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### **English Learners in Minnesota**

Demographics, Outcomes, and State Accountability Policies

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This fact sheet provides an overview of key characteristics of the foreign-born and English Learner (EL) populations in Minnesota. It aims to build understanding of the state demographic context, how ELs are performing in K-12 schools, and the basics of state policies for EL education under the federal *Every Student Succeeds Act* (ESSA), enacted in December 2015. The transition to ESSA is ongoing, with states slated to update their data reporting systems by December 2018. As a result, the data this fact sheet uses to describe student outcomes primarily reflect systems and accountability policies developed under the *No Child Left Behind Act* (NCLB, in effect from 2002 through 2015). Many of the changes expected as ESSA is implemented will improve the accuracy and availability of these data.

The first section examines the demographics of Minnesota using U.S. Census Bureau 2016 American Community Survey (ACS) data, and EL students as reported by the Minnesota Department of Education. A discussion of EL student outcomes as measured by standardized tests follows, and the fact sheet concludes with a brief overview of Minnesota accountability mechanisms that affect ELs under ESSA.

## Demographic Overview of Foreign-Born and EL Populations in Minnesota

In 2016, approximately 452,000 foreign-born individuals resided in Minnesota, accounting for 8 percent of the state population—a smaller share compared to immigrants in the United States overall (14 percent), as seen in Table 1. The growth rate of the foreign-born population in Minnesota slowed considerably from 130 percent in the period between 1990 and 2000 to 74 percent between 2000 and 2016. Nevertheless, this growth rate is nearly double that of the U.S. immigrant population more generally, and it far outpaces the growth rate of the native-born population. Age group trends in Minnesota mirror broader national trends, with disproportionately smaller shares of foreign-born individuals in the birth-to-age-17 brackets compared to the native born.

With a relatively small population of immigrants, it follows that the share of school-age children with one or more foreign-born parents is smaller in Minnesota (19 percent) than in the United States overall (26 percent), as shown in Table 2. Additionally, about 82 percent of children of immigrants in Minnesota were native born, compared to 86 percent nationwide. In Minnesota, 33 percent of children in low-income families had one or more foreign-born parents, which is comparable to the share of low-income children nationally.



Table 1. Foreign- and U.S.-Born Populations of Minnesota and the United States, 2016

	Minne	esota	United States				
	Foreign Born	U.S. Born	Foreign Born	U.S. Born			
Number	452,436	5,067,516	43,739,345	279,388,170			
Share of total population	8.2%	91.8%	13.5%	86.5%			
	Population Change over Time						
% change: 2000-16	73.7%	8.8%	40.6%	11.6%			
% change: 1990-2000	130.4%	9.3%	57.4%	9.3%			
		Age Group					
Share of under age 5	1.3%	6.8%	0.7%	7.0%			
Share of ages 5-17	8.5%	17.7%	5.1%	18.5%			
Share of ages 18+	90.2%	75.4%	94.2%	74.5%			

Source: Migration Policy Institute (MPI) Data Hub, "State Immigration Data Profiles: Demographics & Social," accessed April 24, 2018, <a href="https://www.migrationpolicy.org/data/state-profiles/state/demographics/MN/US/">www.migrationpolicy.org/data/state-profiles/state/demographics/MN/US/</a>.

Number of ELs. ACS data on the Limited English Proficient (LEP) population rely on self-reporting of English proficiency, with LEP individuals counted as those who speak English less than "very well." At the national level, ACS data indicate that 5 percent of U.S. children ages 5 to 17 are LEP,1 while data the states submitted to the federal government put the EL share of the total K-12 population at 10 percent in Fall 2015.2

At the state level, ACS data indicate that 3 percent of Minnesota children ages 5 to 17 are LEP.<sup>3</sup> In contrast, the most recent data from the Minnesota Department of Education, from school year (SY) 2017–18, indicate ELs represented 8 percent of the state K-12 student population, or 73,128 students.<sup>4</sup>

Although ACS data seem to undercount EL children, they can be used to examine (with due

Table 2. Nativity and Low-Income Status of Children in Minnesota and the United States, 2016

	Minne	esota	United	States
	Number	Share of Population (%)	Number	Share of Population (%)
Children between ages 6 and 17 with	833,239	100.0	47,090,847	100.0
Only native-born parents	677,962	81.4	34,838,528	74.0
One or more foreign-born parents	155,277	18.6	12,252,319	26.0
Child is native born	127,599	15.3	10,501,024	22.3
Child is foreign born	27,678	3.3	1,751,295	3.7
Children in low-income families	372,537	100.0	28,363,805	100.0
Only native-born parents	250,457	67.2	19,216,957	67.8
One or more foreign-born parents	122,080	32.8	9,146,848	32.2

Note: The definition of children in low-income families includes children under age 18 who resided with at least one parent and in families with annual incomes below 200 percent of the federal poverty threshold.

Source: MPI Data Hub, "State Immigration Data Profiles: Demographics & Social."

Table 3. Nativity of Minnesota and U.S. LEP Students, 2012-16

	Share of K-12 LEP Children Born in the United States (%)						
	Grades K-5	Grades 6-12	Total				
Minnesota	76.0	47.6	62.9				
United States	82.3	56.5	70.6				

Note: Analysis based on Limited English Proficient (LEP) children ages 5 and older enrolled in grades K-12. Source: MPI analysis of U.S. Census Bureau pooled 2012–16 American Community Survey (ACS) data, accessed through Minnesota Population Center, University of Minnesota, "Integrated Public Use Microdata Series," accessed April 25, 2018, https://usa.ipums.org/usa/.

caution) the nativity of ELs, a variable school data systems do not capture. Table 3 shows that in Minnesota, almost two-thirds of school-aged children who were reported as LEP in census data were born in the United States, with a larger share among elementary school children than older students. The rate of native-born LEP

children in the United States overall was somewhat higher, at 71 percent.

Turning now to data collected by the Minnesota Department of Education, Table 4 shows the most commonly spoken home languages among the 137,000 students with a home language

Table 4. Home Languages Other than English Spoken by Minnesota Students, SY 2017–18

	Number of Students	Share of Students with a Home Language Other Than English (%)
Spanish	48,030	35.1
Somali	26,014	19.0
Hmong	20,037	14.6
Vietnamese	4,096	3.0
Karen	3,972	2.9
Arabic	3,043	2.2
Chinese, Mandarin	2,509	1.8
Russian	2,432	1.8
Oromo, Afan Oromo, Oromiffa	2,324	1.7
Amharic	1,725	1.3
Lao, Laotian	1,399	1.0
Khmer, Cambodian	1,360	1.0
English, Creolized	1,310	1.0
Telugu	1,119	0.8
Other (246 languages)	17,638	12.9
Total students with a home language other than English	137,008	100.0

SY = School Year.

*Note:* These counts include but are not limited to English Learners; they also include non-ELs who speak another home language.

Source: Minnesota Department of Education, "Data Reports and Analytics—Student—2017-18 Primary Home Language Totals," accessed June 27, 2018, <a href="https://w20.education.state.mn.us/MDEAnalytics/DataTopic.jsp?TOPICID=2">https://w20.education.state.mn.us/MDEAnalytics/DataTopic.jsp?TOPICID=2</a>.



Table 5. Number of ELs and EL Share of Students in Minnesota School Districts with More Than 1,000 ELs, SY 2017–18

	Number of ELs	EL Share of Students in District (%)
St. Paul	11,409	31.6
Minneapolis	7,617	21.6
St. Cloud	2,400	24.9
Anoka-Hennepin	2,385	6.3
Osseo	2,215	10.8
Rosemount-Apple Valley-Eagan	2,001	7.1
Rochester	1,903	11.0
Burnsville	1,522	17.8
Bloomington	1,356	13.2
Robbinsdale	1,278	10.6
Roseville	1,183	15.5
North St. Paul-Maplewood Oakdale	1,170	11.4
South Washington County	1,088	5.9
Richfield	1,086	26.1
Willmar	1,060	25.1
Worthington	1,043	29.7

EL = English Learner; SY = School Year.

Source: Minnesota Department of Education, "Data Reports and Analytics—Student—2017-18 Enrollment by Special Populations," accessed April 18, 2018, <a href="https://w20.education.state.mn.us/MDEAnalytics/DataTopic.jsp?TOPICID=2">https://w20.education.state.mn.us/MDEAnalytics/DataTopic.jsp?TOPICID=2</a>.

other than English (a group that includes ELs as well as non-ELs with another home language). Spanish leads the list at 35 percent, with Somali, Hmong, Vietnamese, and Karen rounding out the top five. In total, the state lists 260 home languages other than English spoken by Minnesota students.

Among Minnesota school districts with enrollment of more than 1,000 ELs, the two districts with the largest number of ELs are St. Paul and Minneapolis. Table 5 also shows that in districts

with the largest number of ELs, these students made up between 6 percent (South Washington County) and 32 percent (St. Paul) of total enrollment.

Finally, Table 6 shows that as grade level increases, the population and share of ELs in Minnesota K-12 schools generally decrease. Whereas 13 percent of early-elementary students were ELs in SY 2017–18, that number was 6 percent for grades 9 through 12. This reflects the trend that more students achieve English proficiency (and

Table 6. Number of ELs and EL Share of Students in Minnesota, by Grade, SY 2017–18

	Grades K-2	Grades 3-5	Grades 6-8	Grades 9-12
EL share of students in grade band	12.7%	10.8%	6.2%	5.5%
Number of ELs	24,318	21,640	12,332	14,838

EL = English Learner; SY = School Year.

Source: Minnesota Department of Education, "2017-18 Enrollment by Special Populations."

thus exit EL status) over time than immigrate to the United States as adolescents or remain ELs beyond the typical five- to seven-year time frame.

# II. EL Student Outcomes in Minnesota

Minnesota uses the WIDA ACCESS for ELLs 2.0<sup>5</sup> for annual assessment of students' English language proficiency, which is scored on a scale of 1 (lowest) to 6 (highest). Table 7 shows the share of ELs scoring at each level, by grade band.

Across the state, 34 percent of K-12 ELs scored at the lowest proficiency levels (levels 1 and 2) and 63 percent at levels 3 and 4 in SY 2016–17. Only 3 percent scored at level 5 or 6, likely because students in Minnesota may exit EL status once they have reached a composite score of 4.5 out of 6.0, as long as they score 3.5 or higher on three or more test components (listening, speaking, reading, and writing).<sup>6</sup>

Next, the fact sheet looks at outcomes of the EL subgroup on state standardized assessments. It is important to note two things about the participation of ELs on these assessments. First, compared to other student subgroups based on ethnicity, poverty, gender, and special education status, ELs are a much more dynamic

population: as students gain proficiency, they exit the EL subgroup and new ELs are identified as they enter the U.S. school system. By definition, students who remain in the EL subgroup are not performing at a level where their achievement on mainstream assessments is comparable to that of their English-proficient peers. Whereas this lag is expected for students in their first several years of learning English, concerns about the significant numbers of long-term ELs—those identified as ELs for six or more years—not scoring proficient in English language arts (ELA) and math have driven policymakers to strengthen the ways they hold schools accountable for EL outcomes on academic assessments.

Second, under NCLB, states were allowed to exempt newly arrived EL students from taking the ELA test for one year and to exclude the math scores of those newcomers from accountability reports. For that reason, the results below do not include all Minnesota ELs. The rules for including newly arrived ELs in reports on subgroup outcomes will change as ESSA provisions go into effect in 2018 (see "Accountability for EL Academic Achievement" below).

Minnesota administers the Minnesota Comprehensive Assessments (MCA) for accountability purposes. The MCA for reading is given in grades 3–8 and grade 10, for math in grades 3–8 and grade 11, and for science in grades 5, 8, and high school.<sup>7</sup> There are four MCA achievement levels: does not meet the standards, partially

Table 7. Share of ELs at Each ACCESS Composite Level (%), by Grade, SY 2016-17

	Grades K-2 (%)	Grades 3–5 (%)	Grades 6–8 (%)	Grades 9–12 (%)	All Students (%)
Level 1	21.7	5.6	9.7	13.1	13.5
Level 2	25.6	13.2	20.8	20.7	20.3
Level 3	37.5	40.5	38.0	39.6	38.8
Level 4	13.2	35.1	28.9	23.0	24.0
Level 5	1.9	5.2	2.5	3.4	3.2
Level 6	0.1	0.3	0.1	0.1	0.2

EL = English Learner; SY = School Year.

Source: Minnesota Department of Education, "Minnesota Report Card—Achievement Levels—ACCESS for ELLs," accessed April 19, 2018, <a href="http://rc.education.state.mn.us">http://rc.education.state.mn.us</a>.



Table 8. Share of Minnesota ELs and All Students Meeting or Exceeding Standards in Reading (%), by Grade, SY 2016–17

	Grade 3 (%)	Grade 4 (%)	Grade 5 (%)	Grade 6 (%)	Grade 7 (%)	Grade 8 (%)	Grade 10 (%)
Share of ELs who met or exceeded standard	23.8	13.5	16.8	11.3	9.1	9.0	6.8
Share of all students who met or exceeded standard	56.8	57.0	67.5	63.4	57.6	58.9	60.5

EL = English Learner; SY = School Year.

Source: Minnesota Department of Education, "Minnesota Report Card—Achievement Levels—MCA/MTAS," accessed April 19, 2018, <a href="http://rc.education.state.mn.us/">http://rc.education.state.mn.us/</a>.

meets the standards, meets the standards, and exceeds the standards. Students who meet or exceed standards are said to have attained proficiency.

Table 8 shows considerable achievement gaps between the share of ELs and of all students who met or exceeded the standard in reading, with that gap growing larger at older grade levels. The gap was smallest in 3rd grade (33 points) and largest in 10th grade (54 points).

As with reading, there are considerable gaps between ELs and all students on the MCA math assessment (see Table 9). The gaps were fairly consistent across grades, ranging from 41 points to 45 points.

Science test scores also show steady gaps between ELs and all students of 41 to 49 points at all three grade levels tested (see Table 10).

Table 9. Share of Minnesota ELs and All Students Meeting or Exceeding Standards in Math (%), by Grade, SY 2016–17

	Grade 3 (%)	Grade 4 (%)	Grade 5 (%)	Grade 6 (%)	Grade 7 (%)	Grade 8 (%)	Grade 11 (%)
Share of ELs who met or exceeded standard	36.9	25.9	14.2	10.1	10.6	15.3	6.8
Share of all students who met or exceeded standard	81.7	66.8	57.1	55.5	54.9	58.2	48.4

EL = English Learner; MCA = Minnesota Comprehensive Assessments; SY = School Year.

Source: Minnesota Department of Education, "Minnesota Report Card—Achievement Levels—MCA/MTAS."

Table 10. Share of Minnesota ELs and All Students Meeting or Exceeding Standards in Science (%), by Grade, SY 2016–17

	Grade 5 (%)	Grade 8 (%)	High School (%)
Share of ELs who met or exceeded standard	11.1	5.5	7.7
Share of all students who met or exceeded standard	60.0	46.2	56.3

EL = English Learner; SY = School Year.

Source: Minnesota Department of Education, "Minnesota Report Card—Achievement Levels—MCA/MTAS."

Finally, graduation rates in Minnesota have been increasing over the last five years for students overall and for subgroups such as ELs, but wide gaps remain between ELs and all students. For the class of 2017, the share of ELs to graduate within four years was 63 percent, compared to a four-year graduation rate of 83 percent for all students. These rates are just shy of those at the national level for the most recent year available (SY 2015–16), which were 67 percent for ELs and 84 percent for all students. 9

### III. Accountability under ESSA

In 2017, all 50 states (plus the District of Columbia and Puerto Rico) submitted plans to the U.S. Department of Education that outline their approach to complying with new accountability regulations under ESSA. Among the new requirements are provisions requiring states to standardize how they identify students for and exit them from EL status, extending the number of years schools can include former ELs' scores in reporting on the outcomes of the EL subgroup, and allowing states to develop their own English language proficiency indicator (replacing the three required Annual Measurable Achievement Objectives in NCLB). Implementation of the new policies began in SY 2017–18. However, as many states have adopted new or significantly revised English language proficiency assessments over the last few years, some intend to wait to update their English language proficiency benchmarks until they have collected sufficient data from the new assessments.

#### Learn More about ELs and ESSA

For additional analysis, maps, and state-level data on English Learner education in the United States, check out the MPI ELL Information Center and its ESSA resources.

#### A. Identification and Reclassification of ELs

Following federal guidelines, all states require schools to follow a two-step process for identifying students as ELs. First, parents or guardians complete a home-language survey when they enroll their child in a new school district. The survey generally includes one to four questions to identify students whose first language is not English or who live in households where a language other than English is spoken.

If students in such circumstances do not already have scores from a state-approved English language proficiency test on file, they are given a screening test to gauge their English language ability in listening, speaking, reading, and writing (as required by ESSA). Students scoring below proficient are categorized as ELs. Schools must inform parents in a timely manner of their child's English language proficiency level and of the types of support the school can provide, including the right to opt out of services (but not the right to decline EL status and subsequent annual testing).<sup>10</sup>

In Minnesota, students are screened for initial EL identification using one of the WIDA Consortium's assessments (the WIDA Screener, the Kindergarten W-APT, or the Kindergarten MODEL). Students are identified as ELs if they score below a designated level for each test. Students must also be screened to determine whether they fit other categories, such as students with limited or interrupted formal education (SLIFE), ELs who recently arrived in the United States (for accountability calculations), and immigrant children and youth (to count toward a district's allocation of recent immigrant funds from federal Title III grants). 12

Once identified, ELs are given the WIDA ACCESS for ELLs 2.0 annually until they score highly enough to be reclassified as English proficient. To be reclassified, students must have an overall score of at least 4.5 out of 6.0 on the ACCESS, with a score of at least 3.5 on all four components (listening, speaking, reading, and writing). If the student achieves a 4.5 composite score



and only three component scores of at least 3.5, state-approved additional criteria may be applied to determine whether the student should exit EL status.<sup>13</sup>

### B. Accountability for English Language Proficiency

Whereas parents and teachers are primarily interested in the progress of individual students toward English language proficiency, state accountability systems track whether the ELs in entire schools and districts are progressing to and achieving proficiency within the state-determined timeline. States include English language proficiency in their accountability systems in two ways. First, they set a long-term goal for increasing the percent of students making progress toward proficiency (with interim goals along the way), and, second, they include an annual indicator of progress toward English language proficiency in the calculation they use to identify schools in need of improvement.<sup>14</sup>

Minnesota students are expected to take a maximum of seven years to achieve English language proficiency, with expectations for individual students set based on their initial English proficiency level and the grade in which they were identified as an EL. About 42 percent of ELs in Minnesota made enough progress in 2017 to achieve proficiency within the given timeline. Using this baseline, the state aims to increase the share of ELs making the expected amount of progress by about 5 percent each year with a goal of reaching 85 percent by 2025. In line with ESSA guidance, Minnesota plans to factor in whether schools are making relatively less progress in moving students toward English proficiency in their criteria for identifying schools in need of comprehensive support and improvement.15

### C. Accountability for EL Academic Achievement

In addition to progress toward English proficiency, ESSA requires states to report and include in their accountability systems data on how well ELs, as a subgroup, are performing on the indicators that apply to all students (including ELA, math, and science tests; graduation rates; and a school-quality or student-success indicator such as attendance). Using this information, ESSA calls for states to identify schools for comprehensive support and improvement based on the performance of all students, including subgroups of students, and for targeted support and improvement for schools that have one or more underperforming subgroups such as ELs.

As noted earlier, the EL subgroup is unique in that students exit the subgroup once they reach a level at which their English proficiency is no longer keeping them from general academic achievement similar to that of their English-proficient peers. Because of this, ESSA allows states to include former ELs within the EL subgroup for up to four years after they have exited EL status. Former EL students' scores in math and reading can thus be used in accountability measures as a way to give schools credit for the progress those students have made. Minnesota will include former ELs for four years in their calculation of academic achievement and academic progress indicators. The state report card will show assessment results in two ways: for current ELs only and for the mixed group of current and former ELs.<sup>16</sup>

Unlike for other subgroups, ESSA also provides two types of exemption states may choose to apply to recently arrived ELs on state standardized tests:

1. In their first year in the United States, ELs can be exempt from taking the ELA test. They

must be tested in math that year, but their scores will not be included in accountability calculations. Regular test-taking and accountability procedures will apply thereafter.

2. ELs take ELA and math tests in their first year, but their scores can be excluded from accountability measures. In the second year, outcomes on both tests are reported as a growth score from year one to year two. From their third year on, students are assessed and their scores included in accountability measures as is done for all students.

States also have a third option: they may assign option 1 to some recently arrived ELs and op-

tion 2 to others based on characteristics such as their initial English language proficiency level.<sup>17</sup> Minnesota's ESSA plan indicates it will use option 2 for its recently arrived ELs.<sup>18</sup>

As states move forward with ESSA accountability plans, policymakers are taking the opportunity to revise existing regulations on funding, program requirements, teacher training, and other aspects of school administration. Provisions that affect EL students should be scrutinized closely by stakeholders at all levels, whether parents, teachers, or community organizations. Data on EL demographics and performance, such as those provided in this fact sheet, will prove an important tool in this effort.<sup>19</sup>



#### Endnotes

- 1 Migration Policy Institute (MPI) Data Hub, "State Immigration Data Profiles: Language & Education," accessed April 25, 2018, <a href="https://www.migrationpolicy.org/data/state-profiles/state/language/MN/US/">www.migrationpolicy.org/data/state-profiles/state/language/MN/US/</a>.
- U.S. Department of Education, National Center for Education Statistics (NCES), "Table 204.20: English Language Learner (ELL) Students Enrolled in Public Elementary and Secondary Schools, by State: Selected Years, Fall 2000 through Fall 2015," updated October 2017, <a href="https://nces.ed.gov/programs/digest/d17/tables/dt17\_204.20">https://nces.ed.gov/programs/digest/d17/tables/dt17\_204.20</a>. asp?current=yes.
- 3 MPI Data Hub, "State Immigration Data Profiles: Language & Education."
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- The ACCESS for ELLs 2.0—which stands for Assessing Comprehension and Communication in English State-to-State for English Language Learners—is an English language proficiency assessment given annually to English Learners (ELs) in the 39 states and U.S. territories that make up the WIDA Consortium. For more information on the consortium, see WIDA, "Home," accessed July 24, 2018, www.wida.us.
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- NCES, "Table 219.46. Public High School 4-Year Adjusted Cohort Graduation Rate (ACGR), by Selected Student Characteristics and State: 2010-11 through 2015-16," updated December 2017, <a href="https://nces.ed.gov/programs/digest/d17/tables/dt17">https://nces.ed.gov/programs/digest/d17/tables/dt17</a> 219.46.asp?current=yes.
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- 15 MDE, Minnesota's Consolidated State Plan under the Every Student Succeeds Act (ESSA) (Rosemont, MN: MDE, 2018), https://education.mn.gov/mdeprod/groups/communications/documents/hiddencontent/bwrl/mdcz/~edisp/mde073206.pdf.
- 16 Ibid
- EdTrust, "Setting New Accountability for English-Learner Outcomes in ESSA Plans," accessed April 26, 2018, https://edtrust.org/setting-new-accountability-english-learner-outcomes-essa-plans/.
- 18 MDE, Minnesota's Consolidated State Plan.
- For additional information on accessing and understanding state EL demographic and outcome data, see Julie Sugarman, *A Guide to Finding and Understanding English Learner Data* (Washington, DC: MPI, 2018), <a href="https://www.migrationpolicy.org/research/guide-finding-understanding-english-learner-data">www.migrationpolicy.org/research/guide-finding-understanding-english-learner-data</a>.

#### About the Authors



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**Courtney Geary** was an intern at the MPI National Center on Immigrant Integration Policy, where she provided research assistance on a variety of projects related to English Learner education policy. She has worked as a Title III ESL Tutor for the Tuscaloosa County School District in Alabama since 2016, primarily with elementary-age Arabic speakers. Her research interests include educational access and outcomes for English Learners in the Deep South, and educational and social services for refugees and victims of conflict. She is a student at the University of Alabama, where she is pursuing a B.S. in interdisciplinary studies with a

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For more information on the impact of the *Every Student Succeeds Act* on EL and immigrant students, visit: <a href="https://www.migrationpolicy.org/programs/nciip-english-learners-and-every-student-succeeds-act">www.migrationpolicy.org/programs/nciip-english-learners-and-every-student-succeeds-act</a>.

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