# Raising the Achievement of English Language Learners in the Providence Schools

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

Submitted to the
Providence Public Schools

By the Council of the Great City Schools

Council of the Great City Schools
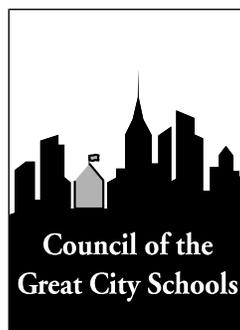
Winter 2011-12

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CHAPTER 1. PURPOSES AND ORIGINS OF THE PROJECT

Introduction

In 2007, the Providence Public Schools District embarked on an ambitious reform agenda with its corrective action plan. Since then Providence Public Schools has moved towards a managed instructional program and implementation of the new Common Core State Standards. At this point, however, the district's main challenge is to raise student achievement for all students, particularly those who are English learners or students with disabilities. In general, student outcomes in the Providence Public Schools have been low for a long time, but the last several years have seen the district beginning to reform and restructure its efforts on behalf of student performance.

The subject of this report is raising academic achievement among English language learners (ELL) in the Providence Public Schools. Improving outcomes for students with disabilities was the subject of a report by the Council of the Great City Schools earlier this year. The challenges facing ELLs have been studied before in the district, but it was unclear that the recommendations from that study were broadly circulated or comprehensively implemented. Still, the broader instructional reforms in the district appear to be having some effects on student achievement among ELLs and students with disabilities. Nonetheless, the leadership of the school district was concerned that neither group of students was having its academic needs fully met by the more generalized reforms. Hence, Superintendent Tom Brady contacted the Council about having the group analyze the instructional program and its impact on ELLs and students with disabilities. He also requested the organization's best recommendations for boosting outcomes for these critical students.

OVERVIEW OF THE PROJECT

The superintendent and school board asked the Council of the Great City Schools to conduct the review of instructional programming for English language learners. The Council, a coalition of the nation's largest urban school systems, has extensive experience with academic programs in major cities. The group has conducted over 200 instructional, management, and operational reviews in more than 50 big-city school systems across the nation.

The Council, in turn, assembled a Strategic Support Team of senior instructional and bilingual education leaders from other large urban school systems with a strong track record of raising student achievement among English language learners in their own communities. These individuals, along with staff from the Council, paid a week-long visit to Providence, interviewed scores of individuals both inside and outside the school system, reviewed relevant documents,

analyzed performance data, visited schools and classrooms, and compiled this report. The team made its site visit to Providence on March 28 through April 1, 2011. During that visit, the team went to 13 schools and about 100 classrooms, including general education, self-contained English-as-a-second-language classes, bilingual inclusion (students receiving special education and bilingual instruction) classes, bilingual self-contained (dually identified students as ELL and special needs), and dual language classes. The visit also included extensive interviews with central-office administrators, school-based staff, teachers, parents, and others. The final day was devoted to synthesizing the team's findings and proposed improvement strategies. The team debriefed the superintendent at the end of the site visit.

PROJECT GOALS

Superintendent Thomas Brady and the board of education of the Providence Public Schools asked the Council of the Great City Schools to review the school district's programs for English Language and pay special attention to the program registration process and management, program design and implementation, the effectiveness of instruction and professional development, and the quality of data and assessment systems. In addition, the school board expressed particular interest in issues surrounding effective parental engagement. The district's leadership requested not only an analysis of the program and its impact on students but also a series of recommendations for improvement.

WORK OF THE STRATEGIC SUPPORT TEAM

The Strategic Support Team visited the Providence Public Schools over the course of a week in the spring of 2011. The site visit focused on the priority areas that the superintendent and school board presented to the Council's team. The team also looked for evidence that the district was pursuing systemic and integrated instructional approaches for ELLs, and it looked for evidence of differentiated instruction, assignment of appropriate work, student engagement, English language development strategies, high expectations and instructional rigor in general education classrooms where ELLs were present, and evidence of practice that spurred academic language acquisition and vocabulary development. In addition, the team looked for evidence that management, principals, and teachers were using data to inform and monitor instruction.

The team visited 13 of the district's schools and approximately 100 classrooms in those schools.[1] Each classroom visit was short and may not have reflected a typical day. Still, the team felt it was seeing a representative sample of instruction for English language learners. The team also conducted extensive interviews with central-office staff members, school board members, principals, teachers, and representatives of outside organizations, parents, and others.[2] Moreover,

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[1] The 13 schools and two annexes the team visited were: Alfred A. Lima, Sr. Elementary School, Charles Fortes Elementary School, DelSesto Middle School, Fortes/Lima Elementary School Annex, Gilbert Stuart Middle School, Roger Williams Middle School, Fogarty Elementary School, Carl Lauro Elementary School, Frank Spaziano Elementary School, Frank Spaziano Elementary School Annex, Mount Pleasant High School, Veazie Elementary School, E-Cubed High School, and Hope High Schools.

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

the team reviewed numerous documents and reports and analyzed data on student performance. Finally, the team examined the district's broad instructional strategies, materials, core reading and math programs, assessment programs, and professional development efforts. It also examined district instructional priorities and analyzed how the district's broad reform efforts, strategies, and programs supported achievement among English language learners.

The reader should note that this project did not examine the entire school system or every aspect of the district's instructional program. Instead, we devoted our efforts to looking strictly at initiatives affecting the academic attainment of English language learners, including general education curriculum and professional development. We did not try to inventory those efforts or examine noninstructional issues that might affect the academic attainment of English language learners. Rather, we looked at strategies, programs, and other activities that would help explain why the city's English language learners were learning at the level they were, and what might be done to improve it.

The reader should also note that, in conjunction with its Strategic Support Team on ELLs, the Council of Great City Schools assembled another team to review the district's special education program. The special education team issued a separate report, but their findings are mentioned here, when relevant to ELLs. Members of the Council's Strategic Support Teams participating in this project were:

STRATEGIC SUPPORT TEAM

Michael Casserly Executive Director Council of the Great City Schools	Rachel Hoff * Office of ELLs New York City Schools
Dedy Fauntleroy * English Language Learner Coach Seattle Public Schools	Angélica Infante ** Executive Director, Office of ELLs New York City Department of Education
Veronica Gallardo ** Director, ELL and International Programs Seattle Public Schools	Gabriela Uro Manager for ELL Policy and Research Council of the Great City Schools
Martha Garcia Former Executive Director of ELL Programs in Austin Independent School District	Teresa Walter * Office of Language Acquisition San Diego Unified School District
Noelia Garza Former Assistant Superintendent for Special Populations Houston Independent School District	

*Solely school visits ** Solely personnel interviews

The approach of using urban education peers to provide technical assistance and advice to school districts is unique to the Council and its members, and it is proving effective for a number of reasons. First, the approach allows the superintendent and staff to work directly with talented, successful practitioners from other urban districts that have a record of accomplishment. Second, the

recommendations that these peer teams develop have validity because the individuals who developed them have faced many of the same problems now encountered by the school system requesting the review. These individuals are aware of the challenges that urban schools face, and their strategies have been tested under the most rigorous conditions. Finally, using senior urban school managers from other communities is faster and less expensive than retaining an outside management-consulting firm. It does not take team members long to determine what is going on in a district.

CONTENTS OF THIS REPORT

This report begins with the above overview of the project. Chapter 1 presents an overview of the Providence Public Schools and English language learner performance in the district. Chapter 2 presents an analysis of the demographics and academic achievement of English language learners in Providence. Chapter 3 summarizes the Strategic Support Team's findings and observations regarding the ELL program. Chapter 4 presents the team's recommendations and proposals for improving the ELL program. Chapter 5 presents a brief synopsis of the report and its major themes.

The appendices of this report are extensive and contain additional information that may be of interest to the reader. Appendix A presents a brief history of linguistic diversity in the city of Providence. Appendices B and C provide data on state NECAP scores in reading and math. The appendices also show gaps between subgroups in Providence and gaps between ELLs in Providence and ELLs statewide. Appendix D provides the detailed list of waivers from ELL program placement requirements processed over a three-year period. Appendix E presents achievement data on ACCESS for the four-year longitudinal cohort, prepared for this report. Appendix F provides the AYP status of Providence schools with enrollments of 20 percent or more ELLs. Appendices G through J provide samples of forms and documents prepared by other Council member districts that are related to specific recommendations in the report. Appendix K lists the people the team interviewed either individually or in groups. Appendix L presents the documents that the team examined. Appendix M presents brief biographical sketches of the members of the Strategic Support Team. And Appendix N gives a brief description of the Council of the Great City Schools and lists the Strategic Support Teams that the Council of the Great City Schools has fielded over the last decade.

CHAPTER 2. ENROLLMENT AND ACHIEVEMENT

The Providence public schools serve the citizenry of Providence, Rhode Island, one of the nation's oldest cities, with a total population of about 180,000 (2010 Census). The school district is one of the largest public services in the city, which is home to eight major hospitals and seven institutions of higher learning.[3] Providence is also home to substantial manufacturing, transportation, and construction industries.

However, the city has one of the nation's highest rates of poverty. Between 2005 and 2009, 26 percent of residents and 22 percent of all families were living in poverty. In addition, 36 percent of children under age 18 were living below the poverty level.

The city's population is quite young, with 43 percent of residents younger than age 24. Some 25 percent are younger than 18, and only 9 percent are 65 years and older. Some 68 percent of the individuals over 16 are in the labor force, and 64 percent of parents with young children and school-age children are in the labor force.[4]

Moreover, the Providence Public School District (PPSD) serves an economically and culturally diverse city that is rich in history. The city school system enrolled 23,561 students in the 2010-11 school year or about 16 percent of all public school students in Rhode Island. The Providence Public School District (also referred to as the Providence Schools) has 42 schools, four annexes, one center, and two charter schools. Categorized by grade level, the district has:[5]

- Twenty-five elementary schools and four annexes
- Seven middle schools
- Ten high schools
- One center serving students with disabilities
- Two district charter schools

The school system is also far more diverse than anywhere else in Rhode Island. The Providence Schools are the most urbanized of any of Rhode Island's 48 school districts, serving students who are linguistically and ethnically diverse and eligible for the National School Lunch Program. In fact, the Providence Schools served a student body in 2010-11 that was about 90 percent Hispanic, Black, Asian and multiracial.[6]

The proportion of Hispanic students in Providence is three times that of the state; the proportion of Black students is twice that of the state, and the proportion of Asian American students, 1.6 times that of the state. In addition, the percentage of ELLs in the Providence Schools population (referred to as LEP students on Rhode Island data tables) is three times

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[3] City of Providence, Rhode Island. Comprehensive Annual Financial Report Fiscal Year Ended June 30, 2009.

[4] Selected Economic Characteristics: 2005-2009 American Community Survey 5-Year Estimates. City of Providence

[5] Providence Schools at a Glance, 2010-2011

[6] Rhode Island Department of Elementary and Secondary Education Statistics. Accessed 7/8/2011. Multi-race category reported beginning in 2010-2011, which was 2.8% for Providence Public Schools and 2.4% for Rhode Island

greater than the state percentage; the percentage of Providence Schools students who are eligible for the National School Lunch Program (NSLP) about twice the state percentage; and the percentage of Providence Schools students with special needs (those who have an Individualized Education Plan or IEP) is 1.5 times that of the state.

White students, on the other hand, represented 65 percent of students statewide in 2010-11, but only 9 percent of students in the Providence Schools. Table 1 shows the percentage of students by racial group and educational need enrolled in the Providence Schools and statewide. Specifically, Providence enrolls more than half of the state's Hispanic students, 40 percent of Rhode Island's African American students, 29 percent of the state's Asian American students, and 48 percent of the state's ELLs. In addition, the Providence Schools enroll approximately 32 percent of the state's children eligible for the National School Lunch Program. (See table 1.)

Table 1. Rhode Island and Providence Public School enrollment for SY2010–11

	Hispanic	Black	Asian	White	LEP	NSLP	IEP
% of State Enrollment	21%	8%	3%	65%	5%	45%	12%
% of PPS Enrollment	63%	19%	5%	9%	14%	82%	18%
PPS as a % of RI	*25.2%*	*40.0%*	*29.1%*	*2.3%*	*47.9%*	*31.6%*	*18.7%*

Source: Rhode Island Department of Elementary and Secondary Education Statistical Tables retrieved July 7, 2011

A. ELL Enrollment and Trends

Of the nearly 24,000 students enrolled in the Providence Schools, about 3,400 are English language learners (ELL). Table 2 shows the October 2010 enrollment numbers of ELLs reported by the Rhode Island State Department.

Table 2. Providence Public School enrollment and English language learners by year

	2007-08	2008-09	2009-2010	2010-11
Total Enrollment	24,494	23,710	23,847	23,573
ELL Enrollment	3,503	3,323	3,182	3,382
ELL as % of Total	14.3%	14.0%	13.3%	14.3%

Source: Rhode Island Department of Elementary and Secondary Education Statistics. Accessed website on 7/8/2011[7] Figures reflect October enrollment in each year.

According to Rhode Island Department of Education (RIDE) figures, enrollment in the public schools of the state decreased by 5 percent over the past five years, from 151,619 students in 2006-07 to 143,793 students in 2010-2011. The decline statewide is more pronounced among ELLs, whose total enrollment numbers dropped 7.7 percent over the same period, from 7,645 students in 2006-07 to 7,059 in 2010–2011.

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[7] The ELL enrollment figures vary depending on the source used, due to enrollment updates at different times of the school year. The RIDE enrollment figures are based on October enrollments while the Providence Public School enrollments include November and end-of-year updates of ELL enrollments. RIDE requires districts to submit LEP end-of-year census data in June.

Like Rhode Island generally, the Providence Schools have also seen a decline in both its overall enrollment and its ELL numbers. The district's overall enrollment declined by 6.4 percent between 2006-07 and 2010-11, and the numbers of ELLs dropped almost 14 percent over the same period—almost twice the statewide decline. However, Table 2 shows that in the last three years, the ELL enrollment in Providence has remained stable.

Despite the decrease, ELL enrollment in the Providence Schools has remained at around 15 percent of total district enrollment, and the district's ELL enrollment remains at about 50 percent of statewide totals.

ELL Numbers Difficult to Reconcile.

It is important to mention that, in this section, we have used a variety of data that were reported to the team by the Providence Schools, as well as data obtained from the state website. The Council's team did not attempt to resolve discrepancies between the district-provided enrollment data and the data available on the RIDE website. The RIDE numbers were lower than the Providence data by 490 ELLs in 2009-2010 and 696 ELLs in 2010-2011. The differences produced markedly varying figures in the calculation of ELL percentages of total enrollment. The ELL data were particularly difficult to reconcile because of the following factors:

- RIDE reports general enrollment based on the October count, but requires Providence and other districts to report its LEP census data in June.

- The Providence Schools updates its REG 2000 database throughout the school year.

- The codes for classifying ELLs for program purposes and for state and federal accountability purposes under NCLB have not remained consistent from year to year. (For example, the "Eligible not Enrolled"—ENE students—were not included in the active ELL count until 2009-2010.)

- The codes and drop-down menu used for maintaining language data are not consistent between the district-developed REG 2000 system and the RIDE LEP census database. In addition, some codes change from year-to-year without a formalized quality-control mechanism to ensure accuracy in coding.

- Data have been manually entered and maintained by differing offices or departments within the school district using varying procedures and definitions over time. For example, the REG 2000 data on languages spoken is entered by registration staff using the district-developed drop-down menu. However, the ELL office uses the RIDE-developed drop-down menu of languages to enter REG 2000 data for LEP census submission

Again, we do not attempt to reconcile these numbers in this report, but we have noted the existence of differing figures and some of the reasons for them. The team's recommendations in chapter 4 include proposals for improving the district's data collection and reporting protocols to minimize inconsistencies in the data going forward.

Most Prevalent Languages Spoken.

At the request of the Council team, the district generated three-year data on the top five languages spoken by ELLs in the Providence Schools. The district used its June LEP census (end-of-year) data submitted to RIDE. The data showed that over 90 percent of ELLs in the Providence Schools speak one of four languages.[8] Specifically—

- In 2009-2010, 3,672 active students in ELL programs collectively spoke a total of 31 languages with Spanish speakers accounting for 87 percent (3,198) of all ELLs. Another 2.2 percent speak Khmer (79), and less than one percent speak Hmong (31) or Portuguese (26). Finally, 4 percent of ELLs spoke a variety of language and dialects.

- In 2008-2009, 3,415 ELLs collectively spoke 27 languages. Spanish-speakers accounted for 88 percent, Khmer for 1.3 percent (45 students), Hmong for about one percent (33 students), and French/Creole for slightly less than one percent. Various other languages and dialects accounted for another 4.5 percent of all ELLs.

- In 2007-2008, 3,615 ELLs collectively spoke 28 languages. Spanish-speakers accounted for 89 percent, Hmong for 1.2 percent (42 students), Khmer for 0.9 percent (33 students), and French/Creole for 0.8 percent (29). Various other languages and dialects accounted for another 4.5 percent of all ELLs.

Table 3. Four most prevalent languages spoken by ELLs in the Providence Schools from SY2007-08 to SY2009-10

SY 2007-08			SY 2008-09			SY 2009-10		
	#	%		#	%		#	%
Total ELLs	3,615	100%	Total ELLs	3,414	100%	Total ELLs	3,672	100%
Spanish	3214	89%	Spanish	3016	88%	Spanish	3198	87%
Hmong	42	1.2%	Khmer	45	1.3%	Khmer	79	2.2%
Khmer	33	0.9%	Hmong	33	0.96%	Hmong	31	0.84%
French/Creole	29	0.8%	French/Creole	30	0.9%	Portuguese	26	0.7%
Other	161	4.5%	Other	152	4.5%	Other	149	4%
Subtotal	3,479	96.2%	Subtotal	3,276	95.9%	Subtotal	3,483	94.9%
Not in top 5	136	3.8%	Not in top 5	139	4.1%	Not in top 5	189	5.1%

Overall, the data indicate that the most prevalent languages spoken by ELLs remained relatively constant during the three years 2007-08, 2008-09, and 2009-2010. Spanish continued to be the most prevalent language spoken by ELLs, but Hmong and Khmer remained in the top four languages during that time.

However, the district uses a category that aggregates more than 20 languages and dialects spoken by ELLs attending the Providence Schools. This group makes up about 4 percent of all ELLs in the district. (See table 3.) The Council team was unable to further identify languages spoken by the district's ELLs because of limitations in the census data. Unless staff members are capturing this information through the Home Language Survey, the district has no other formal way to obtain these data.

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[8] Office of Research, Assessment, and Accountability. Eligible not Enrolled (ENE) students were not included in the active ELL enrollment data until 2009-10.

Finally, it is worth noting that the February 2008 report, *English Language Learners Task Force Final Recommendations*, prepared by Providence Schools staff members, found that the number of students who come from homes where English is not the first language is significantly greater than the number of ELLs in the school district *per se*. In fact, about half of the total student population come from homes where English is not the first language.[9]

ELL Enrollment Across Schools.

The distribution of ELLs across schools in Providence also shifted over the three years from 2008-09 to 2010-2011. The changes resulted in an increase in the number of schools in the district that enroll fewer than 50 ELLs. Collectively these schools enrolled about 8 percent of all ELLs districtwide. In 2008-09, most ELLs attended schools that enrolled between 51 and 150 ELLs, but by 2010-2011, ELLs were more likely either to be dispersed to schools where they were fewer in number or to be concentrated in schools where they numbered above 100, 150 or 200.

- The number of schools with fewer than 20 ELLs increased from five in 2008-2009 to 14 in 2010-2011. These schools served a total of only 85 ELLs in 2010-2011. The increase occurred at all levels (six elementary, four middle, and four high schools).

- The number of schools with ELL enrollments between 51 and 100 dropped from 13 in 2008-2009 to six in 2010-2011. More than 1,000 ELLs attended such schools in 2008-2009, but only 484 did in 2010-2011. In 2008-2009, 10 elementary schools had ELL enrollments of between 51 and 100, compared to only five schools in 2010-2011. At the middle school level, three schools enrolled between 51 and 100 ELLs in 2008-09, and only one did in 2010-11.

- The number of schools with more than 151 ELLs increased threefold from two in 2008-2009 to six in 2010-2011. About 460 ELLs attended these schools in 2008-2009; almost 1,200 ELLs attended such schools in 2010-2011.

The shift in enrollment resulted in greater concentrations of ELLs in several elementary schools. (See table 4.)

Table 4. Providence schools with the highest percentages of ELL enrollment

School	2008-2009	2010-2011	Change
Charles Fortes	30% ELL	36% ELL	6%-point increase
Carl Lauro	30% ELL	37% ELL	7%-point increase
Cornel Young Jr	30% ELL	40% ELL	10%-point increase
Frank Spaziano	38% ELL	45% ELL	7 %-point increase

School district officials interviewed by the team did not have a clear explanation for the bimodal movement of ELLs into high- and low-concentration schools. The pattern might be explained by how the district located language services and placed ELLs into them, but district

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[9] Ardizzone P., Catanzaro S., Silvaggio D. English Language Learners Task Force Final Recommendations. February 2008. Providence Schools. p. 16. Data collected through the Home Language Survey and prepared by the ELL Office to be reported as ELL Census data to RIDE.

staff members could not indicate which programs were placed in a way that would have accounted for the movement of students.

Eligible Not Enrolled (ENE).

ENE is the code for ELLs who are eligible for ELL services but whose parents have waived the program placement. Parents of district students who are identified as limited English proficient (LEP) and thus are eligible to participate in English language learner programs have the right to decline participation for their children in such programs.[10] As a result, students retain the ELL designation but are coded as "not enrolled" in ELL programs. The Providence Schools do not provide ELL support to ENEs, but the district monitors their achievement.

According to data provided to the team, the total number of ENEs nearly tripled between 2008-09 and 2010-11, climbing from 131 in 2008-09 to 216 in 2009-10 to 356 in 2010-11, for a total over the three years of 703 students. The data also show that the number of ELL waivers increased the most over that period in grades k through 2. (See exhibit 1.)

Exhibit 1. Trends in waivers (ENEs) by grade and year
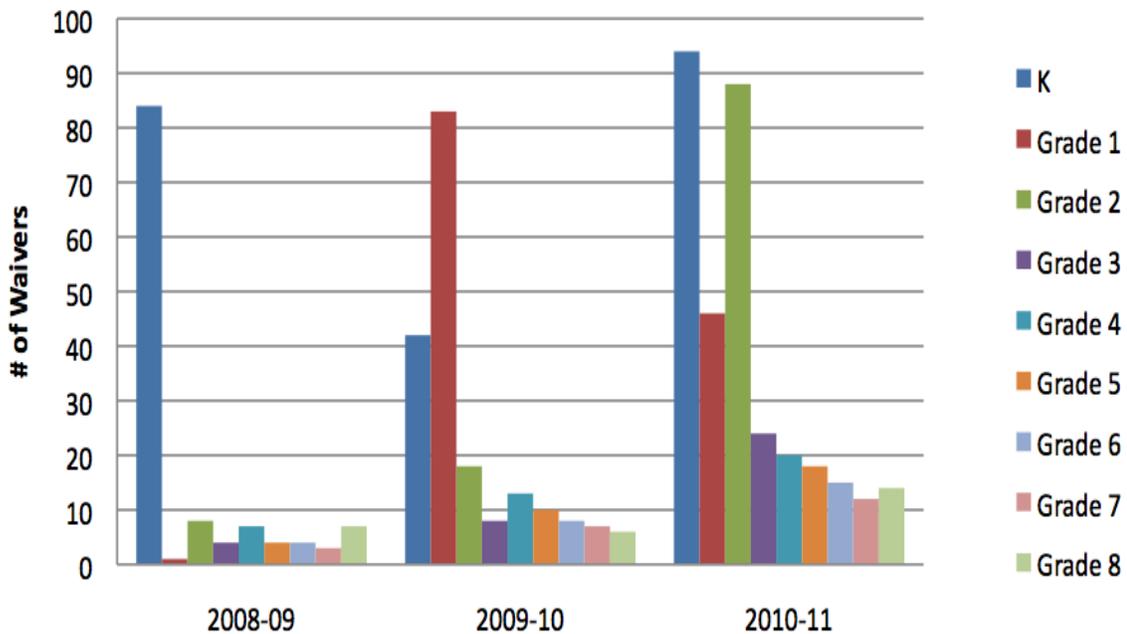
ELL Enrollment by Grade Level.

In the Providence Schools, ELLs are enrolled at higher rates in the early grades than the later grades. By grade 4, the cumulative number of ELLs (1,640) amounts to more than half of the total ELL enrollment in the district. The pre-K figures are particularly high because the district has an initiative that targets services for ELLs and young children with disabilities.

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[10] Rhode Island Regulations Governing the Education of English Language Learners. R.I.G.I 16-54-3-(6) Criteria for Parent Involvement. L-4-22 (f)

Table 5. Distribution of ELLs by grade levels

	2010-2011				
Grade Level	Total District Enrollment	Total number of ELLs, by grade	Percentage of ELLs in total enrollment, by grade	Cumulative number of ELLs enrolled	Cumulative Percentage of ELLs
PK-Full day	75	4	5.3%	4	0.1%
PK-Mornings	39	10	25.6%	14	0.4%
PK-Afternoons	32	9	28.1%	23	0.6%
K-Full-day	409	62	15.2%	85	3%
1	1945	380	19.5%	465	14%
2	1991	449	22.6%	914	28%
3	1960	451	23.0%	1,365	42%
4	1840	275	14.9%	1,640	51%
5	1823	275	15.1%	1,915	59%
6	1667	190	11.4%	2,105	65%
7	1431	168	11.7%	2,273	71%
8	1697	175	10.3%	2,448	76%
9	2069	177	8.6%	2,625	82%
10	1908	246	12.9%	2,871	89%
11	1640	180	11.0%	3,051	95%
12	1600	169	10.6%	3,220	100%
Total	22126	3220	14.6%		

Source: Providence School District Dashboard, accessed website on 7/8/2011

ELL Enrollment by Program Model.

Three-year enrollment data (2008 through 2010) furnished to the team by the district indicate that 34 regular schools and two charter schools have ELL programs—18 elementary schools, six middle schools and eight high schools. The number of schools offering some type of ELL program remained stable through the 2009-2010 school year, except for schools that either closed or were merged with another due to budget reductions. In addition, the team learned that several schools were scheduled for closing, and some schools were merging with an annex. The program models primarily included:

Elementary	Middle School	High School
Bilingual Bilingual-inclusion (self-contained ELLs and ELLs with special needs) English as a Second Language (ESL) Special Education Dual Language	ESL/bilingual ESL Newcomer ESL 1hr ⎫ ESL 2hr ⎬ Ceased in 2009-10 ESL 3hr ⎭ Special Education	ESL ESL Newcomer ESL 1hr ⎫ ESL 2hr ⎬ Ceased in 2009-10 ESL 3hr ⎭ Special Education ESL/Bilingual

Changes to various ELL program offerings over time have also occurred with the larger reform efforts being pursued by the Providence Schools, such as terminating the ESL 3-2-1 model used at the secondary level where ELLs received three hours, two hours, or one hour of ESL instruction daily, based on their English-language proficiency levels. Changes in program models from one year to the next have made it difficult to get a complete and accurate picture of ELL enrollments in one program or another that is consistent across years. Staff members also indicated that student coding by type of program was not necessarily always updated to reflect the actual ELL programs. The totals shown in Table 6 are derived from district-provided data.

Table 6. ELL enrollment by program for SY2008–10

Program	2008	2009	2010	Change from 2008	
				#	%
Bilingual	1133	1053	989	-144	-13%
Bilingual-Inclusion	69	119	141	72	104%
Dual Language	81	101	116	35	43%
ESL	1302	1233	1259	-43	-3%
ESL 1hr	152	175	187	35	23%
ESL 2hr	171	125	165	-6	-4%
ESL 3hr	119	95	162	43	36%
ESL Newcomer	31	17	29	-2	-6%
ESL/Bilingual 1 hr	59	57	32	-27	-46%
ESL/Bilingual 2 hr	153	163	108	-45	-29%
ESL/Bilingual 2 hr	194	206	179	-15	-8%
Special Ed	81	45	67	-14	-17%
Total ELLs in program	3545	3389	3434	-111	-3%

Overall, the total number of ELLs in any program decreased by 3 percent between 2007–08 and 2009–2010, but there were significant changes in enrollment in specific models, according to the district-provided dataset. For example, enrollment in the bilingual model fell by 13 percent while enrollment in bilingual classes for students with disabilities grew by 104 percent between 2008 and 2010.[11]

English Language Learners with Special Needs

Of all Providence Schools students who are ELL, 12.4 percent receive special education services—a percentage that is similar to the 14.7 percent of district students overall who are ELL but less than the district's overall disability rate of 18.1 percent. Some 13.7 percent of the total population of students with learning disabilities receive speech/language services, compared to 33.4 percent of ELL students with disabilities; and 6.9 percent of all students with disabilities are identified as developmentally delayed, compared to 14 percent of ELL students with disabilities. But only 1.7 percent of ELL students with disabilities are identified as having emotional

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[11] The increased number of ELLs placed in Bilingual-I may be the result of the district's Inclusion Initiative—see Special Education Report by the Council of the Great City Schools for further discussion of the inclusion efforts in Providence Schools.

disability, compared with 13.7 percent of all students with disabilities; and 0.2 percent of ELL students with disabilities are identified as having autism, compared with 3.4 percent all students with disabilities. In addition, 40.3 percent of ELL students with disabilities are identified as having a learning disability, compared to 45.6 percent of the total population of students with disabilities. (See exhibit 2.)

Exhibit 2. Percentage of ELL students in each area of special education
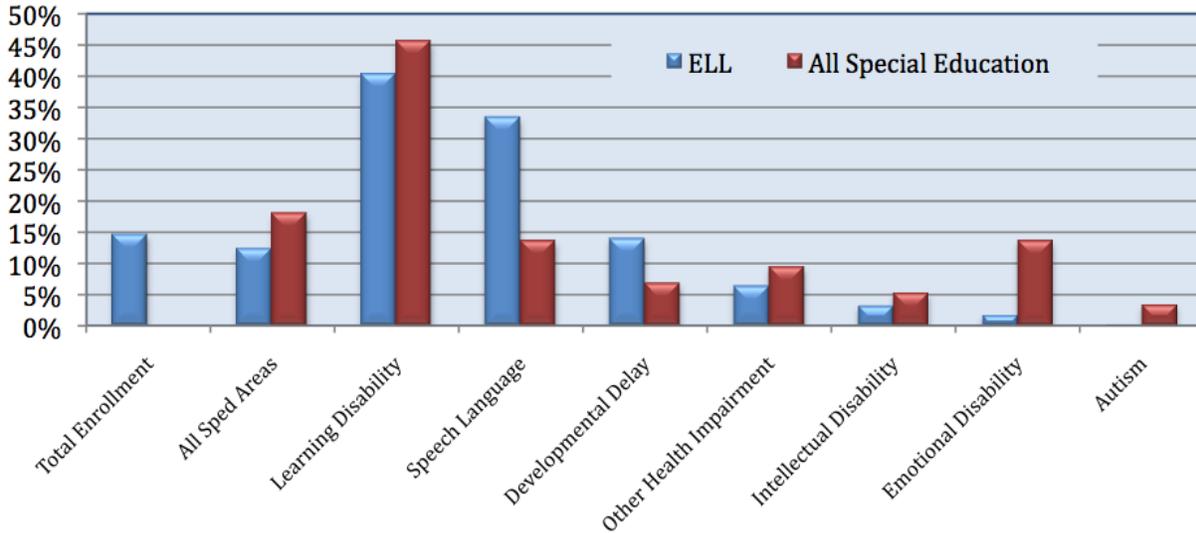
B. English Language Learner Achievement

I. Achievement Gap on Annual NECAP Reading and Math Scores (2008–2010)—District Three-Year Analysis.

Former LEP Students Close the Gap or Outperform Non-LEP Achievement on NECAP.

October 2010 marked the sixth administration of the state's New England Consortium Assessment Program (NECAP) assessment for grades 3 through 8, and it was the fourth time that NECAP was administered to students in grade 11. Analyses prepared by the Providence Public Schools looked at changes in achievement gaps over a three-year span. Results showed that the achievement gap between non-LEP and former LEP students virtually closed on the reading assessment.

On the 2008 testing, 39.6 percent of former LEP students scored proficient while 51.1 percent scored proficient in 2010. The achievement gap between non-LEP and LEP narrowed from 11.5 percentage points in 2008 to less than one percentage point (0.2) in 2010. The achievement gap between LEP and non-LEP students increased slightly over the three-year span, from 34 to 36 percentage points, in part because the percentage of LEP students scoring at the proficient level in reading in 2010 (14.6 percent) was lower than the percentage in 2008 (15.7 percent).

For non-LEP students, the percentage scoring proficient rose slightly from 51.1 percent in 2008 to 51.3 percent in 2009–2010. (See exhibit 3.)

Exhibit 3. Current LEP vs. former LEP vs. non-LEP NECAP reading gap between SY2007–08 and SY2009–10
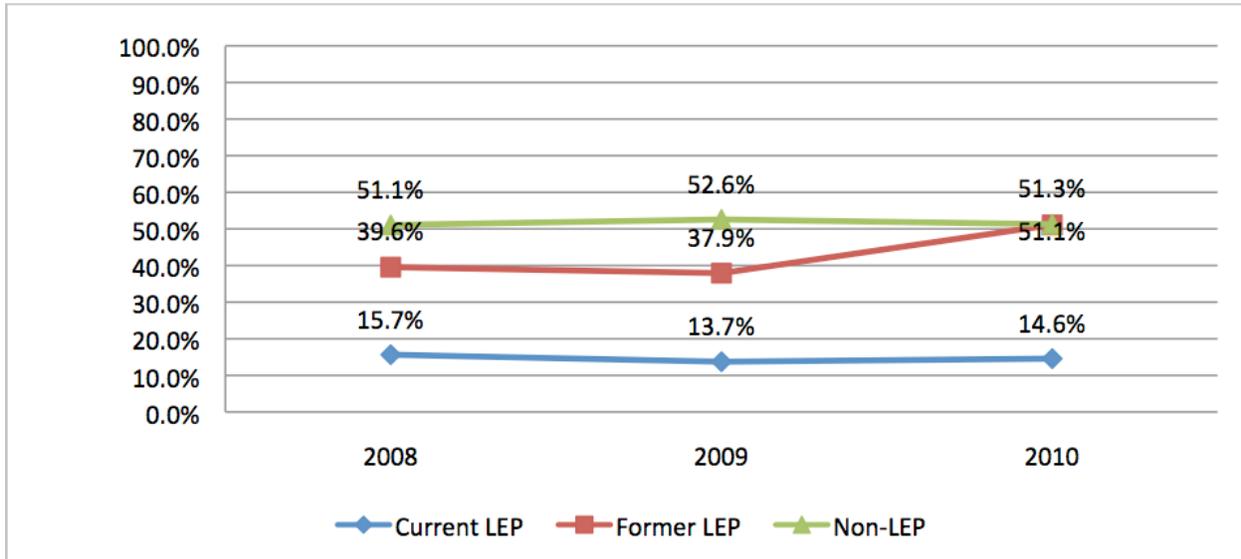
Source: Draft Report on NECAP Results. Prepared by the Office of Research, Planning and Accountability of the Providence Schools.

In math, former LEP students in the Providence Schools showed significant gains overall and outperformed non-LEP students. (See exhibit 4.) In 2007–2008, the non-LEP and former-LEP gap was four percentage points—29 percent of former LEPs scoring proficient and 33 percent of non-LEPs scoring proficient. In 2009–10, about 48 percent of former LEPs scored at the proficient level, compared with 33.4 percent of non-LEP students—a gap of 14.5 percentage points.

Exhibit 4. Current LEP vs. former LEP vs. non-LEP NECAP mathematics gap between SY2008–09 and SY2009–10
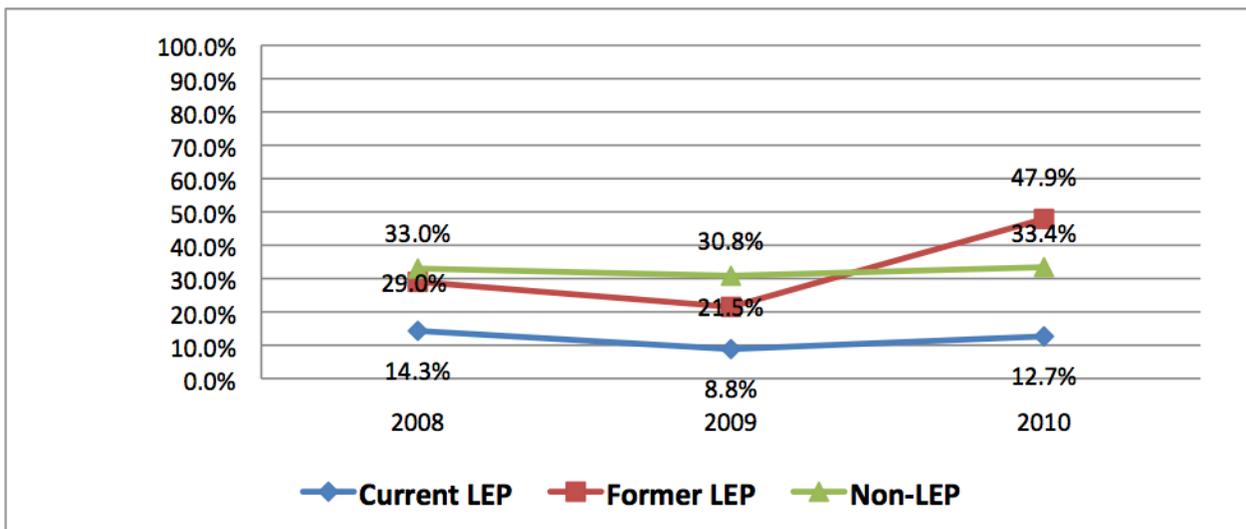
Source: Draft Report on NECAP Results. Prepared by the Office of research, Planning, and Accountability of the Providence Schools.

In contrast, the math gap between LEP and non-LEP students increased slightly over the three-year span. The percentage of LEP students proficient in math in 2010 (12.7 percent) was lower than 2008 (14.3 percent). And the percentage of the non-LEP group that was proficient rose slightly from 33.0 percent in 2008 to 33.4 percent in 2010.

Achievement Gap for All Other Subgroups Persists

The district's three-year analysis shows that the achievement gap persists between White and Hispanic and Black students on the NECAP reading and math exams. Gaps also remain between students who have an IEP and those who don't, as well as between students who qualify for the National School Lunch Program (NSLP) and those who are not eligible. In the few instances where the gap decreased over the period, the decline was only by a percentage point or two. (See appendix B for a complete set of graphs on each comparison group.)

- The Hispanic–White and Black–White student achievement gaps persist at between 10 and 15 percentage points.

- The achievement gap between students with and without an IEP remains at between 25 and 40 percentage points.

- The achievement gap between students eligible for NSLP and those not eligible remains at between 6 and 12 percentage points.

However, the school district's own analysis of three-year trend data spanning 2007–08 through 2009–10 shows considerable academic promise among former ELLs who have acquired English proficiency and sufficient content knowledge to perform well on state assessments. The challenge for Providence Schools is to raise the achievement of current-LEP students in greater numbers and to accelerate their gains so they are comparable to their former LEP counterparts. Ironically, the achievement gap between current and former LEP students is now greater than the gap between non-LEPs and LEP students.

The Council's team also conducted other analyses of ELL achievement by looking at results of a four-year longitudinal cohort of Providence students. (See section C. Analysis of ELL Achievement by English Proficiency Levels.)

II. ELL Achievement in Providence Schools as Measured by NECAP

1. ELL Scores on NECAP in Reading and Math

The Council's team examined the academic achievement of the district's ELLs on the state tests—the New England Consortium Assessment Program (NECAP). The team reviewed two years' worth of ELL achievement (SY 2009–10 and SY 2010–11), which was disaggregated by grade. In general, ELLs performed better at grades 3 through 5 on the reading exam than did students in grades 6 through 8 or grade 11. Only two out of seven grade levels showed significant improvements between 2009–10 and 2010–11. In all other grades, the percentage of ELLs who scored at the proficient level declined. (See exhibit 5.) [12] At grades 6 and 7, very few

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[12] Refer to appendix C to see specific percentages for each performance level of ELLs.

ELLs scored proficient on the 2010–2011 state reading test. Appendix C provides the percentage of ELLs scoring at each level on the NECAP in reading and math in 2009–10 and 2010–11.

Exhibit 5. NECAP reading performance of ELLs in Providence by grade in SY2009–10 and SY2010–11
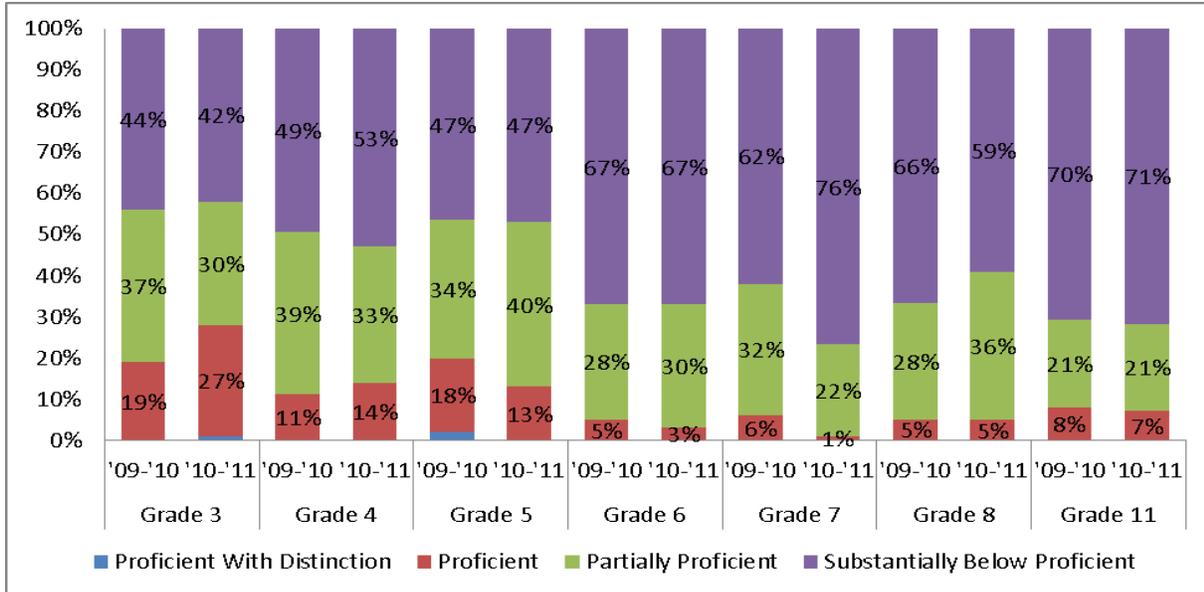
NECAP results in math were similar to reading results among the district's ELLs. (See exhibit 6.) In 2010–11, the percentage of ELLs scoring proficient on math in grades 3 and 4 increased by about 10 percentage points. In 2009–10, 12 percent of ELLs in grade 3 scored proficient in math and in 2010–11, 23 percent. In grade 4, 9 percent of ELLs scored at the proficient level in 2009–10, and 18 percent in 2010–2011. In contrast, the percentage of ELLs in grades 7, 8, and 11 who were proficient in math disappears in 2010–11 as the vast majority of ELLs scored at substantially below proficient levels.

Exhibit 6. NECAP mathematics performance of ELLs in Providence by grade in SY2009–10 and SY2010–11.
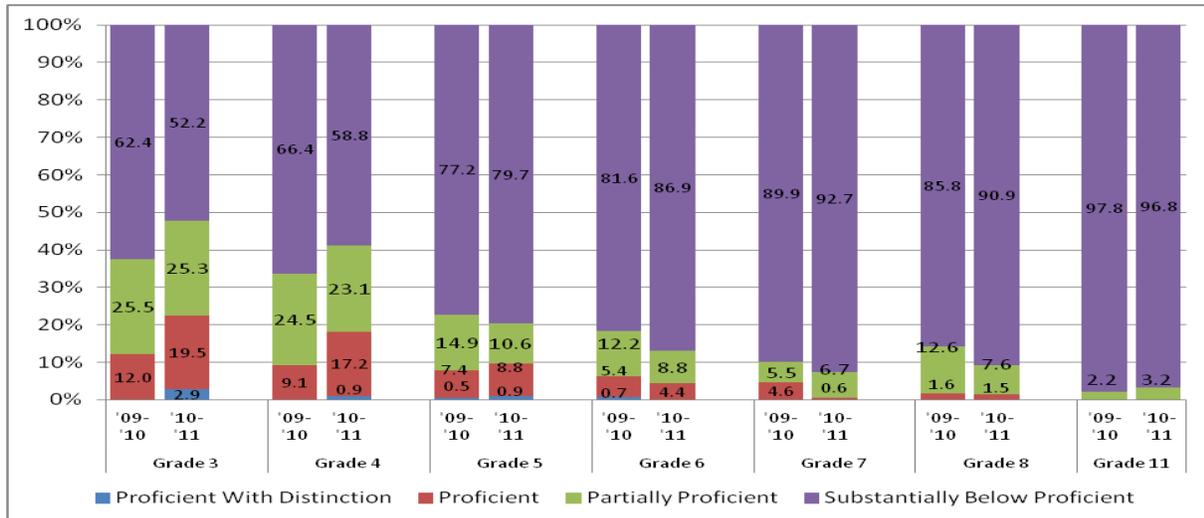
2. NECAP Performance of ELLs in Providence Compared with ELLs in the Rest of the State

Since the Providence Schools enroll about 50 percent of all ELLs in Rhode Island, Providence's scores appreciably affect any calculation of state averages. In order for the team to compare Providence scores to Rhode Island averages for ELLs, we extracted Providence ELL scores and recalculated state averages. The calculations showed that performance among ELLs in Providence trailed far behind that of ELLs elsewhere in the state. (See exhibits 7 and 8.)

Achievement data on the state's reading exam, NECAP, for 2010–2011 show that ELLs in Providence and in Rhode Island have similar scores in the third grade, but the gap between the city and the state opens up substantially by the fourth grade, when reading performance statewide surpasses reading achievement in the city by 22 percentage points. The gap in each subsequent grade increases, with gaps of approximately 25 to 30 percentage points. For example, at grade 6, only 4 percent of ELLs in Providence scored proficient in reading, compared with slightly more than 30 percent of ELLs statewide.

Exhibit 7. NECAP reading performance of ELLs in Providence and Rhode Island in SY2010–11
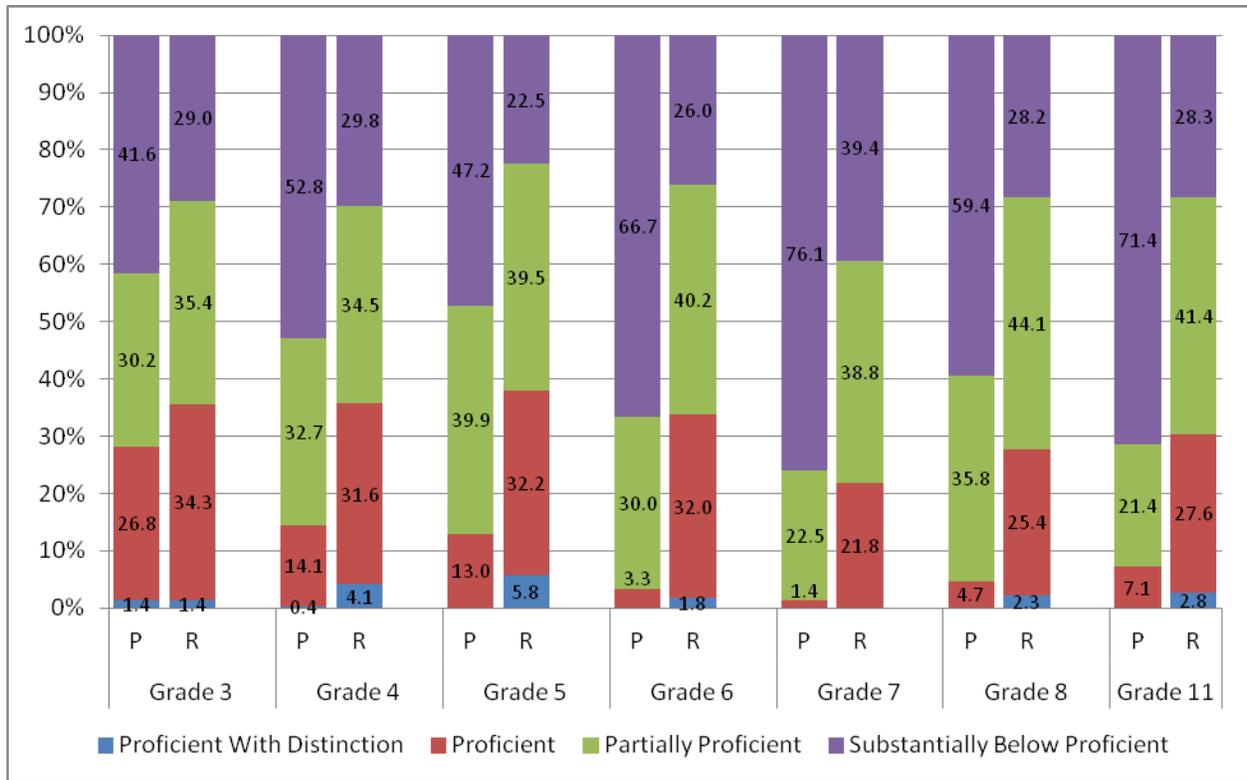
The data indicate that a larger percentage of ELLs in Providence scored below proficient than ELLs in the rest of the state. The smallest gap between the city and state was at grade 3, where 72 percent of ELLs in Providence scored below proficiency, compared with 69 percent of ELLs elsewhere in the state. The largest gap was at grade 4, where over 80 percent of ELLs in Providence but 35 percent of ELLs in the rest of Rhode Island scored below proficient. In all

grades except grade three, the percentage of ELLs in Providence who scored *substantially below proficient* was almost twice that of ELLs in the rest of the state.

In math, however, the percentage of ELLs scoring at the p*roficient* level in 2009–10 and 2010–11 was low in both Providence and Rhode Island. In both measures, less than 30 percent of students in grades 3 through 8 and grade 11 performed at the proficient level. In both city and state, the number of students scoring proficient declines further as one moves up the grades. ELLs in Providence, however, showed a markedly steeper decline in achievement than their counterparts statewide as they moved up the grades. In the middle school grades (6–8), fewer than 5 percent of ELLs in Providence scored at the proficient level in math on the state test, compared with about 20 percent of ELLs in the rest of Rhode Island. No eleventh-grade ELLs in Providence scored at the proficient level, compared with about 5 percent statewide.

At all grade levels tested, the percentage of ELLs in Providence scoring below proficient levels was higher than among ELLs statewide. The largest achievement gaps in math (15 to 20 percentage points) appeared to be in the middle school years (Grades 6–8). At grade 11, most ELLs in both Providence and Rhode Island scored below proficient levels, and in Providence almost all ELLs scored substantially below proficient.

Exhibit 8. NECAP math performance of ELLs in Providence and Rhode Island in SY2010–11
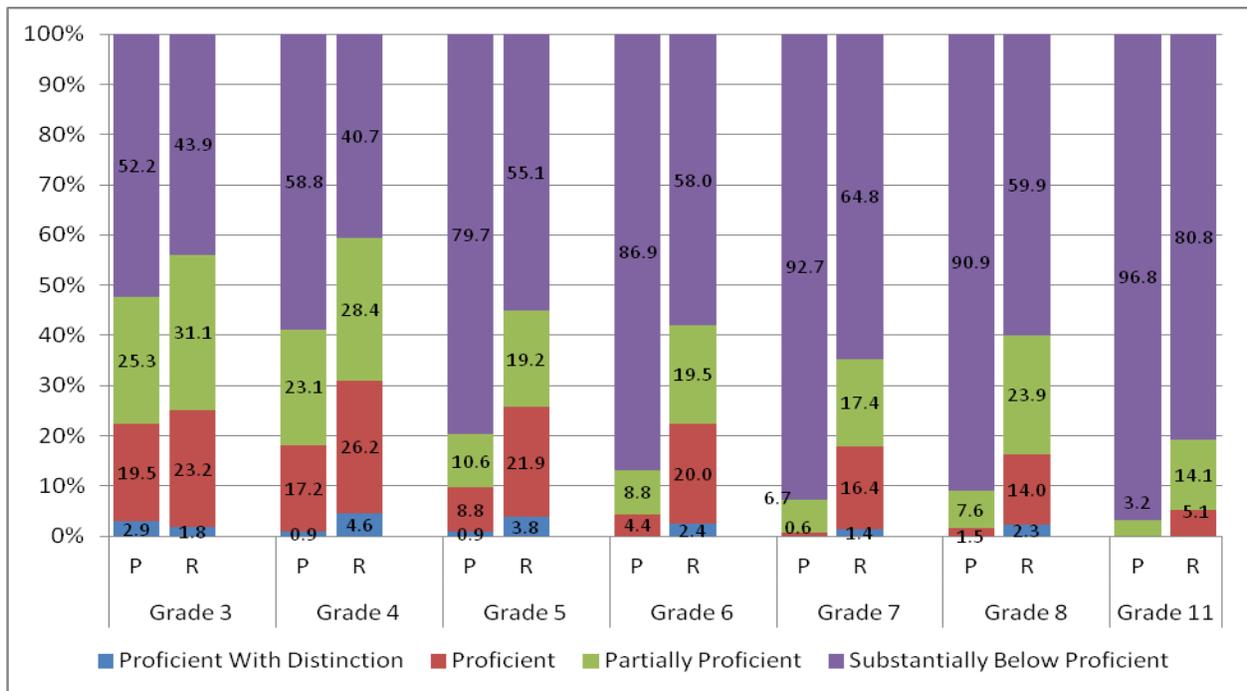
3. Analysis of ELL Achievement by English Proficiency Levels

The Council team also analyzed achievement scores of a four-year cohort of both ELLs and non-ELL students enrolled in Providence Public Schools between 2006–07 and 2009–10.[13]

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[13] The team was unable to include data from the 2010-2011 school year due to excessive missing data points. WIDA levels were determined in 2006-07, but students are not administered NECAP until grade 3; thus the achievement data for the analysis begins with the 2007-2008 school year.

The analysis in this section shows the reading and math NECAP level of students according to their WIDA levels[14] (World-class Instructional Design and Assessment) on the ACCESS (English proficiency) exam between 2006–07 and 2009–10. The reader should be cautious with these results, however, because of the imprecise vertical alignment of NECAP.

The analysis, of course, showed differences in the percentages of students scoring proficient at each WIDA level over the four-year period. We also found that ELL achievement was erratic across grade spans—elementary, middle, and high.

The table and charts below show the percentages of ELLs within each WIDA level. Because of the small N-size at each WIDA level, however, it was impossible to conduct statistical significance tests of the differences. The team's findings on ELL achievement by WIDA level are discussed below for each grade span.

a. ELL Achievement in Elementary Grades

NECAP Reading

The Council's team reviewed achievement data on the three-year cohort of ELL students who took the NECAP reading assessment in each of three years, 2007–08 when students were in third grade, in 2008-09 when the same group was in fourth grade, and in 2009-10 when they were in fifth.[15] The N-size for this cohort was 286.

- At grade 3, a large percentage of ELLs at WIDA level 6 (exit level) scored *proficient* on the NECAP reading assessment (94 percent), and despite a dip in scores at the fourth grade in 2008–09, these same students maintained this level of performance (94 percent) when they were in 5th grade in 2009–10.[16]

- ELLs at WIDA level 3 showed the greatest gains in the number scoring at the *proficient* level over the three-year period. Only 4 percent of level 3 ELLs in third grade scored at the proficient level in reading in 2007–08 on the NECAP, but by 2009–10 the percentage had increased to 24 percent proficient on the fifth grade state reading assessment. Similarly, the percentage of level 1 ELLs scoring at the *proficient* level increased from 7 percent in third grade in 2007–09) to 29 percent scoring in fifth grade in 2009–10.

- ELLs at WIDA level 2 who were proficient on the third grade NECAP exam in 2007–2008 (4 percent) did not sustain their progress through the three-year period. In 2008–09, the

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[14] The WIDA consortium developed and administers a large-scale test for assessing the English proficiency of English language learners—the "Assessing Comprehension and Communicating in English State-to-State" (ACCESS) test for ELLs. Access measures the four language domains in English proficiency based on WIDA standards in five content areas that define expectations in four grade-level clusters. ACCESS results provide data on six levels of proficiency, with Level 6 denoting proficiency in English and resulting in a student being classified as a former ELL. Please see http:www.wida.us/assessment/ACCESS/background.aspx for a full explanation of the six levels of proficiency.

[15] The cohort had NECAP scores for all three years.

[16] Prior to spring of 2007 students were exited using teacher recommendation and the Critical Performance Assessments—a district-developed monitoring tool for language development. From 2007 to 2009 students were exited after five years in the program and/or assessment data (NECAP ACCESS, SAT-RF, SAT10). Finally in 2010 Providence moved to used state mandated exit criteria.

percentage scoring at the proficient level in reading doubled to 8 percent, but by fifth grade, in 2009–2010, the percentage had dropped back to 4 percent. (See table 7 and exhibit 11.)

Table 7. Cohort analysis of growth in percentage proficient on NECAP Reading (grades 3 through 5) by WIDA ACCESS level from SY2006–07 to SY2009–10

WIDA level in 2006–07	Percentage proficient at each WIDA level on ACCESS					
	Lvl 1	Lvl 2	Lvl 3	Lvl 4	Lvl 5	Lvl 6
2007–08 Grade 3	7%	4%	4%	17%	49%	94%
2008–09 Grade 4	7%	8%	11%	30%	51%	78%
2009–10 Grade 5	29%	4%	24%	45%	66%	94%
Overall Percentage-point Gain	21	0	20	27	17	0
N-size by WIDA Level	14	24	55	110	65	18

The trend line in ELL achievement at the elementary level over the three-year period shows that, with the exception of ELLs at WIDA level 2, there was progress in the percentage of students scoring at the *proficient* level on the state NECAP reading assessment. In 2007–08, grade 4 posed a challenge for ELLs at all WIDA levels.

Exhibit 9. Trend line of ELL achievement on NECAP reading (grades 3 through 5) by WIDA ACCESS level from SY2006–07 to SY2009–10
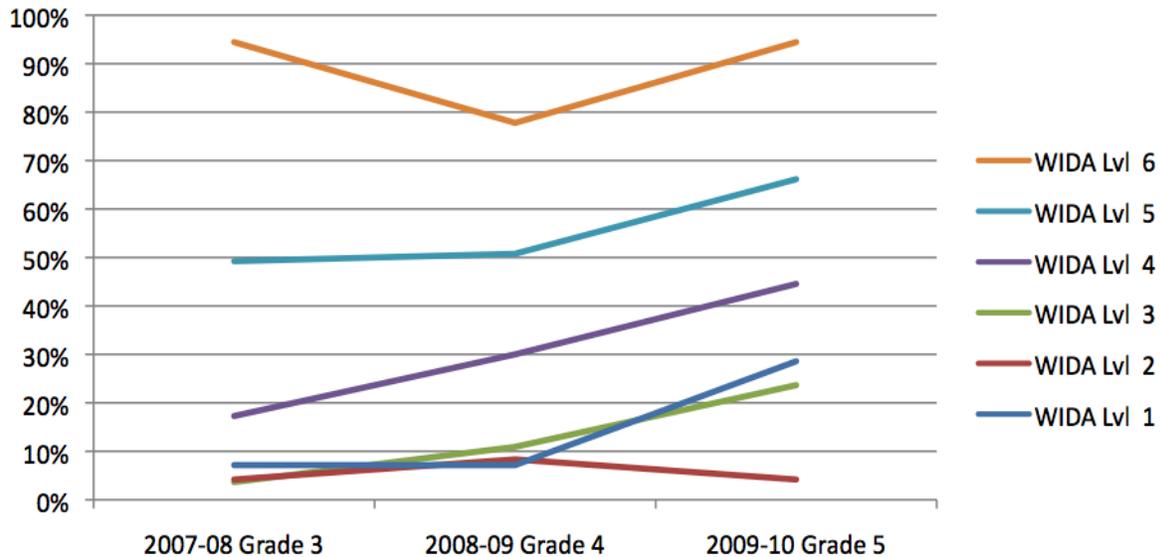
NECAP Math

The team also analyzed math achievement data on the three-year cohort of ELL students who took the NECAP in grade 3 in 2007–08, in grade 4 in 2008-09, and in grade 5 math in 2009–10 (see table 8). The N-size for this cohort was 293.

- The greatest gains occurred among level 1 ELLs. None in this group scored at the proficient level in 2007–08, but 28 percent did so in each of the two subsequent years.

- The percentages of ELLs at levels 2 and 3 who were proficient on the math NECAP exam were low in all three years, never exceeding 9 percent.

Table 8. Cohort analysis of growth in percentage proficient on NECAP mathematics (grades 3 through 5) by WIDA ACCESS level from SY2006–07 to SY2009–10

WIDA level in 2007–08	Percentage proficient at each WIDA level on ACCESS					
	Lvl 1	Lvl 2	Lvl 3	Lvl 4	Lvl 5	Lvl 6
2007–08 Grade 3	0%	4%	9%	17%	37%	78%
2008–09 Grade 4	28%	8%	9%	37%	48%	83%
2009–10 Grade 5	28%	0%	9%	23%	49%	72%
Overall Percentage-point Gain	28	-4	0	5	12	-6
N-size by WIDA level	18	24	57	111	65	18

The NECAP trend lines for levels 1 and 5 show sustained progress over the three-year period. (See exhibit 10.) ELLs at levels 2 and 6, however, lost ground, with fewer ELLs scoring proficient in 2009–10 than in 2007–2008. Finally, ELLs at level 3 were consistently at 9 percent proficient in each of the three years. ELLs at WIDA level 6 (exit level) are usually in mainstream classes after having been exited from a language support program.

Exhibit 10. Trend line of ELL achievement on NECAP mathematics (grades 3 through 5) by WIDA ACCESS level from SY2006–07 to SY2009–10
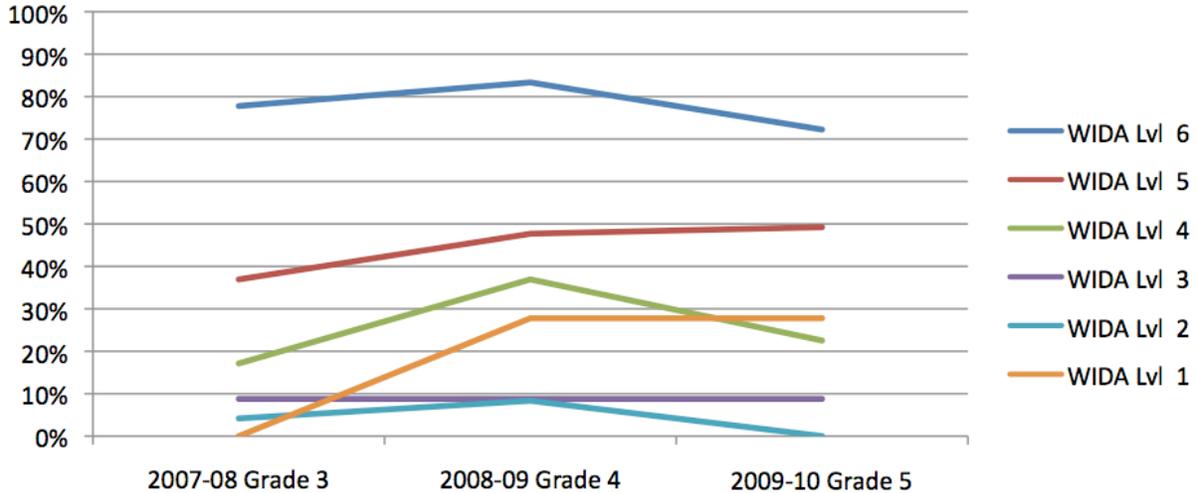
b. ELL Achievement in Middle School

NECAP Reading

The team also reviewed NECAP reading achievement data on a cohort of ELL middle school students across four years, i.e., students who took the NECAP in grade 5 in 2006–07, in grade 6 in 2007-08, in grade 7 in 2008-09, and in grade 8 in 2009-10. The N-size for this cohort was 324. (See table 9.)

- ELLs at WIDA level 3 saw the largest increases in the percentage scoring proficient in reading between 2006–07 and 2009–10. Only three percent of these students scored proficient at the beginning of the four-year period, but 19 percent did so at the end.

- ELLs at WIDA level 4 showed the second-largest increase over the four-year period. Some 15 percent of ELLs at this level were proficient in reading at grade 5 in 2006–07, but over twice this percentage were proficient in 2009–10 in grade 8.

- WIDA level 6 ELLs not only maintained their reading proficiency but saw a small increase in the percentage scoring proficient. Some 70 percent were reading proficiently in grade 5 in 2006–07, and 77 percent of the same students tested proficient in reading in grade 8 in 2009–10.

- ELL at levels 1 and 2 showed no net gain at end of the four-year period despite improved passing rates in grades 6 and 7. None of the ELLs at these levels scored proficient on the grade 5 reading assessment in 2006–07, and none were proficient in grade 8.

Table 9. Cohort analysis of growth in percent proficient on NECAP reading (grades 5 through 8) by WIDA ACCESS level from SY2006–07 to SY2009–10

WIDA level in 2006–07	Percentage proficient at each WIDA level on ACCESS					
	Lvl 1	Lvl 2	Lvl 3	Lvl 4	Lvl 5	Lvl 6
2006–07 Grade 5	0%	0%	3%	15%	35%	70%
2007–08 Grade 6	25%	5%	8%	15%	39%	61%
2008–09 Grade 7	13%	5%	16%	29%	52%	83%
2009–10 Grade 8	0%	0%	19%	42%	59%	77%
Overall Percentage-point Gain	0	0	15	27	24	6
N-size per WIDA level	8	21	86	62	83	64

Among ELLs in middle school, the achievement trend line between 2006–07 and 2009–10 showed striking differences by WIDA level. (See exhibit 11.) Level 1 ELLs improved markedly in grade 6, with 25 percent scoring proficient, but lost ground in grade 7, with 13 percent scoring proficient. All reading gains for level 1 ELLs were lost by grade 8 in 2009–2010.

At level 2, only 5 percent of students scored at proficient levels on NECAP in grades 6 and 7, and none scored proficient at grade 8.

ELLs at levels 3 through 6—the middle and higher levels of English proficiency—fared better by either increasing the percentage of ELLs scoring proficient or, at least, maintaining relatively high percentages.

Exhibit 11. Trend line of ELL achievement on NECAP reading (grades 5 through 8) by WIDA ACCESS level from SY2006–07 to SY2009–10
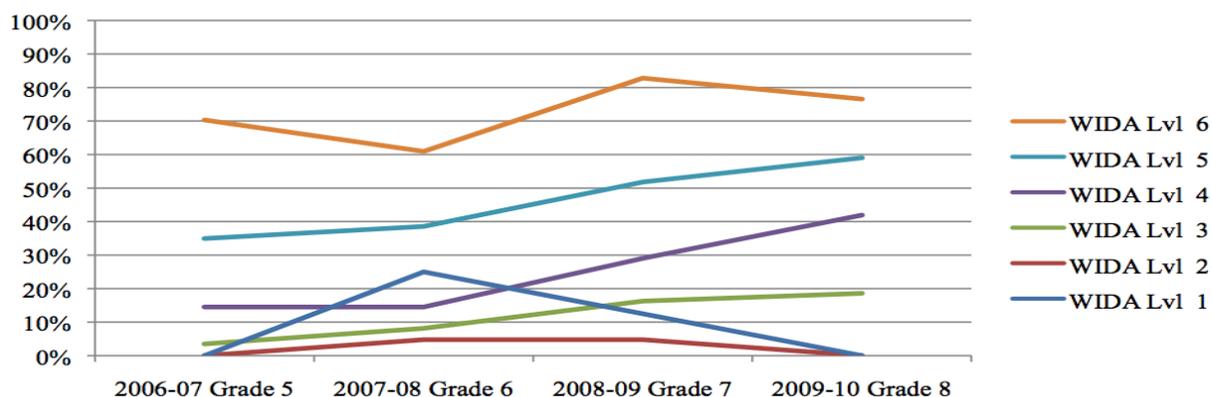
NECAP Math

The team also examined achievement data on the cohort of ELL students who took the NECAP math test in fifth grade in 2006–07, in sixth grade in 2007-08, in seventh grade in 2008-09, and eighth grade in 2009-10. The resulting N-size for this cohort was 340.

The data showed that math achievement among middle-school ELLs was considerably lower than at the elementary level. (See table 10.) In fact, ELL math achievement either was barely sustained or actually regressed, depending on the WIDA English proficiency level.

- None of the students at WIDA levels 1 and 2 were proficient in math on NECAP in any of the four years reviewed.

- ELLs at WIDA levels 3 and 4 saw a negligible one percentage point gain over the four-year period.

- ELLs at the highest levels of English proficiency (5 and 6) did not sustain their math scores over time. The percentage of level 5 ELLs who scored proficient in math on NECAP dropped by a third, from 37 percent at grade 5 to 28 percent at grade 8. Some 70 percent of level 6 ELLs scored proficient in math in grade 5 (2006–07), but in grade 8 (2009–2010) the figure dropped to 63 percent proficient in math.

Table 10. Cohort analysis of growth in percent proficient on NECAP mathematics (grades 5 through 8) by WIDA ACCESS level from SY2006–07 to SY2009–10

WIDA level in 2006–07	Percent proficient at each WIDA level on ACCESS					
	Lvl 1	Lvl 2	Lvl 3	Lvl 4	Lvl 5	Lvl 6
2006–07 Grade 5	0%	0%	7%	10%	37%	70%
2007–08 Grade 6	0%	0%	7%	8%	33%	70%
2008–09 Grade 7	0%	0%	7%	11%	24%	66%
2009–10 Grade 8	0%	0%	8%	11%	28%	63%
Overall Percentage-point Gain	0	0	1	2	-10	-8
N-size by WIDA level	11	28	92	62	83	64

Exhibit 12 shows that mathematics achievement on the NECAP was very low among ELLs at levels 1 though 4. In addition, scores at levels 5 and 6 actually dropped over time, even though students at these levels typically would have exited ELL programs and been in mainstream classes.

Exhibit 12. Trend line of ELL achievement on NECAP mathematics (grades 5 through 8) by WIDA ACCESS level from SY2006–07 to SY2009–10
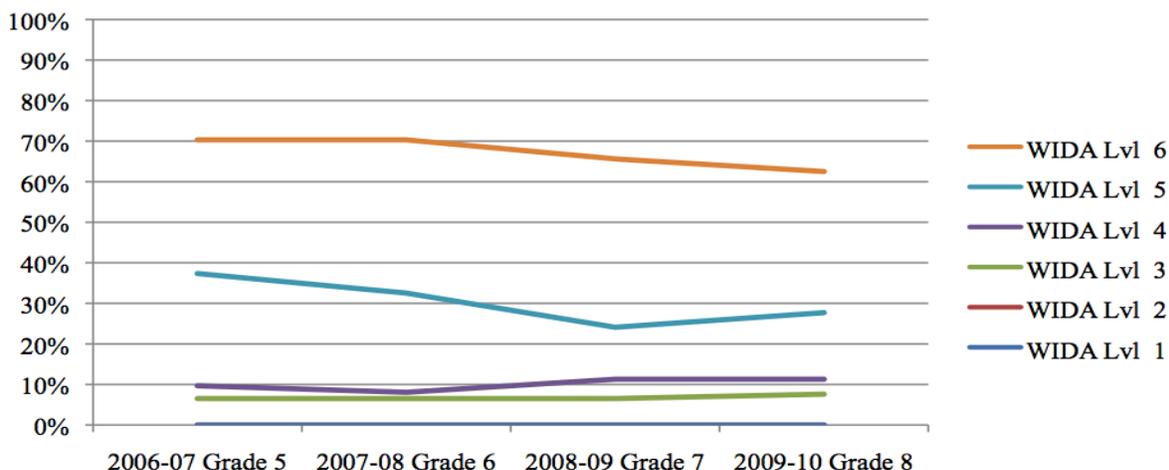
c. ELL Achievement in High School

NECAP Reading

Finally, the team reviewed achievement data on the cohort of ELL students who took the grade 8 NECAP reading assessment in 2006–07 and the grade 11 reading assessment in 2009–2010. (See table 11.) The N-size was 107 students. The high school cohort for each WIDA level was significantly smaller than the elementary and middle school samples, probably because of large numbers of dropouts. The resulting data showed the following:

- ELLs at WIDA level 4 showed the greatest gains on the NECAP reading assessment. In 2006–07, none of these ELLs scored at the proficient level on the grade 8 NECAP assessment, but by 2009–2010, 70 percent of these students scored proficiently on the grade 11 reading assessment.

- ELLs at WIDA level 3 showed the second-largest gain in reading, with an increase from 3 percent proficient in grade 8 to 35 percent proficient in grade 11 in 2009–2010.

- At the higher end of the proficiency range, 100 percent of ELLs at level 6 scored proficient on the grade 8 NECAP reading test and again on the grade 11 reading assessment.[17]

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[17] ELLs at WIDA level 6 have typically exited the ELL program but may be in "monitored" status so they are still administered the ACCESS English language proficiency assessment. The N-size for level 6 is only five students, compared with 64 students in middle school, so there is a possibility that the five students actually represent students who have succeeded well enough to stay in school through eleventh grade.

- ELLs at levels 1 and 2 showed the lowest percentage of students scoring proficient on the grade 11 NECAP reading assessment in 2009–2010, with 13 percent in level 1 and 12 percent in level 2.

Table 11. Cohort analysis of growth in percentage proficient on NECAP reading (grades 8 and 11) by WIDA ACCESS level from SY2006–07 to SY2009–10

WIDA level in 2006–07	Percentage proficient at each WIDA level on ACCESS					
	Lvl 1	Lvl 2	Lvl 3	Lvl 4	Lvl 5	Lvl 6
Grade 8 in 06–07	6%	0%	3%	0%	31%	100%
Grade 11 in 09–10	13%	12%	35%	70%	92%	100%
Overall Percentage-point Gain	6	12	32	70	62	6
N-size per WIDA Level	16	26	37	10	13	5

The ELL achievement trend lines in exhibit 15 show sustained progress among ELLs with higher levels of English proficiency (levels 3, 4, and 5) but minimal gains among ELLs at the beginning levels of English proficiency (levels 1 and 2). Finally, ELLs at level 6 remain flat at 100 percent. (These students would typically have been exited from the district's language support programs.)

Exhibit 13. Trend line of ELL achievement on NECAP reading (grades 8 and 11) by WIDA ACCESS level from SY2006–07 to SY2009–10
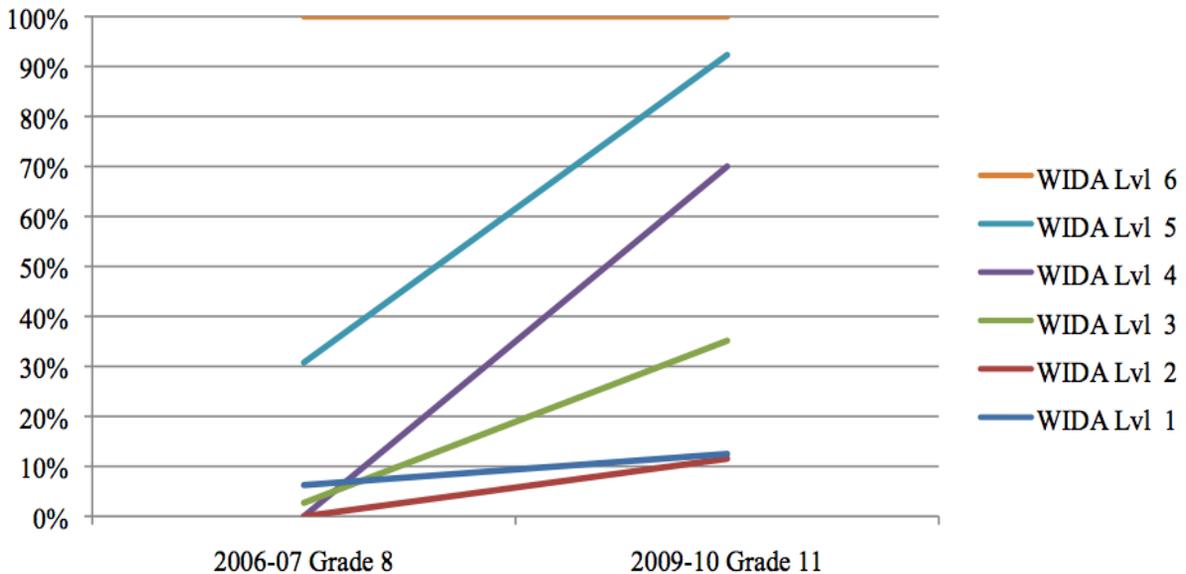
NECAP Mathematics

A similar analysis was done on the cohort of ELLs who took the NECAP math exam as eighth-graders in 2006–07 and as eleventh-graders in 2009–2010. The N-size for this cohort was 121 students. The data indicated very poor performance at the starting period in 2006–07 and even lower results four years later. (See table 12.) Specifically, the data showed that—

- At grade 8 in 2006–07, none of the ELLs at levels 1 and 2 were proficient in math, and very few ELLs at levels 3 and 4 were proficient—5 percent and 10 percent, respectively. In contrast, 58 percent of level 5 ELLs and 60 percent of level 6 ELLs were proficient.

- Most ELLs at levels 3 through 6 who were proficient in math in the eighth grade were no longer proficient in the eleventh grade. Only 8 percent of level 5 students scored at the proficient level in math in 2009–10, even though 58 percent of these same students had been proficient in 2006–07. The decline was even starker among level 6 students—60 percent to zero.

Table 12. Cohort analysis of growth in percent proficient on NECAP math (grades 8 and 11) by WIDA ACCESS level from SY2006–07 to SY2009–10

WIDA level in 2006–07	Percentage proficient at each WIDA level on ACCESS					
	Lvl 1	Lvl 2	Lvl 3	Lvl 4	Lvl 5	Lvl 6
Grade 8 in 2006–07	0%	0%	5%	10%	58%	60%
Grade 11 in 2009–10	5%	0%	0%	0%	8%	0%
Overall Percentage-point Gain	5	0	-5	-10	-50	-60
N-size per WIDA level	20	34	40	10	12	5

The general trend lines in ELL in math achievement on the NECAP are negative, but the most striking trends involve the ground lost among ELLs at levels 5 and 6, who had scored proficient in 2007–08 but no longer did in 2009–10. These students were most likely exited from language support programs by the time they took the math test in 2009–2010, but the data show that these students were unable to sustain their achievement. (See exhibit 14.)

Exhibit 14. Trend line of ELL achievement on NECAP mathematics (grades 8 and 11) by WIDA ACCESS level from SY2006–07 to SY2009–10
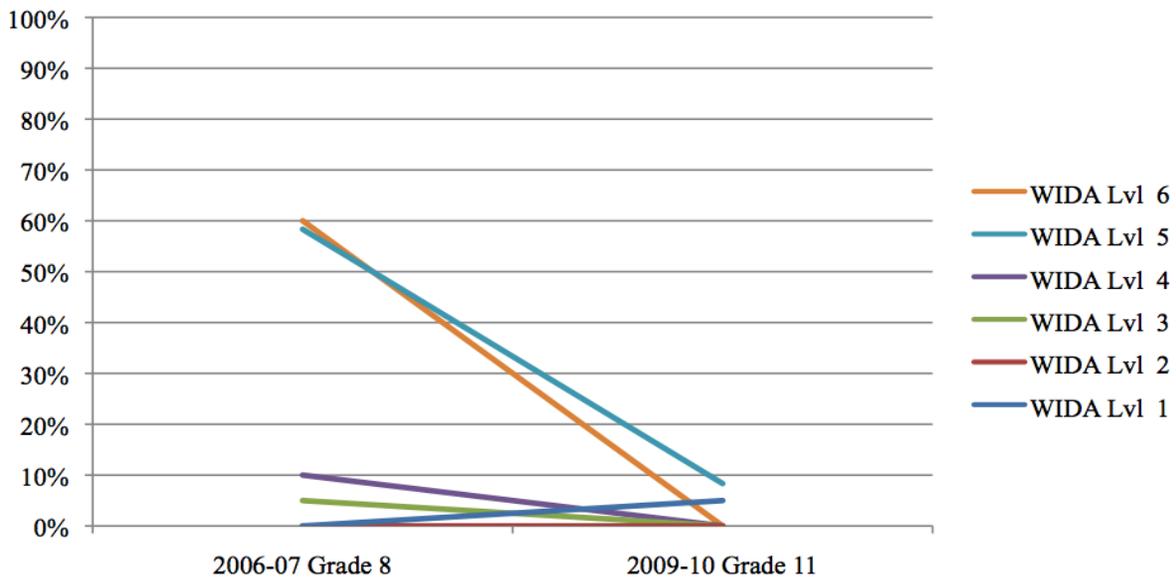
III. ELL Progress in Acquiring English Proficiency as Measured by ACCESS

The Council's team also examined the ACCESS scores of ELLs that assessed English language proficiency over a four-year period. The analysis examined the movement across proficiency levels of students who remained in a district ELL program between 2006–07 and 2009–10.

First, we examined the number and percentage of ELLs in the four-year cohort who scored at each English proficiency level. The cohort data included the number of students who had been reclassified (those who were classified as not-LEP after initially being entered as LEP in the database) and ELLs who had "missing" ACCESS scores. For example, of the total cohort of 2,475 ELLs, 2,383 had ACCESS scores in 2006–07. Seventeen percent scored at the "entering" level (1), 16 percent at the "beginning" level (2), 28 percent at the "developing" level (3), 21 percent at the "expanding" level (4), 12 percent at the "bridging" level (5), and 2 percent at the "reaching" level (6).

By 2009–10, 1,539 (62 percent) of those same students had exited the LEP program.[18] Table 13 shows the percentage of ELLs scoring at each proficiency level in 2009–10. (See appendix E for additional data on English proficiency on ACCESS for the four-year cohort disaggregated by grade span.)

Table 13. English proficiency on the ACCESS for a four-year longitudinal cohort of Providence ELLs from SY2006–07 to SY2009–10

WIDA level	2006–07		2007–08		2008–09		2009–10	
	Count	%	Count	%	Count	%	Count	%
1-Entering	412	17%	138	6%	38	2%	26	1%
2-Beginning	396	16%	403	16%	294	12%	88	4%
3-Developing	705	28%	697	28%	603	24%	134	5%
4-Expanding	527	21%	386	16%	391	16%	67	3%
5-Bridging	285	12%	476	19%	598	24%	153	6%
6-Reaching	58	2%	247	10%	356	14%	66	3%
Exited*		0%	107	4%	165	7%	1,539	62%
Subtotal	2,383	96%	2,454	99%	2,445	99%	2,073	84%
Missing	92	4%	21	1%	30	1%	402	16%
Total	2,475		2,475		2,475		2,475	

*Students were presumed "exited" if they were classified as "not LEP" that year. The number is cumulative.

Second, the Council calculated a rudimentary "value added" measure by examining how proficiency in this cohort changed on the ACCESS between 2006–07 and 2009–10. (See table 14.) For example, of the ELLs in the four-year cohort who scored "entering" in 2006–07, 5.1 percent were still performing at this level in 2009–10, about 14 percent had increased to the

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[18] The team noted that a total of 402 students had missing data on ACCESS. These students were LEP but did not have an ACCESS score for 2009-2010.

"beginning" level, 12 percent to the "developing" level, and about 30 percent had exited. Small percentages of ELLs in each of the English proficiency levels regressed to a lower proficiency level: 0.2 percent of ELLs initially scoring as "developing" dropped to the "beginning" levels in 2009–10, and 0.5 percent of those in the "expanding" level in 2006–07 dropped to "developing." ELLs at the "bridging" level (level 5) had the most difficulty in sustaining their status, with 1.1 percent dropping one level to "expanding" and 1.4 percent dropping two levels to "developing." About 10 percent of the ELLs at levels 1 and 2 remained at the same level of proficiency.

Table 14. ACCESS "Value-Added" for the four-year longitudinal cohort of Providence ELLs from SY2006–07 to SY2009–10

From/To	Entering	Beginning	Developing	Expanding	Bridging	Reaching	Exited	Total
1-Entering	5.1%	13.8%	11.5%	9.3%	25.1%	7.3%	27.9%	100%
2-Beginning	0.6%	6.2%	21.1%	6.8%	7.0%	2.5%	55.8%	100%
3-Developing	0.0%	0.2%	0.6%	0.2%	3.8%	3.8%	91.5%	100%
4-Expanding	0.0%	0.0%	0.5%	0.0%	0.2%	0.2%	99.0%	100%
5-Bridging	0.0%	0.4%	1.4%	1.1%	1.8%	2.8%	92.6%	100%
6-Reaching	0.0%	0.0%	0.0%	0.0%	1.7%	1.7%	96.6%	100%

Third, the team totaled the gross percentages of ELLs who had declined by one or more proficiency levels, stayed at the same proficiency level, or improved one or more proficiency. levels. This calculation aggregated percentages of the cohort moving from one level to another, rather than showing the percentage of ELLs at each proficiency level as seen in table 14. For example, less than one percent of the total ELL cohort regressed, 2.5 percent remained at the same level of proficiency, and about 97 percent progressed. (See table 15.) The high percentage of ELLs that progressed, however, includes the number of ELLs exited from their language support programs in 2009–10. These students were labeled as having progressed because they had exited; however, given that these students did not have an ACCESS score, the team was unable to determine their relative movement between proficiency levels.

Table 15. Percentage of Providence ELLs (grades K–12) in the four-year longitudinal cohort who remained at the same proficiency level or improved or declined by one or more levels from SY2006–07 to SY2009–10

Providence ELL cohort all grades (K–12)					
Summary	Value Add	% No change	% One level	% Two levels	% Three + levels
% Regressed	0.7%		0.5%	0.2%	0.1%
% No change	2.5%	2.5%			
% Progressed	96.8%		9.6%	17.6%	69.7%

The team's examination of these "value-added" calculations showed marked differences in the movement of ELLs across the English proficiency levels and in the percentage of ELLs exiting by the end of the four-year period. The next section describes the analysis on each of

three school-level subsets of the longitudinal cohort—grades 3 to 5, grades 6 to 8, and grades 9 to 12.

1. Grade 3 to 5 Subset of the Providence ELL Cohort

The analysis shows that 0.5 percent of the grade 3–5 ELL cohort who scored at the "entering" level in 2006–07 were still performing at that level in 2009–10, about 6 percent had increased to the "beginning" level, and 10 percent moved to the "developing" level of English proficiency. This level 1 group (entering) saw sizable gains, with 38 percent scoring at the "bridging" level (a four-level increase) and 22 percent exiting the program by 2009–10. ELL students scoring at the "beginning" level in 2006–07 also had moved one or more levels, with close to 38 percent scoring at the "developing" level, 15 percent moving to the "expanding" level, 16 percent moving to the "bridging" level, and about 28 percent exiting the program in 2009–2010.

ELLs at the highest levels of proficiency (5 and 6) suffered the greatest losses in proficiency levels—10 percent of ELLs at level 6 dropped to level 5 (bridging), and about 8 percent of level 5 students dropped either one or two levels. Virtually all ELLs who scored at level 4 in 2006–07 were reclassified or exited in 2009–10, compared with 70 to 80 percent of those scoring at levels, 3, 5, and 6. (See table 16.)

Table 16. ACCESS "Value-Added" for the grade 3–5 subset of the four-year longitudinal cohort of Providence ELLs from SY2006–07 to SY2009–10

From/To	Entering	Beginning	Developing	Expanding	Bridging	Reaching	Exited	Total
1-Entering	0.5%	6.0%	10.1%	11.1%	38.2%	12.0%	22.1%	100.0%
2-Beginning	0.0%	5.1%	27.6%	15.3%	16.3%	8.2%	27.6%	100.0%
3-Developing	0.0%	0.0%	0.7%	0.7%	12.9%	13.7%	71.9%	100.0%
4-Expanding	0.0%	0.0%	0.0%	0.0%	0.0%	0.7%	99.3%	100.0%
5-Bridging	0.0%	0.0%	2.3%	3.4%	5.7%	9.1%	79.5%	100.0%
6-Reaching	0%	0%	0%	0%	10%	10%	80%	100%

About one percent of all ELLs in the grade 3–5 subset regressed, about 2 percent remained at the same level of English proficiency, and 97 percent progressed. (See table 17.)

Table 17. Percentage of Providence grades 3-5 ELLs in the four-year longitudinal cohort who remained at the same proficiency level or improved or declined by one or more levels from SY2006–07 to SY2009–10.

Providence ELL cohort grades 3 to 5					
Summary	Value Add	% No change	% One level	% Two levels	% Three + levels
% Regressed	0.9%		0.6%	0.3%	0.0%
% No change	1.9%	1.9%			
% Progressed	97.3%		8.2%	18.1%	71.0%

2. Grade 6 to 8 Subset of the Providence ELL Cohort

Table 18 shows the "value added" change in the percentage of ELLs in grades 6 through 8 in the Providence Schools who scored at each of the ACCESS levels of English proficiency. For example, of the grade 6–8 ELL cohort who scored at the "entering" level in 2006–07, 15.6 percent were still performing at this level in 2009–10, about 22 percent had progressed to the "beginning" level, 24 percent had moved to the "developing" level, and 38 percent had exited.

A small percentage of ELLs at each of the proficiency levels regressed between 2006–07 and 2009–10: 0.4 percent of ELLs initially scoring at the "developing" level dropped to the "beginning" level, 0.9 percent of those at the "expanding" level to the "developing" level, and 1.2 percent of those at the "bridging" level dropped to the "developing" level.

About 15 percent of level 1 ELLs and 11 percent of level 2 ELLs remained at these levels of proficiency in 2009–10. Virtually all ELLs who scored at levels 3 through 5 on ACCESS in 2006–07 had exited by 2009–10.

Table 18. Percentage of Providence ELLs grades 6 to 8 in the four-year longitudinal cohort who remained at the same proficiency level or improved or declined by one or more levels from SY2006–07 to SY2009–10

From/To	*Entering*	*Beginning*	*Developing*	*Expanding*	*Bridging*	*Reaching*	*Exited*	*Total*
1-Entering	15.6%	22.2%	24.4%	0.0%	0.0%	0.0%	37.8%	100%
2-Beginning	0.0%	11.2%	29.0%	0.9%	0.9%	0.0%	57.9%	100%
3-Developing	0.0%	0.4%	0.4%	0.0%	0.4%	0.0%	98.7%	100%
4-Expanding	0.0%	0.0%	0.9%	0.0%	0.0%	0.0%	99.1%	100%
5-Bridging	0.0%	0.6%	1.2%	0.0%	0.0%	0.0%	98.2%	100%
6-Reaching	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%	100%

Less than one percent of all ELL in the grade 6–8 subset regressed, 2.5 percent remained at the same level of proficiency, and 97 percent progressed. (See table 19.)

Table 19. Percentage of Providence ELLs grades 6 to 8 in the four-year longitudinal cohort who remained at the same proficiency level or improved or declined by one or more levels from SY2006–07 to 2009–10

Providence ELL cohort grades 6 to 8					
Summary	*Value Add*	*% No change*	*% One level*	*% Two levels*	*% Three + levels*
% Regressed	0.7%		0.4%	0.2%	0.1%
% No change	2.5%	2.5%			
% Progressed	96.8%		10.2%	21.9%	64.7%

3. Grade 9 through 12 Subset of the Providence ELL Cohort

Table 20 shows the "value added" change in the percentage of ELLs in grades 9 to 12 who scored at each of the ACCESS levels of proficiency. For example, 13 percent of grade 9–12 ELLs who scored at the "entering" level in 2006-07 were at this level in 2009–10.

Table 20. ACCESS "Value-Added" for the grade 9–12 subset of the four-year longitudinal cohort of Providence ELLs from SY2006–07 to SY2009–10

From/To	Entering	Beginning	Developing	Expanding	Bridging	Reaching	Exited	Total
1-Entering	12.9%	31.4%	11.4%	1.4%	0.0%	0.0%	42.9%	100%
2-Beginning	1.3%	3.3%	11.3%	5.3%	5.3%	0.7%	72.7%	100%
3-Developing	0.0%	0.0%	0.6%	0.0%	0.6%	0.6%	98.1%	100%
4-Expanding	0.0%	0.0%	0.0%	0.0%	2.3%	0.0%	97.7%	100%
5-Bridging	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%	100%
6-Reaching	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%	100%

About 31 percent had increased to the "beginning" level, and 43 percent had exited. Only 1.3 percent of "beginning" ELLs had dropped to the "entering" level by 2009–10. Virtually all ELLs who were at levels 3 and 4 had exited by 2009–10. Less than 1 percent of all ELLs in the grade 9–12 subset regressed, 3.3 percent remained at the same level of English proficiency, and 96 percent progressed. (See table 21.)

Table 21. Percentage of Providence ELLs in the grade 9–12 subset in the four-year longitudinal cohort who remained at the same proficiency level or improved or declined by one or more levels from SY2006–07 to SY2009–10

Providence ELL cohort grades 9 to 12					
Summary	*Value Add*	*% No change*	*% One level*	*% Two levels*	*% Three + levels*
% Regressed	0.4%		0.4%	0.0%	0.0%
% No change	3.3%	3.3%			
% Progressed	96.3%		10.1%	10.1%	76.0%

The "exited ELL" variable reflects an administrative decision to move ELLs out of the program and label them as "not-LEP" and does not reflect a precise proficiency level in English. The team's examination of ACCESS data showed real differences in the percentage of ELLs exited by grade span. ELLs in grades 9 through 12 exited in greater numbers at all levels of English proficiency in 2006–07. For example, 22 percent of grade 3–5 ELLs who were at level 1 in 2006–07 had exited by 2009–10. In contrast, 43 percent of grade 9–12 ELLs at level 1 in 2006–07 had exited by 2009–10. ELLs at level 4 (expanding) in 2006–07 had similar rates of exiting by 2009–10—about 98 to 99 percent. (See table 22.)

Table 22. Percentage of ELLs at each proficiency level in SY2006–07 who had exited by SY2009–10

Proficiency Level in 2006–07	Exited ELLs as a % of level		
	Grades 3–5	Grades 6–8	Grades 9–12
1-Entering	22.1%	37.8%	42.9%
2-Beginning	27.6%	57.9%	72.7%
3-Developing	71.9%	98.7%	98.1%
4-Expanding	99.3%	99.1%	97.7%
5-Bridging	79.5%	98.2%	100.0%
6-Reaching	80.0%	100.0%	100.0%

Exhibit 15, the graph of the variance in the exit rates among ELLs across grade spans, shows that, except for level 4 (expanding), a greater percentage of ELLs were exited during the middle grades (6–8) and high school years (grades 9–12) than during the elementary years. The difference in these percentages might be explained by the district's changes in exiting criteria, policies, and practices.[19] For instance, at the elementary level, ELLs are not allowed to exit from grades K–2 programs. Furthermore, it is possible that disproportionately higher exit rates in middle and high school are unintentionally raising hurdles for ELLs to succeed academically in general education programs where language and content demands are greater.

Exhibit 15. Percentage of Providence ELLs exiting in 2009–10 grouped by proficiency levels in SY2006–07.

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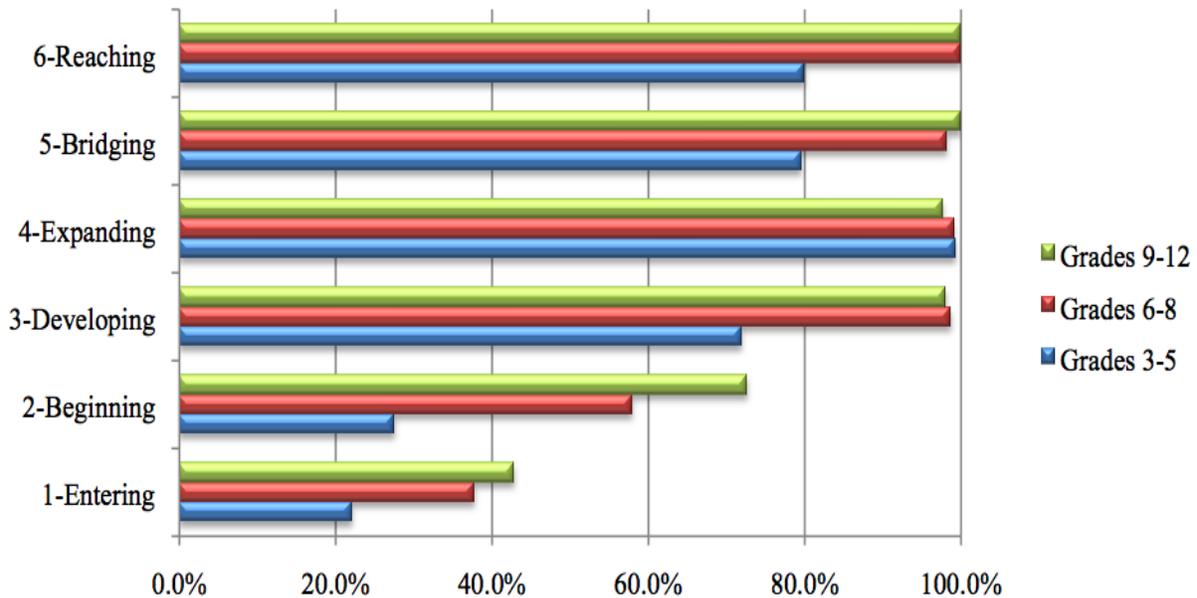
[19] Prior to spring 2007, students were exited using teacher recommendations and Critical Performance Assessments—a district-developed monitoring tool for language development. From 2007 to 2009, students were exited after five years in the program and/or assessment data (NECAP, ACCESS, SAT-RF, SAT-10). Finally, in 2010, Providence began using state-mandated exit criteria.

C. School Improvement and ELL Enrollment

The Providence Public School District has generally made important gains in student achievement over the last several years. For instance, the district has reduced the number of schools that have not met AYP (adequate yearly progress targets) over the past three years. Between the 2008–09 and 2010–11 school years, the district increased the number of schools meeting AYP from 21 to 24 and reduced the number of schools making insufficient progress from 20 to 17 (see table 23).

Schools with varying percentages of ELL enrollment met adequate yearly progress, and schools with ELL enrollments of 20 percent and more were not overrepresented in the number of schools that failed to make AYP. The team's review of AYP status shows that, in each of the three-year periods, schools with enrollments of 20 percent or more ELLs accounted for less than half the number of schools that made *insufficient progress*. (See table 23).

Table 23. AYP status of Providence Public Schools

AYP Status	2008–2009		2009–2010		2010–2011	
	Total	Schools w/ 20% or more ELLs	Total	Schools w/ 20% or more ELLs	Total	Schools w/ 20% or more ELLs
Insufficient Progress	20	3	24	11	17	6
Caution	3	1	7	1	4	0
Met AYP	21	8	22	2	24	8

Most schools that failed to meet AYP in the past three years did not necessarily have a high ELL enrollment. In the 2008–09 school year, the majority of schools showing insufficient progress ranged from 11 percent to 20 percent in ELL enrollment. In both the 2009–10 and 2010–11 school years, the majority of schools that did not meet AYP had lower ELL enrollments—0 to 10 percent. (See table 24.)

Table 24. ELL enrollment in schools that failed to meet AYP

ELL as % of School Enrollment	2008–2009	2009–2010	2010–2011
0–10 % ELL	8	8	6
11–20 % ELL	9	5	4
21–30 % ELL	3	6	2
31 + % ELL	0	5	4
Total	20	24	16

The majority of schools that failed to meet AYP targets for their ELL subgroups also failed to meet the AYP targets for other subgroups. Specifically, of the 17 schools listed in table 25, 12 of them failed to meet AYP targets for other subgroups as well.

Table 25. Schools that failed to meet the targets for their ELL subgroup

	SCHOOL	English Language Arts		Math		Total non-ELL failing subgroups
		ELL met AYP?	# of other failing subgroups	ELL met AYP?	# of other failing subgroups	
2008–2009	Harry Kizirian	Y	1	Y	1	2
	Asa Messer/Asa Messer Annex	Y	0	N	0	0
	George J. West	Y	0	N	4	4
	Lillian Feinstein Elementary	N	0	N	3	3
2009–2010	Asa Messer School	Y	0	N	0	0
	Lillian Feinstein Elementary	Y	0	N	4	4
	Charles Fortes Elementary	Y	0	N	4	4
	Frank D Spaziano Elementary	Y	0	N	4	4
	Carl G. Lauro Elementary	Y	1	N	4	5
	Edmund W. Flynn	Y	1	N	4	5
	Harry Kizirian Elementary	Y	1	N	5	6
	George J. West Elementary	N	2	N	4	6
	Mary E. Fogarty Elementary	N	3	N	5	8
2010–2011	Edmund W. Flynn School	N	4	Y	4	8
	Frank D Spaziano	N	1	N	3	4
	Gilbert Stuart Middle School	N	0	N	4	4
	Mary E. Fogarty	N	0	N	0	0

Source: School Report Card. Rhode Island Department of Education

In both the 2008–09 and the 2009–10 school years, Asa Messer was the only school that failed to make AYP solely because it missed the AYP target for the ELL subgroup. In 2010–11 only Mary E. Fogarty did failed to make AYP solely for that reason. (See table 25.)

Subgroup Targets. A review of three-year data shows that the greatest number of schools that failed to make AYP in reading and math occurred in the "all students" subgroup. The disaggregated data show that in each of three years, students who were eligible for the national school lunch program were the most frequent subgroup not meeting AYP targets in reading and/or math. Hispanic students were the second most frequent subgroup. ELLs as a subgroup were third in frequency in not meeting AYP targets in 2008–09 and fourth in 2009–10 and 2010–11. ELLs were least likely to meet AYP targets in math.

Summary

The Providence Schools enroll approximately 3,400 English language learners or about 15 percent of the school system's total enrollment. About 48 percent of all ELLs in the state are enrolled in Providence, and some 87 percent of all second-language learners in the city school system are Hispanic. In addition, a little over 12 percent of all ELLs in the school district are

disabled. The ELLs in the system are either concentrated in schools that have large numbers of such students or are dispersed in schools where there are few ELLs.

Over the last several years, the Providence school district has produced a mixed pattern of results with Limited English Proficient, English language learners, and Hispanic students. NECAP scores show that the district substantially narrowed the gap between former LEP and non-LEP students during the study period, but the gap between LEP and non-LEP students has opened up—largely because of the decline in achievement among LEP students. Reading performance among ELLs has declined, and although math achievement increased in the elementary grades, it disappeared at the secondary grade level. In addition, the gap between White and Hispanic students has remained wide for several years. Most disturbing, however, was that the NECAP scores among ELLs was extremely low and generally below those of their language peers elsewhere in the state.

The picture is more complicated still when one looks at NECAP scores by WIDA level, subject, and grade span. Some levels and grades showed gains in reading. Students at WIDA level 6 often showed strong progress in reading, as one might expect, since they were exiting their language programs. At all levels, progress was weak in math.

Finally, the district showed substantial progress in improving English proficiency as measured on ACCESS with a series of student cohorts by grade span across the years. In the vast majority of cases, students at each grade band improved their English proficiency levels, and district schools—with and without large numbers of ELLs—showed progress in moving out of sanction status under No Child Left Behind.

CHAPTER 3. FINDINGS

This chapter summarizes the findings of the Council of the Great City Schools' Strategic Support Team on the efforts of the Providence Public Schools to improve the academic achievement of the district's English language learners. This chapter presents observations in ten categories: (1) leadership and strategic direction, (2) goals and accountability, (3) curriculum and instruction, (4) program design and delivery, (5) program support and monitoring, (6) data and assessments, (7) program and student placement, (8) human capital and professional development, (9) parents and community, and (10) funding.

A. Leadership and Strategic Direction

Urban school districts that have improved ELL achievement over the last several years share a number of common characteristics. One key indicator involves the political unity of the school board around a shared vision of reform and a focus on student achievement. Stability of the district's leadership is also a key indicator. Stability of leadership is important not only at the school board level but also in the administration's senior staff levels, including in the Office for English Language Learners. This section presents the team's findings related to leadership and strategic direction of the Providence Schools' initiatives to improve the instructional program for English language learners.

Positive Findings

- Providence School District has a history of efforts to address the needs of ELLs, initially prompted by local leadership as well by as a *Lau* compliance plan growing from an Office for Civil Rights review after the landmark Supreme Court decision in *Lau v. Nichols (1974)*. As early as 1965, the Providence Public Schools had three bilingual programs, including a two-way Portuguese bilingual education program that continued until 1992.[20] Subsequently, an Italian bilingual education program was initiated, and in 1972 a Spanish bilingual education program was created and continues to this day. The district has a history of responding to the sequential waves of linguistically diverse immigrants arriving at the city's doorstep, primarily Portuguese-, Italian-, and Spanish-speaking families. The district took advantage of federal funds to support its bilingual programs immediately after such funding became available in 1968 (Title VII of the Elementary and Secondary Education Act).

  The district's attention to its diverse learners also came in the form of councils and task forces commissioned by school leaders to study and recommend ways to address the needs of linguistically diverse students in the Providence Schools. For example, in 1992, then-Superintendent Arthur Zarella formed the Superintendent's Advisory Council on Latino Youth to study the educational needs of the growing numbers of Latino youth in Providence. The Advisory Council's membership included district personnel, parents, and community members. Its work spanned two years and resulted in the development of an official framework for bilingual instruction in the Providence Schools. The Language Instruction for

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[20] Providence Schools ELL Task Force Final Recommendations. February 2008. p.10.

Transition (LIFT) document created from the effort was adopted in 1994 and has undergone several revisions since.

In 2003, the district began a year-long project under the leadership of the Department of Language and Culture to research newcomer models and assess needs for a program that would improve achievement among the growing numbers of immigrant and refugee students enrolling in the Providence schools. The group that undertook this project comprised a broad spectrum of participants, including school district staff, parents, staff from the International Institute, and individuals from community agencies who were familiar with refugee populations.

Finally, the district's capacity and willingness to bring together key players to study and address the needs of its linguistically diverse students was illustrated by the ELL Task Force effort that culminated in the 2008 Report of Recommendations. Similar to the two previously described efforts, a team was brought together to review Providence's ELL programs and develop proposals for their improvement. The ELL Task Force was commissioned by then-Superintendent Dr. Donnie Evans.

- The Providence Schools' corrective action plan adopted in 2007 and the subsequent board policies that codified the district's strategic direction resulted in relative consistency in programming over the past four years. Five superintendents have been at the helm of the school district over the last decade: Diana Lam (1999–2002), Melody Johnson (2002–2005), Donnie Evans (2005–2008), Tom Brady (2008–2011), and Susan Lusi who was appointed interim superintendent in the summer of 2011.

- The district's school board has adopted a *Beliefs and Commitments* policy that expresses its commitment to comprehensive reform and restructuring of the Providence Public Schools for the benefit of all students. The *Beliefs and Commitments* policy recognizes that the district's diversity is an asset as well as a challenge.

- The school board has maintained a strong commitment to raising student test scores on state examinations by supporting the implementation of a core curriculum and alignment of the curriculum with the new Common Core State Standards.

- The school board recognizes the continuing need not only to improve test scores but also to close the achievement gap "by race, socioeconomic status, and first language."[21]

- The school board has adopted a clear and strong Strategic Direction Policy to "drive rapid and significant student achievement."[22] Behind this strategic initiative is the district's Aligned Instruction System that includes three key components: Curriculum and instruction, a comprehensive assessment framework, and professional development. The Aligned Instruction System describes how schools and departments are to implement the standards-based strategies.

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[21] *Foundations and Basic Commitments Policy. Beliefs and Commitments of the Providence School Board*. Revised January 24, 2008
[22] Ibid.

- Staff members interviewed by the Council's team indicated that the drive/motivation behind the work related to ELLs has also contributed to rising test scores.

- School district leadership recognizes that the need for greater appreciation of the assets of the English language learner community beyond what is currently stated in school board policy.

- The district's leadership—school board and multiple superintendents—recognizes the need for greater focus on the needs of ELLs. As the district has embarked on its broader reforms, it has also turned its attention to enhancing district programming for ELLs. This commitment was evidenced, in part, by the district's bringing in the Council's Strategic Support Team to look at ELL programming.

Areas of Concern

- ***There has been substantial turnover in the district's top leadership and staff over the last decade, a pattern that often makes it harder for urban school districts to sustain consistent reforms.***[23] During the last decade, leadership turnover and central office reorganizations have resulted in halting efforts to improve ELL programs. The ELL office was previously part of the Special Populations unit, along with special education, when the Office of Language and Culture was dissolved by Superintendent Donnie Evans in 2005. The most recent reorganization moved the ELL office under the Teaching and Learning unit. Over the period there have been substantial personnel changes. For example, the Providence Schools have had five chief academic officers and four directors of ELL Programs. During the team's visit, additional staff changes were underway—the chief academic officer was preparing to leave the district, and the superintendent submitted his resignation.

    At the school board level, a number of resignations and appointments have created a sense of instability in the district's leadership and have served over the long run as distractions to the instructional improvements the district needs. Reforms and improvements in the district's ELL programs have suffered under this flux in people and direction, even when there is agreement that change is needed.

- ***During the site visit, the Council's team saw evidence of the school district's internal capacity and willingness to provide high quality instructional programming for ELLs, but the team also saw structural impediments to needed reforms.*** The numerous councils, task forces, and committees that have brought together district staff, community leaders, and parents to focus on common needs and goals is a positive sign. But the strength of these groups disappears when the district fails to incorporate their recommendations into district practice. Moreover, the district's underutilization of staff and community efforts appears to engender a lack of confidence in district leadership and staff. The Council's team noticed a clear reluctance on the part of staff, parents, and community members to invest more time working on ELL instructional reforms if their work was not going to be used.

    The ELL Task Force, commissioned by then-Superintendent Donnie Evans, noted the lack of implementation and follow-through in their 2008 Report. For instance, the 2006 revision to the LIFT document, reviewed and critiqued by a panel of teachers, was never adopted. That

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[23] Since 1980, the Providence Public School District has been under mayoral control.

process came to a halt to accommodate the ELL Task Force recommendations. And ironically, the ELL Task Force recommendations in 2008 came to halt to await this review by the Council of the Great City Schools.

- *The team's review of the Providence school board's policies indicates that the* **Beliefs and Commitments Policy** *includes only a broad statement about the diversity of the community being an asset.* The more detailed commitments, which would put into operation the stated beliefs, core values, vision, and mission of the district, fail to make explicit reference to language diversity, ELLs, or language acquisition. Diversity is only mentioned in terms of race or socioeconomic status or referenced in general terms.

- *The Providence Schools currently do not have a vision or strategic direction to guide the district's expectations for ELLs, and there is no long-term planning document related to meeting ELL needs.* While ELLs are included in the district's overall goals for improving NECAP scores of all students, the team's review of the district's strategic direction noted that none of the nine strategies mentioned specifically address the needs of English language learners or describe instructional practices for linguistically diverse students.

- *The lack of specificity on the achievement of ELLs may, in part, explain the uncertainty that the team observed on the part of the school board and staff about roles and responsibilities concerning ELLs.* The district's instructional policies and strategies are often generic and do not include expectations for effective teaching of diverse learners. Without an explicit policy that establishes an expectation for the achievement of ELLs, staff members may not automatically assume such responsibility. During the site visit, the team saw that staff members often deferred responsibility for ELL programming to the ELL office or ELL teachers. There was little group ownership of ELL issues, and the lack of an explicit districtwide policy on ELL achievement only exacerbated the silo-like manner in which language issues and challenges were addressed.

B. Goals and Accountability

This section presents the team's findings on how the district has translated its overall vision into attainable and measurable goals for English language learners. Also, the section looks at how the district holds its people accountable for attaining those goals.

Positive Findings

- The strategic and focused district improvement work that Providence has pursued in recent years has provided a strong foundation for its broader academic reforms and programs. School board and administrative leaders recognized that the district now has a better framework for improving academic performance than it has had in many years. These reforms are generally built around the states standards, technical assistance from outside organizations, and valid and timely assessments.

- The Providence Schools have developed a District Performance-Based Management Plan that links state standards and quality indicators to three goals: 1. Student achievement, 2. Building capacity through an infrastructure of support, and 3. Strengthening parent and community support. The plan lays out seven key practices linked to the goals.

- The district has developed ELL proficiency targets by school, as required by *No Child Left Behind,* which recognizes the importance of ELL achievement. Staff members reported positive shifts in attitudes towards having academic goals for ELLs and moving away from the compliance-oriented ESL model that was in place.

- The district has a targeted districtwide improvement plan (corrective action plan) that articulates both districtwide and school-specific improvement strategies. This two-year plan was developed as a result of the Providence School District's being placed in corrective action under *No Child Left Behind* in February 2007. The district's 2009-11 corrective action plan builds on the accomplishments of the initial two-year plan.

Areas of Concern

- *The team did not see evidence that the school board was receiving or had asked for regular reports on the academic attainment of ELLs or progress reports on efforts to improve their achievement.*

- *The district's focus on managed instructional programs, state standards, and assessments has resulted in a tunnel vision that places stronger emphasis on compliance and policing than on program direction and strategy*. Staff members were able to articulate the emphasis on raising NECAP scores, on various textbook adoptions, and on the Curriculum Framework effort being pursued with the DANA Center. But the team heard little about direction, strategy, or student needs.

- *Achievement goals for ELLs are not consistently articulated in school improvement plans.* The team reviewed a sample of school improvement plans (SIPs) and found that they failed to consistently include achievement goals for ELLs. This was the case even for a school with over 42 percent ELL enrollment, where the SIP highlighted the low performance of its ELL group. Most performance and achievement goals in the SIPs were articulated for the "all" students category in the sample school. In the few cases where we found that the achievement goal was specified for ELLs, the goals were usually limited to those with proficiency levels of 3 and above (developing, expanding, and bridging on the WIDA scale).

- *The district's corrective action plan is not explicit about how the school system will meet the instructional needs or raise the achievement of ELLs.* The list of accomplishments and improvements in curriculum alignments, textbook adoption, summer school, and school improvement planning does not make reference to diverse learners or to English language acquisition. The only mention of an ELL-related effort involves "heightened levels of translation services across the system" related to expanding parental engagement.

  The corrective action plan includes 12 specific actions to improve student achievement, but none of them refer to ELLs or to proposals for improving instruction for second language acquisition. In addition, some $1.3 million are referenced for curricular materials, consulting, and coaches—all as part of the implementation of SRA, Direct Instruction (DI), *Language!*, and READ 180.[24] However, none of these interventions are designed specifically for ELLs,

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[24] SRA by McGraw-Hill Education; Differentiated Instruction (DI); *Language!* by Sopris-West and READ 180 by Scholastic, Inc.

although some include ELL add-ons. For example, in the spring of 2010, the district designed a middle-school summer program using math and literacy interventions, but no English-language development strategies were incorporated into the effort, nor was there any coordination with the Title III-funded summer program for newly arriving ELLs.

- *The team did not see evidence of district consensus about the ELL program's purposes and goals at the central office, school, or parent level.* The lack of clearly defined program goals leaves schools without a clear direction about purposes or effective implementation. For example, the shift away from the compliance-oriented ESL model has yet to create awareness among school-building leaders about how to use ACCESS data to inform the instruction of ELLs.

- *Staff members were unable to articulate who in the district was held accountable for ELL progress and achievement. Most staff pointed to the ELL office as responsible for placement, teaching support, materials, outreach, and exiting*. No one in the district was explicitly responsible for the academic attainment of ELL students. In general, staff members districtwide did not indicate high expectations for ELL achievement or responsibility for their performance.

- *Staff members were almost uniformly unaware of the number of schools not making AYP because of their ELL subgroups, although there was a shared belief that ELLs generally brought down average school scores.* The team was unable to determine if the state-negotiated N-size of 45 was resulting in fewer ELLs being monitored by the accountability system than would be the case with a lower number.

C. Curriculum and Instruction

This section contains the team's findings on the instructional program that the Providence Public School District uses to teach its English language learners. The team looked at multiple aspects of the district's curriculum (both general education and bilingual education). It examined how differentiated the curriculum was and how it took into account the various language acquisition needs of ELLs. It also looked at how well English language development materials and textbooks assisted students in moving through varying levels of English language mastery, while also ensuring that students were attaining necessary content or subject-matter knowledge.

Positive Findings

- The Providence Schools have developed a new districtwide curriculum for reading, math and science, and have adopted new programs to implement that curriculum. During the 2009–2010 school year, the district adopted the *Glencoe 2010* series as its core math program at the secondary level. The following school year, 2010–2011, the English language arts core program for elementary grades began implementing Pearson's *Reading Street/Calle de la Lectura* and *My Sidewalks* as an intensive reading intervention. Staff members indicated that the elementary-grade ELA textbook-adoption process included an unprecedented, explicit, and deliberate effort to seek a textbook with components that addressed ELL needs. The adopted textbook included support materials such as an ELL handbook, ELL posters for use as visual aids in classrooms, and readers for ELLs. The district's central office provided

written communications to all affected teachers, and according to the communiqués, orientation sessions were scheduled to orient them to the adopted programs.

The district also adopted the *Glencoe Literature* series as its core English language arts program at the secondary grade level. A February 2, 2010 memorandum to all secondary English teachers indicated that ELL and special education teachers participated in the textbook review, analysis, and selection process. These adoptions illustrate the district's efforts to build instructional capacity and uniformity across the district.

- The district has adopted a "Classroom Walkthrough for Continuous Improvement Tool," developed by the Dana Center as part of the district's Aligned Instructional Program. The team saw evidence during school visits that principals were using the tool as they visited classrooms and the professional learning community meetings.

- The district has adopted a process for reflective conversation to discuss data with school-level teams. The team saw evidence in several schools of the data analysis conducted by teachers and school leadership as part of this process. This approach seemed promising to the team as a means of increasing ownership, responsibility, expertise, and direction for improving ELL achievement.

- Prior to 2009, high school graduation requirements varied from school to school within the Providence School District. The district has created a new graduation system that provides consistent standards for all students. Starting with the class of 2012, students in Providence will have to take four years of math, three years of science, including a lab science, and two years of foreign language.[25]

Areas of Concern

- *The district's ambitious instructional reform efforts across multiple content areas may have spawned communications challenges with instructional staff beyond the central office.* During interviews, central-office staff members appeared to be on message and to understand the general time line and expectations for the instructional reforms. The same was not the case with school-level staff. The fast pace of implementation—within less than three years—may have left school-level staff not always clear about how all the reforms and program fit together. The team heard numerous times that teachers were not consulted in the adoption process, although there was evidence that some were. Consequently, stakeholder buy-in for major changes appeared weak.

- *While the textbook adoption process appeared to be comprehensive, there were a number of unresolved issues, particularly related to special populations.* A number of interviewees stated that "a one-size curriculum has no ELL component or extensions, despite representation of ESL teachers." Several teachers and staff members indicated that they conveyed their concerns about the textbooks and pacing guides being implemented, but the district did not reconcile or respond to these concerns. For example, some interviewees indicated their concerns about the Connected Math program being adopted for middle schools—they believed it was too difficult for ELLs at beginning level of proficiency.

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[25] New Graduation Requirements brochure. Providence Schools.

- *The recently adopted Reading Street textbook for elementary grade-level English language arts (ELA) does not appear to have an explicit English-language Development strand.* Support materials provide some support for vocabulary development, grammar, and phonics, but the district's pacing guide does not create the opportunity for an English language development block as part of Tier I instruction. Finally, staff interviewed by the Council team admitted that not all materials actually took ELL language needs into adequate account.[26]

- *District programs and interventions are not always screened for their appropriateness for ELL populations.* For example, the district's Balanced Literacy approach is missing a specific component for English language development. Similarly, the district-adopted Direct Instruction (DI) program for its tur*naround school*s does not provide what ELLs need most—academic language development, meaningful interaction, a c*ontext for culture c*onsiderations, and rigorous instruction. The team understood the district's selection of DI to provide structured and consistent literacy instruction across selected schools, but the schools in which DI is being implemented have enrollments that are an average of 24.3 percent ELLs. The district needs to ensure that ELL needs are addressed with supplemental materials beyond the DI program.[27]

- *The district relies heavily on commercial programs and materials and vendor expertise to define instruction for ELLs.* For example, ELL placement in secondary schools is dependent on the Sopris West Assessments from the group's *Language!* textbook instead of either the state assessment (NECAP) or the English proficiency (ACCESS) assessments. During team interviews, staff members were often more likely to quote vendor-produced research or papers than research from recognized experts of second-language acquisition. Teachers reported that "fidelity" to program implementation focused on operational and procedural issues but rarely on student progress, interaction, or learning.

- *The district lacks an overall policy infrastructure or program architecture to support its ELLs.* Without an explicit infrastructure and goal to support ELLs, ELLs simply do not have access to the district's core curriculum in general education. Even the district's self-contained classrooms often fail to provide access to core curriculum if the instruction has been watered down. The district's Corrective Action Plan calls for the development of classroom walkthrough protocols to monitor curricular implementation and for the development of curriculum frameworks and guides, but the plan makes no explicit mention of incorporating ELL instructional practices and extensions into the frameworks. In addition, the corrective action plan establishes 2010–11 as the target year for investments in instructional materials for ELA, science, math, and social studies, but it makes no mention of instructional materials for special student populations, particularly ELLs.

  In interviews, staff acknowledged that much of the district's content curriculum, for instance in science and social studies, had yet to incorporate ELL considerations. For instance, the team heard concerns that the pacing guides for the district's science curriculum did not

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[26] At the time of the Council team's visit, district staff indicated that they were working on developing new curriculum and road maps for language arts.

[27] DI provides some rigor through focused work on basic comprehension and word work and by grouping children according to their common needs.

provide sufficient time to incorporate English language development. Math teachers, in particular, expressed concern about their ability to work with ELLs. Several staff members were aware that over 50 percent of students were scoring at level 1 and significantly below proficient in math on the NECAP. But the district apparently has no targeted effort to support math teachers in providing Tier I instruction to ELLs. The district indicated that it will be providing additional math support for ELLs in the future with America's Choice, which will be used to provide professional development to general education teachers working with ELLs in both Tier I and Tier II instruction. The district's achievement data confirm that the vast majority of ELLs are performing at very low levels in math, suggesting the need for a thorough review of Tier I instruction, rather than moving directly to Tier III interventions as a substitute for the core curriculum for ELLs.

- *The classroom walkthrough tool does not include any indicators to gauge whether instructional practices are meeting the needs of ELLs.* The indicators in the "Learning Environment" walkthrough tool are generic and fail to probe for cultural competence and effective language-acquisition practices, even though almost 90 percent of students in the Providence schools are ethnically, racially, and linguistically diverse.

- **The district's *advanced academics* program is limited in its offerings for and enrollment of ELLs.** The team learned that Rhode Island does not have a gifted and talented program as such, so districts have discretion in determining how to meet the needs of these students. The discretion also means that districts have latitude regarding all program components, including philosophy and general goals, grades, ages, and special populations to be served. Criteria for identification, screening, and selection for services are also determined by local school districts, although the Rhode Island Department of Education states that "there shall be evidence that efforts were made to identify gifted and talented students from special populations, such as non-English speaking, disadvantaged, and handicapped."(Rhode Island Code R. 08 020 005)[28]

- *The low number of ELLs enrolled in Nathaniel Greene Middle School and Classical High School suggests that access to advanced classes is still a challenge for ELLs.* The Providence Schools offer advanced academics at one of its middle schools in grades 6, 7, and 8 and one of its high schools, where students must pass an entrance examination to gain entry. However, the description of advanced programming at the middle and high schools were not well defined in terms of instructional rigor or program characteristics. Nonetheless, the team was told that students are "given more homework," have more structure, and are pushed academically by their teachers. In other words, the advanced academic programs appear to be defined more by their entrance requirements than by their course content, a situation that has caught the attention of the Office of Civil Rights in the past. Eligibility to participate in the advanced academic programs is contingent the following criteria—

  - Students must score 85 percent on the Stanford 10
  - Students must score 4 on the NECAP
  - Classroom performance
  - Teacher recommendations

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[28] Rhode Island Code R. 08 020 005. Davidson Institute for Talent Development.

- Attendance

Staff members in interviewed by the team indicated that the Office for Civil Rights (OCR) has required the Providence Schools to administer a nonverbal assessment in order to create greater access for diverse students to advanced academic programs. After the OCR review, the Providence Schools adopted the Naglieri nonverbal assessment and now uses it as one criteria for entrance into the advanced academic program.

The Council's team noticed, however, that some staff members perceived that ELLs would not qualify for an advanced academic program if they were not proficient in English. Consequently, ELLs who had exited from a language support program were most likely to succeed in the advanced programs. In fact, the team's review of ELL participation data for school years 2007–08 through 2009–10 showed that only one ELL (0.4 percent of total enrollment) was enrolled in Classical High School in 2009–2010 and only three ELLs were enrolled in Nathaniel Greene Middle school (0.5 percent of total enrollment). The district-provided list of schools with ELL programs does not include either Classical High School or Nathaniel Greene Middle School, so it appeared that few ELL students enrolled in these schools receive language support services or actually gained admission.

  o *Access to the Naglieri appeared to be haphazard.* If a student scores below 4 on the NECAP, a parent may request that their child be administered the Naglieri in order to secure placement in an advanced academic program. But this information is only available on the district's website. Parents who do not have access to the Internet or who do not read or write English have no way of knowing this information unless their principal and/or teacher makes a concerted effort to inform those parents.

  o *The selection process lacks transparency.* Staff members who were interviewed indicated that for the 2010–2011 school year, 170 students pre-qualified for 106 seats in the advanced programs. This small number of seats may be driving what appeared to be a narrow and unclear selection process. The team understood the program selection process as follows:

  a. Staff compile the assessment scores (NECAP, Stanford-10 and Naglieri, if applicable) and identify all students who score 4 on the NECAP or 85 percentile on the Stanford 10.

  b. Staff members gather information on classroom performance, attendance, and teacher recommendations.

  c. A central-office matrix determines the students who are pre-identified as eligible.

  d. A notice is mailed out to parents inquiring about their interest in having their child participate. An application form is sent along with the letter.

There does not appear to be any concerted effort to review the data on the pre-identified students or to review the process of identification to see if particular student subgroups were

underrepresented. Also, there was no indication that the district aggressively used any outreach effort in the ELL community to help parents understand the purposes of the advanced academics program or to help them fill out necessary forms.

- *Limited opportunities for ELLs to earn foreign language credit.* Despite the sizable numbers of ELLs and district staff who speak other languages, the district does not have a formal process for encouraging ELLs to pursue foreign language credits towards graduation. A district informational brochure indicated that the Providence Schools offered new opportunities to earn foreign language credit by exam, but no one mentioned this opportunity during the site visit. In addition, the district does not use an assessment to appropriately place students into AP foreign language courses when they already have proficiency in another language. Furthermore, the team learned that the course "Spanish for Spanish Speakers" was eliminated several years ago despite the fact that 87 percent of ELLs in Providence are Spanish speakers.

- *The Supplemental Educational Services (SES) after-school programs supported by Title I funding were not always responsive to ELL needs.* Most SES providers indicated they served English language learners and made efforts to communicate with parents in other languages, mainly Spanish, but program descriptions were not available in Spanish.

  In addition, few providers indicated they addressed second-language acquisition needs and none of the program descriptions included elements important to English language learners. Staff qualifications presented in available SES materials typically did not include information of certification, and program descriptions generally focused on basic reading and math instruction. Furthermore, communications and outreach by providers to ELL parents appeared to be limited, and most providers indicated that translation services would be provided if there were "sufficient demand for services in that language." Almost no providers described how their students' progress would be communicated to ELL parents. Several providers indicated that that tutors were familiar with Title I students and had the "cultural competence" to work with ELLs, but few of the providers indicated that they had ESL/bilingual trained or certified teachers. One organization indicated that it did not yet have the necessary staff but that it "will seek bilingual candidates."

- *Pacing guides from commercial textbooks and programs adopted to provide greater standardization of instruction throughout the district appear to be driving classroom instruction instead of the curriculum.* The strong adherence to pacing guides to determine what and when content will be taught may be working against the academic needs of ELLs because the guides do not incorporate the time or direction for teachers to work with ELLs.

- *During the school visits, team members saw little evidence of high student engagement or rigor in classroom instruction.* Particularly at the middle school level, the team saw repeated examples of teaching that was at very low levels of rigor, with weak student engagement in the academic work. Classrooms had few materials that showed evidence of scaffolding or strategic use of native language. In some instances, the team saw lackluster teaching and no evidence of academic English instruction being incorporated into content instruction.

D. Program Design and Delivery System

This section presents the team's findings and observations about the Providence Schools' overall program design and delivery system for English language learners.

Positive Findings

- The Providence Public Schools District offers a 19-day summer school for ELLs that is supported by federal Title III funds. The central office selects participants from among newly arrived ELLs, based on their assessment data and time in country.

- The pre-K program includes classes that target ELLs and ELLs with disabilities. The pre-K program makes an effort to screen for both English and native-language proficiency.

- The Providence ELL task force reviewed the district's ELL program in 2008, conducting an analysis of ELL achievement data and developing recommendations based on visiting several schools districts with successful ELL programs. The task force submitted its report in February of that year.

- The Providence Schools carried out a multi-year effort to institute a newcomer program to meet the needs of growing numbers of immigrant and refugee students. In 2003, the committee began its work to gather the latest research and visit exemplary newcomer programs across the country. By 2004, a pilot Newcomer Academy was started at Nathan Bishop Middle School, and the committee expanded the program in 2005. Despite what seemed to be a comprehensive development and implementation process, the district did not pursue the Newcomer Academy. Staff members informed the Council's team that budgetary concerns resulted in discontinuing the program.

- The state education department—RIDE—provides clear guidelines to schools about exiting ELLS from their language support programs.[29] The criteria do not rely on a single measure, but allow districts the leeway to incorporate both content knowledge and English language proficiency measures from standardized assessments and other criteria-based measures.

- The dual-language program has enthusiastic staff members who are committed to the model and who actively work to strengthen the program, despite numerous challenges they shared with the team.

Areas of Concern

- ***The district does not have clearly defined descriptions of program models—dual language, bilingual, transitional, sheltered English, etc.*** Without clearly defined models, fidelity of implementation is difficult, and program implementation is largely determined by individual staff members, scheduling, and logistical concerns rather than student needs. For example, during the classroom visits, the team noted that there were no clear or consistent differences between dual language classes and those that were offering bilingual education.

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[29] *State-Defined Required English Language Instructional Program Exit Criteria* memorandum

- ***There is no consensus or clear understanding of the purpose of using native language in instruction in the district's ELL programs.*** At the secondary level, the district does not assess native language proficiency in Spanish for purposes of determining appropriate language of instruction and program. School visits confirmed that there were no guidelines on how much English and how much Spanish to use for instruction at any one time, so little difference was seen among the various ELL models.

- ***Proficiency levels in English and in native language (Spanish) are not used to differentiate instructional support for ELLs***. Self-contained classes for ELLs are serving a wide range of proficiency levels, from newcomers with no English proficiency to ELLs with high levels of proficiency in English.

  The team heard that extensive differences in English proficiency levels are found in ESL classes at the secondary-grade level and pose a major challenge for teachers. During the site visit, the team saw evidence of this concern, where students in self-contained ELL classes included students with a wide range of English proficiency.

- ***Program availability and development appear to be defined by staffing requirements and implementation issues rather than by student academic needs.*** For example, the team learned that the *Language!* intervention program is provided for all ELLs in secondary grades, regardless of their English proficiency level, and content-area instruction is provided in Spanish, regardless of language proficiency.

- ***The district provides no clear articulation among ELL language programs.*** Teachers have the ability to move ELLs out of dual-language programs and place them in general education without adequate criteria. The district lacks feeder patterns among language programs to ensure that students receive consistent instruction across grade levels and schools. For example, an ELL might have received math instruction in Spanish during the elementary school years but be placed in math classes at the middle-school level where the language of instruction uses native language inconsistently. This transition would be very difficult.

- ***In its programs and models, the district does not have an overall strategy or an explicit set of goals for English language development.*** The English language-development WIDA standards are not embedded in the district's curriculum materials or pacing guides, and the district does not have a clear strategy for infusing language development methods into its programs or models.

- ***Secondary grade-level ELLs are not immediately provided access to the general education curriculum in English language arts.*** Instead, the default program for ELLs is a Tier III reading intervention program—*Language!* In other words, ELLs receive a Tier III intervention as a substitute for the general education curriculum. The district also uses the publisher's placement test and progress monitoring system rather than the district's main accountability system. The team was told that ELLs are expected to go through the *Language!* levels A through D and in some cases F, and then proceed to mainstream literature classes and texts. Teachers reported that students are expected to proceed to the next book in the series even if their English proficiency level may indicate they are not ready. There are no alternative textbooks or curriculum for such students.

In addition, the district appears not to have conducted any alignment studies or analyses of the predictive power of the *Language!* program levels A through F to increase student performance on ACCESS, the state's English language proficiency assessment, or NECAP, the state's ELA assessment. It appears that *Language!* has a number of shortcomings for ELLs:

- o The program was designed for English-only students who are struggling readers, but was not specifically designed for ELLs.

- o The program does not explicitly provide instruction in academic English.

- o The program lacks a robust writing component.

- o The program does not provide strategies for independent reading or student inquiry.

- o The program does not provide opportunities for discussion as a way of developing students' oral skills.

- o The program's pacing does not accommodate students who enter it midway through the year.

- o The program is not explicitly aligned to either the NECAP or the ACCESS assessments.

- o The program does not introduce higher order thinking until booklets E and F, which some ELLs do not reach before being placed in mainstream literature classes

The *Language!* program recommends class sizes of no more than 20 students, but the Providence schools are holding classes of 26 to 29 students. Teachers interviewed by the team indicated their concerns about the large classes because they make it difficult to provide students with the necessary time and attention to move through the material.

- *Despite concerted efforts to expand the newcomer program piloted in 2004 at Nathan Bishop Middle School, there is weak support for newcomer students across the district.* While the team did hear staff members mention newcomer students, there was little discussion of the district's efforts to tailor instructional programming to support them or to create an instructional pathway or course sequence in secondary schools for ELL newcomers.

- *Newcomer students are being grouped with ELLs of varying proficiency levels and schooling experience.* The Council's team learned that newcomer students are grouped with ELLs of varying English proficiency levels, and that at the secondary level, newcomers are provided the same instructional interventions provided to other ELLs—*Language!* The team saw direct evidence of this during its school visits.

- *Guidance counselors are not provided with training in cultural competence despite the fact that few counseling staff members are minority or have bilingual skills.* Staff members indicated that workshops were being offered for ELL teachers in the 2011–2012 year, but training was not being made available to all teachers or to counselors.

- *The dual language program appears to be operating with minimal support from the central office.* The team was concerned about district's dual language program, which has special requirements for materials, professional development, and assessments that support content instruction solely in Spanish.

  For example, it is difficult for central office staff to find bilingual materials that are similar in quality and quantity across languages and that are well aligned to the adopted texts and state standards. In addition, the dual language program has difficulty filling teaching positions that require individuals to be fully bilingual as well as trouble in filling itinerant and special instructional positions (e.g., physical education, music, and librarians) with individuals who can support second-language instruction on particular days of the school calendar. Finally, during team interviews, subject-area staff members did not indicate any special roles their respective departments played in the district's dual language program that was teaching content in Spanish. This responsibility apparently fell to the ELL office.

- *Alternating languages of instruction by instructional time poses implementation challenges in the Alfred P. Lima Sr. dual language program.* The current dual language program at Lima Elementary School uses a 50/50 model, in which the language of instruction alternates at one-week intervals, so students receive instruction entirely in Spanish or entirely in English for one week at a time.[30] All subject area instruction over the entire school day takes places in one language or the other, but this alternation makes it difficult for teachers to plan a consistent lesson sequence. The alternating pattern also makes it difficult to continue building academic language skills within the content areas or even in units of study. Even if the teacher is able to provide the lessons, he or she may have difficulty locating resources in two languages that fit well together.[31]

- *Staff members reported having difficulty maintaining the required number of minutes for each language of instruction.* Staff interviewed by the team indicated that moving through a single unit of study in alternating languages made it difficult to develop conceptual and linguistic connections. Teachers expressed frustration at being unable to deliver the curriculum in the allotted time. All indicated the need for more dual language planning time.

- *Central office support for this dual language model is difficult to maintain.* It is difficult for the central office to find educational materials that are equal in quality and number across languages and that are equally well aligned to the adopted text and to the state standards.

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[30] Other 50/50 models that alternate the language of instruction do so on a daily or half day basis with one language used in the morning and the other in the afternoon.

[31] Leo Gomez, David Freeman, and Yvonne Freeman. Dual Language Education: A Promising 50-50 Model. *The University of Texas Pan American. Bilingual Research Journal,* 29:1 Spring 2005. p.145.

Finally, this model is difficult because it requires recruiting and retaining staff who can teach in both languages equally well across all content areas.

Criteria and Process for Exiting English Language Learners

- *Staff members interviewed by the team indicated that ELLs could exit their language support programs if they met one of three criteria.* Staff members both from schools and from the central office indicated that ELLs could exit language programming if they scored 4.5 or better on the ACCESS literacy composite and a 5 or better on the comprehension composite, or scored 3 or above on the NECAP reading assessment. However, district materials indicated that ELLs exiting programming also needed to meet three of the following five additional criteria:

  - Passing grades in all core content classes (report card)

  - ESL/bilingual education teacher recommendation

  - At least <u>two</u> general education core content teacher recommendations

  - At least <u>three</u> writing samples demonstrating skill that was not more than one year below grade level

  - A score on a district reading assessment that was not more than one year below grade level as defined by the publisher or the district.

During school visits, the team was told of cases where single teacher recommendations were used to either move ELLs from one ELL program model to another or to exit students from an ELL program entirely. The team's review of the district's documents describing the ELL reclassification procedure confirmed that reclassification could occur with limited parental involvement. The current procedure apparently reclassifies students automatically and fails to exit a student only if concerns are raised. The procedure runs as follows:

a. The ELL office develops a list of students enrolled in ELL programs who meet the state-determined cutoff scores on either ACCESS or the NECAP reading assessment. This list is forwarded to schools for their school-based leadership teams to review within five school days.

b. The school-based leadership teams review the lists of students who are slated to be exited unless the team raises a concern. The team completes a Reversal of Reclassification form.

c. Subsequent procedural steps involve required signatures (from parents) to formalize the reclassification and enter the forms into the students' records.

The current reclassification process used in Providence fails to include the second state-determined components: three out of five criteria that include performance on core content classes, writing samples, reading assessment, and teacher recommendations. The district's description of the exiting procedures does not provide guidance to the schools on which three

of the five criteria should be considered or their relative weights. Moreover, the additional criteria are only required when a school wishes to deny or "reverse" the recommended classification of an ELL.

- ***The exit criteria for ELLs with disabilities may be resulting in ELLs being exited too soon.*** The Council's special education team found that the district's practice of exiting ELLs with disabilities before they had sufficient command of English to perform successfully in mainstream classes is, in part, a consequence of RIDE's regulations and guidance. The memorandum on *State-Defined Required English Language Instructional Program Exit Criteria* from RIDE's chief of instruction and curriculum and chief of accelerating school performance requires strict adherence to the three-pronged criteria for exiting ELLs, **except** for ELLs with disabilities. The exit criteria for ELLs with disabilities impose a substantially lower threshold for English-language acquisition and appear to increase the relative weight of the IEP and the IEP team. The exhibit below compares the two exit criteria—

Exhibit 16. Rhode Island state-determined exit criteria for ELLs

Exit criteria for ELLs	Exit criteria for ELLs with disabilities
1. Student achievement cutoff scores ACCESS for ELLs: Literacy Composite score of $\geq$ 4.5 and Comprehension Composite score $\geq$ 5 OR NECAP Reading Score $\geq$ Level 3	**1. Student achievement** ACCESS for ELLs: Student's overall composite language proficiency score has not increased more than 10 percent over the most recent three testing cycles
2. Any three of following (other assessments and teacher recommendations): • Passing grades in all core content classes (report card) • ESL/Bilingual education teacher recommendation • At least <u>two</u> general education core content teacher recommendations • At least <u>three</u> writing samples demonstrating skill not more than one year below grade level • Score on a district reading assessment not more than one year below grade level as defined by the publisher or the district	**2. Teacher recommendations** • The IEP Team, with input from an ESL/bilingual education professional, recommends exit
3. Students in grades 1–12 can exit (students in K are not eligible for exit)	**3. IEP and ELL program participation** • Student has an IEP, and • Student has been continuously enrolled in an ESL/Bilingual education program for more than five years

The table shows that fewer and lower thresholds need to be met in order to exit ELLs with disabilities than other ELLs. Only ACCESS scores are reviewed for ELLs with disabilities whereas NECAP, class grades, writing samples, and reading assessments are needed for ELLs *without* disabilities. In addition, the exit requirement on the ACCESS test does not involve a cutoff score denoting proficiency but simply includes the "lack of progress" on the assessment.

The state criteria for exiting ELLs with disabilities appear predicated on a student's making "no further progress" in English language attainment.[32]

Although the Providence Schools have improved on RIDE's requirements, the mandates still do not include explicit achievement criteria and leave much of the interpretation to school-based teams. If staff members are unable to distinguish between learning disabilities and language acquisition signposts, then the relatively loose criteria may result in ELLs with disabilities exiting the language program prematurely.

The district's Office of ELLs creates a list of the "eligible pool of ELLs with disabilities" based on the RIDE criteria described in the table above. The list is sent to schools for review by the school-based teams, which must include an ESL/bilingual education professional and a special education supervisor or special education teacher. In order to make a recommendation for reclassification, the team reviews not only ACCESS results on ELLs but also formative and summative assessment data and personal learning plans (PLP). (See ELL Strategic Support Team recommendations.)

E. Program Support and Monitoring

This section describes the mechanisms in place in Providence to ensure that the instructional program is being implemented for ELLs as envisioned.

Positive Findings

- The Providence Schools have had a framework in place to guide the instructional programming of ELLs since 1992 when Arthur Zarella was superintendent. The document lays out the mission, goals, organizational structure, and roles and responsibilities of staff responsible for the delivery of instructional services to ELLs. Several staff members mentioned to the team that they believed the document (LIFT) was helpful. Since its initial development, the document underwent revisions in 1999 and 2002. A 2006 revision was completed but was never adopted.

- The district filled the director position in the Office of ELLs and hired coaches (district assistance teams or DATs) to support schools in delivering instructional services to ELLs. The team saw evidence of cross-functional collaboration based on relationships with and confidence in the ELL office.

Areas of Concern

- *The 2006 revision of the LIFT document was not adopted. This left staff without clear guidance for implementing instructional services for ELLs.* Teachers indicated the need for such guidance in light of the district's ambitious reform initiatives.

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[32] A September 3, 2010, memo to district superintendents from the Rhode Island Board of Regents, Department of Elementary and Secondary Education, Chief of Instruction, Assessment, and Curriculum and Chief of Accelerating School Performance. Subject: State-Defined Required English Language Instructional Program Exit Criteria.

According to ELL task force findings, even the earlier versions of the LIFT document (1999 and 2002) failed to fully align to district wide initiatives. The Council team's observations would echo task force's findings that districtwide initiatives and ELL programming are not aligned or visibly integrated. During interviews, senior staff members indicated that the district's curricular reforms had not incorporated extensions or modification for special populations, including ELLs and students with disabilities. Staff did indicate that the second phase of the reforms would incorporate such modifications. It was the need for these modifications that partly prompted this ELL review and the Council's special education study.

The team reviewed the 2006 draft LIFT document and concluded that substantial revisions would be required to make it (a) well aligned to the overall reform efforts and (b) a streamlined guide for implementing research-based instructional programs for ELLs.

- *Teachers reported a lack of support for the work they are required to do.*

  Teachers' concerns about the *Language!* program were not incorporated into the rollout of the program or its implementation. During interviews, the team heard numerous complaints that the pacing guides for the general education programs in ELA and math, as well as *Language!*, failed to take into account the instructional needs and circumstances of ELLs.

  The team saw inconsistent buy-in for the program and unresolved issues between line staff and central office staff. Teachers told the team that they had voiced concerns about adopting and implementing *Language!* for secondary-level ELLs. And central-office staff shared conflicting feedback about how and why the program was adopted. The district appears to lack a reliable system by which experienced and knowledgeable teachers can participate in the evaluation of pending programs in order to identify appropriate programs or make necessary modifications before adoption.

  The district relies on publishers' consultants to monitor the fidelity of program implementation, a process that teachers perceive as inadequate or punitive. Teachers reported that consultants observe *Language!* classes and report back to principals on who is implementing the program with fidelity. The district does not appear to have professional learning communities to help teachers implement the program.

  Principals rely on the DATs to assist with particular teachers; however, teachers perceived interactions with the DATs as evaluative rather than supportive. DAT visits with principals are recorded, reported, and shared with executive directors and the ELL office.

- *Support for strategic use of released NECAP achievement data reportedly was also lacking.* Coaches highlighted the need for improvement of LEP subgroup performance, but there was no information on how to assist teachers in improving achievement. Coaches do not have access to the data other than the PDF data packet prepared for each school.

F. Data and Assessments

This section presents the team's findings on the assessments and data used to teach English language learners in the Providence Public Schools. The team looked at the instruments

used to assess English language learners and the data systems that the school district uses to make instructional decisions about English language learners at both the district and the school levels. The team also looked at the data systems to understand ability of the systems to support a convincing accountability system, program evaluation, and improvement.

Positive Findings

- The corrective action plans include the development of comprehensive assessment frameworks in four core content areas by the 2010–2011 school year.

- The Office of Research, Assessment and Evaluation is positioning itself to carry out program evaluation work for the district. The office sees the value of reform initiatives currently underway at both the state and the district levels and their implications for improved data systems. The district has begun building its own accountability system, working with principals to identify necessary indicators, including indicators of achievement gaps and ELL performance.

Areas of Concern

- ***The Office of Research, Assessment and Evaluation is working mostly as a testing and assessment office with a limited number of staff.*** The office has limited capability to conduct internal research or program evaluations and places most of its emphasis on testing to meet federal and state assessment requirements. In the absence of needed capacity, the district continues to rely on outside vendors to conduct the work.

- ***The district's data-collection protocol related to ELLs has varied over the years due to changes in RIDE's policies and district practices.*** In addition, the actual number of ELLs fluctuates depending on the count date and the varying classifications of students as ELL for accountability and reporting purposes.

  State-reported data does not include exited ELLs, but Providence included such students (monitored and exited ELL) for the five years we looked at (2005–06 through 2010–11). Including ELLs who have exited the language program and are being monitored raises the percentage of ELLs districtwide to 21 percent of total enrollment. However, it is unclear how the district uses the monitored-ELL category for accountability or program improvement purposes.

  In 2009–10, RIDE began disaggregating ELL data according to the following categories: 1) Program type—ESL, bilingual, dual language, and newcomer; and 2) ENE—Eligible Not Enrolled—ELLs who are identified but who are not receiving services due to parent waivers.

  Current student profiles used to determine language dominance, prior schooling, and literacy levels in L1 (language 1 or the native language) and L2 do not reflect ELL progression in acquiring English and do not include content-area achievement. For example, if a child is found to be Spanish-dominant at initial enrollment in the Providence schools at age four, this designation stays with him or her in the data system throughout subsequent grades. More relevant pieces of information would include current levels of English

proficiency and content-area achievement as well as other measures to inform the best instructional path for students in later grades and schools.

- *The fragmented nature of much of the district's ELL data makes tracking ELL achievement difficult and prone to errors and missing data.* The student information system keeps some data elements on ELLs, such as year-in-program and eligible-not-enrolled (ENE) designations, but has no historical data on which programs ELLs have participated in. In the current data system, students are assigned an "education type" code (bilingual, ESL, dual language, etc.), which is essential to program placement. If a student changes to another ELL program, requests a waiver, or exits the program altogether, then the historical information is not easily retrievable. This system makes the tracking of performance of long-term ELLs nearly impossible because it means pulling data from various sources. The ELL office keeps some census data (including program participation) that it must report to RIDE, but ACCESS data come from another database that must then be merged with the census data.

- *The district does not track the achievement data of ENEs as required by RIDE, although such tracking would allow the district to make determinations of instructional support needs.* The team's review of documents confirms concerns raised during the interviews that showed inconsistencies in data, in part, because parents may—at any time—pull their children from ELL services. The data also show that participation of ENEs in NECAP was inconsistent. In 2010, an outside group—the Providence Plan—prepared a report related to ENE achievement.[33] The September 2010 report, *English Language Learners in Providence Public Schools,* encountered similar challenges in comparing ENEs to ELLs enrolled in an ELL program. The report noted that few ENEs took the NECAP in either 2008–09 or 2009–10).[34] The district-provided data showed differing total numbers of ENEs for the same years included in the report prepared by the Providence Plan.

- *Staff familiarity with and use of School Data Packets is limited.* Many individuals the team interviewed mentioned the district's overall emphasis on NECAP data to drive instruction, but hardly anyone mentioned the school-by-school data packets and how they informed instructional decision making. The data packets have extensive achievement indicator data, including status and cohort trend data by grade and subgroup. Nonetheless, the system lacks the capacity for users to make queries of the data. Central office staff indicated that workshops are held on how to use the data and that the ELL office was involved in this professional development. Neither the Office of Research, Assessment, and Evaluation nor the ELL office had any data on the extent to which the data packets were used. The district does not always require professional development, so the team was not surprised that it heard little about staff participation in data workshops or training.

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[33] The Providence Plan was initially launched in 1992 as a joint effort of the City of Providence and the State of Rhode Island to promote better collaboration among government, the private sector, and academic institutions. The group provides data analysis for government agencies and community groups on a variety of issues, including education.

[34] The Providence Plan. *English Language Learners in Providence Public Schools. Summary Report on Differences in Student Performance between ELL Students in Program and ELL Students Who Are Eligible but Not Enrolled.* September 2010. District data provided to the team showed differing totals for ENEs in the same years studied in the Providence Plan report.

- *The ELL office cannot access the student information system to create timely and pertinent reports to monitor ELL achievement.* The ELL office must request reports on ELL achievement through the Office of Research, Assessment and Evaluation.

- *The district lacks reliable and valid assessments for ELLs at critical junctures in the educational process.* For example, staff members expressed concern to both the Council's special education and ELL teams about the lack of valid and reliable tools for assessing language acquisition among children ages three to five years old. For instance, the pre-K program uses a screening protocol that relies primarily on an interview process to assess the English proficiency of a child. The screening protocol did not include a formal assessment, and there was no direct coordination between early childhood providers and the Providence Schools on the results. Similarly, there was no content assessment for newcomers or new arrivals who might be fluent in Spanish or any other language.

- *The newly adopted benchmark assessment (GRADE) fails to include ELLs in measuring progress.* Staff members reported to the team that ELLs who scored less than 3.5 on ACCESS were excluded from GRADE because staff thought it was not appropriate for assessing ELLs at lower levels of English proficiency. GRADE is a standardized assessment administered in grades 4 through 12 three times a year to measure fluency, comprehension, and vocabulary.

  The district does not have an alternative instrument to measure ELL progress in literacy—either at lower levels of English proficiency or in Spanish among students developing literacy skills in their native language. In addition, teachers have no benchmark assessments to measure ELL progress towards meeting state reading standards or informing instruction. Instead, the district uses the quarterly administered DIBLES, IDEL (the Spanish version of DIBLES), and assorted textbook-publisher tests to assess student literacy progress. It is not clear how valid these measures are in predicting how ELLs will perform on the state assessments. The Council teams have often found that these instruments fall short in assessing the comprehension skills that ELLs will need to succeed in the core content areas.

- *The district does not administer content assessments in Spanish to monitor progress of students receiving instruction in Spanish.* The dual language program and the bilingual education programs that provide instruction in Spanish do not include assessments in Spanish. This void limits the information that Providence has about the literacy and content knowledge of ELLs who arrive proficient in their native languages or who have studied in Spanish.

G. Program and Student Placement

This section presents the team's findings and observations about Providence Schools' program and student placement processes and patterns related to English language learners. The team looked at current placements and registration procedures because accurate and timely placement of ELLs is critical for ensuring access to the core curriculum. The registration process is the first step in ensuring appropriate and timely placement of ELLs.

Positive Findings

- The Early Childhood Special Education Program screens and identifies young children who are ELL. Staff indicated that the ELL office also provides support to the Early Childhood Special Education Program's adopted instructional program, although the program does not incorporate English language development strategies.[35]

- Staff members are working jointly on a process for screening ELLs to ensure they are not excessively referred for special education services. They have recognized the need to find more reliable assessments of language acquisition in three- and four-year-olds.

- The Early Childhood Special Education Program is staffed by individuals who are able to provide instruction to ELLs in languages other than English. Staff members indicated that several teachers and teacher assistants are bilingual.

- The registration process described to the team and provided by the district shows efforts being made to streamline the registration and placement process.

Areas of Concern

Registration Process

- ***The logistics of the registration process (process, location, and schedule) are not easy for ELL families to navigate.*** All students have to register for school at the central office, which has limited hours of operation. In order to register children in grades 1 through 12 for the 2011-12 school year, parents must go in person to the registration office during regular business hours (8:00 a.m. to 4:00 p.m.) and must arrive no later than 3:30 p.m. This schedule creates hardships for parents who work during the day and are unable to take off work without losing take-home pay. The location of the registration office may be inconvenient as well.

  Also, the registration process itself may be confusing for many ELL parents. Several individuals reported to the team that the school choice process was difficult for many parents to use. The team found evidence of this on the district's website, which was specifically created by a parent to help other parents navigate the enrollment process.[36] The process is particularly difficult for refugee families, and the district has only one individual to provide support for these families. Staff members indicated that, during the registration process, inconsistent information about ELL programs and their availability was provided, making it difficult for parents to make good choices of language programs.

- ***The family and educational history form that is part of the most recent LIFT Administrative Handbook is excessively long and intrusive.*** It is not clear whether all students are expected to answer questions about family background or whether the information is only required of ELLs. Either way, it is not clear what purpose it serves to

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[35] Supported primarily by state funds, the Early Childhood (Pre-School) Program has adopted OWLs by Pearson as part of its instructional programming.

[36] http://kidoinfo.com/ri/registering-for-providence-public-schools-2010-11-school-year/

gather detailed family information, and the district does not seem to have policies for safeguarding sensitive information. Moreover, the team did not hear how the information was being used to differentiate instruction or support ELLs in their schools. Furthermore, some questions appeared intrusive and probably resulted in alienating some parents new to the country and to Providence.[37] The form contains more than 15 questions, some of which include four or more sub-items. In contrast, the home language survey from the Rhode Island Department of Education has only six questions to guide appropriate placements.

- ***The Providence Schools require that parents present a birth certificate, passport, green card, or I-94 card for registration.*** According to federal guidelines, such documentation should not be required to enroll a child in school. Other documents should suffice in demonstrating residence inside district boundaries.[38]

Student Placement

- ***The district's system of "seat assignments" creates arbitrary caps and diminished availability of instructional services for ELLs.*** The district requires ELLs to fit into its existing seat-assignment system rather than building a system that supports these students. The most serious consequence of the current system is that it does not ensure that ELLs have full access to the core curriculum. The district does not use a projections-based plan that would articulate language support services for ELLs entering the school system at any given grade level. In addition, the team did not see any documentation delineating the process by which "seats" were determined. Documents on the website and in the ELL Handbook described a general registration process for how students were assigned to seats, but there was no explanation of how the seats themselves were determined and allocated across the schools. What was clear to the team was that the seat assignment process was fairly mechanistic and required parents to forego services for their ELL, rather than ensuring that all students received appropriate instruction wherever they attended school.

In addition, the change-of-program request form currently being used by the Providence Schools formalizes the practice of allowing seat availability to determine student placement, even if it results in changes in the instructional program from year to year. The form includes a statement that indicates that staff members have recommended a particular instructional program for individual ELLs but then immediately provides two options that negate this:

- o parent choice of a different program for their child, or

- o district decision to offer an alternate program due to shortage of seats in the recommended program.

The form does not provide additional information on how the needs of ELL students will be met if seats are not available; nor does it request achievement data at the time of the change request or ask parents their reasons for the change request.

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[37] For example, the form asks what job the mother/father had in their country of origin and what job they currently have in the United States. Other questions ask about where the child and the parents were born—such questions are not required and may have a chilling effect on some families.

[38] May 6, 2011, United States Department of Justice, *Dear Colleague Letter* regarding student enrollment practices.

Reportedly, the seat assignment process takes place annually in "seat meetings" at which the ELL office, the Student Registration and Placement Office, and the executive directors determine seat placements in way that keeps the same number of classes for each grade level. The district does not have any formal protocol or documents to guide this process.

- ***The rigidity and the seemingly arbitrary nature of the current seat assignment process may be resulting in classes that are less than optimal for ELLs.*** A major challenge staff members reportedly face in the annual process of determining seats involves keeping the same number of ELL classes per grade level. The team heard of no regularly scheduled projections of ELL enrollments that would predict seat demand based on the numbers of 'bubble kids' (i.e., the term staff used to describe ELL classes with larger enrollments), historical data on midyear arrivals, or district data on ELL exit trends. The absence of such a protocol for projecting ELL enrollments necessitates flexibility, but the team was repeatedly told that the process does not accommodate mid-year arrivals or other enrollment changes. Apparently, no efforts are made to open seats for new arrivals, so new students are either placed into existing classes regardless of proficiency levels or mainstreamed, resulting in large class sizes for ELLs or inadequate or no language supports.

  Some teachers reported having up to 28 very heterogeneous ELLs in a class, adding to teacher frustration at not being able to serve students adequately. For example, the team was told that at secondary-grade levels, some student groupings will include ELLs at beginner levels, students with special needs, and newcomers—all with intense but quite different instructional needs. Neither the current program design nor the teachers who must work within it are prepared to support such heterogeneous populations.

- ***ELL program placements may not always be consistent from one year to the next.*** The team learned that some ELLs initially placed in a bilingual programs are sometimes bumped into ESL programs without parents prompting the request. The current seat assignment process does not guarantee continuity of instructional program from one grade level to the next or from one school to another. For example, the team learned that the grade-to-grade progressions of the bilingual program may be interrupted because the school does not have qualified teachers in a specific grade. In this case, parents might choose to pull their child from the ELL program and move him or her into a regular class in order for the child to stay in the same school.

  The instructional reforms and initiatives carried out in recent years have led to several ELL program changes (e.g., elimination of the ESL 3-2-1 program), school improvement interventions (DI schools), and school realignment (closures) that have changed how ELL program models are offered and when seats are available for them.

- ***The district does not have a consistent process for end-of-year status reports and next steps in the instructional process for ELL students.*** Apparently, the district lacks a formal process by which it reviews the status of ELLs at the end of the school year to determine next steps in their instructional growth. Currently, waivers and change requests of ELL programming can be requested any time of the year, creating ongoing modifications to services provided to ELLs. This very fluid system is very hard for the district to manage and adds to the irregularity of services that any one ELL is likely to receive. The process also adds to the

inability of the school district to maintain accurate data on the status and history of programming of its ELL students.

- *The district does not have a formal process to project and manage the number of ENEs (ELL program waivers).* The numbers of ENEs have increased drastically over the past three years, a trend that has resulted in important programmatic challenges for ensuring that ELLs have access to core instructional programs. (See table 26 for grades K through 7 and appendix D for all grades levels.)

Table 26. Growth in ELL placement waivers in selected grade levels between SY2008–09 and SY2010–11

	IW*		PW*		Other	
Grade	2008–09	2010–11	2008–09	2010–11	2008–09	2010–11
K	4	92	1	2	79	0
1	0	42	0	1	1	3
2	8	10	0	11	0	67
3	3	3	1	12	0	9
4	6	5	1	10	0	5
5	4	5	0	5	0	8
6	4	7	0	5	0	3
7	2	5	0	4	1	3
Subtotals	46	185	4	60	81	111
% of All K–12 Waivers	67.4%	91.4%	75.0%	83.3%	100.0%	88.3%

*IW=waivers requested by parents at initial registration, PW=waivers requested by parents at any time after initial registration.

Waivers from ELL programming appear to occur most often in grades K through 7 (i.e., 68 to 100 percent of waivers in both years reviewed by the team). They can be requested and granted at varying times in the child's school experience. Providence Schools have three different types of waivers: those requested by parents at the initial registration when ELL program placements are provided (IW), those requested by parents and provided at any time after the initial registration (PW) and "other."[39]

Exhibit 19 below shows the numbers of waivers processed in kindergarten through grade 3, which are the grades with the highest numbers of ELLs. The subsequent table shows the growth in waivers among ELLs in grades 4 through 7. Waivers among ELLs at the high school level grew at a somewhat lower rate. (See exhibit 20 for trends in waivers.)

The largest numbers of waivers are those processed at the initial registration and placement for ELLs. The next highest numbers of waivers are those that fall into the "other: category.

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[39] The district was able to determine that the figures in the "other" category should actually be included in the PW category which requires re-entering the appropriately coded data.

Finally, the smallest numbers of waivers were those initiated by parents at any time after initial registration (PW).

Exhibit 17. Growth in ELL placement waivers in grades K through 3 from SY2008–09 to SY2010–11
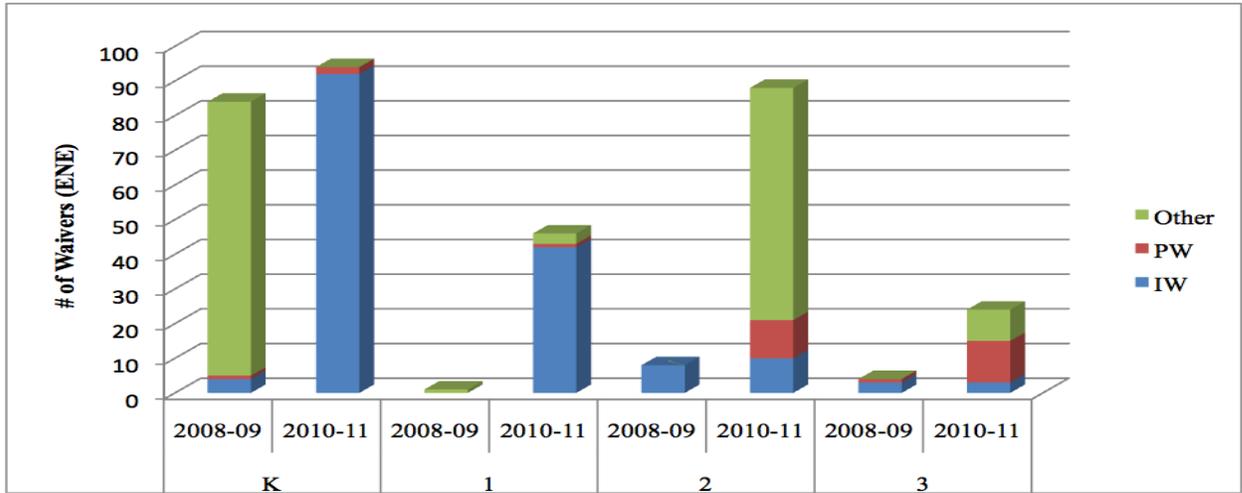
Between kindergarten and grade 1, the occasion for processing the waivers appears to change from "other" to the time of initial registration and placement (IW). In grade 2, the majority of waivers in 2010–11 were those classified as "other." In 2008–09, in grades 4 through 7, only a small number of waivers were requested by parents at times other than initial registration (PW); however, PWs accounted for almost a third of the waivers in 2010–11.

Exhibit 18. Growth in ELL placement waivers in grades 4 through 7 from SY2008–09 to SY2010–11
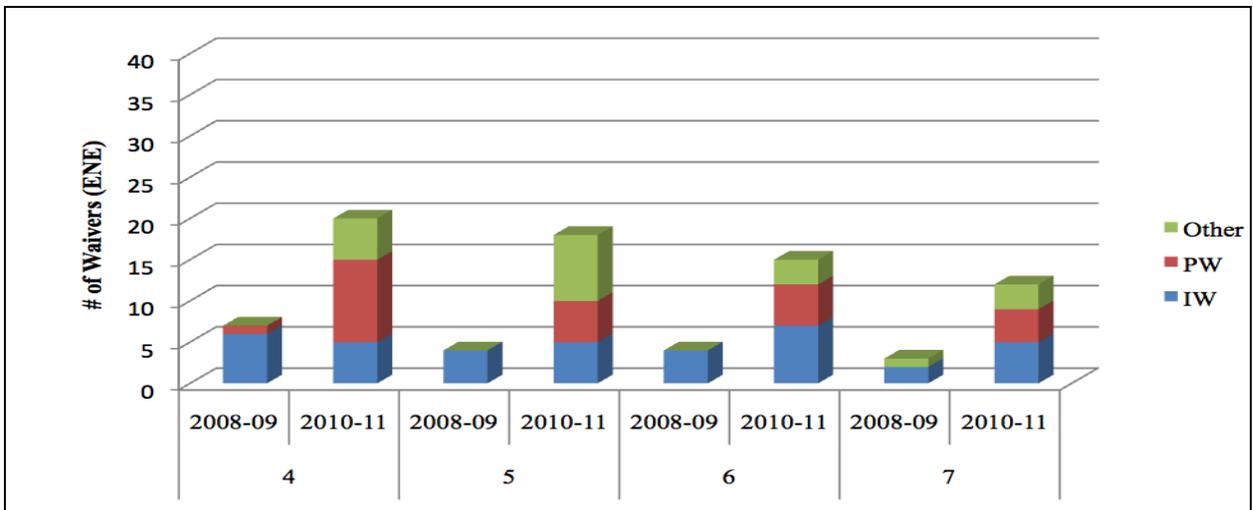
Between 2008–09 and 2010–11, the number of waivers processed drastically increased at almost all grade levels, with most pronounced increases occurring at the elementary and middle school levels.

The team's analysis of data and review of documents confirmed what it heard from staff about two district processes: (a) Student placements and school choice appear to be contributing to waiver increases by allowing ELL parents to forego ELL program placements in order to access particular services or schools for their children and (b) several policies and practices might be inadvertently increasing the number of ELL program waivers. The team was particularly troubled by what appeared to be parents having to choose between ELL services and access to the core instructional program.

- ***The ELL registration process and the availability of seats are not coordinated, a situation that results in additional steps for ELL parents.*** Step D in the registration process is the point at which the most appropriate placement for ELL is recommended by staff, based on a variety of instructional and assessment information. Until this point, parents have been informed of their options and the relative benefits of each, and based on this information, they have made a selection of programs for the child. Step E, however, may undermine the placement process through a series of procedures governing selection of instructional services for ELLs:

  1. There is no assurance that there are seats for an ELL student based on the staff's placement recommendations or a parent's program selection. The ELL Handbook states that there are limited numbers of "seats" for ELL programs, but it is never clarified how the limits are determined.

  2. If there is no available seat in the program originally selected, the parent must go back to the Language Proficiency Screener to discuss program options.

Asking parents to make a program selection "in theory" when the program may actually not be available is unproductive for both parents and staff. If seats are not available, ELL parents are being asked to take an additional step that is not required of non-ELL parents to register their children. Some ELL parents may choose to forego this additional step out of frustration with the additional time it takes. Waiving their child's participation in an ELL program becomes a practical solution to the problem.

- ***Policy documents and informational materials prepared by the district may be inadvertently encouraging parents to request waivers.*** Several documents, described below, suggest using the waiver process.

  Declaration of Rights for Parents of English Language Learners—This document says that parents of ELLs have the right to appeal <u>any</u> decision related to the <u>educational placement</u> of their child (emphasis added). State regulations, however, indicate that "Parents shall be informed of their right to decline to have their child participate in English Language Learner programs and to remove their child from English Language Learner programs."[40] The regulations regarding placements state that "Parents shall be informed of the date of their child's placement and of their right to approve or waive the proposed placement." [L-4-6 (9)] The Providence Schools ELL Handbook seems to broaden the interpretation by not specifying ELL programs and by using the term "any decision." It is true that parents have

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[40] Criteria for Parent Involvement R.I.G.L. 16-54-3(6) L-4-22 (f)

the right to appeal a district's decision, but these appeals follow broader procedural safeguards or more specific ones for particular programs (e.g. special education).

Information brochure for ELL Programs in Providence Schools—This two-page brochure mentions five times that parents have a right to waive program placements. The very first sentence states that "the district informs the parents about ELL instructional program option placement, and their right to request a waiver." The brochure provides no background information on legal protections of language minority students under *Lau*, but after almost every step in the placement process, the brochure states the parental right to waive ELL program participation. Before explaining the stages of language development or providing a description of programs, the brochure describes the exit procedure and provides details about the waiver process. Finally, towards the end of the brochure, parents are reminded once again of their right to waive "recommended ELL support service." This last reminder is actually an interpretation that goes beyond state regulations that stipulate ELL program placement. The constant reminders of a parent's right to waive placement conveys a negative message about the ELL programs, even if technically accurate. Similarly, the Spanish version of the 2011–12 Parent Handbook indicates that parents can refuse all ELL services in addition to ELL program placement.

Notification of Initial LEP Identification and ELL Service Eligibility. This form goes beyond what the state regulations require (to inform parents that they have the right to deny recommended program placements for their child). The district's form is in fact an "opt-in" form for receiving ELL services. At the bottom of the form, parents must affirmatively opt in in order to have their child participate in ELL programming, and parents can use the same form to deny or waive participation in the program.

Form to Waive Current ELL Program Participation. The school district's form to waive the child's participation in an ELL program and be placed in a general education classroom is a straightforward preference statement by parents. The document is of limited utility in documenting the reasons for a parent decision because it has no code or section to collect information on why parents refuse the service.

School Choice and Student Assignment Policy. This document is posted on the district's website and provides information about school choice and how students are assigned to schools. The district is responsive to ELL students by expanding the criteria of neighborhood school to ensure that it includes "two closest schools to the student's residence that offer a bilingual program or an ESL program." However, the website immediately states, "Parents may choose not to have their child participate in those programs."

- **Staff members are not provided with clear direction about their roles in informing parents about ELL program options.** The team heard concerns by those interviewed that staff may not be providing clear explanation about various ELL program options or their respective benefits. Concerns were also expressed about staff members suggesting or recommending to parents to waiver ELL program placement in order to ensure the receipt of other services (e.g., special education) or placement in other programs and schools (e.g., advanced academics, exam schools, etc). None of the district's documents that the team reviewed

include clear guidelines for staff on providing information to parents about ELL programs and waivers.

Special Education Placement

In conjunction with its Strategic Support Team on ELL in the Providence Schools, the Council of Great City Schools assembled another team to review the district's special education program. In that review, the Council's special education team identified areas of concern and made recommendations to improve special education service for ELLs. This ELL report reflects and expands on these finding and special education recommendations.

Individuals interviewed during both the special education and ELL team visits were concerned that school-based personnel were not sufficiently knowledgeable about the differences between language acquisition among ELLs and possible speech/language impairment and/or learning disability. Such knowledge is necessary for both general and special educators who work with students acquiring a second language.

The district uses a variety of methods to support students who are ELL and also have IEPs. These approaches are different for students in grades K–6 than for students at middle and high school levels. ELL students in grades K–6 receive language supports in bilingual or English as a second language (ESL) classes. An ELL student may also receive special education instruction in bilingual co-taught classes, bilingual special education self-contained classes, or ESL classes with special education resource support.

ESL teachers do not support students with disabilities who are also ELL in either general education or self-contained classes. Self-contained ESL classes (at the elementary level) are not able to provide support for students who require self-contained special education classes or special education inclusion (two to three hours a day) classes. In these cases, an ELL with disabilities who is placed in an ESL class would need to waive his or her ESL language-support services in order to be placed in a general education or self-contained special education class. However, bilingual education self-contained classes (at the elementary level) are able to provide supports for ELLs with disabilities through special education resource or bilingual/special education self-contained classes. Self-contained ESL classes can accommodate special education resource support for ELLs with disabilities, support that includes one hour of instruction three times a week. At middle and high school levels, ELLs with disabilities may receive ESL and special education support in a more flexible manner.

Interviewees reported to the special education team the following additional concerns about instruction for ELLs with disabilities:

- *ESL or bilingual classes have a large percentage of students with disabilities.* The ELL team noted that English language learners with disabilities appear to be experiencing a form of isolation by often being placed either with ELLs or with students with disabilities, and less often, with nondisabled, English-proficient peers.

- Although ELLs with disabilities may be identified for a gifted or talented program through the use of a nonverbal assessment, teachers provide few if any accommodations.

- The district does not have a sufficient number of teachers who are ESL-certified and able to effectively use strategies to support or scaffold language development.

Secondary ELLs

- ***The placement of ELLs in secondary programs appears to be driven by outside vendors and metrics rather than by district progress and accountability measures.*** Placement for language instruction based in part on the publisher's test rather than ACCESS (WIDA levels) or teacher recommendation. Guidance counselors, rather than teachers, administer the test according to the publisher's schedule, in the spring when students are in sixth grade. It was not clear to the team what criteria were being used to determine which students were selected for the *Language!* assessment.

  ELL students, including those with disabilities, are provided with the reading intervention program *Language!* Teachers reported to the special education team that students made positive gains with this intervention program, but the ELL team heard the opposite from ELL staff. It is uncertain whether the *Language!* intervention is producing better effects with ELLs with special needs than with ELLs who do not have an IEP. Neither team had the data necessary to answer this question.

Newcomer Services

- ***Data provided to the team on ELL enrollments and programs rarely included information about refugee or newcomer students.*** Few district documents refer to refugee or newcomer students unless it is in the context of English proficiency, prior schooling, or native language literacy. During the team's interviews, only a handful of staff—mostly ELL teachers, ELL office staff, and the Refugee Liaison—discussed refugee students. The earlier work (2003) done by the district to establish the Newcomer Academy was comprehensive and high level, yet the information did not seem to be widespread among teachers or staff.

- ***Staff indicated that there is no testing of math proficiency among newcomers, which may be resulting in poor math placements***.

- ***The Providence Schools piloted a Newcomer Academy in 2004, but the efforts to expand the program were abandoned.*** Staff members were not sure why this happened, even if they did indicate that further support of newcomers was needed.

- ***Refugee student and family assistance appears to be limited to a single individual who is employed by the International Institute of Rhode Island and who works on a contractual basis with the school district***.

High School Completion

- ***For three of the four years between 2006–07 and 2009–10, the dropout rates among students who are LEP (school district designation) remained higher than rates among***

non-LEP students. Even though the 2010 (2009–10) gap was narrowing, 22.2 percent of LEP students dropped out, compared with 20.1 percent of non-LEP students.

- ***The graduation rate for ELLs (LEP status) has improved since 2007, and data suggest that it may have surpassed non-LEP students.*** In 2006–07, the four-year graduation rate among ELLs was 56 percent; in 2009–10, it increased to 71.1 percent. In contrast, the graduation rate for non-LEP was 67.5 percent in 2010. Similarly, the five-year graduation in 2009 was 71.6 percent for ELLs *vs.* 68.9 percent for non-ELLs.

- ***There is no explicit pathway to graduation designed specifically to assist ELLs in earning the necessary credits for high school completion through strategic course-taking.***

- S***ome graduation requirements might be unattainable for some late-entrant, secondary-grade ELLs with low English proficiency levels.*** Staff interviewed by the team expressed concern that some ELLs would not be able to pass end-of-course assessments required for graduation. Similarly, some teachers expressed concern about the exhibition requirement for graduation (i.e., students are expected to finish an 18–25-page research paper in English in order to graduate).

- ***The Council team's analysis of course failure and retention in grade at the high school level showed that a greater percentage of ELLs fail courses in one or more years from grades 9 through 12 but showed similar rates of retention-in-grade than non-ELLs.*** The district provided information on course failure and retention-in-grade for 4,921 students who were in grades 9-12 in 2009-10. Of these students, 4,380 were non-ELLs and 541 were ELLs. The table below shows that ELLs are more likely to have failed courses in more than one year during high school.

Yrs w- Course Failures	Non-ELL		ELL		
	%	Cumulative	ELL	Cumulative	Total
0	44.5%		39.4%		43.9%
1	18.9%	18.9%	22.4%	22.4%	19.3%
2	15.3%	34.2%	18.9%	41.2%	15.7%
3	12.6%	46.8%	13.5%	54.7%	12.7%
4	8.7%	55.5%	5.9%	60.6%	8.4%
	100.0%		100.0%		100.0%

- ***Course failure and retention in grade during middle school years also showed small differenced between ELLs and non-ELLs.*** According to the team's four-year cohort analysis:

  o ELLs were more somewhat more likely (42 percent) than non-ELLs (40 percent) to have failed at least one course. Fourteen percent of ELLs and 12 percent of non-ELLs in the cohort failed at least one course in each year of the same two-year period.

  o A small percentage (2 percent) of both ELLs and non-ELLs were retained in a grade at least once during a four-year period.

Long-term English Language Learners

- ***The issue of long-term English language learners (LT-ELLs)*** and their academic needs did not appear to be a high priority for district staff that the team interviewed.

- ***The district does not appear to conduct extensive analysis of trends and needs of long-term ELLs.*** The team's review of the limited information available on long-term ELLs in the district indicated that only 86 ELLs districtwide who enrolled in the Providence Schools in 2004 were considered long-term (i.e., seventh-year ELLs). A significantly larger number were long-term ELLs for six years, 212 having enrolled in 2005.

H. Human Capital and Professional Development

This section presents the team's findings and observations about the professional development and other human capital issues related to teaching English language learners in the Providence Schools. The team looked at English language learners in both general education and pull-out settings.

Positive Findings

- The district's corrective action plan includes five specific strategies for building human capital capacity at the school-site and central office levels, including investments in school-based literacy coaching, use of District Assistance Teams (DAT)**,** teacher institutes, and leadership training for principals and teachers.

- The team saw numerous examples of insightful and experienced teachers in Providence who were dedicated to improving achievement among ELLs. The team interviewed teachers from both general education and ELL settings who were often fully cognizant of the issues and challenges facing ELLs in the school district. Many ELL teachers, in fact, were very familiar with the curricular and instructional issues challenging ELLs.

- Focus groups of teachers that the team interviewed thought it would be helpful to have an ELL support person in the schools to help them meet the needs of ELLs. Many staff indicated that there was significant support for content-based instruction generally, but less support for students learning English.

- Teacher groups also indicated a great need for professional development that would offer a clinical approach to practical and effective instructional strategies and research-based pedagogy on second language acquisition and ELL achievement.

- The district has instituted the "My Learning Plan" system that allows central office staff to track teacher participation in professional development by school. The central office is pursuing ways to access more detailed information about teachers in order to better tailor professional development offerings.

Areas of Concern

Professional Development

- ***The comprehensive professional development efforts of the district (at a cost of about $13 million) described in the corrective action plan do not include targeted and differentiated professional development on English language acquisition or linguistically diverse students.*** The team heard that some of the monthly meetings of principals include discussions of ELL issues, but most staff that the team interviewed indicated that most professional development was determined by the central office to ensure consistency systemwide. This is usually necessary in the first phases of the kind of instructional reform that Providence is pursuing, but nonetheless, professional development on differentiated instruction with ELLs and other high-needs students should be included.

- ***Strict parameters set by the teacher's contract hamstring professional development efforts of the district, and the district's weak capacity to provide high-quality professional development is a liability.***

- ***Co-teaching is a relatively new district initiative, but there appears to be little strategic support or professional development to guide its implementation***. The team saw some classes being co-taught but the practice was not widespread, nor did interviews give any indication that co-teaching was prevalent in the district.

- ***Teachers reported that no professional development was provided to support the transition of students from bilingual education programming to sheltered English instruction in the Direct Instruction (DI) schools***. Central office staff, however, reported that teachers were offered a three-part professional development series titled "Effective Sheltered Instruction Strategies," and that the elementary DAT visited schools regularly and worked with worked with individual teachers and groups of teachers to support the transition to sheltered instruction. The Council team was unable to reconcile the views and could not determine the extent to which teachers participated in the professional development the central office indicated that it offered or whether teachers who might have participated saw the value in it.

- ***Several teachers and staff the team interviewed expressed frustration at the lack of shared responsibility for ELL achievement on the part of many general education teachers and instructional staff members in the various content areas***.

- ***The district appears to offer little professional development to support its dual language program and little training on the use of adopted textbooks with ELLs.***

- ***The school system does not have the capacity to merge data on teacher qualifications and assignments and professional development participation***. The district does not have a stand-alone human resources data system and must rely on the City of Providence for much of its personnel data.

Staffing

- ***School-level leaders and central office staff indicated that hiring and retaining qualified staff for the district's ELL programs was a challenge.*** In addition, staff indicated that the

teacher preference provisions in the teacher contract made it difficult for principals to fill open teaching positions with individuals with ELL expertise because they were obligated to give preference to senior teachers. The team also heard that there are a number of teachers who have obtained their ESL/bilingual education certification but who are teaching in the general education program.

- ***Some district staff expressed concern about the English and Spanish proficiency of some teachers.*** The team saw evidence of this problem during school site visits, when it witnessed some teachers who did not appear to be literate in one language or another but who were working in both.

- ***The staffing allocation system was not transparent and appeared to result in a wide range of staffing levels in the visited classrooms.*** Some classrooms the team visited had up to four adults working with fewer than 20 students. Bilingual-education inclusion classes with special education students had high staff-to-student ratios, as required by students' IEPs. Other classes had one adult. Otherwise, the team was not clear on why there were wide variations among some classrooms.

- ***The role of math and literacy coaches in working with ELLs was unclear.*** Staff members the team interviewed expressed concerns that there was no clear systemwide policy for math and literacy coaches to support the instruction of ELLs. Some coaches do provide such support, but expectations for doing so appear to depend on school leadership. The central office expects that math and literacy coaches work with teachers, but the extent to which this is done appears to depend on school leadership. It was also reported to the team that the district does not provide professional development to coaches on working in bilingual classrooms.

I. Parents and Community

This section presents the team's findings and observations about the school district's work with parents and community groups regarding ELLs. The team's observations are drawn from interviews with district staff members, parents, and community representatives conducted during the site visits. The few parents with whom the team met all have children in the ELL program.

Positive Findings

- The Providence School Board Policy on *Beliefs and Commitments* includes "partnering with family and community" as one of its five foundational commitments. This commitment includes specific actions to support student success and effective home–school partnerships.

- The Providence Schools corrective action plan includes six specific strategies for strengthening parent and community engagement at individual schools and districtwide. The strategies work to improve engagement through:

  o Hosting more parent workshops at both the school and district levels.
  o Developing and expanding school Parent/Teacher Organizations (PTOs).

- o Increasing parent participation in the School Improvement Teams (SITs).
- o Involving the community in the selection of core novels and books for the middle and high school ELA curriculum.
- o Developing parent guides to support the new curriculum frameworks. Math and science guides were completed in 2009–2010 and guides for ELA and social studies were being worked on when the Council's team visited the district.

- The school board leadership recognizes the need to increase connections with the community at large and with the minority community in particular. School board members interviewed by the team expressed interest in strengthening the Parent Advisory Committee and improving the board's communication with the public. The board has started holding "Conversations with the School Board" around two issues that were identified in parent surveys. The conversations were publicized via robo-calls, flyers in Spanish and English, and radio announcements. The team was told that over 350 parents attended the discussions, including many Latino or Asian citizens. Topics of interest at these forums included school uniforms, a better understanding of the grading system and report cards, teacher quality, and general information dissemination.

- ELL parents at the sessions expressed strong support for the Providence Schools and high academic expectations for their children. Parents also expressed interest in seeing increased rigor and structure in the learning environments of their children.

Areas of Concern

- *Strategies for strengthening parent and community engagement are relatively limited in scope and focus primarily on increasing attendance at meetings and workshops.* All six strategies in the corrective action plan focus on parents and community assisting schools and the district with carrying out their work, but none focus on the needs of parents regarding their interaction with the school system. In addition, the plan contains no indicators related to increasing interactions between the school district and parents. Nor do the plan's indicators include any work to help parents and the community, particularly ELL and newcomer families, to navigate the district's educational system. The team heard that the Providence Schools used ARRA stimulus funds to set up Parent Zones, although district staff the team interviewed often could not describe the purposes of these zones.

- *The district's strategies for bolstering parent and community engagement are not sufficiently tailored to meet the needs of linguistically diverse communities.* The corrective action strategies include a priority on working with building administrators in schools "in need of improvement" to enhance parental engagement strategies. For example, about half of the Providence schools that received federal School Improvement Grants (SIG) under Title I (persistently low-achieving schools) had ELL enrollments of 20 percent or more (see table 27). Despite these concentrations of ELL students in SIG schools, the corrective action strategies are silent about creating welcoming environments for ELL communities through the availability of multilingual materials or translation services.

Table 27. ELL enrollment in schools receiving SIG funds in the Providence Schools

School	2008–2009			2009–2010			2010–2011		
	Classification	# ELL	% ELL	Classification	# ELL	% ELL	Classification	# ELL	% ELL
Charlotte Woods	Insufficient Progress	1	0.3%	Insufficient Progress	0	0.00%	Insufficient Progress	8	3%
Sergeant Cornel Young Jr.	Insufficient Progress	102	30%	Insufficient Progress	130	42%	Insufficient Progress	109	40%
PAIS	Insufficient Progress	51	13%	Insufficient Progress	79	21%	Insufficient Progress	75	20%
William B. Cooley	Insufficient Progress	53	14%	Insufficient Progress	59	16%	Met AYP	36	10%
Lillian Feinstein Elem.	Insufficient Progress	130	30%	Insufficient Progress	154	34%	Met AYP	153	33%
Roger Williams	Met AYP	143	19%	Caution	131	18%	Insufficient Progress	116	15%

- ***The team heard from district leadership and staff that parental engagement is neither widespread nor strong.*** In particular, ELL and minority parents do not have a significant presence on school or district-level committees. Parent organizations appear to be divided along geographic areas of the city. The West Parent Advisory Council (PAC) was described as being well organized, largely comprising White, well-educated parents. The East PAC was also described as an organized, vocal, and educated group of parents**.** No mention was made of a PAC from the south side of Providence, where many minority families reside.

  Indeed, the team's review of Census data on Providence shows significant concentrations of various ethnicities in different quadrants of the city. This pattern is not uncommon in many of the nation's major cities, posing ongoing challenges to school districts to create integrated learning environments and effective communication strategies in diverse communities.

- ***The district lacks an effective system for supporting communications with community organizations in other languages.*** Teachers and principals, as well as parents and community groups, reported difficulties in securing interpretation and translation services at meetings and other gatherings. In its compliance agreement with the district, the Office for Civil Rights included specific remedies for strengthening language access for the ELL community.

- ***Parents were often confused about various education opportunities in the district, including, specifically, the ELL program.*** Parents interviewed by the team were unclear about why their children were placed in the programs they were or what the goals of the ELL programs were. Parents were concerned about not seeing progress in either Spanish or English after several years, and they often had limited knowledge about where to go for help. Many ELL parents expressed interest in working with schools but found that the schedule of events and limited transportation were not conducive to participation.

J. Funding and Compliance

This section examines funding and resource allocations supporting ELL programs and achievement in the Providence Schools.

Positive Findings

- Rhode Island's public school spending per pupil exceeds the national average. According to the Center for American Progress, in the 2007–08 school year, Rhode Island's per pupil spending was sixth highest in the nation.

- A joint legislative commission was charged with developing a permanent education foundation aid formula for Rhode Island. The General Assembly passed a funding formula in 2010, making Rhode Island the last state to adopt a statewide school funding formula.[41] The Governor's spending plan for 2011–12 included the new formula for allocating $682 million in aid to the state's school districts. This new formula takes into account total enrollments in each district as well as the number of children living in poverty. It shifts much of the school finance burden away from local property taxes. Providence would purportedly see an increase of about $2 million over the FY 2011 revised budget.[42]

Areas of Concern

- *State aid for education has historically been unpredictable from year to year because there has been no state funding formula since 1995*, making Rhode Island the only state in the nation without some formula for education aid.[43] For most of the past decade, a base allocation was provided to school districts, annually determined by the Rhode Island General Assembly, and subsequent funds were provided based on enrollment numbers and requirements for a variety of categorical needs (e.g., professional development, early childhood education, full-day kindergarten, student equity, and language assistance).

- *The relative funding allocations among school districts have been the subject of intense debates in both the General Assembly and the media.* Over the past seven years, the state's share of the Providence budget dropped from 64 percent to 59 percent. If Providence receives additional funding, this trend may start to be reversed. Under the new state education aid formula, the state determines a district's overall need by multiplying the number of students who attend its schools by the $8,295 deemed necessary to educate a pupil with no special challenges. A district then gets a 40-percent bonus for each student enrolled in the National School Lunch Program. However, there is no extra funding for students who are ELLs. Two school districts have filed lawsuits against the state because they question the adequacy of the new funding formula to meet the needs of special populations.[44]

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[41] Wong, Kenneth K. *The Design of the Rhode Island School Funding Formula*. Center for American Progress, August 3, 2011.

[42] Budget plan includes new R.I. education funding formula. Projo 7 to 7 News Blog. http://newsblog.projo.com/2011/03/budget-plan-ioncludes-new-ri-ed.html Posted March, 8 2011. Accessed 8/9/2011.

[43] Kenneth K. Wong

[44] Joy Hearn: Tinkering with the school formula will destroy it. PROJO, http://www.projo.com/opinion/contributors/content/CT_hearn16_05-16-11_18NSFNN_v6.371e860.html Monday May 16, 2011. Accessed 8/11/2011

- *The school district does not appear to have any targeted expenditures for ELL programs.* Funding is centrally budgeted, with allocations made to schools primarily driven by FTE per school. Contractual agreements fund teachers based on a 26/1 ratio, and coaches in schools are funded by federal Title I funds. Executive directors and principals determine the FTE allocation, but there is no weighted student formula based on the type of students in each school. Title III funds are centrally expended based on district priorities, while Title I funds are allocated to schools based on poverty bands. Title I goes mostly to fund staff positions that directly support ELL instruction. Title III funds (approximately $1 million for 2010–11) are expended for supplemental purposes—additional professional development beyond what the district may provide, supplemental supplies and materials, summer programs, and transportation services. The team was unable to determine how the supplemental Title III funds support instructional services for ELLs. The school board has not asked for a separate reporting of expenditures on ELLs, so it is difficult to determine how the funds are spent.

- *There was no district plan to evaluate the ELL programs, staffing levels, or strategies put into place with the additional funding.* The Providence school district has received additional funds through the federal stimulus initiative and has used them for such activities as the Parent Zones, but the team heard few other details.

CHAPTER 4. RECOMMENDATIONS

This chapter summarizes the proposals of the Council of the Great City Schools' Strategic Support Team to the Providence Schools on how to improve academic services for the district's English language learners. This chapter presents those proposals in the same ten categories as in the previous chapter: (1) leadership and strategic direction, (2) goals and accountability, (3) curriculum and instruction, (4) program design and delivery systems, (5) program support, (6) data and assessments, (7) program and student placement, (8) human capital and professional development, (9) parents and community, and (10) funding and compliance.

A. Leadership and Strategic Direction

1. **Foster stronger and more stable collaborative working relations with Office of the Mayor to improve governance stability, strengthen familiarity about the needs of each group, and enhance educational programming**.

2. **Develop and adopt a school board policy that builds on its current statement, but expand it to recognize the community's diversity as an asset.** A forward-leaning statement would articulate that the school board sees its diverse student population as the foundation of Providence's local economy.

3. **Reaffirm the Providence Schools policy of ensuring full access for ELLs to the general education program, and establish a clear vision, direction, and goals for the district language programs.** Develop internal and external communications tools to ensure that new policies and priorities on language instruction efforts are clearly understood throughout the school district and the community. Include parents and the press in a targeted and tailored information dissemination effort. In the five most prevalent languages, create user-friendly documents that fully explain the school district's vision and goals for ELLs and the strategies the district will pursue to ensure that ELLs excel in the Providence Schools.

4. **Restore staff and community confidence in the ability of school district leadership to work collaboratively on behalf of ELLs.** Charge the administration with naming a cross-functional working group, led by the office of ELLs and the chief academic officer, to develop a districtwide strategic plan for ELLs that is consistent with the school system's broader instructional reforms. Charge this working group with developing specific language-acquisition strategies and ELL achievement priorities based on the recommendations in this report. As a first step, the working group should review earlier reports and studies—with their findings and recommendations—to see which ones remain relevant. As a second step, the group should define instructional and program priorities around—

   - Curriculum and instruction—ELL extensions in all content-area curricula
   - Curriculum and instruction—Elementary and secondary ELL instructional program design and support

- School improvement interventions and student supplemental instructional services as they relate to ELL issues
- Data and assessments
- Program design and implementation
- Registration process and student placement

5. **Charge the school board with requesting and receiving regular status reports from the working group and its recommended reforms, student progress, and funding**. The school board should develop a calendar of regular updates of ELL program reforms and student progress emerging from those reforms. The updates would also signal to the community that ELLs are a priority of the school leadership.

6. **Increase the number of staff members assigned to the ELL office.** The number of staff members working in the ELL office of the Providence Schools, approximately five persons (including a secretary and data entry clerk), is too small for the growing responsibilities the unit has, the number and complexity of recommendations from this report that it will be responsible for implementing, and the size of similar units in other major city school systems. (The Council has collected data on similar units in other member school systems to bolster this recommendation.)

B. Goals and Accountability

7. **Charge the ELL office with defining ELL program goals concerning acquisition of English language, content knowledge in core areas, and the strategic use of native language.** Incorporate ELL improvement goals into the strategic plan and districtwide corrective action plan. Develop short-term (two-year plan) and long-term action steps (five-year) for reforming the ELL programs in a way that is consistent with the districtwide strategies.

8. **Charge the working group with developing a series of explicit and measurable academic performance and programmatic goals for the academic improvement of ELLs.** The goals should include stretch targets for ELLs beyond what NCLB currently calls for, such as

   a. Course-taking rates among ELLs, including AP and advanced academic classes
   b. Credit for foreign language proficiency
   c. Expectation for language progressions at elementary and secondary level
   d. Reading proficiency
   e. Graduation rates

   The cross-functional working group should also consider the heterogeneity of the ELL group and tailor its benchmarks in a way that takes into account students who are entering the system at varying entry points and differing proficiency levels. Furthermore, have the group consider the development of goals for each of its program models and begin collecting data on time in program

9. **Charge the cross-functional working group in partnership with other organizations with reviewing and revising the curricula frameworks and other technical assistance tools provided by the Dana Center to ensure they include ELL components.**

10. **Charge the working group with devising mechanisms and procedures for evaluating all senior staff and principals, in part, on the academic progress of ELLs.** For purposes of personnel evaluations and districtwide accountability, drop the ELL N-size to zero—i.e., count all ELLs. This is particularly important given the district's program regarding choice and the number of ENEs in schools with few ELLs. Regardless of why or where ELLs are placed, school leadership would be held responsible for the academic achievement of ELLs. Shared accountability across content areas will help build a sense of ownership for ELL academic well-being and will help dispel the myth that ELLs bring scores down.

11. **Charge the working group with including representation from the ELL office, Advanced Academics, Title I, Professional Development, the content areas, and others. Further, charge this group with developing steps to strengthen cultural competence among staff and teachers.** Increased cultural competence should help increase the likelihood that instructional decisions will address the needs of the highly diverse student body from the outset rather than as an afterthought. The working group may wish to consider district practices and policies that are particularly vulnerable to misconceptions, stereotypes, and prejudice. For example,

    a. Student referrals, screening, and placement in advanced academics, AP classes, advanced classes or exam schools, and special education
    b. Career counseling
    c. Teacher feedback on students exiting ELL programs
    d. Communication with parents of families from diverse backgrounds (ethnically, linguistically, and socio-economically diverse)
    e. Discipline policies and practices

C. Curriculum and Instruction

12. **Charge the working group with developing an ELL walkthrough tool that accompanies or can be incorporated into the existing classroom walkthrough tool.** If the current walk-through tool is digital, then ELL items could be embedded as pop-ups that principals and coaches could pull up as needed. The ELL walkthrough tool should include specific ELL indicators built around the focus areas in the Dana walkthrough tool:

    - Focus on Curriculum would include "determining the language objective" that is associated with the content learning objective and indicators of rigor in the instruction of ELLs. Professional development would be required to help teachers, coaches, and instructional leaders implement this practice.

    - Focus on the Learners would include intentional involvement, interaction, and engagement of students at all English proficiency levels and include indicators of rigor, cognitive learning, and engagement. Materials and levels would include learning materials for ELLs and levels of student work based on English proficiency. The level of cognitive difficulty should not be confused with English proficiency levels. All ELLs are capable of engaging in higher-level thinking and should be required to do so. For example, the levels of thinking in Bloom's taxonomy can be displayed at each stage of language acquisition. (See table 28.)

Table 28. Relationship of Bloom's taxonomy to the stages of second language acquisition

Levels of Thinking and Language Function	Stages of Language Acquisition				
	Preproduction Nonverbal response	**Early Production** One-word response	**Speech Emergence** Phrase or sentence	**Intermediate Fluency** Longer, more complex sentences	**Advanced Fluency** Near native-like
Knowledge					
Comprehension					
Application					
Analysis					
Synthesis					
Evaluation					

Aligning Bloom's taxonomy and the stages of language acquisition shown in Exhibit 28 would be a useful framework for developing more rigorous instructional approaches to challenging ELLs at all levels of thinking and across all stages of language acquisition.[45] ELLs do not need to be at advanced levels of fluency in order to respond to higher-level instruction and queries.

- Focus on Instruction should include lesson design and instructional practices that are particularly effective and important for working with ELLs. Lessons should be crafted so that ELLs are required to engage in tasks that build rigorous conceptual understanding. Teachers design lessons with specific scaffolding and instructional practices that support learning.

- Focus on the Learning Environment should include materials and practices that help ELLs build on their prior knowledge, drawing from their diverse linguistic and cultural backgrounds. Teachers create a classroom environment of expectation for student learning, engagement, and achievement in which resources, tools, and support are visible and available to students.

13. **Charge the ELL office with developing and implementing an English language development (ELD) instructional strategy across the content areas using adopted textbooks, extensions, and accommodations for ELLs.** The ELL office should make use of its internal resources (experienced, knowledgeable, and dedicated ELL teachers) and consider hiring consultants with experience and knowledge of ELL instruction to infuse ELD and language acquisition strategies throughout the curriculum and individual content areas and grades.[46] The effort should be accompanied by professional development in each core content area to help teachers learn how to strategically choose activities that are consistent with state standards and appropriate for the language level of their students. Below are some options for implementation:

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[45] Anne M. Lundquist and Jane D. Hill. "English Language Learning and Leadership: Putting It All Together." *Phi Delta Kappan*, November 2009.

[46] For example, the team learned that, five years ago through a partnership with Brown University, 56 content teachers from Hope High School earned their ELL endorsements. This effort was part of the restructuring work done to improve teaching qualifications in the school.

- A targeted effort to infuse ELD could begin with DI schools or turnaround schools that have the highest number of ELLs.[47] The DI schools have reading coaches and have adopted the Sheltered Instruction (in English) model for ELLs with bilingual support. A centrally supported professional learning community could tackle the implementation of ELD and native language instruction based on achievement data and effective instructional strategies for ELLs. Model lesson plans and lab classrooms could emerge from this effort in a way that would benefit all other schools with ELLs.

- Reinstate LIFT's lead teachers with a renewed purpose that is more closely linked to achievement and support for the overall improvement of ELL instruction, such as infusing ELD strategies across the curriculum at target schools (e.g. ELL Coaches). A repurposed set of LIFT/ELL lead teachers and central office DATs could be an integral part of an enhanced support structure to improve instruction for ELLs by assisting with data analysis, scheduling language assistance, professional development, student groupings, and other services.

- Consider expanding the number of ELL coaches and specialists who can provide support across the curriculum, including special education and advanced academic. The district might explore with the union the possibility of job-sharing and teaching-coaching opportunities whereby one teacher could be 0.5 in the classroom and 0.5 coach.[48]

- Ensure that ELL coaches/specialists are available at the middle and high school levels, and provide ELL coaches with an extra planning period or two—depending on the ELL population—to carry out their coaching duties and other opportunities to collaborate with their colleagues.

14. **Charge the ELL office and the Title I office with developing a subset of SES providers that have a proven record in working with ELLs or developing a district after-school program for ELLs with flexibility granted by the Department of Education under the waiver program.** Programmatic information about SES providers should be available to all parents in the most prevalent languages spoken. Require progress reports based on district-relevant indicators, and ensure that providers inform ELL parents in a language they understand.

15. **Charge the ELL office and the guidance and counseling office with developing a graduation pathway (or course sequence) for ELLs, taking into account their varying stages of language acquisition.** Appendix I provides an example of a graduation pathway developed by the San Diego Unified School District that allows ELLs to take courses in a sequence that is sensitive to their various levels of language demand. In particular, the work should ensure that the district's grade-level classifications and progressions do not create barriers graduation for ELLs. If barriers are identified, then the offices should work to make the course sequence more flexible and responsive to differing stages of language acquisition.

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[47] The DI schools include Harry Kizirian, Carl G. Lauro, George J. West, Veazie Street, Lillian Feinstein, Pleasant View, and William D'Abate--these have between 5 percent and 33.2 percent ELLs.

[48] Staff interviewed by the Council team indicated that job-sharing had been eliminated in the teachers' collective bargaining agreement about five years ago.

Specifically, the credit and core-course passing requirements need to be examined, revised, and mapped against the course sequencing that would maximize an ELL's chances of graduating. The work should pay particular attention to students who enter the district in the secondary grades with low levels of English proficiency who may need to take courses that do not grant credit. For example:

Ninth Grade: In order to be promoted from grade 9 to grade 10, students must pass at least three of their core courses and must have successfully completed a minimum of five credits.

Tenth Grade: In order to be promoted from grade 10 to grade 11, students must pass at least six of their core courses and must have successfully completed a minimum of 10 credits.

Eleventh Grade: In order to be promoted from grade 11 to grade 12, students must have successfully completed 16 credits, including three credits in English and three credits in math.

The ELL pathways to graduation should maximize all elements of the district's recently revamped graduation system—

- two pathways for graduation,
- dual enrollment opportunities,
- option to test out of world language courses,
- access to expanded learning, internship/apprenticeship, and virtual learning opportunities.

The work group should also review student supports, including individualized learning plans and advisory sessions, to ensure that they address ELL needs.

16. **Review the senior-exhibition graduation requirement to ensure that it is not imposing unrealistic barriers for ELLs.** Beginning with the class of 2012, the Providence Schools will require students to complete written and oral presentations demonstrating literacy skills. Appropriate supports and accommodations should be provided to ELLs so they meet this requirement. And professional development should be provided to staff on how to implement accommodations for ELLs that would allow them to demonstrate their skills even when they may not be able to meet such high language demands in English.

17. **Develop and implement opportunities for ELLs to earn foreign language credits towards the two-year requirement for graduation.[49]** Identify a process by which ELLs can demonstrate their primary-language proficiency in order to meet foreign language requirements. This validation would also free their schedules to make room for other courses required for graduation. (See subsequent recommendations.)

18. **Improve the process for including ELL staff and teachers on all materials selection committees and for taking into account their recommendations on the selection of texts and programs.**

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[49] Starting with the class of 2012, students in Providence will have to take four years of math, three years of science, including a lab science, and two years of a foreign language in order to graduate high school. Prior to 2009, high school graduation requirements varied by school within the Providence school district.

19. **Charge the cross-functional working group with revising and updating the curriculum and pacing guides to reflect the new common core standards and ELL extensions.** The work should incorporate higher instructional rigor, examples of higher-level thinking, text complexity, and comprehension. The group might identify essential skills for ELLs at each subject and grade level and provide sufficient time and flexibility in the instructional pacing to allow teachers time to differentiate instruction for ELLs. Aggressively disseminate this work to teachers and coaches. The district might also consider establishing lab classrooms or schools that would serve as models for teachers. In addition, charge the work group with creating an inventory of supplemental materials and supports that teachers can use with ELLs. These efforts should help reduce the dissonance the team saw between the teachers' understanding of curriculum changes and the central office staff and principals' understanding.

20. **Conduct gap analysis between standards, curriculum, and commercial instructional materials to identify differences and supplement accordingly for all students and ELLs.** This analysis is particularly important given the implementation of the Common Core Standards in Rhode Island that will require that ELLs have full access to the general curriculum or Tier I instruction.

21. **Integrate WIDA standards and ACCESS results into the development of documents, tools, and resources to guide the language acquisition needs of ELLs through rigorous instruction on Common Core content.** The state-adopted WIDA standards provide a framework for English-language proficiency levels across four domains and content areas. The Providence Schools need to do additional work in translating these standards into practical tools and resources, so teachers can deliver rigorous instruction to ELLs called for by the Common Core while taking into account their need for English-language development.

D. Program Design and Delivery System

This section presents recommendations for establishing the foundations and parameters of a quality program design for ELLs in the Providence Schools. The team initially developed the recommendations in late March of 2011, but in fact, they closely resemble those found in the 2008 ELL task force report. A well-conceived program design and delivery framework should provide coherent instruction for ELLs as they move through from grade to grade and increase their English proficiency. Consistency in the language of instruction is also achieved through an articulated program design that clearly defines the strategic use of native language to bolster conceptual understanding and establishes a clear progression of English proficiency at all grade levels.

22. **Name an advisory panel of external and internal experts and stakeholders to help staff with program design.** This advisory panel should be independent of commercial vendors and program developers to ensure independence in the development of an ELL program that meets the needs of ELLs in all grades.

23. **Charge the ELL office with creating a framework for the strategic use of native language across the various ELL program models and other instructional services,**

including special education. The framework would guide important instructional considerations in ELL programming, including—

- The purpose, amount of time, and content area in which the native language would be used in elementary-grade program models: transitional bilingual, dual language, or sheltered instruction. For example, the Council's team heard that the Sheltered English approach was being used in DI schools without regard to students' level of English proficiency. Students with lower levels of English proficiency are more likely to advance if there is strategic use of their native language. The instructional program might include dedicated time for literacy in L1 (native language), as well as time for pre-teaching concepts in the home language.

- The criteria used in both ACCESS proficiency levels and native-language proficiency to decide whether or not to provide instruction in native language at the elementary level. At the secondary level, assessments that measure literacy and content knowledge in native language would be additional criteria to decide instructional programming, including strategic use of primary language.

- Recommended student groupings to reduce the number of classes with ELLs who have highly disparate levels of literacy in their native language so that teachers are able to provide the most effective instruction. For example, the Council's team heard that current student groupings may include those who have grade-level literacy in their native language (Spanish) and have received formal instruction in it, alongside ELLs with limited literacy (reading and writing) or formal schooling in Spanish.

- Language proficiency criteria for hiring and assigning teachers and other instructional staff, including assistants and itinerant staff.

- An expanded view of bi-literacy, where the native language is viewed as more than a tool to help ELLs become English proficient.

The framework might also include enrichment opportunities in students' native language. This would also help staff see students' native language as something other than a detriment. At the elementary level, dual language instruction is helping educators and communities see the benefit of knowing more than one language. At the secondary school, the ELL office could work with the instructional unit to explore how to (a) restore the Spanish for Spanish speakers program and (b) fortify offerings that build upon students' native languages. Two examples are:

- A course in translation and interpretation that could be offered as early as middle school, particularly since many ELL children and youth serve as interpreters for their parents in settings beyond the school (e.g., medical offices, social services, and government)[50]

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[50] Claudia Angelelli, Kerry Enright, and Guadalupe Valdés. *Developing the Talents and Abilities of Linguistically Gifted Bilingual Students; Guidelines for Developing Curriculum at the High School Level.* Stanford University: Stanford University, March 2002. Prepared for the National Research Center of the Gifted and Talented.

- Credits in foreign language that could be awarded after passing an exam to help ELLs advance toward graduation by formally recognizing their language as an asset. Providence Schools might look at the model used in the Portland (OR) Public Schools for granting foreign language credit by exam.

24. **Include research-based practices in bilingual, ESL and dual-language strategies as part of the redesign of the ELL program frameworks.** The cross-functional working group should first reach consensus concerning the overall instructional program for ELLs. In other words, will the Providence Schools aim to move ELLs into English as soon as possible while providing access to core academic program, or will the district place more emphasis on developing literacy in the primary language of ELLs? The program design should include specific goals for each model, with clear guidelines for assessments, materials, language-allocation, time lines, professional development, and staffing (teacher qualifications and language skills). The overall program should ensure that ELLs have full access to all instructional opportunities and language supports.

Guiding Principles for ELL Instruction. The program design and overall pedagogical approach used for ELLs should provide ELLs with academic language development, meaningful interaction to develop English proficiency and conceptual understanding, a context of cultural schema and rigorous instruction. In redesigning the ELL program, the working group might consider the following principles:

- Ensure that ELLs have full access to core Tier I instruction. Define clear and uniform definitions of what Tier 1 instruction is in the district, including in English language arts. Incorporate English language development strategies for ELLs in all Tier I courses and ensure that ELLs have full access to these courses. Consider establishing ESL as the baseline methodology for ensuring that ELLs have access to the curriculum, including students whose parents waive the ELL program placement. Parents could waive ELL program placement but would not waive ESL.[51] Drop the title of ESL as a stand-alone program.

- Incorporate explicit English language development into all core instructional programs for ELLs. The ELL office should work with the ELA department to ensure that ELD strategies are aligned with the work developed by the Providence Schools and incorporated into the ELA curriculum. ELD—including oral language development—does not replace ELA but is aligned to and supports language demands required to meet academic standards. The careful selection of resources and materials specifically designed to develop English language skills should be identified and used in addition to ELA materials. Effective lesson design and delivery are also critical. ELD instruction aligned with ELA and supported by content teachers across the day then evolves into a shared responsibility.

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[51] The Rhode Island education regulations are ambiguous about what constitutes an ELL "program," so the district ELL office may wish to work with RIDE to ensure that the district's definition is within the state guidelines, particularly with regard to waivers. For example, in one section of the regulations English as a Second Language is described as a "program," yet in the definition, it is correctly described as a "method of instruction that develops an English Language Learner's social, instructional, and academic proficiency in English in order to prepare the ELL to success in the school's general education program." [L-4-2 Definitions. (19) English as a Second Language]

- Provide consistent ELL instruction across a student's school experience. Clearly articulate ELL programming across grades, schools, and program models in identified anchor schools.

- Ensure ELLs are integrated with English-proficient students in special programs, electives, and itinerant study to ensure daily access to English and to avoid linguistic and/or program isolation.

- Ensure that Tier II interventions and supports are relevant and responsive to ELL needs, supplement Tier I instruction, and are consistent with skills that ELLs require to be successful in the general education program. For example, additional time, supplemental online resources, and additional small group instruction are appropriate Tier II interventions that could include ELD strategies.

- Define Tier III interventions for ELLs to only those students who have had time and opportunity to learn through Tier I and II and who require a very focused, intensive, and individualized intervention. For example, the *Language!* program should only be used with ELLs who display reading difficulties not necessarily related to their limited English proficiency. Our analysis of the four-year longitudinal cohort data showed that ELLs in middle and high school who were at the lowest levels of English language proficiency showed the least progress in ELA achievement. One possible explanation is that the literacy intervention program being used was designed for English speakers and is not pedagogically appropriate for ELLs with very low levels of English proficiency. For these students, effective Tier I instruction, along with targeted Tier II support, should yield better results. Similarly, SES providers in schools that are not making AYP with ELLs should be required to offer language acquisition support in their after-school programs.

- Assign staff for ELL programming based on their qualifications in second language acquisition, language proficiency, and content expertise. For example, teachers who are highly literate in Spanish but less so in English could be assigned (1) to teach content in Spanish as part of the dual language program or (2) to provide Tier II intervention services in Spanish, working on mathematics or language arts or (3) to support students in special education or (4) to teach certain content areas at secondary levels if certified (such as Spanish for Spanish-Speakers, or algebra taught in Spanish).

ELL Program Components. The program design articulated in the 2008 ELL report provides a promising framework that is grounded in relevant research, practitioner knowledge, and visits to a district with high-performing ELLs.[52] The recommendations in the Council's report go beyond this initial foundation in an effort to move into a more robust phase of program design that aligns to the broader reform work of the schools district. Many of the Council team's recommendations are consistent with those in the 2008 report.

The district might consider redesigning its ELL program around well-defined models that have clear goals and outcomes related to English proficiency and grade-level content

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[52] The Providence team visited the St. Paul Public Schools.

achievement. The re-designed program could include the following components at both the elementary and secondary levels—

a. *Elementary-grade ELL Programs*. As seen in table 5, about 60 percent of the district's ELLs are enrolled in grades K through 5. The choice of instructional models at this level should be based to a large extent on parental preference to a large extent, given the stated goals of the program and should include:

i. Bilingual Education—The goal of this program is proficiency in English and in academic content areas in each grade level over a four to five year period. This model strategically uses Spanish as the language of instruction to help students access rigorous academic content while they are learning English. Initially, the majority of instruction is in Spanish with English instruction increasing over time.

ii. Dual Language Immersion—This program includes both native English and native Spanish speakers, with a goal of achieving full proficiency in both languages by the end of grade 5 and proficiency in core academic content areas by grade. The language of instruction would be English for 50 percent of the day and Spanish for the other 50 percent. Students enroll in kindergarten or grade 1 and are expected to continue the program for five or six years. Enrollment beyond first grade may be permitted for students who are proficient in both languages.

iii. Sheltered English Instruction—This program is designed to have a child reaching English proficiency and proficiency in core academic within four to five years. Students would be taught in English using effective instructional strategies but, to the extent possible, native language support would be provided. The district might consider partnering with refugee resettlement organizations to access the range of languages that might be needed.

b. *Secondary-grade ELL Programs*. The number of ELLs is smaller at the secondary level, but the challenges of delivering services in multiple content areas are significant.

Sustaining bilingual education or dual language models might not be feasible, but continuing academic language development in Spanish could be done by offering specific courses in Spanish as part of an advanced foreign language strand.

The ELL program at the secondary level should provide instructional services and support to ELLs based on their English-language proficiency as measured on ACCESS and on prior schooling (including years enrolled in U.S. schools). The secondary ELL program might include the following components:

i. English Language Development:

For students in their first two or three years of U.S. schooling (who have English language proficiency levels of 1 or 2), there could be a one- or two-period ESL/ELA block that could be called "transitional ESL/ELD." Each year would see an increase in complexity and would focus on teaching English in alignment

with English language arts standards in listening, speaking, reading, and writing. Resources and materials would be selected or designed specifically for ELD and students seeking graduation credit in English. The Council's team suggests that this course be offered in lieu of the existing course using *Language!*

For students enrolled for more than three years or students who are at higher language levels, ELD could be incorporated into the existing grade-level ELA course that is meant to expand academic English. Ideally, this course would be taught by dual-endorsed teachers or by an ELA-certificated secondary-level teacher in collaboration with an ELL teacher.

ii. Sheltered English Instruction in content areas would be taught by general education teachers with substantial professional development and support in using effective strategies to develop academic English and in making content accessible to ELLs. For long-term ELLs, students might be clustered in mainstream classrooms according to instructional capacity.

iii. Native language support would be provided as needed and for ELLs who are at levels 1 and 2 on ACCESS and those continuing in language programs.

iv. Also provided would be expanded learning opportunities and support with Tier II instruction and, in some cases, Tier III interventions based on the specific needs of the students. This instruction might include extended learning opportunities and academic support provided outside of regular class time through morning or after-school clinics, tutoring, and Saturday programming.

ELLs who are at levels 1 through 3 on ACCESS might be grouped in a way that provides more content-based ELD. These classes:

- Would be similar to what Providence currently provides—self-contained ESL content classes for ELLs—but the heterogeneity of the proficiency levels would be reduced to three instead of the current larger range of proficiency levels.

- Would be taught by dual-endorsed teachers or teams of teachers who could provide the needed content knowledge and ELL instructional strategies.

- Would provide part of the graduation pathway recommended for late-entrant ELL students with low levels of English proficiency. Sample graduation pathways are included in appendix I (San Diego and St Paul).

- Would include electives, physical education, and art and would be provided in mainstream classes by teachers with appropriate training.

ELLs who are at levels 4 and 5 on ACCESS could be placed in mainstream classes, but only if they are provided strategic language support to ensure their full access the content. Placement in mainstream classes does not mean that these students have exited the ELL program. Integrating higher-proficiency-level ELLs into mainstream content classes provides them the opportunity to interact with their English-speaking peers, and it should

help foster a shared sense of responsibility among all teachers for the success of ELLs. In providing such support, the design team should consider:

- Creating ELL support teams by content area for entire grade spans in order to avoid unrealistic demands on ELL support teachers. For example, ELL support teachers would cover math or science classes for grades 6 through 8 and/or grades 9 through 12. Other ELL support teachers would cover other content areas in similar grade bands. Requiring ELL teachers to provide support across both content areas and grade bands would be unrealistic and extremely difficult to schedule.

- Establishing clear expectations for how teachers-of-record and ELL teachers who push into the class will work together. This will be important to ensuring that ELLs access the curriculum. The teacher-of-record (general education) should be responsible for ELL achievement, with support from the ESL teacher. The district should consider creating and supporting professional learning communities for teachers and schools interested in implementing co-teaching methods of supporting ELLs in mainstream classes. For example, the Council's team visited Hope High School and found that teachers were providing effective ways to support ELLs in mainstream classes, including co-teaching with ESL push-in teachers.[53] This informal effort would benefit greatly from additional professional development and central office support and would provide an effective and homegrown method of serving ELLs in mainstream classes.

- Providing out-of-school academic supports through after-school programs, early morning tutoring, Saturday programs, and SES programs. Transportation services should be considered.

25. **Revive the idea of a Newcomer Academy or Center** and explore options for including it in the proposed pilot for an out-of-school-time enrichment program, which may include a full-service community school model. The corrective action plan projected funding for this project in 2009–2010, but staff indicated that funding for the pilot has not yet been secured. When funding comes available, a newcomer program should fully articulate its services with the district's bilingual, ESL, and mainstream educational programs with clear exit criteria. Because it is still relevant, the program design team could use the research done in 2003 to implement the newcomer academy pilot. The district might also consider housing the program in existing schools with receptive leadership and strong ELL programming instead of having a freestanding program that might be too expensive in tight budgetary times. Such a center might yield a number of benefits, including

- improved student groupings to allow teachers to better differentiate instruction for ELLs;
- improved groupings of newcomer students to facilitate interpretation, translation, and social services from the Refugee Liaison;
- strategic placement of newcomer services in school buildings that fully articulate with existing ELL program models and mainstream classes; and

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[53] After the site visit, the team learned that Hope High School was one of the schools selected for closure.

- strategic placement that integrates newcomers with ELLs and mainstream students during special and after-school programs.

26. **Strategically locate ELL programs in schools with receptive leadership, including in high-performing schools, in order to ensure that ELLs have ample choices of district schools.** Provide incentives to these schools with coaches, lead teachers, reduced teacher class-loads and class sizes, etc. Consider targeted use of Title III funds to support supplemental services.

27. **Charge the ELL office with leading a team of teachers and ELL experts to redesign the dual language program.** The district work group should bring together teachers and staff to redesign the dual language program using the research of Gomez and Gomez,[54] which was the foundation for the dual language program at Lima Elementary School. The work group should also determine how the central office—ELL office, content areas, human resources and professional development services—could best support the dual language program with appropriate educational materials, valid and reliable assessment, and modifications to district initiatives that better align with the dual language model.

The redesign group might consider revisiting the Gomez-Gomez model to adopt a 50/50 "Dual Language Content-Based Enrichment Model" that separates languages by content areas. Currently, the dual language program at Lima Elementary School alternates the language of instruction so that students are taught in alternating languages each week. Instead, the "Content-Based Model" would allow for easier implementation and monitoring. All students would learn some core subjects only in Spanish and others only in English, with appropriate second language acquisition strategies and scaffolded language in content instruction. Gomez and Gomez assert that the underlying premise for subject-area instruction in only one language involves consistency in vocabulary and conceptual development.[55] (Appendix H has a sample of the dual language program used in the Dallas Independent School District.)

Drawing from the Gomez and Gomez research and implementation model in the Dallas Independent School District (DISD), we suggest the following framework:

Two-Way Dual Language Immersion—The program at Lima elementary enrolls primarily ELLs who are Spanish speakers and Spanish-heritage speakers (i.e., English-proficient students with limited Spanish but Spanish may be spoken by parents or grandparents). The model would provide reading instruction at grades K and 1 in the student's dominant language, and by second grade, language arts would be provided equally in Spanish and English. The 50/50 ratio would be determined by content area and not by number of minutes across all subjects. Consistency in instruction would come from assigning a language to particular subject areas that would continue through fifth grade. The redesign team would need to determine the relative split in the total number of minutes devoted to subject areas beyond language arts. The model below assumes 90 minutes for mathematics, but Providence might choose another length of time. The redesign team should weigh the

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[54] Gomez, R. and Gomez, L (1999) " Supporting Dual CALP Development among Second-Language Learners: The Two-Way Model Revisited." Educational Considerations Journal, 26(2) Spring, 1999.
[55] Leo Gomez, David Freeman, and Yvonne Freeman. "Dual Language Education: A Promising 50-50 Model." *The Bilingual Research Journal*, 29:1 Spring 2005. p.145.

qualifications and strengths of existing teachers to staff the effort. For grades K and 1, with the exception of the literacy block, students would be heterogeneously grouped for instruction. Ideally there would be a 50/50 mix of ELLs and non-LEP/heritage-speaker students.

K–1st grade:

Non-LEP/heritage: English	Reading: students' native language (120 minutes)	ELL: Spanish
Math: English (90 minutes)		
Science: Spanish (45 minutes)		
Social Studies: Spanish (45 minutes)		

Beginning in second grade, students would be mixed heterogeneously all day long. There would no longer be a need to separate native language students for literacy development because all students receive literacy instruction in the second language, and the nature of language transfer, strategies, ideas, and reading skills developed in one language complement and enhance those of the second language. The teachers would target specific language features of English and Spanish when necessary. The literacy block for grades 2 through 5 would involve students switching between teachers or, if fully bilingual, a single teacher who would alternate the language of instruction.

Second through fifth grade:

Reading: Spanish (60 minutes) AND English (60 minutes)
Math: English (90 minutes)
Science: Spanish (45 minutes)
Social Studies: Spanish (45 minutes)

Noninstructional portions of the day—Contingent on the availability of fully bilingual staff, the model would assign a language by day or activity (e.g., Mondays, Wednesdays, and Fridays: Spanish, and Tuesdays and Thursdays: English; or arts/music in Spanish and physical education in English). The dual-language instructors would need to plan meaningful instruction jointly in order to capitalize on background knowledge, language transfer, and time. The joint planning would take into consideration how to alternate the language used during classroom routines, transitions, breaks, specials, lunchtime, and other portions of the day aside from instructional minutes devoted to building vocabulary and structure in both languages.

Itinerant and support staff—Hiring and staffing should foster greater equity between the two languages. For example, the library should have resources (books, software, postings,

etc.) in both languages and be staffed with bilingual staff or, if not available, a Spanish-fluent librarian should be present for two or three days of the week and a librarian proficient in another language on the other days.

Bilingual Learning Centers—The Gomez & Gomez model calls for the use of bilingual learning centers as part of the dual language program in grades PK–2. Pupils in those early grades should visit these learning centers for 30 minutes of the instructional day to work on independent learning activities in Spanish and English in each of the content areas, no matter of their language of instruction (LOI). The redesign team will need to determine how best to support and use this component in math, science, social studies, and reading.

Bilingual Resource/Research Centers—For third grade through fifth grade, the Gomez & Gomez model calls for bilingual resource/research centers to help students with inquiry-based learning. Materials (in both languages) including websites, books, encyclopedias, manipulatives, posters, tools, magazines, newspapers, listening centers, maps, writing materials, pictures, dictionaries, thesauruses, and the like are placed in the bilingual resource/research center for students to study independently.

Specialized Academic English Development (writing)—The Rhode Island State test includes a writing assessment, so the district's redesign team may wish to provide to upper-grade classrooms a weekly component that helps students develop academic language and writing through explicit lessons in English (beyond what is called for by the Gomez and Gomez model, which is specialized vocabulary development).

The content-based model maximizes teaching resources and would allow the school districts to assign teachers according to their strongest language skills. Content-area professional development would be necessary, particularly for teachers newly assigned to content areas such as math or science. The content-based model also provides a more stable teaching environment that is easier to implement, support, and strengthen. Scheduling at the school level should support planning time to allow teachers to build more continuity into lessons without having to switch languages and instructional materials. Finally, data collection and analysis should result in more straightforward results, since the content area and language of instruction would be directly connected. This should prove helpful as a way of informing instruction and identifying areas that need strengthening or materials that need to be modified or supplemented.

28. **Charge the ELL office with revising the LIFT Administrative Handbook to reflect the redesigned ELL program and provide clear, user-friendly guidance for implementation.** The ELL office might consider creating a "user" working group that includes principals, teachers (ELL, general education, and special education), and content-area ELL coaches to provide feedback on handbook drafts. (See recommendation 34.)

The handbook should include a brief background on the legal foundation and significance of language minority rights under *Lau,* and on what the school districts are required under law to provide to language-minority students in order for them to access the general education curriculum. The handbook should also include information on the rights of parents under state regulations to waive placement in an ELL program. However, the handbook needs to

make clear that the "parent waiver regulation, *does not, and cannot*, release a district from its obligations under federal law to provide an equal education to language minority students." Even in cases when a parent waives the program placement, the school district must make modifications to its general education program to overcome language barriers.[56]

The handbook should also incorporate the expected placement for various ELL categories/profiles to ensure consistency in the program from year to year. This should also guide the annual process of determining demand for ELL services. The proposed ELL program would offer distinct models at the elementary and secondary levels. More specifically, at the high school level, we suggest using new graduation pathways for greater consistency in programming and stronger opportunities for students to graduate on time. Appendix H provides a sample format for displaying consistency in ELL programs for elementary, middle, and high school, as well as for newcomer programs. The Dallas ISD document illustrates the type of information (enrollment eligibility, course numbers, etc.) that would help staff determine more coherent ELL placements.

29. **Charge the cross-functional working group with designing instructional supports for ELLs exiting into mainstream classes.** The Council team's review of data indicates that ELLs at levels 5 and 6 show strong performance on NECAP assessments in both reading and mathematics. Their ability to sustain their achievement, however, appears to be compromised as time goes by, suggesting that students exiting programs may need additional support. This support need not be extensive but it should be well targeted on areas of greatest need. For example, if achievement data suggest that at grade 5, math is posing significant challenges for exiting students, the district may wish to offer clinics focusing on academic English in grade 5 mathematics, along with working on conceptual understanding. Tutoring before and after school with qualified staff could also help ELLs sustain their achievement in the period after exiting ELL programs.

30. **Identify and provide flexible models to support the instruction of ELLs with disabilities.** Establish a separate working group of staff members from general education, ELL, special education, gifted and talented, research and accountability, and schools to review research-based practices on language acquisition and languages support for students with disabilities (without requiring a waiver) that would enable these students to be successful in classes they would have attended if they were not disabled. Consider how bilingual/ESL staff could help improve the effectiveness of monolingual staff in providing services to ELLs with disabilities. Also, share information through professional development, technical assistance, co-teaching, etc. In addition, consider how special and general education teachers who are not ESL-certified and paraprofessionals could receive training on effective strategies to support or scaffold language development. [See the special education report prepared by the Council of the Great City Schools in conjunction with this review.]

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[56] October 18, 2009 Memorandum from Rhode Island Department of Elementary and Secondary Education; Mary Ann Snider, Director of Office of Instruction, Assessment, and Accountability; and Kenneth G. Swanson, Director of Office of Diverse Learners. Addressed to District Superintendents and District ELL Directors. Subject: LEA Obligations for the Education of ELLs Whose Parents Waive Program Placement.

E. Program Support and Monitoring

31. **Develop a system of support for ELL instructional strategies and program implementation.** Use in-house expertise and experience from district staff and teachers to enhance the capacity of instructional leaders and coaches to support effective ELL instructional strategies. The system should include newly clarified roles for general education teachers, bilingual education teachers, instructional assistants, and coaches to ensure that the district's monitoring activities are viewed as supportive rather than evaluative. The group may wish to create—

- Criteria for ad hoc teams to provide support for ELD instruction in specified content areas or develop ELD instructional materials and guides as extensions to current textbook adoptions.

- Discussions of in-depth cross-training in second language acquisition for ELL teachers, content area teachers, reading coaches, and other coaches in the weekly teaching and learning meetings of the executive directors and DATs.

- A troubleshooting process that receives feedback and complaints from teachers and principals regarding the implementation of various programs, curricula, and pacing guides.

- Priorities and procedures on the recruitment, hiring, and retention of qualified instructional staff to ensure that any given ELL program model adopted by Providence Schools meets expectation.

32. **Re-establish the LIFT or ELL lead teachers to support instruction for ELLs in language programs and mainstream classes.** Charge the ELL lead teachers with building the capacity of and providing support to instructional leadership and staff in the schools. Their responsibilities should include supporting the interpretation of data (NECAP and ACCESS) and monitoring the progress of ELLs. Consider the strategic use of Title III funds to support ELL lead teachers (formerly known as LIFT leaders). Explore the possibility of augmenting support for ELL instruction by hiring reading coaches (DATs) who have ESL endorsements or successful experience teaching ELLs.

33. **Charge the ELL office with revising the LIFT Manual Handbook to guide ELL programming and implementation.** The manual should include summaries of the best research; overall district vision for ELLs, priorities, and approaches; and strategies and support mechanisms that the schools could consult. The manual might also describe program components, including such information as—

- *ELL instructional model descriptions*—bilingual education, sheltered English instruction, dual-language immersion, and newcomer programs. The descriptions of these programs should include key elements of effective implementation—

  a. *Academic goals*—These should be clearly articulated for each model. For example, the bilingual education and sheltered English instructional programs in the elementary grades have the same goal regarding language acquisition: to ensure that ELLs

acquire proficiency in English to succeed in the general instructional program. In addition, a goal for students in the dual-language immersion model is to develop literacy in two languages (Spanish/English), while the newcomer program has additional goals related to developing basic literacy and acculturation.

b. *Research-based instructional approach—*The instructional approach is what sets the models apart and defines such key elements as the language of instruction and teacher qualifications. Descriptions should be linked to research on effective instructional practices and the transfer of skills between native-language literacy and English literacy (i.e., the role of native-language literacy in supporting literacy development in English.)

   i. *Language of instruction—*This relates the instructional models to the language of instruction (L1 or L2) and the relative use of L1 and L2 during the school day by content area.

   ii. *Assessment and benchmarks for monitoring progress—*Select and make available appropriate assessments for accurately measuring academic progress of ELLs consistent with the goals of the instructional model. For example, for the dual language program, the results of a valid assessment of Spanish literacy should be included on a student's report card.

c. *Staffing levels, qualifications, and responsibilities—*The manual should include clear guidelines for schools on staffing requirements to implement any specific ELL program model. The model itself would suggest staffing levels needed to carry out the models in an articulated and coherent fashion for all grade levels that have ELLs in each school. Staffing descriptions should include ESL/bilingual teachers, instructional aides (IAs), and other instructional staff, including general education teachers. The manual might also describe what principals are expected to know. In addition, the manual might include roles, responsibilities, and expectations for all ELL instructional staff. The district might look at documents from the St. Paul Public Schools (Bilingual Educational Assistant Guide) to help guide development of the Providence ELL manual. Appendix I provides guides that Seattle developed using St. Paul's original documents.

- *Student placement criteria—*These include the criteria used to place students in each ELL model and the criteria for transitioning between models. The criteria for placement at the elementary level should include (a) a student's English language proficiency and content knowledge (in L1 or L2) and (b) the parent's choice. At the secondary level, placement criteria should include the most feasible pathways towards graduation, based on students' English proficiency and academic needs.

- *Student grouping information and sample models—*The extensive heterogeneity of ELLs in the district—in combination with varying models and grade levels—creates a complex combination of variables that instructional leaders must consider in grouping students for classes. The working group might suggest ideal student groupings. Criteria might include English proficiency levels, schooling experience, ELL instructional model, age and grade

level, native language spoken, content knowledge, and special needs. At the secondary level, student groupings might consider the math knowledge of ELLs, including their native language skills if they have English proficiency that is too low to demonstrate knowledge on a test administered in English. Vital to the grouping decisions is the availability of qualified staff to provide appropriate instruction.

- o *Bilingual Education Model*—The manual might also include guidance on how student placements could be made to ensure that schools have adequate numbers of ELLs at various WIDA levels to facilitate instructional groupings. This guidance could alleviate some of the challenges of teaching very heterogeneous students with very different levels of English proficiency.

- o *ESL and Newcomer Models*—The manual could discuss how to allow clustering of low-incidence language groups and ELLs with similar English proficiency levels. Strategically locating these students within clusters would allow the central office to better support programs with professional development and other services (e.g., translations and native-language support).

- *Assessment instruments and procedures*—The manual could include descriptions and administrative guidance on the selection and use of assessments in the content areas and in English language acquisition. This would include assessments for all models and guidelines on accommodations and exclusions.

34. **Provide incentives to anchor schools to build ELL programs with coaches, identified lead teachers, reduced teacher loads, class sizes, etc.** In addition to setting up an infrastructure for supporting ELL instruction, the district might explore ways to provide incentives for schools to design effective programs. These incentives might encourage high-performing schools, which often have no ELL programs, to build ELL programs where none exist.

35. **Design a process for teacher feedback to principals and the central office regarding ELL program implementation.** Continue supporting school-level discussions (i.e., Accountable Talk) about achievement data, but expand the discussions to include key components of the ELL programs. Consider creating opportunities for bringing together qualified, experienced teams of ELL teachers as a professional learning community to develop or identify materials (guides, extensions) for more effective ELL programming. These teams would allow the district to use its in-house talent and increase buy-in from teachers on ELL initiatives.

F. Data and Assessments

Improved Data Collection and Evaluation System

36. **Develop priorities and milestones for strengthening the Office of Research, Assessment, and Evaluation.** The working group should explore consolidating the evaluation funds from various external grants to expand the district's research and evaluation staff and boost data capacity. For example, evaluation funds from Title I, Title II, Title III, and other federal programs could be used to expand evaluation capacity in eligible schools and improve

district ELL data. The Council team also recommends that research, evaluation, and assessment staff from Providence could work with the research office of the New York City Department of Education to improve data capacity. (The Council could arrange this collaboration.)

As the district moves towards being more data-driven, it is clear that both central office and school-based staff want better access to information on what works and what doesn't work. The data collection on ELLs, in particular, needs to accurately capture academic progress in English proficiency, content achievement, and other indicators of school success. Better data also aids the district by allowing greater accountability for results.

37. **Designate a person in the Office of Research, Assessment, and Evaluation to work closely with the ELL office and be responsible for regular ELL program evaluations.** The designated person would track data and ensure that all relevant data are either stored in a single database or able to communicate with each other if in different databases. Also, having a person in such a position means it is possible to regularly assess the status of the almost one-quarter of the Providence enrollment that is either ELL or ENE or has exited ELL programs. A regular schedule should be established for the evaluation of ELL professional development, program models, and fidelity of program implementation. Finally, the evaluations should include analysis of achievement data on exited ELLs. The database should be able to indicate the point at which ELLs exited from the program and to follow their achievement once they are in the mainstream to determine academic success and judge where additional support might be needed.

38. **Charge the upgraded research and evaluation office with designing regular reports on the status of ELLs that can be shared with the superintendent and school board.** The office should also set up a regular schedule of ELL data collection and ensure that the data are disaggregated in a way that will inform the central office of strengths and areas of needed support. [Appendix H includes an excerpt of ELL reports prepared by Dallas Independent School District. The Council can provide a complete copy to staff.]

39. **Revise data codes to allow for the maintenance of historical data trends on ELLs, including program participation, time in program, English-language proficiency (ELP) levels, language group, and prior schooling experience.** These codes should include ENEs in all variables in order to accurately describe their academic trajectory, whether in an ELL or a mainstream program. These codes need to be consistent year to year and, if possible, data from prior years need to be scrubbed to allow historical reporting. Data collection instruments, such as the initial forms used for registration—the home-language survey and the initial identification and placement form—are critical for ensuring that code entry is accurate and consistent. Therefore, the Council team suggests setting up a users advisory group to advise the department and modify any forms the district uses to ensure they gather only the information that is needed

40. **Revise data systems to allow school-level ability to manipulate student data, including data on ELLs.** The current data packets prepared for each school are provided in PDF format via the web in a way that prevents staff from manipulating data to inform instruction. The data should be provided in a way that allows school staff to query the information and

should be accompanied by professional development on interpreting and using the data to improve instructional decision making.

41. **Charge the Office of Data and Evaluation with providing ELL achievement data by WIDA level.** The data reviewed by the team suggest that WIDA levels are important for understanding why some ELLs progress and some are unable to sustain their progress. The analysis should also incorporate qualitative information on student placements, instructional programs, and other instructional supports.

42. **Charge the Office of Data and Evaluation with conducting an analysis of the predictive power of the ELL exit criteria.** The study might use a cohort of exited ELLs and examine their subsequent achievement data (once in the mainstream) according to differing exit criteria. To best isolate the predictive power of the exit criteria, the district should look at exited ELLs who are enrolled in similar if not identical mainstream programs, so the analysis is not actually measuring the effects of the differing mainstream programs. The district may want to institute a regular schedule—every two or three years or so—to evaluate whether the exit criteria are defined at the appropriate level to ensure that ELLs are not held in ELL programs unnecessarily.

Improved Assessment Framework for ELLs

43. **Determine how the existing district assessment framework is responsive to the instructional needs of ELLs.** The assessment system should be responsive to the various assessment requirements for ELLs, i.e., from initial assessment for identification and placement to the dual progress monitoring and accountability system required under NCLB: English language proficiency and content area achievement. Key considerations might include:

- Ensuring that *all* ELLs are appropriately assessed in both language proficiency (ACCESS) and content knowledge (NECAP) regardless of whether they are in an ELL program or are being supported in mainstream classes. If required, find alternate assessments or build out accommodations to create valid and reliable assessment to gauge the academic progress of ELLs.

- Exploring the possibility of lobbying the state to change the testing calendar for the NECAP and ACCESS assessments. Given that Providence accounts for 50 percent of the state's ELL enrollment, the state might be willing to grant a request to change the ACCESS testing date. The current date is too early in the year, disrupting instruction and student placements.

- Developing a system of formative assessments for students in ESL, bilingual, and dual-language programs. [Include a Spanish literacy assessment for the dual-language program.]

- Adopting valid and reliable assessments for young ELLs to measure their native language skills. Concerns about assessing three and four year olds are exacerbated with English language learners. The district should be clear about the purpose of the assessment: to set a benchmark of current English and Spanish performance or determine the possible need

for special education. A number of experts that the Council team consulted provided recommendations for these purposes:

- o Three assessments (Stanford Spanish Language Proficiency Test, Language Assessment Scales, and the IDEA Language Proficiency Test) allow for assessments across languages using the same measure, i.e., in Spanish and English, allowing for a determination of a student's relative proficiency and dominance in the two languages. These assessments are useful for young children who are developing language in both English and Spanish.

- o The Preschool Language Scale (4th Edition in Spanish, 2002) and the new Comprehensive Evaluation of Language Function (CELF) for preschoolers (2nd Edition in Spanish, 2009) are well-regarded assessments used to assess the language skills of young Spanish-speaking children. Speech/language pathologists use the CELF to help differentiate between speech/language impairments and developmental stages of second language acquisition.

44. **Build staff capacity to use and interpret assessment information for sound decision making on referrals, services, and ELL placements.** To the extent these assessments provide information on language proficiency and dominance, they contribute to the district's knowledge about a child's appropriate language for subsequent assessments on language acquisition and the provision of services (if there is an option to provide them in the child's native language). Also, the assessments should provide important information on whether a student's poor performance or academic deficiencies are due to second language acquisition or to a disability.

Experts caution against relying on a single measure for making decisions. And staff should be cognizant that a single score might indicate lack of exposure to language as opposed to a particular disorder in language development. It is not uncommon for ELL and immigrant families (as well as families living in poverty) to have limited exposure to complex language because of hectic work schedules, culturally determined interactions between child and parent, or low literacy levels of the adults in the home. The results from any of the mentioned assessments are best interpreted alongside a comprehensive socio-contextual history of the child with regard to his/her literacy and language development in first and second languages.[57] Given the complexity of assessing and diagnosing preschool ELLs, qualified staff are critical for both test administration and interpretation. (See recommendation 55.)

Finally, the district might consider adopting assessments that measure progress in Spanish, where instruction is being provided in Spanish.

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[57] The above guidance was provided to the Council of Great City Schools' Strategic Support Team by:

- Claudia Rinaldi, PhD, senior training and technical assistance associate, Urban Special Education Leadership Collaborative, Leadership & Learning Innovation, Education Development Center
- Sylvia Linan-Thompson, associate professor and fellow UT Austin. Learning Disabilities, Department of Special Education, College of Education at The University of Texas at Austin.
- Tania N. Thomas-Presswood, PhD, associate professor of psychology, Gallaudet University. Specialty areas are cognitive, educational and neuropsychological assessment of children, including those who are deaf and hard of hearing; cultural and linguistic diversity; and economically disadvantaged children and families.

G. Program and Student Placement

Registration Process

45. **Redesign and streamline the student registration process by**

- expediting assessments in peak registration periods (temporarily realign staff),
- adjusting the schedule in order to accommodate working parents, and
- ensuring appropriate placement and parents' (top three) program choices

The Providence Schools might consider adding a School Registration Fair Day on a weekend at a centrally located venue (e.g., the Convention Center), where a variety of social agencies could convene to support the registration process. The City Health Department could be on hand to provide vaccinations and help fill out forms, and partnership organizations could be present to provide support, including language translations. The district might wish to make registration forms and information available through libraries, community centers, and schools.

46. **Overhaul several key documents the district currently uses in the registration process:**

- *Family and Educational History Form.* This form should be shortened and revised to ensure that the requested information is *relevant* to the provision of instructional services to ELLs and that any unnecessary or intrusive questions are eliminated. This adjustment should help speed the registration process and make it more welcoming for new arrivals. (See appendix J for sample forms from Houston Independent School District and San Diego Unified School District.)

- *Notification of Initial LEP Identification Form and ELL Service Eligibility.* The forms should be revised to provide more information about the actual ELL program models—the goals and a brief explanation of instructional practice in each of the models used at the elementary and secondary level. Extraneous information should be removed in order to provide space for assessment results for the recommended placement.[58] The form can be expanded beyond the single page to include important information and avoid referring parents to other documents in order to get better information on ELL program models across all grades. (See recommendation 55.) Given the complexity of assessing very young ELLs, it is important to have qualified staff to help interpret results. It is not sufficient to have bilingual staff who can administer the assessments.

  Appendix I of this report provides a sample Student Placement and Waiver Form from the Dallas Independent School District (DISD) that may find helpful in redesigning the current forms. Consider eliminating the opt-in option for ELL program placement shown at the bottom of the form. The DISD sample forms include a *Waiver from Current ELL Program Form.*

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[58] The form includes bullets with minimal information about three programs: exceptional children, academically gifted program, and Title I.

- *Waiver of Current ELL Program Form.* Revise the current form to include a notice to staff on the district's policy on waivers to ensure that staff members are not soliciting or suggesting parent waivers from the ELL placement. The form should reflect revised district policies regarding ESL, provided Providence adopts the recommendations made in this report not to allow students to waive ESL services but only bilingual, dual language, or sheltered content instruction. Finally, the form should obtain information about why parents are waiving ELL program placement and include a box for district staff to provide achievement data (ACCESS and NECAP) at the time of the waiver request. The data would be used as the baseline in tracking and evaluating trends in the achievement of ENEs.

47. **Establish a timeline and communications plan for rolling out to the public changes in and clarifications to the registration procedures.** The public outreach should involve a multipronged approach that does not rely solely on electronic communications, the website, or evening workshops. Libraries, community centers, social services, and community-based organizations should serve as important dissemination centers to help the community understand the important changes to the registration process. The effort could include print media and radio to communicate in the most prevalent languages spoken by the ELL community and community organizations that work with the refugee community could assist in disseminating the information.

Seats and Program Availability

48. **Establish a system for projecting enrollments that would aid seat availability for ELL programs and create greater program coherence.** For example, begin the school year with smaller size classes in targeted-program schools to allow for enrollment growth. The Office of Registration and Placement, the ELL office, and the Office of Research, Assessment and Evaluation should have regular meetings during the year to review projections and actual ELL enrollments. The system might include—

- A more predictable calendar for the processing of waivers from ELL program placements and requests for ELL program changes. The district could set specific dates on which waivers would be processed (for example, twice a year). This would allow central office staff the time to review the requests and minimize instructional disruption to the child. In addition to waivers being processed at the time of initial enrollment, parents might be able to request waivers at transition points (from elementary to middle and from middle to high school) as well as when an educational evaluation (such as special education or gifted and talented) is conducted, ideally after ACCESS results have been reported.

- Stable, clearly defined ELL program models at selected schools that could provide ELLs with articulated language support services from grades K–12. These schools would be expected to maintain their staffing and programs year after year unless large population shifts warranted moving the program to another school.

- Expand ELL support services to choice schools to ensure that these schools are accessible to all students. The ELL office and the Office of Research, Assessment,

and Evaluation could use data from the historical enrollment analysis to determine an initial set of schools—i.e., those that most commonly enroll or have ELL applicants—to begin providing language support services with itinerant teachers.

49. **Phase in the guaranteed ELL program placement at the early elementary grades from K through grade 3.** As noted earlier in this report, the bulk of the ELL enrollment is in grades K–3, which are key years in a child's language development. The achievement gaps in these years are also at their lowest. Creating sufficient "seats" for full ELL program placement would probably require staffing reassignment and targeted hiring, which might be facilitated by the new teacher contract agreement.

ELL Placement

50. **Improve the identification and assessment process for ELLs.** Charge staff with reviewing and revising the current process for identifying and assessing ELLs to ensure that it includes the following components:

- English language proficiency for ELLs as well as literacy in home language, if feasible. See the Data and Assessment section for recommendations on the use of valid and reliable tools for assessing language acquisition for three-to-five-year-old ELLs.

- For newcomers, the assessment of content knowledge in math and other subjects, if feasible.

- A process that flags cases that require distinguishing between language acquisition and disability issues. The staff team should then assess and evaluate the learning disabilities of child accordingly. (see recommendation 55.)

51. **Charge the Office of Student Registration and Placement with leading a working group along with the ELL office to develop an improved registration and placement process for ELLs.** The process should clarify the goals and steps of the registration to ensure that staff members adhere to the required procedures. The goal of the registration process should be to appropriately place ELLs into programs according to their needs and parent preferences. Important underlying principles should ensure that:

- The registration process gathers comprehensive, relevant, and accurate information about entering students without being overly intrusive in order to make informed decisions about students' education.

- ELL parents are provided the same span of choices offered to all parents without having to forego language-support services.

- The data from the registration process is folded into the district's database and used to improve program and service availability for ELLs.

The ELL office and the Office of Student Registration and Placement might consider these principles in revising the registration and placement manual and process. Professional development should also be provided to registration staff, principals, and other stakeholders

on the goals and procedures of the registration process to ensure that they are properly implemented.

The revised manual or guide for the registration and placement process might include the following key components or features:

- Proper procedures for handing every student, with a home language survey to be completed for every student—both ELLs and English-proficient students. The need to administer language-proficiency assessments would be triggered by the student/family response to the Home Language Survey.

- Revised forms for ELL program placement and parent waiver requests.

- Expected conduct among staff to ensure that parents are not steered, encouraged, or pushed into waiving their child's participation in an ELL program.

- A quality-control mechanism that allows the current Step D process (ELL Director approval) to be eliminated and increases staff capacity to make placement recommendations and reduce the centralization of placement decisions. The goal of the monitoring protocol would be to ensure that ELLs are suitably placed based on their English proficiency, proficiency in primary language, grade level, and parental preference. The Providence Schools should begin including in its data system the capability to tag classes as either general education or as classes that offer varying degrees of language support for ELLs (e.g., bilingual, sheltered instruction, or dual language). The data system should be able to run monthly reports for the ELL office so its staff can review placements. Instances where there is no match (i.e., ELL placement results in no language support) would trigger a joint review by the ELL office and the executive directors to ensure that ELL placement in the schools results in language support services. In addition, a joint review would foster a sense of shared responsibility for appropriate placements, and the joint team could determine whether other offices, such as special education, ought to be involved.

One of the most important revisions that the Council's team suggests relates to parent waivers of ELL program placement and the need to ensure that the ultimate decision reflects parents' choices rather than limitations in the district's instructional programs or lack of coordination among other services like special education, advanced academics, or choice schools. [The staff group may wish to look at appendices J and K, which has a sample placement and waiver form used in the Dallas Independent School District and sample home language surveys used in San Diego and Houston.]

52. **Charge the Office of Student Registration and Placement, the ELL office, and the Office of Family and Community Engagement with creating a communication and training plan for district staff to implement the improved registration process.** The communication rollout plan (see Recommendation #47) should be consistent with the training provided to district staff to implement improvements to the registration process. The communication and training provided to district- and school-level staff will ensure

consistent messaging and a smooth transition to maximize suitable placement of ELLs according to their needs.

53. **Charge the ELL office and the Office of Research, Assessment and Evaluation with conducting an in-depth study of the increased use of waivers (ENEs) over the past three years.** The goal of the study should be to inform the district on how it can provide the necessary and legally required language support to ensure that ENEs have full access to the general education program. The study should include a confidential survey and focus group discussions with parents and staff involved in placement decisions (at registration, at school level, and in special programs such as advanced academics, exam schools, and special education.) A carefully designed quantitative and qualitative analysis should be conducted to ensure the accurate interpretation of data and conclusions. For example, in looking at the relative achievement of ENEs and program ELLs, the study should make sure that a cohort of students is reviewed and data includes initial levels of English proficiency, prior schooling, and other indicators that impact subsequent success, along with information on type of program and supports provided. [59]

Special Education Placement

54. **Have a team of stakeholders, including the ELL office and Office of Special Education, review and improve the evaluation process for ELL students.** The process should incorporate research and evidence-based practices for identifying and evaluating ELL students with suspected special education or related service needs to ensure that language acquisition issues are not mistaken for a special education need or that language acquisition issues are not masking such a need. (See special education report by the Council of the Great City Schools written in concert with this report.)

The special-needs identification and evaluation process for ELLs is complex and requires assessment administrators who are bilingual and understand second language acquisition. The Providence Public School District indicates it has such administrators. The diagnostic phase of the evaluation process requires experts in second-language acquisition and in disabilities who are able to interpret assessment results and distinguish between stages of language acquisition and particular disabilities. Such individuals do not have to be bilingual but should have expertise in linguistics, pedagogy, and disabilities that manifest themselves in ways that are similar to language acquisition problems. Districts across the nation have difficulty finding such expertise, so it is unrealistic to require each school to develop such capacity. Instead, the district ought to fully assess the talent it has in-house and train others in order to build district capacity in this area.

- The joint team might consider creating a centrally supported team that draws from the 7expertise found in the schools and augment their expertise with outside consultants. The work could be supported with IDEA funds and, if needed, federal Title III funds.

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[59] The team had serious concerns about the report written by The Providence Plan, which attempted to make comparisons between ENEs and ELLs. The report mentions obstacles to conducting sound statistical analyses due to small sample sizes, yet the report excluded exited but monitored-ELLs. The report's data were not consistent with other data. In fact, in several categories, the program ELLs outperformed the ENEs, but the report dismissed this finding and concluded that ENEs performed better. In the absence of quality data collected and analyzed by the district, flawed reporting will continue. Such reports do little to inform instruction and instead create political noise.

- These experts would be deployed during critical times of the year when screening needs are most acute. During the year, schools could refer cases to this team of ELL/special education specialists.

- Professional development would also increase the instructional staff's understanding of the stages of language acquisition and manifestations of certain disabilities that appear to be most prevalent in the ELL population. Such understanding, in turn, would help teachers refer children to appropriate services (i.e., the ELL office or special education) or flag cases that need more in-depth evaluation.

55. **Charge staff members from general education, ELL, special education, and the schools to develop a service model that is flexible enough to support the education of ELLs with disabilities**. The model should be able to provide special education and language support in all settings and eliminate the curent practice of requiring parents to forego language support in order to secure special education services for their ELL child with disabilties. The model should consider

- how bilingual/ESL staff can be used to improve the ability of monolingual staff to provide instruction and services to ELLs with disabilities and to share information through professional development, technical assistance, co-teaching, etc.;

- how special-education teachers who are not ESL-certified and paraprofessionals who are working with students with disabilities can get training on effective strategies for supporting or scaffolding student language development for more successful student outcomes; and

- how to develop a cadre of ELL teachers and paraprofessionals, trained in working with students with special needs, who could provide support to ELLs with disabilities in inclusion and general education classes.

H. Human Capital and Professional Development

56. **Charge the human resources office and the ELL office with developing and incorporating qualifications and competencies for teaching ELLs into the revamped hiring system and the recently negotiated teachers' contract.**[60] The new hiring system appears to increase the relative weight of teachers' credentials in a hiring process that still considers seniority as part of the evaluation process. Because principals will have a greater say in the hiring process, clear guidance should be provided on the required teacher credentials needed for hiring teachers who will be teaching ELLs.

57. **Charge the ELL office with devising a new staffing plan that maximizes the use of current staff.** The staffing plan should provide an estimated number of additional staff needed to provide ELLs with full access to programs without the limitations of 'seat

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[60] *Providence teachers overwhelmingly ratify contract.* PROJO August 10, 2011. By a 868-79 vote the teachers ratified the contract, which went to the City Council to be ratified. The school board was stripped of its authority to ratify teacher contracts.

availability.' The plan would be based on the redesigned program, including anchor schools and a complete articulation of language support services in all grades K-12 Staffing this design would include the following considerations:

- The number of bilingual-education teachers (Spanish/English) needed by grade level
- The number of dual-language teachers (does not mean teachers must be bilingual)
- The number of ESL-endorsed teachers needed by grade level
- The number of special education teachers with ESL endorsement or knowledge of second-language acquisition by grade level and special-education services
- The number of general education teachers with knowledge of second-language acquisition that are needed by grade level
- The number of content-certificated teachers with knowledge of second-language acquisition that are needed by grade level at the secondary level
- The number of teachers and instructional aides by language and grade level who can provide native-language support to ELLs who speak languages other than Spanish
- The clustering of small-language groups needed to provide services with limited staff who speak the respective languages

58. **Charge staff members from the ELL office, special education, and the Office of Teaching and Learning with developing a plan for better aligning the district's professional development with its instructional priorities and its need for differentiated instruction.** Incorporate into content-area professional development ongoing training on ELL instructional strategies and second-language strategies. The plan should include cross-training of ELL teachers, coaches, administrators, and content-area teachers on differentiated instruction and other instructional strategies. Include additional training on analyzing ELL data and implementing ELL model programs, as well as on vocabulary development, academic language acquisition, cooperative teaching strategies, and observation tools for second language acquisition. This training strand should be tailored by school, based on their ELL achievement data. (See Recommendation 19.)

59. **The professional development plan should specify which training will be provided by the central office and which will be school-based.** This determination should be based on an assessment (1) of staff capacity at both central office and school sites, (2) of which training addresses districtwide priorities, and (3) of which training addresses more specific school needs or challenges. Broad instructional priorities and curriculum issues might be better handled by the district. The district might want outside expertise for some professional development topics, but the Providence school district should take control of its external professional development to ensure it aligns with system priorities. Other professional development, like the modeling of effective teaching methods or the training that needs to be tailored to individual schools, might be done more effectively at the school level using ELL lead teachers and coaches.

60. **Make instructional rigor and classroom lessons and strategies a priority in the redesigned district professional development.** Use professional learning community (PLC) strategies to provide ongoing professional development, examine student work, and enhance instructional rigor in general education and ELL programs alike. Provide training on how to

incorporate enrichment and comprehensive strategies into the curriculum in order to foster English proficiency, the production of academic language, and standards-based proficiency in the content areas.

61. **Ensure that the professional development for teachers, principals and staff includes use of the revised pacing guides, which contain ELL components.** Professional development should include components on the faithful implementation of the district's pacing guides, materials, and other programs and initiatives, but it should also stress ways in which teachers might reasonably deviate from the pacing in order to infuse additional rigor into the instruction to deepen student understanding, re-teach concepts, and provide time for scaffolding of academic language.

62. **Implement a tiered coaching and professional development strategy in schools where ELL program implementation is not strong or effective.** A tiered system of support should allow the ELL office to provide strategic and differentiated support to schools according to specified priorities, identified needs, and ELL achievement data.[61] The criteria for defining levels of support in each school might include school-leadership capacity and buy-in, teacher capacity (qualifications, experience, buy-in), and ELL achievement data. Differentiated support and professional development might be categorized as follows:

> Level A—Compliance support to build school capacity to serve ELLs. These schools would be characterized as having struggling ELL programs and might have new or developing leadership, teachers with limited knowledge of or limited buy-in for ELL instruction.

> Level B—Instructional support to improve achievement of ELLs. This level might include schools with more established ELL programs but whose achievement is still lagging. The schools might have strong, committed leadership for ELLs and committed staff with some ELL instruction background or knowledge.

> Level C—Monitor instructional support to help schools sustain success. These schools would be those with successful ELL programs, who are closing the achievement gap and showing high levels of integration and coordination between ELL programs and general education. These schools, their leadership and teachers, could serve as ELL learning labs for the entire school system.

The tiered approach might include differentiated professional development and support at various organizational levels of the district: senior level of central office; content-area departments (directors and coaches); principals and school teams; and general education and ELL teachers, special education teachers, and instructional assistants.

- Professional development for central office and senior staff might include program implementation, support and monitoring of ELL programs, and data-driven accountability for ELL achievement.

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[61] See the model developed by Seattle Public Schools to implement recommendations developed by the Council of the Great City Schools.

- Professional development for principals might include use of data (ACCESS and NECAP) on ELL achievement, ELL model-program implementation, and the use of revised walkthrough tools with instructional strategies for ELLs. Professional development for school principals with relatively few ELLs that do not use self-contained bilingual or sheltered English strategies might focus on ensuring that ELLs are provided equal access to the core instructional program through scaffolding instruction, student groupings, and differentiated instruction.

- Professional development for teachers and other instructional staff might focus on ELL instructional strategies, implementation of various ELL program models, second language acquisition, differentiated instruction, use of ELL data, and distinctions between second-language acquisition and language development (related to disabilities and struggling readers).

63. **Ensure the district's professional development plan and tiered coaching and support strategies include the following elements for English language learners**:

- A strong English language development component and effective strategies for developing literacy competencies and content-area vocabulary.

- Training for all staff (principals, teachers, coaches, and instructional assistants) on the rationale, data, and research foundations for the redefined bilingual education programs and the overall accountability framework being defined for ELL achievement.

- Training for staff implementing ELL programs (including principals, all coaches, and instructional assistants) on the components of the redefined models, the rationale, guidelines and procedures for the implementation of ELL programs.

- Courses focused on the practical and differentiated application of English language development theory and second-language acquisition strategies, with modeling and coaching.

64. **Consider adding sessions to the "Turn-Around Principal and Teacher Leader Academy" on instruction for ELLs, monitoring of achievement data, and the updated walkthrough tools.** This training is important for schools that are under restructuring or are turnaround schools because they often have significant numbers and percentages of ELLs. Provide professional development on second-language acquisition and literacy to supplement the Direct Instruction work being done in turnaround schools.

65. **Consider coupling job-embedded professional development with extended-learning opportunities for ELLs, such as summer programs.** Assigning mentor teachers to work with other instructors during the summer months could provide the clinical experience needed by classroom teachers for the more effective instruction of ELLs.

66. **Charge the chief academic officer with implementing cultural-competency training and creating a cadre of trainers to expand the training that will begin in 2012–2013.** Staff members would be responsible for identifying priority areas for cultural competence training

and monitoring its effectiveness. Trainers should come from the ELL office and include teachers, counselors, and others who are willing to be trained and train others.

67. **Institute a new teacher induction program for new teachers and/or teachers new to a grade or program.** The program should cover all content areas and district initiatives and incorporate issues related to second-language acquisition. Teachers assigned to teach ELLs or work in schools with high numbers of ELLs might be provided additional professional development focused on instruction in specific ELL models.

68. **Provide additional professional development on ELL strategies for instructional assistants, and create a career ladder for assistants toward bilingual endorsement.** Ensure that all instructional assistants, including special education assistants working with ELLs, receive professional development on the ELL model programs, district initiatives, and textbook adoptions. The training should relate to (1) the role of native language, (2) vocabulary development, and (3) building English language development (ELD).

I. Parents and Community

69. **Charge a team of the ELL office, the director of communications, and the director of parent engagement with building on the successful "Conversations with the School Board" program** by getting specific feedback from the ELL-parent community to better understand and prioritize issues and concerns. The community input should not be restricted to electronic surveys since many parents do not have regular access to the Internet or might not be comfortable using it. The outreach should be done using a multipronged approach as was done with *Conversations,* but it should also include other languages in addition to Spanish. The district's staff team should consider how to collaborate with various nonprofit organizations and educational institutions that work with the immigrant and refugee community in the city.

The interests noted in the initial *Conversations* session could be used as a starting point for the outreach discussions in this new effort. Other issues to explore might include the following:

- Understanding and monitoring the academic progress of students
- Understanding the different choices among the district's public schools
- Knowing how to access accelerated courses such as the Advanced Academic program and AP courses
- Knowing how to help their children navigate the pathway towards graduation and how to recognize early warning signs to seek help
- Managing behavioral problems at school and home with in-school support and work in lieu of suspension
- Knowing which academic support services are available for parents
- Understanding credit-recovery opportunities in all subjects available to all students

The staff team should also establish an effective way to ensure that concerns raised during the conversations are responded to and that there is a mechanism to communicate the results of district follow-up back to the community. At the time of the site visit, the Council's team

was told that comments gathered at the *Conversations* sessions were supposed to be synthesized and presented to the administration for response but that this did not always happen.

70. **Charge the ELL office with coordinating a local advisory committee to engage ELL and minority parents, including the refugee community. S**tate regulations call for appointing such a committee either as a stand-alone committee or as a subcommittee of an existing district parent advisory committee. The Council's team recommends that the ELL advisory committee be appointed as a stand-alone group, at least for the moment, reporting directly to the school board and superintendent, so that the voices, priorities, and concerns of the ELL committee are not diluted by the broader parent advisory committee. Federal Title I and Title III funds, along with local dollars, could be used to support the ELL advisory committee. The committee's membership is defined in state regulations [Criteria for Parent Involvement L-4-24 Local advisory committee.] State regulations set out comprehensive guidelines and requirements for the functions of the committee and the responsibilities of the school district. In reinstating the ELL advisory committee, the district should be mindful of not falling into a compliance-driven implementation but instead should focus on making the committee a meaningful and constructive way to improve ELL programs. For example, the committee might serve as a way to gauge and increase the community's understanding of and support for the school district's ELL reform and improvement efforts. It could also serve as a barometer of the ELL community's reaction to changes to the ELL programs.

Charge the ELL advisory committee with helping in the development of informational materials for ELL parents to assist their understanding of program changes underway in Providence.

71. **Charge the Office of Parent Engagement and the ELL office with developing a joint plan for outreach to Latino and other minority families.** The plan might include

- supporting efforts to expand the existing Title I Parent Advisory Council (PAC) to include aggressive outreach and training for ELL parents;

- regularly surveying ELL parents to assess program satisfaction and determine needs and interests of the community; and

- increasing outreach to the refugee community, including collaboration with refugee resettlement organizations.

In addition to obtaining greater input from diverse communities, a key objective of a reinvigorated outreach strategy should be to provide open and transparent information about the distribution of financial and other resources among various quadrants of the city. Both objectives should help foster greater unity in the district's approach to reform.

72. **Strengthen and formalize support and outreach to refugee families in the community**. Consider creating a refugee liaison position in the ELL office, and hire someone with experience in working with refugee families and resettlement agencies who can communicate with the refugee community. Convene regular meetings of school district leadership with the refugee community, refugee support organizations, and resettlement agencies.

73. **Ask the director of the Office of Family and Community Engagement (FACE) to provide quarterly updates to the school board on the progress of the outreach efforts**.

J. Funding and Compliance

74. **Charge the chief financial officer, the Office of School Improvement, the Office of Federal Programs offices, and the special populations staff with developing a funding framework to support ELL instructional improvements across the district.** While state funding might increase as a result of the new state education formula, the formula itself does not include a factor for ELLs. The staff team may wish to consider creating a framework that uses multiple funding streams to provide stable supplemental support to ELLs, particularly since the district is becoming more and more dependent on nonlocal funding sources like federal stimulus funds, School Improvement Grants, and the Race to the Top dollars.[62]

    The funding allocations across school districts in Rhode Island have been intensely debated in both the General Assembly and the media. Under the revised funding formula, Providence would purportedly receive about $2 million more over the FY 2011 revised budget. While state aid allocations are being settled, supporting ELL reforms and instructional services (e.g., coaches and professional development) with stable funds from other sources would allow for more consistent ELL programming.

    The district might also encourage the state to apply for U.S. Department of Education waivers from No Child Left Behind. If granted to the state, the waivers would release substantial amounts of Title I funds that could be used to support ELL reforms and integration with common core standards.

75. **Design the composition and roles of Title I/ELL support teams that could assist schools to use Title I and Title III funds strategically and ensure that the needs of ELLs are built into school improvement plans.**

76. **Charge the budget office with investigating the possibility of adjusting funding allocations to schools based on the number of ELLs, so that schools have the necessary staff and instructional resources.**

77. **Charge the budget office and the Title I and ELL offices with developing a plan that would expand the number of ELL coaches (DAT) supported with Title I funds in schools where there are a significant number of ELL students.** Particularly in low-performing schools, Title I resources should help support instructional services and interventions with ELLs.

78. **Charge the ELL office with developing a systemwide staffing model that could use some Title III funds to supplement and enhance the quality of staff with professional development, program/school support, and data services regarding ELLs.** For example, the district should consider using Title III funds for a refugee liaison position to assist schools and work with the Office of Parent Engagement.

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[62] Providence Schools Budget 2009-2010

79. **Charge the ELL office with working with the RIDE Title III office to seek additional state support for refugee students.** State support could be in the form of Title III funds or Refugee School Impact funding made available through the U.S. Department of Health and Human Services.

CHAPTER 5. SYNOPSIS AND DISCUSSION

The city of Providence is a community with a long history of immigrant families and others who have come to Rhode Island seeking employment and opportunities. And the city's public schools reflect that history and diversity. But the school system has struggled of late to educate children who are learning English as a second language. The Providence Schools enroll some 3,400 English language learners or about 15 percent of the district's enrollment. These large numbers of ELLs comprise nearly 50 percent of all English language learners in the state, yet the achievement of these urban students fall well below their language counterparts elsewhere in the state.

Because of this unusually low achievement, the school district asked the Council of the Great City Schools, the nation's primary coalition of large urban school districts, to review the system's language programs and make any recommendations the group thought necessary to improve achievement. The organization pulled together a team of bilingual education specialists and directors from New York City, Seattle, San Diego, Austin, and Houston to come to Providence to examine the district's program; interview staff, teachers, and others; analyze data; review documents; and propose strategies for improving the school system's efforts on behalf of English language learners.

The Council's Strategic Support Team found a number of features of the school system's program, efforts, and results that were positive, including the fact that a large part of the district's English learners made progress in English proficiency on the state's ACCESS exam. In addition, the district has devoted considerable energy to improving community and parent outreach and has expanded its professional learning communities to boost the capacity of its teachers. The district is also in the early throes of substantial efforts to overhaul and reform its general education program, an initiative that should boost the overall academic performance of the school system and could improve the achievement of English learners if these students have full access to the curriculum.

At the same time, however, it was clear from the data that ELLs were not making strong progress in the core subjects and appeared to have inadequate entrée into the general educational program that could improve that content-area performance. After reviewing the school district's language programs, the Council's team was not surprised that the school system was having trouble seeing gains with its ELLs. By and large, the school district has not exercised consistent leadership on behalf of English learners, and on occasions when it has demonstrated a sense of direction for these students, the district has not followed through on its own initiatives and reports. As a result, the district does not have a well-defined program infrastructure or architecture, and it lacks a strategic direction for supporting its ELLs. Nor does the district have high expectations for ELL achievement or a clear mechanism for holding staff accountable for the academic outcomes among ELLs, whom the district views as mostly the responsibility of the ELL office.

Programmatically, the district does not have a clear description of its various program models—dual language, bilingual education, transitional, and sheltered English—or a way to formally articulate program approaches. Program availability and features are often defined at

each individual school based on staff capacity and seat access. There is also little continuity in language programs from school to school as students move up the grade levels. And the programs that do exist appear to have very uneven English language development (ELD) strategies, uncertain understanding of how to use native-language skills, and limited professional development for staff. In addition, the district uses an inappropriate reading intervention as one of its key ELL program components and uses admissions criteria for its honors classes that essentially limit ELL participation. Moreover, the district has very uneven capacity to differentiate between language-acquisition needs and language-related disabilities.

It was also evident to the Council's team that (1) many staff members did not have a clear grasp of how the district's important instructional reforms fit together (2) the school system's broader academic reforms had been largely defined and pursued without integrating the needs of English language learners from the beginning. As it visited classrooms, the Council's team also observed very low rigor in the instruction of English language learners.

Many of the programmatic problems that the district is experiencing with its ELLs are exacerbated by the confusing ELL placement mechanism, inconsistent and inconvenient registration process, weak data and assessment systems, muddy information on ELL expenditures, and nonexistent program evaluations.

The Council's team made a series of recommendations to strengthen the ELL programs in the Providence schools. Starting with the district's leadership, the recommendations center on the leadership's responsibility to define priorities and call for more convincing strategic planning. Other recommendations call for establishing a number of cross-functional teams to address the multiple problems of the ELL programs and to break down the departmental isolation that has hampered ELL program development and integration. In addition, the report suggests establishing an external group to help guide and monitor district reforms on behalf of ELLs, including refugee students.

The Council's team also proposes a number of steps to strengthen school system accountability for ELL-student achievement. The team made numerous recommendations about the district's program design, components, and articulation and about student placement procedures. The team laid particular stress on their recommendations to strengthen the use of ELD strategies, to employ more appropriate reading programs, and to enhance the integration of ELLs in mainstream classrooms. Proposals are also made to strengthen the district's capacity to tell the difference between language-acquisition problems and disability-driven issues, particularly in literacy. Finally, the team had a number of ideas about improving community and parent outreach efforts, something the district needs to strengthen despite its previous efforts.

The Council of the Great City Schools has considerable confidence in the district's new school board, interim superintendent, and program staff—and in the district's broad academic reforms. Given that the reforms integrate many of the ELL proposals made in this report, the Council sees no reason for the district not to see substantial improvement in the achievement of all students in the district and to take its place among the nation's urban public school systems making important educational gains.

APPENDIX A. HISTORY OF LINGUISTIC DIVERSITY IN PROVIDENCE

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Providence has been the focal point of Rhode Island's business, government, and cultural activities for many years, and as such, the city has attracted a diverse population of immigrants and citizens whose first language is not English. In fact, Providence is home to more foreign-born residents than any other community in Rhode Island. The number of foreign-born residents in Providence increased from 18,231 in 1970 to 21,161 in 1980 to 31,532 in 1990 and 43,947 in 2000—an overall change of 141.1 percent.[63] In addition, the minority population of Rhode Island has continued to grow over the past decade. The percentage of minority individuals increased from 18 percent of the state's population in 2000 to 20.9 percent in 2005. (See exhibit A-1).

Exhibit A-1. Minority population in Rhode Island
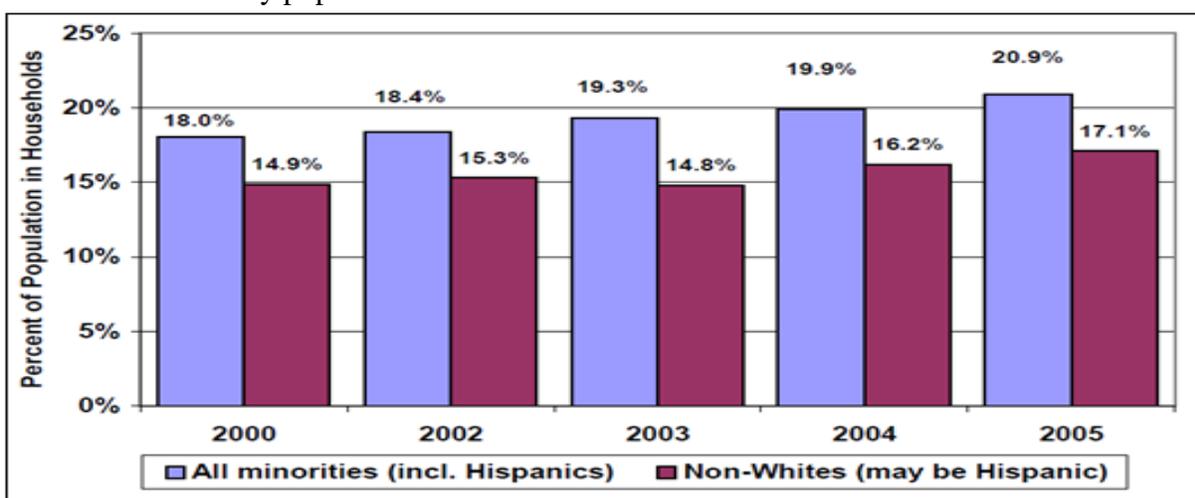
Source: U.S. Census Bureau   Graphic: RI Statewide Planning

Providence has the largest minority population in the state with 83,863 residents who are categorized as other than White or 51.3 percent of the overall population.[64] Providence also surpasses nearby cities such as Boston, Hartford, New Haven, and Springfield in its concentration of minority individuals, with 45-60 percent of the population identifying itself as a minority, depending on the source.[65] This appendix summarizes the origins of the various ethnic groups in Providence.

Providence: A Multi-Layered Community

Since the beginning of the nineteenth century, the demographics of Providence have been in a constant state of flux. Starting with the migration of Europeans seeking work in the manufacturing industry to the unprecedented growth of Latino and Asian immigrants in the past

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[63] Rhode Island Department of Administration, "Destination: Rhode Island Domestic and International Migration in the Ocean State Statewide Planning Program," 2007, Providence, RI, Accessed 24 August 2011
<http://www.planning.ri.gov/census/tp159.pdf>
[64] American Community Survey, "Population and Housing Narrative Profile: 2005-2009", Providence, Rhode Island
[65] See 2000 Census Data <http://quickfacts.census.gov/qfd/states/44/4459000.html> *or* Brown University and the Rhode Island Foundation, "Racial and Ethnic Minority Disparities Project: Executive Summary, October 2004", Providence, RI, Accessed 24 August 2011 <http://www.brown.edu/Departments/Race_Ethnicity/Disparities_RI/partners.htm>

four decades, Providence has become what historians call "a mosaic of diverse peoples…with everybody in one pot contributing to the whole, but with each ingredient maintaining its own flavor and identity."[66] This is best illustrated in the mapping of Rhode Island's largest ethnic groups by state subdivision. (See exhibit A-2).

Exhibit A-2. Map of Rhode Island's ethnic composition
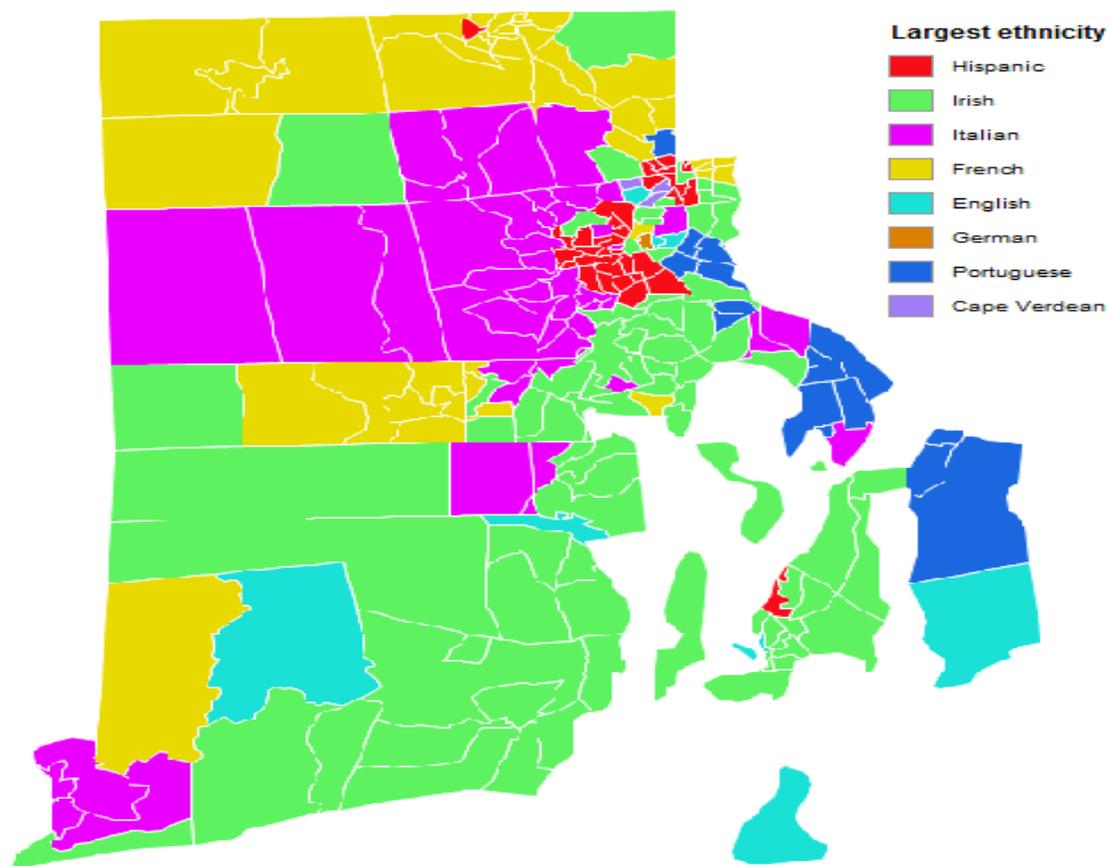
Source: U.S. Census Bureau's American Community Survey 2005–2009, Journal Calculations

In addition, the distribution of ethnic groups within Providence varies from neighborhood to neighborhood. For instance, East Providence is markedly Portuguese while central Providence is divided into areas that have majority French, German, Irish, and English populations. Southwest Providence has a large Hispanic population, and the areas surrounding Providence are predominantly Italian. Moreover, according to the Rhode Island Department of Administration, the non-Hispanic White population decreased slightly from 82.0 percent in 2000 to 79.1 percent in 2005.

During the same period, the Hispanic population in Providence increased, resulting in Hispanic and White populations being similar in size—39 percent White and 38 percent Hispanic (includes 8 percent Puerto Rican). (See exhibit A-3).

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[66] Source: "Rhode Island History: Chapter VIII Boom, Bust, and War, 1900-1945" (2007). Accessed August 24, 2011 from www.rilin.state.ri.us/RhodeIslandHistory/

Exhibit A-3. Distribution of ethnic groups in Providence
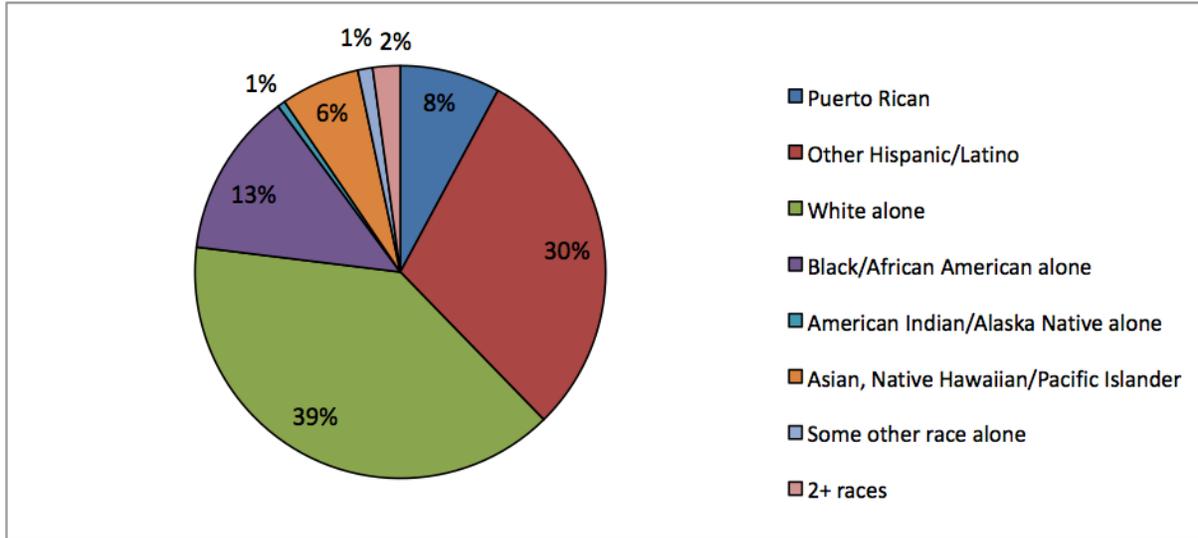
Source: ACS Data US Census Bureau 2005–2009

African Americans

Of the many racial minority groups in Providence, African Americans have had the longest presence historically. European settlers brought African slaves with them to Rhode Island in 1652, and by 1700 it was one of the initial colonies to use slaves for labor and trade.[67] During this period, Rhode Island had the highest proportion of slave-to-White individuals of any colony in the north, and it was the most active northern colony in importing slaves. The high percentage of slaves eventually led to strict control mechanisms in Rhode Island, and some of the state's towns developed the harshest local slave-control laws in New England.

In 1778, some slaves gained their freedom by enlisting in the famous Black Regiment of Rhode Island, the first Black army unit in U.S. history, which participated in what Lafayette described as the "best fought action of the war."[68]

Portions of Providence's African population can also be traced back to the arrival of Cape Verdeans during the 1800s and in greater numbers in the twentieth century. Desperate for crews to work in the whaling industry, vessels sailed to Cape Verde, an island off the west coast of Africa, to pick up sailors.[69] Although Cape Verde was a Portuguese colony, Cape Verdeans distinguished themselves from other Portuguese migrants by maintaining close ties to their African origins. Today, Providence serves one of the oldest Cape Verdean communities in New England. Although the Cape Verdean community was largely dispersed by gentrification in the 1960s and 1970s, Cape Verdean immigrants contributed substantially to the economic foundation of Providence.

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[67] Harper, Douglas. "Slavery in Rhode Island," 2003, Providence, RI Accessed 24 August 2011
<http://www.slavenorth.com/rhodeisland.htm>
[68] Rhode Island Black Heritage Society. "Historical Highlights of Rhode Island's Black Community." Accessed 24 August 2011
<http://www.providenceri.com/RI_BlackHeritage/Historical_Highlights.html>
[69] *Telling Our Own Story* Foxpoint Cape Verdean Project accessed 29 August 2011
http://foxpointcapeverdeanproject.com/site/?p=1

Finally, the last four decades have also witnessed the arrival of immigrants from the Caribbean, particularly Haitians, and from several West African countries, including Liberia and Nigeria. As a result, the Black community of Providence is made up of a very heterogeneous group of people.

Industrial Expansion and the Influx of European Immigrants

A major shift in the population occurred in 1830 when Providence's main industries began to shift from maritime, fishing, and agricultural concerns to jewelry, textile, machine, metal, and silverware production. These manufacturing industries attracted large numbers of European immigrants, who played a large role in shaping the neighborhoods of Providence and boosting the city's economy.

- The Irish, French, Germans, and Swedes

  The mid-1820s saw an increase in the presence of Northern European immigrants who sought to contribute to Providence's growing industrial might. During this period, Irish Catholics arrived in Rhode Island to labor on public-works projects such as Fort Adams, the Blackstone Canal, and the railroads. They also found employment in the textile mills and metal factories that began to spring up in Providence. As a result, Providence experienced a population spurt from 40,000 individuals in 1850 to 50,000 in 1860.[70]

  Also, a significant number of French Canadians migrated from Quebec between 1860 and 1890 in order to relieve a manpower shortage in Rhode Island's mills. As a result, by 1890 more French Canadians were migrating to Rhode Island annually than any other ethnic group. The state census of 1895 shows that 11 percent of the population had parents who had been in French Canada.[71]

  Providence also experienced sizable migrations from Germany and Sweden. In 1865 there were 1,626 Rhode Islanders of German parentage, and by 1895 that figure had increased to 7,027. Many were skilled workmen who sought employment in the jewelry industry and other trades such as shoe manufacturing, cabinetmaking, and brewing. Sweden, which suffered a famine in 1868 and a decline in its agricultural economy, also sent many individuals to the United States in the nineteenth century. Citizens of Swedish parentage grew from fewer than 100 in 1865 to 6,915 in 1895.[72]

- Italians

  The population of Rhode Island includes the highest percentage of Italian Americans of any state in the nation.[73] Italians have an especially large presence in Providence, comprising 13

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[70] Rhode Island Historical Preservation and Heritage Commission. "History of Providence Industry: Pre-Industrial Period," 1981, Accessed 24 August 2011 <http://www.littlerhodyslist.com/Prov-Ind-4-19-1.pdf>

[71] "Rhode Island History" 2007, Accessed 24 August 2011 <http://www.rilin.state.ri.us/RhodeIslandHistory/>

[72] Ibid.

[73] Raben, Jonathan D. "Italian Americans and Federal Hill" <http://www.italianamericansandfederalhill.com/book/page103-104.html> 2006, Providence, Rhode Island, Accessed 24 August 2011

percent of the city's population.[74] Faced with economic division between northern and southern Italy and a series of epidemics and natural disasters, over four million Italians immigrated to the United Stated in the late 1800s and early 1900s. After 1911, increasing numbers of Italian immigrants disembarked at the Port of Providence rather than Ellis Island because the Fabre Lines (a major French line) began to make Providence a port of call. Consequently, their population in Rhode Island rose above 100,000 within 30 years.[75] Italians mostly clustered in Federal Hill, a neighborhood in central Providence, which is known as Rhode Island's "Little Italy." In the early 1900s, this neighborhood was a bustling enclave of cold-water flats, pushcart vendors, and non-English-speaking Italians who built churches, restaurants, and businesses.

Although Federal Hill has experienced a decline in the number of people of Italian ancestry, organizations promoting social development and Italian culture have made efforts to preserve the this area's Italian heritage.

- Portuguese

Rhode Island also has the highest percentage of people of Portuguese descent in the nation.[76] Portuguese migration to Providence was heavy throughout the first part of the 20th century, until 1924, when immigration laws halted the flow of immigrants almost completely. Once immigration statutes relaxed in 1965, Portuguese immigration to the area resumed. The Portuguese community today remains a large part of the Fox Point neighborhood near Brown University. Predominantly Catholic, this immigrant community erected its own church, Our Lady of the Rosary, and has remained an integral part of the neighborhood. In spite of the recent influx of the middle class families and Brown University and Rhode Island School of Design students, more than 32 percent of Fox Point residents claim Portuguese ancestry.

Asian Americans

The area's Asian population grew from a trickle of refugees. Two Cambodian students, unable to return to their homeland after it fell to the Khmer Rouge in 1975,[77] settled in Providence and sponsored Cambodian refugee families who eagerly moved to the region. These efforts led to increasing numbers of refugees arriving in Providence in the years afterwards.

Since 1975, volunteer organizations have also promoted the settlement of refugee populations in the state.[78] The 1980s and 1990s saw the arrival of other Asian American groups, such as Chinese, Indian, Filipinos, and Koreans. The most recent Census estimated that the total of Asians living in Providence was 10,925 or 6 percent of the total population (ACS 2005–

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[74] Epodunk. "Providence, RI Ancestry & Family History," Accessed 24 August 2011, <http://www.epodunk.com/cgi-bin/genealogyInfo.php?locIndex=13448>
[75] Edward Parker, Paul. "Hispanics, Rhode Island's fastest-growing group, join an already diverse state" January 2011, Providence, Rhode Island, Accessed 24 August 2011 <http://www.projo.com/news/content/CENSUS_RI_ETHNICITY_01-16-11_UPLURJV_v92.2699dc.html>
[76] Martin, Rob. <http://www.ric.edu/iplws/pdf/iplws.pdf> RIC News and Public Relations, Accessed 24 August 2011
[77] Yong, Lisa. "The United States of Asian America: a visual landscape of Asian American cultural influences in mainstream America." Accessed 24 August 2011 <http://www.hyphenmagazine.com/magazine/issue-15-road-trip/united-states-asian-america>
[78] For instance, see the South-Economic Development Center for Southeast Asians, <http://www.sedcsea.org/wp/>

2009).[79]

Contemporary Migration: the Growth of the Hispanic Community

The preponderance of the immigrant population in Rhode Island consists of Latinos who have arrived in the United States in recent decades. Over the course of 20 years, the Latino population in Providence has grown from 40,569 in 1990 to 116,276 in 2009, a 287 percent increase.[80] The origin of the Latino migration dates to the early 1960s, when textile mills in the region recruited Colombian workers. However, records of an Hispanic presence can be traced as far back as 1834, when a family of six arrived in Providence after having boarded a ship from Matánzas, Cuba.[81]

In 1921, The International Institute of Rhode Island was founded with the mission of providing social services to Rhode Island's fast-growing immigrant population. Archives of this organization indicate the existence of a number of Latin-American social clubs, such as El Club Panamericano, a social organization whose members represented various countries in the Americas. The Diocese opened the first Hispanic social service agency in the city of Providence in the 1970s.

Puerto Ricans and Dominicans are the largest Latino groups in Rhode Island. Puerto Ricans arrived as early as the 1920s to find work in the agriculture and manufacturing industries. Most of today's Puerto Ricans, however, came to Rhode Island by way of New York, migrating to Providence between 1945 and 1970. Similarly, the Dominican population in Providence grew rapidly in the late 1980s when they moved to the city from New York. In 2005, Dominicans made up 30 percent of newly sworn-in immigrants in Providence.[82]

Census data indicate that approximately 38 percent of Providence's current population identifies itself as Latino (13,615 Puerto Ricans, 3,049 Mexicans, 747 Cubans, and 47,613 identified as "other Hispanic or Latino)."[83] The growth of the Hispanic population has also been coupled with an increased involvement of Hispanics in the local community. In 2010 Angel Taveras of Dominican descent was elected as the first Hispanic mayor of Providence.

A *Providence Journal* analysis of census data also shows that the population growth of Hispanics prevented Rhode Island from losing one of its two seats in the U.S. House of Representatives and a large share of federal dollars (like Title I) that goes to the state based on population.

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[79] ACS 2005-2009: Chinese (1,867), Korean (835), Asian Indian (774), and Vietnamese (648) and other (6,311).
[80] Pew Hispanic Center. "Providence County, Rhode Island" Accessed 24 August 2011
<http://pewhispanic.org/states/?countyid=44007>
[81] Nuestras Raíces. "Latinos in New England" Accessed 24 August 2011
<http://web.me.com/mvmartinez/NuestrasRaicesRI/Latinos_in_New_England.html>
[82] 193 out of a total of 641. http://www.uri.edu/personal2/jkizzie/lsc527dominicanamericans.pdf
[83] ACS data

APPENDIX B. DISTRICT THREE–YEAR ANALYSIS OF ANNUAL NECAP SCORES IN READING AND MATH IN SY2008–2010)

APPENDIX B. DISTRICT THREE–YEAR ANALYSIS OF ANNUAL NECAP SCORES IN READING AND MATH IN SY2008 – 2010

Hispanic-White NECAP Math Gap

	2008	2009	2010
White	42.6%	39.5%	40.9%
Hispanic	28.9%	26.3%	30.3%

Legend: ◆ Hispanic ■ White

Hispanic-White NECAP Reading Gap

	2008	2009	2010
White	57.6%	59.1%	60.1%
Hispanic	43.4%	45.0%	44.6%

Legend: ◆ Hispanic ■ White
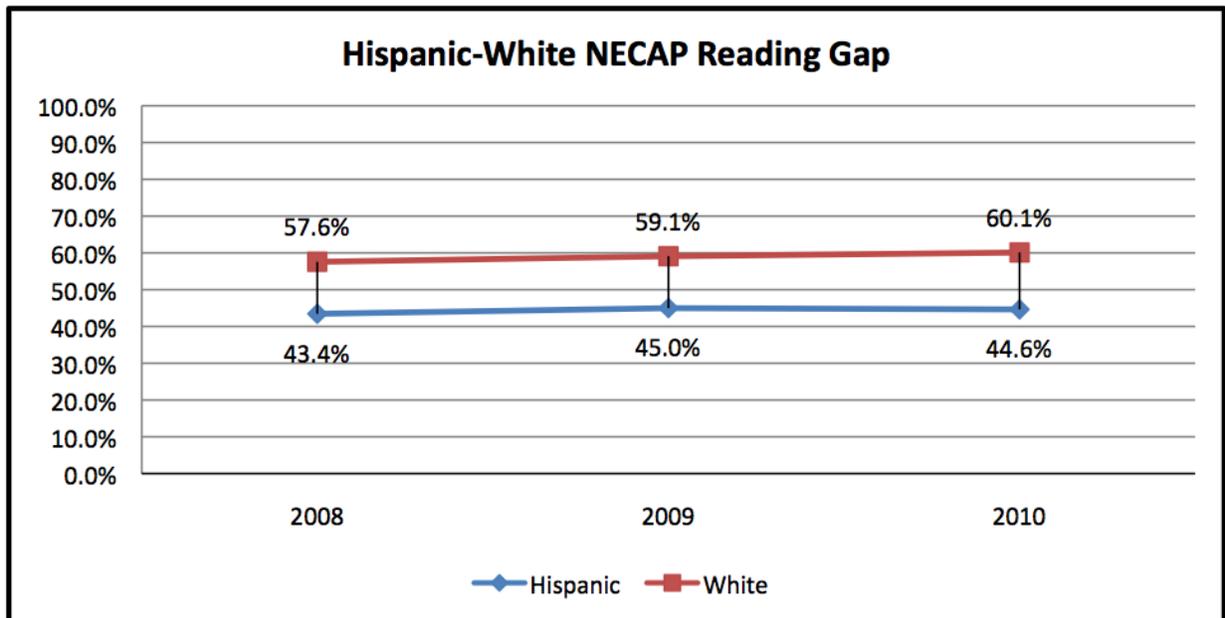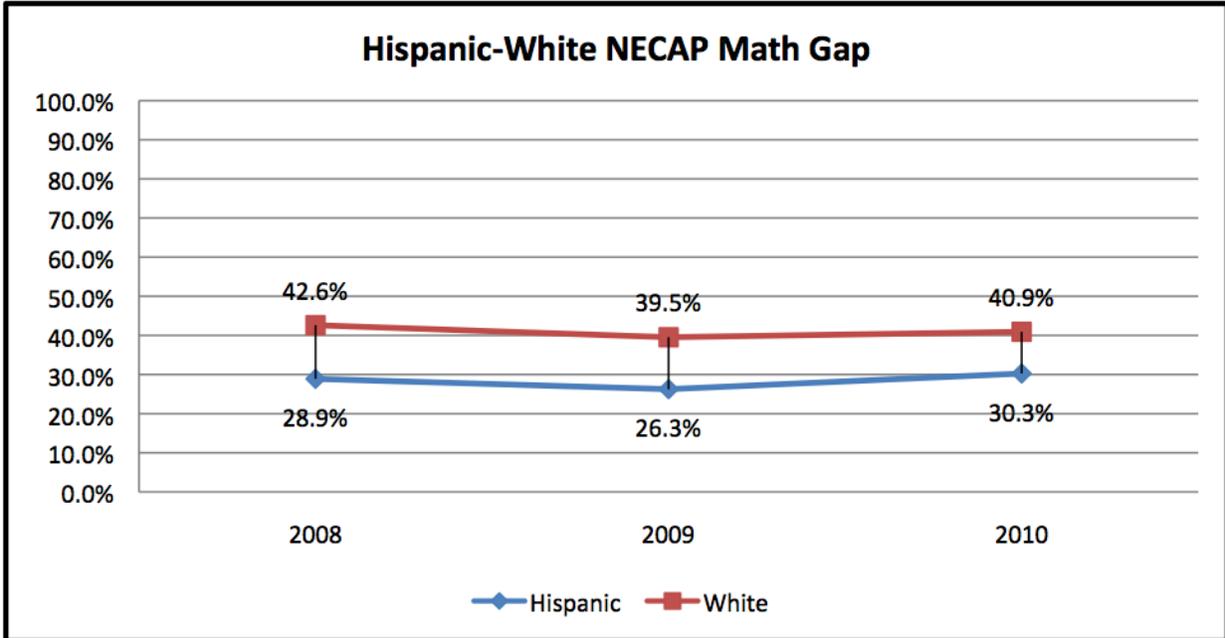
Source: Providence Public Schools Office of Research, Planning, and Accountability; District-Level NECAP Achievement Gap Analysis (August 2011)

Students w.IEP status vs. Students non-IEP status NECAP Math Gap

35.4%   32.8%   34.2%

9.9%   6.2%   7.5%

2008   2009   2010

IEP   Non-IEP

Black-White NECAP Reading Gap

57.6%   59.1%   60.1%

46.4%   46.2%   46.6%

2008   2009   2010

Black   White

FRL vs. Non-FRL NECAP Reading Gap

FRL vs. Non-FRL NECAP MathGap
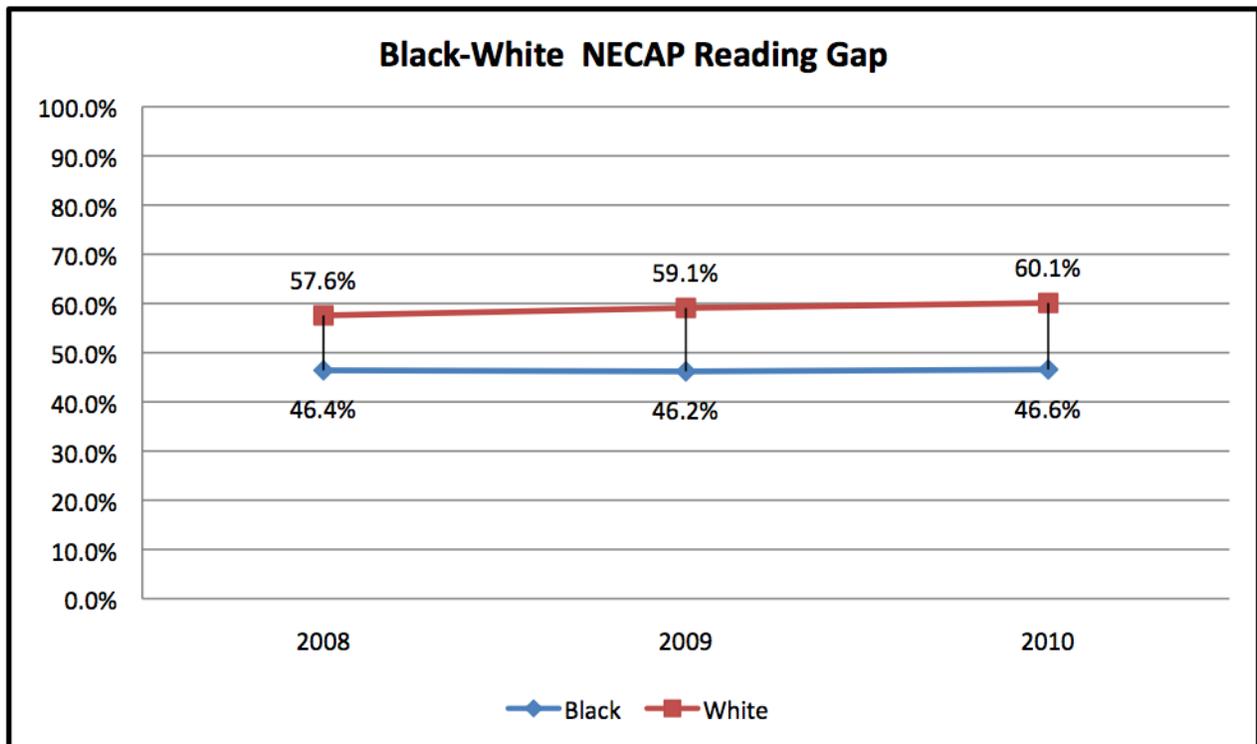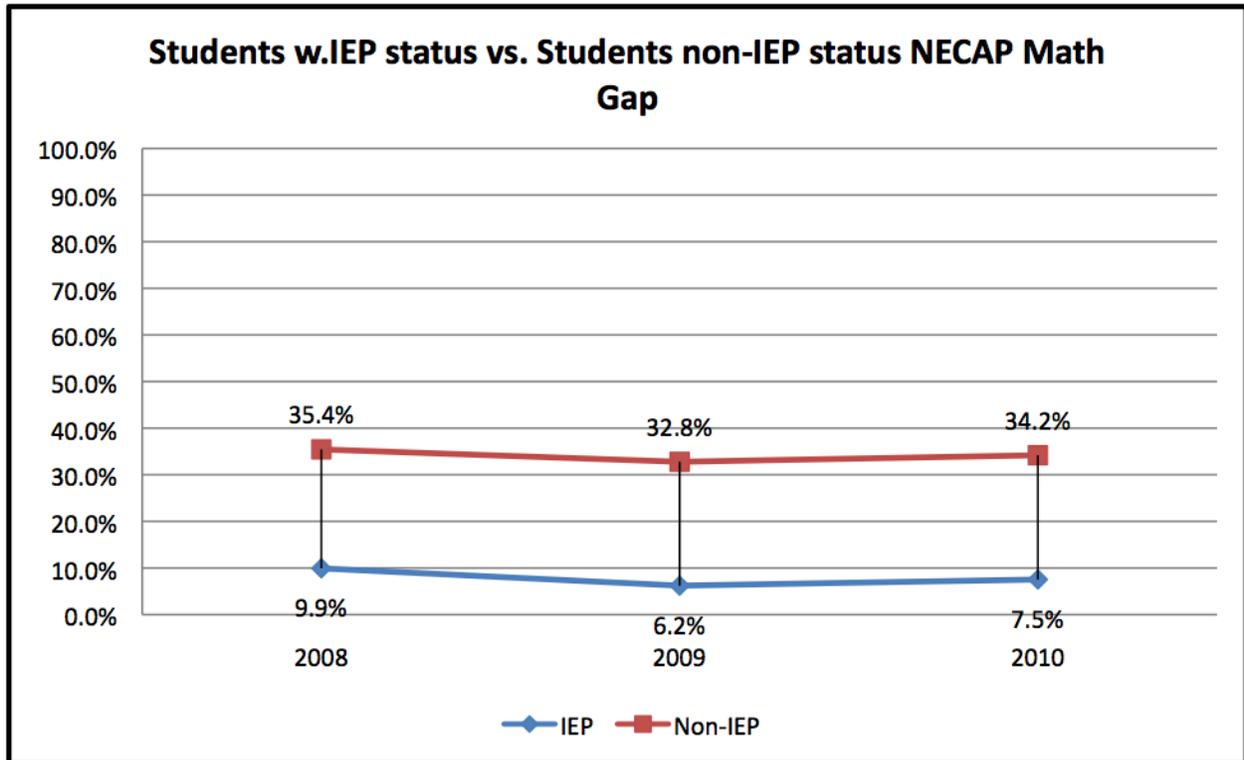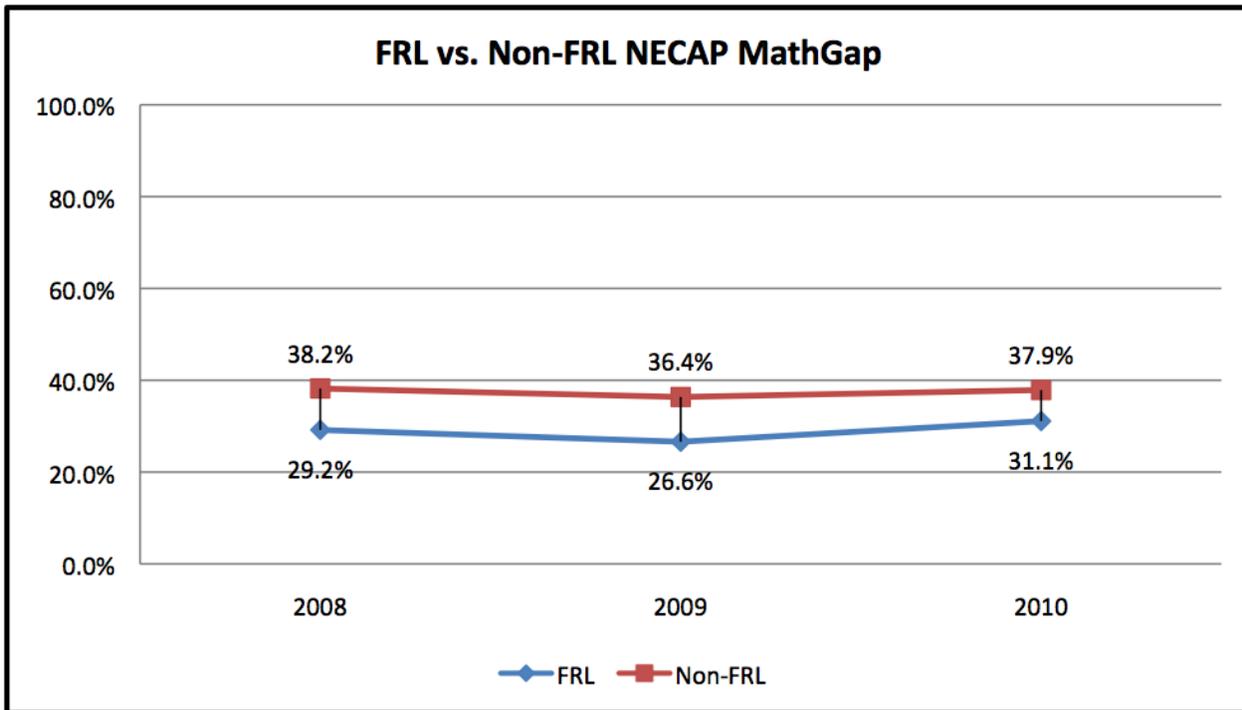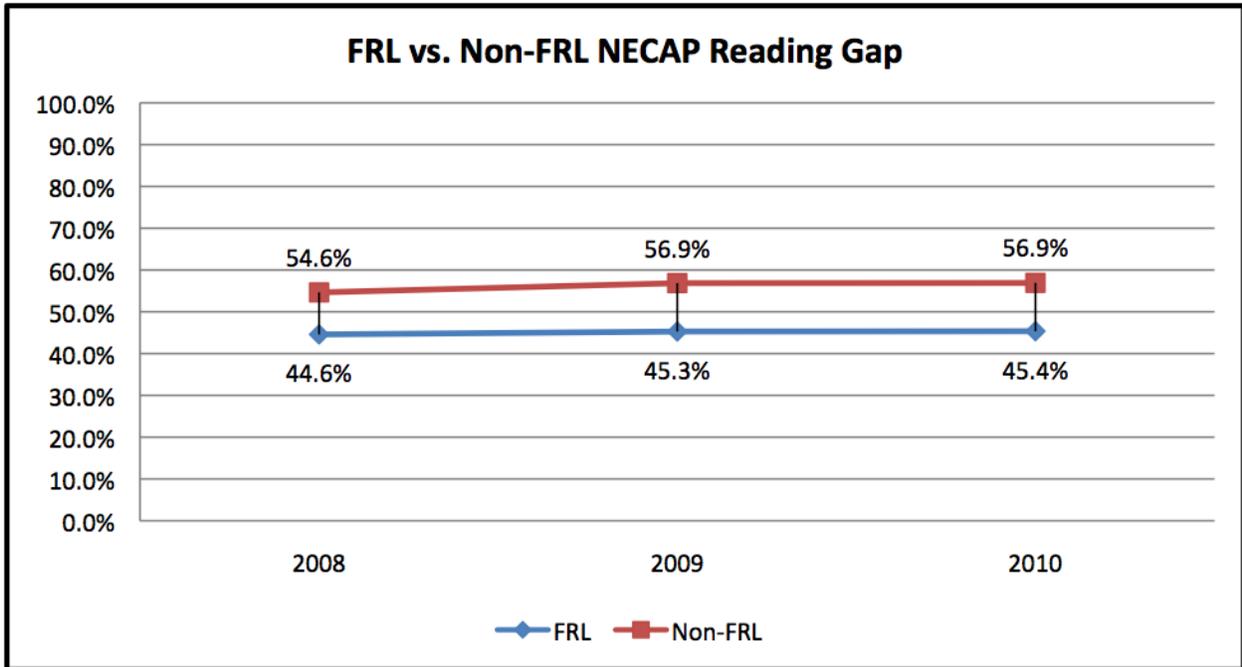
Note: FRL refers to students who are eligible for the National School Lunch Program (NSLP).

APPENDIX C. NECAP MATH AND READING PERFORMANCE OF ELLS IN PROVIDENCE AND RHODE ISLAND BY GRADE AND YEAR

APPENDIX C. NECAP MATH AND READING PERFORMANCE OF ELLS IN PROVIDENCE AND RHODE ISLAND BY GRADE AND YEAR

NECAP Reading performance of ELLs in Providence by grade for SY 2009–10 and 2010–11

Current	Reading	% Proficient With Distinction	% Proficient	% Partially Proficient	% Substantially Below Proficient
Grade 3	2009–10	0%	19%	37%	44%
	2010–11	1%	27%	30%	42%
Grade 4	2009–10	0%	11%	39%	49%
	2010–11	0%	14%	33%	53%
Grade 5	2009–10	2%	18%	34%	47%
	2010–11	0%	13%	40%	47%
Grade 6	2009–10	0%	5%	28%	67%
	2010–11	0%	3%	30%	67%
Grade 7	2009–10	0%	6%	32%	62%
	2010–11	0%	1%	22%	76%
Grade 8	2009–10	0%	5%	28%	66%
	2010–11	0%	5%	36%	59%
Grade 11	2009–10	0%	8%	21%	70%
	2010–11	0%	7%	21%	71%

NECAP Math performance of ELLs in Providence by grade for SY 2009–10 and 2010–11

Current	Mathematics	% Proficient With Distinction	% Proficient	% Partially Proficient	% Substantially Below Proficient
Grade 3	2009–10	0%	12%	26%	62%
	2010–11	3%	20%	25%	52%
Grade 4	2009–10	0%	9%	24%	66%
	2010–11	1%	17%	23%	59%
Grade 5	2009–10	0%	7%	15%	77%
	2010–11	1%	9%	11%	80%
Grade 6	2009–10	1%	5%	12%	82%
	2010–11	0%	4%	9%	87%
Grade 7	2009–10	0%	5%	6%	90%
	2010–11	0%	1%	7%	93%
Grade 8	2009–10	0%	2%	13%	86%
	2010–11	0%	2%	8%	91%
Grade 11	2009–10	0%	8%	21%	70%
	2010–11	0%	7%	21%	71%

NECAP Reading performance of ELLs in percentage meeting proficiency, SY 2010–11

Current	District/State	% Proficient With Distinction	% Proficient	% Partially Proficient	% Substantially Below Proficient
Grade 3	Providence	3%	20%	25%	52%
	RI	2%	23%	31%	44%
Grade 4	Providence	1%	17%	23%	59%
	RI	5%	26%	28%	41%
Grade 5	Providence	1%	9%	11%	80%
	RI	4%	22%	19%	55%
Grade 6	Providence	0%	4%	9%	87%
	RI	2%	20%	20%	58%
Grade 7	Providence	0%	1%	7%	93%
	RI	1%	16%	17%	65%
Grade 8	Providence	0%	2%	8%	91%
	RI	2%	14%	24%	60%
Grade 11	Providence	0%	0%	3%	97%
	RI	0%	5%	14%	81%

NECAP Math performance of ELLs in percentage meeting proficiency, SY 2010–11

Current	District/State	% Proficient With Distinction	% Proficient	% Partially Proficient	% Substantially Below Proficient
Gr. 3	Providence	1%	27%	30%	42%
	RI	1%	34%	35%	29%
Gr. 4	Providence	0%	14%	33%	53%
	RI	4%	32%	35%	30%
Gr. 5	Providence	0%	13%	40%	47%
	RI	6%	32%	40%	22%
Gr. 6	Providence	0%	3%	30%	67%
	RI	2%	32%	40%	26%
Gr. 7	Providence	0%	1%	22%	76%
	RI	0%	22%	39%	39%
Gr. 8	Providence	0%	5%	36%	59%
	RI	2%	25%	44%	28%
Gr. 11	Providence	0%	7%	21%	71%
	RI	3%	28%	41%	28%

APPENDIX D. NUMBER OF ELL PROGRAM WAIVERS FOR ALL GRADES FROM SY2008-09 THROUGH SY2010-11

APPENDIX D. NUMBER OF ELL PROGRAM WAIVERS FOR ALL GRADES FROM SY2008-09 THROUGH SY2010-2011

Grade	Waived at Initial Registration			Parent Waived at Other Times			Other		
	2008–09	2009–10	2010–11	2008–09	2009–10	2010–11	2008–09	2009–10	2010–11
K	4	6	92	1	0	2	79	36	0
1	0	77	42	0	6	1	1	0	3
2	8	6	10	0	11	11	0	1	67
3	3	2	3	1	2	12	0	4	9
4	6	4	5	1	6	10	0	3	5
5	4	3	5	0	2	5	0	5	8
6	4	3	7	0	3	5	0	2	3
7	2	1	5	0	4	4	1	2	3
8	7	0	5	0	3	4	0	3	5
9	6	1	1	0	1	1	0	3	5
10	1	2	5	0	2	3	0	4	1
11	1	1	2	1	2	0	0	1	1
12	0	1	3	0	2	2	0	1	1
Total	**46**	**107**	**185**	**4**	**44**	**60**	**81**	**65**	**111**

APPENDIX E. ENGLISH PROFICIENCY ON ACCESS FOR A FOUR-YEAR LONGITUDINAL COHORT OF PROVIDENCE ELLS FROM SY2006–07 THROUGH SY2009–10

APPENDIX E. ENGLISH PROFICIENCY ON ACCESS FOR A FOUR-YEAR LONGITUDINAL COHORT OF PROVIDENCE ELLS FROM SY2006–07 THROUGH SY2009–10

A. Grade 3 through grade 5 (elementary school cohort)

WIDA Level	2006–07 Count	%	2007–08 Count	%	2008–09 Count	%	2009–10 Count	%
1-Entering	263	26%	40	4%	9	1%	1	0%
2-Beginning	98	10%	132	13%	65	6%	21	2%
3-Developing	270	26%	282	28%	186	18%	56	5%
4-Expanding	258	25%	184	18%	161	16%	46	5%
5-Bridging	88	9%	203	20%	328	32%	132	13%
6-Reaching	10	1%	140	14%	222	22%	64	6%
Exited*		0%	34	3%	43	4%	408	40%
Subtotal	987	97%	1015	99%	1014	99%	728	71%
Missing	35	3%	7	1%	8	1%	294	29%
Total	1022	100%	1022	100%	1022	100%	1022	100%

*Students were presumed "exited" if they were classified as "not LEP" that year. The number is cumulative.

B. Grade 6 through grade 8 (middle school cohort)

WIDA Level	2006–07 Count	%	2007–08 Count	%	2008–09 Count	%	2009–10 Count	%
1-Entering	48	5%	31	4%	4	0%	8	1%
2-Beginning	112	13%	94	11%	95	11%	28	3%
3-Developing	267	30%	254	29%	274	31%	51	6%
4-Expanding	224	25%	145	16%	151	17%	2	0%
5-Bridging	168	19%	228	26%	199	23%	3	0%
6-Reaching	42	5%	98	11%	98	11%	0	0%
Exited*		0%	25	3%	56	6%	740	84%
Subtotal	861	98%	875	99%	877	99%	832	94%
Missing	21	2%	7	1%	5	1%	50	6%
Total	882	100%	882	100%	882	100%	882	100%

*Students were presumed "exited" if they were classified as "not LEP" that year. The number is cumulative.

C. Grade 9 through grade 12 (high school cohort)

WIDA Level	2006–07 Count	%	2007–08 Count	%	2008–09 Count	%	2009–10 Count	%
1-Entering	74	14%	48	9%	20	4%	15	3%
2-Beginning	186	34%	172	32%	131	24%	34	6%
3-Developing	167	31%	157	29%	134	25%	27	5%
4-Expanding	45	8%	55	10%	71	13%	11	2%
5-Bridging	29	5%	45	8%	67	12%	11	2%
6-Reaching	6	1%	9	2%	36	7%	2	0%
Exited*		0%	47	9%	64	12%	387	72%
Subtotal	507	94%	533	99%	523	97%	487	90%
Missing	33	6%	7	1%	17	3%	53	10%
Total	540	100%	540	100%	540	100%	540	100%

*Students were presumed "exited" if they were classified as "not LEP" that year. The number is cumulative.

APPENDIX F. AYP STATUS OF PROVIDENCE SCHOOLS WITH 20 PERCENT ELL ENROLLMENT OR MORE

APPENDIX F. AYP STATUS OF PROVIDENCE SCHOOLS WITH 20 PERCENT ELL ENROLLMENT OR MORE

2008–2009		
School	**Classification**	**% ELL**
Charles Fortes	Caution	29.9%
Bailey	Met AYP	21.3%
Reservoir	Met AYP	22.6%
Edmund Flynn	Met AYP	23.8%
Alfred Lima	Met AYP	26.0%
William D'Abate	Met AYP	27.9%
Carl Lauro	Met AYP	29.9%
Frank Spaziano	Met AYP	37.7%
PCTA	Met AYP	
Asa Messer	Insufficient Progress	23.0%
Lillian Feinstein	Insufficient Progress	29.3%
Cornel Young Jr.	Insufficient Progress	30.1%

2009–2010		
School	**Classification**	**% ELL**
Anthony Carnevale	Caution	24.6%
Reservoir	Met AYP	28.1%
Alfred Lima	Met AYP	32.5%
PAIS	Insufficient Progress	21.1%
Harry Kizirian	Insufficient Progress	21.1%
Asa Messer	Insufficient Progress	26.8%
Mary Fogarty	Insufficient Progress	27.5%
Edmund Flynn	Insufficient Progress	29.0%
William D'Abate	Insufficient Progress	29.4%
Charles Fortes	Insufficient Progress	31.5%
Lillian Feinstein	Insufficient Progress	34.2%
Carl Lauro	Insufficient Progress	37.0%
Cornel Young Jr.	Insufficient Progress	41.8%
Frank Spaziano	Insufficient Progress	46.2%

2010–2011		
School	**Classification**	**%ELL**
Oliver Hazard Perry	Met AYP	21.0%
George J. West	Met AYP	22.6%
Harry Kizirian	Met AYP	22.9%
Reservoir	Met AYP	25.6%
Asa Messer	Met AYP	28.9%
William D'Abate	Met AYP	32.4%
Alfred Lima	Met AYP	33.0%
Lillian Feinstein	Met AYP	33.2%
Mary Fogarty	Insufficient Progress	25.7%
Edmund Flynn	Insufficient Progress	27.1%
Charles Fortes	Insufficient Progress	35.7%
Carl Lauro	Insufficient Progress	36.5%
Cornel Young Jr.	Insufficient Progress	39.8%
Frank Spaziano	Insufficient Progress	45.3%

APPENDIX G. TIERED COACHING SUPPORT SYSTEM

APPENDIX G. TIERED COACHING SUPPORT SYSTEM

Tiered Coaching Support System

Monitoring
Instructional Support
(Tier 1)

Compliance & Instructional
Intensive Support
(Tier 2)

Compliance Support
Create Readiness
Building Capacity
(Tier 3)

School Characteristics

Successful ELL program

Closed achievement gap; Systematic communication and collaboration with ELD/mainstream

- strong leadership
- committed staff with some ELL PD background
- large ELL population

-new or underdeveloped leadership
-little staff buy in or knowledge of instruction for ELL
-struggling ELL program

Support Characteristics

Two annual meetings with ELL teachers, principal, and coaches

building relationships

- Schoolwide collaboration or ASI PD
- ongoing coaching for classroom teachers and ELL teachers
- work with principals
-documenting and evaluating changes in practice

- Support for urgent issues
-data collection
-long term goals and planning with ELL teachers and principal

Tiered Coaching Support System

Monitoring
Instructional Support
(Tier 1)

Compliance & Instructional
Intensive Support
(Tier 2)

Compliance Support
Create Readiness
Building Capacity
(Tier 3)

Professional Development

For ELD Teachers
Coaching
Teacher leadership opportunities
SCALE UP inquiry series

For Classroom/ Content Teachers
Teacher leadership opportunities
SCALE UP inquiry series

For IA's
Coaching focusing on collaboration & quality instruction

For ELD Teachers
Secondary: Proficiency Model: Focus on Collaboration: Curriculum- Inside / Edge
Elementary: Aligned Sheltered Instruction + Collaborative Model

For Classroom/ Content Teachers
Secondary: Whole School SCALE UP training
Elementary: Aligned Sheltered Instruction + Collaborative Model

For IA's
SIOP
ELD Standards
Proficiency Levels
Microsoft Outlook
WASL Prep
ESIS / Source
new IA Orientation
ASPIRE training

For ELD Teachers
SCALE UP
ELD Standards
Introducing Proficiency Model:
TBE Meetings
WASL Prep / Collection of Evidence
ELD Progress Report Training
Roles and Responsibilities
WLPT: Data analysis

For Classroom/ Content Teachers
SCALE UP
Differentiation for ELLs
Roles and Responsibilities
WLPT: Data analysis

For IA's
SCALE UP
ELD Standards
Proficiency Levels
Microsoft Outlook
WASL Prep
ESIS / Source
new IA Orientation
ASPIRE training

APPENDIX H. DALLAS ELL PROGRAM ARTICULATION

APPENDIX H. DALLAS ELL PROGRAM ARTICULATION

Dallas Independent School District　　　　　　　　　　　*Multi-Language Enrichment Program*

Consistency of Program *(Elementary)*

2009-2010 Placement		2010-2011 Placement
Not Enrolled in School During the 2009-2010 Academic Year	→	**Initial Enrollment into PK** *(Home Language Survey of Spanish)* PK Dual Language Program
Not Enrolled in School During the 2009-2010 Academic Year	→	**Initial Enrollment into PK** *(Home Language Survey Other Than Spanish)* PK ESL Program
PK, K, 1st, 2nd, 3rd, 4th Grade—Dual Language Program *(Home Language Survey of Spanish)*	→	**K, 1st, 2nd, 3rd, 4th, 5th Grade—Dual Language Program**
PK, K, 1st, 2nd, 3rd, 4th Grade—ESL *(Home Language Survey Other Than Spanish)*	→	**K, 1st, 2nd, 3rd, 4th, 5th Grade ESL** *(Home Language Survey Other Than Spanish)*
5th Grade—Transitional Bilingual or ESL English Language Learners Recommended for Exit *(LPAC Recommendation)*	→	**6th Grade General Education**
5th Grade—Transitional Bilingual *(Home Language Survey of Spanish)* English Language Learners **not** achieving Exit Requirements	→	**6th Grade Transitional Bilingual** *(Elementary)* *(Home Language Survey of Spanish)*
5th Grade—ESL *(Home Language Survey Other Than Spanish)* English Language Learners **not** achieving Exit Requirements	→	**6th Grade ESL** *(Elementary)* *(Home Language Survey Other Than Spanish)*

NEWCOMER PROGRAM*		
5th Newcomer Program	→	**6th Grade** —Elementary Campus—Transitional Bilingual —Middle School Campus—ESL Rdg/Language Arts and Sheltered Math
6th Grade Newcomer Program	→	**7th Grade ESL** —Reading/Language Arts —Sheltered Math
Not Enrolled in a United States School During the 2009-2010 Academic Year	→	**6th Grade Recent Immigrants** to the United States with a first language of Spanish —**Newcomer Program*** *(LPAC Decision)* —**6th Grade Transitional Bilingual**
Not Enrolled in a United States School During the 2009-2010 Academic Year	→	**4th, 5th, 6th Grade Recent Immigrants** to the United States with first languages other than Spanish —**Newcomer Program*** *(LPAC Decision)* —**4th Grade ESL** —**5th Grade ESL** —**6th Grade ESL**

* *The Newcomer Program is a specifically designed, one-year program focused on the English acquisition of recent immigrant students enrolled at determined grade levels. Certified teachers provide Instructional services to identified students in a multi-age setting using Sheltered instruction methods and strategies. The Newcomer Program is on M-LEP identified campuses only.*

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Consistency of Program *(Middle School)*

2009-2010 Placement		2010-2011 Placement *(Program Placements made using current, updated LPAC rosters.)*
5th Grade—1st Year in U.S. 6th and 7th Grade ELI	→	• 6th, 7th, 8th Intermediate Language Arts—Course Numbers 9918, 1047, 1049 • 6th, 7th, 8th Intermediate Reading—Course Numbers 9920, 1048, 1060 *(Students who completed ELI as an 8th grader follow the 9th grade intermediate program schedule found in the High School Consistency of Program Placement for English language learners.)*
5th Grade—2nd Year in U.S. 6th and 7th Grade ESL Intermediate	→	• 6th, 7th, 8th Advanced Language Arts—Course Numbers 9919, 1054, 1059 • 6th, 7th, 8th Advanced Reading—Course Numbers 9921, 1058, 1062 *(Students who the intermediate sequence of courses as an 8th grade follow the 9th grade advanced program schedule found in the High School Consistency of Program Placement for English language learners)*
5th Grade—3rd Year in U.S. 6th and 7th Grade ESL Advanced	→	• 6th Grade Sheltered Language Arts—Course #9921 and General Education Content Courses • 7th Grade Sheltered Language Arts—Course # 1170 and General Education Content Courses • 8th Grade Sheltered Language Arts—Course # 1180 and General Education Content Courses

> ***The above noted program placements are recommendations.***
> ***The campus LPAC makes all final placement decisions.***

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Consistency of Program *(High School)*

2009-2010 Placement		2010-2011 Placement
English Language Institute (ELI) Middle or High School Level	→	**Intermediate Level** • **1370** English I/ESL Int. • **1394** Reading II/ESL—Int. • Sheltered Content Courses *Students born in the U.S. WILL NOT receive state credit for course #1370. U.S. born students are to be enrolled in course #1280 (Sheltered English) or advised they will not receive state credit for course #1370.*
8th Grade Intermediate	→	**Advanced Level—Grade 9** • **1423** English I/ESL Adv. • **1398** Reading II Adv. • Sheltered Content Courses *Student born in the U.S. WILL NOT receive state credit for course #1423. U.S. born students are to be enrolled in course #1280 (Sheltered English).*
9th Grade Intermediate	→	**Advanced Level—Grade 10** • **1382** English II/ESL Adv. • **1397** Reading III ESL • Sheltered Content Courses *Student born in the U.S. WILL NOT receive state credit for course #1382. U.S. born students are to be enrolled in course #1283 (Sheltered English).*

8th Grade Advanced, Transitional, and Post-Transitional
 	
English Language Learners **not** Recommended for Exit
(LPAC Recommendation)
	→	**Transitional/Post-Transitional Level**
		• All students who have completed the advanced, transitional, or post-transitional sequence of courses as 8th grade students are to be placed in the following 9th Grade courses:
		  • **1280** Sheltered English I
		  • **1224** Reading I
		  • General Education Content Courses

9th Grade Advanced, Transitional, and Post-Transitional
 	
English Language Learners **not** Recommended for Exit
(LPAC Recommendation)
	→	**Transitional/Post-Transitional Level**
		• All students who have completed the advanced, transitional, or post-transitional sequence of courses as 9th grade students are to be placed in the following **Grade 10** courses:
		  • **1283** Sheltered English II
		  • **1229** Reading II
		  • Gen. Ed. Content Courses

10th Grade Advanced, Transitional, and Post-Transitional
 	
English Language Learners **not** Recommended for Exit
(LPAC Recommendation)
	→	**Transitional/Post-Transitional Level**
		• All students who have completed the advanced, transitional, or post-transitional sequence of courses as 10th grade students are to be placed in the following **Grade 11** courses:
		  • **1360** Sheltered English III
		  • **1397** Reading III/ESL
		  • Gen. Ed. Content Courses

11th Grade Transitional and Post-Transitional
 	
English Language Learners **not** Recommended for Exit
(LPAC Recommendation)
	→	**Post-Transitional Level**
		• All students who have completed the transitional or post-transitional sequence of courses as 11th grade students are to be placed in the following **Grade 12** courses:
		  • **1365** Sheltered English IV
		  • Gen. Ed. Content Courses

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APPENDIX I. SAMPLE GRADUATION PATHWAYS (ST. PAUL PUBLIC SCHOOLS AND SAN DIEGO UNIFIED SCHOOL DISTRICT)

APPENDIX I. SAMPLE GRADUATION PATHWAYS (ST. PAUL PUBLIC SCHOOLS AND SAN DIEGO UNIFIED SCHOOL DISTRICT)

English Language Center Graduation Plans

English Language Centers serve adolescent immigrants and refugees who have a varying range of prior academic and literacy experiences. At the high school level many ELC students have a relatively short amount of time in which to develop the English, literacy and academic content language and skills needed to meet graduation requirements. Many students have only four or five years before they reach the age of 21 – the final academic year in which they are eligible to attend regular public high school programs.

The ELL department has partnered with the Saint Paul Public Schools Area Learning Centers (ALC), the Office of Academics, and high school counselors and teachers to develop graduation plans for the ELC students at Como Park, Harding, Humboldt, and Washington. The graduation plans outline the courses needed for ELC students to meet graduation requirements in four or five years. The graduation plans allow most students who meet content and literacy pre-requisites to graduate in four years. These rigorous academic plans require dedicated effort on the part of students and often require students to take summer and/or after-school/evening courses.

Objectives for ELC Graduation Plans
- Standardize credit assignment for courses across all schools in the district
- Students have the opportunity to graduate in four years
- Decreased dropout rates for ELL newcomers
- Improved graduation rates
- Students who arrive at age 17 can finish high school before there eligibility for public schooling comes to an end

The plans that follow will be used as guidelines for each of the English Language Centers when scheduling ELL students and planning ELL course offerings. Credits will be assigned as designated in the plans.

English Language Centers (ELC) Graduation Plans

DRAFT Document for Six Period English Language Centers

Como Park Senior High

This document is a **GRADUATION PATH**. A graduation path is a plan that shows how students can graduate meeting all Minnesota state graduation requirements.

The **GRADUATION PATH** is designed to help new arrival ELL students meet the graduation requirements as quickly as possible.

The **GRADUATION PATH** shows which courses students need to take in high school in order to meet all of the graduation requirements.

Important things to know about the **GRADUATION PATH**:

- Students **must pass** all of their classes in order to graduate on time.

- The graduation plan requires that students **attend summer school** for three years.

- Students might take elective classes (like art and physical education) in a different order than the order shown in the **GRADUATION PATH**.

- Different high schools have different schedules. Transferring from one high school to another may affect the students **GRADUATION PATH**.

If you have questions about this Graduation Path, please see your school's counselor.

	Content Area	Quarter Credits	Notes
SIX PERIOD HIGH SCHOOL GRADUATION REQUIREMENTS	*Language Arts*	16	Credits are earned in ELL and mainstream classes
	Math	12	Credits must include Algebra, Geometry, and Algebra II
	Science	12	Four of the credits must be in Biology
	Social Studies	14	Credits must include 4 U.S History, 2 or 4 World History, 2 Economics, 2 or 4 Geography, and 2 Government
	Arts	4	Arts credits can be earned in visual arts, music, theatre, dance or media arts
	Health	2	2 credits required
	Physical Education	2	2 credits required
	Family & Consumer Science, Industrial Technology or Business	2	2 credits required
	Electives	22	Approximately 22 credits required

	Year 1	Term	Course Name	Qtr Credits	Totals
Six Period High School ELL Graduation Path	**ELL Level 1**	**Fall**	1A Read/Listen	2 Elective	10 Electives 2 Physical Ed
			1B Comm. Skills	2 Elective	
			1C Social Studies	2 Elective	
			1D Science	2 Elective	
			Transitional Math 1	2 Elective	
			Physical Education	2 Phy. Ed.	
		Spring	1A Read/Listen	2 Elective	10 Electives 2 Art
			1B Comm. Skills	2 Elective	
			1C Social Studies	2 Elective	
			1D Science	2 Elective	
			Transitional Math 2	2 Elective	
			Art	2 Art	
		Summer	ELL Reading	1 Elective	3 Electives
			ELL Math	1 Elective	
			ELL Science	1 Elective	
	Year 2	**Term**	**Course Name**	**Qtr Credits**	**Totals**
	ELL Level 2	**Fall**	2A Read/Comp	2 Elective	8 Electives 2 Math 2 Art
			2B Comm. Skills	2 Elective	
			2C Geography	2 Elective	
			2D General Science	2 Elective	
			ELL Algebra 1	2 Math	
			Art	2 Art	
		Spring	2A Read/Comp	2 English	4 English 2 Geography 2 Elective 2 Math 2 Family and Consumer Science
			2B Comm. Skills	2 English	
			2C Geography	2 S. Studies (Geography)	
			2D General Science	2 Elective	
			ELL Algebra 1	2 Math	
			Fam/Cons Science	2 Fam/Cons	
		Summer	ELL Science	1 Science	1 Science 2 Elective
			ELL Math	1 Elective	
			ELL Reading	1 Elective	

	Year 3	Term	Course Name	Qtr. Credits	Totals
Six Period High School ELL Graduation Path	**ELL Level 3**	**Fall**	3A Read/Comp	2 English	2 English
			ELL US Gov't and Economics	2 Soc. Studies (Government)	2 S. Studies
			Other req (W. Hist)	2 other	2 Other
			Transitional Science	2 Science	2 Science
			Geometry	2 Math	2 Math
			ELL Health	2 Health	2 Health
		Spring	3A Read/Comp	2 English	2 English
			ELL US Gov't and Economics	2 Soc. Studies (Economics)	2 S. Studies
			Transitional Science	2 Science	2 Science
			Geometry	2 Math	2 Math
			Other req (W. Hist.)	2 other	2 Other
			Computer Literacy	2 Elective	2 Elective
		Summer	Graduation Test Preparation, if needed		
			Credit Recovery, if needed		
	Year 4	Term	Course Name	Qtr. Credit	Totals
	ELL Level 4	**Fall**	4A Read/Comp	2 English	4 English
			English 10	2 English	2 S. Studies
			U.S. History	2 Soc. Studies	2 Elective
			Elective	2 Elective	2 Math
			Algebra 2	2 Math	2 Science
			Biology	2 Science	
		Spring	4A Read/Comp	2 English	4 English
			English 10	2 English	2 S. Studies
			U.S. History	2 Soc. Studies	2 Elective
			Elective	2 Elective	2 Math
			Algebra 2	2 Math	2 Science
			Biology	2 Science	
		Summer	Graduation Test Preparation, if needed		
			Credit Recovery, if needed		

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ELL Placement Guidelines: Initial Ninth Grade Enrollment

Beginning OPL*			Early Intermediate OPL*			Intermediate OPL*		
*Years of Enrollment	Course Placement	Course #	*Years of Enrollment	Course Placement	Course #	*Years of Enrollment	Course Placement	Course #
0 - 0.6	ESL 1,2 Block	1621, 1622	0- 1.7	ESL 3,4 Block	1623, 1624	0-1.7	ESL 5,6 Block	1625, 1626
0.7 – 2.5	ESL 3,4 Block	1623, 1624	1.8 – 3.4	ESL 5,6 Block	1625, 1626	1.8 >	Eng 1,2 Block	1552L, 1553L
2.6 – 3.9	ESL 5,6 Block	1625, 1626	3.5 >	Eng 1,2 Block	1552L, 1553L			
4.0 >	Eng 1,2 Block	1552L, 1553L						

*Years of enrollment as of April 1

ELL Placement Guidelines: Initial Tenth Thru Twelfth Grade Enrollment

Beginning OPL			Early Intermediate OPL			Intermediate OPL		
*Years of Enrollment	Course Placement	Course #	*Years of Enrollment	Course Placement	Course #	*Years of Enrollment	Course Placement	Course #
0 –0.6	ESL 1,2 Block	1631, 1632	0 -1.7	ESL 3,4 Block	1633, 1634	0 -1.7	ESL 5,6 Block	1635, 1636
0.7 -2.5	ESL 3,4 Block	1633, 1634	1.8 -3.4	ESL 5,6 Block	1635, 1636	1.8 >	Eng 3,4 Block Am Lit 1,2 Block American Lit 1,2 World Lit 1,2 Cont Voices 1,2	1554L, 1555L 1615L, 1616L 1583L, 1584L 1705L, 1706L 1612L, 1613L
2.6 -3.9	ESL 5,6 Block	1635, 1636	3.5 >	Eng 3,4 Block Am Lit 1,2 Block American Lit 1,2 World Lit 1,2 Cont Voices 1,2	1554L, 1555L 1615L, 1616L 1583L, 1584L 1705L, 1706L 1612L, 1613L			
4.0 >	Eng 3,4 Block Am Lit 1,2 Block American Lit 1,2 World Lit 1,2 Cont Voices 1,2	1554L, 1555L 1615L, 1616L 1583L, 1584L 1705L, 1706L 1612L, 1613L						

1) Initial Overall English Proficiency Level (OPL) – based on CELDT state assessment* - combined with:
   a. Years of enrollment
   b. Teacher judgment and/or SELD Express Test

ESL 1-2 (*Beginning English Proficiency*): Students Entering Grade 9, 10, or 11

H.S. and UC/CSU Req	Grade 9	Grade 10	Grade 11	Grade 12	Grade 13 (5th year)
9th Traditional Path Meets high school graduation requirements **and** UC/CSU "a-g" requirements	ESL 1,2 ESL 1,2 Lit ESL Social Studies Content 1,2 Elective *****Fine/Pract Arts Elective PE Summer School: **ESL 1,2 or *Br ESL 3	ESL 3,4 ESL 3,4 Lit World History (L) Math (L) Fine/Pract Arts Elective PE Summer School: **ESL 3,4 or *Br ESL 5	ESL 5,6 ESL 5,6 Lit U.S. History (L) Math (L) Science (L) Elective SDCCD: ***Eng 3,4 Summer School: **ESL 5,6	American Lit 1,2 (L) ELD Support Class Govn/Econ (L) Math (L) Science (L) Elective Summer School: ****Trans to College/Work	Wrld Lit or Cont Voices 1,2 (L) ELD Support Class Elective Math (recommended) Science (L) Elective Summer School: ****Trans to College/Work
9th Accelerated Path Meets high school graduation requirements **and** UC/CSU "a-g" requirements.	ESL 1,2 ESL 1,2 Lit ESL Social Studies Content 1,2 Math (L) *****Fine/Pract Arts Elective PE Summer School: *Br ESL 3	ESL 3,4 ESL 3,4 Lit World History (L) Math (L) Science (L) PE Summer School: *Br ESL 5	ESL 5,6 ESL 5,6 Lit U.S. History (L) Math (L) Science (L) Fine/Pract Arts Elec SDCCD: ***Eng 3,4	American Lit 1,2 (L) ELD Support Class Govn/Econ (L) Math (recommended) Science (L) Wrld Lit or Cont Voices 1,2 (L) Summer School: ****Trans to College/Work	
10th Traditional Path/ Accelerated Path Meets high school graduation requirements **and** UC/CSU "a-g" requirements		ESL 1,2 ESL 1,2 Lit ESL Social Studies Content 1,2 Math (L) *****Fine/Pract Arts Elective PE Summer School: *Br ESL 3 or **ESL 1,2	ESL 3,4 ESL 3,4 Lit World History (L) Math (L) Science (L) PE (if needed) Summer School: *Br ESL 5 or **ESL 3,4	ESL 5,6 ESL 5,6 Lit U.S. History (L) Math (L) Science (L) Fine/Pract Arts Elective SDCCD: ***Eng 3,4 Summer School : **ESL 5,6	American Lit 1,2 (L) ELD Support Class Govn/Econ (L) Math (recommended) Science (L) Wrld Lit or Cont Voices 1,2 (L) Summer School ****Trans to College/Work
11th Traditional Path **May** meet high school graduation requirements. *Depends on previous credits earned!			ESL 1,2 ESL 1,2 Lit ESL Social Studies Content 1,2 Math (L) *****Fine/Pract Arts Elective PE (if needed) Summer School: *Br ESL 3 or **ESL 1,2	ESL 3,4 ESL 3,4 Lit U.S. History (L) Math (L) Science (L) Fine/Pract Arts Elective Summer School *Br ESL 5 or **ESL 3,4	

* Summer school transition course designed to accelerate English language development. Recommended for ESL students receiving a "C" or better in their ESL class.

**Students who fail ESL must retake the course in summer school. Also recommended for students receiving "D" grades.

***Mainstream English course that students must complete at the San Diego Community College District Continuing Education Program in order to follow the timeline of this pathway.

****Elective course designed to help students transition from high school experiences to college and career experiences.

*****Schools may offer an additional ESL course in lieu of an elective if it is determined to be more beneficial for students.

(L) EL designation code listed on course numbers for in-house monitoring purposes only. This is a mainstream English course meeting grade-level standards!

ELD Support Class designed to aid English language development. May use course names: ELD Literacy Advancement Academy, ELD CAHSEE Support, etc.

ESL 3-4 (*Early - Intermediate English Proficiency*)Students Entering Grade 9, 10, or 11

H.S. and UC/CSU Req	Grade 9	Grade 10	Grade 11	Grade 12	Grade 13 (5th year)
9th Traditional Path Meets high school graduation requirements **and** UC/CSU "a-g" requirements	ESL 3,4; ESL 3,4 Lit ELD Support Class Math (L); Fine/Pract Arts Elective; PE Summer School: *Br ESL 5 or **ESL 3,4	ESL 5,6; ESL 5,6 Lit World History (L) Math (L) Science (L) PE SDCCD: ***Eng 3,4 Summer School: **ESL 5,6	American Lit 1,2 (L) ELD Support Class U.S. History (L) Math (L) Science (L) Fine/Pract Arts Elective; Summer School: ****Trans to College/Work	Wrld Lit or Cont Voices 1,2 (L); ELD Support Class; Govn/Econ (L) Math (recommended) Science (L); Elective Summer School: ****Trans to College/Work	(some students may need a 5th year to make-up credits and be able to graduate)
9th Accelerated Path **May** meet high school graduation requirements **and** UC/CSU "a-g" requirements	ESL 3,4 ESL 3,4 Lit Elective Math (L) Fine/Pract Arts Elective PE Summer School: *Br ESL 5	ESL 5,6; ESL 5,6 Lit World History (L) Math (L) Science (L) PE	American Lit 1,2 (L) ELD Support Class US History (L) Math (L) Science (L) English 3,4 (L) Summer School: ****Trans to College/Work	Wrld Lit or Cont Voices 1,2 (L) ELD Support Class; Govn/Econ (L) Math (recommended) Science (L)Fine/Pract Arts Elective Summer School: ****Trans to College/Work	
10th Traditional Path Meets high school graduation requirements **and** UC/CSU "a-g" requirements (see EL overview document regarding foreign language requirement).		ESL 3,4 ESL 3,4 Lit ELD Support Class Math (L) Fine/Pract Arts Elective PE Summer School: *Br ESL 5 or **ESL 3,4	ESL 5,6 ESL 5,6 Lit World History (L) Math (L) Science (L) PE (if needed) SDCCD: ***Eng 3,4 Summer School: **ESL 5,6	American Lit 1,2 (L) ELD Support Class U.S. History (L) Math (L) Science (L) Fine/Pract Arts Elective Summer School: ****Trans to College/Work	Wrld Lit or Cont Voices 1,2 (L) ELD Support Class Govn/Econ (L) Math (recommended) Science (L) Elective Summer School: ****Trans to College/Work
10th Accelerated Path **May** meet high school graduation requirements **and** UC/CSU "a-g" requirements (see EL overview document regarding foreign language requirement). *Depends on previous credits earned!		ESL 3,4 ESL 3,4 LIt World History (L) Math (L) Science (L) PE (if needed) Summer School: *Br ESL 5	ESL 5,6 ESL 5,6 Lit U.S. History (L) Math (L) Science (L) Fine/Pract Arts Elective SDCCD: ***Eng 3,4	American Lit 1,2 (L) Wrld Lit or Cont Voices 1,2 (L) Govn/Econ (L) Math (L) Science (L) Fine/Pract Arts Elective Summer School: ****Trans to College/Work	
11th Traditional Path/ Accelerated Path **May** meet high school graduation requirements. *Depends on previous credits earned!			ESL 3,4 ESL 3,4 Lit World History (L) Math (L) Science (L) PE (if needed) Summer School: *Br ESL 5 or **ESL 3,4	ESL 5,6 ESL 5,6 Lit U.S. History (L) Math (L) Science (L) Fine/Pract Arts Elective SDCCD: ***Eng 3,4 Summer School: **ESL 5,6	American Lit 1,2 (L); Wrld Lit or Cont Voices 1,2 (L) Govn/Econ (L) Math (L) Science (L) Fine/Pract Arts Elective Summer School ****Trans to College/Work

* Summer school transition course designed to accelerate English language development. Recommended for ESL students receiving a "C" or better in their ESL class.
**Students who fail ESL must retake the course in summer school. Also recommended for students receiving "D" grades.
***Mainstream English course that students must complete at the San Diego Community College District Continuing Education Program in order to follow the timeline of this pathway.
****Elective course designed to help students transition from high school experiences to college and career experiences.
(L) EL designation code listed on course numbers for in-house monitoring purposes only. This is a mainstream English course meeting grade-level standards!
ELD Support Class designed to aid English language development. May include: ELD Literacy Advancement Academy, ELD CAHSEE Support, etc.

ESL 5-6 (*Intermediate – Early Advanced English Proficiency*) Students Entering Grade 9, 10, or 11

H.S. Grad Req and UC/CSU "a-g" Req	Grade 9	Grade 10	Grade 11	Grade 12	Grade 13 (5th year)
9th Traditional Path/ Accelerated Path Meets high school graduation requirements **and** UC/CSU "a-g" requirements	ESL 5,6; ESL 5,6 Lit Fine/Pract Arts Elective Math (L); PE Elective <u>Summer School</u>: **ESL 5,6	Eng 3,4 (L) ELD Support Class World History (L) Math (L) Science (L) PE <u>Summer School</u>	American Lit 1,2 (L) ELD Support Class; U.S. History (L); Math (L) Science (L); Fine/Pract Arts Elective <u>Summer School</u>: **Trans to College/Work	Wrld Lit or Cont Voices 1,2 (L); ELD Support Class; Govn/Econ (L) Math (recommended) Science (L) Elective <u>Summer School</u>: ***Trans to College/Work	
10th Traditional Path/ Accelerated Path **May** meet high school graduation requirements **and** UC/CSU "a-g" requirements *Depends on previous credits earned!		ESL 5,6 ESL 5,6 Lit World History (L) Math (L) Science (L) PE <u>SDCCD</u>: ***Eng 3,4 <u>Summer School</u>: **ESL 5,6	American Lit 1,2 (L) ELD Support Class U.S. History (L) Math (L) Science (L) Fine/Pract Arts Elective <u>Summer School</u>: ****Trans to College/Work	Wrld Lit or Cont Voices 1,2 (L) ELD Support Class Govn/Econ (L) Math (L) Science (L) Fine/Pract Arts Elective <u>Summer School</u>: ****Trans to College/Work	Additional year may be needed for students to complete graduation requirements.
11th Traditional Path **May** meet high school graduation requirements **and** UC/CSU "a-g" requirements *Depends on previous credits earned!			ESL 5,6 ESL 5,6 Lit World History (L) Math (L) Science (L) PE (if needed) <u>SDCCD</u>: ***Eng 3,4 <u>Summer School</u>: **ESL 5,6	American Lit 1,2 (L) ELD Support Class U.S. History (L) Math (L); Science (L) Fine/Pract Arts Elective <u>Summer School</u>: ****Trans to College/Work	Wrld Lit or Cont Voices 1,2 (L) ELD Support Class Govn/Econ (L); Math (L); Science (L) Fine/Pract Arts Elective <u>Summer School</u>: **Trans to College/Work
11th Accelerated Path **May** meet high school graduation requirements **and** UC/CSU "a-g" requirements *Depends on previous credits earned!			ESL 5,6 ESL 5,6 Lit U.S. History (L) Math (L) Science (L) PE (if needed) <u>SDCCD</u>: ***Eng 3,4	American Lit 1,2 (L) Wrld Lit or Cont Voices 1,2 (L) Govn/Econ (L) Math (L) Science (L) Fine/Pract Arts Elective <u>Summer School</u>: **Trans to College/Work	

* Summer school transition course designed to accelerate English language development. Recommended for ESL students receiving a "C" or better in their ESL class.
**Students who fail ESL must retake the course in summer school. Also recommended for students receiving "D" grades.
***Mainstream English course that students must complete at the San Diego Community College District or in the High School Diploma Program in order to follow the timeline of this pathway.
****Elective course designed to help students transition from high school experiences to college and career experiences.
(L) EL designation code listed on course numbers for in-house monitoring purposes only. This is a mainstream English course meeting grade-level standards!
ELD Support Class designed to aid English language development. May include: ELD Literacy Advancement Academy, ELD CAHSEE Support, etc.

APPENDIX J. SAMPLE STUDENT PLACEMENT FORMS (DALLAS)

APPENDIX J. SAMPLE STUDENT PLACEMENT FORMS (DALLAS)

Dallas Independent School District   *Multi-Language Enrichment Program*

NOTE: A copy of the signed Parental Notification—Identification and Placement letter must be submitted to the M-LEP Office for ALL newly enrolling identified LEP students.

Dallas Independent School District
Parental Notification—Identification and Placement
Dual Language, Bilingual, ESL Education Program
Grades PK-12

Appendix Available in Spanish and English A29-A32

Campus Name _____   TEA Number _____   Date _____/_____/_____

To the Parents/Guardians of _____   Grade Level _____

District Identification Number _____   DOB _____/_____/_____

The responses on the Home Language Survey, which you completed upon the initial enrollment of your child into the Dallas ISD, indicated your child speaks a language other than English. Due to the information you reported, your child's English language proficiency was assessed. Federal and state laws require language instruction programs for students who have not attained proficiency in using the English language. We have reviewed your son/daughter's oral language and academic performance in order to make the best instructional decision.

Woodcock Muñoz Language Survey-Revised (WMLS-R)
English *(Grades PK-12)*
Date Administered: Fall/Spring _____   Broad Ability Proficiency Level: _____
Spanish *(Elementary Students—Grades PK-6 with a first language of Spanish)*
Date Administered: Fall/Spring _____   Broad Ability Proficiency Level: _____
Stanford 10, Abbreviated Form *(Grades 2-12)*
Date Administered ____/____/____   Results: Reading Score _____%   Language Arts Score _____%

Texas English Language Proficiency Assessment System, if available *(Grades K-12)*		
B—Beginning **I**—Intermediate **A**—Advanced **AH**—Advanced High		
Listening B I A AH Speaking B I A AH Writing B I A AH		
Reading B I A AH		

Based on the results reviewed from these assessments, the English language proficiency for your son/daughter has been determined to be *Limited English Proficient*. We recommend your son/daughter be placed in the following program required in the Dallas Independent School District:

☐ **Dual Language Education**   ☐ **Transitional** Bilingual Education   ☐ **English as a Second Language (ESL)**

Attached is a description of the program in which your son/daughter will be placed. It describes how the program differs from the general education program in the use of instructional strategies for the English language learner.

The Dallas Independent School District expects all students to achieve success in meeting the academic standards established by the state. The district's curriculum is the Texas Essential Knowledge and Skills (TEKS).

Teachers in the Dual Language, transitional bilingual, and ESL programs are trained to plan instruction for students whose first language is not English. Curriculum and instruction in the Dual Language, transitional bilingual, or ESL programs will be accomplished through developmentally appropriate materials and instructional strategies designed to accelerate your child's development of English comprehension, communication, and academic skills. Dual Language and transitional bilingual education instruction will include the use of the student's primary language. In the case of a student with a disability, close collaboration will be maintained with the special education program by the student's Individual Educational Plan (IEP). Your son/daughter is expected to graduate in _____.

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Dallas Independent School District   *Multi-Language Enrichment Program*

Student Name _____   **Grade Level** _____   **ID** _____

The transition from the Dual Language, transitional bilingual, or ESL program into the general education program is expected to occur within 5 to 7 years. Students may be recommended for exiting the transitional bilingual or ESL program upon meeting the exit criteria established and monitored by the Texas Education Agency. This determination is based upon data that measure the extent to which the student has developed oral and written English language proficiency. The criteria for exit recommendation are as follows:

Grades 6-9—TRANSITIONAL BILINGUAL AND ESL PROGRAMS
- Reading Proficiency—Meeting the state performance standards for TAKS in **English Reading** (Grades 6-9);
- Writing Proficiency—Meeting the state performance standards for TAKS in **English Writing** (Grade 7) or scoring Advance High on the Texas Observation Protocol—Writing (Grades 6, 8, and 9); and
- English Woodcock Muñoz Language Survey-Revised—Broad Ability Level of 4, 5, or 6.

Grades 10-12—ESL/SHELTERED INSTRUCTION PROGRAMS
- Reading and Writing Proficiency—Meeting the state performance standards for TAKS in **English Language Arts**; and
- English Woodcock Muñoz Language Survey-Revised—Broad Ability Level of 4, 5, or 6.

In making the recommendation for exiting the transitional bilingual or ESL programs, the campus will also consider other indicators of the student's overall progress.

Please indicate your approval for your son's/daughter's participation in the district's Dual Language, transitional bilingual, or ESL program by entering your signature in the appropriate space.

_____ YES

_____   _____
Signature of Parent/Guardian   Date

Note: Please return this document to your son/daughter's campus.

For additional information regarding the placement decision for your son/daughter, please contact

_____   _____
Name   Telephone

                                      _____@dallasisd.org
                                              Email Address

Additional Comments _____

_____

_____

TO BE COMPLETED BY CAMPUS PERSONNEL	
Date Sent _____/_____/_____	Date Returned _____/_____/_____
If not returned within three days, the following actions were taken *(check all that apply):*	
☐ Date _____/_____/_____	Duplicate copy sent to the parent/guardian via mail.
☐ Date _____/_____/_____	Parent/Guardian contacted by telephone.
☐ Date _____/_____/_____	Home Visit (*Name of Person* _____)
☐ Date _____/_____/_____	Other _____
Completed by _____	Date _____/_____/_____
(Signature)	

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Dallas Independent School District
Parental Information—Dual Language Program Benefits
Grades PK – 1

> *Appendix*
> *Available in Spanish*
> *and English A33-A34*

Dear Parents/Guardians,

The Dual Language Program is the only research-based bilingual education program model that has been proven nationwide to yield higher student achievement than students participating in the mainstream education program. The goal for the district's Dual Language Program is for participating students to be bilingual and biliterate in the spoken and written Spanish and English languages; a goal that exceeds the learning expectations required by state law. We are excited your child will be participating in this program, which will yield long-term academic and linguistic success for your child.

Through Dual Language instruction, your child will build academic language in Spanish and English. Through this instructional model, your child will receive daily instruction in Spanish and English and will become increasingly more competent in understanding, speaking, reading, and writing in Spanish and English at progressively more demanding levels of complexity. In the prekindergarten through first grade Dual Language Program, your child will be taught in Spanish and English as follows:

- Spanish—Reading/Language Arts, Science, and Social Studies
- English—Math

Your child will be held accountable to the state standards required of all students in the state of Texas. Please refer to the following website for additional information:
http://www.tea.state.tx.us/teks.

If your child is enrolled in the special education program, the Dual Language teacher will collaborate with the special education teacher/s to ensure instruction is provided according to your child's Individual Education Plan (IEP).

Instructional materials and resources in Spanish and English will be available for your child to use during daily instruction, and his/her homework assignments will reflect the Spanish and English your child is learning through classroom instruction.

If you desire additional information regarding the district's Dual Language Program, please contact your child's teacher so he/she can schedule an appointment with campus personnel to discuss the Dual Language Program for developing the necessary academic Spanish and English language proficiency in accordance with Chapter 89 of the Texas Administrative Code.

Thank you,

_____
Campus Principal

We encourage you, as the parent, to become actively involved in your child's participation in the Dual Language Program to ensure your child receives the full benefits of the program. You have talents and skills that can be utilized either at the campus or in your home. Please complete the following information if you are interested in finding out how you can enrich your child's learning experiences in the Dual Language Program. Please return this information to your child's classroom teacher.

☐ **YES, I want to volunteer my time and talents to enhance my child's learning experiences in the Dual Language Program. Please contact me at your earliest convenience.**

Child's Name: _____

Grade Level: _____   **Child's Birthday** _____/_____/_____

Parent/Guardian's Name: _____

Telephone Number: _____

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Appendix
Available in Spanish
and English A35-A36

Dallas Independent School District
Parental Information—Dual Language Program Benefits
Grades 2-5

Dear Parents/Guardians,

The Dual Language Program is the only research-based bilingual education program model that has been proven nationwide to yield higher student achievement than students participating in the mainstream education program. The goal for the district's Dual Language Program is for participating students to be bilingual and biliterate in the spoken and written Spanish and English languages; a goal that exceeds the learning expectations required by state law. We are excited your child will be participating in this program, which will yield long-term academic and linguistic success for your child.

Through Dual Language instruction, your child will build academic language in Spanish and English. Through this instructional model, your child will receive daily instruction in Spanish and English and will become increasingly more competent in understanding, speaking, reading, and writing in Spanish and English at progressively more demanding levels of complexity. In the second through fifth grade Dual Language Program, your child will be taught in Spanish and English as follows:

- Spanish—Reading/Language Arts, Science, and Social Studies
- English— Reading/Language Arts and Math

Your child will be held accountable to the state standards required of all students in the state of Texas. Please refer to the following website for additional information:
http://www.tea.state.tx.us/teks.

If your child is enrolled in the special education program, the Dual Language teacher will collaborate with the special education teacher/s to ensure instruction is provided according to your child's Individual Education Plan (IEP).

Instructional materials and resources in Spanish and English will be available for your child to use during daily instruction, and his/her homework assignments will reflect the Spanish and English your child is learning through classroom instruction.

If you desire additional information regarding the district's Dual Language Program, please contact your child's teacher so he/she can schedule an appointment with campus personnel to discuss the Dual Language Program for developing the necessary academic Spanish and English language proficiency in accordance with Chapter 89 of the Texas Administrative Code.

Thank you,

_____
Campus Principal

We encourage you, as the parent, to become actively involved in your child's participation in the Dual Language Program to ensure your child receives the full benefits of the program. You have talents and skills that can be utilized either at the campus or in your home. Please complete the following information if you are interested in finding out how you can enrich your child's learning experiences in the Dual Language Program. Please return this information to your child's classroom teacher.

☐ **YES, I want to volunteer my time and talents to enhance my child's learning experiences in the Dual Language Program. Please contact me at your earliest convenience.**

Child's Name: _____

Grade Level: _____   **Child's Birthday** _____/_____/_____

Parent/Guardian's Name: _____

Telephone Number: _____

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> *Appendix*
> *Available in Spanish*
> *and English A37-A38*

Dallas Independent School District
Parental Information
Transitional Bilingual Program Benefits
Elementary Grade 6

Dear Parents/Guardians,

There are benefits to be gained by your son/daughter when he/she participates in the district's transitional bilingual education program. Because your child hears Spanish at home and/or speaks Spanish with peers, he/she will benefit from bilingual instruction. The district's transitional bilingual education program provides your child with Spanish and English instruction by a teacher who speaks Spanish and English, ensuring your child understands what the teacher is teaching for achieving academic success.

English is clearly an important language for academic success. Your child will receive daily instruction in Spanish and English, and as he/she becomes increasingly more competent in understanding and speaking English, more of the teacher's instruction will be in English. The concepts and skills learned in Spanish will transfer to English. Knowledge that your child acquires through learning to read, and completing assignments in mathematics, science, social studies, and other subject areas in Spanish, transfers to English as he/she learns to understand and speak in English. This is necessary so that your son/daughter will meet all of the required state standards expected of all students in the state of Texas. Please refer to the following website for additional information: http://www.tea.state.tx.us/teks.

If your child is enrolled in the special education program, the bilingual teacher will collaborate with the special education teacher/s to ensure instruction is provided according to your child's Individual Education Plan (IEP).

If you desire additional information regarding the district's transitional bilingual education program, please contact your child's teacher so he/she can schedule an appointment with campus personnel to discuss the district's transitional bilingual education program for developing the necessary academic English language proficiency, which is in accordance with Chapter 89 of the Texas Administrative Code.

Thank you,

_____
Campus Principal

We encourage you, as the parent, to become actively involved in your child's participation in the transitional bilingual program to ensure your child receives the full benefits of the program. You have talents and skills that can be utilized either at the campus or in your home. Please complete the following information if you are interested in finding out how you can enrich your child's learning experiences in the bilingual program. Please return this information to your child's classroom teacher.

☐ **YES, I want to volunteer my time and talents to enhance my child's learning experiences in the bilingual program. Please contact me at your earliest convenience.**

     Child's Name: _____

     Grade Level: _____   **Child's Birthday _____/_____/_____**

     Parent/Guardian's Name: _____

     Telephone Number: _____

> *Updated June 2009*

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Dallas Independent School District   *Multi-Language Enrichment Program*

Appendix
Available in Spanish
and English A39-A40

Dallas Independent School District
Parental Information
English as a Second Language Program Benefits
Grades PK – 12

Dear Parents/Guardians,

There are benefits to be gained by your son/daughter when he/she participates in the district's English as a Second Language education program. Because your child hears a language other than English at home and/or speaks a language other than English with peers, he/she will benefit from intensive English instruction.

A teacher in the English as a Second Language (ESL) education program is trained to teach the English language using special materials and instructional strategies and is sensitive to the individual needs of a student who is learning English. The teacher in an ESL program collaborates with other teachers who may also have your son/daughter in their classes. This is necessary so that your son/daughter will meet all of the required state standards expected of all students in the state of Texas. Please refer to the following website for additional information: http://www.tea.state.tx.us/teks.

If your child is enrolled in the special education program, the ESL teacher will collaborate with the special education teacher/s to ensure instruction is provided according to your child's Individual Education Plan (IEP).

If you desire additional information regarding the district's English as a Second Language education program, please contact your child's teacher so he/she can schedule an appointment with campus personnel to discuss the English as a Second Language program for developing necessary English language proficiency.

Thank you,

_____
Campus Principal

We encourage you, as the parent, to become actively involved in your child's participation in the ESL program to ensure your child receives the full benefits of the program. You have talents and skills that can be utilized either at the campus or in your home. Please complete the following information if you are interested in finding out how you can enrich your child's learning experiences in the ESL program. Please return this information to your child's classroom teacher.

☐   **YES, I want to volunteer my time and talents to enhance my child's learning experiences in the ESL program. Please contact me at your earliest convenience.**

Child's Name: _____

Grade Level: _____   **Child's Birthday** _____/_____/_____

Parent/Guardian's Name: _____

Telephone Number: _____

Updated June 2010

2010-2011 LPAC Manual

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Dallas Independent School District   *Multi-Language Enrichment Program*

> *Appendix*
> *Available in Spanish*
> *and English A46-A47*

Parental Plan of Action for Denials—ELEMENTARY

DISTRICT PERSONNEL MAY NOT SOLICIT PARENT DENIAL OR PROVIDE A DENIAL FORM/LETTER FOR THE PARENT'S SIGNATURE. THE PARENTAL PLAN OF ACTION FOR DENIAL MAY ONLY BE GIVEN TO PARENTS REQUESTING PROGRAM DENIAL AT THE TIME IN WHICH THE REQUEST IS MADE. A DENIAL WILL NOT BE CONSIDERED VALID UNTIL THIS DOCUMENT IS SUBMITTED ALONG WITH A COPY OF THE HANDWRITTEN DENIAL LETTER AND THE LPAC MEETING DOCUMENTATION TO THE M-LEP OFFICE VIA FAX (972/749-5791) OR DISTRICT MAIL (BOX 382).

Campus: _____ **TEA:** _____ **Grade Level:** _____

Student Name: _____ **ID Number:** _____ **Birthday:** _____/_____/_____

Program Denial Request: _____ **Dual Language Program** _____ **Bilingual Program** _____ **ESL**

As noted in Title III, Sec.3302.Parental Notification, information pertaining to parental rights is to include written guidance detailing the right that parents have regarding their child's immediately removal from a language instruction educational program upon their request, and the options parents have to decline enrollment of their child in such program or to choose another program or method of instruction, if available. This document must be completed upon the parent's request to deny program placement.

As the parent of _____, I understand the following if I request a parental denial of program placement:

- ☐ I will be required to conference with the campus LPAC administrator and LPAC chairperson to discuss the benefits of the program I am denying for my child. *(Date of Conference: _____/_____/_____)*

- ☐ I will be required to sign the LPAC Meeting Documentation form to verify my attendance at the meeting with the LPAC administrator and LPAC chairperson.

- ☐ The decision to deny program placement is a long-term instructional decision I am making for my child, which will affect placement opportunities in the future.

- ☐ My child in grade 6 may participate in the ESL program if I deny the bilingual program. If my child is placed into the ESL classroom, he/she will receive instructional services provided by an ESL certified teacher.

- ☐ By denying program placement for my child, I understand I cannot deny my child's status as Limited English Proficient. My child's English language proficiency was assessed because I recorded that my child spoke a language other than or in addition to English on the Home Language Survey that I completed upon my child's initial enrollment in school.

- ☐ Although I have denied program participation in the Dual Language, bilingual, or ESL program, my child will participate in the following assessments:
  - English TAKS in all Content Areas *(elementary grades 3-6)*;
  - TPRI *(elementary grades K-3)*;
  - TELPAS *(elementary grades K-6)*.

- ☐ The decision I have made to deny program placement for my child has not been suggested to me nor coerced by a member of the campus staff.

- ☐ I have attached a handwritten letter of denial to this document explicitly expressing my reasons for the program denial. I have signed and dated this legal document.

- ☐ By denying program placement for my child, the campus staff is under no obligation to assign my child to the teacher of my choice.

DUAL LANGUAGE PROGRAM PLACEMENT DENIALS

- ☐ The Dual Language Program is the only research-based bilingual education program model that has been proven nationwide to yield higher student achievement than students participating in the mainstream education program. By denying program placement into the Dual Language Program, my child will participate in the general education program.

- ☐ The only language program offered to my child whose first language is Spanish in grades PK-5 is the Dual Language Program. My child will be placed into the all-English classroom with instructional services provided by a general education teacher, and my child will receive no specialized language support in this program.

Parent's Name *(please print)*: _____

Parent's Signature: _____ Date: _____/_____/_____

LPAC Administrator: _____ Date: _____/_____/_____

LPAC Chairperson: _____ Date: _____/_____/_____

Executive Director: _____ Date: _____/_____/_____

> *This signed document is to be placed in the student's LPAC Folder Insert.*
> *Please send copies of this document, the handwritten letter of denial and LPAC Meeting*
> *Documentation to the M-LEP Office via fax (972/749-5791) or district mail (Box 382).*

anual

Appendix Available in Spanish and English A48-A49

Parental Plan of Action for Denials—SECONDARY

DISTRICT PERSONNEL MAY NOT SOLICIT PARENT DENIAL OR PROVIDE A DENIAL FORM/LETTER FOR THE PARENT'S SIGNATURE. THE PARENTAL PLAN OF ACTION FOR DENIAL MAY ONLY BE GIVEN TO PARENTS REQUESTING PROGRAM DENIAL AT THE TIME IN WHICH THE REQUEST IS MADE. A DENIAL WILL NOT BE CONSIDERED VALID UNTIL THIS DOCUMENT IS SUBMITTED ALONG WITH A COPY OF THE HANDWRITTEN DENIAL LETTER AND THE LPAC MEETING DOCUMENTATION TO THE M-LEP OFFICE VIA FAX (972/749-5791) OR DISTRICT MAIL (BOX 382).

Campus: _____ **TEA:** _____ **Grade Level:** _____

Student Name: _____ **ID Number:** _____ **Birthday:** ____/____/____

Program Denial Request: _____ ESL   _____ Sheltered Instruction

As noted in Title III, Sec.3302.Parental Notification, information pertaining to parental rights is to include written guidance detailing the right that parents have regarding their child's immediately removal from a language instruction educational program upon their request, and the options parents have to decline enrollment for their child in such program or to choose another program or method of instruction, if available. This document must be completed upon the parent's request to deny program placement.

As the parent of _____, I understand the following if I request a parental denial of program placement:

☐ I will be required to conference with the campus LPAC administrator and LPAC chairperson to discuss the benefits of the program I am denying for my child. *(Date of Conference: ____/____/____)*

☐ I will be required to sign the LPAC Meeting Documentation form to verify my attendance at the meeting with the LPAC administrator and LPAC chairperson.

☐ The decision to deny program placement is a long-term instructional decision I am making for my child, which will affect placement opportunities in the future.

☐ By denying program placement for my child, I understand I cannot deny my child's status as Limited English Proficient. My child's English language proficiency was assessed because I recorded that my child spoke a language other than or in addition to English on the Home Language Survey that I completed upon my child's initial enrollment in school.

☐ Although I have denied program participation in the ESL or Sheltered Instruction program, my child will participate in the following assessments:
   - English TAKS in all Content Areas *(secondary grades 6-Exit)*;
   - Spring English WMLS-R Assessment; and
   - TELPAS *(secondary grades 6-12)*.

☐ The decision I have made to deny program placement for my child has not been suggested to me nor coerced by a member of the campus staff.

☐ I have attached a handwritten letter of denial to this document explicitly expressing my reasons for the program denial. I have signed and dated this legal document.

☐ By denying program placement for my child, the campus staff is under no obligation to assign my child to the teacher of my choice.

Parent's Name *(please print):* _____

Parent's Signature: _____ Date: ____/____/____

LPAC Administrator: _____ Date: ____/____/____

LPAC Chairperson: _____ Date: ____/____/____

Executive Director: _____ *Date:* ____/____/____

This signed document is to be placed in the student's LPAC Folder Insert.

Please send copies of this document, the handwritten letter of denial and LPAC Meeting Documentation to the M-LEP Office via fax (972/749-5791) or district mail (Box 382).

APPENDIX K. SAMPLE HOME LANGUAGE SURVEY FORMS (SAN DIEGO AND HOUSTON)

San Diego

SDUSD New Arrival Center
Intake

Date _____

I.   STUDENT INFORMATION

1._____   _____

   Student Last Name   Student First Name   *Date of arrival in U.S.*

2._____   _____   _____

   Primary language + other languages – speak/write   *Age*   *Birthdate*

3._____   _____

   Country of birth   *Date of 1ˢᵗ enrollment in U.S. schools*

4._____   _____   _____

   Parent Last Name   Parent First Name   *Contact Phone Number*   *Contact Name*

5. Is there someone who can help with translation for home-school communication?   Yes ☐   No ☐

_____   _____   _____

Name   *Relationship*   *Contact Number*

II.   PRIOR EDUCATION

Highest grade attended: _____	Date of last year attended: _____	Literacy in Primary Language			
			High	Medium	Low	None
		Read	☐	☐	☐	☐
Amount of prior study in English: _____	Studied English where? _____	Write	☐	☐	☐	☐

Students previously enrolled in district or other U.S. school			
ESL/ELD _____ Level	_____ *Grades*	_____ _____ *From (mm/yr) To (mm/yr)*	
Math _____ Level	_____ *Grades*		

III.   HOME INFORMATION

Lives with	
Siblings & Ages	
Languages spoken at home	
Other	

IV.   RESETTLEMENT INFORMATION (Students with refugee status only)

_____   _____   _____

Resettlement Agency   *Primary contact*   *Phone*

Refugee Camp Name/Location	
Circumstances of departure	
Other	

V.   PLACEMENT RECOMMENDATION
1.   Attach CSR or transcripts and CELDT report.
2.   Briefly explain how NAC is a more appropriate placement for this student than the mainstream ESL/ELD program.

NAC USE ONLY	NAC RECOMMENDATION					
Full-time NAC ☐		**Part-time NAC** ☐		**Other** ☐		
Comments:						

Placement						Parent Contact
ESL	**Math**	**Science**	**History**	**P.E.**	**Elective**	**Date:**
						Outcome:

OLA NAC Designee   **OLA NAC Designee Signature**

POST-ENROLLMENT ASSESSMENT

	Date	Score	Date	Score	Date	Score
Express						
ELDPI Writing						
FAST Math						

HOUSTON
INFORMAL ASSESSMENT
OF HOME LANGUAGE
(Optional)

This interview instrument is available (for optional use) when additional information is needed to determine student's language usage and experience. This interview should be conducted by the student's teacher or school counselor.

> After asking for the name of the parents or guardian, the interviewer might ask the following questions in order to get more accurate information on the student's home situation:
> 1. Are the student's parents living?
> 2. Does he live with one or both parents?
> 3. Does he live with a brother or sister? Is he/she married?
> 4. Does he live with another relative?
> 5. Does he live with a guardian (not a relative)?

> For Item #11, look for the responses: excellent, good, average, poor
> For Item #20, check all items that are applicable.

Student: _____ School: _____

Address: _____ Grade: _____

Telephone: _____ Age: _____

Date: _____ Interviewer: _____

PARENT'S OR GUARDIAN'S NAMES: _____

SISTER(S) _____ AGE _____ BROTHER(S) _____ AGE _____

_____

1. How long have you lived in Houston? _____

2. Name other cities in the United States where you have lived in for how long.

City_____ How Long?_____

_____   _____

_____   _____

3. Name all the schools in the United States you have attended.

School _____ Dates attended _____

_____   _____

_____   _____

4. Have you ever attended a school outside the United States?

Where? _____   How Long?_____

_____   _____

_____   _____

5. Have you studied English as a foreign language or second language?

Where? _____   How Long?_____

_____   _____

_____   _____

6. What language do you usually speak at home? _____

7. What language does your family usually speak at home? _____

8. Does your father speak English? _____ Your mother ? _____

9. Do you like to speak English? _____

10. Which language do you prefer to speak? _____

11. How would you rate your attendance at school? _____

13. Do you have difficulty with any of your classes? _____ If so, which ones? _____

14. Which is your favorite radio station? _____

15. Which is your favorite TV program? _____

12. Who is your favorite recording artist? _____

13. What is your favorite subject in school? _____

14. What is your hobby? _____

15. Which is your favorite sport? _____

16. What do you plan to do in the next few years? _____

Graduate from high school _____

Work after high school _____

Attend a university _____

Questions 12-20 applicable to middle and secondary school students.

Interviewer Signature / Title

Date

HOUSTON
TEACHER SURVEY OF
STUDENT LANGUAGE
(Optional)

This survey may be used for students for whom additional information is needed to determine the recommendations for program placement.

Student 's Name _____   Grade: _____

Student's I.D. No: _____   Date: _____

School: _____   Teacher: _____

a. Has the student ever spoken a language other than English in the classroom?

_____ (1) Yes   _____ (2) No

b. If Yes, indicate language spoken: _____ (1) Spanish _____ (2) Other

(Please specify) _____

2. Does the student usually speak a language other than English with his friends?

_____(1) Yes   _____ (2) No

3. Please rate how much the student **understands** his/her teacher when the teacher is speaking English.

_____ (4) Understands little or no English

_____ (3) Understands some English but not enough to understand his teacher in the classroom

_____ (2) Understands English but does not understand it as much as native English speaking students of his/her age

_____ (1) Understands English as well as native English-speaking students of his/her age

4. Please rate how well student **speaks** English.

_____ (4) Speaks little or no English

_____ (3) Speaks some English but not enough to be understood by his/her teacher in the classroom

_____ (2) Speaks English but not as well as native English -speaking students of the same age

_____ (1) Speaks English as well as native English-speaking students

5. Please rate how well the student **reads** English. (Rate only for student sin the second grade and above)

_____ (4) Reads little or no English

_____ (3) Reads some English

_____ (2) Reads English but not as well as native English-speaking students of the

    same age

_____ (1) Reads English as well as native English-speaking students

6. Please rate how well the student **writes** English. (Rate only for students in second grade and

above)

_____ (4) Writes little or no English

_____ (3) Writes some English

_____ (2) Writes English but not as well as native English-speaking students of the

    same age

_____ (1) Writes English as well as native English-speaking students

Based on your judgement, rank the student's proficiency in English for each language area listed

below by checking the one most appropriate statement in each area.

7. Pronunciation

_____ (5) Pronunciation problems so severe as to make speech almost unintelligible

_____ (4) Very hard to understand because of pronunciation problems. Must frequently

be asked to repeat

_____ (3) Pronunciation problems necessitate concentrated listening and occasionally

lead to misunderstanding

_____ (2) Always intelligible, though one is conscious of a definite accent

_____ (1) Has few traces of foreign accent

8. Grammar

_____ (5) Errors in grammar and word order so severe as to make speech virtually

    unintelligible

_____ (4) Grammar and word-order errors make comprehension difficult. Must often

    rephrase sentences and/or restrict himself to basic patterns

_____ (3) Makes frequent errors of grammar and word-order which occasionally

    obscure meaning

_____ (2) Occasionally makes grammatical and/or word-order errors which do not,

    however, obscure meaning

_____ (1) Makes few (if any) noticeable errors of grammar or word order

9. Vocabulary

_____ (5) Vocabulary limitations so extreme as to make conversation virtually

    impossible

_____ (4) Misuse of words and very limited vocabulary make comprehension quite

    difficult

_____ (3) Frequently uses the wrong words; conversation somewhat limited because of

    inadequate vocabulary

_____ (2) Sometimes uses inappropriate terms and/or must rephrase ideas because of

a lack of vocabulary

_____ (1) Use of vocabulary is virtually that of a native speaker

10. Fluency

_____ (5) Speech is so fragmented as to make conversation virtually impossible

_____ (4) Frequently forced into silence by language imitations

_____ (3) Speed and fluency are strongly affected by language problems

_____ (2) Speed of speech is slightly affected by language problems

_____ (1) Speech is as fluent and effortless as that of a native speaker

11. Comprehension

_____ (5) Cannot be said to understand even simple conversational English

_____ (4) Has great difficulty following what is said. Can comprehend only "social

conversation" spoken slowly and with frequent repetitions

_____ (3) Understands most of what is said at slower-than-normal speed with

 repetitions

_____ (2) Understands nearly everything at normal speed, although occasionally

 repetition may be necessary

_____ (1) Appears to understand everything without difficulty

12. Teacher Recommendation (based on observation):

_____

Teacher Signature

APPENDIX L. INDIVIDUALS INTERVIEWED

APPENDIX L. INDIVIDUALS INTERVIEWED

- Andrea Madera, Secondary ELL Specialist
- Angela Bertoldi, Assessment Specialist
- Anne Alberino, Math Coach
- Christopher Petice, Senior Budget Officer
- Cindy Englehardt, Math Coach
- Courtney Monterecy, Reading Coach
- Cynthia Scheller, Director of Professional Learning
- Dennis McHugh, Math Curriculum Supervisor
- Dr. Guy Alba, Supervisor of Guidance and Counseling
- Dr. Jose Gonzalez, Interim Director of Student Registration
- Dr. Natalie Dunning, Science Curriculum Supervisor
- Earnest Cox, Supervisor of Fine Arts, Foreign Languages and Gifted and Talented
- Elizabeth Hefferman, Math Coach
- Gary Moroch, Elementary School Level Executive Director
- Janet Pichardo, Director of Family and Community Engagement
- Karen Vessella, Secondary Director of Special Ed.
- Kathleen Crain, School Board President
- Kimberly Luca, Social Studies Curriculum Supervisor
- Kristi Bond, Director of Federal Programs
- Leonarda Ureña, Language Proficiency Screener
- Lisa Vargas-Sinapi, Elementary Director of Special Ed.
- Marco Andrade, Director of Research, Planning and Accountability
- Marc Catone, Middle School Level Executive Director
- Meng Taing, Language Proficiency Screener
- Mindy Mertz, Supervisor of Preschool
- Miriam Garcia, Language Proficiency Screener
- Murkje Dekoe, HS Newcomer
- Nelia Fontes, Elementary ELL Specialist
- Nkoli Onye, High School Level Executive Director
- Paula Shannon, Executive director of Planning and implementation
- Sara Melin, Co-Founder at RI Coalition
- Sarah Chou, *My Learning* Plan Manager
- Sheryl Rabbit, ELA Curriculum Supervisor
- Soledad Barreto, Director, Office of English Language Learners
- Stephen Smith or Designee, Providence Teacher's Union
- Yanaiza Gallant, Reading Coach

Principals

- Brent Kermen, Principal at William D'Abate
- Brian Purcell, Principal at West Broadway
- Caroline Creel, Acting Principal at Gilbert Stuart Middle School

- John Hunt, Principal at Central
- Karyn Rosenfield, Principal Intern at Fortes
- Lori Hughes, Principal at Charles Fortes
- Mercedes Torres, Principal at Alfred Lima Elementary School
- Javier Montañez, Principal at Frank Spaziano Elementary School
- Brearn Wright, Principal at Roger Williams Middle School
- Roseclaire Bulgin, Assistant Principal at Alfred Lima Elementary School
- Susan Chin, Principal at Veazie Elementary School
- Renee Grant-Kane, Assistant Principal at Carl Lauro Elementary School
- Carolyn Johnston, Principal at Fogarty Elementary School
- Regina Winkfield, Principal at E-Cubed High School
- Oscar Paz, Principal at Mount Pleasant High School
- Ramon Torres, Principal at PCTA
- Scott Sutherland, Principal at Hope High School
- Susan DeAthos, Principal at Harry Kizirian

Teachers

- Amy Lopes, General Education Teacher at William D'Abate Elementary
- Bob Prignano, Grade 2 DLS Teacher at Lima Elementary
- Carol Pagan, General Education Teacher at Lima Elementary
- Christianne Fisher, General Education Teacher Science Teacher at Central High
- Daniela Tosta, 6–8 ESL Teacher (newcomer class) at Gilbert Stuart Middle School
- Denise Backman, Grade 5 ESL Teacher at Mary Fogarty Elementary
- Donna Aragon-Hanley, Elementary Bilingual Special Education Inclusion at Fortes
- Ekaete Okon, Grade 2 ESL Teacher at Carl Lauro
- Ellen House, General Education Teacher at Hope High
- Genevieve Eaton, Grade 7–8 ESL Teacher at Gilbert Stuart Middle School
- Gina Miller, General Education Teacher at Lima Elementary
- Heather Goetz, General Education Teacher at Flynn Elementary
- Kelly Reyes, Grade 5 DLE Teacher at Lima Elementary
- Lori Whalen, General Education Teacher at Gilbert Stuart Middle School
- Matilda Mahama, 7–8 ESL Science Teacher at Gilbert Stuart Middle School
- Maria Torres, Grade 2 SEBS at Carl Lauro
- Michael Comella, General Education Teacher at Del Sesto Middle School
- Polly Barnes, 9–12 ESL Teacher at PAIS High School
- Ruth Colon, Bilingual Teacher at Lima Elementary
- Sara Melin, Grade 6 Bilingual Teacher at Roger Williams Middle School
- Ty Jesso, HS ESL Teacher at PAIS High School

Parent and Community

- Akimana Abdouraham, International Institute Refugee Liaison
- Olga de Peña, Parent
- Yumilka Alba, Parent

APPENDIX M. DOCUMENTS REVIEWED

APPENDIX M. DOCUMENTS REVIEWED

Notebook Materials

1. Providence School District Corrective Action Plan: 2009–2010 and 2010–2011 Academic Years
2. Providence School Board Foundations and Basic Commitments Policy
3. Providence School District Corrective Action Plan 2009–2010 & 2010–2011 Academic Years
4. Providence schools Declaration of Rights for Parents of English Language Learners
5. Providence Schools Notification of Initial LEP Identification and ELL Service Eligibility
6. Change of Program Request Form
7. Attendance Rates for ELLs
8. Special Education Enrollment
9. Waiver from Current ELL Program
10. District Course Offerings
11. Rhode Island School and District Accountability System, Technical Bulletin
12. Providence School Department 2009/2010 Approved Title III Budget and Expenditure Guidance
13. Title III Department of Language and Culture Approved Budget Summary July 1, 2009– June 30, 2010 as of December 1, 2009
14. Teacher Evaluation Handbook for Probationary and Tenured Teachers, Providence School Department Providence Teacher's Union, Providence, Rhode Island
15. Administrator Evaluation Document Based on the Standards for School Leadership, Interstate School Leaders Licensure Consortium, September 2002
16. Providence Schools Memorandum to High School Principals and High school Heads of Guidance, from Sharon Contreras, Chief Academic Officer, regarding Protocol for scheduling High School ELL Students
17. Reclassified ELL Student Performance Data
18. ELLs with Disabilities (Exception to the State Exit Criteria) Data
19. Standards for Educational Leaders Indicators of Performance
20. Rhode Island Department of Elementary and Secondary Education: Regulations Governing the Education of English Language Learners in Rhode Island 2010
21. Rhode Island Department of Elementary and Secondary Education: List of Schools Not Making Adequate Yearly Progress – 2011
22. Rhode Island Department of Elementary and Secondary Education: 2011 School Classification Index Scores vs. Percent Proficient
23. Providence Registration Process
24. Providence Kindergarten Placement
25. Graduation and Drop-out Rate for ELLs
26. Providence Public Schools: Providence School Board Policies and Regulations
27. Providence School Enrollment
28. Rhode Island Department of Education: Supplemental Services 2010─2011 Service Summary Information
29. Number and Percentage of Long-Term ELLs

30. Providence Public Schools New Graduation Requirements Brochure
31. Rhode Island Board of Regents for Elementary and Secondary Education Basic Education Program Regulations
32. International Institute of Rhode Island Pamphlets and Brochures
33. Providence School Department, 2009–2010 Proposed Budget
34. Gifted Enrollment
35. LIFT Administrative Handbook
36. LIFT Administrative Procedures
37. LIFT Framework for Teaching and Learning
38. School Classification Multi-Year Analysis Report
39. Accountability Status by School
40. Providence School Board Policy: Professional Development
41. Professional Development Offerings 2010–2011 SY Related to ELL
42. District Curriculum Framework 2010
43. English Language Learners Taskforce Final Recommendations February 2008, Prepared by ELL Specialists: Pamela Ardizzone, Soledad Catanzaro, Dina Silvaggio
44. Rhode Island Department of Education Home Language Survey
45. Providence School Department 2009–2010 Proposed Budget
46. Providence School Department ACCESS for ELLs District Overall Score, Spring 2006
47. Providence Newcomer Academy First Quarter Report, Teaching and Learning Meeting, November 30, 2004
48. Providence Teacher's Union Collective Bargaining Agreement
49. Teacher Evaluation Handbook for Probationary and Tenured Teachers
50. Administrator Evaluation Document
51. Textbooks
52. Recent School Board Agendas
53. Providence Public Schools Elementary Pacing Guide for Balanced Literacy Classrooms 2009–2010, Grade Level: 3rd grade, Subject: English Language Arts, Time Period: First quarter
54. Providence Schools District Curriculum Framework, American Literature 2010–2011
55. Providence Schools District Curriculum Framework, Algebra I 2010–2011
56. Providence Schools District Curriculum Framework, Geometry 2010–2011
57. Providence Schools District Curriculum Framework, Mathematics 2010–2011, grade 7
58. Providence Schools District Curriculum Framework, Physics 2010–2011
59. Providence Schools District Curriculum Framework, Biology 2010–2011
60. Providence Schools District Curriculum Framework, Science 2010–2011, Grade 7
61. IDEL Indicadores Dinámicos del Éxito en la Lectura Septima Edición Grade 3 Benchmarks
62. DIBELS Dynamic Indicators of Basic Early Literacy Skills 6th Edition Grade 3 Benchmarks
63. DIBELS Dynamic Indicators of Basic early Literacy Skills 6th Edition Third Grade Student Materials Benchmark Assessment
64. Providence Public Schools Elementary Pacing Guide for Balanced Classrooms 2009–2020 3rd grade ELA first quarter
65. Estructuras de la Vida Guía del Maestro Foss Full Option Science System
66. Classroom Walkthrough for Continuous Improvement Second Edition 2010

67. Classroom Walkthrough for Continuous Improvement, Data Collection look-for
68. The Charles A. Dana Center at the University of Texas at Austin Classroom Walkthough for Continuous Improvement

Other Materials

1. New England Common Assessment Program Math and Reading Performance in Providence and Rhode Island
2. The Providence Plan (September 2010) English Language Learners in Providence Public Schools
3. Summary Report on Student Performance Between ELL Students in Program and ELL Students Who Are Eligible but not Enrolled
4. *The Providence Journal*, "Providence Teachers Begin Voting on Contract" by Linda Borg
5. Center for American Progress: *The Design of the Rhode Island School Funding Formula*, By Kenneth K. Wong, August 3, 2011
6. *Providence Journal Online Rhode Island News*, "Hispanics on the Rise" by Paul Edward Parker Rhode Island
7. Opening the World of Learning Summer School Evaluation, Charlotte Mecklenburg Schools 2004–2005, by Ellen Edmonds and Bob Algozzine
8. Strengthening Parent and Community Engagement
9. "The Astounding Effectiveness of Dual Language Education for All" by Virginia P. Collier and Wayne P. Thomas, George Mason University
10. Dallas Independent School District 2010–2011 Language Proficient Assessment Committee Manual
11. St. Paul Public Schools English Language Centers Graduation Plans
12. San Diego Unified School District New Arrival Center Intake
13. Providence District School Map and School Profiles
14. 2011 Rhode Island District Report Card, Providence Elementary, Middle, and High School
15. Providence Newcomer Academy Report, Spring 2004
16. "Counting on Ourselves: The Providence Demography Initiative/ A first Portrait: Schools" The Providence Blueprint for Education (PROBE) and The Providence Plan in conjunction with The Population Studies and Training Center of Brown University
17. 2000 US Census Data
18. American Community Survey, Rhode Island Population and Housing Narrative Profile: 2005–2009
19. Evaluation of Instructional Programs
20. Statewide Planning Program Technical Paper, July 2007, Destination: Rhode Island Domestic and International Migration in the Ocean State
21. Racial and Ethnic Minority Disparities Project: Executive Summary, October 2004
22. Pew Hispanic Center, Providence County, Rhode Island
23. Nuestras Raíces, "Latinos in New England" Accessed 24 August 2011

APPENDIX N. STRATEGIC SUPPORT TEAM MEMBERS

APPENDIX N. STRATEGIC SUPPORT TEAM MEMBERS

Michael Casserly

Michael Casserly is the executive director of the Council of the Great City Schools, a coalition of 65 of the nation's largest urban public school districts. Dr. Casserly has been with the organization for 28 years, 13 of them as executive director. Before heading the group, he was the organization's chief lobbyist on Capitol Hill in Washington, DC, and served as the Council's director of research. Dr. Casserly has led major reforms in federal education laws, garnered significant aid for urban schools across the country, spurred major gains in urban school achievement and management, and advocated for urban school leadership in the standards movement. He led the organization in holding the nation's first summit of urban school superintendents and big-city mayors. He holds a doctorate from the University of Maryland and a bachelor's degree from Villanova University.

Veronica Maria Gallardo

In the summer of 2008, Ms. Gallardo became the director of the Department of English Language Learners and International Programs for Seattle Public Schools, serving the largest bilingual student population in Washington State. She is a member of the State Bilingual Education Advisory Board and Seattle Public School District Leadership Team. She has spearheaded the implementation of the comprehensive redesign of the programs for English language learners (ELLs) based on the findings and recommendations of the Council of Great City Schools report. Her school-site experience began as a teacher at Woodin Elementary in the Northshore School District. In that district, she assumed increasing levels of responsibility, from teacher, community outreach for Latino families, to building leadership team member and district instructor for Developing Mathematical Ideas. Ms. Gallardo assumed the role of the academic leader for four years at Wedgwood Elementary in Seattle Public Schools before being asked to lead the district's efforts of reform for ELL programs. While the principal at Wedgwood, she was a district data team leader and member of several district wide teams and committees, including the steering committee of the Race and Equity Team, and the SEA/SPS Professional Development Steering Committee. As a University of Washington Presidential Scholar, Ms. Gallardo earned her BA in American ethnic studies. She received her master's degree in teaching from the University of Washington in 1997 and received her principal endorsement in 2002. She is currently working on her doctorate in urban education leadership and policy at Columbia University Teachers College.

Martha Garcia

Martha Garcia served as the executive director of the Austin Independent School District's Office of Bilingual Education for four years, where she oversaw the ELL program for more than 26,000 bilingual education and ESL students. Before that, she was the principal of Ortega Elementary for seven years. During her tenure as principal, Ortega became the first high-poverty, high-minority school in Austin to receive academically Recognized status by the Texas Education Agency. She also served as a bilingual education teacher for seven years. Her current focus is on early childhood education.

Noelia Garza

Before she retired in 2010, Noelia Garza served the Houston Independent School District for 35 years as a bilingual teacher, bilingual curriculum specialist, bilingual/ESL director for the district's 60,000 LEP students and over 200 schools, and Assistant Superintendent for Special Populations. As the bilingual/ESL director in Houston for over 20 years, she led the development of numerous policies, procedures, and program improvements, many of which are still in place today. Some of those improvements include the creation of the district's multilingual program board policy, the development and systemwide implementation of an LEP student assessment folder, and the design of the district's LEP student data collection system, which continues to be the primary means for short-term and long-term program service monitoring. Under her leadership, the district employed internal longitudinal student achievement data to analyze existing bilingual programs and subsequently restructured them into three well-delineated program models, all designed to improve delivery, consistency, continuity, and overall quality. Her tenure as Assistant Superintendent for Special Populations allowed her to expand district support for LEP students in multilingual programs, gifted and talented/advanced academics programs, and magnet programs. Ms. Garza received her BA from the University of Texas–Edinburgh and continued graduate and educational administration work in bilingual education, curriculum/instruction, and mid-management at the University of Houston.

Angélica M. Infante

Angélica M. Infante is the executive director of the New York City Department of Education Office of English Language Learners in the Division of Students with Disabilities and ELLs. She sets policies and implements programs that have an impact on more than 150,000 ELLs each year. Prior to this position, she served the Department in a variety of instructional leadership positions, including deputy director in the Office of ELLs and Region 10 ELL regional instructional specialist, specializing in professional development, instruction, and compliance. Ms. Infante began her career as a bilingual classroom teacher in the South Bronx before moving to Community School District 6 in the heart of Washington Heights in 1995. As a dual language teacher, she worked to maintain and expand students' native language and culture. As a dual language project director, she worked to create a curriculum in two languages that met the specialized learning needs of the Dominican community. She has served as director of the Early Childhood Center located at the George Washington High School campus, assistant principal, and bilingual coordinator. She has also served as an adjunct professor and holds an MA in education and school administration from Mercy College.

Gabriela Uro

Gabriela Uro is the manager for English language learner policy and research and formerly was the manager for intergovernmental relations for the Council of the Great City Schools. As part of the legislative team, she works on legislative matters relevant to ELLs, both with Congress and with the Administration. She also works with the Council's Research and the Strategic Support Teams on projects pertaining to ELL issues. Prior to joining the Council, Ms. Uro served as the policy advisor to the Assistant Secretary of Elementary and Secondary Education and the Director of the Office of Bilingual Education (now English Acquisition) in the U.S. Department

of Education. She brought 13 years of education policy and budget experience to the U.S. Department of Education and was part of the Department's team for the 1994 Elementary and Secondary Education Act (ESEA) Reauthorization and the subsequent implementation teams for Title VII, Title I and the Regional Assistance Centers. Ms. Uro received an MPA from Columbia University with a specialization in education policy and a BA from the University of California, Irvine (*magna cum laude*, Phi Beta Kappa).

Terry Walters

Teresa Walter is the director of the Office of Language Acquisition for San Diego Unified School District, overseeing the district program for more than 32,000 English learners. She previously worked as a principal, vice principal, English learner support resource teacher, and teacher in San Diego. She has also developed curriculum and consults on the topic of English learners and English Language Development. Ms. Walters has written two books on the subject: *Amazing English: How-To-Handbook* and *Teaching English Language Learners: A How-To-Handbook*, both published by Pearson/Longman Publishers. Her goal is to bring greater clarity and practical insight to the complex issue of educating English language learners. Ms. Walters received her MA in multicultural education, and her credentials in bilingual cross-cultural specialist and language development specialist from San Diego State University. She received her BA from Point Loma College (*cum laude*).

APPENDIX O. ABOUT THE COUNCIL

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Council of the Great City Schools

The Council of the Great City Schools is a coalition of 65 of the nation's largest urban public school systems. Its board of directors is composed of the superintendent of schools and one school board member from each member city. An Executive Committee of 24 individuals, equally divided in number between superintendents and school board members, provides regular oversight of the 501(c) (3) organization. The mission of the Council is to advocate for urban public education and assist its members in the improvement of leadership and instruction. The Council provides services to its members in the areas of legislation, research, communications, curriculum and instruction, and management. The group convenes two major conferences each year; conducts studies on urban school conditions and trends; and operates ongoing networks of senior school district managers with responsibilities in areas such as federal programs, operations, finance, personnel, communications, research, and technology. The Council was founded in 1956 and incorporated in 1961 and has its headquarters in Washington, DC.

Strategic Support Teams Conducted by the Council of the Great City Schools

City	Area	Year
Albuquerque		
	Facilities and Roofing	2003
	Human Resources	2003
	Information Technology	2003
	Special Education	2005
	Legal Services	2005
	Safety and Security	2007
Anchorage		
	Finance	2004
	Communications	2008
	Math Instruction	2010
Atlanta		
	Facilities	2009
	Transportation	2010
Austin		
	Special Education	2010
Baltimore		
	Information Technology	2011
Birmingham		
	Organizational Structure	2007
	Operations	2008
	Facilities	2010
Boston		
	Special Education	2009
Broward County (FL)		
	Information Technology	2000
	Food Services	2009
	Transportation	2009
Buffalo		
	Superintendent Support	2000
	Organizational Structure	2000
	Curriculum and Instruction	2000
	Personnel	2000
	Facilities and Operations	2000
	Communications	2000
	Finance	2000
	Finance II	2003
	Bilingual Education	2009
Caddo Parish (LA)		
	Facilities	2004
Charleston		
	Special Education	2005
Charlotte-Mecklenburg		
	Human Resources	2007

Cincinnati		
	Curriculum and Instruction	2004
	Curriculum and Instruction	2009
Chicago		
	Warehouse Operations	2010
	Special Education	2011
Christina (DE)		
	Curriculum and Instruction	2007
Cleveland		
	Student Assignments	1999, 2000
	Transportation	2000
	Safety and Security	2000
	Facilities Financing	2000
	Facilities Operations	2000
	Transportation	2004
	Curriculum and Instruction	2005
	Safety and Security	2007
	Safety and Security	2008
	Theme Schools	2009
Columbus		
	Superintendent Support	2001
	Human Resources	2001
	Facilities Financing	2002
	Finance and Treasury	2003
	Budget	2003
	Curriculum and Instruction	2005
	Information Technology	2007
	Food Services	2007
	Transportation	2009
Dallas		
	Procurement	2007
	Staffing Levels	2009
Dayton		
	Superintendent Support	2001
	Curriculum and Instruction	2001
	Finance	2001
	Communications	2002
	Curriculum and Instruction	2005
	Budget	2005
	Curriculum and Instruction	2008
Denver		
	Superintendent Support	2001
	Personnel	2001
	Curriculum and Instruction	2005
	Bilingual Education	2006
	Curriculum and Instruction	2008
Des Moines		
	Budget and Finance	2003

Detroit		
	Curriculum and Instruction	2002
	Assessment	2002
	Communications	2002
	Curriculum and Assessment	2003
	Communications	2003
	Textbook Procurement	2004
	Food Services	2007
	Curriculum and Instruction	2008
	Facilities	2008
	Finance and Budget	2008
	Information Technology	2008
	Stimulus Planning	2009
Greensboro		
	Bilingual Education	2002
	Information Technology	2003
	Special Education	2003
	Facilities	2004
	Human Resources	2007
Hillsborough County (FLA)		
	Transportation	2005
	Procurement	2005
Houston		
	Facilities Operations	2010
	Capitol Program	2010
	Information Technology	2011
	Procurement	2011
Indianapolis		
	Transportation	2007
	Information Technology	2010
Jackson (MS)		
	Bond Referendum	2006
	Communications	2009
Jacksonville		
	Organization and Management	2002
	Operations	2002
	Human Resources	2002
	Finance	2002
	Information Technology	2002
	Finance	2006
Kansas City		
	Human Resources	2005
	Information Technology	2005
	Finance	2005
	Operations	2005
	Purchasing	2006
	Curriculum and Instruction	2006
	Program Implementation	2007

	Stimulus Planning	2009
Little Rock		
	Curriculum and Instruction	2010
Los Angeles		
	Budget and Finance	2002
	Organizational Structure	2005
	Finance	2005
	Information Technology	2005
	Human Resources	2005
	Business Services	2005
Louisville		
	Management Information	2005
	Staffing Study	2009
Memphis		
	Information Technology	2007
Miami-Dade County		
	Construction Management	2003
	Food Services	2009
	Transportation	2009
	Maintenance & Operations	2009
	Capital Projects	2009
Milwaukee		
	Research and Testing	1999
	Safety and Security	2000
	School Board Support	1999
	Curriculum and Instruction	2006
	Alternative Education	2007
	Human Resources	2009
Minneapolis		
	Curriculum and Instruction	2004
	Finance	2004
	Federal Programs	2004
Newark		
	Curriculum and Instruction	2007
	Food Service	2008
New Orleans		
	Personnel	2001
	Transportation	2002
	Information Technology	2003
	Hurricane Damage Assessment	2005
	Curriculum and Instruction	2006
New York City		
	Special Education	2008
Norfolk		
	Testing and Assessment	2003
Orange County		
	Information Technology	2010
Philadelphia		

	Curriculum and Instruction	2003
	Federal Programs	2003
	Food Service	2003
	Facilities	2003
	Transportation	2003
	Human Resources	2004
	Budget	2008
	Human Resource	2009
	Special Education	2009
Pittsburgh		
	Curriculum and Instruction	2005
	Technology	2006
	Finance	2006
	Special Education	2009
Portland		
	Finance and Budget	2010
	Procurement	2010
	Operations	2010
Providence		
	Business Operations	2001
	MIS and Technology	2001
	Personnel	2001
	Human Resources	2007
	Special Education	2011
	Bilingual Education	2011
Richmond		
	Transportation	2003
	Curriculum and Instruction	2003
	Federal Programs	2003
	Special Education	2003
Rochester		
	Finance and Technology	2003
	Transportation	2004
	Food Services	2004
	Special Education	2008
San Diego		
	Finance	2006
	Food Service	2006
	Transportation	2007
	Procurement	2007
San Francisco		
	Technology	2001
St. Louis		
	Special Education	2003
	Curriculum and Instruction	2004
	Federal Programs	2004
	Textbook Procurement	2004
	Human Resources	2005

St. Paul		
	Special Education	2011
Seattle		
	Human Resources	2008
	Budget and Finance	2008
	Information Technology	2008
	Bilingual Education	2008
	Transportation	2008
	Capital Projects	2008
	Maintenance and Operations	2008
	Procurement	2008
	Food Services	2008
Toledo		
	Curriculum and Instruction	2005
Washington, D.C.		
	Finance and Procurement	1998
	Personnel	1998
	Communications	1998
	Transportation	1998
	Facilities Management	1998
	Special Education	1998
	Legal and General Counsel	1998
	MIS and Technology	1998
	Curriculum and Instruction	2003
	Budget and Finance	2005
	Transportation	2005
	Curriculum and Instruction	2007
	Common Core Standards	2011
Wichita		
	Transportation	2009