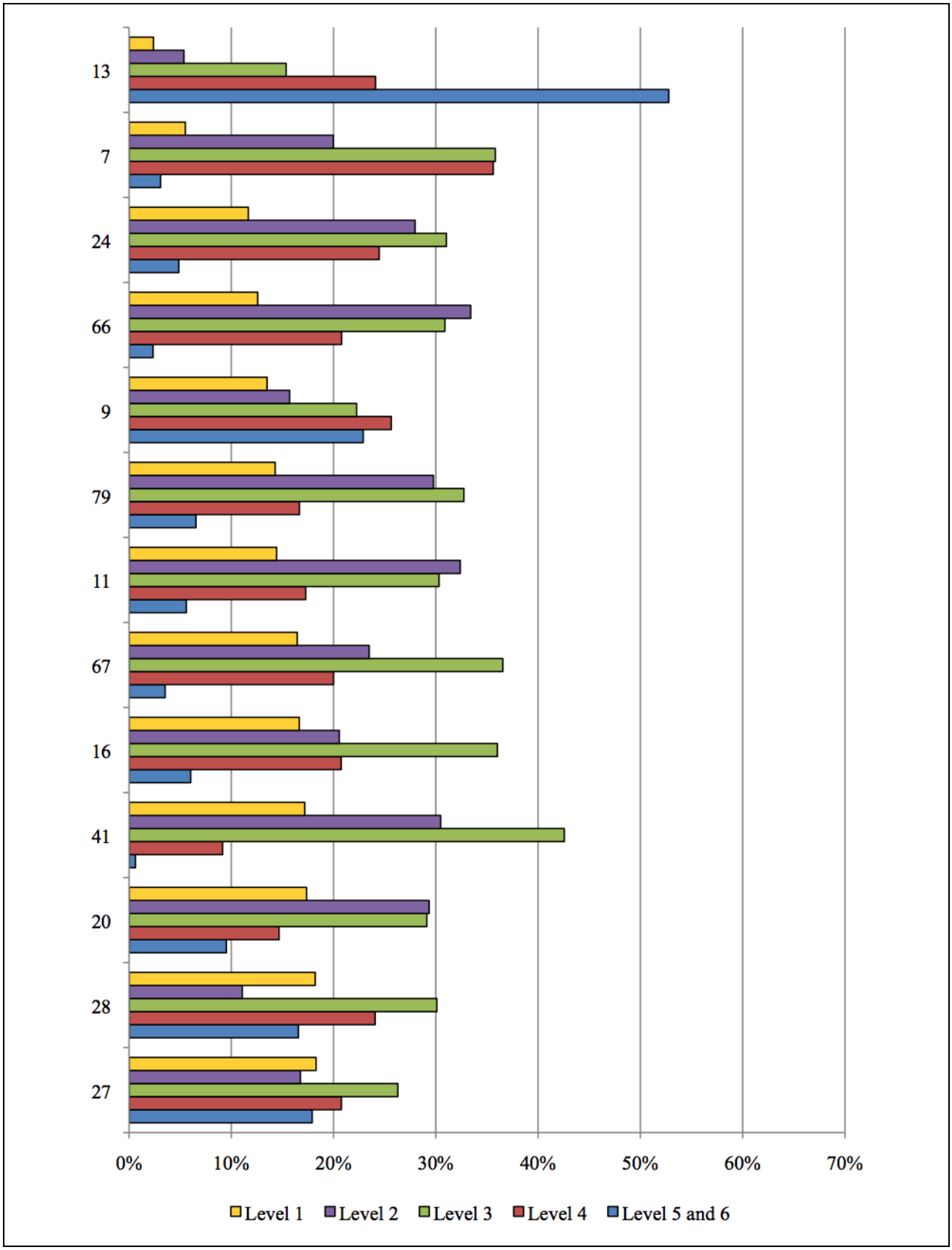


**Exhibit 9, continued**. Percentage of ELLs in grades K–5 scoring at each proficiency level (Ranked by level 1 from lowest to highest; five or six levels)

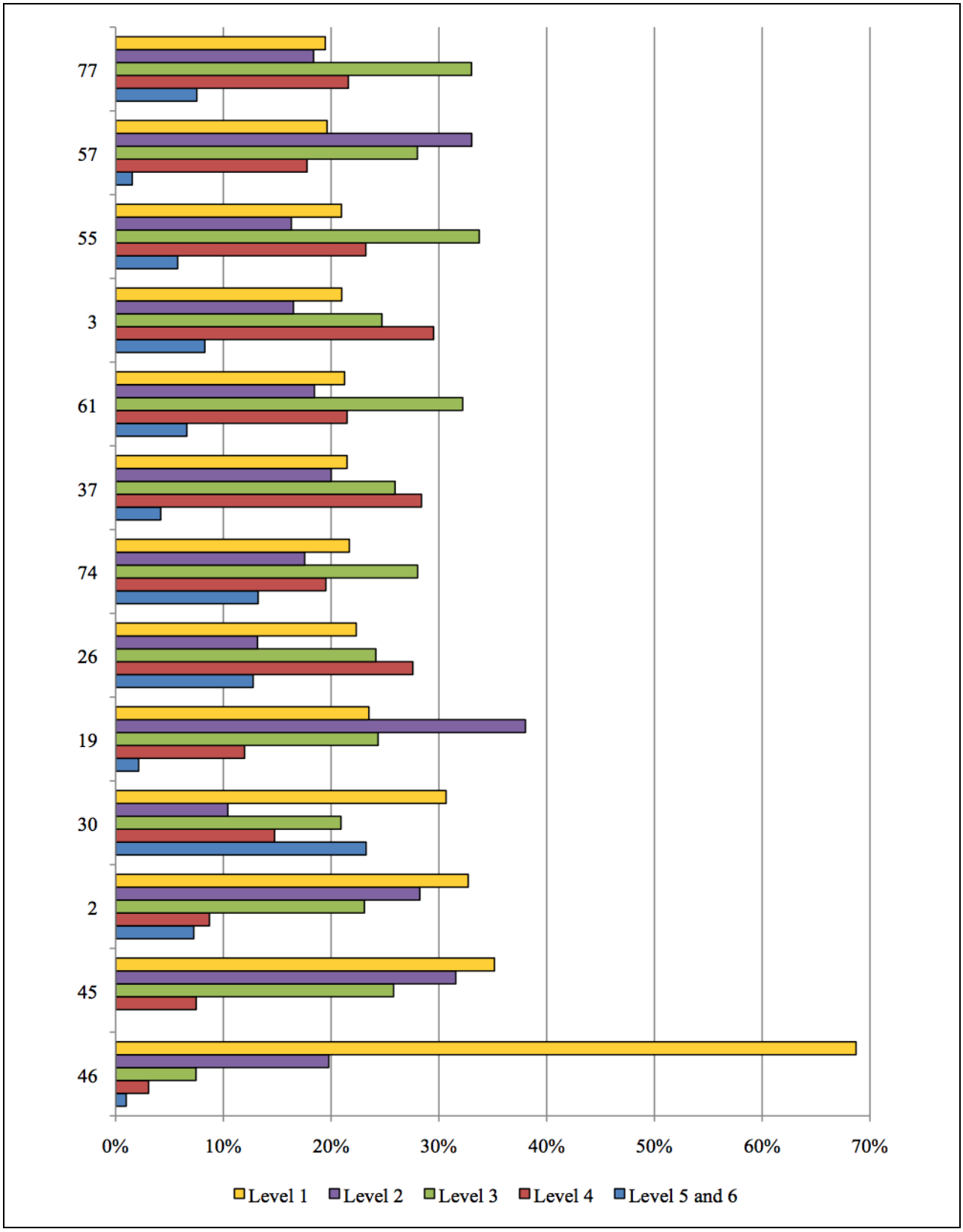


**Exhibit 10**. Percentage of ELLs in grades 6–8 scoring at each proficiency level (Ranked by level 1 from lowest to highest; five or six levels)

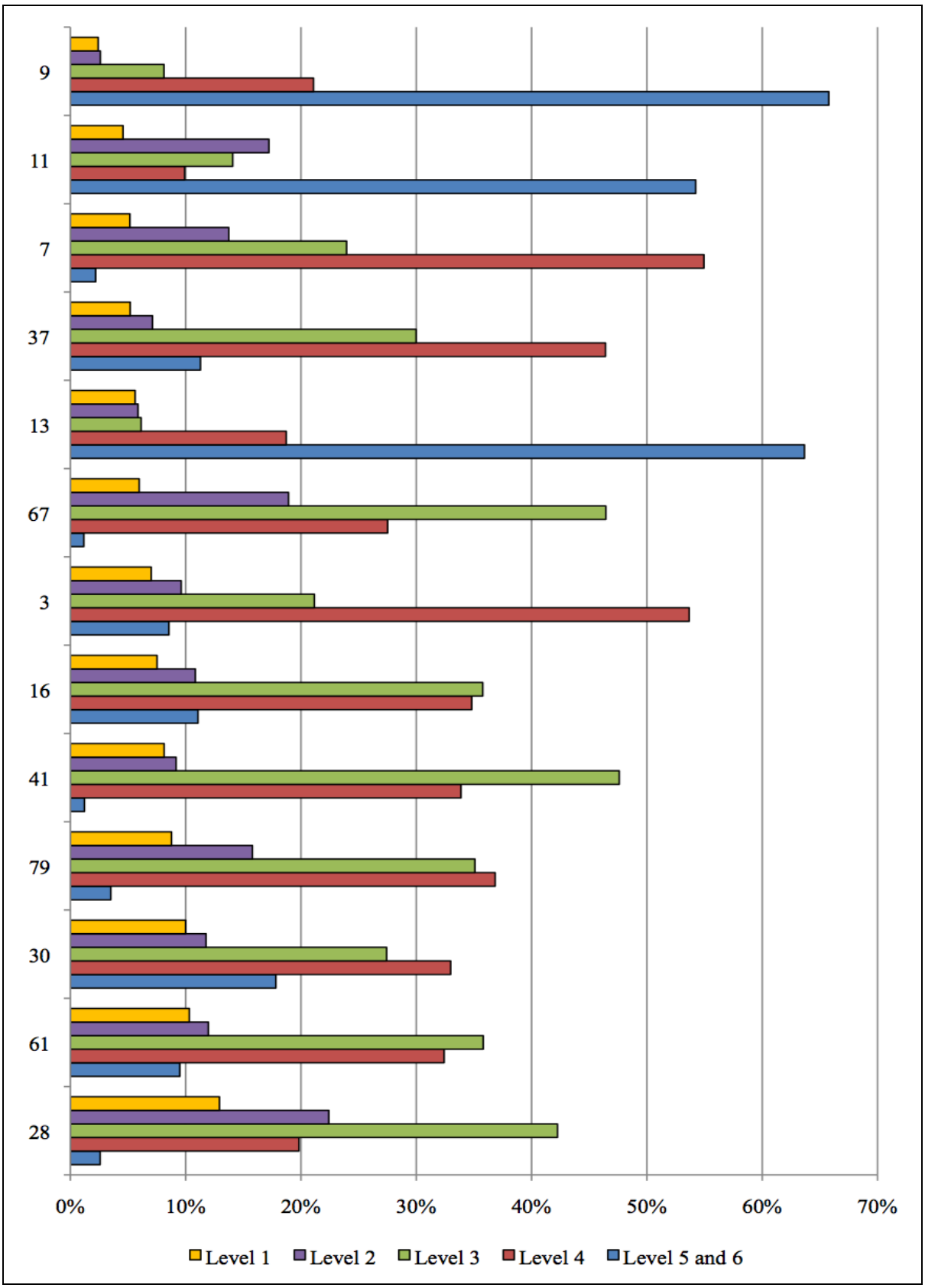


**Exhibit 10, continued**. Percentage of ELLs in grades 6–8 scoring at each proficiency level (Ranked by level 1 from lowest to highest; five or six levels)

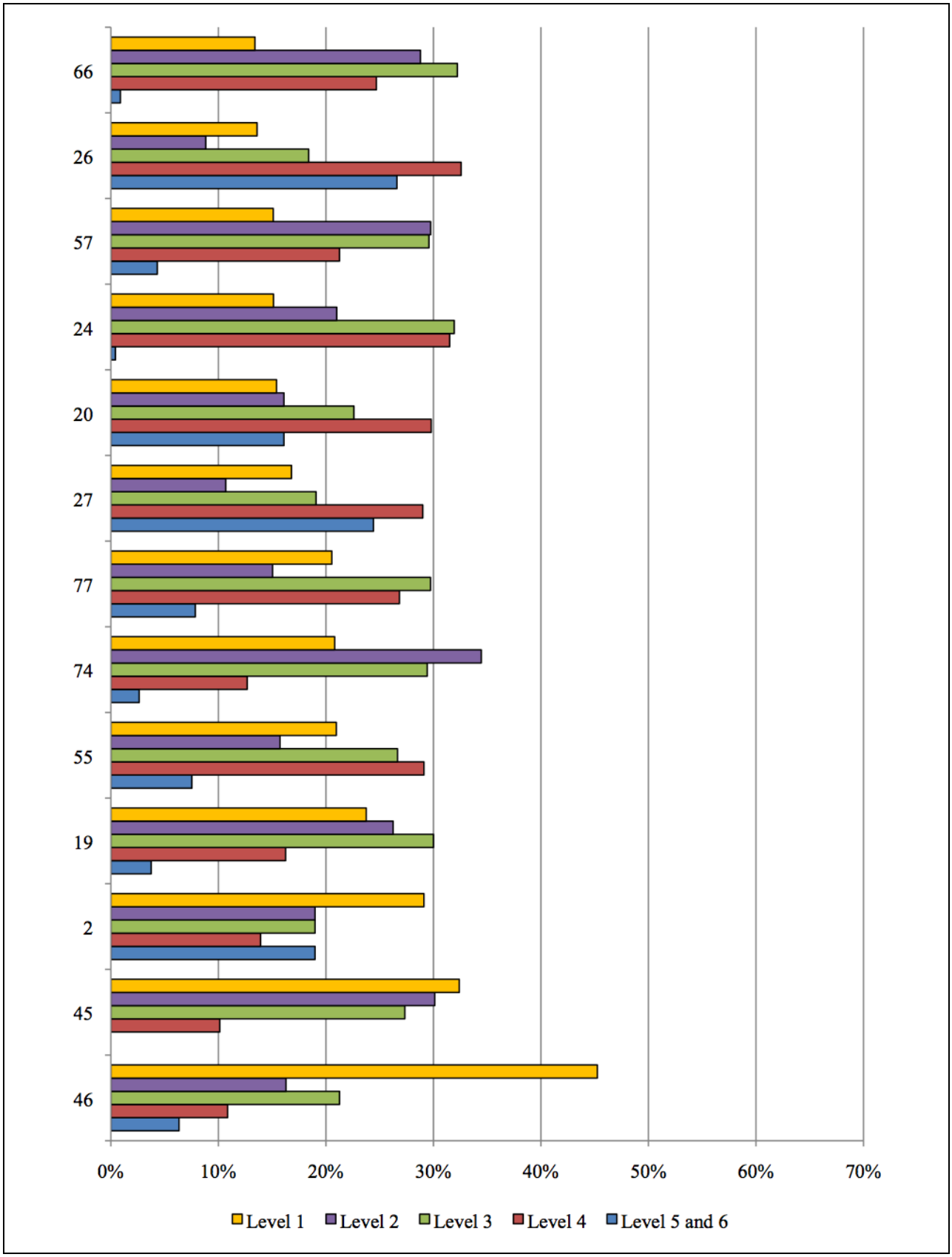


**Exhibit 11.** Percentage of ELLs in grades 9–12 scoring at each proficiency level (Ranked by level 1 from lowest to highest; five or six levels)

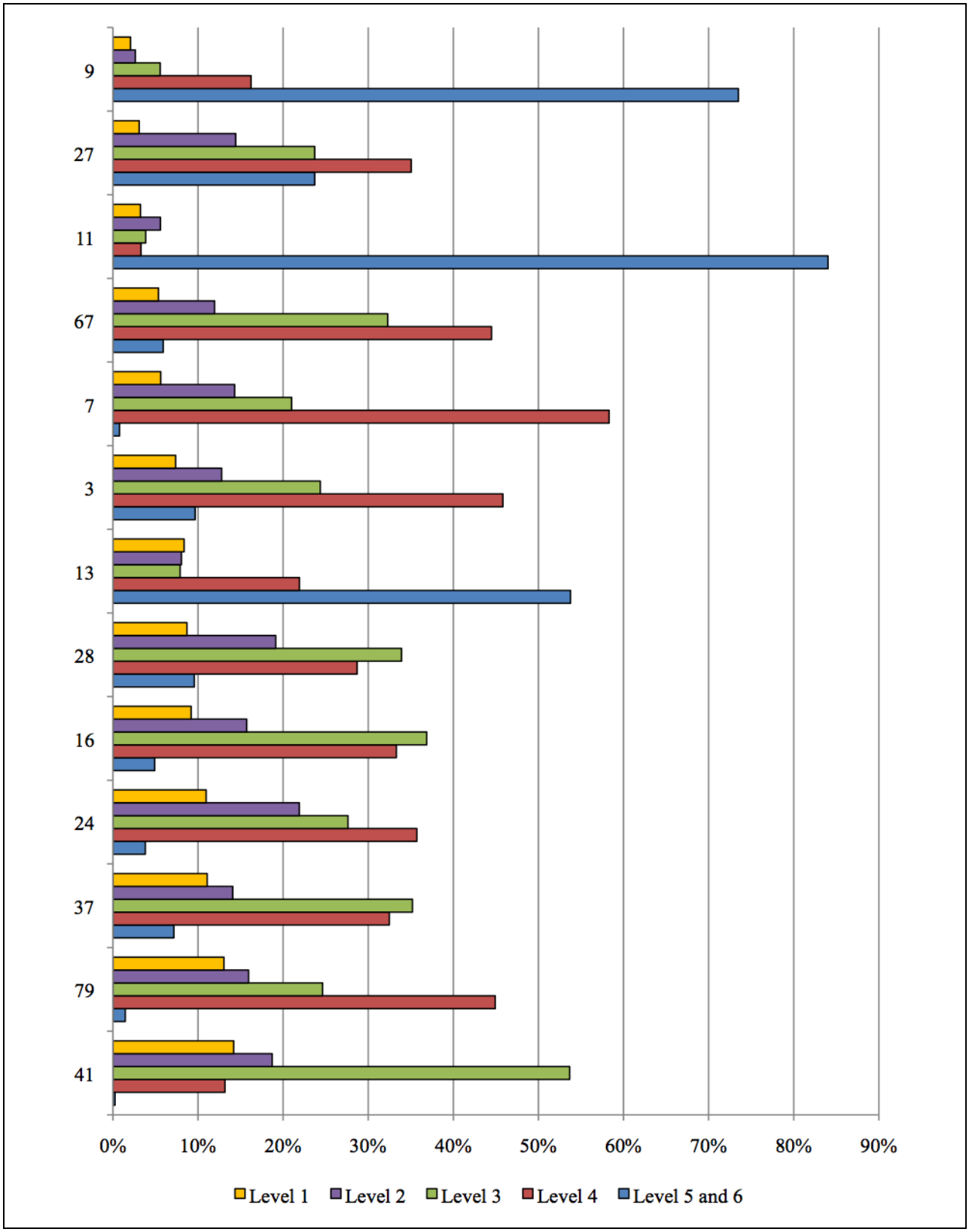
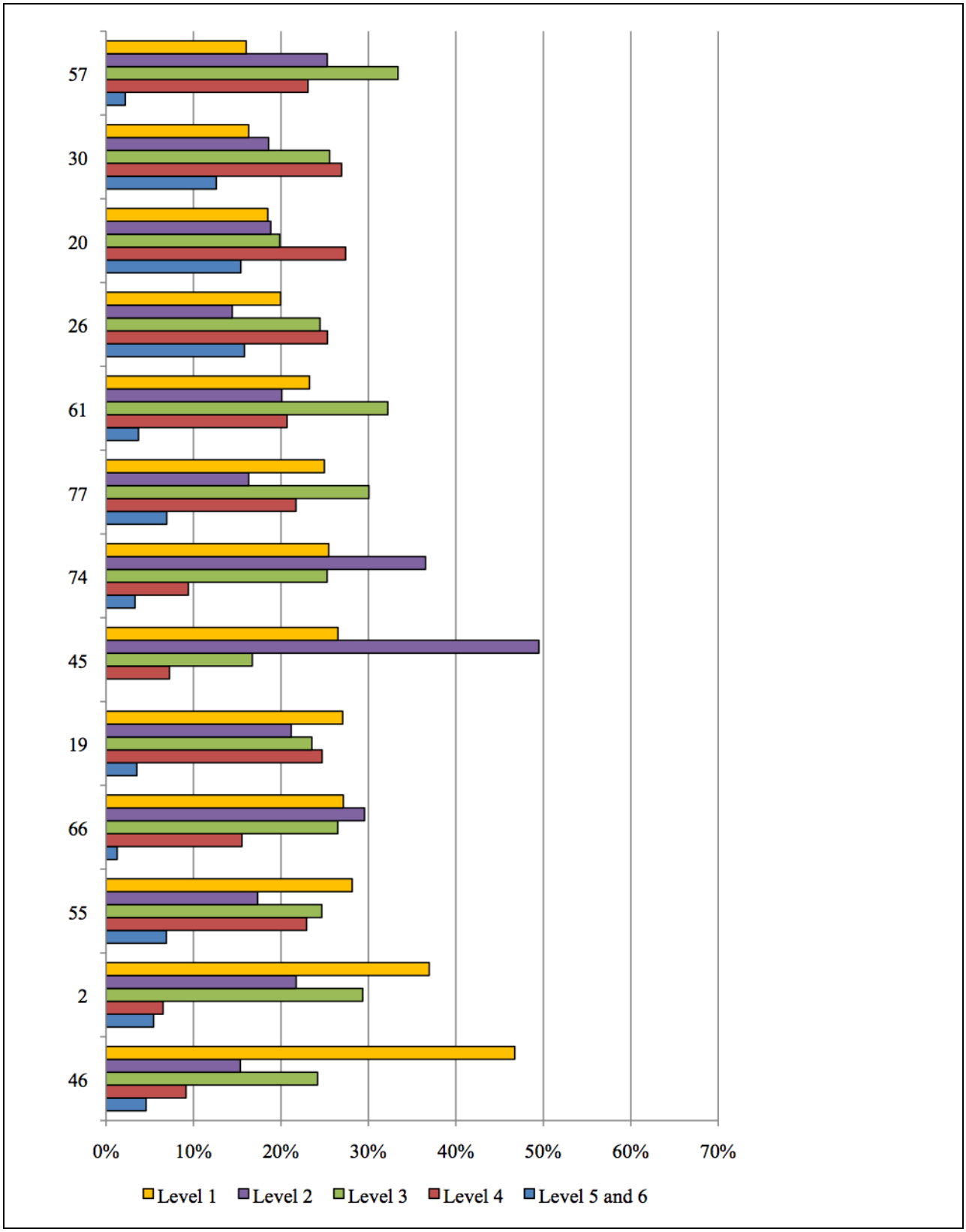


**Exhibit 11, continued.** Percentage of ELLs in grades 9–12 scoring at each proficiency level (Ranked by level 1 from lowest to highest; five or six levels**)**



## Proficiency in Reading and Math on NAEP

The existing array of state content assessments precludes making a direct comparison of ELL achievement across districts in different states. At this time, an analysis of the academic performance of ELLs in Council-member districts is only possible by using data from the National Assessment of Educational Progress (NAEP), since it is the only assessment that captures achievement data across states. The NAEP is a sample-based survey assessment that reports on student performance in reading and mathematics. The results also allow comparisons between state, national (NP), and large city samples (LC).[23] The LC variable closely approximates Council trends since member districts comprise about 82 percent of the LC sample.

For purposes of this report, we use large city (LC) sample data as a proxy for the achievement levels and trends of ELLs in Council member districts. We analyzed reading and mathematics achievement data on ELLs, former ELLs, and non-ELLs.[24] NAEP results are reported along three levels: *basic*, *proficient*, and *advanced*. The data displayed in the next set of charts present the percentage of students performing at or above the *proficient* level (i.e., *proficient* or *advanced*).

The Council conducted statistical significance tests to ensure that differences in student achievement were not attributable to chance. Specifically, statistical significance was determined for (1) changes in levels of achievement within subgroups from 2005 to 2011, (2) changes in the achievement gaps between subgroups from 2005 and 2011, and (3) differences between subgroup achievement in the LC sample in 2011, compared with the corresponding subgroup's achievement in the NP sample. Appendix E presents the results of the statistical significance tests for these changes or differences in subgroup performance.

### Comparison in NAEP Performance between Subgroups

- **Growth in achievement** - From 2005 to 2011, non-ELL performance shows a steady increase while ELL performance largely remains stagnant over the six-year period, in both reading and mathematics in both the NP and LC samples.

- **Reading –** NAEP achievement data in reading show that ELLs in both the NP and LC samples were scoring at substantially lower levels than their non-ELL peers, with gaps persisting at about 20 percentage points over the six-year period. This is true in both fourth and eighth grades.

- **Mathematics** - NAEP results in mathematics show persistently large achievement gaps between ELLs and non-ELLs in both the NP and LC samples. Gaps between ELLs and non-ELLs in mathematics ranged from 17 to 31 percentage points, depending on the grade level and whether the subgroup was in the NP or the LC samples.

[23] Results for large cities (LC) are for public schools located in the urbanized areas of cities with populations of 250,000 or more. Source: IES: National Center for Education Statistics, U.S. Department of Education, The Nation's Report Card 2009 Mathematics.

[24] However, it must be noted that the definition of English Language Learner varies from state to state.

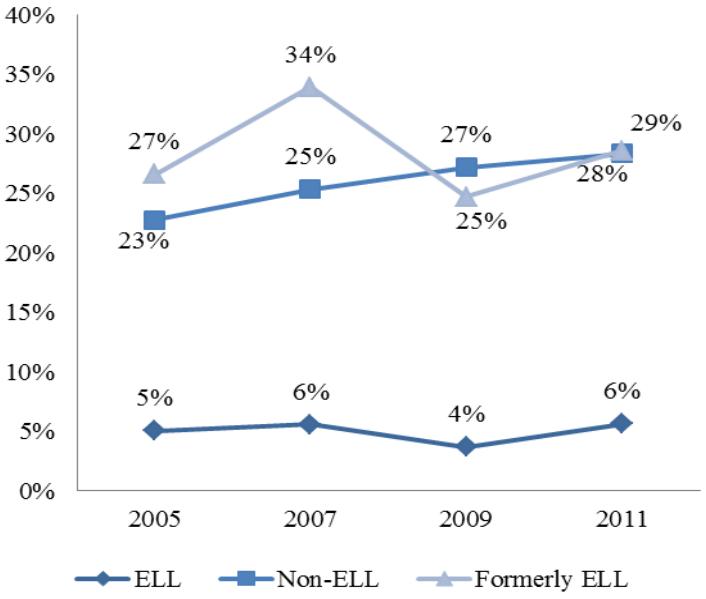
- **Achievement gap between ELLs and non-ELLs** – The gap between ELLs and non-ELLS in the LC and NP samples significantly widened between 2005 and 2011 in both grades and subjects.

- **Achievement gap between former ELLs and non-ELLs –** Achievement data on former ELLs in grade 4 reading and mathematics in both the NP and LC samples paint a more hopeful picture. Between 2005 and 2011, the percentage of former ELLs who scored at or above the *proficient* level was almost at parity with non-ELLs in fourth grade in both subjects.

## Grade 4 NAEP Reading Results

### Large Cities (LC)

**Exhibit 12**. Percentage of grade 4 ELLs, non-ELLs, and former ELLs (LC) performing at or above *proficient* in NAEP reading

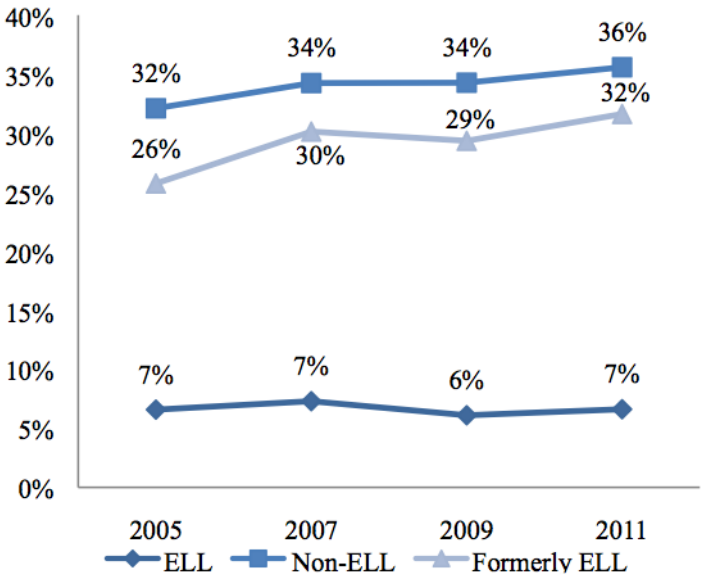



- **ELLs** - The percentage of ELLs scoring at or above *proficient* in grade 4 reading in large cities remained stagnant from 2005 to 2011, with only about five to six percent scoring at or above *proficient*.
- **Non-ELLs** - Non-ELL achievement at or above *proficient* increased from 23 percent in 2005 to 29 percent in 2011.
- **ELL achievement gap** - The 18 percentage-point gap between ELL and non-ELL performance in 2005 increased to a 23 percentage-point gap in 2011.
- **Former–ELL achievement gap** - The percentage of former ELLs scoring at or above *proficient* showed no significant difference from that of non-ELLs. In 2011, former ELLs scored only 1 percentage point lower than non-ELLs.

### National Level (NP)

- **ELLs** - The percentage of ELLs scoring at or above *proficient* in grade 4 reading at the national level remained stagnant from 2005 to 2011, with about 7 percent scoring at or above *proficient*.
- **Non-ELLs** – The percentage of non-ELLs and former ELLs scoring *proficient* increased over the six-year period. Non-ELL achievement increased four percentage points.
- **ELL achievement gap** - The achievement gap between ELLs and non-ELLs grew from 25 percentage points in 2005 to 29 percentage points in 2011.
- **Former-ELL achievement gap** - Although the achievement gap between non-ELLs and former ELLs performing at or above *proficient* decreased from 2005 to 2011, the change in the gap between these groups was not statistically significant because of the small sample size.

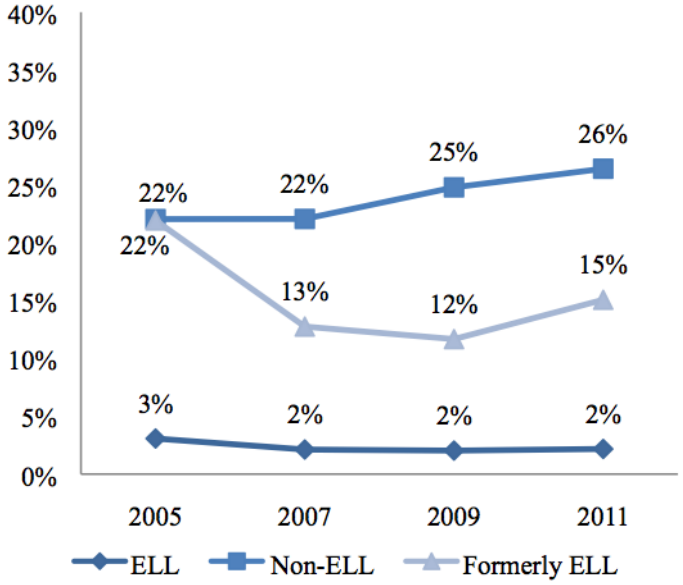
**Exhibit 13**. Percentage of grade 4 ELLs, non-ELLs, and former ELLs (NP) performing at or above *proficient* in NAEP reading



## Grade 8 NAEP Reading Results

### Large Cities (LC)

**Exhibit 14.** Percentage of grade 8 ELLs, non-ELLs and Former ELLs (LC) performing at or above p*roficient* in NAEP reading

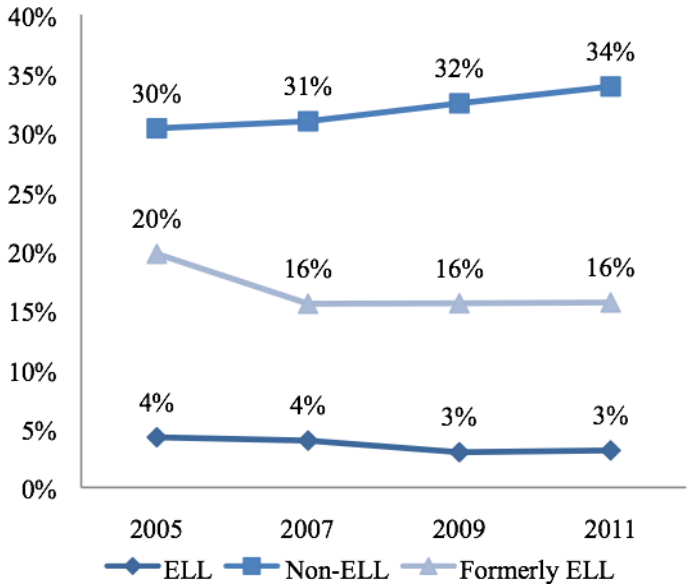



- **ELLs** - The percentage of ELLs scoring at or above proficient in grade 8 reading in large cities remained stagnant and low (2 to 3 percent) over the six-year period.
- **Non-ELLs** - The percentage of non-ELLs scoring at or above *proficient* grew from 22 percent in 2005 to 26 percent in 2011.
- **ELL achievement gap** - The achievement gap between ELLs and non-ELLs widened over the six-year period, growing from a 19 percentage-point difference in 2005 to a 24 percentage-point difference in 2011.
- **Former-ELL achievement gap** – The achievement of former ELLs was lower in 2011 than in 2005. On the 2005 NAEP, the percentage of former ELLs scoring proficient was the same as that of non-ELLs. However, by 2011, the gap increased to 11 percentage points.

### National Level (NP)

- **ELLs -** The percentage of ELLs scoring *proficient* in Grade 8 reading in the NP sample remained virtually unchanged since 2005, with only 3 percent scoring at or above proficient in 2011.
- **Non-ELLs** - The percentage of non-ELLs scoring at or above *proficient* grew from 30 percent in 2005 to 34 percent in 2011.
- **ELL achievement gap** - The achievement gap between ELLs and non-ELLs increased from 26 percentage points in 2005 to 31 percentage points in 2011. However, the change in the achievement gap between ELLs and non-ELLs was not statistically significant.
- **Former-ELL achievement gap** - Former ELLs failed to keep up nominally with non-ELLs, increasing the gap between the two from 10 percentage points in 2005 to 18 percentage points in 2011. This change was not statistically significant.

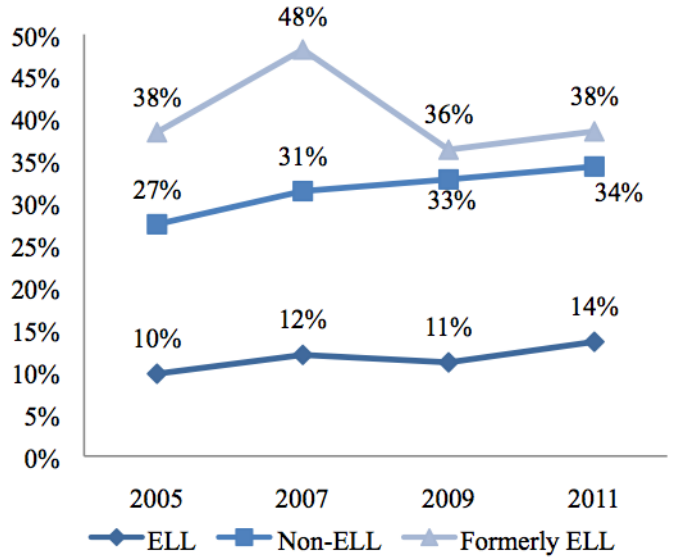
**Exhibit 15**. Percentage of grade 8 ELLs, non-ELLs and former ELLs (NP) performing at or above *proficient* in NAEP reading



## Grade 4 NAEP Math Results

### Large Cities (LC)

**Exhibit 16.** Percentage of grade 4 ELLs, Non-ELLs and former ELLs (LC) performing at or above *proficient* in NAEP math

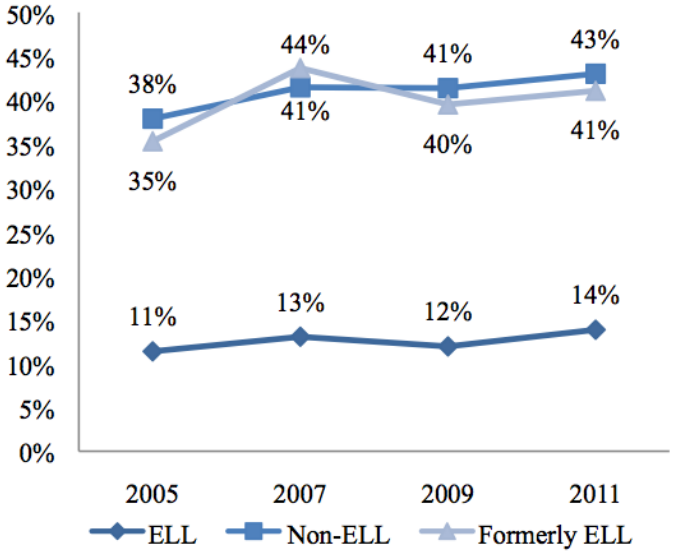



- **ELLs** - The percentage of ELLs scoring at or above *proficient* in grade 4 math increased by four percentage points from 2005 to 2011.
- **Non-ELLs** - The achievement of non-ELLs in grade 4 math increased by seven percentage points over the six-year period, with 27 percent scoring at or above *proficient* in 2005 and 34 percent in 2011.
- **ELL achievement gap** - The achievement gap between ELLs and non-ELLs grew from a 17 percent point difference in 2005 to a 20 percentage point difference in 2011.
- **Former-ELL achievement gap** - Former ELLs outperformed non-ELLs in grade 4 math in all four years. The change in the achievement of former ELLs from 2005 to 2011 was not statistically significant.

### National Level (NP)

- **ELLs** - The percentage of ELLs scoring at or above *proficient* in grade 4 math increased by three percentage points (from 11 percent in 2005 to 14 percent in 2011).
- **Non-ELLs** - The percentage of non-ELLs scoring at or above *proficient* in grade 4 math increased from 38 percent in 2005 to 43 percent in 2011.
- **ELL achievement gap** - The achievement gap between ELLs and non-ELLs widened from a 27 percent-point difference in 2005 to a 29 percent-point difference in 2011.
- **Former-ELL achievement gap** - Former ELLs showed no major difference in their performance at or above *proficient* from their non-ELL peers. Over the four-year period, they lagged behind non-ELLs by only 2 to 3 percentage points.

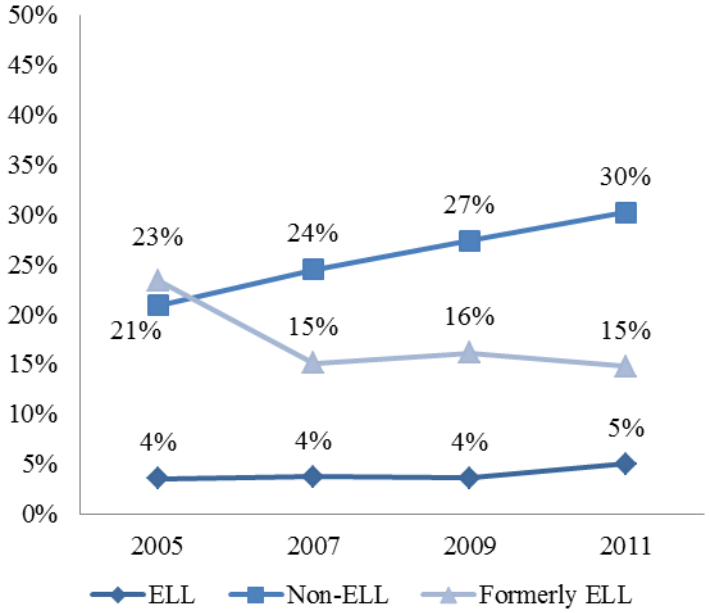
**Exhibit 17**. Percentage of grade 4 ELLs, non-ELLs and former ELLs (NP) performing at or above proficient in NAEP math



## Grade 8 NAEP Math Results

### Large Cities (LC)

**Exhibit 18.** Percentage of grade 8 ELLs, Non-ELLs and former ELLs (LC) performing at or above *proficient* in NAEP math

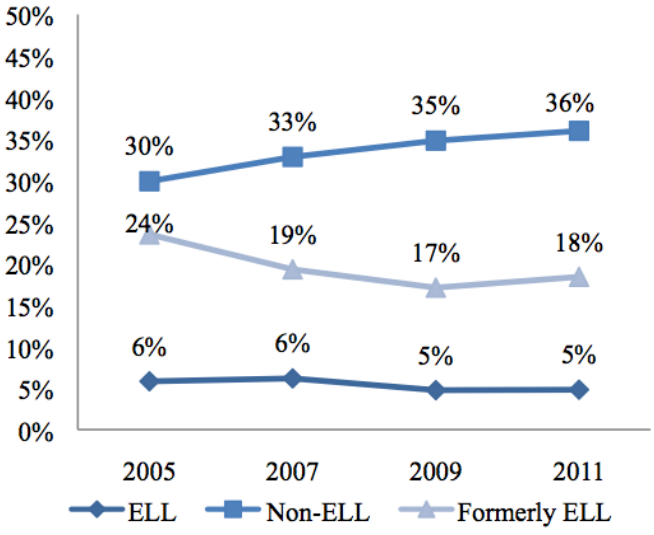



- **ELLs -** The percentage of ELLs scoring at or above *proficient* in grade 8 math was stagnant from 2005 to 2011. In all four NAEP administrations, few ELLs scored at or above *proficient*—between 4 and 5 percent.
- **Non-ELLs** - The achievement of non-ELLs in grade 8 math increased 9 percentage points over the six-year period, with 21 percent scoring at or above *proficient* in 2005 and 30 percent in 2011.
- **ELL achievement gap** - The achievement gap between ELLs and non-ELLs grew from a 17 percentage-point difference in 2005 to a 25 percent point difference in 2011.
- **Former-ELL achievement gap** – The performance of former ELLs decreased from 23 percent *proficient* in 2005 to 15 percent *proficient* in 2011. Although former-ELLs performed on par with non-ELLs in 2005, there was a significant gap (15 percentage points) by 2011.

### National Level (NP)

- **ELLs -** The percentage of ELLs scoring at or above *proficient* in grade 8 math at the national level remained stagnant over the six-year period with only about 5 percent scoring at this level in 2011.
- **Non-ELLs -** The percentage of non-ELLs scoring at or above *proficient* rose over the six-year period from 30 percent in 2005 to 36 percent in 2011.
- **ELL achievement gap -** The achievement gap between ELLs and non-ELLs grew from 24 percentage points in 2005 to 31 percentage points in 2011. However, the change in the gap was not statistically significant.
- **Former-ELL achievement gap** - The percentage of former ELLs achieving at or above *proficient* in eighth grade math declined from 24 percent in 2005 to 18 percent in 2011, thereby increasing the achievement gap between former ELLs and non-ELLs from 6 percentage points in 2005 to 18 percentage points in 2011.

**Exhibit 19**. Percentage of Grade 8 ELLs, non-ELLs and former ELLs (NP) performing at or above *proficient* in NAEP math



## Successful Completion of Algebra I by Grade 8 or 9 and ELL Status. (N = 21 Districts)

The survey then asked districts for data on the number of students who had successfully completed Algebra I by grade 8 or 9, disaggregated by ELL, non-ELLs and former ELL status, if available, for the three-year period from 2007–08 to 2009–10. Less than half of the responding districts (21 of 46) provided some information on the number of Algebra I completers with varying levels of disaggregation. Table 28 shows the aggregate totals for the 21 responding districts.[25]

**Table 28.** Total number of ELLs, former-ELLs, and non-ELLs completing Algebra I by Grade 8 or 9, 2007-08 through 2009-10

| | 2007–08 | 2008–09 | 2009–10 |
|---|---|---|---|
| ELLs completing Algebra I | 20,184 | 21,245 | 20,503 |
| Former ELLs completing Algebra I | 51,844 | 51,193 | 49,658 |
| Non-ELLs completing Algebra I | 82,019 | 100,588 | 97,892 |
| Total Students completing Algebra I | 154,047 | 173,026 | 168,053 |

In addition, a subset of 15 districts provided more detailed data on each group of students. For this subset we were able to show the percentages of Algebra I completers over three years (See Exhibit 20). For each of the three years, we calculated the total number of students completing Algebra I by grade 8 or 9 in all 15 districts in the aggregate. Using this aggregate number as the denominator, we then showed the relative proportions represented by ELLs, non-ELLs, and former ELLs in these 15 districts in 2007–08, 2008–09 and 2009–10. The results showed that--

- Between 2007–08 and 2009–10, ELLs *remained* around 12 percent of the total number of students completing Algebra I by grade 8 or 9.

- Former ELLs *decreased* their share of the total number of completers of Algebra I over the three-year period, from 35.5 percent in 2007–08 to 31.3 percent in 2009–10.

- Non-ELLs *increased* their relative share of the total number of completers of Algebra I, from 51.2 percent in 2007–08 to 56.4 percent in 2009–10.

[25] Six of these 21 districts did not provide data on former ELLs or only provided data for a single year.

**Exhibit 20**. Percentage of students completing Algebra I by ELL status, 2009–10

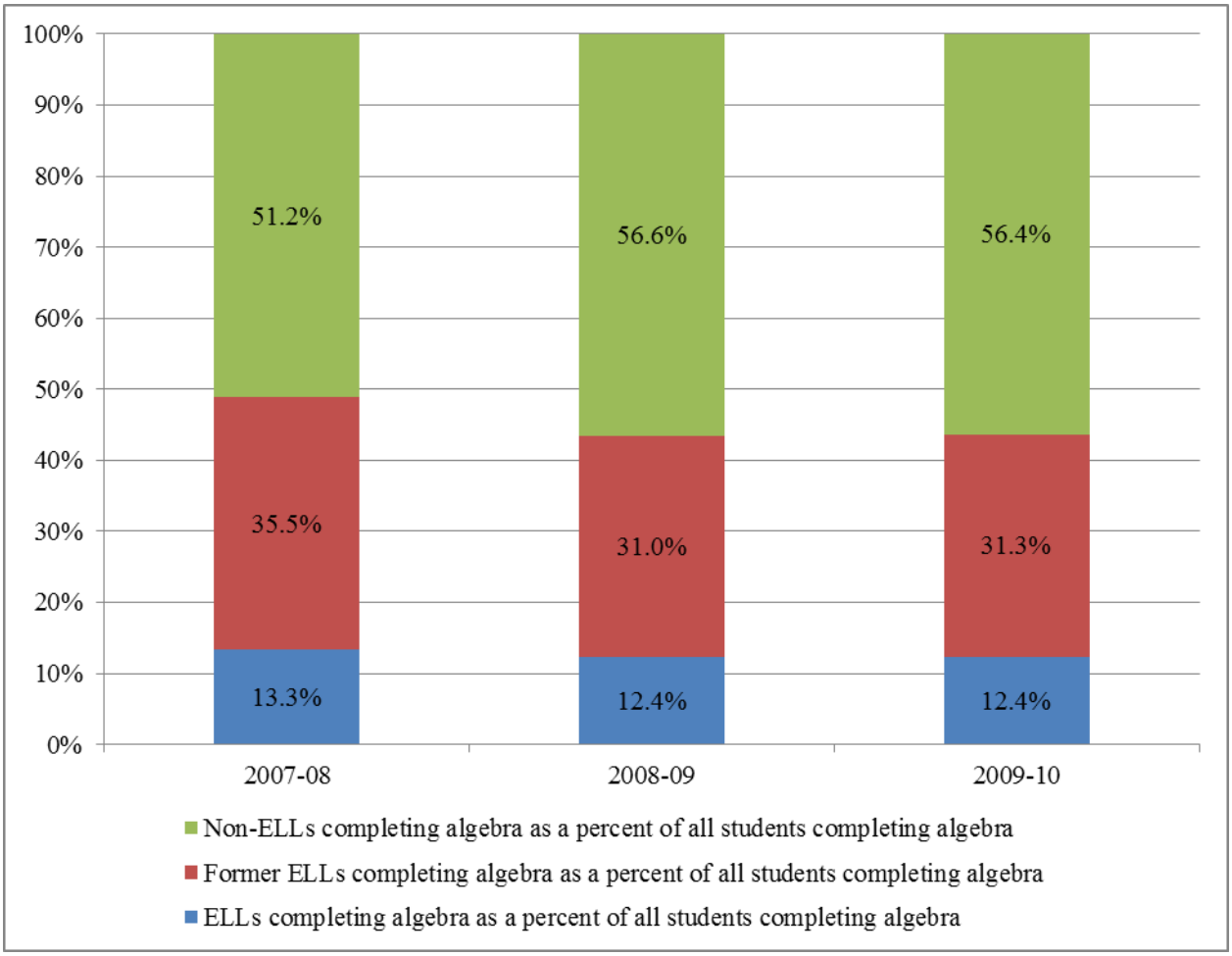



Table 29 provides district-by-district figures on the percentage of ELLs completing Algebra I (by grade 8 or 9) relative to their percentage in grades 6-12, compared to non-ELLs. The grade six to 12 totals for ELLs and non-ELL enrollment alike were calculated based on grade-band enrollment figures provided by the responding districts. (See Table 29.)

**Table 29**. Percentages of ELLs and non-ELLs in Grades 6-12 completing Algebra I, 2007–08 through 2009–10

| Member Name | School Years | Non-ELLs as percentage of total grade 6-12 enrollment | Non-ELL completers as percentage of all students completing Algebra I | ELLs as percentage of total grade 6-12 enrollment | ELL completers as percentage of all Students completing Algebra I |
|---|---|---|---|---|---|
| **14** | 07-08 | 88.0 | 84.8 | 12.0 | 6.8 |
| | 08-09 | 89.5 | 89.1 | 10.5 | 7.3 |
| | 09-10 | 89.6 | 78.1 | 10.4 | 7.5 |
| **55** | 07-08 | 90.5 | 87.7 | 9.5 | 3.3 |
| | 08-09 | 90.3 | 84.8 | 9.7 | 8.6 |
| | 09-10 | 91.3 | 84.3 | 8.7 | 7.6 |
| **40** | 07-08 | 85.8 | 44.8 | 14.2 | 17.4 |
| | 08-09 | 87.5 | 43.9 | 12.5 | 15.1 |
| | 09-10 | 89.7 | 44.2 | 10.3 | 12.4 |
| **67** | 07-08 | 78.2 | 52.0 | 21.8 | 29.7 |
| | 08-09 | 79.9 | 55.0 | 20.1 | 26.8 |
| | 09-10 | 79.9 | 58.7 | 20.1 | 24.0 |
| **10** | 07-08 | 94.3 | 81.3 | 5.7 | 6.1 |
| | 08-09 | 93.7 | 83.2 | 6.3 | 4.7 |
| | 09-10 | 93.4 | 81.4 | 6.6 | 5.5 |
| **39** | 07-08 | 86.4 | 57.7 | 13.6 | 10.1 |
| | 08-09 | 85.3 | 56.4 | 14.7 | 9.1 |
| | 09-10 | 85.3 | 56.6 | 14.7 | 9.1 |
| **11** | 07-08 | 73.9 | 32.2 | 26.1 | 21.6 |
| | 08-09 | 77.7 | 32.9 | 22.3 | 21.5 |
| | 09-10 | 78.2 | 34.6 | 21.8 | 20.0 |
| **18** | 07-08 | 97.7 | 99.1 | 2.3 | 0.6 |
| | 08-09 | 97.8 | 94.0 | 2.2 | 2.7 |
| | 09-10 | 97.6 | 95.8 | 2.4 | 1.7 |
| **32** | 07-08 | 92.0 | 44.8 | 8.0 | 7.9 |
| | 08-09 | 91.2 | 43.4 | 8.8 | 9.0 |
| | 09-10 | 90.3 | 42.8 | 9.7 | 9.6 |
| **60** | 07-08 | 87.0 | 49.9 | 13.0 | 7.0 |
| | 08-09 | 87.7 | 67.3 | 12.3 | 6.0 |
| | 09-10 | 87.4 | 69.0 | 12.6 | 7.2 |
| **27** | 07-08 | 98.8 | 98.8 | 1.2 | 0.9 |
| | 08-09 | 98.7 | 98.1 | 1.3 | 1.2 |
| | 09-10 | 98.6 | 98.1 | 1.4 | 1.5 |
| **61** | 07-08 | 79.6 | 49.9 | 20.4 | 18.5 |
| | 08-09 | 77.8 | 50.1 | 22.2 | 20.7 |
| | 09-10 | 78.0 | 52.2 | 22.0 | 23.0 |

| Member Name | School Years | Non-ELLs as percentage of total grade 6-12 enrollment | Non-ELL completers as percentage of all students completing Algebra I | ELLs as percentage of total grade 6-12 enrollment | ELL completers as percentage of all Students completing Algebra I |
|---|---|---|---|---|---|
| **16** | 07-08 | 77.8 | 62.2 | 22.2 | 16.7 |
| | 08-09 | 78.3 | 65.5 | 21.7 | 13.2 |
| | 09-10 | 79.5 | 58.9 | 20.5 | 14.8 |
| **77** | 07-08 | 80.1 | 43.6 | 19.9 | 21.5 |
| | 08-09 | 78.2 | 45.3 | 21.8 | 22.2 |
| | 09-10 | 80.9 | 43.6 | 19.1 | 20.8 |
| **41** | 07-08 | 82.8 | 49.9 | 8.9 | 18.5 |
| | 08-09 | 80.6 | 50.1 | 9.3 | 20.7 |
| | 09-10 | 78.5 | 52.2 | 9.2 | 23.0 |

## ELL Participation in Gifted and Talented Programs (N = 31 Districts)

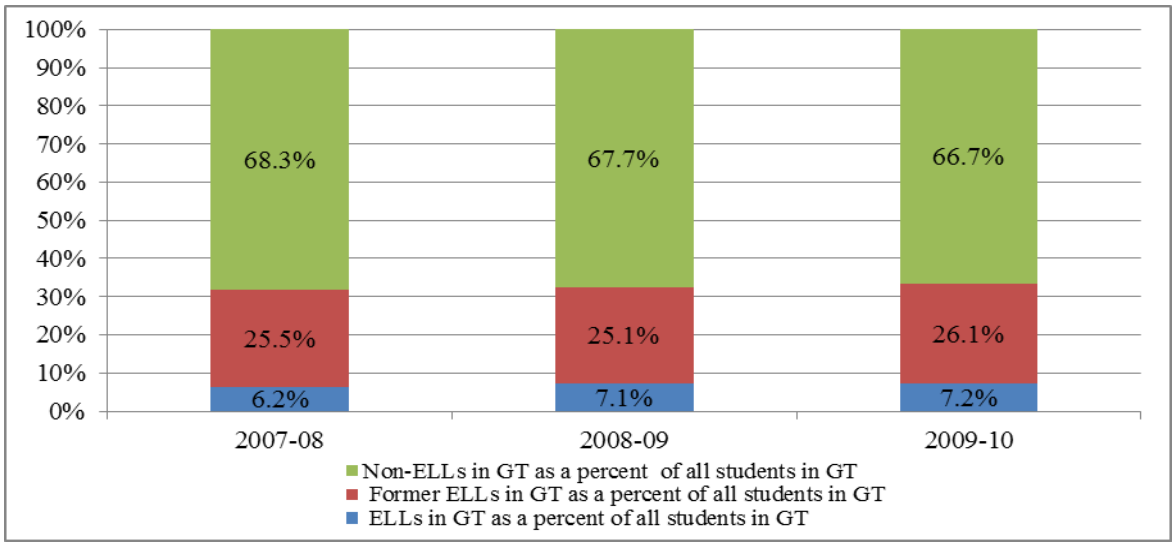
The Council survey asked districts for data on the number of ELLs, former-ELLs, and non-ELLs enrolled in gifted and talented (GT) programs over a three-year period from 2007–08 to 2009–10. This question was a difficult one for districts to answer, but 21 districts were able to provide usable information on GT enrollment among ELLs, non-Ells, and former ELLs for the requested three-year period.[26] Table 30 below shows the aggregate figures for these 21 responding districts. Data from an additional 10 districts are not included because of discrepancies we were unable to resolve or because the data were not complete. (See table 30.)

**Table 30.** Total number of ELLs, former ELLs, and non-ELLs enrolled in gifted and talented

| | 2007–08 | 2008–09 | 2009–10 |
|---|---|---|---|
| ELLs in GT | 14,185 | 17,038 | 17,867 |
| Former ELLs in GT | 58,237 | 60,127 | 65,078 |
| Non-ELLs in GT | 156,206 | 161,933 | 166,138 |
| Sum | 228,628 | 239,098 | 249,083 |

Using the data on the 21 districts from table 30, exhibit 21 below shows the percentage of students participating in GT by ELL status during the 2007-08, 2008-09, and 2009-10 school years. (See exhibit 21.) During this three-year period, the enrollment in GT programs remained largely static for each group. ELLs represented about 6 to 7 percent of total GT enrollment over the period; former ELLs were about 25 percent of total GT enrollment; and non-ELLs constituted about two-thirds of all GT students in these districts over the period.

**Exhibit 21**. Percentage of students participating in GT by ELL status, 2007-08 to 2009–10




[26] For three districts that did not provide their total non-ELL enrollment data, we calculated the number of non-ELLs by subtracting the number of ELLs enrolled in GT from the total number of students enrolled in GT (numbers that were provided). Four other districts included in the table showed a small discrepancy between their total numbers of students enrolling in GT and the sum of their ELLs, former ELLs, and non-ELLs enrolling in GT. As such, the aggregate number (the sum) of students in GT in table 30 is slightly higher than the sum of its subgroups by 1 to 7 students, depending on the year.

Table 31 below contains figures on a larger set of districts, including those where there were discrepancies and districts that did not report data on all three subgroups. Districts whose ID include an asterisk are those whose subgroups add up to a different number from the total GT enrollment provided on the survey.[27]

**Table 31.** Enrollment in Gifted and Talented programs by ELL and Non-ELL status, 2007-08 to 2009-10

| Member | Years | Non- ELLs in GT as a % of all students in GT | ELLs in GT as a % of all students in GT | Former ELLs in GT as a % of all students in GT |
|---|---|---|---|---|
| 14 | 07-08 | 92.8 | 0.5 | 6.7 |
| | 08-09 | 99.4 | 0.6 | NR |
| | 09-10 | 90.1 | 0.6 | 9.3 |
| 71 | 07-08 | 91.9 | 6.0 | 2.1 |
| | 08-09 | 89.8 | 6.1 | 4.1 |
| | 09-10 | 89.6 | 5.4 | 5.0 |
| 13* | 07-08 | 87.9 | 1.6 | 10.5 |
| | 08-09 | 88.1 | 1.9 | 10.2 |
| | 09-10 | 88.3 | 2.5 | 9.8 |
| 55 | 07-08 | 92.9 | 0.7 | 6.5 |
| | 08-09 | 92.6 | 0.7 | 6.8 |
| | 09-10 | 92.4 | 0.6 | 7.0 |
| 40 | 07-08 | 59.9 | 7.0 | 33.1 |
| | 08-09 | 57.8 | 8.3 | 33.9 |
| | 09-10 | 54.3 | 7.6 | 38.2 |
| 67 | 07-08 | 68.8 | 6.8 | 24.4 |
| | 08-09 | 67.4 | 5.3 | 27.3 |
| | 09-10 | 66.0 | 5.3 | 28.7 |
| 39 | 07-08 | 65.8 | 13.3 | 20.9 |
| | 08-09 | 63.2 | 16.9 | 19.8 |
| | 09-10 | 59.6 | 21.0 | 19.4 |
| 11 | 07-08 | 60.5 | 2.1 | 37.5 |
| | 08-09 | 61.3 | 1.5 | 37.1 |
| | 09-10 | 62.7 | 1.3 | 36.1 |
| 18 | 07-08 | 97.0 | 0.3 | 2.7 |
| | 08-09 | 96.0 | 0.6 | 3.5 |
| | 09-10 | 97.8 | 0.5 | 1.7 |
| 32 | 07-08 | 59.7 | 1.8 | 38.5 |
| | 08-09 | 58.9 | 2.5 | 38.5 |
| | 09-10 | 59.0 | 1.9 | 39.1 |

[27] Districts that provided information on only one subgroup or on only a single year were excluded.

| Member | Years | Non- ELLs in GT as a % of all students in GT | ELLs in GT as a % of all students in GT | Former ELLs in GT as a % of all students in GT |
|---|---|---|---|---|
| 52* | 07-08 | 56.1 | 8.2 | 12.7 |
| | 08-09 | 80.2 | 8.3 | 12.6 |
| | 09-10 | 75.3 | 8.3 | 16.3 |
| 27 | 07-08 | 98.8 | 0.8 | 0.4 |
| | 08-09 | 98.5 | 0.9 | 0.5 |
| | 09-10 | 98.3 | 1.0 | 0.7 |
| 61 | 07-08 | 58.0 | 13.9 | 28.0 |
| | 08-09 | 57.3 | 7.4 | 35.3 |
| | 09-10 | 57.0 | 7.7 | 35.2 |
| 66* | 07-08 | 97.1 | 2.9 | 7.6 |
| | 08-09 | 97.6 | 2.4 | 8.5 |
| | 09-10 | 97.8 | 2.2 | 6.4 |
| 16* | 07-08 | 72.4 | 12.8 | 14.8 |
| | 08-09 | 70.7 | 13.4 | 15.8 |
| | 09-10 | 69.5 | 13.8 | 16.7 |
| 10* | 07-08 | 91.0 | 9.0 | 5.9 |
| | 08-09 | 90.0 | 10.0 | 7.4 |
| | 09-10 | 89.4 | 10.6 | 6.7 |
| 77 | 07-08 | 51.3 | 3.1 | 45.6 |
| | 08-09 | 51.3 | 2.6 | 46.2 |
| | 09-10 | 50.9 | 3.9 | 45.2 |
| 3* | 07-08 | 65.5 | 34.5 | 0.1 |
| | 08-09 | 61.5 | 33.3 | 5.3 |
| | 09-10 | 56.6 | 27.3 | 16.2 |
| 4 | 07-08 | 99.8 | NR | 0.2 |
| | 08-09 | 99.6 | 0.4 | NR |
| | 09-10 | 99.2 | 0.3 | 0.5 |
| 37* | 07-08 | 63.6 | 13.9 | 22.5 |
| | 08-09 | 69.6 | 6.6 | 23.9 |
| | 09-10 | 70.8 | 5.1 | 15.2 |
| 57* | 07-08 | 100.0 | 0.0 | NR |
| | 08-09 | 98.4 | 1.8 | NR |
| | 09-10 | NR | NR | NR |
| 28* | 07-08 | 95.8 | 4.2 | NR |
| | 08-09 | 95.8 | 4.2 | NR |
| | 09-10 | 97.5 | 5.0 | NR |
| 2* | 07-08 | 99.1 | 0.9 | NR |
| | 08-09 | 99.4 | 0.6 | NR |

| Member | Years | Non- ELLs in GT as a % of all students in GT | ELLs in GT as a % of all students in GT | Former ELLs in GT as a % of all students in GT |
|---|---|---|---|---|
| | 09-10 | 99.1 | 0.9 | NR |
| 7* | 07-08 | 99.1 | 0.9 | NR |
| | 08-09 | 98.8 | 1.2 | NR |
| | 09-10 | 99.1 | 0.9 | NR |
| 24* | 07-08 | 99.0 | 1.0 | NR |
| | 08-09 | 98.7 | 1.3 | NR |
| | 09-10 | 98.8 | 1.2 | NR |

NR = Not Reported

# VII. Financial Information

## Sources of Funding for ELL Programs (N = 33 Districts)

Support for ELL instructional programs is provided through a variety of funding streams that include state and local funds, and federal Title III funds. Under Title III of the ESEA, funds are awarded *via* two grants: Bilingual education and immigrant education grants. Districts were asked to report these funds as well as funding from state and local sources. According to the Council estimates, the 65 member districts in the Council received an average of $150 million annually in Title III funds over the three-year period between 2007–08 and 2009-10. About half the member districts (33) provided financial information on their ELL programs.

- Some 29 of the 33 responding districts reported their Title III allocations, which averaged $75 million annually between 2007–08 and 2009–10.

- Over the three-year period, the number of districts receiving Title III immigrant education grants, which are awarded by SEAs to LEAs with large increases in immigrant students, grew from 12 in 2007-08 to 17 in 2009-10. In 2007–08, 12 districts received immigrant education funds totaling $4.5 million. By 2009-2010, the number of districts had risen to 17, and the grants totaled $9 million.

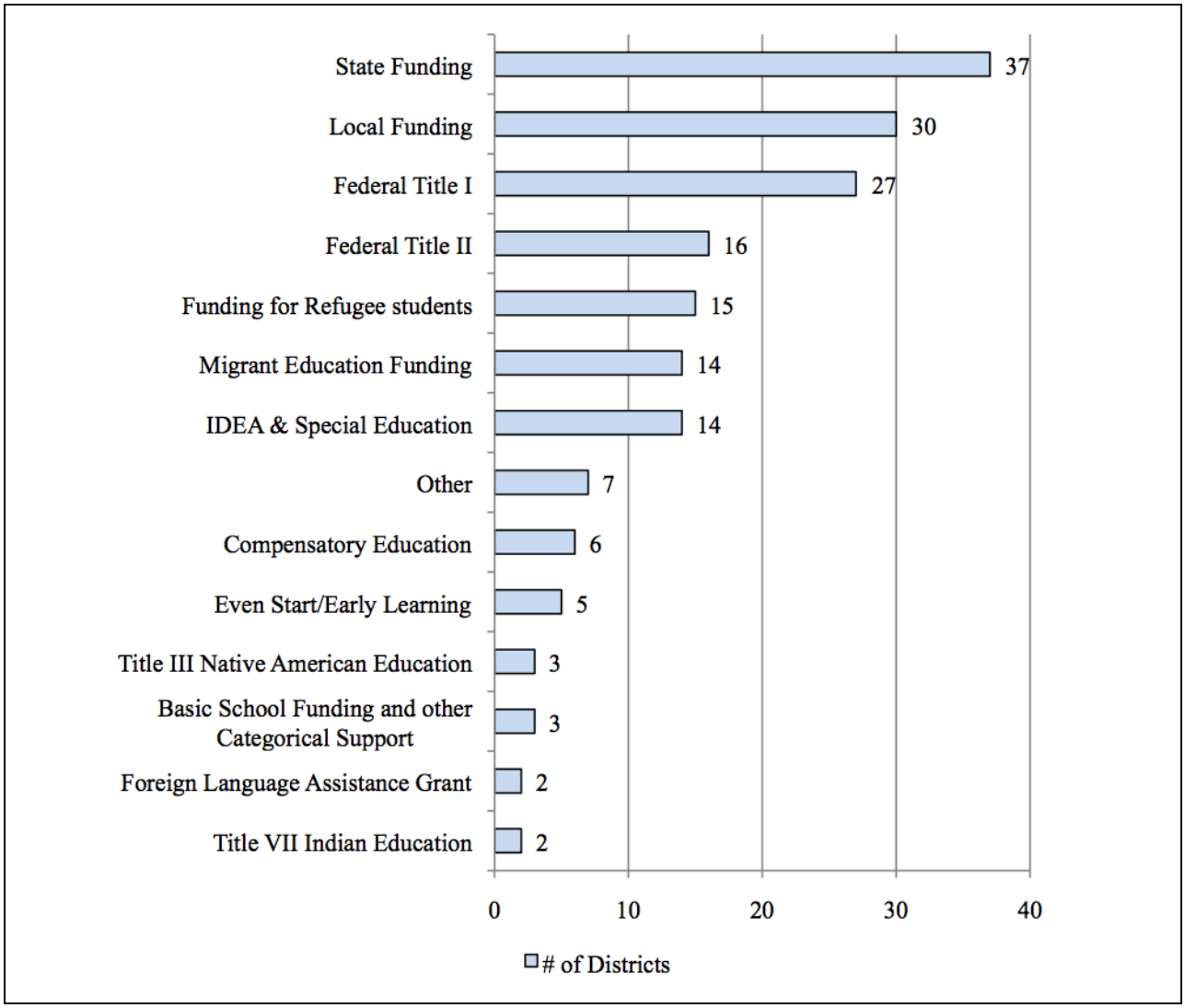
- A total of 17 districts reported receiving state funds to support their ELL programs. In the aggregate, this state funding rose from $263 million in 2007–08 to $355 million in 2009–10.

- Only six districts reported providing local funds for ELL programs on top of their federal and state funding. Local funding totaled $305 million in 2007–08 and $348 million in 2009–10.

## Basic School Funding and Other Categories of Support for ELL Programs
## (N = 45 Districts)

Districts also provided information on other sources of funding (i.e., other than Title III funds or ELL-funding from state or local sources) that support ELL programs. These other sources included general state and local education funding, special funding from various sources for refugee and migrant students, and funding for compensatory education (state or federal) and special education. (Exhibit 22.)

**Exhibit 22**. Basic school funding and other categories of support for ELL programs by number of districts




In the 45 districts responding, the two most frequently listed sources of support for ELL programs were state funds (37 districts) and local funds (30 districts). Slightly over half of the districts (27 of 45) indicated that Title I funds were used to support ELL programs. Responses designating the "other" category included school impact grants and funding from the American Recovery and Reinvestment Act.

## Estimated Number of ELLs Served with Title III Funds (N = 37 Districts)

The number of districts providing data on the number of ELLs served by Title III funds was greater than the number of districts providing financial data about their Title III allocations. Most likely, this is because it may be hard for ELL offices to get data from their finance offices. The aggregate figures for the 37 districts showed that, while the total ELL enrollment decreased by over 2,000 students between 2007–08 and 2009–10, the total number of ELLs served by Title III increased by 14,336. In 2007–08, Title III was reaching 94 percent of ELLs in these 37 districts, but in 2009–10 the percentage had increased to 96 percent (see table 32).

**Table 32.** ELL enrollment and ELLs served with Title III funds in responding districts

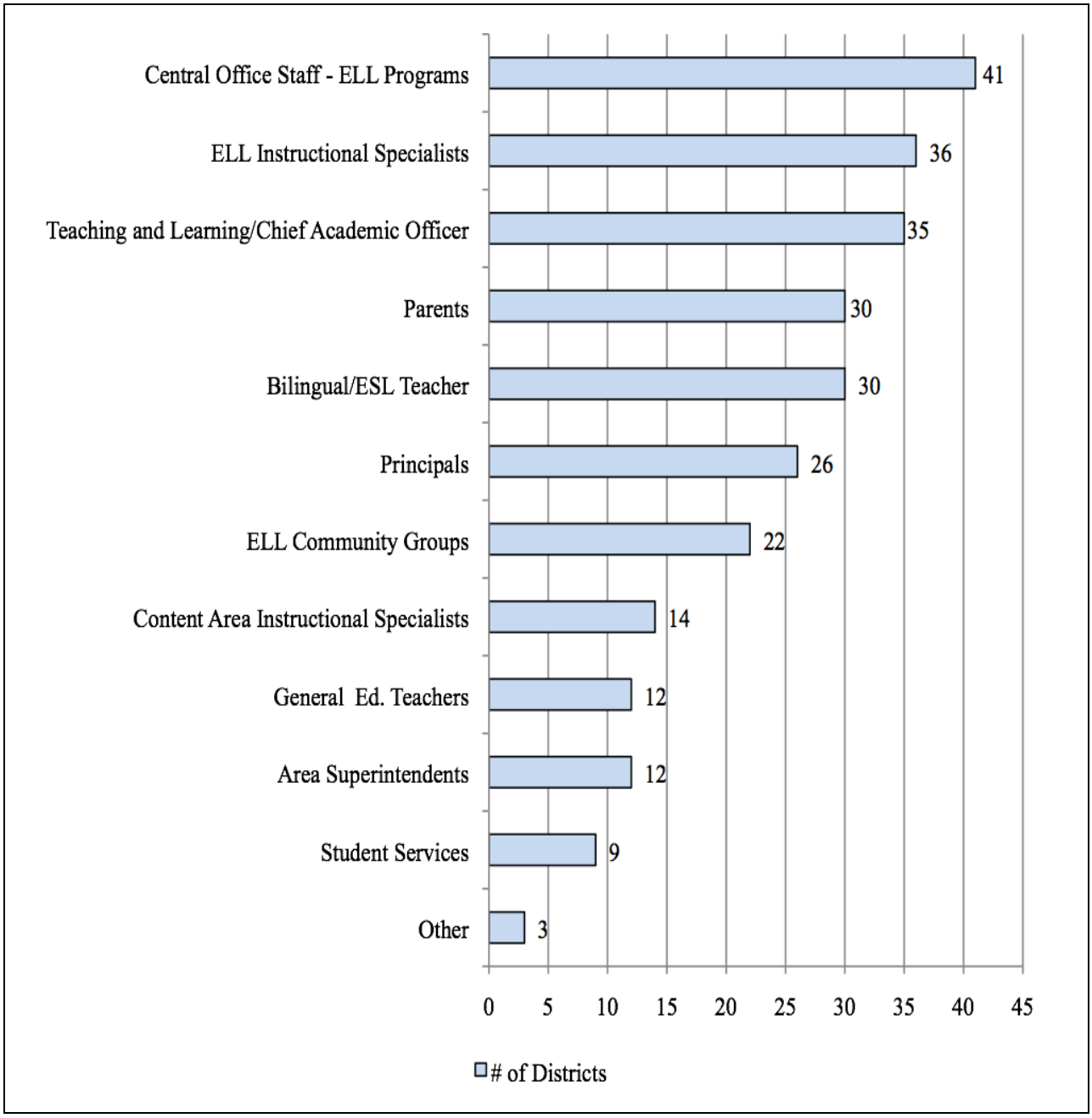
| | 2007-08 | 2008-09 | 2009-10 |
|---|---|---|---|
| Total ELLs K—12 | 911,491 | 903,957 | 909,762 |
| Total ELLs served with Title III funds | 854,514 | 855,137 | 868,850 |
| ELLs served with Title III as a percentage of total ELLs | 94% | 95% | 96% |

## Stakeholders that Provide Input on the Use of Title III Funds (N = 43 Districts)

Districts reported a wide range of stakeholders who provide input on the use of Title III funds. In addition to central office ELL program staff, districts indicated the following (see exhibit 23):

- Thirty or more of the responding districts said they sought input from ELL instruction specialists, teachers, chief academic officers, bilingual/ESL teachers, and parents.
- Twenty-six of the 43 responding districts indicated that principals provided input.
- Twenty-two districts of the respondents sought input from ELL community groups.
- Fourteen districts indicated that they solicited input from general educators in the content areas, general education teachers, administrators, or those providing student services.

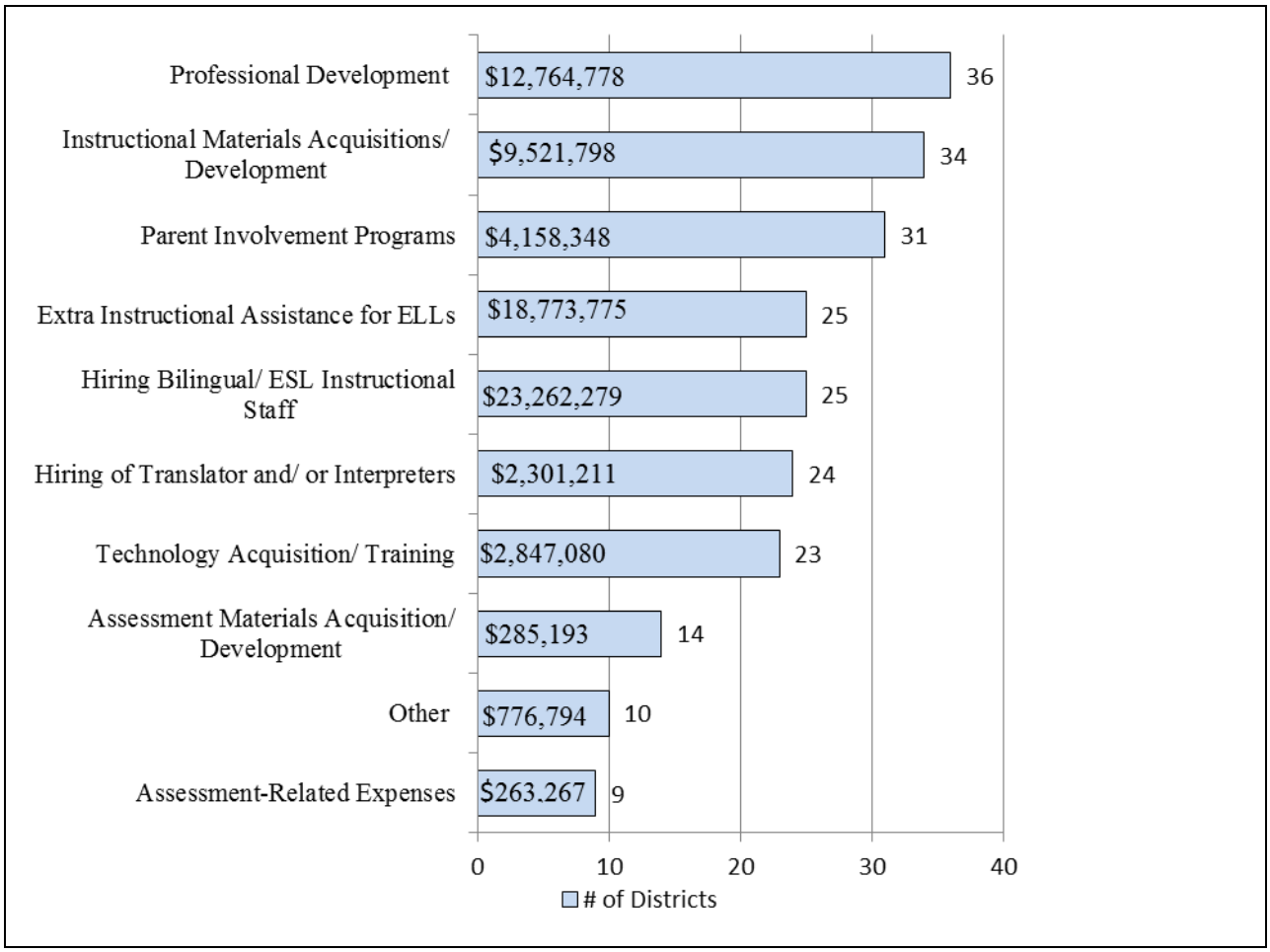
**Exhibit 23.** Stakeholders that provide input on the use of Title III funds



## Uses of Title III Funds (N = 41 Districts)

Title III of NCLB allows school districts to use funds under the act for a variety of purposes. The uses are relatively broad, but in some instances, state educational agencies impose more narrow interpretations of the allowable expenses as they carry out their monitoring responsibilities related to the expenditure of funds. Exhibit 24 summarizes how the 41 responding districts use their Title III funds.

**Exhibit 24**. ELL services and Title III funds, 2009–10




District responses vary depending on a number of factors, including state interpretation of Title III requirements, state and local priorities, and instructional needs.

- Professional development was the most frequently reported use of Title III funds, totaling $12.8 million in the 41 responding districts. Two other uses were frequently mentioned—acquisition of instructional materials and parent involvement programs—for a combined total of $13.6 million.

- The two ELL-related categories with the highest expenditures were extra instructional assistance for ELLs and hiring of bilingual/ESL instructional staff. Twenty-five districts

reported spending $18.7 million for the first of these activities and $23.2 million for the second.

### *Professional Development Activities*

Thirty nine of the 41 responding districts also provided detailed information about professional development. (See table 33.) Some 15 districts provided professional development to a range of instructional staff and administrators, such as principals, bilingual/ESL teachers, other teachers, and coaches. In addition, 10 of these 15 districts also included paraprofessionals in their professional development. Survey results showed that--

- The majority of responding districts (33 of 39) provided professional development to bilingual/ESL teachers.

- Over half the responding districts reported that principals also received Title III-funded professional development.

**Table 33.** Professional development staff

| District ID | Bilingual/ESL Teachers | Other Teachers | Coaches | Principals | Paraprofessionals |
|---|---|---|---|---|---|
| 7 | ✓ | ✓ | ✓ | ✓ | ✓ |
| 13 | ✓ | ✓ | ✓ | ✓ | ✓ |
| 45 | ✓ | ✓ | ✓ | ✓ | ✓ |
| 9 | ✓ | ✓ | ✓ | ✓ | ✓ |
| 57 | ✓ | ✓ | ✓ | ✓ | ✓ |
| 20 | ✓ | ✓ | ✓ | ✓ | ✓ |
| 28 | ✓ | ✓ | ✓ | ✓ | ✓ |
| 19 | ✓ | ✓ | ✓ | ✓ | ✓ |
| 67 | ✓ | ✓ | ✓ | ✓ | ✓ |
| 60 | ✓ | ✓ | ✓ | ✓ | ✓ |
| 71 | ✓ | ✓ | ✓ | ✓ | |
| 41 | ✓ | ✓ | ✓ | ✓ | |
| 29 | ✓ | ✓ | ✓ | ✓ | |
| 24 | ✓ | ✓ | ✓ | ✓ | |
| 11 | ✓ | ✓ | ✓ | ✓ | |
| 1 | ✓ | ✓ | ✓ | | ✓ |
| 18 | ✓ | ✓ | ✓ | | |
| 14 | ✓ | ✓ | ✓ | | |
| 2 | ✓ | ✓ | | ✓ | ✓ |
| 63 | ✓ | ✓ | | ✓ | ✓ |
| 79 | ✓ | ✓ | | ✓ | |
| 10 | ✓ | ✓ | | | ✓ |
| 46 | ✓ | ✓ | | | ✓ |
| 4 | ✓ | ✓ | | | ✓ |
| 32 | ✓ | | ✓ | | ✓ |
| 39 | ✓ | | ✓ | ✓ | |
| 27 | ✓ | | ✓ | | |
| 30 | ✓ | | | ✓ | ✓ |
| 26 | ✓ | | | ✓ | |
| 16 | ✓ | | | ✓ | |
| 44 | ✓ | | | | |
| 33 | ✓ | | | | |
| 74 | ✓ | | | | |

| District ID | Bilingual/ESL Teachers | Other Teachers | Coaches | Principals | Paraprofessionals |
|---|---|---|---|---|---|
| 66 | | | ✓ | | |
| 55 | | | ✓ | | |
| 61 | | | ✓ | | |
| 3 | | | ✓ | | |
| 40 | | | | | |
| 77 | | | ✓ | | |
| **Total** | **33** | **24** | **26** | **22** | **18** |

Thirty-nine districts responded on the content or focus of the professional development provided in 2009–10. (See table 34.) Nineteen (19) of the responding districts provided comprehensive professional development encompassing the following instructional topics: instructional strategies, language acquisition, literacy, compliance with *Lau*, and ELL program models.[28] Furthermore, the results showed that--

- All responding districts covered instructional strategies.
- The vast majority of districts (33 of 39) also covered language acquisition.
- A total of 28 districts included assessment protocols in their Title III professional development activities.

**Table 34**. Content of district professional development

| District ID | Instructional Strategies | Language Acquisition | Literacy | Law Compliance/ Legal Requirements | ELL Program Models | Assessment Protocols | Achievement Data Use |
|---|---|---|---|---|---|---|---|
| 45 | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| 20 | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| 57 | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| 40 | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| 77 | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| 3 | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| 29 | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| 13 | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| 41 | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| 24 | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| 67 | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| 10 | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| 18 | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| 60 | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| 4 | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| 9 | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| 71 | ✓ | ✓ | ✓ | ✓ | ✓ | | ✓ |
| 19 | ✓ | ✓ | | | ✓ | ✓ | ✓ |
| 44 | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | |
| 32 | ✓ | ✓ | ✓ | | ✓ | ✓ | ✓ |
| 30 | ✓ | ✓ | ✓ | ✓ | | ✓ | ✓ |
| 1 | ✓ | ✓ | ✓ | | ✓ | ✓ | ✓ |
| 14 | ✓ | ✓ | ✓ | ✓ | ✓ | | |
| 11 | ✓ | ✓ | | ✓ | ✓ | | ✓ |
| 61 | ✓ | ✓ | ✓ | | ✓ | | |
| 66 | ✓ | ✓ | ✓ | | | ✓ | ✓ |
| 2 | ✓ | ✓ | ✓ | | | ✓ | ✓ |

[28] *Lau v. Nichols*, 414 U.S. 563 (1974)

| District ID | Instructional Strategies | Language Acquisition | Literacy | Law Compliance/ Legal Requirements | ELL Program Models | Assessment Protocols | Achievement Data Use |
|---|---|---|---|---|---|---|---|
| 28 | ✓ | ✓ | | ✓ | ✓ | | |
| 46 | ✓ | | ✓ | | | ✓ | ✓ |
| 26 | ✓ | ✓ | | | ✓ | ✓ | |
| 39 | ✓ | ✓ | ✓ | | | | ✓ |
| 16 | ✓ | ✓ | ✓ | | | | ✓ |
| 63 | ✓ | | | ✓ | | ✓ | ✓ |
| 27 | ✓ | | ✓ | | | ✓ | |
| 79 | ✓ | | | ✓ | | ✓ | |
| 33 | ✓ | | ✓ | | | | |
| 55 | ✓ | ✓ | | | | | |
| 74 | ✓ | ✓ | | | | | |
| 7 | ✓ | | | | | | |
| **Total** | **39** | **33** | **30** | **24** | **26** | **28** | **28** |

### *Extra Instructional Assistance for ELLs*

The data from the survey indicate that nearly $19 million in Title III funds support extra instructional assistance for ELLs. Thirty-three of the 41 districts that provided information on their funding also supplied data on the extra instructional assistance afforded to ELLs. Of the 33 responding districts providing information on this issue, the largest number indicated that funds are used for tutoring. Three other activities were also prominent: supporting before/after school programs, extending the school year, and supporting newcomer centers.

Table 35 shows the activities supporting instructional assistance for ELL by district. Slightly more than half the districts providing tutoring also provided before/after school programs and a similar portion used funds to support extended school year programs (11 of 27 districts) or support newcomer centers (13 of 27 districts).

**Table 35**. Extra instructional assistance for ELLs

| District ID | Tutoring | Before/After School Program | Extended School Year | Newcomer Centers | Pull out services |
|---|---|---|---|---|---|
| 40 | ✓ | ✓ | ✓ | ✓ | |
| 63 | ✓ | ✓ | ✓ | ✓ | ✓ |
| 18 | ✓ | ✓ | ✓ | | ✓ |
| 39 | ✓ | ✓ | ✓ | | |
| 93 | ✓ | ✓ | ✓ | | |
| 60 | ✓ | ✓ | ✓ | | |
| 66 | ✓ | ✓ | ✓ | | |
| 9 | ✓ | ✓ | | ✓ | |
| 1 | ✓ | ✓ | | ✓ | ✓ |
| 46 | ✓ | ✓ | | ✓ | |
| 26 | ✓ | ✓ | | ✓ | |
| 11 | ✓ | ✓ | | ✓ | |
| 57 | ✓ | ✓ | | ✓ | |
| 30 | ✓ | ✓ | | ✓ | |
| 44 | ✓ | ✓ | | | |
| 32 | ✓ | ✓ | | | ✓ |
| 29 | ✓ | ✓ | | | |
| 41 | ✓ | | ✓ | ✓ | |
| 14 | ✓ | | ✓ | | |
| 7 | ✓ | | ✓ | | |
| 2 | ✓ | | ✓ | | |
| 28 | ✓ | | | ✓ | |
| 74 | ✓ | | | ✓ | |
| 4 | ✓ | | | ✓ | ✓ |
| 55 | ✓ | | | | |
| 67 | ✓ | | | | |
| 33 | ✓ | | | | |
| 16 | | | ✓ | ✓ | |
| 19 | | | ✓ | | |
| 10 | | | ✓ | | |
| 77 | | | ✓ | | |
| 13 | | | | | |
| 79 | | | | | ✓ |
| **Total** | **27** | **17** | **15** | **14** | **6** |

## Setting Budget Priorities (N = 31 Districts)

A total of 31 districts answered the question about how they set priorities among competing needs in determining how to allocate their Title III funds in support of ELL instruction and services. This was an open-ended question to allow district staff to elaborate. (See table 36.) We found that in many cases the districts' discretion was hampered by state agencies' narrow interpretation of how Title III funds could be spent.

**Table 36**. Districts' budgeting priorities for Title III funds

| Member name | How did you set priorities among competing needs within the Title III budget? |
|---|---|
| Albuquerque | NM does not allow any personnel expenditures out of Title III. ELL instructional materials acquisition, professional development, and extended learning opportunities for ELL students. |
| Anchorage | Alaska SEA prohibits the use of Title III funds to provide direct services or language instruction to students other than two extra ELL counselors.<br>Central office determines priority expenditures in schools. Part-time assessment person responsible for training staff. For 2010-2011, hired a refugee support teacher. Summer school and after school tutorials. Interpretation and translation supported by state and local general funds. |
| Atlanta | Needs were prioritized based on federal regulations, as well as feedback received from Title III monitoring. Title III funds were spent expenditures include salaries and benefits for ESOL program specialists and supporting instruction in schools where ELLs are served. |
| Austin | Priorities based on review of academic data by campuses and number of ELLs; priority given to implementation of dual language across primary grades districtwide. |
| Baltimore | Student numbers and the need for parent interpreters/liaisons/translations. |
| Broward County | Priorities are determined by ELL student enrollment per school, student academic achievement levels, and identified instructional needs. |
| Buffalo | Prioritization of Title III fund expenditures takes into account the availability of other sources of funding. Priorities determined by state mandates, state's reform agenda, and the District's Title III corrective action plan, focused on three main areas: professional development, extended learning opportunities, and parental involvement. |
| Charlotte-Mecklenburg | The application and budget were developed with input from an advisory team. Also, we have state and local LEP funding, so the Title III budget is developed in the context of additional funding sources. All uses are supplemental to local and state. |
| Cincinnati | Priority given to staffing and services to allow parent/home communication and support |
| Cleveland | The administrative team sets the priority based on improving instruction and enhancing implementation. Priorities include:<br>Aligning ESL curriculum and material to districtwide scope and sequence<br>Meeting needs of newcomer students in a newcomer program<br>Professional development needs. |
| Dayton | Competing needs within Title III were prioritized to support student achievement in |

| Member name | How did you set priorities among competing needs within the Title III budget? |
|---|---|
| | academic content and English language acquisition. The district employs highly qualified ESL paraprofessionals for direct instruction to ELLs and provides ongoing professional development for ESL teachers and general education teachers and staff |
| District of Columbia | Based on school needs and overall District goals and initiatives. |
| Duval | Staffing needs and curriculum needs by student performance. In 2008 and 2009, purchasing assessment material for Spanish language acquisition for our dual language programs. |
| East Baton Rouge | Instructional specialists, parent /community Liaison, Instructional materials including technology, and external evaluation. |
| Fort Worth | According to data and need. |
| Hillsborough | Based on AYP/language proficiency levels/demographics, ELL, immigrant/immigrant refugee. Use of disaggregated districtwide data and input from district/site-based administrators. |
| Houston | Through a committee with the multilingual department staff. |
| Indianapolis | Based on schools with greatest needs. |
| Little Rock | Based on guidance from SEA, Title III funds support increased learning opportunities for ELLs such as extended day and extended year. Student ELDA scores are reviewed to help determine resource allocation. |
| Los Angeles | Fiscal priorities are established based on analyses of English learner student achievement data (language development and grade-level proficiency metrics). Title III funds are spent on hiring supplemental EL instructional support staff, professional development, and supplemental/intervention services for ELs not making adequate progress in the areas of English language development and core content subjects. |
| Memphis City | Input from ESL staff and teachers, school faculties and administrators, parents, and community groups. State and local funds used for assessment needs, technology upgrades, and hiring additional translators/interpreters. |
| Miami-Dade | The district prioritizes based on state and district ELL student academic performance data to provide supplemental support. Priorities include providing supplemental tutoring, supplemental research-based materials, software technology appropriate for ELLs, and technical support to schools with large ELL populations, as well as professional development, coaching, and mentoring for teachers who provide instruction to ELL students. |
| Norfolk | Competing needs were prioritized according to student population, staffing, and professional needs. |
| Oakland | Priorities set according to compliance requirements including ELD instruction and professional development on scaffolding for ELs. District data are analyzed to identify subgroups within the EL population who may need more support such as newcomer students. |
| Omaha | The budget decisions are based on input from staff, school board, parents and the community and are in alignment with the district aims of high student achievement, professional development of staff, and development of partnerships/parental involvement. |

| Member name | How did you set priorities among competing needs within the Title III budget? |
|---|---|
| Providence | The priorities in the past were supporting district initiatives and ensuring that new arrival ELLs and SIFEs have had access to quality summer instruction. |
| Richmond | At the conclusion of ACCESS and SOL testing, data are collected to determine the specific needs for the upcoming school year. The Title III grant continues to focus on the priorities to provide service to EL and the parents, and professional development for teachers. |
| San Francisco | According to our district's Lau Plan or Master Plan for English Learners. |
| Seattle | Funds were prioritized based on ELL student performance data by school. |
| St. Paul | St. Paul Public Schools' Title III priorities were determined in consultation with the MN State Department of Education's ELL division and state guidelines. The priorities are as follows: supplemental services in the form of professional development and paraprofessional support. |
| Wichita | Newcomer needs<br>School needs<br>Family Literacy |

# VIII. Conclusion

This report was based on an extensive survey of members of the Council of the Great City Schools in 2012. The survey asked for detailed information on the numbers of English language learners (ELLs) enrolled in each of our Great City School districts, the languages that the students spoke, and the numbers of these students who also need special education services. The report also contains new data on how ELLs are defined and identified and what their options are for enrolling in instructional programs. Moreover, the survey asked for information on the recruitment, hiring, and evaluation of teachers working with ELLs, as well as data on state requirements for the credentialing and certification of teachers of ELL students.

This report also presents additional survey data on ELL teacher shortages and the distribution of ELL staff. New information is presented on the sources of funding for ELL programs, the uses of federal Title III funding, and the way budget priorities are set. Finally, the report presents new analyses of NAEP performance data on ELLs, and offers a new look at Algebra I completion rates and gifted and talented program participation rates among ELLs. In sum, the data in this report are among the most comprehensive gathered on ELL students in the nation's largest urban school systems.

The results show that the overall counts of ELLs vary, depending on the sources used. In general, the figures estimate that about five million English language learners attend school in grades preK–12 in the United States and that the numbers are growing rapidly. Nationally, approximately 24 percent of these students attend school in one of the Great City School districts. In these districts, ELLs now account for about 17 percent of the total enrollment. In addition, between 12 and 14 percent of ELLs are receiving special education services, about the same participation rate of students generally. The numbers vary somewhat, depending on the source of the data.

The data also show that five languages account for approximately 91.5 percent of all languages spoken by ELLs enrolled in the Great City Schools: Spanish, Chinese, Haitian Creole, Hmong, and Vietnamese. Los Angeles, New York City, Miami-Dade County, Dallas, and San Diego enroll the largest numbers of Spanish-speaking ELLs. Ten responding cities have numbers of ELLs that comprise 30 percent or more of their total enrollments.

In addition to the variation in defining what an ELL is, there is considerable difference from city to city in the options that parents have for enrolling their children in language programs. This variation is typically defined by state law or policy. Some policies allow parents to opt out of all ELL services; other opt-out options apply solely to bilingual education or English as a second language (ESL) services. In addition, some city school systems with opt-out requirements may also have opt-in instruction. Other districts have options that are defined over and above the state policies and guidelines.

Survey results also demonstrate that most responding urban school districts have a variety of methods for identifying and recruiting teachers to work with ELLs. Methods include partnerships with local colleges and universities, grow-your-own strategies, alternative certification efforts, job fairs and international recruitment, and bilingual education conferences. Most districts used multiple methods, and not quite half of the districts indicated that they were experiencing or anticipated experiencing shortages of qualified teachers.

It was also interesting to note that most districts evaluate their ELL and ESL teachers on their instruction of ELL students, but do not evaluate their general education teachers on ELL instruction. Very few districts require professional development for the general education teachers on ELL strategies. However, most of the responding districts are located in states that require an ESL or ELD license, certification, or endorsement. Nonetheless, the data show that teachers with such endorsements are not necessarily assigned to work with ELLs.

The district-reported data also showed that Council-members receive about $75 million in federal Title III funds each year, in addition to state funding, to meet the language and academic needs of these students. In addition, the responding districts are able to devote some local funds, refugee aid, migrant education funding, IDEA, Title I, and Title VII Indian Education funding to these students. Most Title III funds were devoted to professional development, the acquisition of instructional materials, parent involvement efforts, instructional assistance, and hiring of instructional staff and/or translators. Most professional development is given to bilingual or ESL teachers, but some districts also provide training to general education teachers. Training typically focuses on instructional strategies, language acquisition, literacy, legal requirements, ELL program models, assessment protocols, and use of data. Extra instructional assistance typically comes in the form of tutoring, before/after school programming, an extended school year, newcomer centers, and pull-out services.

Finally, the report shows limited amounts of data on English language proficiency (ELP) results. Most districts report English proficiency on five to six levels; others use four. English proficiency varied considerably from one district to another, but the data were not comparable because of differing tests, definitions, and cut-off scores. We also used National Assessment of Educational Progress (NAEP) data on ELLs since there is a large city sample and data on individual participating cities. The results showed wide gaps in reading and mathematics between ELLs and non-ELLs. In addition, trend lines suggest that ELLs have not made meaningful progress academically between 2005 and 2011, the most recent NAEP data points. However, the data demonstrate that former ELLs do almost as well in reading and math as do non-ELLs, suggesting that, once students emerge from programs, they can do well. Moreover, disproportionately low numbers of ELLs participated in gifted and talented programs or successfully completed Algebra I in the eighth or ninth grades.

The overall picture painted in the report suggests that there are numerous programs and activities in place to improve the academic attainment of ELLs but that considerable work remains to bring these students to parity with their non-ELL peers. The process of collecting data for this report alone indicated that ELL staffing and programming was largely not well integrated with other instructional initiatives, professional development activities, staffing, or funding. This lack of integration is likely to exact a higher toll on students as the new, more rigorous common core standards are put into place and expectations for performance rise. The Council of the Great City Schools hopes that these data will serve as an important spur in ensuring that all our urban students receive the instruction they need to be career and college ready.

# IX. Appendices

**Appendix A.** Full Names of Council Member Districts

| Districts that submitted data | Districts that did not Submit data |
|---|---|
| Albuquerque Public Schools | Birmingham City Schools |
| Anchorage School District | Charleston County School District |
| Atlanta Public Schools | Chicago Public Schools |
| Austin Independent School District | Columbus City Schools |
| Baltimore City Public Schools | Des Moines Independent Community School District |
| Boston Public Schools | Detroit Public Schools |
| Broward County Public Schools | Jackson Public Schools |
| Buffalo City School District | Kansas City Public Schools |
| Caddo Parish Public Schools | Long Beach Unified School District |
| Charlotte-Mecklenburg Schools | Metropolitan Nashville Public Schools |
| Cincinnati Public Schools | New Orleans Public Schools |
| Clark County School District | Newark Public Schools |
| Cleveland Metropolitan School District | Oklahoma City Public Schools |
| Dallas Independent School District | Orange County Public Schools |
| Dayton Public Schools | Portland Public Schools |
| Denver Public Schools | Rochester City School District |
| District of Columbia Public Schools | Sacramento City Unified School District |
| Duval County Public Schools | The School District of Palm Beach County |
| East Baton Rouge Parish School System | The School District of Philadelphia |
| Fort Worth Independent School District | |
| Fresno Unified School District | |
| Guilford County Schools | |
| Hillsborough County Public Schools | |
| Houston Independent School District | |
| Indianapolis Public Schools | |
| Jefferson County Public Schools | |
| Little Rock School District | |
| Los Angeles Unified School District | |
| Memphis City Schools | |
| Miami-Dade County Public Schools | |
| Milwaukee Public Schools | |
| Minneapolis Public Schools | |
| New York City Department of Education | |
| Norfolk Public Schools | |
| Oakland Unified School District | |
| Omaha Public Schools | |
| Pittsburgh Public Schools | |
| Providence Public School District | |
| Richmond Public Schools | |
| San Diego Unified School District | |
| San Francisco Unified School District | |
| Seattle Public Schools | |
| St. Louis Public Schools | |
| St. Paul Public Schools | |
| Toledo Public Schools | |
| Wichita Public Schools | |

**Appendix B.** Tests Used by the States for Initial Classification of English Language Learners for the 2009–10 School Year

| State | Test used | Type of test |
|---|---|---|
| Alabama | W-APT | WIDA Screener/placement test |
| Alaska | New IDEA Proficiency Test | ELP test |
| Arizona | AZELLA | ELP test (customized form of the SELP) |
| Arkansas | District chosen (LAS II or MAC II) | Combination |
| California | CELDT | ELP test |
| Colorado | CELA placement test | Screener/placement test |
| Connecticut | LAS Links Placement Test, LAS, or any ELP test | Screener/placement test or ELP test |
| Delaware | W-APT or MODEL | WIDA Screener/placement test |
| District of Columbia | W-APT | WIDA Screener/placement test |
| Florida | CELLA screener, LAS, or other test chosen by the district | Combination |
| Georgia | W-APT | WIDA Screener/placement test |
| Hawaii | LAS Links Placement Test | Screener/placement test |
| Idaho | Idaho English Language Assessment (IELA) | Screener/placement test |
| Illinois | W-APT, MODEL | WIDA Screener/placement test |
| Indiana | LAS Links Placement Test | Screener/placement test |
| Iowa | LAS, IPT (chosen by district) | |
| Kansas | KELPA, KEOPA-P, IPT, LAS, LAS Links, or LPTS (chosen by district) | Combination |
| Kentucky | W-APT | WIDA Screener/placement test |
| Louisiana | Chosen by district | Combination |
| Maine | W-APT or MODEL | WIDA Screener/placement test |
| Maryland | LAS Links Placement Test | Screener/placement test |
| Massachusetts | Chosen by district | Combination |
| Michigan | ELPA Initial Screening | Screener/placement test |
| Minnesota | Chosen by district | |
| Mississippi | W-APT | WIDA Screener/placement test |
| Missouri | W-APT | WIDA Screener/placement test |
| Montana | Chosen by district | Combination |
| Nebraska | Chosen by district | Combination |
| Nevada | Pre-LAS or LAS Links | Pre-LAS is a screener test; LAS Links is an ELP test |
| New Hampshire | W-APT WIDA | Screener/placement test |
| New Jersey | Chosen by district | Combination |
| New Mexico | W-APT | WIDA Screener/placement test |
| New York | Language Assessment Battery-Revised (LAB-R) | Screener/placement test |
| N. Carolina | W-APT or MODEL | WIDA Screener/placement test |
| N. Dakota | W-APT | WIDA Screener/placement test |
| Ohio | Chosen by district | Combination |
| Oklahoma | W-APT | WIDA Screener/placement test |
| Oregon | Chosen by district | |
| Pennsylvania | W-APT | WIDA Screener/placement test |
| Rhode Island | W-APT | WIDA Screener/placement test |

| State | Test used | Type of test |
|---|---|---|
| S. Carolina | District chosen (Woodcock Munoz Language Survey, LAS, IPT) | Combination |
| S. Dakota | W-APT | WIDA Screener/placement test |
| Tennessee | State developed test designed to be aligned with the ELDA | Screener/placement test |
| Texas | Chosen by district | Combination |
| Utah | Chosen by district | Combination |
| Vermont | W-APT | WIDA Screener/placement test |
| Virginia | W-APT or chosen by district | WIDA Screener/placement test |
| Washington | WLPT-II Placement | WLPT Screener/placement test (customized version of the SELP) |
| W. Virginia | Woodcock Munoz Language | Survey Screener/placement test |
| Wisconsin | W-APT | WIDA Screener/placement test |
| Wyoming | Chosen by district (but all used W-APT) | WIDA Screener/placement test |

**Appendix C.** English Language Proficiency Assessments by State, SY2009–10

| State | English language proficiency assessment |
|---|---|
| Alabama | Accessing Comprehension and Communication in English State to State (ACCESS) |
| Alaska | IDEA Proficiency Test (IPT) |
| Arizona | Arizona English Language Learner Assessment (AZELLA) (customized version of the SELP) |
| Arkansas | English Language Development Assessment (ELDA) |
| California | California English Language Development Test (CELDT) |
| Colorado | Colorado English Language Assessment (CELA) (customized version of LAS Links) |
| Connecticut | Language Assessment Scales Links (LAS Links) |
| Delaware | ACCESS |
| District of Columbia | ACCESS |
| Florida | Comprehensive English Language Learning Assessment (CELLA) |
| Georgia | ACCESS |
| Hawaii | ACCESS |
| Idaho | Idaho English Language Assessment (IELA) (items drawn from MWAC item bank) |
| Illinois | ACCESS |
| Indiana | LAS Links |
| Iowa | ELDA |
| Kansas | Kansas English Language Proficiency Assessment (KELPA) |
| Kentucky | ACCESS |
| Louisiana | ELDA |
| Maine | ACCESS |
| Maryland | LAS Links |
| Massachusetts | Massachusetts English Proficiency Assessment-Reading and Writing (MEPA-R/W) and Massachusetts English Language Assessment-Oral (MELA-O) |
| Michigan | Michigan English Language Proficiency Assessment (MI-ELPA) (items initially drawn from MWAC and SELP item banks) |
| Minnesota | K-2 Reading and Writing Checklist<br>Test of Emerging Academic English (TEAE) (grades 3-12)<br>Minnesota Modified Student Oral Language Observation Matrix (MN-SOLOM) (grades K-12) |
| Mississippi | ACCESS |
| Missouri | ACCESS |
| Montana | MontCAS English Language Proficiency Assessment (MontCAS ELP) (adapted items from MWAC) |
| Nebraska | ELDA |
| Nevada | Nevada State English Language Proficiency Assessment (NV-ELPA) |
| New Hampshire | ACCESS |
| New Jersey | ACCESS |
| New Mexico | ACCESS |
| New York | New York State English as a Second Language Achievement Test (NYSESLAT) (items initially drawn from SELP item bank) |
| N. Carolina | ACCESS |
| N. Dakota | ACCESS |
| Ohio | Ohio Test of Language Acquisition (OTELA) (modified version of ELDA) |

| State | English language proficiency assessment |
|---|---|
| Oklahoma | ACCESS |
| Oregon | Oregon English Language Proficiency Assessment (OR-ELPA) |
| Pennsylvania | ACCESS |
| Rhode Island | ACCESS |
| S. Carolina | ELDA |
| S. Dakota | ACCESS |
| Tennessee | Tennessee English Language Placement Assessment (TELPA) |
| Texas | Texas English Language Proficiency Assessment Systems (TELPAS) |
| Utah | Utah Academic Language Proficiency Assessment (UALPA) (adapted items from MWAC) |
| Vermont | ACCESS |
| Virginia | ACCESS |
| Washington | Washington Language Proficiency Test II (WLPT–II) (customized version of SELP) |
| W. Virginia | ELDA, but renamed West Virginia Test for English Language Learners (WESTELL) for use in the state |
| Wisconsin | ACCESS |
| Wyoming | ACCESS |

**Appendix D.** Entity Determining Hiring Priorities for ELL Teachers by District

| Member name | Human resources with input from ELL programs office | Principal or campus administration | Central office /programs office | Human resources office alone |
|---|---|---|---|---|
| 40 | ✓ | ✓ | ✓ | |
| 4 | ✓ | ✓ | ✓ | ✓ |
| 41 | ✓ | ✓ | ✓ | |
| 19 | ✓ | ✓ | ✓ | |
| 24 | ✓ | ✓ | ✓ | |
| 49 | ✓ | ✓ | ✓ | |
| 71 | ✓ | ✓ | ✓ | ✓ |
| 33 | ✓ | ✓ | ✓ | |
| 93 | ✓ | ✓ | ✓ | |
| 61 | ✓ | ✓ | | |
| 20 | ✓ | ✓ | | |
| 29 | ✓ | ✓ | | |
| 28 | ✓ | ✓ | | |
| 26 | ✓ | ✓ | | |
| 52 | ✓ | ✓ | | |
| 60 | ✓ | ✓ | | |
| 32 | ✓ | ✓ | | |
| 66 | ✓ | ✓ | | |
| 10 | ✓ | | ✓ | ✓ |
| 16 | ✓ | | | ✓ |
| 18 | ✓ | | ✓ | |
| 30 | ✓ | | ✓ | |
| 3 | ✓ | | ✓ | |
| 67 | ✓ | | | ✓ |
| 74 | ✓ | | | |
| 57 | ✓ | | | |
| 39 | ✓ | | | |
| 11 | ✓ | | | |
| 27 | ✓ | | | |
| 79 | ✓ | | | |
| 14 | ✓ | | | |
| 63 | ✓ | | | |
| 1 | ✓ | | | |
| 45 | | ✓ | ✓ | |
| 42 | | ✓ | ✓ | |
| 46 | | ✓ | ✓ | |
| 2 | | | ✓ | |
| 44 | | ✓ | | |
| 13 | | ✓ | | |
| 55 | | ✓ | | |
| 7 | | | ✓ | |
| 9 | | ✓ | | ✓ |
| **Totals: 42** | **33** | **25** | **18** | **6** |

Finally, some 12 districts provided responses in the "other" category (not shown), with responses that included the central office – leadership division, the deputy superintendent of leadership, instruction and equity in action, executive directors of elementary, middle, and high school, and shared decisions among several administrative entities/functions.

**Appendix E.** Tests of Statistical Significance on Changes and Gaps in NAEP Scores Between ELLs, Non-ELLs, and Former ELLs (Large City and National Public Samples)

## NAEP Reading Results

### Large Cities

| Grade and subgroup | | 2005 | 2007 | 2009 | 2011 | Statistical significance in change from 2005 to 2011? | Statistical significance in gap change with Non-ELL? |
|---|---|---|---|---|---|---|---|
| Grade 4 | ELL | 5% | 6% | 4% | 6% | No Change | Yes |
| | Former ELL | 27% | 34% | 25% | 28% | No Change | No |
| | Non-ELL | 23% | 25% | 27% | 29% | Yes | n/a |
| Grade 8 | ELL | 3% | 2% | 2% | 2% | No Change | Yes |
| | Former ELL | 22% | 13% | 12% | 15% | Yes | Yes |
| | Non-ELL | 22% | 22% | 25% | 26% | Yes | n/a |

### National Public

| Grade and subgroup | | 2005 | 2007 | 2009 | 2011 | Statistical significance in change from 2005 to 2011? | Statistical significance in gap change with Non-ELL? |
|---|---|---|---|---|---|---|---|
| Grade 4 | ELL | 7% | 7% | 6% | 7% | No Change | Yes |
| | Former ELL | 26% | 30% | 29% | 32% | Yes | No |
| | Non-ELL | 32% | 34% | 34% | 36% | Yes | n/a |
| Grade 8 | ELL | 4% | 4% | 3% | 3% | No Change | No |
| | Former ELL | 20% | 16% | 16% | 16% | Yes | No |
| | Non-ELL | 30% | 31% | 32% | 34% | Yes | n/a |

| Key | |
|---|---|
| **No** | There is *no statistical significance* in the difference between the two variables |
| **Yes** | There *is a statistical significance* in the difference between the two variables |
| **N/A** | The test of statistical significance is not applicable because the two variables cannot be compared |
| **No Change** | There was no change in achievement of the subgroup(s) from 2005 to 2011 |

# NAEP Math Results

**Large Cities**

| Grade and subgroup | | 2005 | 2007 | 2009 | 2011 | Statistical significance in change from 2005 to 2011? | Statistical significance in gap change with Non-ELL? |
|---|---|---|---|---|---|---|---|
| Grade 4 | ELL | 10% | 12% | 11% | 14% | Yes | No |
| | Former ELL | 38% | 48% | 36% | 38% | No | Yes |
| | Non-ELL | 27% | 31% | 33% | 34% | Yes | n/a |
| Grade 8 | ELL | 4% | 4% | 4% | 5% | No Change | Yes |
| | Former ELL | 23% | 15% | 16% | 15% | Yes | Yes |
| | Non-ELL | 21% | 24% | 27% | 30% | Yes | n/a |

**National Public**

| Grade and subgroup | | 2005 | 2007 | 2009 | 2011 | Statistical significance in change from 2005 to 2011? | Statistical significance in gap change with Non-ELL? |
|---|---|---|---|---|---|---|---|
| Grade 4 | ELL | 11% | 13% | 12% | 14% | Yes | Yes |
| | Former ELL | 35% | 44% | 40% | 41% | Yes | No |
| | Non-ELL | 38% | 41% | 41% | 43% | Yes | n/a |
| Grade 8 | ELL | 6% | 6% | 5% | 5% | No Change | No |
| | Former ELL | 24% | 19% | 17% | 18% | Yes | Yes |
| | Non-ELL | 30% | 33% | 35% | 36% | Yes | n/a |

| Key | |
|---|---|
| **No** | There is *no statistical significance* in the difference between the two variables |
| **Yes** | There *is a statistical significance* in the difference between the two variables |
| **N/A** | The test of statistical significance is not applicable because the two variables cannot be compared |
| **No Change** | There was no change in achievement of the subgroup(s) from 2005 to 2011 |

## Large City and National Public NAEP Samples:

## Differences in Achievement

**NAEP Reading in 2011**

| Grade and subgroup in large cities | | Large cities (LC) | National public | Statistically significant? |
|---|---|---|---|---|
| Grade 4 | ELL | 6% | 7% | LC significantly lower |
| | Former ELL | 28% | 32% | No |
| | Non-ELL | 29% | 36% | No |
| Grade 8 | ELL | 2% | 3% | LC significantly lower |
| | Former ELL | 15% | 16% | No |
| | Non-ELL | 26% | 34% | No |

**NAEP Math in 2011**

| Grade and subgroup in large cities | | Large cities (LC) | National public | Statistically significant? |
|---|---|---|---|---|
| Grade 4 | ELL | 14% | 14% | LC significantly lower |
| | Former ELL | 38% | 41% | No |
| | Non-ELL | 34% | 43% | No |
| Grade 8 | ELL | 5% | 5% | No |
| | Former ELL | 15% | 18% | LC significantly lower |
| | Non-ELL | 30% | 36% | LC significantly lower |

**Appendix F.** Districts responding to each question

### Defining English Language Learners……N = 44

Albuquerque, Anchorage, Atlanta, Austin, Baltimore, Boston, Broward County, Buffalo, Caddo Parish, Charlotte-Mecklenburg County, Clark County, Cincinnati, Cleveland, Dallas, Dayton, Denver, District of Columbia, Duval County, East Baton Rouge Parish, Fort Worth, Fresno, Hillsborough County, Houston, Indianapolis, Jefferson County, Little Rock, Los Angeles, Memphis City, Miami-Dade County, Milwaukee, Minneapolis, New York City, Norfolk, Oakland, Omaha, Providence, Richmond, San Diego, San Francisco, Seattle, St. Louis, St. Paul, Toledo, Wichita

### Identifying English Language Learners……N = 46

Albuquerque, Anchorage, Atlanta, Austin, Baltimore, Boston, Broward County, Buffalo, Caddo Parish, Cincinnati, Charlotte-Mecklenburg County, Clark County, Cleveland, Dallas, Dayton, Denver, District of Columbia, Duval County, East Baton Rouge Parish, Fort Worth, Fresno, Guilford County, Hillsborough County, Houston, Indianapolis, Jefferson County, Little Rock, Los Angeles, Memphis City, Miami-Dade County, Milwaukee, Minneapolis, New York City, Norfolk, Oakland, Omaha, Pittsburgh, Providence, Richmond, San Diego, San Francisco, Seattle, St. Louis, St. Paul, Toledo, Wichita

### Options for Enrolling in Instructional Programs for ELLs……N = 46

Albuquerque, Anchorage, Atlanta, Austin, Baltimore, Boston, Broward County, Buffalo, Caddo Parish, Cincinnati, Charlotte-Mecklenburg County, Clark County, Cleveland, Dallas, Dayton, Denver, District of Columbia, Duval County, East Baton Rouge Parish, Fort Worth, Fresno, Guilford County, Hillsborough County, Houston, Indianapolis, Jefferson County, Little Rock, Los Angeles, Memphis, Miami-Dade County, Milwaukee, Minneapolis, New York City, Norfolk, Oakland, Omaha, Pittsburgh, Providence, Richmond, San Diego, San Francisco, Seattle, St. Louis, St. Paul, Toledo, Wichita

### Enrollment of ELLs in Urban Districts ……N = 65

Albuquerque, Anchorage, Atlanta, Austin, Baltimore, Birmingham, Boston, Bridgeport, Broward County, Caddo Parish, Buffalo, Charleston, Charlotte-Mecklenburg County, Chicago, Cincinnati, Clark County, Cleveland, Columbus, Dallas, Dayton, Denver, Des Moines, Detroit, District of Columbia, Duval, East Baton Rouge Parish, Fort Worth, Fresno, Guilford County, Hillsborough County, Houston, Indianapolis, Jackson, Jefferson County, Kansas City, Little Rock, Long Beach, Los Angeles, Memphis City, Miami-Dade County, Milwaukee, Minneapolis, New York City, Newark, Norfolk, Oakland, Oklahoma City, Omaha, Orange County, Palm Beach County, Philadelphia, Pittsburgh, Portland, Providence, Richmond, Rochester, Sacramento, San Diego, San Francisco, Santa Ana, Seattle, St. Louis, St. Paul, Toledo, Wichita

### Number of Refugee Students from 2007-08 through 2009-10……N = 19

Anchorage, Austin, Cleveland, Dallas, Dayton, Duval County, East Baton Rouge Parish, Hillsborough County, Houston, New York City, Memphis City, Norfolk, Oakland, Providence, Richmond, Seattle, St. Louis, St. Paul, Wichita

### Number of Languages and Number of ELLs in Top Five Languages in 2009-10……N = 40

Albuquerque, Anchorage, Atlanta, Austin, Boston, Broward County, Buffalo, Caddo Parish, Charlotte-Mecklenburg County, Clark County, Cincinnati, Cleveland, Dallas, Dayton, Denver, District of

Columbia, Duval, East Baton Rouge Parish, Fort Worth, Fresno, Guilford County, Hillsborough County, Houston, Jefferson County, Los Angeles, Memphis City, Miami-Dade County, Minneapolis, New York City, Norfolk, Oakland, Providence, Richmond, San Diego, San Francisco, Seattle, St. Louis, St. Paul, Toledo, Wichita

### Number of ELLs identified as requiring Special Education Services……..N = 36

Albuquerque, Anchorage, Atlanta, Austin, Boston, Broward County, Buffalo, Caddo Parish, Charlotte-Mecklenburg County, Cleveland, Cincinnati, Dallas, Dayton, Denver, District of Columbia, Duval County, East Baton Rouge Parish, Fort Worth, Fresno, Hillsborough County, Houston, Los Angeles, Memphis City, Miami-Dade County, Minneapolis, New York City, Norfolk, Oakland, Providence, Richmond, San Diego, San Francisco, Seattle, St. Louis, St. Paul, Wichita

### Recruitment Efforts for All Teachers in a District……..N = 41

Albuquerque, Anchorage, Atlanta, Austin, Baltimore, Boston, Buffalo, Caddo Parish, Charlotte-Mecklenburg County, Clark County, Cincinnati, Cleveland, Dallas, Dayton, District of Columbia, Duval County, East Baton Rouge Parish, Fort Worth, Fresno, Guilford County, Hillsborough County, Houston, Indianapolis, Little Rock, Los Angeles, Memphis City, Miami-Dade County, Milwaukee, Minneapolis, New York City, Norfolk, Oakland, Omaha, Providence, Richmond, San Diego, San Francisco, Seattle, St. Louis, St. Paul, Wichita

### Hiring priorities for ELL teachers within a district……..N = 43

Albuquerque, Anchorage, Atlanta, Austin, Baltimore, Boston, Broward County, Buffalo, Caddo Parish, Cincinnati, Charlotte-Mecklenburg County, Clark County, Cleveland, Dallas, Dayton, District of Columbia, Duval County, East Baton Rouge Parish, Fort Worth, Fresno, Guilford County, Hillsborough County, Houston, Indianapolis, Little Rock, Los Angeles, Memphis City, Miami-Dade County, Milwaukee, Minneapolis, New York City, Norfolk, Oakland, Omaha, Providence, Richmond, San Diego, San Francisco, Seattle, St. Louis, St. Paul, Toledo, Wichita

### Components of Staff Evaluation Process Related to ELL Instruction……..N = 38

Albuquerque, Anchorage, Atlanta, Austin, Baltimore, Boston, Charlotte-Mecklenburg County, Cincinnati, Clark County, Dallas, Cleveland, Dayton, District of Columbia, Duval County, East Baton Rouge Parish, Fort Worth, Fresno, Guilford County, Hillsborough County, Indianapolis, Los Angeles, Memphis City, Miami-Dade County, Milwaukee, Minneapolis, New York City, Norfolk, Oakland, Omaha, Providence, Richmond, San Diego, San Francisco, Seattle, St. Louis, St. Paul, Toledo, Wichita

### State requirements regarding teachers providing instruction to English Language Learners……..N = 44

Albuquerque, Anchorage, Atlanta, Austin, Baltimore, Boston, Broward County, Buffalo, Caddo Parish, Cincinnati, Charlotte Mecklenburg County, Clark County, Cleveland, Dallas, Dayton, District of Columbia, Duval County, East Baton Rouge Parish, Fort Worth, Fresno, Guilford, Hillsborough, Houston, Indianapolis, Jefferson County, Little Rock, Los Angeles, Memphis City, Miami-Dade County, Milwaukee, Minneapolis, New York City, Norfolk, Oakland, Omaha, Providence, Richmond, San Diego, San Francisco, Seattle, St. Louis, St. Paul, Toledo, Wichita

### Total Number of Teachers with Credentials, Certifications, or Endorsements Related to Instruction for ELLs……..N = 35

Albuquerque, Anchorage, Atlanta, Austin, Baltimore, Boston, Broward County, Buffalo, Caddo Parish, Cincinnati, Charlotte Mecklenburg County, Cleveland, Dallas, Dayton, Duval County, East Baton

Rouge Parish, Fort Worth, Hillsborough County, Houston, Indianapolis, Los Angeles, Memphis City, Miami-Dade County, Milwaukee, Norfolk, Oakland, Omaha, Providence, Richmond, San Diego, San Francisco, Seattle, St. Paul, Toledo, Wichita

### Number of Teachers in 2009-2010……N = 35

Albuquerque, Anchorage, Atlanta, Austin, Baltimore, Boston, Buffalo, Caddo Parish, Charlotte-Mecklenburg County, Cleveland, Cincinnati, Dallas, Dayton, Duval County, East Baton Rouge Parish, Fort Worth, Fresno, Guilford County, Hillsborough County, Houston, Indianapolis, Memphis City, Miami-Dade County, Milwaukee, Minneapolis, Norfolk, Oakland, Omaha, Providence, Richmond, San Diego, San Francisco, St. Paul, Toledo, Wichita

### Number of Instructional Assistants by Grade Spans……N = 32

Albuquerque, Anchorage, Atlanta, Baltimore, Boston, Buffalo, Caddo Parish, Charlotte-Mecklenburg County, Cincinnati, Dayton, Cleveland, Duval County, Fort Worth, Fresno, Hillsborough County, Houston, Indianapolis, Little Rock, Los Angeles, Memphis City, Miami-Dade County, Norfolk, Oakland, Omaha, Providence, Richmond, San Diego, San Francisco, Seattle, St. Paul, Toledo, Wichita

### Assignments of ELL teachers with Endorsements or Certification Who Are not Assigned to ELLs: Shortages of Teachers for ELLs and ELL teacher shortage ……N = 43

Albuquerque, Anchorage, Atlanta, Austin, Baltimore, Boston, Broward County, Buffalo, Caddo Parish, Cincinnati, Charlotte Mecklenburg County, Clark County, Cleveland, Dallas, Dayton, District of Columbia, Duval County, East Baton Rouge Parish, Fort Worth, Fresno, Guilford County, Hillsborough County, Houston, Indianapolis, Little Rock, Los Angeles, Memphis City, Miami-Dade County, Milwaukee, Minneapolis, New York City, Norfolk, Oakland, Omaha, Providence, Richmond, San Diego, San Francisco, Seattle, St. Louis, St. Paul, Toledo, Wichita

### English Language Proficiency Data for 2009–10 by Level of Proficiency ……N = 37

Albuquerque, Anchorage, Atlanta, Austin, Baltimore, Boston, Broward County, Buffalo, Charlotte-Mecklenburg County, Clark County, Cleveland, Cincinnati, Dallas, Dayton, District of Columbia, Denver, East Baton Rouge Parish, Fort Worth, Fresno, Hillsborough County, Houston, Los Angeles, Memphis City, Miami-Dade County, Milwaukee, New York City, Norfolk, Oakland, Omaha, Providence, Richmond, San Diego, San Francisco, Seattle, St. Paul, Toledo, Wichita

### Successful Completion of Algebra I by Grade 8 or 9, by ELL Status……N = 21

Albuquerque, Atlanta, Austin, Charlotte-Mecklenburg County, Cleveland, Dayton, Fort Worth, Fresno, Houston, Hillsborough County, Los Angeles, Memphis City, Miami-Dade County, New York City, Norfolk, Oakland, Omaha, Providence, Richmond, San Diego, San Francisco

### ELL Participation in gifted and talented programs……N = 31

Albuquerque, Anchorage, Atlanta, Austin, Boston, Broward County, Charlotte-Mecklenburg County, Cincinnati, Clark County, Dayton, Cleveland, Denver, East Baton Rouge Parish, Fort Worth, Fresno, Hillsborough County, Houston, Los Angeles, Memphis City, Miami-Dade County, Minneapolis, Norfolk, Oakland, Omaha, Providence, Richmond, San Diego, San Francisco, Seattle, St. Paul, Wichita

### Sources of funding for ELL Programs……N = 33

Albuquerque, Anchorage, Atlanta, Austin, Baltimore, Boston, Broward County, Buffalo, Charlotte-Mecklenburg County, Clark County, Cincinnati, Cleveland, Dayton, District of Columbia, Duval County, East Baton Rouge Parish, Fort Worth, Fresno, Indianapolis, Memphis City, Miami-Dade County, New York City, Norfolk, Oakland, Omaha, Providence, Richmond, San Diego, San Francisco, Seattle, St. Paul, Toledo, Wichita

### Basic school funding and other categorical support for ELL programs……N = 45

Albuquerque, Anchorage, Atlanta, Austin, Baltimore, Boston, Broward County, Buffalo, Charlotte Mecklenburg County, Clark County, Cincinnati, Cleveland, Dallas, Dayton, Denver, District of Columbia, Duval County, East Baton Rouge Parish, Fort Worth, Fresno, Guilford County, Hillsborough County, Houston, Indianapolis, Jefferson County, Little Rock, Los Angeles, Memphis City, Miami-Dade County, Milwaukee, Minneapolis, New York City, Norfolk, Oakland, Omaha, Pittsburgh, Providence, Richmond, San Diego, San Francisco, Seattle, St. Louis, St. Paul, Toledo, Wichita

### Estimated number of ELLs served with Title III funds……N = 37

Albuquerque, Anchorage, Atlanta, Austin, Baltimore, Boston, Broward County, Buffalo, Charlotte-Mecklenburg County, Clark County, Cincinnati, Cleveland, Dallas, Dayton, District of Columbia, East Baton Rouge Parish, Fort Worth, Fresno, Guilford County, Hillsborough County, Houston, Indianapolis, Los Angeles, Memphis City, Miami-Dade County, Milwaukee, Minneapolis, New York City, Norfolk, Oakland, Providence, Richmond, San Diego, San Francisco, St. Paul, Toledo, Wichita

### Stakeholders that provide input on the use of Title III funds……N = 43

Albuquerque, Anchorage, Atlanta, Austin, Baltimore, Boston, Broward County, Buffalo, Charlotte-Mecklenburg County, Clark County, Cincinnati, Cleveland, Dallas, Dayton, Denver, District of Columbia, Duval County, East Baton Rouge Parish, Fort Worth, Fresno, Guilford County, Hillsborough County, Houston, Indianapolis, Little Rock, Los Angeles, Memphis City, Miami-Dade County, Milwaukee, Minneapolis, New York City, Norfolk, Oakland, Omaha, Providence, Richmond, San Diego, San Francisco, Seattle, St. Louis, St. Paul, Toledo, Wichita

### Uses of Title III Expenditures……N = 41

Albuquerque, Anchorage, Atlanta, Austin, Baltimore, Boston, Broward County, Buffalo, Charlotte-Mecklenburg County, Clark County, Cincinnati, Cleveland, Dallas, Dayton, District of Columbia, Duval County, East Baton Rouge Parish, Fort Worth, Fresno, Guilford County, Hillsborough County, Houston, Indianapolis, Little Rock, Los Angeles, Memphis City, Miami-Dade County, Milwaukee, New York City, Norfolk, Oakland, Omaha, Providence, Richmond, San Diego, San Francisco, Seattle, St. Louis St. Paul, Toledo, Wichita

### Setting budget priorities……N = 31

Albuquerque, Anchorage, Atlanta, Austin, Baltimore, Broward County, Buffalo, Charlotte-Mecklenburg County, Cincinnati, Dayton, Cleveland, District of Columbia, Duval County, East Baton Rouge Parish, Fort Worth, Hillsborough County, Houston, Indianapolis, Little Rock, Los Angeles, Memphis City, Miami-Dade County, Norfolk, Oakland, Omaha, Providence, Richmond, San Francisco, Seattle, St. Paul, Wichita