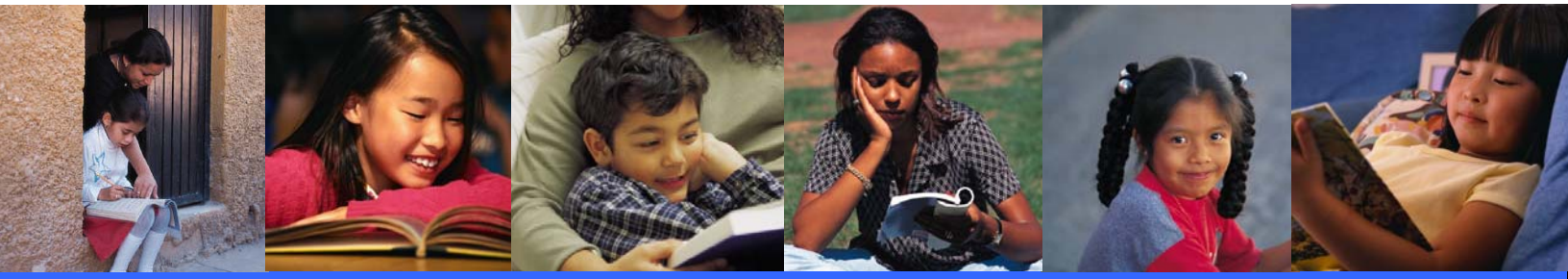
EXTERNAL EVALUATION OF THE WASHINGTON STATE BILINGUAL PROGRAM



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NWREL
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EXTERNAL EVALUATION OF THE WASHINGTON STATE BILINGUAL PROGRAM

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EXECUTIVE SUMMARY

High rates of immigration over the past two decades have substantially changed the demographic make-up of the students attending schools in the United States. Increasingly, schools are faced with the challenge of providing high-quality education to children who are linguistically and culturally unlike most of their teachers and unlike the children most of the teachers were trained to teach.

Washington state has seen the same demographic shifts that shown up elsewhere in the nation. There has been tremendous growth in the percentage of Washington's students who are eligible for bilingual services in Washington schools in recent years. Just in the seven years from 2001-2002 until 2007-2008, the number of non-English-speaking students increased nearly 25 percent. In addition, there are many more students who have developed a basic English proficiency and are therefore no longer included in that count; these students may, however, still need extra support in order to meet the linguistic demands of their classes.

The growth in English language learners (ELLs) has not affected all parts of Washington state in the same way. Instead, ELLs tend to be concentrated in the I-5 corridor on the west side of the state and in some but not all rural communities in Central and Eastern Washington. On the east side of the Cascades, ELLs tend to be predominantly Spanish speakers. On the west side, and in a few eastern locations such as Spokane, there is a much larger mix of languages. This means that school districts have very different student populations and therefore different approaches to educating their ELL students.

Educating ELLs in Washington State

Washington's Transitional Bilingual Instruction Act of 1979 (amended in 1984, 1990, and 2001) calls for educating ELLs in a "transitional bilingual" program. It defines "bilingual" education as the instruction in both English and the student's primary language. As students develop their English, instruction should shift to an increased use of English and a corresponding decline in the use of the other language (hence "transitional"). When it is not possible to provide instruction in students' primary language, the law also provides that students should receive "an alternative system of instruction" that develops their English skills.

To support the transitional bilingual or alternative program, districts receive supplemental funding for each English language learner ($905 per student in 2008-2009), through the state Transitional Bilingual Instructional Program (TBIP). A much smaller amount of supplemental funds are also available from the federal Title III program. These additional funds can be used toward providing English language development services and other academic support to ELLs.

The state Bilingual Program is administered by the Bilingual Program office at the Office of Superintendent of Public Instruction (OSPI). As of the end of August 2008, this staff consisted of a full-time program administrator, one program supervisor, an empty program supervisor position (due to a recent retirement) and an administrative

assistant, as well as some part-time support from Research and Evaluation and from Assessment. Together, these staff members are responsible for processing over 190 applications for Title III and state Transitional Bilingual Instructional Program funding and for interacting with districts around those programs.

The core of the work of the Bilingual Program office centers on reviewing districts' annual applications for Title III and TBIP funding, as well as providing guidance on the creation of appropriate plans,[1] approving these plans and working with districts to revise plans that do not meet federal or state guidelines. Once plans are approved, the Program distributes Title III and TBIP funding to districts. Furthermore, the Bilingual Program has the responsibility to produce an annual report to the legislature, reviewing the overall state transitional bilingual instructional program. The Bilingual Program office in OSPI is *not* required, however, to provide professional development to teachers nor to select program models or curricula for districts.

This Evaluation

Washington state superintendent Terry Bergeson asked the Northwest Regional Educational Laboratory (NWREL) to conduct an evaluation of the state Bilingual Program office at OSPI. This evaluation was designed to gather and synthesize feedback from educators and others interested in education, focusing on how well the Bilingual Program office fulfills its responsibilities, as well as what additional supports districts and schools might desire from the Bilingual Program. Over the four months of the study (April 2008 to August 2008), NWREL interviewed almost 200 individuals and, via surveys, collected information from another 137 principals and ELL specialist teachers.

Ultimately, the review looked beyond just the functioning of the Bilingual Program office housed at OSPI in Olympia to consider key issues within the larger system to educate ELLs in Washington's public schools. After all, an efficient and well-managed Bilingual Program office is of little use if it does not work to support the needs of districts and schools working with ELL students. Thus the two meanings of "Bilingual Program" –the staff in the OSPI office and the larger system of educating ELLs in Washington—are inextricably linked, and both are considered in this evaluation.

Findings & Recommendations

To support schools and districts as they help ELLs meet state standards even as they learn English, the state needs a coherent system for supporting districts and schools, and the OSPI Bilingual Program office needs to be able to provide leadership and guidance to this system.

For such a system to succeed, it needs three components:

- A clearly articulated vision
- High-quality implementation with adequate resources
- Regular evaluation to ensure on-going improvement and accountability

While some elements of these necessary components already exist in Washington's Bilingual Program, they must be refined and strengthened to meet the need of Washington's rapidly growing ELL population.

[1] RCW 28A.180.060 Guidelines and rules

Clearly Articulated Vision

To function successfully, the system of educating ELLs in Washington needs a clearly articulated vision that is understood by all who participate in it. Because of the variations in student populations, language background and educational needs across different districts, this vision must be flexible enough to accommodate a variety of approaches. At the same time, it should be grounded in the best scientific research available on effective instruction for ELLs. Finally, it must have enough institutional support to sustain itself beyond the tenure of any individual program director.

Findings. In previous years, such a coherent yet flexible vision of education for ELLs has not existed. Instead, different interpretations of the state transitional bilingual law have been articulated by different program directors. Some of these interpretations have been difficult for some districts to implement, which has created tremendous frustration and confusion.

Over the past year, the current program administrator has articulated a different interpretation of the state law and the role of the Bilingual Program. In his view, the Bilingual Program should build the capacity of districts to make good decisions about which program model(s) best fit the needs of their district. But as of summer 2008, this interpretation had not trickled down to all districts. Some districts continued to believe that they were expected to implement a dual language program, even though they educated students who had ten or more different primary languages. Furthermore, the new vision is not recognized throughout other departments in OSPI, and therefore it could disappear with another change in leadership.

Just as a clearly articulated vision has been lacking, there is confusion as well about the role of the state Bilingual Program in administering and supporting the broader system which must be made clear. Currently, the role and purpose of the Bilingual Program is not well defined: is it merely an office to process and approve TBIP and Title III funding requests? Or does it provide leadership and guidance to districts in the selection and implementation of program models and instructional materials? Does it provide technical assistance? Does it provide professional development, or help districts select appropriate professional development? Does it work with other OSPI programs and units to share information about the needs of ELLs? The Bilingual Program office's role and responsibilities need to be clarified and then broadly communicated.

Recommendations.

- Clearly articulate the vision of ELL education supported by the Bilingual Program, and communicate this vision to a wide range of stakeholders
- Define the role of the Bilingual Program office in implementing that vision
- Ensure that the Bilingual Program office has sufficient staff to fulfill that role

High-quality implementation with sufficient resources

It is not enough to have a coherent vision in place; the funding and mechanisms for successful implementation also need to exist. These include:

- Sufficient financial resources to adequately fund the program
- Consistent and clear communication between the Bilingual Program office and districts
- A functional process for districts to apply for and receive Title III and bilingual funding
- Support for districts to select a program model that fits their students and schools
- Appropriate preparation of staff to deliver the selected program model
- Timely access to accurate data, and knowledge of how to use data to work with students
- Outreach to ELL families and communities

Findings. While all of the implementation mechanisms listed above may require some strengthening, two stand out as in need of urgent attention. First, current funding levels make it difficult for many districts to hire sufficient certificated staff. Second, in many instances, school staff members do not have adequate preparation to deliver the program model adopted in their school.

Although state funding for the Transitional Bilingual Instructional Program appears to have increased since 2000, when adjusted for inflation, funding levels have actually decreased. The per-student funding allocated for 2008-2009 ($905) is enough to provide one full-time certificated teacher for every 110 ELLs. This means that districts have either had to provide additional funding for their ELL programs, or as occurred in many cases, allowed instructional aides to provide the bulk of instruction in English language acquisition. Districts of all sizes, with various ELL populations, all emphasized the need for greater funding to support ELL instruction.

The gap between staff preparation and the instruction that schools intend to deliver is large. Sheltered instruction is the most frequently selected program model for instructing ELLs, yet in about a third of schools, only two or fewer teachers have been trained in sheltered instruction. In some schools offering sheltered instruction, principals have not even had an introduction to the sheltered instruction model, and even some ELL specialists in those schools have not had the necessary multi-day training.

Other issues that emerged in this study included the needs of some districts for additional guidance in how to select an appropriate program model and/or curricula. Many districts were unsure about appropriate classroom or diagnostic assessments for their ELLs, and/or they needed assistance in how to use assessment data they already collected. Also many districts, especially those who served students from multiple language backgrounds, asked for advice and assistance in their efforts to connect to ELL parents and communities. It is important to note that there are also some districts who have made tremendous strides in all of these areas, and these districts could serve as resources to help others.

Recommendations.

- Ensure that TBIP funding be increased to levels that allow districts to hire certificated teachers
- Provide (or facilitate provision of) professional development for teachers who work with English

language learners. In particular, ensure that staff involved in the delivery of sheltered instruction have some training in this area.

- Continue and increase provision of guidance to districts and schools in the following areas:
  1) selection of appropriate program models
  2) training in the thoughtful use of student outcome data
  3) parent and community outreach
- Facilitate the sharing of expertise developed by some districts for selecting program models and curricula, using data, reaching out to families, and/or providing professional development to their teachers, especially across districts with similar student populations.
- Encourage districts to revise and expand the Home Language Survey to collect additional data about ELLs' background that could aid in understanding student skills and needs. Provide guidance in how to do this so that interested districts will collect data in the same way, permitting cross-district data analyses

Regular evaluation for on-going improvement & accountability

Washington state invests tens of millions of dollars to fund instructional programs for English language learners. Schools and districts should be accountable for implementing the program model(s) they selected and ensuring that those models produce good outcomes for student learning. Meaningful data should be available to help educators and policymakers identify success and problems and plan future changes.

Findings. While there are currently some mechanisms in place to collect data, evaluate programs, or hold districts accountable, these are insufficient. They are either not funded, do not apply to all funded schools, hold no consequences, and/or do not measure the most meaningful indicators of program success.

At the same time, schools and districts already feel burdened by testing requirements and pressured by negative sanctions. Any new accountability system should include supportive measures, such as technical assistance for districts that are repeatedly unable to show the effectiveness of their program.

Furthermore, although the state Bilingual Program office does report to the legislature as required, annual reports have been submitted very late. Like district reporting, the data they provide on student learning are not the data which could best reveal whether programs are successfully teaching ELLs English while building their other academic skills. They also do not allow readers to distinguish among distinct groups of ELLs. Finally, although about 9 percent of students receive primary language instruction, there is no measure of the effectiveness of that instruction in building primary language literacy.

Recommendations.

- Establish and fund an accountability system that includes meaningful indicators, applies to all districts that receive TBIP funds, and that has helpful, rather than only punitive consequences.
- Revise reporting measures so that they answer meaningful questions about student achievement. This can be done using the same assessments already employed, but by changing the way in which data are analyzed.

The focus of analyses should be on whether students are making progress in learning English and in the academic content areas.

- Encourage districts to revise the Home Language Survey to collect relevant information about the students' native language skills, immigration generation, age of arrival in the U.S. school system, mobility history, and/or familial levels of educational attainment and achievement
- Require the Bilingual Program office to submit legislative reports by January 1 of each year. These reports should include data from the immediately preceding school year. They should also address questions about student progress in learning English, meeting state standards once they have learned English, and, if applicable, progress in primary language literacy
- To support increased monitoring, guidance, technical assistance, and professional development, increase staffing for the state Bilingual Program and/or make use of other institutions in the state (ESDs, institutions of higher education, etc) to do this work

The sum of all of these recommendations, across vision, implementation, and evaluation is simply this: the Bilingual Program office has the potential of providing meaningful leadership to districts and schools as they help their ELLs develop content knowledge and English language proficiency at the same time. Fulfilling that potential requires adequate resources, increased staffing, and focused efforts, but promises, in return, the academic success of a growing ELL population.

OSPI Response to Findings and Recommendations

The Bilingual Program Office requested that this report include an update on that current status of the Program, including responses to findings and recommendations. In the tables below, this report's recommendations are listed on the left half of the table, while the OSPI Bilingual Program responses and updates are on the right. These responses are reiterated throughout this report.

Clearly Articulated Vision

Report Recommendations	OSPI Update
Clearly articulate the vision of ELL education supported by the Bilingual Program, and communicate this vision to a wide range of stakeholders. Define the role of the Bilingual Program office in implementing that vision. Ensure that the Bilingual Program office has sufficient staff to fulfill that role.	Already in 2008, the Bilingual Program has almost doubled the number of regional trainings. There were 10 total in 2007, and nearly 20 in 2008. These workshops have included: • Program issues (Jan/Feb 2008) • iGrants applications (May 2008) • Program implementation (Oct 2008) At these trainings, a consistent message of program model options and their implementation was communicated to over 120 attending districts. Because the same core Bilingual Program staff conducted all trainings, the message was consistent throughout. To further communicate, Bilingual Program staff also presented about program issues at the May 2008 WABE conference (3 sessions) and the Summer Institute in Tacoma (2 sessions). Updated Bilingual Program guidelines were made available in February 2008. For the first time, language about program models was consistent across the guidelines, iGrant applications, the legislative report, and materials on the Program's website. All documents related to the Bilingual Program were delivered to participants in fall 2008 Bilingual Program trainings and were made available on the OSPI website. Another initiative to enhance communication has been the Bilingual Program's newsletter, begun in December 2007. Three issues were released between December 2007 and September 2008; the goal is to increase the frequency of publication to every other month.

High-Quality Implementation with Sufficient Resources

Report Recommendations	OSPI Update
Ensure that TBIP funding be increased to levels that allow districts to hire certificated teachers. Provide (or facilitate provision of) professional development for teachers (specialists or mainstream classroom teachers) who work with English language learners. In particular, ensure that staff involved in the delivery of sheltered instruction have some training in this area. Continue and increase provision of guidance to districts and schools in the following areas: 1) Selection of appropriate program models 2) Training in the thoughtful use of student outcome data 3) Parent and community outreach Encourage districts to expand their use of the Home Language Survey and provide guidance so this can be done in a consistent fashion. Facilitate the sharing of expertise developed by some districts for selecting program models and curricula, using data, reaching out to families, and/or providing professional development to their teachers, especially across districts with similar student populations.	OSPI proposed increased funding for the TBIP program as part of the Basic Education Funding Task Force recommendations. That proposal suggested an allocation of one certificated instructional staff member for each 18 full-time eligible students, with addition allocations in the following cases: • Additional certificated instructional staff for every 36 students in districts with 75 percent of their students eligible for Bilingual services or serving students from ten or more language backgrounds • Additional .25 certificated instructional staff for students in grades 6-8 • Additional .5 certificated instructional staff for students in grades 9-12 Also as part of the Basic Education Funding Task Force proposal, OSPI recommended that for each certificated staff unit allocated using the formula above, two additional learning improvement days should be allocated. In addition, as part of the same proposal, OSPI recommended that all certificated instructional staff be allocated additional learning improvement days, using the following formula: • For districts with 20-49 percent of students eligible for Bilingual services, one additional learning improvement day; • For districts with 50-74 percent of students eligible for Bilingual services, two additional days; • For districts with 75 percent or more of students eligible for Bilingual services, three additional days. To promote an increase in the number of bilingual youth or instructional aides who become certificated teachers OSPI has contracted with the Latino/a Educational Achievement Project (LEAP) to identify and mentor at least 50 bilingual high school juniors to encourage them to become teachers. OSPI will provide funding to coordinate the project and give a small stipend to teacher-mentors.

High-Quality Implementation with Sufficient Resources (continued)

Report Recommendations	OSPI Update
	To improve preservice education for future teachers, the legislature directed the Professional Educator Standards Board (PESB) to convene a work group of stakeholders from K-12 education, OSPI, higher education, and other groups to share findings and provide recommendations to the Governor and the legislature regarding revisions to certification requirements (Senate Bill 6673). This work group will also make recommendations regarding professional development for current teachers. The report of the work group is due December 1, 2008, and OSPI has been participating in the work group. During the 2007-2008 school year, the Bilingual Program office has increased its provision of technical assistance and training to districts, particularly in the definition of program models and in the use of data. Data use was the focus of a number of regional trainings, conference presentations and K-20 broadcasts throughout 2008. Sessions focusing on the implementation of different program models are planned for the 2009 OSPI Winter Conference. Those sessions include opportunities for districts to share their programs and practices with other districts using the same program models. Recognizing the need for good communication with families, the Bilingual Program office, along with other OSPI units, has been collaborating with the Center for Improving Student Learning (CISL) at OSPI to explore the feasibility of creating a website that would allow districts to share their existing translations. They are also working with CISL to negotiate a reduced state rate for translations that districts could use to obtain translations at lower cost. Finally, while OSPI is involved in multiple initiatives to enhance teacher preparation and professional development to improve instruction for ELLs, not all efforts need to be state-driven. Districts may also use federal Title III monies for professional development related to the needs of English language learners, and in recent years, these funds have been underspent. For the 2008-2009 school year, Washington state received more than $12 million, disbursed through the Bilingual Office to more than 120 districts. Although more state funding is needed, OSPI also encourages districts to take full advantage of available Title III funds.

Regular Evaluation for On-Going Improvement and Accountability

Report Recommendations	OSPI Update
Establish and fund an accountability system that includes meaningful indicators, applies to all districts that receive TBIP funds, and that has helpful, rather than only punitive consequences. Revise reporting measures so that they answer meaningful questions about student achievement. This can be done using the same assessments already employed, but by changing the way in which data are analyzed. The focus of analyses should be on whether students are making progress in learning English and in the academic content areas. Require the Bilingual Program office to submit legislative reports by January 1 of each year. These reports should include data from the immediately preceding school year. They should also include data that address questions about student progress in learning English, meeting state standards once they have learned English, and, if taught in their primary language, progress in primary language literacy. To support increased monitoring, guidance, technical assistance, and professional development, increase staffing for the state Bilingual Program and/or make use of other institutions in the state (ESDs, institutions of higher education, etc) to do this work.	In accordance with WAC 392-160-028, all districts which receive Bilingual Program money must include with their application a "description of the district's plan for continuous improvement and evaluation of its program to serve English language learners." Beginning with the 2007-2008 school year, this requirement was included in districts' iGrants applications and has begun to receive more attention. Efforts are underway to ensure timelier reporting. The delayed 2005-2006 legislative report was submitted in March 2008. A draft of the 2006-2007 report was completed in October 2008, with a final version due in December 2008. The 2007-2008 report is on track to have a completed draft on December 1, 2008. This schedule will have the office on schedule for legislative reports. Two pending reports and future reports will include data on transitioned ELLs from that school year and their WASL performance.

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We would like to thank the educators, administrators, and stakeholders who—in their busiest moment at the end of the school year—took the time to thoughtfully speak with us, or to respond to our surveys, reflecting on their experience and the needs of ELL students.

We would also like to thank the many people who read and provided feedback on drafts of this report. These included Howard DeLeeuw and Bob Harmon from OSPI, Liz Flynn, Sergio Hernandez, Ellen Kaje, and Thomas Romero from the Bilingual Education Advisory Committee, and Elizabeth Autio, Kari Nelsestuen, Angela Roccograndi, Caitlin Scott and Bob Rayborn at the Northwest Regional Educational Laboratory.

INTRODUCTION

Over the past two decades, the United States has been experiencing the second largest wave of immigration in its history. This immigration has brought large numbers of non-English-speaking children into American schools, including schools without a history of teaching English language learners. In this sense, Washington schools are like those in many other parts of the country, faced with the challenge of providing high-quality education to children who are linguistically and culturally unlike most of their teachers and unlike the children most of the teachers were trained to teach.

ELLs in Washington State

Washington's public schools serve over a million students. Thousands of those students face the extra challenge of not only learning the content required to meet academic standards, but of learning a new language, English, at the same time.

Nearly 8 percent[2] of Washington students are classified as English language learners and eligible for additional Bilingual Program services, because they scored at a level three or lower on the Washington Language Proficiency Test II (WLPT-II). In addition, many other students are non-native speakers of English and may continue to need assistance developing academic English. However, once those students score at a level four on the WLPT-II they are no longer included in the count of ELLs. In that sense, the official count understates the true number of non-native speakers of English in the schools.

There has been substantial growth in the number of students eligible for bilingual services in Washington schools in recent

Table 1
Number of students in Washington state eligible for bilingual services

School Year	Number of Eligible Students[1]	Percentage of Eligible Students
2007-2008	76840	7.9%
2006-2007	77001	7.5%
2005-2006	74976	7.4%
2004-2005	72488	7.1%
2003-2004	70470	6.9%
2002-2003	66038	6.5%
2001-2002	61636	6.1%

Source: Washington State Report Card, OSPI Website.
Retrieved November 3, 2008, from http://reportcard.ospi.k12.wa.us/summary.aspx?year=2007-08

[2] There are two ways that ELL students are counted. The first way counts the total number of ELL students served by any school. Consequently, students who attend more than one Washington school during one school year are counted multiple times. The second, used in this report, attempts to take multiple enrollments into account, and is a lower and more conservative percentage.

years (Table 1). Just in the seven years from 2001-2002 until 2007-2008, numbers increased nearly 25 percent.
ELLs are not spread evenly across all parts of the state. Instead, they are concentrated in certain regions. Immigration in Washington has most affected the I-5 corridor on the west side of the state and in rural areas on the east side of the Cascade Mountains in Central and Eastern Washington. On the east side, ELLs tend to be predominantly Spanish speakers. On the west side, and in a few eastern locations such as Spokane, there is a much larger mix of languages.

Consequently, some school districts serve many more ELLs than do others. For example, of the 191 school districts, 129 have fewer than 1 percent ELLs. On the other hand, 28 districts serve a population of 1,000 or more ELLs in grades K–12.[3] (The variations in ELL populations across districts are depicted in Figure 1, the map at the end of this introduction.) This means that districts have very different student populations and therefore different approaches to educating their ELL students.

Educating ELLs in Washington State

Washington's Transitional Bilingual Instruction Act of 1979 (amended in 1984, 1990, and 2001) calls for educating ELLs in a "transitional bilingual" program. It defines "bilingual" education as the instruction in both English and the student's primary language. The use of the student's primary language is intended to ensure that students continue to learn core academic content while acquiring English skills. As a student's English develops, instruction should shift to an increased use of English and a corresponding decline in the use of the other language (hence "transitional"). When it is not possible to provide instruction in students' primary language, the law provides that students should receive "an alternative system of instruction" that develops their English skills.[4]

To support the transitional bilingual or alternative program, districts receive some funding to supplement basic education funding that they already receive for each student. Districts receive additional funding for each English language learner ($905 per student in 2008-2009), through the state Transitional Bilingual Instructional Program (TBIP). A smaller amount of supplemental funds are also available from the federal Title III program. These additional funds can be used toward providing English language development services and other support to ensure that students continue to learn the appropriate content for their grade level, even as they learn English.

The two types of supplemental funding have much in common, but there are a few differences in what they require and what districts are permitted to use the funding for:

> Federal **Title III funds** may be used to purchase materials and/or train teachers in English language acquisition, as well as for ELL curriculum development. They may also be used to reach out to the parents of ELLs, through parent involvement activities or translation of materials. In addition, Title III funds may be used for some of the language proficiency testing costs and help to pay the salaries of teachers and instructional

[3] Malagon, H. & De Leeuw, H. (2008). *Educating English Language Learners in Washington State, 2005-06*. Report to the legislature. Olympia, WA: Office of Superintendent of Public Instruction.

[4] WAC 392-160-010 School District Board of Director Duties

support staff only for extended day or extended year programs.

The state's **Transitional Bilingual Instructional Program (TBIP)** provides additional funding to districts for services to ELLs. TBIP funds may be used in some of the same ways as Title III funds (for example, for professional development and instructional materials specific to English language acquisition, as well as for parent involvement activities and some assessment-related costs). In addition, TBIP funds provide salaries for teachers and instructional support staff teaching ELLs and for the development of curriculum in English language acquisition.

The two funding streams also differ in the amount of monies provided to districts. In recent years, total Title III funding has been equivalent to only about 15-17 percent of the state TBIP funding.

The Bilingual Program Office Housed in OSPI

The state Bilingual Program is administered by the Bilingual Program office at the Office of Superintendent of Public Instruction (OSPI). At the end of August 2008, this staff consisted of a full-time program administrator, one program supervisor, an empty program supervisor position[5] and an administrative assistant, as well as some part-time support from Research and Evaluation and from Assessment divisions of OSPI. Together, these staff members are responsible for processing over 190 applications for Title III and state Transitional Bilingual Instructional Program funding and for interacting with districts around those programs.

The core of the Bilingual Program office's work centers on reviewing districts' annual applications for Title III and TBIP funding, as well as providing guidance on the creation of appropriate plans,[6] approving those plans, and working with districts to revise plans that do not meet federal or state guidelines. Once plans are approved, the Program distributes Title III and TBIP funding to districts.

Furthermore, the Bilingual Program has the responsibility to produce an annual report to the legislature, reviewing the overall state transitional bilingual instructional program. These reports are due on or before January 1 each year.[7]

The Bilingual Program office in OSPI is *not* required to provide professional development to teachers. Nor is it required to select program models or curricula for districts. On the contrary, legislation specifies that OSPI shall promulgate rules that "maximize the role of school districts in selecting programs appropriate to meet the needs of eligible students."[8]

This Review

In December 2007, Washington state superintendent Terry Bergeson asked the Northwest Regional Educational Laboratory (NWREL) to conduct an external review of the state's Bilingual Program. The request was prompted at least in part by recent turnover in the leadership of the Bilingual Program and concerns from educators that changes in leadership were accompanied by changes in the direction of guidance and interpretation of policy.

[5] One program supervisor retired in August 2008, and his position is currently unfilled.

[6] RCW 28A.180.060 Guidelines and rules

[7] RCW 28A.180.020 Annual report by superintendent of public instruction

[8] RCW 28A.180.060 Guidelines and rules

This review was designed to gather and synthesize feedback from educators and others interested in education, focusing on how well the Bilingual Program office fulfills its responsibilities, as well as what additional supports districts and schools might desire from the Bilingual Program. Over the four months of the study (April 2008 to August 2008), NWREL interviewed almost 200 individuals and, via surveys, collected information from another 137 principals and ELL specialist teachers.

Ultimately, the review looked beyond just the functioning of the Bilingual Program office housed at OSPI in Olympia to consider key issues within the larger system to educate ELLs in Washington's public schools. Conversations and interviews with concerned educators and other stakeholders made it clear that it was impossible to fully separate the work of the Bilingual Program in OSPI from the larger system of ELL education that the Program administers. After all, an efficient and well-managed Bilingual Program office is of little use if the system it oversees and administers does not work to support the needs of districts and schools working with ELL students. Thus the two understandings of "Bilingual Program" –the staff in the OSPI office and the larger system of educating ELLs in Washington—are inextricably linked, and both are considered in this evaluation.

Organization of This Report

This report examines three broad components are needed for an effective educational systems: a coherent vision, high quality implementation with adequate funding, and ongoing evaluation for continuous improvement and accountability. The findings section of this report synthesizes information from interviews, surveys, and documents to address the question: to what degree does the state currently have the components of such a system? What is already present, and what is needed?

The report makes some initial recommendations, specifying the actions the state could take to address the identified needs.

Finally, following recommendations section, this report includes a response from the OSPI Bilingual Program Office with an update on Program activities related to that finding or recommendation.

A Clarification of Terminology

The field of English language acquisition and the state educational agency are both regular users of acronyms and subject-specific terms. In addition, for this report we have sometimes had to use a short expression to refer to a larger idea. This glossary defines some of those terms.

Bilingual Program: 1) Funding from the state legislature to pay for English language development support for students who do not yet have proficiency in English. 2) The group of staff members at the Office of Superintendent of Public Instruction who administer both the state funding as well as federal funding programs. Note that although both are called "bilingual," in fact the funding does not have to provide instruction in two languages; instead, it works with a variety of models to educate English language learners, including models that instruct only in English.

District ELL coordinators: The individuals we refer to as "district ELL coordinators" in this report in fact hold many different positions. A few were focused full-time on English language learners, but most wore multiple hats. Many of them were Federal Program Directors, meaning they were

responsible for a range programs, such as Title I, special education, Indian education, etc. Some were Directors of Curriculum or of Instruction. What they held in common was that they were the main person in their district who interacted with the Bilingual Program staff housed at OSPI in Olympia.

ELL: English language learner, used to refer to students whose level of English is low enough (Levels 1-3 on the WLPT-II) to qualify them for Bilingual Program funding.

NCLB: No Child Left Behind, the federal law laying out educational requirements for states, including specific testing requirements. Title III is a part of NCLB.

TBIP: Transitional Bilingual Instructional Program, the state funding provided to supplement basic education funding and to assist ELLs as they acquire academic English.

Title III: A part of the larger federal education bill called *No Child Left Behind* (NCLB). Title III provides supplemental funding for the education of English language learners.

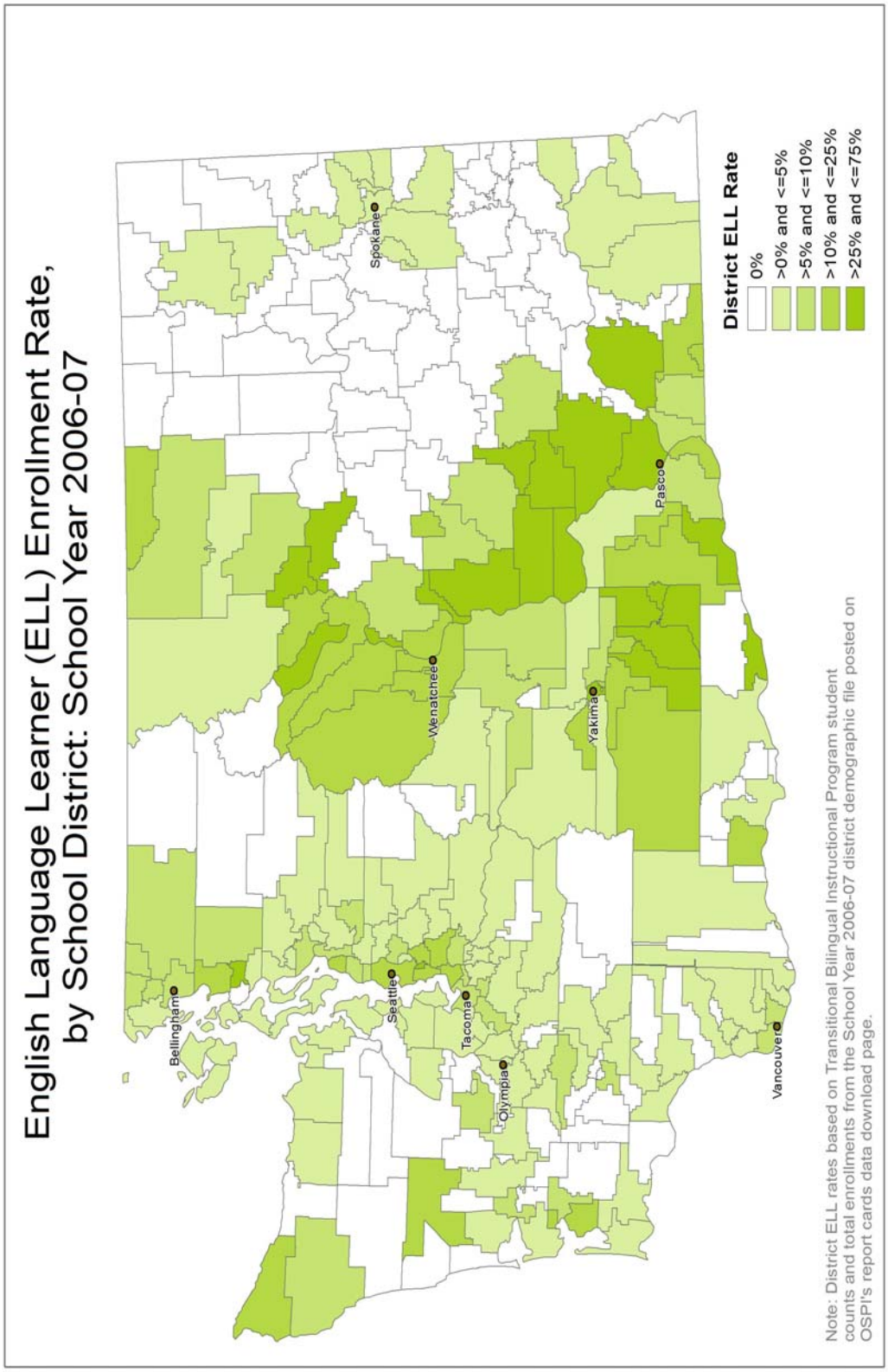
WAC: Washington Administrative Code, which lays out how state agencies, including the Office of Superintendent of Public Instruction, can organize and adopt new rules and regulations.

WASL: Washington Assessment of Student Learning, the state assessment of student achievement in reading, writing, mathematics and science.

WLPT-II: Washington Language Proficiency Test, the assessment that determines whether a student is eligible for Bilingual Program funding. Students who do not speak English at home are tested when they enter school and again each year in the spring. When students score at level 4 or higher on the test, they "exit" the Bilingual Program.

In practice, most ELLs (91%) are *not* educated in their primary language, so although both the Program housed in the OSPI office and the state funding stream are called "bilingual" in fact they refer to a range of approaches to teaching ELLs, including English-only instruction. (Thus a more accurate name for the program would be ELL Program.)

Figure 1



Map of Washington ELL Rates by District, 2006-2007

FINDINGS

There are a few key components that a well-functioning program needs, including a clearly articulated **vision**, resources and support to **implement** that vision, and regular evaluation, both for **accountability and continuous improvement**. Findings from this study are reported in this section, organized around those three broad areas.

The data reported in this section come from surveys of principals and ELL specialists, as well as interviews with 192 individuals, including superintendents, district ELL specialists, principals, ELL building specialists, mainstream classroom teachers, instructional aides, OSPI staff, governor's office staff and community based organizations. A detailed description of this project methodology and stakeholders interviewed can be found in Appendix A.

Clearly Articulated Vision

Need: A coherent vision for the education of ELLs, broadly communicated, and a clear role for the Bilingual Program in implementing that vision.

Finding: An unevenly communicated vision and some confusion about the role of the Bilingual Program.

For efficient functioning, the Bilingual Program needs a clearly articulated vision. This vision must fit both the state level (for instance, how successfully is the state educating its ELL students) as well as at the level of the OSPI Program office (asking, for example, how well is the office supporting the state system?). Given the diversity of ELLs in Washington, and their uneven distribution across districts, that vision must be flexible to accommodate different student populations, district sizes and district staffing capacities. It must also be institutionalized, so that it endures beyond the tenure of any particular director or administrator. Like other educational initiatives, it should be based on scientific research on the effective instruction of ELLs. Finally, it must be clearly and consistently communicated, so that educators around the state understand the vision and plan within it. Currently, such a vision does not exist, but there are components of it to build upon.

In some ways, Washington state seems to have a very clear vision of how its ELLs should be educated. As noted in the introduction, Washington state law provides for the education of ELLs via a *transitional bilingual instructional program.* This means that students should be taught in two languages, English and their primary language, with a gradual transition into full English instruction. The law also specifies that when bilingual instruction is not possible, "an alternative system of instruction which may include English as a second language and is designed to enable the pupil to achieve competency in English" is acceptable.

Despite the law, there remain many questions about what this looks like in practice. What the law does not clarify is how much effort should districts make to provide bilingual instruction nor what constitutes "an alternative system of

instruction." This latter question is particularly important, as fewer than 9 percent of ELLs in Washington state receive instruction in their primary language.[9] This means that the "alternative system of instruction" is in fact the usual system of instruction for over 90 percent of ELLs.

It is the role of the state Bilingual Program to interpret and implement the state law. In recent years the Program has seen substantial turnover in leadership: two directors stayed in their position for two to four years, and each of these brought a shift in interpretation and implementation. Currently, the position of Bilingual Program director is unfilled and a search is being conducted. In the meantime, a program administrator has overseen many of the day-to-day program activities since December 2007. He also interprets state law differently from the two previous directors.

Changes in interpretation at the state Bilingual Program office have resulted in confusion and frustration from district educators, many of whom feel "the rules change too often." The changes also mean that in practice there is no single clearly articulated vision for how ELLs in the state should be educated. Neither is there a clear understanding of what the role of the Bilingual Program office should be in implementing that vision.

This is not to suggest that Bilingual Program staff do not have defined goals and a sense of mission. The current Program Administrator argues that the state should not advocate a single program model for educating ELLs, but rather should build the capacity of districts to use data to figure out themselves what is the best program model for their students' needs, and then to know how to evaluate that program's effectiveness.

Office staff members see the mission of the Bilingual Program, broadly conceived, as transitioning non-English speakers into English at a level where they can succeed in a mainstream classroom. While the mission is broad, they see their current role as a narrow one: to help districts apply for Title III and TBIP funding and to collect required data. Yet Bilingual Program staff would like to see a larger role for their office, including the provision of technical assistance in implementing various program models and/or providing professional development to teachers and other educators.

But even within other offices in OSPI, there is not a clear sense of the broader purpose of having a Bilingual Program, nor of the specific roles and responsibilities of staff in the office. Staff describe feeling "disjointed" and "seldom being at the same meetings." Some of this they attribute to normal organizational challenges—everyone is too busy, people are on different floors and get absorbed with their own work. Some of it they attribute to the small size of the Bilingual Program staff and their primary focus on administrative issues. But at the same time, they recognize the potential for better collaboration and a role that would allow the Bilingual Program to provide leadership on issues touching ELLs:

> *I see HUGE potential [for us to work across programs and units]. For example, OSPI just revised the math standards and we are starting professional development on the standards. We are required now by the legislature to do a curriculum review of mathematics. [The Bilingual Program] could be in on all of this. In fact, in every place, we should be collaborating with them.*

[9] Malagon, H. & De Leeuw, H. (2008). *Educating English Language Learners in Washington State, 2005-06.* Report to the legislature. Olympia, WA: Office of Superintendent of Public Instruction.

I think it's a mistake to leave bilingual staff in the Bilingual Program only. I think they need to have time to come to our meetings so that we always have the ELL perspective there as we do our work… there are a million ways we could work together, if they have the time. (OSPI staff)

Communication of the Vision and the Bilingual Program's Role. A vision cannot guide educational and programmatic decisions if it is not widely known. Nor can the Bilingual Program office provide leadership in the implementation of the vision if the districts it works with lack a common understanding of the office's role.

The broader vision of the state's approach to ELL education can be communicated directly—in presentations, on the Web site and in written communications with districts. This has generally not occurred. It can also be communicated indirectly, as the Bilingual Program interacts with districts in the grant application process and at technical assistance and training meetings. This *has* occurred, but not all districts have heard or interpreted the message in the same way and some confusion remains.

One of the primary confusions is about whether the state prefers or even mandates dual language instruction. Under a previous director, the Bilingual Program told districts around the state that dual language programs were the most effective way to educate ELLs. Even districts with very small ELL populations or with students from multiple language backgrounds felt pressure to write on their applications that they were "moving toward" dual language or native language instruction. While most districts interviewed knew that was no longer the case, more than one interviewee reported still feeling pressure to develop a dual language program, even though it was unlikely to work in their district.

Another common confusion centered on the acceptability of a pull-out model to deliver instruction in English language development. Under earlier directors, the option of providing ESL-pull-out instruction (taking students out of the regular classroom for some time every day to work on English language development) was discouraged or even removed.

Some districts continue to believe that they are not permitted to provide any pull-out instruction. In seven of the 34 interviewed school districts, district ELL coordinators, principals, ELL specialists, and/or instructional aides complained that ESL pull-out was not on the approved program model list, and that the Bilingual Program actively discouraged its use in all cases. A district ELL coordinator from a small rural school district in Eastern Washington said in interview:

Selecting an appropriate ESL model has become an issue recently with the state eliminating the pull-out model. This is a problem for small districts because it is one of the few ways we can see every student. Theoretically and academically I understand the reasons, but practically speaking it's difficult to deal with all students with limited staff. (District ELL Coordinator)

Although only about a fifth of schools believed that the Bilingual Program prohibited the use of pull-outs for English language instruction, staff members in nearly half of districts interviewed were concerned over the perceived pressure from the state to adopt a dual language program.

Whether the confusion was about dual language or pull-outs, many school and district staff members were unsure about the current approach of the Bilingual Program office. One ELL specialist reported that "policies have changed, and there are lots of arguments about what is going on" in

the Bilingual Program. Another was unclear about the models, and asked for a list of approved program models.

> *It would be great if the state office could say: this is the approved list. We don't get that kind of leadership. They just do standards and deadlines. Districts, especially small ones, don't have the capacity to do that research. (District ELL Coordinator)*

In fact, the iGrants application for 2008-2009 *does* provide a list of acceptable models, with their definitions. And although the words "ESL pull-out" are not on the list, the list does include "Newcomer Program," which in practice is often a pull-out or separate English language class for newly arrived immigrant students (but only for newly arrived students; students who have been in the U.S. for longer periods of time should be served by other program models).

Also, the state held several grant-writing workshops in 2008 that allocated time for districts to work on their application and to receive individualized assistance from Bilingual Program staff. At those workshops, the Bilingual Program office also informed districts of their range of options. However, attendance at the workshops was not mandatory, and clearly that was not enough to communicate the changed position to all districts.

Thus even after a school year characterized by better communication than in past years (see discussion below), schools continued to express their confusion about the broader vision:

> *Guidance would be wonderful, as would consistency. If the state had a consistent vision, that would be helpful for everyone involved. (Principal)*

> *We are part of a larger system and I don't know if there is a vision, we are certainly not equipped with vision and could use some guidance. (Principal)*

Recommendations. Clearly articulate the state vision of ELL education.

> This vision must fit within the state law and incorporate sufficient flexibility to accommodate the needs and diverse populations of different districts.

Communicate this vision to a wide range of stakeholders, including educators, policymakers and the communities in which ELLs live.

> There are many stakeholders above and beyond district ELL coordinators. These include the Bilingual Education Advisory Committee, regional Consortia, institutions of higher education, the Governor's office, legislators, professional development providers, parents, and community-based organizations that work with immigrant and migrant populations.
>
> This communication will require multiple outreach methods, including K-20 webcasts, Summer Institutes, the OSPI Web site, Bilingual e-mail lists, and professional conferences such as the Washington Association of Bilingual Educators (WABE), Washington Association of School Administrators (WASA) and others. In addition, it will require short informational memos to and personal meetings with policymakers and other stakeholders. Communication to parents could include short notices, translated into multiple languages and made available to schools via the OSPI Web site. Spanish-language communities in the

Yakima Valley also make frequent use of Spanish-language radio as a way of sharing information about their children's education.

Define the role of the Bilingual Program office in implementing that vision.

Partly due to the very small size of the staff in the Bilingual Program office, most of the work conducted by staff revolves around helping districts put together their grant applications and the reviewing and approving those applications. But the office could play a leadership role. It could offer guidance to districts in the selection and implementation of program models and instructional materials. It could provide technical assistance in the implementation of the models. It could provide professional development, or it could help districts select appropriate professional development options that fit their program model(s) and level of staff expertise. It could consult with other OSPI programs and units to ensure that the needs and interests of ELLs are well-represented in other OSPI initiatives. To play a leadership role, these responsibilities need to be defined as part of the work of the Bilingual Program office, and they need to be broadly communicated.

Ensure that the Bilingual Program office has sufficient staff to fulfill that role defined for them. Ensure that the new Bilingual Program director supports and implements the state vision.

Depending on the way in which the Bilingual Program office is defined and the level of leadership required, different staffing levels may be necessary. Certainly any expansion of the Program office role beyond its current work on annual grant applications will require additional staffing.

The new director should accept the state vision for educating ELLs and work to implement that. A clear vision and definition of the role of the Bilingual Program office should help the state locate a person who will provide the stable leadership districts look for.

OSPI Update Fall 2008

OSPI provided information about ongoing work to address the recommendations in this section.

For the past year (2007-2008), the Bilingual Program has made substantial effort to provide clear and consistent communication to districts about Program expectations and requirements. The Program increased outreach to the districts, by almost doubling the number of regional trainings and presenting at conferences and institutes.

The Program also provided updated guidelines in February 2008, and these helped to clarify OSPI's interpretation of state law. At the same time, the Program revised iGrant applications, the legislative report and materials on the website to ensure that the language in these documents matched the guidelines.

High-quality implementation with sufficient resources

Implementation of a coherent approach outlined by the vision requires a number of things: adequate financial resources, a functional process for distributing the resources, the selection and use of appropriate program models and instructional materials, the hiring or training of staff to implement the selected model, timely access to accurate data, and communication with parents and communities.

This section of the report reviews interview and survey data as well as program documentation to assess the degree to which resources and implementation strategies are sufficient and to identify the areas most in need for change.

Need: Adequate financial resources to fund the delivery of education to ELLs as articulated by the vision.

Finding: State-provided funding, at current levels, does not cover the full cost of certificated teachers.

As noted earlier in this report, funding to instruct English language learners is provided by the federal government under Title III of the *No Child Left Behind Act* as well as by Washington state through the Transitional Bilingual Instructional Program (TBIP). Federal Title III provides only about 15-17 percent of the funding provided by the TBIP. In addition, districts can choose to supplement their state and federal program support with funds raised at the local level.

Table 2 reports on funding levels state and district sources for the past five years for which data were available. State funding increased 38 percent from the 2000-2001 school year to 2005-2006. This was due to both an increase in per-pupil funding (a 13 percent increase over the same time period) and an increase in the number of students served (27%). District funding increased 8 percent over the same time period.

The increases in state spending on the TBIP were not large enough, however, to keep up with inflation. As Table 3 illustrates, when per-student funding levels are adjusted for inflation, real spending on the TBIP has varied in recent years, but each year has remained below the 2000-2001 level.

This decline in real funding helps to explain one consistent finding from interviews across the state: administrators, teachers, instructional aides and other stakeholders all believed that the state's Bilingual Program remained critically underfunded. While the evaluation did not directly ask districts about their funding levels, budgetary constraints quickly surfaced as one of the primary concerns on the part of almost all staff members and stakeholders interviewed. This made it difficult for schools and districts to purchase appropriate materials for school-level ELL programs, hire sufficient staff, and provide adequate professional development for all staff members. Some districts provided additional local funding specifically for the instruction of ELLs.

Table 2: Funding levels for bilingual (ESL) education in Washington state

School Year	State Funding (TBIP)	Other (District) Funding	TOTAL Funding
	(in millions)		
2005-2006	$58.5	$14.0	$72.5
2004-2005	$55.9	$11.8	$67.7
2003-2004	$49.7	$13.3	$63.0
2002-2003	$48.5	Not reported	
2001-2002	$44.0	$12.7	$56.7
2000-2001	$42.3	$12.9	$55.2

Source: OSPI Annual Reports to the Legislature since 2000. The 2005-2006 report was the most recent report available.

Table 3
Per-student funding levels for TBIP

School Year	State Funding Per Student (TBIP only)	State Funding Per Student, Adjusted for Inflation, (2001 dollars)
2008-2009	$905	CPI not yet available
2007-2008	$846	$681
2006-2007	$806	$676
2005-2006	$805	$702
2004-2005	$762	$685
2003-2004	$721	$665
2002-2003	$713	$669
2001-2002	$707	$683
2000-2001	$711	$711

Source: Per student funding levels from 2000-2001 through 2005-2006 came from OSPI Annual Reports to the

The need for additional funding becomes clearer when the limits of existing funding are examined more closely. At the rate of $905 per ELL student (the funding level for 2008-2009), districts need about 110 ELLs to fund a single full-time certificated teacher. If that teacher is supposed to provide primary language instruction in a Spanish-dominant district, it would be ridiculous to imagine 110 students in the one teacher's class. If that teacher were to provide English language development in a newcomer program, s/he could serve three groups of about 33 students each for the two periods per day that many newcomer programs teach English. These are class sizes that are far too large to provide the quality of instruction needed.

The inability of the TBIP funding to cover the full costs of specialist teachers helps to explain why so many ELLs receive instruction from instructional aides, rather than from certificated teachers.[10] Instead, some districts share certificated teachers across multiple schools and use them primarily to supervise instructional aides and help with planning, rather than to instruct students.

Recommendations. Ensure that TBIP funding be increased to levels that allow districts to hire certificated teachers.

The recently released study of the Basic Education Task Force recommended increases both in funding for basic education, but also specifically for the education of ELLs. This report might provide the basis for calculating funding levels that would allow districts to ensure that ELLs receive instruction from highly qualified teachers.

OSPI Update Fall 2008

OSPI provided information about ongoing work to address the recommendations in this section.

[10] Instructional aides outnumber teachers paid for with TBIP funding by 50 percent. Malagon, H. & De Leeuw, H. (2008). *Educating English Language Learners in Washington State, 2005-06.* Report to the legislature. Olympia, WA: Office of Superintendent of Public Instruction.

As part of the Basic Education Funding Task Force recommendations, OSPI proposed increased funding for the Bilingual program. That proposal suggested an allocation of one certificated instructional staff member for each 18 full-time eligible students, with addition allocations depending upon the percentage, diversity and grade level of students served.

Need: Consistent and clear communication between the Bilingual Program office and districts.

Finding: The consistency and clarity of communications from the Bilingual Program office has increased substantially over the past year. Some stakeholders want enhanced use of e-mail and the OSPI Web site.

Districts, and to a lesser degree schools, look to the Bilingual Program office to explain federal and state requirements, to inform them about professional development opportunities, and most of all, to guide them in putting together their annual funding applications. Inconsistent or confusing messages make the work of district bilingual staff much harder, especially since many of them juggle their bilingual responsibilities with other responsibilities for curriculum, instruction and/or other federal programs.

District staff relied primarily on direct emails and K-20 videoconferences from OSPI for general information about the program, and updates regarding requirements or changes. A small number of district staff reported receiving much of their information from mailed bulletins and other hardcopy notices. In addition, a few district staff obtained information on guidelines and changes on the OSPI Web site, although they noted that it was often difficult to find information on-line and that the Web site was often not updated to include new information.

Nearly all respondents at both the school and district level reported significant improvements to the Bilingual Program office's organization and communication structure during the 2007-2008 school year. These improvements were described as necessary and much appreciated.

District ESL coordinators unanimously reported that over the year, the Bilingual Program's response time to messages, questions and emails has been reliable, quick, and showed a "great improvement, the response time is way better, before it would be 3-4 weeks and now it is the next day." District staff also felt that the answers they received were much more reliable than in the past, where multiple responses to questions often conflicted with one another. It was clear that the state's "goal is to help the schools be successful."

E-mail. With the changes, the majority of district staff was pleased with electronic communication through e-mail and videoconferences. However, a few complained that the number of emails could be overwhelming and they were not always clearly labeled. "I don't have time and sometimes skip the important stuff because it is poorly labeled." One new district ELL coordinator, reported that it took several months and many phone calls to get her e-mail address on the Bilingual Program distribution list for the bulletins and memos.[11]

Videoconferences. District staff also commented on what they saw as the greatly improved organization of the K-20 videoconferences.

[11] NWREL used this same contact list to reach stakeholders for the evaluation and also found that many names and e-mail addresses were not correct.

The K-20s are now very clear. They even send you the relevant information ahead of time. And if they mention something during the webcast that they promise to send, they actually send it. Things are improving. (District ELL Coordinator)

However, a small number of district staff reported in interviews that the K-20s "are a weakness because of technical difficulties and seem to be longer than they need to be". In addition, one rural district ELL coordinator reported that she was unable to access the K-20s from her district because of OSPI's bandwidth restrictions, which "favor the larger districts."

Phone communication. In particular, respondents praised the newly deployed system of logging phone calls. Under this system, first implemented in the fall of 2007, all calls to the Bilingual Program go to a centralized number, where the administrative assistants log the calls before passing them on to program supervisors. This permits the tracking of individual calls and the possibility of ensuring timely responses to all callers.

Website. Although only a few district or building staff members reported frequently using the OSPI website as a source of information on the Bilingual Program, a larger number mentioned its potential usefulness. In its current form, many district and school staff members who used the website reported that navigation was confusing and finding information could be difficult. Furthermore, some resources were outdated, some links were broken, and some sections of the website were not updated to reflect the program's current administration. Some district and school staff members thought the website could be changed to become more useful. For example, some suggested that the website be used as a library for forms translated by individual districts. Currently, three forms are available, translated into eight to ten languages. Details on the information available on the OSPI Bilingual Program website are located in Appendix C.

These four methods of communication were primarily reported by districts. School staff members relied on their districts to communicate with the Bilingual Program office. This system tended to work well, according to most school staff. Principals appreciated the district serving as a "filter" to reduce the amount of information passed along.

In some cases, however, ELL and bilingual specialist teachers desired a little more information directly from the Bilingual Program office. While they also often received information from their districts, some noted that their district ELL coordinator was not always a reliable intermediary, and many felt that the information should be sent from OSPI directly to them.

I might hear something if it is very important, but usually I see it just in the newspaper. This should come direct from OSPI to the teacher. They need to keep our names on roster, all the active ELL teachers. It needs to be direct to us; this should be a new policy. (ELL Specialist)

Recommendations. Build on this year's improvements in communication by the establishment of a comprehensive communication plan, including:

- An efficient e-mail system, with 1) annual updating of e-mail addresses; 2) an e-mail distribution list for ELL and bilingual teachers; 3) a consistent system for labeling e-mail subject lines.
- The continued use of the call logging system to ensure prompt responses.
- Enhanced use of the OSPI Web site, updated on a regular basis to include all K-20 and Bilingual Program workshop

materials, announcements, instructions for completing applications, suggestions for efficient submission of student data and similar information.

OSPI Update Fall 2008

OSPI provided information about ongoing work to address the recommendations in this section.

As part of its work to enhance communication with districts, the Bilingual Program began to put out a newsletter, starting in December 2007. Three issues were released between December 2007 and September 2008; the Program intends to increase the frequency of publication to every other month.

Need: A clear and functional process for districts to apply for and receive funding.

Finding: In recent years, the process has been characterized by inconsistencies and frequent changes. The application process for the 2008-2009 year was reportedly much improved, although some concerns remain.

Most district ELL coordinators felt that the iGrant application process has been markedly improved in the past year. District ELL coordinators reported that they had fewer technical difficulties this year than previous years and appreciated the effort which had gone into to streamlining the application system. Several district ELL coordinators praised the Bilingual Program office for its provision of professional development on how to put together grant applications:

> *During a workshop we were able to go on-line and work on our grant while state staff were available to answer questions. That was a really great idea and helped me a lot. They offered these workshops at various places and times through the year, so I was able to attend more than one, which was helpful in terms of learning the process. I could keep building on the previous session and have an opportunity to hear it again. (District ELL Coordinator)*

In addition, most district ELL coordinators reported that the guidelines and process for applications for the 2008-2009 school year were much more transparent than in the past.[12]

> *Posted program guidelines were very beneficial; previously I had to go to the UWA library to see the changes in the WAC related to the program; there was no guidance posted before. However the state office has revamped that quite quickly; their responses are more timely and more consistent. They are really clear about everything they want in the grant; this makes it an easy grant to write. (District ELL Coordinator)*

In spite of these improvements, district ELL coordinators voiced four major concerns regarding the funding application process.

These included:

- Slow response time to grant applications
- Multiple grants due at the same time
- Data necessary for applications were not always available by application due date
- Substantial changes to the application forms and processes every year

Many district ELL coordinators complained that the long time it took to approve applications impinged upon their ability to plan for the coming year. At the extreme end, one district coordinator reported that it took seven months to receive a response to her district's application. Most felt that it would be most helpful if they received

[12] Applications for the 2008-2009 school year were due June 30, 2008.

feedback within four to six weeks of application. In fact, state statutes do require a 30-day turnaround.[13] Realistically, this rapid turnaround of about 190 applications by two or three staff members is challenging at best and may not be feasible without additional staff.

It is not only the Bilingual Program office that struggles under the weight of many grant applications. Many district ELL coordinators noted that they had multiple applications due at the same time, and that much of the data which they needed for the TBIP applications was unique and not always available. In a summary of many concerns, one district ELL coordinator stated:

> *The iGrant is getting better every year, and OSPI's training is great. However there are massive amounts of grants all due at the same time. ELL requires more information than any of the others; it is more detailed and the information asked for always changes and is unique. It is not part of our regular information gathering. (District ELL Coordinator)*

Another coordinator reported that she had "eight grants all due within a few days of each other with no access to data until when they are due. Staggering the due dates of these grants would be helpful." Another possibility is streamlining applications so that as many as possible use the same data and responses. This has already occurred with the Title III and TBIP applications, which were combined into a single form.

Finally, though all district coordinators appreciated the improvements which had taken place, many reported that they were often confused by repeated changes, reporting that the "applications have been changing every year."

> *The changes in new directors has been confusing. They tell us, "I want this data, I want that data". Every director seems to value different things and we have to respond differently. There has not been any consistency. (District ELL Coordinator)*

Recommendations. Modify the iGrants application form and review process to ensure that the application matches the state vision and the timeline and process align to state and federal laws and district calendars.

> Design application forms (iGrant forms) that ask for the best available data and include provision for short addenda to be submitted after the release of state testing data.
> A functional process should ensure that district applications receive responses within the four weeks specified by statute. This might be facilitated through additional staffing in the Bilingual Program, short-term support from other Programs at OSPI, and/or short-term contractors with educators from ESDs or districts.

OSPI Update Fall 2008

OSPI provided information about ongoing work to address the recommendations in this section.

As noted earlier in this report, the language of the iGrants application was revised to match the language of the Bilingual Program guidelines, as well as the legislative report and documents on the website.

Need: Support for districts to select a program model that fits their students and schools.

Finding: There is considerable confusion in some (not all) districts

[13] WAC 392-160-029 Program approval

around program models and some districts require more guidance.

Each year when districts apply for Title III and TBIP funding, they are asked to specify which program model(s) they have adopted. A program model is simply a system for educating ELLs. The 2008 iGrant application lists six program models and asks districts to indicate which one(s) they use:

- Dual language (also called two-way immersion)
- One-way language program
- Developmental bilingual education (also called late-exit)
- Transitional bilingual education (also called early-exit)
- Sheltered instruction (also called content-based ESL)
- Newcomer program

Another model, not on the list is the "pull-out" model, in which ELLs are pulled out of their regular classroom and instructed separately, most often by an instructional aide though sometimes by a certificated teacher. While it is not on the list, it is widely used. At 21 of the 34 schools interviewed, principals reported that they used pull-outs, sometimes on their own (10 schools) and often in combination with other program models. On surveys, more principals reported using pull-outs (58%) than any other model—again, often but not always in combination with other models. Because this option was not on the official list of models, many schools described something different on their grant applications than what they actually delivered.

Each of the different program models is only appropriate for certain types of populations. For example, a dual language program includes both native speakers of English and native speakers of another language, in roughly even numbers. A one-way language program requires having enough students from the same language background to fill the entire class. Such a program would be impractical to implement in a district with a small percentage of ELLs, especially if they were spread across multiple grade levels.

Each program model also has particular staffing requirements. Dual language, one-way and other bilingual programs require staff who are not only *conversationally* fluent in the language of instruction, but who are also fluent in the *academic* language used in the classroom.

Because student populations and the availability of specially qualified teachers vary greatly across districts in Washington state, it makes sense that districts should consider both factors in their selection of a model. In many cases, it may be appropriate for districts to adopt multiple models, or even for more than one model to co-exist in the same school.

Over the past year (2007-2008), the Bilingual Program has articulated exactly this position: that districts should select the model or models that make sense for them. In practice, however, not all districts heard that message, and only a subset of districts attended the grant-writing workshops that shared that message. Many districts continued to work under the presumption that the state Bilingual Program expects all districts to move toward a dual language model. This understanding dates back to guidance provided by an earlier Program Director, who argued persuasively that dual language provided the best academic outcomes for students. That message *was* heard and reverberated even several years later.

In general, schools and districts reported that the selection of program models took place primarily at the district level, although some principals reported being involved in the decisions.

District ELL coordinators often reported that they conferred with the Bilingual Program staff at OSPI regarding the choice of a program model. About half of the coordinators reported that they received assistance from the Bilingual Program office in the form of advice or professional development, explaining what the program models would look like and how they should be implemented.

> *I called OSPI when we first began, and they were open to working with us. [A Bilingual Program Supervisor] came and helped with assessment of what we had in place; our available resources, how to use those resources, and bring in a program that would work best with our population. (District ELL Coordinator)*

Another coordinator reported attending "helpful" meetings in 2007 that brought together ELL staff from around the state to define what program models should look like and what sort of training and certification they required. But many others struggled, and often asked for more guidance in this area.

One issue that was a struggle for many schools and districts was the question of pull-outs. As noted above, pull-outs were widely used with ELLs, especially but not only in schools with lower numbers of ELLs (usually under 10 percent of the student body). In these schools, many staff members felt that pull-out ESL was the only model available to them with their limited budget and staffing. At the same time, they were sometimes reluctant to label their program as pull-out because they understood that it was not considered a good or approved means of instructing ELLs:

> *Look, I don't want to call it pull-out, but that is what it is. We know that pull-out is not very effective, but it may be good for new kids. They need to build confidence and get attention. They need to get their questions answered. But I don't like that they miss instruction. (Principal)*

Many of the district and school staff felt that the Bilingual Program office discouraged pull-out and felt that they were being

Table 4.
Instructional & curricular guidance & support

	Percent of Principals Agreeing/Strongly Agreeing	Percent of ELL Specialists Agreeing/Strongly Agreeing
Our school receives support for working with ELLs from staff in our district office.	71	67
Our school receives support for working with ELLs from staff in the state bilingual office.	18	32
Our school has all the information it needs to make informed decisions about the appropriate program model and curricular materials to work with our ELLs.	39	46
I would like our school to receive more direct state guidance on instructional and curricular issues for ELLs.	41	70

Source: NWREL survey of principals and ELL & bilingual specialists, June 2008.

forced—unprepared and underfunded—into other models. A few district ELL coordinators said that their districts will continue to use ESL pull-out, even if they had to call it something else.

> *They [the state Bilingual Program] haven't helped, but just told us what isn't allowed in the future. If we are not going to have ELL pull out, what will we use? These students need direct instruction, literacy, and language acquisition. If that is not pull-out, what is it? We need direction from the state. Next year they have forced us to choose content-based sheltered instruction, but we will continue to use pull-out, because we don't have the funding to switch to sheltered instruction. (District ELL Coordinator)*

While the most frequent confusion and frustration was related to the use of pull-outs, other issues concerned schools as well. Overall satisfaction with existing program models was mixed. Almost half (44%) of principals said that they would select a different program model if they had sufficient resources and staff. They most often listed the following reasons for selecting a different model:

- A bilingual or dual language model would be preferable
- A more inclusive model, with less pull-out, would be preferable
- The current model isn't working for all students

Many schools reported that they needed more guidance in selecting program models and appropriate curricular materials and support in implementing their selections. While many received such guidance from their districts, and some from the state Bilingual Program, fewer than half of principals and ELL specialists reported that they had all the information they needed. Many ELL specialists, although fewer principals, also indicated that they would like more direct state guidance on instructional and curricular issues for ELLs (Table 4).

When asked in interviews what the OSPI Bilingual Program could provide, district ELL coordinators requested the following:

- A summary of current research on program models and instructional approaches
- A list of approved program models and/or curricula from the state
- A list of ELL resources available to schools and districts

While not all districts felt they needed additional support, and some definitely did *not* want a list of approved models or curricula, other district ELL coordinators expressed frustration that they had to do their own research to design an appropriate ELL model.

> *We need current research, from the 2000s; I am tired of 1994 flawed studies using flawed population samples. The current research is an excellent way for us to understand what we are doing. Every district shouldn't have to do their own study to identify current research. (District ELL Coordinator)*

Lastly, district ELL coordinators asked for a list of available ELL resources, including information on professional development.

> *They could provide resources and examples of how districts can meet the needs of ELL students with limited resources. I would love to have a database of certified GLAD and SIOP trainers. Then we could have cooperative trainings in our region (District ELL Coordinator).*[14]

[14] SIOP (Sheltered Instruction Observation Protocol) and Project GLAD (Guided Language

Recommendations. Continue and expand technical support to districts as they select program models and put together their annual applications for Title III and TBIP funding.

> Provide schools with clear rationale for what program models are appropriate to what types of settings. Inform schools about options for curricula that are appropriate to the different program models. Facilitate cross-district sharing of resources and experiences, perhaps via the OSPI Web site.

Consider permitting pull-out instruction on a limited basis, setting clear guidelines about the conditions in which pull-out instruction would constitute an acceptable model.

> Many districts feel that pull-outs are their only option for instructing small numbers of ELLs. They need permission to use that model, without calling it something else, and they deserve the same support as other districts in continuously improving that model to be the best that it can be. If some districts feel pull-outs are their best or only option but the Bilingual Program office disagrees, those districts should receive assistance in identifying and implementing alternatives.
>
> If, on the other hand, the state chooses not to allow or sanction the use of a pullout model, the Bilingual Program office should identify a practical alternative for districts with small numbers of ELLs and provide sufficient program design detail and training for these districts to ensure successful implementation and use of the sanctioned model.

Acquisition Design) are two specific examples of sheltered instruction programs.

OSPI Update Fall 2008

OSPI provided information about ongoing work to address the recommendations in this section.

As noted earlier in this report, during the 2007-2008 school year the Bilingual Program office increased the number of state, regional, and district trainings and amount of technical assistance it has provided. In its presentations, the Bilingual Program office communicated a consistent message of program model options. It is increasing efforts to help districts learn about the implementation of different models and will offer several sessions on this in the upcoming January Conference (2009).

Need: Appropriate preparation of staff to deliver the selected program model(s).

Finding: The gap between teacher preparation and what schools intend to deliver is large. There is a great need, in particular, for teacher training to provide sheltered instruction.

To provide appropriate education for ELLs, administrators, teachers and instructional aides all need to be trained to implement their school's selected instructional model(s). Yet survey and interview data repeatedly suggest that in many cases, mainstream classroom teachers and even ELL or bilingual specialists do not have training in their school's instructional model.

Since there are different types of models, of course teacher requirements vary by program:

- Primary language instruction (dual language, early or late exit bilingual instruction) requires teachers that are fluent in the academic use of the primary language.
- English language development requires that schools have ELL specialists trained in second language acquisition. While

any model includes some provision for English language development, this need is especially great in schools that use a pull-out or newcomer model.

- Content ESL or sheltered instruction models require that teachers are trained to deliver sheltered instruction.

Each of these is discussed below.

Primary language instruction. In schools providing dual language or early or late exit bilingual instruction, teachers need to be able to teach in students' primary language. Furthermore, basic conversational fluency is not enough; teachers must know and use what is called "academic language." It is in part due to a shortage of teachers with such backgrounds that fewer than 9 percent of English language learners in Washington receive instruction in their primary language.[15] Primary language instruction is usually in Spanish; instruction in languages other than Spanish is extremely rare.

Districts are required to explain in their annual applications for Title III and TBIP funding how they will ensure that teachers in their primary language instructional programs are fluent in both Spanish and English. For this study, however, we were not able to collect data about the level of language proficiency of primary language teachers.

What we do know is that, across different program models, many schools that could not provide primary language instruction were able to offer students primary language support (provision of some explanation or materials in their own language), most often from instructional aides. About three-quarters of the instructional aides interviewed were able to provide work with students in languages other than English—most commonly Spanish, but also Russian, Ukrainian, Somali and Makah. Only seven of the 27 aides interviewed worked with students entirely in English.

In general, however, only a few individuals in each school knew students' primary languages. Furthermore, in a third of all schools surveyed, principals reported that no teachers were fluent in students' primary languages and in 14 percent of schools no teachers and no instructional aides spoke students' primary languages. Even in schools with dual language programs, principals reported on surveys that at best, no more than half the teachers were fluent in students' primary language.

English language development (especially newcomer programs). Whether a school provides instruction fully, partly or not at all in the primary language, ELLs also need instruction from a specialist trained in second language acquisition. Here many schools and districts, though certainly not all, fall short.

In some cases, the ELL specialists who provide or supervise instruction in English language development do not hold an ELL endorsement. Because districts reported difficulty locating and hiring staff with those endorsements,[16] they opted to hire teachers without the endorsement and to train them on the job. Nearly half of the specialist teachers interviewed for this study reported that when they were hired they did not have an ESL or bilingual endorsement. On surveys sent out to specialists, nearly a third (30%) of these teachers reported having neither an ESL nor a bilingual

[15] Malagon, H., & De Leeuw, H. (2008). *Educating English language learners in Washington state, 2005-06. Report to the legislature*. Olympia, WA: Office of Superintendent of Public Instruction.

[16] In interviews with districts, 85 percent of ELL coordinators reported difficulties hiring teachers with ELL or Bilingual endorsements.

Table 5.
Endorsements held by ELL specialists

Which of the following endorsements do you possess? (select all that apply)	Percent of ELL specialists reporting having this endorsement
ESL endorsement	52
Neither bilingual nor ESL	30
Both bilingual and ESL endorsement	15
Bilingual endorsement	3

Source: NWREL survey of ELL specialists, June 2008.

Table 6.
Training of teachers to deliver sheltered instruction

About what percentage of your certificated teachers have been trained in SIOP, Project GLAD or a similar approach to sheltered instruction?*	Percent of Principals
All or nearly all.	28
More than half	19
Some of them, less than half	22
One or two of them	19
None	11

* Includes only the schools reporting sheltered instruction as their program model.
Source: NWREL survey of principals, June 2008.

certificate (Table 5), though some had many years of experience.

Only about half of surveyed ESL specialists in schools with newcomer programs reported having been trained to work with newcomer students. More than a third (35%) reported having had no professional development in the previous five years on how students acquire a second language. Yet these specialists are often the ones others in the school look to for assistance in working with ELLs.

Sheltered instruction. Sheltered instruction is an approach to teaching content knowledge and academic English at the same time. It can be delivered either by an ELL specialist or by a mainstream classroom teacher, as long as they understand how to adapt materials and instruction to support language development at the same time. In some schools, ELL specialists play a support role, as a coach or resource, to mainstream classroom teachers, who deliver the actual instruction. This model is widely used; as of 2006, the most recent year for which data were available, it was the model selected by 53 percent of Washington districts for some or all of their ELLs.[17]

Despite its widespread use, survey data suggests that teachers have not received the training needed to provide the model. As

Table 6 indicates, in 11 percent of schools providing sheltered instruction, no teachers have been trained to provide it, and in another 19 percent, only one or two teachers have received training (this was more common in schools with smaller ELL populations but included some with more than 20 and even more than 30 percent ELLs).

In these same schools that had sheltered instruction as their program model, many of

[17] Malagon, H. & De Leeuw, H. (2008). Educating English Language Learners in Washington State, 2005-06. Report to the legislature. Olympia, WA: Office of Superintendent of Public Instruction.

the ESL specialists (41%) had not had the full, multi-day training in SIOP, Project GLAD or a similar approach to sheltered instruction. This includes a third (30%) of specialists who reported that they themselves directly provided sheltered instruction to students in the classroom. Most of those who had not had it said they wanted to attend such a training. Also, at these same schools, more than a quarter (27%) of principals had no training in sheltered instruction.

Given the gap between the program model needs and actual teacher preparation, many schools expressed a strong desire for additional professional development. On surveys, nearly all the bilingual or ELL specialists (91%) and most principals (86%) reported that they felt mainstream teachers needed more training in working with ELLs, learning more about second language acquisition, cultural competence, and working with newcomers. Many felt that full, multi-day training in sheltered instruction was needed. They also had requests for additional professional development for themselves (details on these requests are provided in Appendix B).

Recommendations. Support projects to encourage bilingual youth and instructional aides to become certificated teachers and for certificated teachers to earn their ELL or bilingual endorsements.

> To increase the number of teachers who speak students' primary languages and make primary language instruction a realistic option for schools, the state needs to expand the pool of bilingual teachers. Some projects already exist to create career ladders for bilingual instructional aides and to encourage certificated teachers to earn additional endorsements. These deserve support, along with evaluation to ensure they yield the intended outcome. Proposals exist for projects to encourage bilingual youth to go into teaching.
>
> Ensure that all ELL specialists working in schools with a sheltered instruction model receive full, multi-day training in sheltered instruction. Provide *at least* introductory training to administrators and teachers in these schools.
>
> Students should not be taught in a program by teachers unprepared to deliver the program, and teachers should not be expected to deliver instruction using techniques they have never been trained to use. Adequate teacher professional development is a crucial and pressing need and one of the top priorities to come out of this report.
>
> The recently released report of the Basic Education Funding Task Force also calls for additional professional development for teachers of ELLs.

OSPI Update Fall 2008

OSPI provided information about ongoing work to address the recommendations in this section.

To promote an increase in the number of bilingual youth or instructional aides who become certificated teachers OSPI contracted with the Latino/a Educational Achievement Project (LEAP) to identify and mentor at least 50 bilingual high school juniors to encourage them to become teachers. OSPI will provide funding to coordinate the project and give a small stipend to teacher-mentors.

To improve preservice education for future teachers, the legislature directed the Professional Educator Standards Board (PESB) to convene a work group of stakeholders from K-12 education, OSPI, higher education, and other groups to share findings and provide recommendations to the Governor and the legislature regarding revisions to certification requirements (Senate Bill

6673). This work group made recommendations to the PESB regarding professional development for current teachers on November 19, 2008; these recommendations were accepted.

Finally, OSPI is encouraging districts to use federal Title III monies for further professional development related to the needs of English language learners. In recent years, these funds have been underspent. For the 2008-2009 school year, Washington state received more than $12 million, disbursed through the Bilingual Office to more than 120 districts.

Need: Timely access to accurate data, and knowledge of how to use data to work with students.

Finding: Districts and schools have good access to and are generally satisfied with assessments to determine program eligibility. Schools complain of a lack of classroom assessments that could help teachers modify instruction. Because of this lack, in some places, educators try to use the WLPT-II for purposes it was not intended.

Schools and districts need timely access to valid student achievement data for three primary purposes: 1) to determine student eligibility for bilingual services, and 2) to place students at the correct level, and 3) to assess student learning and determine whether changes in classroom instruction are needed. There is also a need to use data to evaluate and improve instructional program models; this is discussed separately in the section on accountability and evaluation below.

Overall in recent years, data for placement and exiting decisions have become standardized, and schools and districts report that they work well for those purposes. However, there are very large gaps in the availability and use of data to shape classroom instruction.

Data for determining eligibility for Bilingual Program services. The Washington Language Proficiency Test (WLPT-II) was revised in 2005 but has remained essentially the same since then. There is an initial placement version, to be given to students when they enter a school, if they speak a language other than English at home. Another version, given annually in the spring, measures student progress in learning English. Both versions determine students' English proficiency level:

Level 1: Beginning/Advanced Beginning
Level 2: Intermediate
Level 3: Advanced
Level 4: Transitional

Students who score at level 1, 2, or 3 are eligible to receive Title III and TBIP services. These services vary according to their school's program model. Students who score at a level 4 become ineligible for bilingual services in the future, and districts no longer receive Title III and TBIP funding for that student.

Many of the individuals interviewed (principals, district coordinators, and bilingual teachers) felt the WLPT-II was a useful tool for basic placement and eligibility purposes. Some questioned its validity, especially for the youngest students. More than one school complained that what was expected for a kindergarten ELL to achieve a level 4 on the WLPT-II (including reading and writing in English) was more difficult than anything normally asked of native English-speaking kindergarten students. Some other schools also found the results difficult to understand and a few ELL specialists complained that they never saw their students' WLPT-II results.

Data for appropriate placement. The WLPT-II, with its assignment of ELLs to levels 1, 2, or 3, provides some information

about students' English proficiency. What it does not tell teachers is what ELLs already know how to do in their own language. While it is difficult to have assessments of literacy and all the content areas in every language, there are resources that could help provide schools with more information about what their ELLs can do. Specifically, the Home Language Surveys (HLS) could serve as an important resource for schools. In their current form, the basic HLS gathers data about the students' primary home languages, country of origin, and the number of months the student has attended school inside and outside the United States. Washington's HLS do not—but could—collect data about students' native language literacy, immigration generation, or their families' history of educational achievement. Short and Fitzsimmons (2007), in their recent work on adolescent ELLs, recommend that states revise home language surveys to collect this information, which could supplement direct assessments and improve student placement of these students.[18] Some districts in Washington choose to collect additional data on the HLS. This is something that the Bilingual Program could encourage; it should also provide guidance so that different districts can collect data in the same way.

Data for assessing student progress and adjusting instruction. In recent years, many administrators and teachers have learned about the value of valid assessment data and the insights into student progress and needs good assessments can provide.

At many of the schools where we interviewed, administrators, ELL specialists and teachers all wanted good assessment data to help guide their work with ELLs. Most of the time, however, such data were lacking. Few mainstream teachers described using multiple sources of data to regularly monitor the progress of their ELL students. More commonly, teachers said they did not know what additional data would be useful because they weren't aware of the possibilities—but they wanted something.

> *I don't know enough about ELL or bilingual instruction to know what data would be useful. But I also know that I need more data to help these students learn, especially in terms of adapting the instructional materials to their level. (Mainstream teacher)*

Many schools recognized (and complained) that the WLPT-II was not a useful tool for diagnosing student-level needs or for determining how to adjust instruction for students or classrooms.

In some districts, however, the lack of classroom-based and diagnostic assessments led educators to try to squeeze more information out of the WLPT-II than it truly offers.[19] In interviews, many district ELL coordinators described using WLPT-II data for multiple purposes, including some which may not have been appropriate:

- Helping mainstream teachers identify the needs of students in their rooms
- Determining if students need more diagnostic testing
- Deciding the appropriateness of special education placements

[18] Short, D., & Fitzsimmons, S. (2007). *Double the work: Challenges and solutions to acquiring language and academic literacy for adolescent English language learners: A report to Carnegie Corporation of New York*. Washington, DC: Alliance for Excellent Education, p 17.

[19] For example, the WLPT-II tests reading, writing, speaking and listening, but it does not include enough items in each of the four sub-areas to provide an accurate description of students' relative strengths and weaknesses. Nevertheless, some districts described using WLPT-II results to determine which of the four areas students needed to focus on.

Recommendations. Provide additional professional development in the use of assessment data, including the appropriate use and limits of WLPT-II data.

> Training and guidance in data use provided to districts by the Bilingual Program over the past year was well-received, and clearly many other districts would benefit from similar information. Districts also need assistance in understanding how to use the data they themselves collect, even before state-level reports are released. In addition, some districts may try to hard to extract information from the WLPT-II, information the assessment is not designed to provide, and they also need guidance in understanding those limits.

Provide guidance in the selection and use of classroom and diagnostic assessments to help districts monitor their ELLs' progress over the course of the year.

> Many districts have learned to use reading and math assessment data to help make decisions about instruction for their students throughout the school year. They desire similarly helpful information about the progress of their English language learners. The Bilingual Program office could provide leadership by reviewing available assessments and providing guidance to districts about which tests can be helpful for which purposes.

Encourage districts to revise and expand the Home Language Survey to collect additional data about students' background.

> Schools could collect relevant information about the students' native language skills and prior education; this information could help inform placement decisions. In addition, collecting information about immigration generation, age of arrival in the U.S. school system, mobility history, and familial levels of educational attainment and achievement provides important data to the state and to districts as they analyze trends and patterns in student achievement.

OSPI Update Fall 2008

OSPI provided information about ongoing work to address the recommendations in this section.

The use of WLPT-II data was the focus of a number of regional trainings, conference presentations and K-20 broadcasts throughout 2008. Handouts from these trainings were made available on the OSPI website.

Need: Outreach to ELL families and communities.

Finding: Communication with ELL families and communities was difficult and frustrating for some schools. Personalized outreach was seen as a potential solution, but most schools need training and support to accomplish this.

Communication with the parents of ELL students is required by state statute, which states that school districts "communicate, whenever feasible, with parents of students in the bilingual program, or alternative instruction program in a language they can understand."[20] Beyond the legal requirements, the parents and communities of ELL students are an important and largely untapped resource to support and improve the education of ELLs. However, many schools found communication with parents and community a major challenge.

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[20] WAC 392-160-010, *School District Board of Directors Duties*. Retrieved August 27, 2008, from http://apps.leg.wa.gov/WAC/default.aspx?cite=392-160-010

This is also one of the areas in which a majority of schools members asked for additional assistance from the state Bilingual Program office.

Written communication with parents. Most schools and districts find written communication with the parents of ESL students to be difficult and frustrating. This was particularly the case in schools that served students with many different home languages.

Almost all schools and districts report that they were able to translate documents into Spanish employing local resources. Many also were able, with the assistance of an instructional aide, ELL specialist, or local community based organizations, to translate documents into Russian, Ukrainian, Korean, and Chinese. However, schools found it very difficult to translate into other languages—notably those from Southeast Asia, East Africa, the South Pacific, and indigenous Mexico. Consequently, schools with high linguistic diversity were much more likely to be unable to meet the state requirements for all of their families.

> *We have over 80 languages and that's the problem. We pick our top seven or eight languages to translate, but that is bad for the other kids. (District ELL Coordinator)*

However, while it is true that in Washington some districts have as many as 80 languages and that there are 190 total languages spoken by ELLs, it should be noted that 61 percent of ELLs speak Spanish, and 85 percent of all ELLs in Washington speak one of seven languages.[21]

Furthermore, in some districts even when translations were obtainable, schools could not be sure that parents had the literacy skills to access the translations:

> *We have no problem with translating documents but many of our parents are illiterate and some parents are hard to find. (District ELL Coordinator)*

> *It is ok, especially with Spanish, Cambodian, Vietnamese, Russian, and Korean. With Arabic, Farsi, or Somali we have some difficulties. But translating the forms into the home language isn't always very effective. The parents may not be literate, may not read it, or may need personal contact. We have interpreters as needed to work with Somali students, but I am not sure of the literacy part. (District ELL Coordinator)*

Despite the challenges, very few school or district staff reported turning to the state Bilingual Program office for assistance in reaching parents. Only a few principals reported that they used the pre-translated letters or forms available from the OSPI Web site. The "Parent Notification of Student Placement in the State Transitional Bilingual Program" was translated to nine languages and the "Home Language Survey" to eight.[22] Some schools did ask that the Bilingual Program office assist their communication with parents by providing more translated documents on the Web site (this could include documents other districts have had translated).

Because written communication was difficult, and in order to involve parents more personally in the school, most schools recognized that paper translations were not

[21] Malagon, H. & De Leeuw, H. (2008). Educating English Language Learners in Washington State, 2005-06. Report to the legislature. Olympia, WA: Office of Superintendent of Public Instruction.

[22] Retrieved August 27, 2008, from http://www.k12.wa.us/MigrantBilingual/Forms.aspx

sufficient, and they needed to facilitate oral communication as well.

Oral communication with parents. School staff members report that it is very difficult to involve the parents of ELL students in school activities, and they rarely attend school meetings or parent-teacher conferences. Although districts turned to translators to help with evening events, meetings and conferences, they were seldom satisfied with their solutions. They often reported poor communication between the translators who talk to parents and school staff. In addition, the schools and districts that relied on external interpreters, or older students, were concerned about confidentiality or, in some cases, the cost of interpretation.

Other obstacles schools noted included cultural barriers (for example, parents' inexperience or discomfort with American educational institutions or belief that educational authority should not be challenged), long working hours, and in some cases, frequent migration to follow jobs.

A few schools engaged in explicit outreach work, particularly home visits. This was seen by the participating schools, and by all the community based organizations interviewed as the best solution to the potential pitfalls of written communication and a productive way of encouraging parental participation in the school and the education of their children.
Only a small number of district or school staff mentioned during interviews that they employed outreach workers. For those districts that had them, staff members seemed very pleased with success of their outreach workers, who were seen to be playing a very vital role in the interaction between school and home. Through their home-visits, school outreach workers were seen by staff as a means to bridge both the cultural and the economic obstacles which prevented or inhibited parents of ELL students from actively participating in and contributing to the schooling of their children.

The community-based organizations (CBO) interviewed for this study strongly encouraged parental outreach and direct contact in the homes of community members. They also recognized that it was often difficult for schools to find the time or staff to do this, and therefore, in some cases, they themselves conducted this work:

> *There is so much outreach that needs to occur and such a large amount of time is needed to be spent engaging parents. Schools don't have the capacity to understand and interact with these families, they don't have the time or staff to build trust and develop relationships. (CBO Outreach Worker)*

Even in schools that did not conduct parent and community outreach, many staff members felt that they should. In fact, a majority of principals also thought that community outreach training should be a priority, as it helped the parents understand the goals of the Bilingual Program.

> *If community training is available from the OSPI, that would be very good. The program's development depends on the community and their needs. The parents don't really understand what we are doing, they sometimes think we are trying to force their kids to speak English all the time. We really need some community education and community outreach. (Principal)*

Instructional aides also cited outreach training as one of their own priorities. Teachers, both mainstream and ELL specialists, were less interested in this professional development.

Recommendations. Provide or facilitate the provision of professional development in strategies for encouraging parental involvement, community outreach, and cultural competency.

> This need not require the development of new expertise within the Bilingual Program. It could be done by working with other OSPI staff and/or connecting with other agencies and organizations that already have expertise in this area, including some of the organizations consulted for this study and numerous others that do this work around the state.

Connect schools to community-based organizations that can assist with parent outreach and/or translation and interpretation.

Use the OSPI Web site as a place for districts to share existing translations of parent letters and notifications and a place to share translation and interpretation strategies.

OSPI Update Fall 2008

OSPI provided information about ongoing work to address the recommendations in this section.

Along with other OSPI units, the Bilingual Program has been collaborating with the Center for Improving Student Learning (CISL) at OSPI to explore the feasibility of creating a website that would allow districts to share their existing translations. They are also working with CISL to negotiate a reduced state rate for translations that districts could use to obtain translations at lower cost.

Regular evaluation for ongoing improvement & accountability

Successful programs include mechanisms to evaluate themselves, to hold themselves accountable for their work, and to evaluate themselves honestly so that they can learn from experience and continuously improve.

For such mechanisms to function, the Bilingual Program, as well as its stakeholders, need timely access to accurate data. The Program needs to use data to ensure that schools and districts are implementing the programs they selected. Most of all, the Program needs to use data to ensure that ELLs are making progress in the acquisition of English, the development of content knowledge and academic skills, and where relevant, the development of literacy in their primary language.

Tens of millions of dollars of state money are channeled through the Bilingual Program out to districts to support the education of ELLs. There need to be systems in place to ensure both that, (1) districts use that money to do what they lay out in their applications, and (2) their work contributes effectively to student learning. Such systems require collection of accurate and meaningful data about activities and outcomes. Accurate (valid) data measure what they are intended to measure; meaningful data inform stakeholders about important progress.

The same information that is collected for accountability purposes can also be used to inform ongoing efforts to improve and strengthen programs. For this reason, functional procedures for the collecting and reporting of accurate, meaningful data are crucial to the long-term health of the Bilingual Program.

This section examines existing mechanisms for accountability and evaluation of the Bilingual Program.

Need: A system for districts to be accountable for the monies they receive from state TBIP funding

Finding: Existing mechanisms for holding districts accountable are weak, underfunded, and/or the measures they use do not address some of the most important questions about student performance.

Several mechanisms exist that could help hold districts accountable for their use of the Title III and TBIP funding they receive, as well as for the successful learning of the ELLs:

- State law requires districts to include a **plan for continuous improvement and program evaluation** in its annual application for TBIP funding.
- Title III, like other federal programs, are subject to **consolidated program reviews** every four years.
- Districts are expected to show that they achieved **Annual Measurable Achievement Objectives** (AMAOs) in three areas: 1) student progress in learning English, 2) increases in the percentage of students becoming proficient in English, and 3) increases in the percentage of ELLs meeting state targets in reading and math on the WASL.

These mechanisms exist, however overall they are weak, underfunded, and/or collect data that do not answer many of the important questions about educating ELLs. This makes it difficult for the public to know whether resources are well-used, and also complicates district and state planning for the future. Each of these accountability pieces, and their limitations, is discussed below.

State-required plan for continuous improvement and evaluation. When districts submit their annual applications for TBIP funding, they are required to provide a plan for how they will use that funding. The plan is also required to include, among other things, a "description of the district's plan for continuous improvement and evaluation of its program to serve English language learner students."[23]

If districts were to create and implement well-conceived and comparable evaluation plans, the result could yield meaningful information about what districts are doing and how well it is working. This would allow the identification of especially effective districts and might facilitate the sharing of knowledge across locales.

In practice, no evaluation of district work occurs—nor can it. There is no funding available at the state or district level to support the evaluation requirement. Most districts are already stretched financially and many already supplement Title III and TBIP funds with local funding just to run their instructional programs. These districts are not equipped to conduct evaluations on top of their current work.

The only state-level review of district programs that takes place is the Bilingual Program office's review of districts' annual applications. Once the applications are approved—and they always are approved because the state lacks the authority to withhold funds—districts may or may not use the funds as laid out in the original application.

End-of-year reporting requirements ask only for the data required by the state legislature and the federal government: student and staff counts, and student performance on the WLPT-II and WASL. Districts also report, elsewhere, on professional development offerings, but there is no process to check those reports against initial plans, and current low staffing levels in the Bilingual Program make that an unrealistic task. We do know

[23] WAC 392-160-028 Content of district application

that many plans are not fully implemented simply from the fact that large amounts of Title III funding are routinely rolled over from one year to the next. However, there is no single report that pulls together what districts have done, whether it corresponded to their plan, and was effective.

Title III consolidated program review. Every four years, the state conducts consolidated program reviews, which are basic reviews of the programs that receive federal funding (Title I, Migrant Education, etc.). Title III, which provides supplemental funding for ELLs, is also included in the reviews. These reviews have the potential to provide a source of good information about the implementation of ELL programs. However, the reviews are paid for by federal funding and cover only federal programs. There is no comparable process for reviewing or monitoring of the use of TBIP (state) funding.

Not only do the reviews focus solely on the use of federal monies (which are far less than state funding), but the information collected provides only a superficial picture of how the district functions. The reviews are conducted by a team of OSPI staff, including staff from the Bilingual Program, who visit districts. During visits, they ask simply for documentation that the administrative rules were followed. For example, part of the Title III review asks for documentation showing that districts did ask parents about the language spoken at home. The reviews do not include an examination of the content or effectiveness of any instructional program. Yet, as district coordinators confirmed in interviews, this is the only sort of monitoring districts experienced.

The inability to effectively monitor district programs has been a source of frustration to Program staff, who feel districts should be held to what they propose in their applications. In an effort to address this problem, the Bilingual Program staff recently revised the checklist used for consolidated program reviews to include a little bit of information about what supports ELL students receive. This modified checklist will be used beginning in the 2008-2009 school year and will begin to provide some of the much-needed data about programs. More comprehensive monitoring and data collection about program implementation would require a systematic process and funding to implement it.

District achievement of AMAOs. The *No Child Left Behind (NCLB)* Act requires that the state determine whether districts made AMAO in three areas. The state is then required to inform districts of their results, and districts in turn need to inform parents. Districts that fail to meet one or more objectives two years in a row are required to create a plan of improvement.

For several years, the Bilingual Program office neglected to inform districts of their AMAO results. This resulted in a "finding," the citation of a problem, when the federal government reviewed the implementation of Title III in Washington state in 2007. Since then, Bilingual Program staff members have remedied this problem, notifying districts of results from the past several years. Districts received notification of their 2006-2007 results in February 2008. Since then, the process has been streamlined, and districts are expected to receive their 2007-2008 results in September 2008.[24]

[24] Note: The tardiness of previous reports has been due to multiple causes, only some of which are within the control of the Bilingual Program. For example, Pearson, the company that compiles

Because results were not reported for several years, consequences embedded in the federal accountability process did not officially affect districts until 2008, when for the first time those districts not making all three objectives were required to create improvement plans. Bilingual Program staff provided some guidance in the formation of plans, which are due in September 2008.

Even when implemented annually as intended, the AMAO process cannot provide a satisfactory measure of district success with their ELLs. Most districts that did not achieve all three objectives failed to meet the third objective, to have a certain percentage of ELLs pass the WASL. But it is extremely difficult for many ELLs, particularly those who have been in the U.S. only a year or two, to pass the WASL; research indicates that any test is also a test of language.[25] Thus districts with large numbers of newly arrived students could easily "fail" to meet this objective, even if they do an excellent job with their ELLs. This is why in interviews, many district and school staff expressed frustration with the WASL requirement for ELLs with low levels of English.

Because the goal of the Bilingual Program is to transition students to a level of English at which they can learn grade-level content, a better measure of success would be the WLPT-II data, provided results on schedule for the first time in 2008.percentage of students who went through English language development in a district, transitioned out, and *then* were able to pass the WASL. This would be a more accurate indicator of whether the district had done its job of preparing students to succeed at school in English. Another alternative measure would be the number of years it takes districts to move students from level one on the WLPT-II assessment to level four, at which point they transition out of bilingual services.

Either or both of these measures would be preferable to a system that penalizes districts when they are unable get their students to pass a grade-level assessment in English a year after arriving in the country. For the subset of ELLs who arrive in Washington with little or no prior education in their primary language, this expectation is simply unfair.

Not only is the AMAO system a measure that does not capture how well districts prepare their ELLs to meet standards, but it is a system which applies only to federal Title III funding. A district that receives TBIP funding but does not request Title III funds would not be subject to this accountability system at all. Thus for a variety of reasons, there is at present no functional system of accountability for TBIP funds, nor are the primary measures currently collected for federal funding purposes appropriate indicators of how well districts have served their ELLs.

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[25] For example: Abedi, J., Lord, C., Hofstetter, C. & Baker, E. (2000). Impact of accommodation strategies on English language learners' test performance. *Educational Measurements: Issues and Practice, 19*(3), 16-26. Abedi, J., Lord, C., Hofstetter, C. (1998). *Impact of selected background variables on students' NAEP math performance.* Los Angeles, CA: UCLA Center for the Study of Evaluation/National Center for Research on Evaluation, Standards, and Student Testing.

Finally, some districts that taught students from multiple language backgrounds complained that current ethnicity categories only served to obscure data trends. For example, recent Somali immigrants were classified as "Black/African American," and real differences in culture and background were lost. New Russian and Ukrainian students were hard to identify when they were subsumed within the "White" category. It is difficult to use data to make decisions about policy and practice when some of the potentially relevant student characteristics are not available.

Recommendations. Establish and fund an accountability system that includes meaningful indicators, applies to all districts that receive TBIP funds, and that has helpful, rather than only punitive consequences.

> "Meaningful indicators" must include questions about student *progress*, such as how long it takes students to achieve proficiency in English and whether they are able to meet state standards once they are proficient in English. This does not require any new data collection but only a different use of the data already collected.
>
> Also, categories for reporting ethnicity could be altered to allow schools and districts to make the breakdowns that are useful to them.
> "Helpful consequences" might include technical assistance, from an ESD, an institution of higher education, or other experienced technical assistance provider.

OSPI Update Fall 2008

OSPI provided information about ongoing work to address the recommendations in this section.

In accordance with WAC 392-160-028, all districts which receive Bilingual Program money must include with their application a "description of the district's plan for continuous improvement and evaluation of its program to serve English language learners." Beginning with the 2007-2008 school year, this requirement was included in districts' iGrants applications and has begun to receive more emphasis.

Need: A system for the state to report on overall achievement of ELL students.

Finding: Current reporting is often very delayed and some of the measures are not as informative as they might be.

Not only are districts accountable to the state and to local communities for ELLs' learning, but the state also needs to report to the legislature and the public on the progress of ELLs statewide. And while annual reports to the legislature do exist, the utility of current reports is undermined by two factors: they often arrive very late, and they provide only limited analyses of student achievement.

Table 7
Time to report to legislature on Bilingual Program status

School Year	When Report Released	Months from End of School Year to Report Release
2005-2006	March 2008	21
2004-2005	December 2005	6
2003-2004	May 2005	11
2002-2003	June 2005	24
2001-2002	December 2003	18
2000-2001	January 2002	7

Source: OSPI Annual Reports to the Legislature since 2000. The 2005-2006 report is the most recent available.

The Bilingual Program office is required to submit reports to the legislature by January 1 each year.[26] The last legislative report posted on the OSPI Web site on August 25, 2008 covered the 2005-2006 school year; the 2006-2007 report is not yet available. In fact, going back to 2000, the amount of time it has taken the Bilingual Program to report on a particular school year has varied widely, from six months to two years (Table 7).

The annual reports have followed the same format since the 2000-2001 school year, with very few changes from one year to the next. Reports cover funding levels, number of students enrolled, staffing and other topics. In addition, they include analyses of ELLs' performance on the state language test (WLPT-II) and on the state assessment of reading, writing and math (WASL).

The reports also provide information about the number of ELLs who left the program and why they left. Reasons for leaving the Bilingual Program include graduation, transitioning out, dropping out of school, unknown reasons, other reasons, receiving a waiver, and moving into special education. Because "other reasons" is by far the largest category, followed by "unknown," this form of reporting reveals little about where ELLs are going when they leave the program.

There is also some information provided on how many years students take to exit the program and the number of students who score at each level on the WLPT-II reading and writing tests as well as the percent of ELLs passing the WASL. These are important pieces of information, but by themselves they say nothing about the progress of students in acquiring English nor in learning academic content.

[26] RCW 28A.180. Transitional bilingual instruction program

The reports could be considerably more useful for both state and local planning if instead they addressed the following questions:

- What are the "other" and "unknown" reasons that ELLs leave the Bilingual Program? How does that vary by program model and/or by district?
- How does the percent of current ELLs passing the WASL compare to the percent of former ELLs and the percent of native speakers?
- Looking at students who became eligible for bilingual services in 2005, entering at Level 1: Where are they now? The target, according to state legislation, is for students to exit the program after three years. What proportion of students meets that target? How does that vary by student demographics, program model, and district?
- How well do exited students (former ELLs) perform on the WASL in reading, writing and mathematics? How does that vary by student demographics, program model, and district?

Finally, even though 9 percent of ELL students do receive primary language instruction, there is no measure of their Spanish-language achievement, and hence, no accountability for the effectiveness of districts and the state overall in teaching Spanish.

Recommendations. Ensure that legislative reports are submitted by January 1 each year for the most recently completed school year.

Expand the content of annual reports so that they address core questions about longer-term student performance. Conduct disaggregated analyses in order to identify challenges and successes of individual student groups, program models, and districts.

Core questions about longer-term student performance focus on how long it takes students to achieve proficiency in English and whether they are able to meet state standards once they are proficient in English.

The length of time it takes to develop proficiency varies by many factors, including students' age at arrival in the U.S., and on the level of literacy and education in the home language. While it is challenging to disaggregate by all relevant factors, some improvements are within reach: current, former and never ELLs is one example. Better disaggregation by student ethnicity would also be helpful.

For students instructed in Spanish, report on their progress in learning Spanish.

Given the time and cost involved in developing a new Spanish-language assessment, it might be useful to start by identifying a few existing instruments that schools might choose from to monitor their students' progress in Spanish. Some dual language and transitional programs have assessments they already use, and they should be involved in any decisions about Spanish-language assessments.

OSPI Update Fall 2008

OSPI provided information about ongoing work to address the recommendations in this section.

The Bilingual Office has worked over the past year to ensure timelier reporting. The delayed 2005-2006 legislative report was submitted in March 2008. A draft of the 2006-2007 report was completed in October 2008, with a final version completed in December 2008. A draft of the 2007-2008 was completed in early December 2008. Both reports will be submitted to the legislature in January 2009. The two pending reports and all future reports will include data on transitioned ELLs from that school year and their WASL performance.

Conclusions & Recommendations

The number of English language learners in Washington schools has been growing far more rapidly than the overall student population. This presents schools and districts with the challenge of helping ELL students meet state standards in all academic subjects at the same time as they are learning English. To make this possible, the state needs a coherent system for supporting districts and schools, and the OSPI Bilingual Program office needs to be able to provide leadership and guidance to this system.

For such a system to succeed, it needs three components: a clearly articulated vision, high-quality implementation with adequate resources, and regular evaluation to ensure ongoing improvement and accountability. While some elements of these necessary components already exist in Washington's Bilingual Program, they must be refined and strengthened to meet the need of Washington's rapidly growing ELL population.

Clearly Articulated Vision

To function successfully, the system of educating ELLs in Washington needs a clearly articulated vision that is understood by all who participate in it. Because of the variations in student populations, language background and educational needs across different districts, this vision must be flexible enough to accommodate a variety of approaches. At the same time, it should be grounded in the best scientific research available on effective instruction for ELLs. Finally, it must have enough institutional support to sustain itself beyond the tenure of any individual program director.

Findings. In previous years, such a coherent yet flexible vision of education for ELLs has not existed. Instead, different interpretations of the state transitional bilingual law have been articulated by different program directors. Some of these interpretations have been difficult for some districts to implement, which has created tremendous frustration and confusion.

Over the past year, the current program administrator has articulated a different interpretation of the state law and the role of the Bilingual Program. In his view, the Bilingual Program should build the capacity of districts to make good decisions about which program model(s) best fit the needs of their district. But as of summer 2008, this interpretation had not trickled down to all districts. Some continued to believe that they were expected to build a dual language program, even though they educated students who had ten or more different primary languages. Furthermore, this vision is not recognized throughout other departments in OSPI, and therefore it could disappear with another change in leadership.

At the same time, the role of the state Bilingual Program in administering and supporting that broader system must be made clear. Currently, the role and purpose of the Bilingual Program is not well defined: is it merely an office to process and approve TBIP and Title III funding requests? Or does it provide leadership and guidance to districts in the selection and implementation of program models and instructional materials? Does it provide technical

assistance? Does it provide professional development, or help districts select appropriate professional development? Does it work with other OSPI programs and units to share information about the needs of ELLs? The Bilingual Program office's role and responsibilities need to be clarified and then broadly communicated.

Recommendations.

- Clearly articulate the vision of ELL education supported by the Bilingual Program, and communicate this vision to a wide range of stakeholders
- Define the role of the Bilingual Program office in implementing that vision
- Ensure that the Bilingual Program office has sufficient staff to fulfill that role

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- *The Bilingual Program has communicated a consistent message of program model options and their implementation at an increasing number of regional trainings and conferences in 2008.*
- *Bilingual Program guidelines were updated in February 2008, and language about program models was consistent across the guidelines, applications, reports, and the Program's website.*
- *The Bilingual Program's newsletter is an initiative to enhance communication.*

High-quality implementation with sufficient resources

It is not enough to have a coherent vision in place; the funding and mechanisms for successful implementation also need to exist. These include:

- Sufficient financial resources to adequately fund the program
- Consistent and clear communication between the Bilingual Program office and districts
- A functional process for districts to apply for and receive Title III and bilingual funding
- Support for districts to select a program model that fits their students and schools
- Appropriate preparation of staff to deliver the selected program model
- Timely access to accurate data, and knowledge of how to use data to work with students
- Outreach to ELL families and communities

Findings. While all of the implementation mechanisms listed above may require some strengthening, two stand out as in need of urgent attention. First, current funding levels make it difficult for many districts to hire sufficient certificated staff. Second, in many instances, school staff members do not have adequate preparation to deliver the program model adopted in their school.

Although state funding for the Transitional Bilingual Instructional Program appears to have increased since 2000, when adjusted for inflation, funding levels have actually decreased. The per-student funding allocated for 2008-2009 ($905) is enough to provide one full-time certificated teacher for every 110 ELLs. This means that districts have either had to provide additional funding for their ELL programs, or as occurred in many cases, allowed instructional aides to provide the bulk of instruction in English language acquisition. Districts of all sizes, with various ELL populations, all emphasized the need for greater funding to support ELL instruction.

The gap between staff preparation and the instruction that schools intend to deliver is large. Sheltered instruction is the most frequently selected program model for instructing ELLs, yet in about a third of

schools, only two or fewer teachers have been trained in sheltered instruction. In some schools offering sheltered instruction, principals have not even had an introduction to the sheltered instruction model, and even some ELL specialists in those schools have not had the necessary multi-day training.

Other issues that emerged in this study included the needs of some districts for additional guidance in how to select an appropriate program model and/or curricula. Many districts were unsure about appropriate classroom or diagnostic assessments for their ELLs, and/or they needed assistance in how to use assessment data they already collected. Also many districts, especially those who served students from multiple language backgrounds, asked for advice and assistance in their efforts to connect to ELL parents and communities. It is important to note that there are also some districts who have made tremendous strides in all of these areas, and these districts could serve as resources to help others.

Recommendations.

- Ensure that TBIP funding be increased to levels that allow districts to hire certificated teachers.
- Provide (or facilitate provision of) professional development for teachers (specialists or mainstream classroom teachers) who work with English language learners. In particular, ensure that staff involved in the delivery of sheltered instruction have some training in this area.
- Continue and increase provision of guidance to districts and schools in the following areas:

1) selection of appropriate program models;
2) training in the thoughtful use of student outcome data;
3) parent and community outreach.

- Since some districts already have strong systems in place for selecting program models and curricula, for using data, for reaching out to families, and/or for providing professional development to their teachers, facilitate the sharing of this expertise across districts, especially across districts with similar student populations.

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- *OSPI proposed increased funding for the TBIP program to increase instructional staff members and professional development as part of the Basic Education Funding Task Force recommendations.*
- *OSPI contracted with the Latino/a Educational Achievement Project (LEAP) to identify and mentor at least 50 bilingual high school juniors to encourage them to become teachers.*
- *To improve pre-service and in-service education, the legislature directed the Professional Educator Standards Board (PESB) to convene a work group to share findings and provide recommendations regarding revisions to certification requirements and professional development. OSPI served as part of the work group.*
- *The Bilingual Program office increased its provision of technical assistance and training to districts in 2008, particularly in the definition of program models and in the use of data.*
- *The Bilingual Program office has been collaborating with the Center for Improving Student Learning (CISL) at OSPI to explore the creation of a translation sharing website. They are also working to negotiate a reduced state rate for translations that districts could use to obtain translations at lower cost.*
- *OSPI is encouraging districts to use under-spent federal Title III monies*

for professional development related to the needs of English language learners.

Regular evaluation for ongoing improvement & accountability

Washington state invests tens of millions of dollars to fund instructional programs for English language learners. Schools and districts should be accountable for implementing the program model(s) they selected and ensuring that those models produce good outcomes for student learning. Meaningful data should be available to help educators and policymakers identify success and problems and plan future changes.

Findings. While there are currently some mechanisms in place to collect data, evaluate programs, or hold districts accountable, these are insufficient. They are not funded, do not apply to all funded schools, hold no consequences, and/or do not measure the most meaningful indicators of program success.

At the same time, schools and districts already feel burdened by testing requirements and pressured by negative sanctions. Any new accountability system should include supportive measures, such as technical assistance for districts that are repeatedly unable to show the effectiveness of their program.

Furthermore, although the state Bilingual Program office does report to the legislature as required, annual reports are typically submitted very late. Like district reporting, the data they provide on student learning are not the data which could best reveal whether programs are successfully teaching ELLs English while building their other academic skills. Finally, although about 9 percent of students receive primary language instruction, there is no measure of the effectiveness of that instruction in building primary language literacy.

Recommendation.

- Establish and fund an accountability system that includes meaningful indicators, applies to all districts that receive TBIP funds, and that has helpful, rather than only punitive consequences.
- Revise reporting measures so that they answer meaningful questions about student achievement. This can be done using the same assessments already employed, but by changing the way in which data are analyzed. The focus of analyses should be on whether students are making progress in learning English and in the academic content areas.
- Require the Bilingual Program office to submit legislative reports by January 1 of each year. These reports should include data from the immediately preceding school year. They should also include data that address questions about student progress in learning English, meeting state standards once they have learned English, and, if taught in their primary language, progress in primary language literacy.
- Support increased monitoring, guidance, technical assistance, and professional development, increase staffing for the state Bilingual Program and/or make use of other institutions in the state (ESDs, institutions of higher education, etc) to do this work.

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- *All districts which receive Bilingual Program money must include with their application a "description of the district's plan for continuous improvement and evaluation of its program to serve English language learners." (WAC 392-160-028)*

Districts are now required to describe their evaluation plan on their iGrant applications.

- *Efforts are underway to ensure timelier reporting. All delayed legislative reports were drafted by early December 2008 and set for release in January 2009. The 2006-2007 and 2008-2009 reports and future reports will include data on transitioned ELLs from that school year and their WASL performance.*

Summary

The sum of all of the recommendations made in this report, across vision, implementation, and evaluation is simply this: the Bilingual Program office has the potential of providing meaningful leadership to districts and schools as they help their ELLs develop content knowledge and English language proficiency at the same time. Fulfilling that potential requires adequate resources, increased staffing, and focused efforts, but promises, in return, the academic success of a growing ELL population.

Appendix A:
Evaluation Methods

This evaluation of Washington's Bilingual Program relied on information from a variety of instruments and respondents in an attempt to capture the perspective of a wide range of project participants.

- The data collected and used in this evaluation included the following:
  In-person and phone interviews with school and district staff–Selected superintendents and district English Language Learner (ELL) coordinators were invited to participated in extended, open-ended interviews. In each selected district, one school was randomly selected, and interviews conducted with principals, ELL specialists, mainstream teachers, and paraprofessional aides.
- **Interviews with other stakeholders**–Phone interviews, and in a few case face-to-face interviews with state government advisors and staff interested in the education of ELLs, state board members, Office of Superintendent of Public Instruction (OSPI) staff, and community-based organizations (CBOs).
- **Surveys**–Paper surveys of an ELL specialist and principal from randomly selected schools in districts serving at least 5 percent ELLs
- **Parent Focus Group**–A focus group with parents of ELL students concentrating on their experience in the schools was held in Sunnyside with 25 participants from different school districts in the Yakima Valley
- **Document review**–Materials from Bilingual Program trainings, past legislative reports, Washington Administrative Codes (WACs) and Revised Code of Washington (RCW) and other documents were reviewed

The survey and interview instruments were written specifically for this project.

This appendix describes each of the instruments and how they were administered as part of the evaluation. Limitations of the evaluation methods are also discussed.

School and District Interviews

School and district level interviews were conducted with 17 district superintendents, 20 district ELL coordinators, 32 principals, 24 ELL specialists, 28 mainstream teachers, and 27 instructional aides.

District and School Selection. The schools and districts were chosen through stratified selection process, sampling 20 high ELL density districts (defined below), and 20 other districts. A large number of districts and schools declined to participate, and in the end interviews were conducted in 34 schools from 33 districts. Of these, 14 schools and 13 districts were high ELL density.

Statistics on ELL enrollment in 2006-2007 from the OSPI database determined that average Washington state ELL enrollment was approximately 8 percent. The district sampling frame was all districts where at least 5 percent of students were ELL or that enrolled at least 500 ELL

students. Ninety-eight districts met this criterion, and these districts included 91 percent of Washington's ELL students.

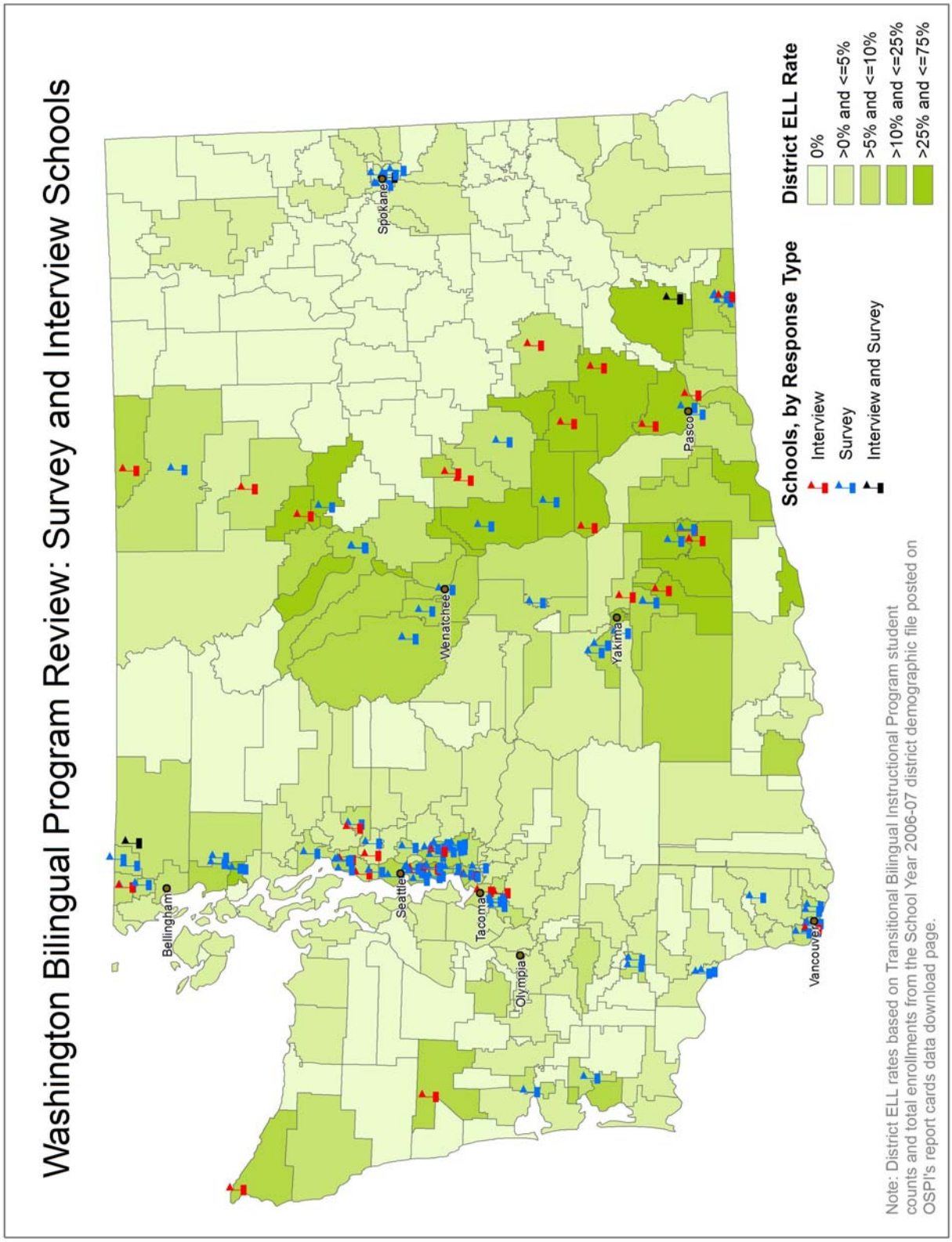
High density districts were defined as those enrolling at least 500 ELL students and where ELL enrollment was greater than the state average (>8%). There were 34 high density districts. From these a random sample of 20 districts was drawn. These 20 districts together enrolled 42 percent of Washington's ELL students.

Other districts included those enrolling at least 500 ELL students or districts having greater than the 8 percent ELL enrollment, including districts that were small but had relatively large percentages of ELL students, and districts that were large but had relatively small percentages of ELL students. There were 64 such districts. A random sample of 20 districts was drawn from the list of 64. These districts enrolled 7 percent of Washington's ELL students. The sample of 40 districts, thus, includes approximately half of Washington's ELL students. Schools were randomly sampled within districts.

Schools and districts were contacted by e-mail, followed by a telephone call. Emailed invitations to participate in the study were sent to all forty principals, and copied to their district superintendent and ELL coordinator. Follow-up phone calls were made the following week, if no response was received to the e-mail. Schools which did not respond were contacted repeatedly for three weeks, after which time they were replaced from the original list. Table A-1 lists those districts who agreed to participate in the study.

Figure A-1 plots the location of surveyed and interviewed schools against the 2006-2007 district density of Washington's ELL population.

Figure A-1



Map of Surveyed and Interviewed Schools

Table A-1
Districts Participating in Interviews

Districts Participating in Interviews	
Brewster School District	Northshore School District
Cape Flattery School District	Okanogan School District
Columbia (Walla Walla) School District	Oroville School District
East Valley School District (Yakima)	Othello School District
Edmonds School District	Pasco School District
Ephrata School District*	Prescott School District
Federal Way School District	Renton School District
Franklin Pierce School District	Seattle Public Schools
Grandview School District	Soap Lake School District
Lake Quinault School District	Spokane School District
Lind School District	Tacoma School District
Lynden School District	Toppenish School District
Mabton School District	Tukwila School District
Monroe School District	Vancouver School District
Mount Baker School District*	Walla Walla School District
Mukilteo School District	Wahluke School District
North Franklin School District	

* One or more schools in these districts declined to participate. A replacement within the same district was suggested by district staff or randomly selected by NWREL.

All told, 15 schools and 11 districts either declined to participate or never responded to our multiple invitations. We contacted the schools and districts repeatedly over three weeks. If they did not respond within the allotted three weeks, we randomly chose another school within the district and sent invitations to them. In some cases, if an individual school declined to participate, the district coordinator or superintendent suggested and arranged replacement schools. In other cases we randomly chose a replacement school from within the district and contacted them. However, there were 11 districts which either the superintendent directly declined participation or NWREL was unable to contact either the original or the replacement school (Table A-2). If entire districts declined to participate, or the replacement schools did not respond, we randomly chose another district within the same category; high density or other.

Table A-2
Districts Not Participating in Interviews

Districts Not Responding or Declining to Participate in Interviews	
Eastmont School District	Quillayute Valley School District
Finley School District	Royal School District
Kennewick School District	South Bend School District
Kent School District	Touchet School District
Moses Lake School District	Yakima School District
Prosser School District	

District and school level interviews were conducted with:

- District Superintendents (17)
- District ELL Coordinators (20)
- Principals (32)
- ELL Specialist Teachers (24)
- Mainstream Teachers (28)
- Instructional Aides (27)

Several of the smaller schools and districts did not have individuals filling all of these staff positions. Specifically, schools with low ELL counts often did not employ an ELL specialist in the building or an instructional aide who worked with ELLs. In addition, in several of the smaller districts the role of the district ELL coordinator was filled by either the principal or ELL specialist. For example, in one rural district in the Olympic peninsula, the principal of a combined middle and high school also filled the roles of ELL specialist and district ELL coordinator.

Conduct and content of interviews

Interviews covered a wide range of topics, including the interviewee's roles in ELL education, the demographics of ELL students, ELL program model, professional development, communication with and support from the Bilingual Program, support from other building and district staff, use of assessment and data, and the iGrant application process.

Principals were given specific directions about the alphabetical criteria to use in selection of the mainstream teacher who taught ELL students. If the school had more than one ELL paraprofessional or ELL specialists, the alphabetical criteria was applied. These specifications were provided in order to insure a randomized selection of teachers.

On-site interviews were conducted at 14 schools, and phone interviews were conducted with the other 20 schools. In addition, 20 district ELL coordinators (5 on-site, 15 by phone) and 17 district superintendents (1 on-site, 16 by phone) were interviewed.

A team of eight evaluators conducted interviews. Prior to each site visit, the principal and district ELL coordinator were contacted to make arrangements for the visit.

OSPI Staff and Stakeholder Interviews. OSPI staff and stakeholder interviews were conducted with six individuals at OSPI, six individuals from the Governor's office and the state board of education, and seven individuals at CBOs.

Interviews with the Governor's Office and State Board of Education. Six interviews were conducted with individuals from the Governor's office and the state board of education in July and August 2008.

- Leslie Goldstein, Early Education Policy Advisor to the Governor
- Judy Hartmann, Education Policy Advisor to the Governor
- Uriel Iniquez, Executive Director Hispanic Affairs
- Rosalind Jenkins, African American Affairs
- Erin Mundinger, Chair of the ELL Work Group.
- Adie Simmons, Education Ombudsman

Five evaluators conducted the Governor's office interviews. Questions were asked about the following topics: Organization role; interactions with schools, districts and OSPI; identifying primary issues in ELL education, including concerns and suggestions to improve the ELL program and student outcomes. An additional five individuals were contacted but declined to participate or did not respond.

Interviews With State Legislators. Interviews with eight Washington state legislators occurred prior to the start of the evaluation, as the scope of the evaluation was being determine in winter 2008. In these interviews, legislators were asked their views on the questions that should be addressed and the individuals and documents that should be consulted. Those interviews contributed heavily to the design of the evaluation as well as to the areas of focus in this report.

Interviews With OSPI Staff.
Interviews were conducted with six OSPI staff members. Questions covered the vision and purpose of the Bilingual Program, its contact and collaboration with other OSPI programs and with stakeholders outside of districts and schools, as well as questions specific to the jobs and roles of individuals.

Interviews With Community-Based Organizations. NWREL interviewed staff at seven CBOs. Six of the seven CBOs provided an array of direct social and educational services to immigrant, refugee, and low income populations throughout Washington State. They also provided a wide range of workshops and classes. The seventh CBO, the Latino/a Educational Achievement Project (LEAP), was primarily an ELL education policy think-tank, presenting policy recommendations to OSPI, Washington State Legislature, Governor, local school boards, among others.

Names of potential organizations were solicited from legislators in the early phase of the study, as well as during interviews with schools and district and with OSPI staff. From a list of 15 potential CBOs, we proceeded to contact those we could locate. Generally the organizations put us in contact with the education director or outreach worker who had the most contact with schools or districts, and concern about the education of ELLs. Of those organizations contacted, eight individuals at seven organizations agreed to participate in interview, two declined to participate, and the others did not respond.

The CBOs interviewed were:

- Centro Latino
- Kent Youth and Family Services
- Latino/a Educational Achievement Project
- Neighborhood House
- Refugee Women's Association
- Southwest Youth and Family Services
- Washington State Migrant Council

One evaluator conducted all the CBO interviews. Questions covered organization role and clients; interactions with schools, districts and OSPI; identifying primary issues in ELL education, including client concerns, improvement of the ELL program, school performance, and professional development needs for schools or teachers.

Interview Method. Interviews were not taped; instead, the interviewer took extensive notes during each interview. Consequently, the quotes provided in this report are not verbatim, but they do represent, to the degree possible, the actual wording of the respondents.

Interview questions were deliberately open-ended. This provided a good balance to the surveys, which pre-defined the issues for respondents and asked them to express what might be complex opinions by checking one of four or five choices. The interviews, in contrast, allowed respondents to answer by talking about the issues or concerns most relevant to them. Qualitative analyses focused on patterns found among respondents, rather than exact counts, because the open-ended nature of the questions permitted respondents to take the conversation in many different directions.

Respondents were encouraged to talk candidly about their experience with the BP and promised confidentiality. For this reason, the responses provided are never identified by individual, school, or district.

Parent Focus Group

A focus group with 23 parents of ELL students and 2 stakeholders from different districts in the Yakima Valley was conducted in Sunnyside on April 5, 2008. The focus group was conducted in Spanish and inquired into the experience of the parents in their children's schools.

The focus group concentrated on questions about the parents' communication with schools and districts; including experience and preferences for information about rights, programs, and academic progress of their children. Topics of discussion included:

- Clarity of information about the academic achievement of their children
- Sense of welcome in their children's school
- Confidence that their children receive all the help he/she needs to be successful in school

Surveys

Surveys were sent to a wide range of school principals and building-level ELL specialists. While the interviews allowed individuals to provide a great deal of detail on their specific situation, the surveys were able to elicit more general information from a larger number of schools.

Selection of Schools. We began with a list of the 98 Washington districts with at least 5 percent of their students classified as ELLs or serving at least 500 ELLs. This sampling frame thus included districts that, in combination, served 91 percent of Washington's students. From this list, 300 schools were randomly selected.

Administration and Content Of Surveys. In late May 2008, surveys were mailed to principals at 300 schools. The principal survey included 36 items covering the type of students served, program models, background in ELLs, teacher training, parent outreach, assessment and data use, and interaction with the state Bilingual Program.

Included in the same packet were surveys for ELL specialist teachers. Principals were asked to pass the survey to an ELL specialist working in the building, if there was one. The specialist survey included 32 items covering many of the same questions.

Response Rates and Characteristics. Respondents were asked to return the surveys to NWREL by June 15, 2008. In fact, we accepted late responses through the end of June. We received surveys from 73 principals and 64 ELL specialists, a 24 and 21 percent respective response rate. The short time frame and the end of the school year probably contributed to the low response rates. District invitations and responses are illustrated in Table 10.

Table A-3
Survey Invitations and Responses

District	Number of Schools Invited	Number Responding		District	Number of Schools Invited	Number Responding	
		Principal	ELL Specialist			Principal	ELL Specialist
Aberdeen	2	1	1	Mukilteo	5	2	1
Auburn	5			Nooksack	3	2	1
Battle Ground	4	1		North Franklin	2		
Bellevue	9		1	Northshore	8	1	
Bellingham	5			Okanogan	1		
Blaine	1			Oroville	1		
Bridgeport	1	1	1	Othello	1		
Burlington-Edison	1			Pasco	5	1	1
Camas	1			Prescott	2	1	1
Cape Flattery	2			Prosser	1		
Cascade	1	1	1	Quillayute Valley	2		
Cashmere	1	1		Quincy	2	1	1
Centralia	1			Raymond	1	1	
Chehalis	2			Renton	6	1	2
Clover Park	8	4	4	Rochester	2		
Everett	4			Royal	1	1	1
Evergreen (Clark)	8	1	1	Seattle	24	3	2
Federal Way	10	2	2	Sedro-Woolley	2	2	2
Fife	2			Shelton	2		
Finley	1			Shoreline	4	1	
Franklin Pierce	3			Skykomish	1		
Grandview	2	1	2	Soap Lake	1		
Granger	1			Spokane	16	6	5
Highland	1	2	1	Sunnyside	2	1	
Highline	11	1	2	Tacoma	15		
Kennewick	6	1	1	Tonasket	1	1	1
Kent	9	6	6	Toppenish	2		
Kiona-Benton	1			Tukwila	2		
Kittitas	1	1	1	Vancouver	10	3	2
Lake Chelan	3	2	2	Wahluke	2		
Lake Washington	13	1	1	Walla Walla	3	3	3
Lind	1			Wapato	2	1	1
Longview	3	1	1	Warden	1		
Lynden	3		1	Wenatchee	4	1	1
Marysville	5	1		West Valley, Spokane	3		
Meridian	2	1	1	West Valley, Yakima	2	1	
Monroe	4	1		White Salmon Valley	1		
Moses Lake	3			Winlock	1	1	1
Mount Adams	1			Yakima	6		
Mount Baker	4	1	1	Zillah	1		
Mount Vernon	3	2		Unidentified		4	7
				Total	**300**	**73**	**64**

Despite the low response rates, we believe that the respondent schools are fairly accurate representations of schools in Washington, for several reasons:

- OSPI Bilingual Program's most recent data (2006-2007) finds that 50 percent of funded districts used sheltered instruction as their program model.[27] In our sample, 50 percent of principals reported sheltered instruction was their school's program model.
- The survey captured the perspectives of schools that served both Spanish-dominant and multilingual populations. All but four schools had Spanish-speaking students, and about a third of schools surveyed said all of their ELLs were Spanish-speaking.

On the other hand, the survey sample is not a perfect representation of schools across the state. The average percentage of ELLs at survey schools was nearly 19 percent, compared to about 8 percent across all the schools in the state.[28] However, in our initial frame, we already excluded districts with fewer than 5 percent ELLs. Furthermore, the topic of the survey was probably of greater to interest, in general, to schools with a higher percentage of ELLs, so they may have been more likely to return the survey. In that sense, the survey data should be understood as the perspective of principals and teachers who, in general, serve an above-average number of ELLs in their school.

In addition, large districts were underrepresented among those who returned surveys. For example, no surveys were returned by Tacoma or Yakima schools, and only 3 of the 24 schools from Seattle in the sample returned surveys.

Evaluation Team

All are NWREL staff, unless otherwise indicated

Interviewers (alphabetical by last name)

- Tina Anctil (Washington State University, Pullman)
- Elizabeth Autio
- Art Burke
- Theresa Deussen
- Jason Greenberg-Motamedi
- Kari Nelsestuen
- Angela Roccograndi
- Caitlin Scott
- Victoria Stewart

Survey Sampling & Administration

- Art Burke
- Dawn Scruggs

[27] Data provided by Howard Deleeuw, Bilingual Program office, 8-28-2008.
[28] The range was between 0.5% and 67% ELLs.

Data Analysts

- Theresa Deussen
- Jason Greenberg-Motamedi
- Kari Nelsestuen
- Susan Sather
- Victoria Stewart

Database and GIS Administration

- Richard Greenough
- Matt Lewis

Appendix B: Professional Development Requests

Principals

Principals: What professional development have you had related to English language learners over the last five years? What professional development would you **like** to have [for yourself]? (select all that apply)

	Percent Have Had Over the Past 5 Years	Percent Would Like to Have This
Cultural competence or cultural differences related to education	74	27
Introduction to sheltered instruction (SIOP, GLAD, or others)	66	23
How to use the WLPT	41	17
Full multi-day training in sheltered instruction (SIOP, GLAD or others)	25	31
Working with newcomer students	24	38
Implementing a dual language program	16	19
Other	12	8
How students acquire English as a second language	7	23

Source: NWREL survey of principals, June 2008.

Nearly a third of principals felt they would like to receive the full multi-day training in sheltered instruction, and over a third requested professional development for working with newcomers.

Among the schools where more than 10 percent of the student body was ELLs, more than 40 percent of principals desired full multi-day training in sheltered instruction.

ELL Specialists

ELL/Bilingual Teachers: What professional development have you had related to English language learners over the last five years? What professional development would you **like** to have [for yourself]? (select all that apply)

	Percent Have Had Over the Past 5 Years	Percent Would Like to Have
Introduction to sheltered instruction (SIOP, GLAD, or others)	82	15
How to use the WLPT	77	15
How students acquire English as a second language	65	22
Cultural competence or cultural differences related to education	59	36
Full multi-day training in sheltered instruction (SIOP, GLAD or others)	54	39
Working with newcomer students	29	53
Other	25	29
Implementing a dual language program	12	14

Source: NWREL survey of bilingual or ELL specialists, June 2008.

Mainstream Classroom Teachers

Nearly all the bilingual or ELL specialists (91%) and most principals (86%) reported on surveys that they felt mainstream teachers needed more training in working with ELLs. The table below summarizes their perceptions about what teachers most needed. More than half of them felt teachers needed to learn more about second language acquisition, cultural competence, and working with newcomers. Half of the specialists also felt that full, multi-day training in sheltered instruction was needed.

What professional development would you like **teachers** in your building to have? (select all that apply)

	Percent of Principals	Percent of ESL/Bilingual Teachers
How students acquire English as a second language	53	77
Cultural competence or cultural differences related to education	64	69
Working with newcomer students	54	64
Full multi-day training in sheltered instruction (SIOP, GLAD or others)	47	52
Introduction to sheltered instruction (SIOP, GLAD, or others)	38	45
How to use the WLPT	21	22
Implementing a dual language program	17	6
Other	8	14

Source: NWREL survey of principals and bilingual or ELL specialists, June 2008.

Besides believing that their teachers needed additional professional development, half of principals reported that it was difficult to find appropriately qualified teachers.

	Percent of Principals Agreeing/Strongly Agreeing	Percent of ESL/Bilingual Teachers Agreeing/Strongly Agreeing
I would like teachers in our school to receive additional professional development in working with ELLs.	86	91
It is difficult to find teachers with the right qualifications to implement our program model for working with ELLs.	44	

Source: NWREL survey of principals and bilingual or ELL specialists, June 2008.

Teachers themselves requested additional training, but not at the same rate that principals and specialists felt they needed it. Of the teachers interviewed, about a quarter wanted more training in sheltered instruction, and another quarter expressed a desire for Spanish or other language training. A few asked for cultural awareness training. A quarter of teachers said they did not desire any further training on working with ELLs.

Some mainstream teachers, when talking about assessment challenges, mentioned that they would also appreciate support in

- Finding and using classroom assessments in writing, listening and speaking;
- How to understand data and use results to modify instruction.

Instructional Aides

Although instructional aides provide a large percentage of instruction and support to ELLs, very few of the ELL aides interviewed reported that they had received any ELL-specific professional development in the past year.

In interviews, aides wanted professional development on a range of topics, including community outreach, cultural awareness, working with newcomer students, Spanish language, and building student vocabulary. Aides were alone among school staff in expressing a desire for training in community outreach and cultural awareness. Like some teachers, a few aides felt that learning Spanish would benefit their work with ELL students.

Appendix C: Bilingual Program Website Content

The Washington State OSPI Bilingual Program website[29] provided information on the Migrant/Bilingual program, Title III, and the WLPT-II. It also provided three forms translated for schools and districts. These are detailed below.

Migrant/Bilingual program information, including

- Program Services and Guidelines
  - Transitional Bilingual Instructional Program Guidelines
  - Accelerated English Language Development Plan
  - Bilingual Education Instructional Models
  - Language Codes
  - Proposed TBIP WAC 392-160 Changes
- English Language Development (ELD) Content Standards
  - A description of language proficiency levels
  - Full text of the Washington State English Language Development Standards
- Program and staff directory
- Publications and Reports
  - Reports to the Legislature
  - Bilingual End-of-Year Report
- State and federal electronic resources, including websites and listservs.
- Bibliographies and print resources, on
  - Educational Theory and Strategies
  - Assessment & Evaluation
  - Content Area
  - ESL Standards
- Legal Precedents and guidelines for the education of ELL and/or undocumented students
- Schedule for fall 2008 trainings, workshops, and K20 video conference schedule.
- Bilingual Education Advisory Board (BEAC)
  - Meeting Dates & Locations
  - By Laws
  - Members

Title III program information:

- ELD Instructional Materials Review (results of a review of curricula conducted in September 2005)
- Washington State English Language Development Scoring Templates for grades 6-12

Washington Language Proficiency Test II (WLPT-II) information, including

- Overview and FAQ
- Timelines and calendars

[29] Most recently accessed on 10/15/2008, http://www.k12.wa.us/MigrantBilingual/default.aspx

- Grade specific information
- Performance levels and score ranges
- Information for parents, including appeals, resources, and contact information
- Teacher resources and content area information

Translated Forms for schools and districts, including;

- Parent Notification of Student Placement in the State Transitional Bilingual Program
  - Translated into 10 languages: Arabic, Chinese, Khmer, Korean, Russian, Somali, Spanish, Tagalog, Ukrainian, and Vietnamese
- Home Language Survey
  - Translated into 9 languages: Arabic, Chinese, Korean, Russian, Somali, Spanish, Tagalog, Ukrainian, and Vietnamese
- Annual Measurable Achievement Objectives (AMAO) Notification
  - Translated into 8 languages: Cambodian, Korean, Russian, Spanish, Somali, Tagalog, Ukrainian, and Vietnamese

Although it is beyond the intent or scope of this review to fully test the Bilingual Program website, a few problems did emerge:

- Emergency Immigrant Education Program information page contained no content
- Some links to internet resources no longer functioned
- Many of the cited studies, references, and print resources were over 10 years old
- Language Codes spreadsheet included multiple names for the same language
- Listserv information was outdated, and did not reflect the current program leadership