

Closing the Gap?
***The Role of Funding in Equitable
Education for English Learners in the
United States***

Webinar

August 25, 2016



Presenters



Margie McHugh, Director, National Center on Immigrant Integration Policy, MPI



Delia Pompa, Senior Fellow for Education Policy, MPI



Julie Sugarman, Policy Analyst, National Center on Immigrant Integration Policy, MPI



Shelly Spiegel-Coleman, Executive Director, Californians Together



Logistics

- Slides and audio from today's webinar will be available at: <http://www.migrationpolicy.org/events>
- The report *Funding an Equitable Education for English Learners in the United States* is available here: <http://bit.ly/2bProgs>
- If you have any problems accessing this webinar, please contact us by email at events@migrationpolicy.org or call +1-202-266-1929.
- Use Q&A chat function on the right of the screen throughout webinar to write questions.
- Or send an email to events@migrationpolicy.org with your question
- Or tweet your question to @MigrationPolicy #MPIIdiscuss.



Presenter



Margie McHugh,
Director, MPI
National Center on
Immigrant
Integration Policy

Margie McHugh is Director of the Migration Policy Institute's National Center on Immigrant Integration Policy. The Center is a national hub for leaders in government, community affairs, business and academia to obtain the insights and knowledge they need to respond to the challenges and opportunities that today's high rates of immigration pose for communities across the United States. It provides in-depth research, policy analysis, technical assistance, training and information resource services on a broad range of immigrant integration issues. Ms. McHugh's work focuses on education quality and access issues for immigrants and their children from early childhood through K-12 and adult, post-secondary and workforce skills programs. She also leads the Center's work seeking a more coordinated federal response to immigrant integration needs and impacts, and more workable systems for recognition of the education and work experience immigrants bring with them to the United States.

Prior to joining MPI, Ms. McHugh served for 15 years as Executive Director of The New York Immigration Coalition, an umbrella organization for over 150 groups in New York that uses research, policy development, and community mobilization efforts to achieve landmark integration policy and program initiatives.



Study Context

- *Conducted in partnership with Expert Council of German Foundations on Integration and Migration (SVR)*
- *For MPI, builds on transatlantic focus of NCIIP and MPI Brussels on key integration policies and practices, particularly with regard to ECEC systems and elementary and secondary education*
- *Third paper in the series, including Improving Education for Migrant-Background Students: A Transatlantic Comparison of School Funding, by Julie Sugarman, Simon Morris-Lange, and Margie McHugh*
- *U.S.-focused paper based on national trends and in-depth look at California, Colorado, and New York*



Presenter



Delia Pompa
Senior Fellow for
Education Policy,
MPI National Center
on Immigrant
Integration Policy

Delia Pompa is Senior Fellow for Education Policy at MPI's National Center on Immigrant Integration Policy where her work focuses on research and policy analysis related to improving educational services for immigrant students and English Language Learners (ELLs).

Ms. Pompa came to MPI from the National Council of La Raza (NCLR), where she was Senior Vice President for Programs, overseeing its education, health, housing, workforce development, and immigrant integration work, and where she previously served as Vice President of Education. She has had a key role in shaping federal education policy through her positions as Director of the Office of Bilingual Education and Minority Languages Affairs in the U.S. Department of Education, and as Executive Director of the National Association for Bilingual Education. Ms. Pompa came to Washington, DC to serve as Director of Education for the Children's Defense Fund after serving as Assistant Commissioner for Program Development at the Texas Education Agency. Her previous experience as Executive Director for Bilingual and Migrant Education in the Houston Independent School District and as a bilingual classroom teacher and instructor to prospective teachers at the graduate level has anchored her work.



School funding: access, equity, and civil rights

- A 1973 Supreme Court ruling was a milestone in the history of school funding.
- Students of color disproportionately attend underfunded and under resourced schools.
- Intradistrict and interdistrict resource inequities often have more impact than interstate resource differences



What is the federal role?

- **There is a federal role in making sure that states and districts provide sufficient resources to ensure ELs have access to education.**
- **Supplemental federal funding plays an important role in promoting equity.**
- **There are new efforts at the federal level to make school funding more equitable.**



Adequacy

- **States and district must define for all students the services needed to provide a meaningful educational opportunity to all students on evidence of effective education practices.**



Advocacy

**Advocacy for fair distribution of resources
can take many forms:**

- **research**
- **telling stories**
- **community organizing**
- **pushing teacher equity issues**



Presenter



Julie Sugarman,
Policy Analyst, MPI
National Center on
Immigrant
Integration Policy

At MPI, Dr. Sugarman focuses on issues related to immigrant and English Language Learner (ELL) students in elementary and secondary schools. Among her areas of focus: policies, funding mechanisms, and district- and school-level practices that support high-quality instructional services for these youth, as well as the particular needs of immigrant and refugee students who first enter U.S. schools at the middle and high school levels.

Dr. Sugarman came to MPI from the Center for Applied Linguistics, where she specialized in the evaluation of educational programs for language learners and in dual language/two-way immersion programs. At CAL, she directed comprehensive program evaluations of instruction for ELLs in K-12, and contributed to numerous research and evaluation projects, including studies of biliteracy development in two-way immersion programs and the evaluation of the STARTALK program which funds teacher training programs and language instruction for students in grades K-16 in critical languages. She also provided evaluation expertise to the Cultural Orientation Resource Center at CAL. Dr. Sugarman earned a B.A. in anthropology and French from Bryn Mawr College, an M.A. in anthropology from the University of Virginia, and a Ph.D. in second language education and culture from the University of Maryland, College Park.



Why an Interest in School Finance?

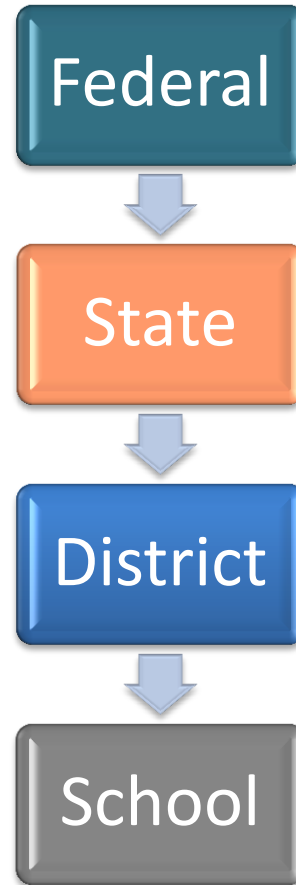
- Connection of funding issues to equity and access for ELs
- School funding levels matter

“Schooling resources that cost money, including smaller class sizes, additional supports, early childhood programs and more competitive teacher compensation (permitting schools and districts to recruit and retain a higher-quality teacher workforce), are positively associated with student outcomes.”

Bruce D. Baker, *Does Money Matter in Education?* 2nd ed. (Washington, DC: The Albert Shanker Institute, 2016), www.shankerinstitute.org/resource/does-money-matter



Opportunities for Stakeholder Input





Key Questions for Stakeholders

1. What is the overall funding context in terms of adequacy and equity?
2. What are the different sources of funds that are available for ELs and how do they work?
3. What is the nature of the EL population and the services provided?

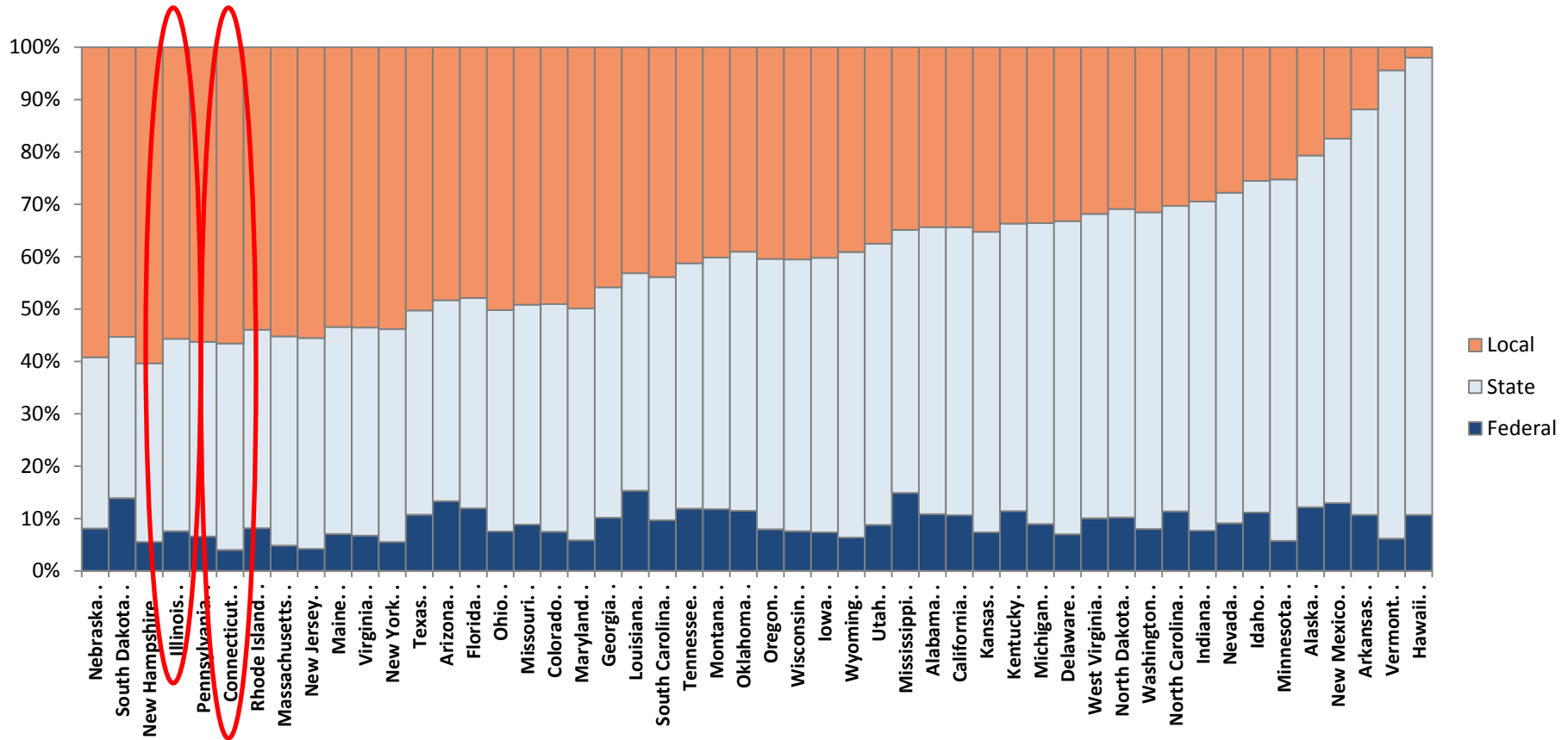


Funding Context

- Are schools that serve ELs adequately funded?
- EL programs and their funding are not isolated from all other instruction
- ELs often enrolled in schools and districts that are high-need and have a lower local tax base



Share of Local, State, and Federal Funding in the 50 States

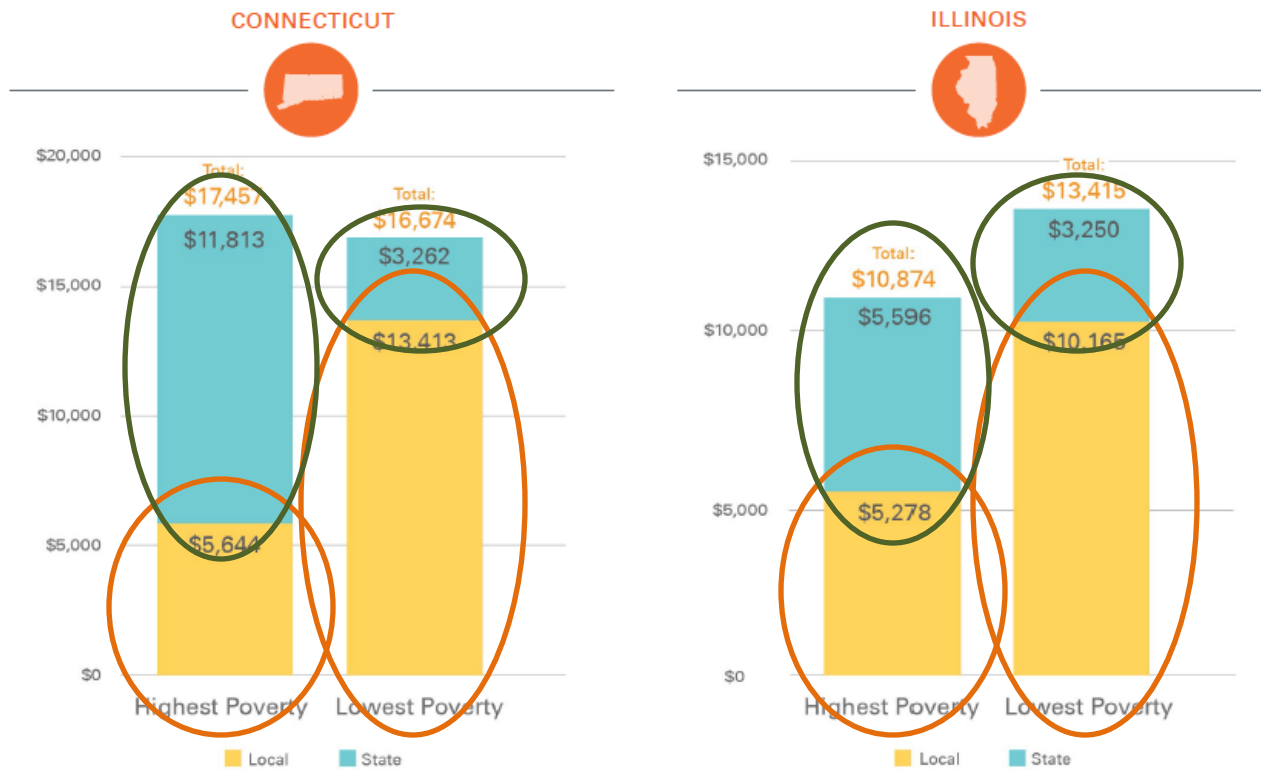


Source: U.S. Census Bureau, *Public Education Finances: 2014* (Washington, DC: U.S. Government Printing Office, 2016), 1, <http://census.gov/content/dam/Census/library/publications/2016/econ/g14-aspef.pdf>.



Progressive vs. Regressive State Funding

Figure 5: State and Local Funding for the Highest and Lowest Poverty Districts in Connecticut and Illinois



Numbers may not add up due to rounding.

Source: Natasha Ushomirsky and David Williams, *Funding Gaps 2015: Too Many States Still Spend Less on Educating Students Who Need the Most* (Washington, DC: The Education Trust, 2015), 7, <https://edtrust.org/resource/funding-gaps-2015/>.



Sources of Funds

- Federal (primarily Title III, also migrant education program and refugee school impact grant)
- State
 - Weighted formula built into state funding system or categorical fund based on yearly appropriations
 - Variation in level of flexibility and monitoring of funds
 - Ways to control costs and acknowledge needs
 - Cap on number of years
 - Adjustment based on concentration of ELs, grade level, or proficiency
- Local
 - General budget with discretionary funds from state and local sources



What Impacts the Cost of EL Education

- Instructional models
 - Cost varies based on the number of teachers needed
 - Pedagogical priorities may conflict with resource efficiency
- Support services (social workers, guidance counselors, mentoring, afterschool and summer programs)
- Translation and interpretation (federally mandated)
- Materials and assessments



What Impacts the Cost of EL Education

- EL student demographics
 - Age at entry
 - Prior language and education levels
- Definition of EL: program eligibility and exit criteria
- Increased cost for teacher salaries
 - Certifications
 - Shortage of specialized teachers
- Amount of teacher training needed, based on
 - Availability of trained teachers
 - Teacher turnover rate



Implications

- Still have much work to do to ensure state funding based on systematic analysis of context and needs
- Highly complex effort at the district and school level to target funds appropriately
- Opportunities to look at highly detailed outcome data need to be matched with equally detailed analysis of context (resources and services)



Presenter



**Shelly Spiegel-
Coleman**
Executive Director,
Californians
Together

Shelly Spiegel-Coleman is the Executive Director of Californians Together, a coalition of 27 statewide professional, parent and civil rights organizations focused on improving schooling for English learners. She served on State Superintendent Tom Torlakson's Transition Team. Ms. Spiegel-Coleman was the Senior Project Director for the Multilingual Academic Support unit for the Los Angeles County Office of Education (LACOE). She also worked as an English Language Development Consultant, Coordinator for the Bilingual Teacher Training Program and Title VII Developmental Two-Way Immersion Director for LACOE. She served as a member of the English Learner Advisory Committee to the California State Board of Education. She also served as a member of the Public School Accountability Act Advisory Committee, English Language Development Standards Project and the California Curriculum and Supplemental Materials Commission.

She was a teacher, principal, and district specialist. She was principal of an elementary school for the children of the United Farmworkers Union. She received her Masters in Education with an emphasis in Bilingual Education from Whittier College, credential from UCLA and undergraduate work at California State University at Northridge.

English Learners and the Local Control Funding Formula

An Opportunity to Make a Difference

Migration Policy Institute Webinar

August 15, 2016



The Equity Intent of LCFF

- “Equal treatment for children in unequal situations is not justice.” Governor Jerry Brown, January 2013
- LCFF recognizes that students with additional academic needs (LI, EL, FY) need additional financial resources to support their education
- LCFF is a step towards more equitable funding
- Top priority: “Improved and increased services for unduplicated students”



Funding for Students with High Needs

BASE AMOUNT
PER STUDENT*

SUPPLEMENTAL GRANT

Per English Learner,
low income and foster
youth (unduplicated)



+

= \$

CONCENTRATION GRANT

Large proportion of
English Learners, low
income or foster
youth

* *Grade level
differentiated*



Use of Funds

- Use of supplemental and concentration funds:
 - District must use this funding to increase or improve services for EL/ LI/ FY “in proportion to the increase in funds apportioned on the basis of the number and concentration of unduplicated pupils,” but it does not have to explicitly be spent on them (e.g., class size reduction, end furlough days)



First Lesson

- Any legislation, policy change or school finance system that includes dollars generated by English Learners needs to have clear language requiring the dollars be spent on services and programs for ELs



Local Control Accountability Plan (LCAP)

- Districts must develop a plan to be reviewed and describing action, services, and expenditures to improve student achievement and how they will meet 8 state priorities using the template adopted by the State Board of Education
- It is a 3 year plan with annual updates



Second Lesson

- Any template or direction on implementation from a state education agency needs to address all students but **THEN** be specific and targeted for English Learners and not leave how to respond to each individual district



Purpose – Determine Degree of...

- Specific goals and outcomes, with appropriate and specific metrics
- Action steps and allocation of funds for increased or improved services
- Inclusion of research-based practices for achieving language proficiency and academic achievement
- EL parent input for development and implementation phases

Now is the Time to Reflect and Build Toward a Comprehensive Program For ELs

**“Seizing the Opportunity to Narrow the Achievement Gap for English Learners:
Research-based Recommendations for the Use of LCFF Funds”**

**Dr. Patricia Gandara
Dr. Maria Estela Zarate**

Civil Rights Project at UCLA



LCAP Rubric Overview

- Ten focus areas

1. Parents	6. School wide – District wide
2. ELD	7. Actions and Services
3. Professional Development	8. Proportionality
4. Access	9. Data Elements to Inform Goals
5. Expenditures	10. Student Outcomes

- 4-level rating scale

<u>No Evidence Included</u>	Weak	Good	Exemplary
<u>No mention</u>	<u>Limited plan</u>	<u>Some representation</u>	<u>Detailed – Long-term</u>

RUBRIC FOR LCAP REVIEW

FOCUS AREA # 1 - English Language Development

No Evidence Included	Weak	Good	Exemplary
<input type="checkbox"/> No mention of research-based ELD program.		<input type="checkbox"/> Focus on the implementation of a research-based ELD program includes some goals and activities for articulated ELD programs and standards-based ELD curricular materials.	<input type="checkbox"/> Focus on the implementation of a research-based ELD program includes explicit goals and activities for articulated ELD programs and standards-based ELD curricular materials.
<input type="checkbox"/> Limited program and activities to promote early learning opportunities (e.g. preschool) for ELs with no mention of home language.	<input type="checkbox"/> General program and activities provide/promote early learning opportunities (e.g. pre-school) for ELs with reference to support in the home language and English.	<input type="checkbox"/> Focus on ELD standards is identified to allow teachers, administrators and counselors to make meaning of the standards for the designated ELD.	<input type="checkbox"/> Focus on ELD standards is identified as an explicit, targeted set of activities of sufficient duration to allow teachers, administrators and counselors to make meaning of the standards and plan collaboratively for implementation in designated ELD and in content areas.
<input type="checkbox"/> No evidence of program and activities to increase EL access to rigorous academic content in all core content areas, including college prep courses for MSHS.	<input type="checkbox"/> General program and activities increase EL access to rigorous academic content in core content areas with no designation to grade levels.	<input type="checkbox"/> Some goals and activities for ELD standards professional development priorities.	<input type="checkbox"/> Explicit goals and activities for ELD standards professional development priorities based on needs assessment.
<input type="checkbox"/> No mention of Long Term English Learners (grades 6-12)	<input type="checkbox"/> Mention of Long Term English Learners but no description of what is to be provided. (gr. 6-12)	<input type="checkbox"/> Detailed program and activities to increase EL participation in enrichment courses (e.g. GATE, AP, IB, music).	<input type="checkbox"/> Simultaneous presentation of Common Core Standards and ELD standards for teachers and administrators of ELs.
<input type="checkbox"/> No evidence of program and activities for increased EL participation in enrichment courses (e.g. GATE, AP, IB, music).	<input type="checkbox"/> Limited program and activities to promote EL participation in enrichment courses (e.g. GATE, AP, IB, music).	<input type="checkbox"/> Detailed program and activities to provide extended learning time and differentiated intervention programs for ELs.	
<input type="checkbox"/> No evidence of program and activities for extended learning time or differentiated intervention programs for ELs.	<input type="checkbox"/> Limited program and activities to provide extended learning time and differentiated intervention programs for ELs.		

FOCUS AREA # 4 - PROGRAM AND COURSE ACCESS

No Evidence Included	Weak	Good	Exemplary
<input type="checkbox"/> No mention of increased availability of early learning opportunities for ELs.	<input type="checkbox"/> Limited program and activities to promote early learning opportunities (e.g. preschool) for ELs with no mention of home language.	<input type="checkbox"/> General program and activities increase EL access to rigorous academic content in core content areas, including college prep courses for MSHS.	<input type="checkbox"/> Detailed program and activities to increase EL access to rigorous academic content in all core content areas, including college prep courses for MSHS.
<input type="checkbox"/> No evidence of program and activities to increase EL access to rigorous academic content in all core content areas, including college prep courses for MSHS.	<input type="checkbox"/> Limited program and activities to increase EL access to rigorous academic content in core content areas with no designation to grade levels.	<input type="checkbox"/> Detailed program and activities to have specialized ELD courses for Long Term English Learners and access to all core curriculum (grades 6-12).	<input type="checkbox"/> Detailed program and activities to increase EL participation in enrichment courses (e.g. GATE, AP, IB, music).
<input type="checkbox"/> No mention of Long Term English Learners (grades 6-12)	<input type="checkbox"/> Mention of Long Term English Learners but no description of what is to be provided. (gr. 6-12)	<input type="checkbox"/> Detailed program and activities to provide extended learning time and differentiated intervention programs for ELs.	
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LCAP) Plan Deliver on The
s for English Learners?

HELP ANS
OUR PRO



Permission is {
when credit is

All 10 English Learner Research-Aligned Local Control
Accountability Plan Rubrics are available for free download at:
www.californianstogether.org/docs/download.aspx?fileId=438



Key Findings

- It is difficult to ascertain actual funding allocations related to English Learner services and programs.
- The LCAP is not adequately designed to ascertain whether or not districts are planning increased or improved services for ELs.
- Very few districts explicitly specify services and programs aligned to EL needs.
- The great majority of LCAPs present a weak approach or fail to mention English Language Development or implementation of the new ELD Standards.
- EL student outcome measures are largely missing.
- LCAPs display weak and inconsistent representation of English Learner parent engagement in LCAP development and implementation.



State Action

- **ASK** LCAP template and guidance should require specificity about how the needs of ELs will be met
- **SUPPORT** Technical assistance and support mechanisms should provide EL expertise, toolkits and research dissemination about best practices
- **HOLD ACCOUNTABLE** The state has a responsibility to set targets and monitor whether local goals and progress are adequate to ensure access and equitable opportunity



Last Lesson

- English learner experts in coalition with advocates need to monitor implementation of any new school finance system for equitable treatment of ELs
- Relationships with State Education Agency staff and policy bodies responsible for implementation need to be nurtured and developed
- Provide input at every avenue and venue available

Resources

Rubrics and reports available for free download at:

www.californianstogether.org

Details on LCFF:

West Ed: <https://lcff.wested.org>

California Department of Education:
www.cde.ca.gov/fg/aa/lc

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Q & A

Use Q&A chat function to write questions

Or email events@migrationpolicy.org with your questions

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Thank You For Joining Us!

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