



# Facts about English Learners and the NCLB/ESSA Transition in North Carolina

By Julie Sugarman and Kevin Lee

This fact sheet provides a sketch of key characteristics of the foreign-born and English Learner (EL) populations in North Carolina. It is intended to equip community organizations with an understanding of the state demographic context and some of the basics of EL policies under the *No Child Left Behind Act* (NCLB, in effect from 2002 through December 2015) and its successor, the *Every Student Succeeds Act* (ESSA), enacted in December 2015.

The first section looks at the demographics of North Carolina, including the entire state population using U.S. Census Bureau 2014 American Community Survey (ACS) data, and EL students as reported by the North Carolina Department of Public Instruction. A discussion of EL student outcomes as measured by standardized tests follows, and the fact sheet concludes with a brief overview of North Carolina accountability mechanisms that affect ELs under NCLB and major provisions of ESSA.

## I. Demographic Overview of Foreign-Born and EL Populations in North Carolina

In 2014, approximately 763,584 foreign-born individuals resided in North Carolina, accounting for 8 percent of the state population—lower than the share of immigrants in the United States overall (13 percent), as seen in Table 1.

**Table 1. Foreign- and U.S.-Born Populations of North Carolina and United States, 2014**

	North Carolina		United States	
	Foreign Born	U.S. Born	Foreign Born	U.S. Born
Number	763,584	9,180,380	42,391,794	276,465,262
Share of total population	7.7%	92.3%	13.3%	86.7%
<b>Population Change over Time</b>				
% change: 2000-14	77.6%	20.5%	36.3%	10.4%
% change: 1990-2000	273.7%	17.0%	57.4%	9.3%
<b>Age Group</b>				
Share under age 5	1.0%	6.5%	0.6%	7.1%
Share ages 5-17	6.8%	17.8%	5.3%	18.6%
Share ages 18+	92.2%	75.7%	94.0%	74.3%

Source: Migration Policy Institute (MPI) Data Hub, "State Immigration Data Profiles: Demographics & Social," accessed September 8, 2016, [www.migrationpolicy.org/data/state-profiles/state/demographics/NC/US/](http://www.migrationpolicy.org/data/state-profiles/state/demographics/NC/US/).

**Table 2. Children (ages 17 and younger) in North Carolina and the United States, 2014**

	North Carolina		United States	
	Number	Share of Population (%)	Number	Share of Population (%)
<b>Children between ages 6 and 17 with</b>	<b>1,469,757</b>	<b>100</b>	<b>46,968,394</b>	<b>100</b>
Only native parent(s)	1,209,217	82.3	35,171,703	74.9
One or more foreign-born parents	260,540	17.7	11,796,691	25.1
Child is native born	220,199	15.0	10,011,547	21.3
Child is foreign born	40,341	2.7	1,785,144	3.8
<b>Children in low-income families</b>	<b>1,060,912</b>	<b>100</b>	<b>30,272,597</b>	<b>100</b>
Only native parents	793,972	74.8	20,793,941	68.7
One or more foreign-born parents	266,940	25.2	9,478,656	31.3

*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.”

The growth rate of the foreign-born population in North Carolina slowed from 274 percent in the period between 1990 and 2000 to 78 percent between 2000 and 2014, and is slightly more than double the rate of the U.S. foreign born more generally. Additionally, the growth rate of the immigrant population continues to outpace that of the native-born population in North Carolina and nationwide. Age group trends in North Carolina mirror broader national trends, with disproportionately fewer foreign-born individuals in the birth-to-age-17 brackets compared to the native born.

The share of school-age children with one or more foreign-born parents is lower in North Carolina (18 percent) than the national share (25 percent), as shown in Table 2. About 85 percent of children of immigrants in North Carolina were native born. In North Carolina, 26 percent of children in low-income families had foreign-born parents, compared to 31 percent of low-income children nationally.

North Carolina has a diverse immigrant population, with sizeable shares coming from Asia and Latin America, which correspond to

**Table 3. Regions of Birth of the Foreign-Born Population in North Carolina and the United States, 2014**

Region of Birth	North Carolina		United States	
	Number	Share of Population (%)	Number	Share of Population (%)
Africa	49,103	6.4	1,931,203	4.6
Asia	196,900	25.8	12,750,422	30.1
Europe	75,733	9.9	4,764,822	11.2
Latin America	421,999	55.3	21,890,416	51.6
Northern America	17,254	2.3	812,642	1.9
Oceania	2,595	0.3	241,200	0.6

*Notes:* Latin America includes South America, Central America, Mexico, and the Caribbean; Northern America includes Canada, Bermuda, Greenland, and St. Pierre and Miquelon. The region of birth data exclude those born at sea.

*Source:* MPI Data Hub, “State Immigration Data Profiles: Demographics & Social.”

**Table 4. Nativity of North Carolina and U.S. LEP Students, 2014**

	Share of K-12 LEP Children Born in the United States (%)		
	Grades K-5	Grades 6-12	Total
North Carolina	90	64	81
United States	83	56	71

*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 2014 American Community Survey (ACS) data, accessed through Minnesota Population Center, University of Minnesota, “Integrated Public Use Microdata Series,” accessed September 8, 2016, <https://usa.ipums.org/usa/>.

the top two regions of birth for immigrants nationwide (see Table 3). The proportion of immigrants from each region is comparable to the shares seen in the United States as a whole.

**Number of ELs.** ACS Census 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,<sup>1</sup> while data submitted to the federal government by the states put the share of ELs amongst the total K-12 population at 10 percent in school year (SY) 2013-14.<sup>2</sup>

At the state level, ACS data indicate that 3 percent of North Carolina children ages 5 to 17 are LEP.<sup>3</sup> In contrast, the most recent data from the North Carolina Department of Public Instruction, from SY 2015-16, indicate EL enrollment represents 6 percent of the total K-12 student population, or 99,513 students.<sup>4</sup>

Although ACS data seem to undercount EL children, they can be used to examine (with due caution) the nativity of ELs, which is not a variable captured by school data systems. Table 4 shows that in North Carolina, more than three-quarters 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 share of native-born children was somewhat lower for the United States as a whole.

Turning now to data collected by the North Carolina Department of Public Instruction, a recently released analysis of language diversity in the state noted that about 15 percent of the total student population has a primary home language other than English, including Spanish (12.8 percent), Arabic (0.33 percent), Vietnamese (0.25 percent), Chinese (0.22 percent), and Hmong (0.17 percent) as the top languages. They also report that there are 318 languages represented among the languages spoken at home by North Carolina students.<sup>5</sup>

Table 5 shows that the two school districts in North Carolina with the highest number of ELs are Charlotte-Mecklenburg and Wake County. Among the eight school districts with enrollment of more than 2,000 ELs, the share of ELs enrolled ranges from 6 percent (Union County) to 14 percent (Durham Public Schools).

## II. EL Student Outcomes in North Carolina

This section 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

**Table 5. Number and Share of K-12 ELs in North Carolina School Districts with More Than 2,000 ELs, SY 2015-16**

	Number of ELs	Share of ELs in District (%)
Charlotte-Mecklenburg Schools	16,938	11.4
Wake County Schools	12,177	7.7
Forsyth County Schools	6,177	11.2
Guilford County Schools	5,586	7.7
Durham Public Schools	4,680	13.8
Johnston County Schools	2,738	7.8
Union County Public Schools	2,379	5.6
Alamance-Burlington Schools	2,139	9.3

EL = English Learner; SY = School Year.

Sources: North Carolina Department of Public Instruction, “Principal’s Monthly Report, 2015-2016, Month 1 Revised,” updated May 23, 2016, [www.dpi.state.nc.us/fbs/accounting/data/](http://www.dpi.state.nc.us/fbs/accounting/data/); North Carolina Department of Public Instruction, *Report to the Joint Legislative Education Oversight Committee. Headcount of Limited English Proficient Students to Fiscal Research* (Raleigh, NC: North Carolina Department of Public Instruction, 2015), <http://eldnces.ncdpi.wikispaces.net/file/view/LEP%20Headcount%202015.pdf/580734629/LEP%20Headcount%202015.pdf>.

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.

Second, under NCLB, states were allowed to exempt EL students from taking the English language arts (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 North Carolina ELs.

North Carolina administers end-of-grade assessments in reading and math in grades 3 through 8 and in science in grades 5 and 8. High school students enrolled in Biology, English 2, and Math 1 must also take end-of-course exams that are reported for accountability purposes. Students scoring at levels 3 through 5 on a 5-point scale are deemed to be at or above grade level; students at level 4 or level 5 are classified as college and career ready.<sup>6</sup>

Table 6 shows considerable achievement gaps between the share of ELs and of all students who were at or above grade level in reading/

**Table 6. Share of North Carolina ELs and All Students at or above Grade Level in End-of-Grade Reading/English 2, by Grade (%), SY 2015-16**

	Grade 3 (%)	Grade 4 (%)	Grade 5 (%)	Grade 6 (%)	Grade 7 (%)	Grade 8 (%)	English 2 (%)
Share of ELs at or above grade level	29.5	15.6	10.3	9.8	9.9	9.2	5.8
Share of all students at or above grade level	57.7	58.0	55.4	58.7	58.5	53.4	58.8

EL = English Learner; SY = School Year.

Source: North Carolina Department of Public Instruction, “Accountability and Testing Results—2015-16 State, District, and School Level Drilldown Performance Data,” accessed January 9, 2017, [www.dpi.state.nc.us/accountability/reporting/](http://www.dpi.state.nc.us/accountability/reporting/).

**Table 7. Share of North Carolina ELs and All Students at or Above Grade Level on the End-of-Grade Math, by Grade (%), SY 2015-16**

	Grade 3 (%)	Grade 4 (%)	Grade 5 (%)	Grade 6 (%)	Grade 7 (%)	Grade 8 (%)	Math 1 (%)
Share of ELs at or above grade level	49.7	25.9	24.9	15.4	11.3	10.2	19.4
Share of all students at or above grade level	64.6	57.2	60.4	52.0	48.9	44.7	60.5

EL = English Learner; SY = School Year.

Source: North Carolina Department of Public Instruction, “Accountability and Testing Results—2015-16 State, District, and School.”

English, with that gap growing larger at successively older grade levels. The gap was smallest in 3rd grade (28 points) and largest for the end-of-course test in English 2 given to high school students (53 points).

As with reading, there are considerable and increasing gaps between ELs and all students on end-of-grade math assessments (see Table 7). The gap was smallest at 3rd grade (15 points) and largest for the end-of-course test in high school math (41 points).

Science test scores show steady gaps of 43 to 44 points between ELs and all students in grade 5 and grade 8 science as well as in biology (see Table 8).

Finally, in terms of graduation rates, there are considerable gaps between ELs and all students. For the class of 2015, the four-year high school graduation rate for ELs was 58 percent compared to a rate of 86 percent for all students.<sup>7</sup> The national rates for that year

were 65 percent for ELs and 83 percent for all students.<sup>8</sup>

### III. Accountability under NCLB and ESSA

Although many mechanisms within North Carolina’s accountability system are in the process of changing, it is important to have a sense of the tests, benchmarks, and accommodations for ELs that have been implemented for the last 15 years in preparation for ESSA accountability planning.

#### A. Identification and Reclassification of ELs

As in most states, the EL identification process in North Carolina begins with the administra-

**Table 8. Share of North Carolina ELs and All Students at or Above Grade Level on the End-of-Grade/End-of-Course Science, by Grade (%), SY 2015-16**

	Grade 5 (%)	Grade 8 (%)	Biology (%)
Share of ELs at or above grade level	29.0	30.2	11.3
Share of all students at or above grade level	71.6	73.9	55.5

EL = English Learner; SY = School Year.

Source: North Carolina Department of Public Instruction, “Accountability and Testing Results—2015-16 State, District, and School.”

tion of a home-language survey, which is distributed to all parents when their child enters a North Carolina school. Districts may use the sample survey available from the state Department of Public Instruction<sup>9</sup> or create their own. The state's sample survey asks about the child's first language and the language most frequently spoken by the child and by the family.

If students are identified as potential ELs, they are administered the WIDA-ACCESS Placement Test (W-APT). Once classified as ELs, students are given the WIDA ACCESS for ELLs annually until they meet reclassification requirements. As per NCLB guidelines, ACCESS tests proficiency levels in the four language domains of listening, speaking, reading, and writing. To be reclassified, students must score a 5.0 out of 6.0 composite score on the ACCESS with no domain score less than 5.0.<sup>10</sup>

## B. Accountability for EL Performance

Under Title III of NCLB, EL performance was monitored at the district and state level through Annual Measurable Achievement Objectives (AMAOs). Although these are no longer part of Title III of ESSA, states will include a measure of English proficiency and include EL subgroup scores on state grade-level assessments in their new accountability plans.

Under NCLB, states set ever-increasing targets for the number of students achieving benchmarks for the three AMAOs:

- 1) Progress (improving English proficiency from year to year)
- 2) Proficiency (exiting EL status)
- 3) Adequate yearly progress (AYP) in academic achievement for the EL subgroup (indicators included state

standardized tests in reading and math, participation in assessments, and graduation rate).<sup>11</sup>

Originally, NCLB called for parental notification if districts missed AMAO targets, and the development of a school improvement plan (involving program and/or staffing changes) for schools that missed AYP targets for any subgroup (including ELs) over multiple years. The AYP benchmarks and rules for developing school improvement plans were significantly changed in many states with the NCLB waiver program instituted in 2012, and will be revised again as states create accountability plans under ESSA.

## C. Changes under ESSA

The following are some of the changes in federal law under ESSA, enacted in 2015, which affect EL students:<sup>12</sup>

- **EL accountability moved from Title III to Title I.** EL subgroup accountability for measures such as reading, math, and high school graduation rates continues to be included in district accountability under Title I, and a measure of progress in English language proficiency moved from Title III to Title I, thus giving it more weight.
- **Additional option for including recently arrived ELs in assessment.** Under NCLB, states could exempt ELs enrolled in U.S. schools for less than 12 months from taking ELA tests and exclude results of their ELA (if taken) and math tests from accountability calculations for that first year. States can continue with this option, or they can assess ELs in ELA and math in the first year but exclude their scores

from accountability calculations, use a measure of growth in reading and math in the second year, and then report proficiency levels as for other students in the third year and thereafter.

- ***Inclusion of former ELs in subgroup.*** Under NCLB, students were included in the EL subgroup for up to two years after they had been reclassified; ESSA extends this period to up to four years.
- ***Disaggregation.*** States must now report the number of EL students with disabilities who are making progress toward English proficiency and in academic achievement, and report the number of ELs who have not attained English proficiency within five years of identification.
- ***Standardization of entrance and exit procedures.*** States must develop standardized procedures for identifying and reclassifying EL students.

The U.S. Department of Education issued regulations regarding accountability on November 28, 2016.<sup>13</sup> These regulations also address

English learners. The regulations require that states consider at least one unique student characteristic, including students' initial English language proficiency level, in determining ambitious but achievable targets for English learners' progress toward English language proficiency, within a state-determined maximum number of years. These targets are then used to set state-level, long-term goals and measurements of interim progress, and may also be used in the state's indicator of progress in achieving English language proficiency, which can include all English learners in grades K-12.

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 the 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.

## Endnotes

- 1 Migration Policy Institute (MPI) Data Hub, “State Immigration Data Profiles: Language & Education,” accessed September 8, 2016, [www.migrationpolicy.org/data/state-profiles/state/language/NC/US/](http://www.migrationpolicy.org/data/state-profiles/state/language/NC/US/).
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- 3 MPI Data Hub, “State Immigration Data Profiles: Language & Education.”
- 4 North Carolina Department of Public Instruction, “Language Diversity in North Carolina” (fact sheet, February 2016), <http://eldnces.ncdpi.wikispaces.net/file/view/Language%20Diversity%20Briefing%20February%202016.pdf/574894545/Language%20Diversity%20Briefing%20February%202016.pdf>.
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- 10 North Carolina Department of Public Instruction, “North Carolina Procedures for the Identification of Limited English Proficient Students” (memorandum, May 2, 2011), <http://eldnces.ncdpi.wikispaces.net/file/view/LEP%20Guidance%20Garland%20Memo%20May2011.docx.pdf/420535428/LEP%20Guidance%20Garland%20Memo%20May2011.docx.pdf>.
- 11 Andrea Boyle, James Taylor, Steven Hurlburt, and Kay Soga, *Title III Accountability: Behind the Numbers. ESEA Evaluation Brief: The English Language Acquisition, Language Enhancement, and Academic Achievement Act* (Washington, DC: U.S. Department of Education, 2010), [www2.ed.gov/rschstat/eval/title-iii/behind-numbers.pdf](http://www2.ed.gov/rschstat/eval/title-iii/behind-numbers.pdf).
- 12 Delia Pompa, “New Education Legislation Includes Important Policies for English Learners, Potential Pitfalls for their Advocates” (commentary, MPI, December 2015), [www.migrationpolicy.org/news/new-education-legislation-includes-important-policies-english-learners-potential-pitfalls-their](http://www.migrationpolicy.org/news/new-education-legislation-includes-important-policies-english-learners-potential-pitfalls-their); Council of Chief State School Officers (CCSSO), *Major Provisions of Every Student Succeeds Act (ESSA) Related to the Education of English Learners* (Washington, DC: CCSSO, 2016), [www.ccsso.org/Documents/2016/ESSA/CCSSOResourceonESSAELLS02.23.2016.pdf](http://www.ccsso.org/Documents/2016/ESSA/CCSSOResourceonESSAELLS02.23.2016.pdf).
- 13 U.S. Department of Education, “Title I—Improving the Academic Achievement of the Disadvantaged— Academic Assessments,” *Federal Register* 81, no. 236 (December 8, 2016): 88886, [www.gpo.gov/fdsys/pkg/FR-2016-12-08/pdf/2016-29128.pdf](http://www.gpo.gov/fdsys/pkg/FR-2016-12-08/pdf/2016-29128.pdf).



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For more information on the impact of the *Every Student Succeeds Act* on EL and immigrant students, see [www.migrationpolicy.org/programs/nciip-english-learners-and-every-student-succeeds-act](http://www.migrationpolicy.org/programs/nciip-english-learners-and-every-student-succeeds-act).

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