

# Raising the Achievement of English Language Learners in the Seattle Public Schools

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

Submitted to the  
Seattle Public Schools

By the Council of the Great City Schools



Summer 2008

**ACKNOWLEDGMENTS**

The Council of the Great City Schools thanks the many individuals who contributed to this project to improve achievement among English language learners in the Seattle Public Schools. The efforts of these individuals were critical to our ability to present the district with the best possible proposals.

First, we thank Maria Goodloe-Johnson, Superintendent of the Seattle Public Schools, who asked for this review. It is not easy to subject one’s district to a review such as this one. It takes courage, openness, and commitment to the city’s children. She has those qualities in abundance.

Second, we thank the Seattle School Board for supporting this effort and meeting with our team to discuss the issues presented in this report. The board has demonstrated a strong commitment to improving public education in Seattle.

Third, we thank staff members and teachers in the Seattle Public Schools, who provided all the time, documents, and data that the Council team needed in order to do its work. Their openness and honesty were critical to our understanding of the challenges faced by the Seattle schools.

Fourth, we thank the many individuals, groups, organizations, and associations with which we met. Our only regret is that we were unable to meet with everyone who we know had something valuable to contribute.

Fifth, the Council thanks the school districts that contributed staff to this effort. Everyone contributed his or her time *pro bono* to help the Seattle school district improve. The enthusiasm and generosity of these individuals serve as a further example of how the nation’s urban public school systems are working together to help each other improve and reform.

Sixth, we thank The Broad Foundation for providing the resources to cover the expenses of the team.

Finally, I thank Gabriela Uro and Ricki Price-Baugh, Council staff members who drafted this report. Their skills were critical to the success of this project. Thank you.

Michael Casserly  
Executive Director  
Council of the Great City Schools

**TABLE OF CONTENTS**

Acknowledgements..... 2

Executive Summary ..... 5

Chapter 1. Background ..... 7

Chapter 2. Purpose and Origin of Project..... 16

Chapter 3. Findings..... 21

Chapter 4. Recommendations ..... 53

Chapter 4. Synopsis and Discussion ..... 85

Appendix A. Demographic History of Seattle Public Schools .....87

Appendix B. Excerpt from Washington State Standards.....97

Appendix C. Individuals Interviewed.....110

Appendix D. Documents Reviewed.....112

Appendix E. Strategic Support Team Members .....116

Appendix F. About the Council .....120

## **Raising Achievement Among English Language Learners in Seattle’s Public Schools**

### **Tables**

Table 1.	Seattle Public School Enrollment and Percentages of English Language Learners by Year.....	8
Table 2.	English Language Learners by Racial/Ethnic Group and Year.....	8
Table 3.	Number and Percentage of Each Major Language Group Not Served in a School District Bilingual Education Program.....	10
Table 4.	Number of Elementary Schools in Seattle with Varying Numbers of English Language Learners Enrolled.....	10
Table 5.	Number of Secondary Schools in Seattle with Varying Numbers of English Language Learners Enrolled.....	10
Table 6.	Number of Seattle School Staff Members (Teachers and Instructional Assistants) who Speak One of the District’s Five Most Commonly Spoken Languages.....	11
Table 7.	Percent of Students and ELLs Scoring At or Above Proficient on WASL, Spring 2007.....	12
Table 8.	Schools with Bilingual Programs that Did Not Make AYP in 2006-07.....	15
Table 9.	Composition of Seattle’s Population by Year.....	88
Table 10.	Seattle’s Population by Race and Year.....	88
Table 11.	Washington State Population of Hispanic Origin.....	93
Table 12.	Seattle Population of Hispanic Origin.....	93
Table 13.	Refugees Resettled in Seattle by Decade, by Total Number of Refugees.....	95
Table 14.	Refugees as a Percent of Seattle’s Population.....	96

### **Graphs**

Graph 1.	Percent of Seattle and State ELL Fourth Graders Reading at or Above Proficiency Levels on WASL.....	13
Graph 2.	Percent of Seattle and State ELL Fourth Graders Scoring in Math at or Above Proficiency Levels on WASL.....	13

### EXECUTIVE SUMMARY

The Seattle Public Schools serve one of the most diverse student bodies in the nation. The school system’s enrollment represents many racial and ethnic groups and includes students from around the world who come to Seattle speaking many languages and families who came to the city generations ago. The challenge facing Seattle and all other major city school systems across the country is to educate *all* of its students to the highest standards regardless of their national origin, native language, or previous educational experiences.

The new leadership of the Seattle Public Schools is acutely aware of this challenge and is well equipped to move the school district forward. The new superintendent and school board have asked for a series of critical reviews of various aspects of the school district’s operations, including the organizational structure, instructional program, financial operations, human resource systems, information technology, and facilities. The leadership of the district has also asked for a critical review of the school system’s programs to teach students who are learning English as their second language. This report presents the results of that review.

To conduct the review, the superintendent and school board turned to the Council of the Great City Schools, a coalition of the nation’s largest urban school systems. The group has conducted nearly 150 similar reviews in about 50 of the nation’s biggest city school systems. The Council, in turn, assembled a team of senior instructional leaders from other large urban school systems who have a strong track record of raising student achievement among English language learners in their own cities. These individuals and staff from the Council made two site visits to Seattle; interviewed scores of individuals both inside and outside the school system; reviewed relevant documents and analyzed data; visited schools and classrooms; and compiled this report.

It is not easy to ask for a review such as this. It takes courage, openness, and a strong determination to improve the lives of children. Accordingly, the city owes the school board and superintendent its thanks, even though this report is a critical one and was designed specifically to find problems rather than to praise individuals for their hard work. We hope that the city and its good people will take this report in that spirit.

The city of Seattle has moved aggressively in the recent past to position itself as a globally competitive city and a hub for international trade. It is a compelling and unique vision, but it is one that is hard to attain when the city’s public school system is not adequately preparing the children of those who have come from around the world to share in the community’s bounty and enrich its culture.

The team assembled by the Council found an instructional program serving its English language learners that was highly fragmented, weakly defined, poorly monitored, and producing very unsatisfactory academic results. No overarching theory of action appears to be guiding the instruction of English language learners. Individual schools are

## **Raising Achievement Among English Language Learners in Seattle’s Public Schools**

largely left to their own devices to shape and implement programs as best they can without much technical assistance from the district itself.

The school system does not have a clear set of goals for addressing the instructional needs of English language learners, relying instead on the legacy of its old desegregation order to drive its bilingual education program and define the nature of the achievement gaps that the district considers high priority.

Finally, the district provides very little professional development for its English language-development teachers and relies heavily on a cadre of instructional assistants who have a variety of duties beyond those of teaching children. The school system does not adequately track the progress of its English language learners; cannot determine their instructional status easily; and cannot articulate which strategies work and which ones do not. Moreover, the school district uses a pull-out model of instruction that is too weak to provide students with the skills to thrive in the general education program.

The report by the Council puts its observations and recommendations into 12 broad categories: leadership and strategic direction, goals and accountability, program design and delivery systems, curriculum and instruction, data and assessments, student placement, human capital and professional development, instructional assistants, bilingual orientation centers, parents and community, funding, and compliance.

The Council’s team recommends an almost complete overhaul and reform of the district’s efforts on behalf of its English language learners. The most important proposals are designed to strengthen the district’s English-language development efforts and to boost the district’s ability to teach these students to the highest standards in the various content areas. Key proposals in the report call for the school system to define its goals for the academic attainment of English language learners more precisely and to define the nature of its instructional programs for these students more deliberately. The report also calls for the infusion of greater accountability at all staff levels for improving the academic proficiency of English language learners as the district is working to close gaps among all children.

The Council’s team also proposes to restructure the current program by replacing the pull-out approach that the school district now uses with an initiative that more systematically strengthens English-language development and mastery of core content. The report also calls on the district to develop a network of dual language programs for students across the school district. Numerous other proposals are made to revamp the district’s data systems, upgrade professional development, redefine and redeploy instructional assistants, and involve the community more intensely in the district’s programming.

The school district has considerable work in front of it as it implements the proposals in this report, but the project team is very confident in the ability and the determination of the leadership, staff, and teachers of the Seattle Public Schools to significantly improve the achievement of the district’s many English language learners.

**Raising Achievement of English Language Learners in the  
Seattle Public Schools:  
Report of the Strategic Support Team  
of the  
Council of the Great City Schools**

**CHAPTER 1. BACKGROUND**

The city of Seattle is rich in history and diversity, and has been a magnet for immigrants from its earliest days. It is a city that is not simply on its way to becoming a city of newcomers; it has always been one. Since at least 1880, nearly a quarter of Seattle’s population was either foreign-born or Asian or African American.

More significant than the statistics on immigration, however, have been the contributions that Seattle’s immigrants have made to the city and the nation through the years. Earlier generations of Seattle’s immigrants, for example, fought in the Union Army in the Civil War, volunteered in two world wars, and became the backbone of the emerging cannery and fishing industries that helped to define the city’s identity.

But the city’s diversity wasn’t defined solely by its early immigrants. It was also enriched by African American, Asian American, and Hispanic men and women who had been in the United States for many years, but came to Seattle for jobs and opportunity. They, too, have contributed to the cultural and economic vibrancy of a city that looks and feels like no other.

Seattle was also a place that reflected many of the nation’s attempts to exclude people of color and immigrants from participating fully in American life. Jobs, housing, and educational opportunities were often denied the same individuals who came to the city seeking them. (See Appendix A.)

Still, the community struggled to provide its new arrivals with the same promise of opportunity that its white citizens enjoyed. Some of that promise has been fulfilled; some of it has not. Nowhere has this struggle for equity and opportunity played out more vividly than in the city’s public school system. It has worked to build on the city’s diversity and rich history; fought to retain its middle class; and welcomed newcomers from war-torn and economically depressed countries. It is also an institution that is working to take its place alongside other institutions and individuals in the community who see Seattle as a great and growing center of global trade and international competition.

The Seattle school district itself dates to 1863. It is now the largest school district in the state of Washington and the 44th largest in the country. It enrolls some 45,300 students and provides a broad range of academic programs in its 93 schools. The school system is governed by a diverse school board whose seven elected members represent an equal number of geographic regions.

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

The school system’s enrollment has been reasonably stable over the last several years and is composed of a high percentage of English language learners (ELLs) by national standards. (See Table 1.) Nearly one in four (23 percent) of Seattle’s public school students is learning English as a second language, compared with about 9 percent nationwide. Some 17 percent of students enrolled in big-city school districts across the country are English language learners.

**Table 1. Seattle Public School Enrollment and Percentages of English Language Learners by Year**

	2001/02	2002/03	2003/04	2004/05	2005/06
Students	49,965	46,730	46,416	46,200	45,933
# ELL	10,322	10,019	10,000	9,968	10,613
% ELL	21%	21%	22%	22%	23%

The largest numbers of English language learners in the Seattle Public Schools speak Spanish as a first language—about 2,658 students, or about 25 percent of all English language learners in 2005-06. Native Spanish speakers are followed in frequency by students who speak Vietnamese, Cantonese, Tagalog, and Somali as their native languages.

Table 2 shows the number and percentages of English language learners in the Seattle Public Schools by major racial group. The table also shows whether or not each group receives bilingual education services. The data for 2006-07 show that some 32 percent of African-ELLs and 33 percent of Latino-ELLs did not receive bilingual education services from the school district—the subject of much of this report. Moreover, that school year, some 52 percent of Asian American-ELLs did not receive such services. In all, about 4,495 English language learners did not receive bilingual education services from the school district. Finally, the data indicate that the proportion of English language learners not receiving bilingual education services from the district increased from 39 percent in 2004-05 to 43 percent in 2006-07.

**Table 2. English Language Learners by Racial/Ethnic Group and Year**

	2004/2005		2005/2006		2006/2007	
	Total number	% of Ethnic ELL	Total number	% of Ethnic ELL	Total number	% of Ethnic ELL
<b><i>American Indian</i></b>						
ELL served	16		13		13	
ELLs not served	6	38%	6	32%	8	38%
Sub-Total	22		19		21	
<b><i>African</i></b>						
ELL served	1,186		1,286		1,313	
ELLs not served	467	28%	598	32%	622	32%

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

Sub-Total	1,653		1,884		1,935	
<i>Chicano/Latino</i>						
ELL served	1,873		1,912		1,774	
ELLs not served	649	26%	720	28%	868	33%
Sub-Total	2,522		2,632		2,642	
<i>Asian</i>						
ELL served	2,846		3,041		2,681	
ELLs not served	2,645	48%	2,728	47%	2,859	52%
Sub-Total	5,491		5,769		5,540	
<i>White</i>						
ELL served	170		175		190	
ELLs not served	110	39%	134	43%	138	42%
Sub-Total	280		309		328	
<i>Totals</i>						
ELLs served	6,091		6,427		5,971	
ELLs not served	3,877	39%	4,186	39%	4,495	43%
<b>Total</b>	<b>9,968</b>		<b>10,613</b>		<b>10,466</b>	

The 43 percent of English language learners who did not receive bilingual education services from the district were not served for one of three main reasons—

- Parents have waived bilingual education services for their child.
- The child is considered English proficient.
- The child is eligible but is not served and is in general education.<sup>1</sup>

Table 3 below shows data on languages spoken. The results indicate that about 31 percent of Spanish speakers and 32 percent of Somali students were not served in a district bilingual education program in 2006, compared with about 60 percent of Cantonese and Tagalog speakers who were not served. In addition, about half of the district’s Vietnamese-speaking students were not served in a bilingual education program, according to the 2006 Student Services Bilingual/ELL Staff Handbook.

The data from the Seattle Public Schools also indicate that some 38 of the city’s 58 elementary schools have a bilingual program of some sort. The numbers of English language learners serviced in these programs vary widely by school—from a low of 20 students at John Muir Elementary School to 195 English language learners at Van Asselt Elementary School, according to November 2006 figures. At the middle school level, enrollments of English language learners ranged from 42 at Whitman to 137 at Mercer. And at the high school level, enrollments ranged from 30 at Nathan Hale to 156 at Roosevelt High School.<sup>2</sup>

<sup>1</sup> The school district has just recently started to collect data using new codes indicating why English language learners opt out of services. These data were not yet available when the Council conducted its review.

<sup>2</sup> Seattle Public Schools Bilingual Program Evaluation DRAFT March 2007 p.22

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

**Table 3. Number and Percentage of Each Major Language Group Not Served in a School District Bilingual Education Program**

Language	Total Speakers	ELL Served	ELL Not Served	
			#	% of Total per Language
Spanish	2,658	1,821	837	31%
Vietnamese	1,985	998	987	50%
Somali	669	453	216	32%
Cantonese	1,169	472	697	60%
Tagalog	697	300	397	60%

These varying figures of school enrollments also have implications for the number of teachers assigned to provide instruction to the city’s English language learners. Tables 4 and 5 show the number of schools in Seattle whose enrollments of English language learners are *above* and *below* the thresholds needed to garner one full-time equivalent (FTE) bilingual education teacher at the elementary (1:70) and secondary (1:45) school levels, respectively.

**Table 4. Number of Elementary Schools in Seattle with Varying Numbers of English Language Learners Enrolled\***

Range of ELLs served	20-197 ELLs per school
Number of schools w/less than 70 ELLs	18
Number of schools w/more than 70 ELLs	20

\*Elementary schools are allocated one FTE bilingual education teacher for every 70 English language learners.

**Table 5. Number of Secondary Schools in Seattle with Varying Numbers of English Language Learners Enrolled\***

Range of ELLs served	30-156 ELLs per school
Number of schools w/less than 45 ELLs	1 middle school 4 high schools Total: 5 schools
Number of schools w/more than 45 ELLs	9 middle schools 8 high schools Total: 17 schools

\* Secondary schools are allocated one FTE bilingual education teacher for every 45 English language learners.

As one can see from the data, 20 of the city’s elementary schools have fewer than 70 English language learners—not enough to warrant a full-time bilingual education teacher. At the secondary level, five schools have fewer than 45 English language learners—also not enough to warrant a full-time teacher specializing in their needs.

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

The number of staff members proficient in one of the five most frequently spoken languages in the district is clearly affected by these ratios, as Table 6 shows. Not all staff members identified their language proficiency in the Bilingual Student Services Contact List, but the responses from teachers and instructional assistants (IAs) who did indicate their language proficiency show that there is about one Spanish-speaking teacher or instructional assistant for every 37 Spanish-speaking students served in a Seattle bilingual education program. Conversely, there is about one Cantonese-speaking teacher or instructional assistant for every 52 Cantonese-speaking students served in a district bilingual program.

**Table 6. Number of Seattle School Staff Members (Teachers and Instructional Assistants) who Speak One of the District’s Five Most Commonly Spoken Languages\***

<b>Languages</b>	<b>Staff members with Native Language Proficiency<sup>3</sup></b>	<b># of ELL Served</b>	<b>Ratio</b>
Spanish	49	1,821	1: 37
Vietnamese	36	998	1: 28
Somali	27	453	1: 17
Cantonese	9	472	1: 52
Tagalog	17	300	1: 18

\* Data are not available in full-time equivalents.

In general, instructional staff members who serve the school district’s English language learners are widely dispersed across the school system, creating uneven service levels and transportation costs. Some examples illustrate the issue—

- 56 schools (elementary and secondary combined) have a total of 112 bilingual education teachers (in FTEs) and 166 instructional assistants (in FTEs).
- In 135 instances, staff members work 50 percent of their time or less at any given school. Most are likely to work at various schools.
- The 453 students who speak Somali are served by staff located in 27 schools.
- The 998 students who speak Vietnamese are served by staff located at 36 schools.

It is not always clear from the school district’s data why the number and pattern of bilingual education teachers and instructional assistants look like they do from school to school, although some of the disparities may be due to schools hiring their own instructional assistants with either school funds or federal Title I funding. The collective bargaining agreement lays out the staffing ratios, and the data do not suggest any

<sup>3</sup> Seattle Public Schools Bilingual Student Services Contact List, October 11, 2007, FTE distribution includes a column that identifies the languages spoken by the staff person. The column is incomplete, however.

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

regularity in the distribution of personnel or the ratio of bilingual education teachers to instructional assistants. Some schools had a closely balanced ratio of teachers and instructional assistants, such as Ballard with 3.4 bilingual teachers (in FTEs) and 3.1 instructional assistants (in FTEs). Nathan Hale, on the other hand, had one bilingual teacher (in FTEs) and five instructional assistants (in FTEs).

The district school with the largest number of both bilingual education teachers and instructional assistants was the Secondary Bilingual Orientation Center with 17 teachers (in FTEs) and 10 instructional assistants (in FTEs)—including 11 staff members proficient in 11 languages other than English.

Overall, considerable concern centers on the academic attainment of these English language learners, particularly in a city that aspires to be a center of international trade and global competitiveness.

The school district, surprisingly, does not break its systemwide student achievement data out by who receives bilingual education services and who does not. In addition, the district does not provide data by language group—although data are available by racial group. The district also lacks the capability to determine how test scores vary by the length of time a student has been in a bilingual education program prior to the fourth grade.

Yet, the state provides trend lines for fourth- and eighth-grade English language learners on the Washington Assessment of Student Learning (WASL). The spring 2007 data indicate that about 41 percent of the district’s fourth-grade English language learners scored at or above the proficient level in reading, compared with about 36 percent of English language learners statewide. At the eighth-grade level, about 19 percent of Seattle’s English language learners read at or above the proficient level, compared with 22 percent of English language learners statewide. In general, about 76 percent of fourth-graders statewide read at or above this level and about 64 percent of eighth-graders read at the proficient level or better.

**Table 7. Percent of Students and ELLs Scoring At or Above Proficient on WASL, Spring 2007**

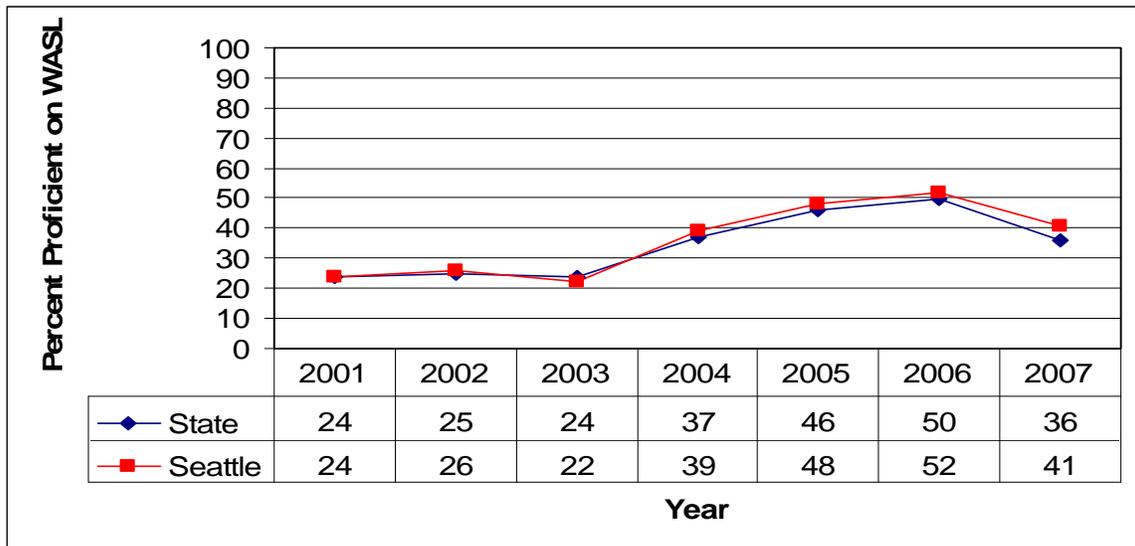
	<i>Reading</i>		<i>Math</i>	
	4 <sup>th</sup> Grade	8 <sup>th</sup> Grade	4 <sup>th</sup> Grade	8 <sup>th</sup> Grade
All Students in State	76%	64%	58%	50%
All Students in Seattle	77%	62%	61%	49%
All ELLs in State	36%	22%	17%	9%
<b>All ELLs in Seattle</b>	41%	19%	22%	11%

In mathematics, test scores among English language learners are far worse both in Seattle and statewide. About 22 percent of Seattle’s fourth-grade English language learners did math at or above the proficient level in 2007, as did only 11 percent of the city’s eighth-grade English language learners. Statewide, some 17 percent of fourth-grade English language learners tested in math at the proficient level or better, as did only 9 percent of eighth-graders across Washington.

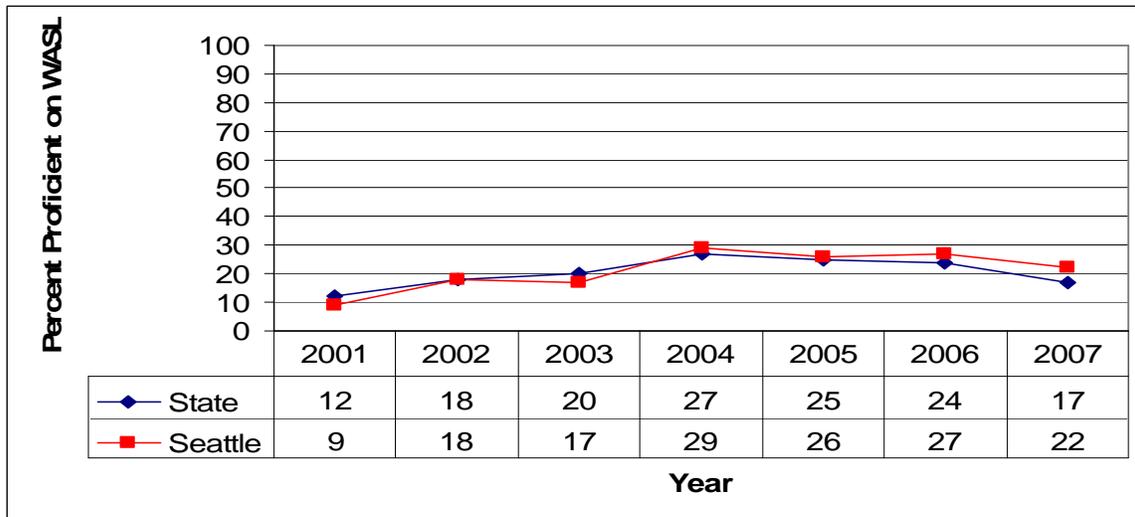
## Raising Achievement Among English Language Learners in Seattle’s Public Schools

More troubling, perhaps, is the fact that these achievement levels among English language learners in Seattle have improved very slowly over the last several years. The 41 percent reading proficiency level of English language learners in 2007 had increased only two percentage points since 2004. Proficiency levels, however, increased from 24 percent to 39 percent—or 15 percentage points—between 2001 and 2004. Eighth-grade reading proficiency among English language learners actually declined between 2006 and 2007, the only two years on which there are recent WASL data.

**Graph 1. Percent of Seattle and State ELL Fourth Graders Reading at or Above Proficiency Levels on WASL**



**Graph 2. Percent of Seattle and State ELL Fourth Graders Scoring in Math at or Above Proficiency Levels on WASL**



## Raising Achievement Among English Language Learners in Seattle’s Public Schools

Math trends in Seattle on the WASL show similar trends. The 22 percent math proficiency level among fourth-grade English language learners in 2007 was lower than the 2004 level of 29 percent, but the data show gains between 2001 and 2004. Eighth-grade math scores were largely unchanged between 2006 and 2007.

Score trend should be viewed with some caution because of changes in the numbers of English language learners tested each year. Some of the fluctuation was due to changes to the Washington Language Proficiency Test (WLPT) between 2005 and 2006. The WLPT II was first administered in 2006 and resulted in about twice as many English language learners exiting the district’s bilingual education programs, which may affect overall trends. The team found no evidence, however, that the district analyzed the achievement of ELLs who exited versus the achievement of those who remained in the bilingual education program and thus it is unclear what impact the revised exit rate had on the WASL results for 2006 and 2007.

The Council’s Strategic Support Team also looked at the number of Seattle’s schools that had enough students to have a bilingual education program,<sup>4</sup> but did not make Adequate Yearly Progress (AYP) under *No Child Left Behind*.<sup>5</sup>

- The Seattle Public Schools are in year two of “District Improvement” status under *No Child Left Behind*.
- A total of 12 elementary schools having bilingual programs also failed to make AYP in 2006-07. These schools enrolled 1,472 English language learners of which 769 (52 percent) did not make AYP in reading and 324 did not make AYP in either reading or math. The remaining 703 English language learners (48 percent) attended elementary schools that failed to meet AYP, but their data were not disaggregated to determine whether they failed in reading, math, or both.
- A total of 20 secondary schools (middle schools, high schools, and the Secondary Bilingual Orientation Center) having bilingual programs failed to make AYP in 2006-07. Some 466 (25 percent) of the English language learners who attend these schools failed to meet AYP in reading and math. There were no disaggregated data on 1,255 (67 percent) of the English language learners. A total of 12 secondary schools did not disaggregate their AYP data for the English language learner subgroup. (The N-size for this subgroup is 40 students.)
- The total number of English language learners attending schools that failed to make AYP in 2006-07 was 3,335. Almost 48 percent of these students were enrolled in schools where the data were not disaggregated well enough to determine the subjects (reading or math) that English language learners failed.

---

<sup>4</sup> Bilingual education programs included those who were listed by the district as providing ESL, content ESL, or dual language programs.

<sup>5</sup> Source: Office of Superintendent of Public Instruction, Washington State Report Card, 2006-07.

**Raising Achievement Among English Language Learners in Seattle’s Public Schools**

**Table 8. Schools with Bilingual Programs that did not make AYP in 2006-07**

	<b>LEP Data Not Disaggregated</b>		<b>Failed Reading &amp; Math</b>		<b>Failed Reading</b>		<b>Failed Math</b>		<b>Totals</b>	
	Schools	Students	Schools	Students	Schools	Students	Schools	Students	Schools	Students
<b>Secondary</b>										
Middle School	1	30	6	466			2	142	9	638
High School	11	1,225							11	1,225
Subtotal	12	1,255	6	466	0	0	2	142	20	1,863
<b>Elementary</b>	8	703	2	324	2	445			12	1,472
<b>Totals</b>	<b>20</b>	<b>1,958</b>	<b>8</b>	<b>790</b>	<b>2</b>	<b>445</b>	<b>2</b>	<b>142</b>	<b>32</b>	<b>3,335</b>

These and other concerns prompted the new leadership of the Seattle Public Schools to ask the Council of the Great City Schools to review the bilingual education program of the district to see if improvements were warranted. This report is the outcome of that review and presents both our findings and a series of recommendations about what the school system might do to improve its services to students whose families have been the lifeblood of the city for nearly 200 years and those who hope to be its future.

## **CHAPTER 2. PURPOSE AND ORIGIN OF THE PROJECT**

### **OVERVIEW OF THE PROJECT**

The Council of the Great City Schools, the nation’s primary coalition of large urban school systems, presents this report and its recommendations for improving achievement among English language learners in the Seattle Public Schools.

To conduct its work, the Council assembled a Strategic Support Team of curriculum and instructional leaders from other major urban school districts across the country. All of these leaders have faced many of the same issues that the Seattle school district faces. Council staff members accompanied and supported the team during its review and prepared this report summarizing the team’s findings and proposals.

The team made its first site visit to Seattle on January 30-31, 2008. During that visit, the team went to 14 schools and about 100 classrooms, including general education, self-contained English as a second language, Bilingual Orientation Center classrooms, libraries, and computer labs.<sup>6</sup> The team also visited the Bilingual Family Center located at the Aki Kurose Middle School Academy. The team made a second visit to Seattle on February 24-27, 2008. This visit was devoted to extensive interviews with central-office administrators, school staff, teachers, parents, and others. The meetings began with a discussion with Michelle Corker, deputy academic officer, and Carla Santorno, chief academic officer, on the challenges facing English language learners in Seattle and what the school district was doing to meet these challenges. That discussion was followed by two days of fact-finding and a third day of synthesizing the team’s findings and proposed strategies for improvement. The team debriefed the superintendent at the end of the third day.

The reader should know that this is a tough report as are many others prepared by the Council. It was specifically designed to find and address problems rather than to praise individuals for the hard work we know they are doing. We have gone to extra lengths, however, to propose strategies that will help improve programs for the children, and we hope the district and the people of Seattle will take the report in that spirit.

### **PROJECT GOALS**

Superintendent Maria Goodloe-Johnson asked the Council of the Great City Schools to answer a series of questions about how well the school district was addressing the academic needs of the city’s English language learners. The questions included—

- How much variation is there across the Seattle schools in terms of programs, staffing, and curricula for English language learners?

---

<sup>6</sup> Schools visited included Beacon Hill Elementary, Concord Elementary, Cooper Elementary, Thurgood Marshall Elementary/BOC, Van Asselt Elementary, West Elementary, Mercer Middle, Washington Middle, Franklin High, Garfield High, Rainier Beach High, and Secondary BOC.

## **Raising Achievement Among English Language Learners in Seattle’s Public Schools**

- Should the Seattle school district standardize its instructional program across schools? Should it standardize staffing and curricula?
- Are the Bilingual Orientation Centers effective programmatic approaches to meeting the needs of English language learners?
- Are the district’s elementary-level English as a second language (ESL) programs effectively distributed throughout the city to meet local needs?
- Should the Secondary Bilingual Orientation Center be co-located with a mainstream school in order to provide these new students with access to general education classes and programs?
- Should the school district consider setting minimum and maximum target sizes for these programs?
- Does the school district have the right number of elementary-level ESL programs?
- How effective is the school district’s current staffing model for instructional assistants (IAs)? Should it be modified?
- How much variation exists from school to school in terms of how instructional assistants are deployed and used?
- How should the district best use its instructional assistants?
- How effectively does the school district manage and develop its teachers, instructional assistants, and central-office staff members assigned to meeting the needs of English language learners in terms of the hiring process, credentials/certification, and professional development?
- How well is the district’s bilingual education program integrated with the district’s overall math, reading, and science programs, as well as its special education programs?
- Does the school district have a defined mechanism for intervening instructionally with English language learners who are falling behind academically?
- What do best practices in other schools tell the Seattle school district about how to group students according to their native language?

### **THE WORK OF THE STRATEGIC SUPPORT TEAM**

The Strategic Support Team, as noted, visited the Seattle Public Schools twice in 2008 as part of this project. The first team visited schools with bilingual education

## **Raising Achievement Among English Language Learners in Seattle’s Public Schools**

programs, Bilingual Orientation Centers, and Indian education programs. The team looked for evidence that teachers were using an adopted reading or mathematics program, were using differentiated instruction with English language learners, were assigning appropriate student work, and were exhibiting high expectations and appropriate instructional strategies. The team also spoke with principals about how they used data and monitored classroom instruction. In addition, the team made note of the nature and involvement of instructional assistants (IAs) in the classrooms. Finally, the team looked at the level of instruction taking place when English language learners or instructional assistants were present in a general education classroom.

The team recognizes that it visited only a subset of schools and made only a single visit to each of them. Each classroom visit was short and may not have reflected a typical day for students. In visiting about 100 classrooms in 14 schools, however, trends emerged that are described in subsequent chapters of this report.

The second team visited the district in February 2008. The team conducted extensive interviews with central-office staff members, board members, principals, teachers, and representatives of outside organizations, parents, and others.<sup>7</sup> The team also reviewed numerous documents and reports, and analyzed data on student performance.

The team examined the district’s broad instructional strategies, materials, core reading and math programs, assessment programs, and professional development efforts. It also reviewed district priorities and analyzed how the strategies and programs of the Seattle school system were reflected in efforts to raise achievement among English language learners. The team briefed Superintendent Goodloe-Johnson on its preliminary findings and proposals at the end of the second site visit.

This approach of using peers to provide technical assistance and advice to urban school districts is unique to the Council and its members, and is proving to be effective for a number of reasons.

First, the approach allows the superintendent to work directly with talented, successful practitioners from other urban districts that have a record of accomplishment.

Second, the recommendations developed by these peer teams have validity because the individuals who developed them have faced many of the same problems now encountered by the school system requesting the review. These individuals are aware of the challenges faced by urban schools, and their strategies have been tested under the most rigorous conditions.

---

<sup>7</sup> The Council’s peer reviews are based on interviews of staff and others, a review of documents provided by the district, observations of operations, and our professional judgment. The team conducting the interviews relies on the willingness of those interviewed to be truthful and forthcoming, and makes every effort to provide an objective assessment of district functions but cannot always judge the accuracy of statements made by all interviewees.

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

Third, using senior urban school managers from other communities is faster and less expensive than retaining a management-consulting firm. It does not take team members long to determine what is going on in a district.

Finally, the teams comprise a pool of expertise that a school system superintendent, board, and staff can use to implement the recommendations or to develop other strategies. Members of the Strategic Support Teams participating in this project included the following individuals—

SCHOOL VISIT TEAM	STRATEGIC SUPPORT TEAM
Doreen Brown Title VII Indian Education Program Supervisor Anchorage School District. Anchorage, Alaska	Gilda Alvarez-Evans Dallas Independent School District Dallas, Texas
Anh Tran PreK-12 ELL Program Manager English Language Learner Department St. Paul Public Schools St. Paul, Minnesota	Doreen Brown Title VII Indian Education Program Supervisor Anchorage School District. Anchorage, Alaska
Jo Marie Prachyl Director, Elementary Multilanguage Enrichment Program Dallas Independent School District Dallas, Texas	Maria Santos Executive Director of the NYCDOE Office of ELLs New York City Public Schools New York, New York
Ricki Price-Baugh Director of Academic Achievement Council of the Great City Schools Washington, DC	Anh Tran PreK-12 ELL Program Manager English Language Learner Department St. Paul Public Schools St. Paul, Minnesota
Gabriela Uro Manager for English Language Learner Policy and Research Council of the Great City Schools Washington, DC	Michael Casserly Executive Director Council of the Great City Schools Washington, DC
	Ricki Price-Baugh Director of Academic Achievement Council of the Great City Schools Washington, DC
	Gabriela Uro Manager for English Language Learner Policy and Research Council of the Great City Schools Washington, DC

## **CONTENTS OF THIS REPORT**

This report begins with an Executive Summary. It includes an outline of the proposals that the Council and its Strategic Support Team are making to improve the instructional program for English language learners in Seattle. Chapter 1 presents an overview of the Seattle Public Schools and student performance in the district. Chapter 2 presents the findings of the Strategic Support Team and the recommendations for improving achievement. Chapter 3 summarizes and discusses the findings and recommendations.

The appendices of this report contain additional information. Appendix A presents a brief history of the demographic trends in Seattle and the Seattle Public Schools. Appendix B provides an excerpt from the State of Washington’s English language development standards for reading. Appendix C lists the people whom the team interviewed. Appendix D lists the documents that the team reviewed. Appendix E presents brief biographical sketches of team members. And Appendix F gives a brief description of the Council of the Great City Schools and a list of the some 150 Strategic Support Teams that the organization has conducted in almost 50 cities over the last several years.

The Council has shied away from using a specific school reform model or template to guide its fact-finding or recommendations. Instead, the organization takes a distinctly district-level orientation to reform and tailors its reports specifically to each district and the particular challenges it faces. The Council recognizes that each urban school district is different. No city has the same mixture of students, the same staffing patterns, or the same resources as the Seattle school district.

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

### CHAPTER 3. FINDINGS

This chapter summarizes the findings of the Council of the Great City Schools’ Strategic Support Team on the efforts of the Seattle Public Schools to improve the academic achievement of the city’s English language learners. This chapter presents those observations in 12 categories: leadership and strategic direction, goals and accountability, program design and delivery systems, curriculum and instruction, data and assessments, student placement, human capital and professional development, instructional assistants, bilingual orientation centers, parents and community, funding and the allocation of dollars, and compliance.

#### A. Leadership and Strategic Direction

This section presents the team’s findings and recommendations related to leadership and strategic direction of Seattle’s efforts to improve the instructional program of its English language learners.

- Seattle Public Schools has an energetic and skilled new superintendent with extensive instructional experience. She has begun her tenure with a series of external examinations of the school district in an attempt to overhaul its operations and performance. These reviews include this examination of the district’s program for its English language learners.
- The City of Seattle has expressed a strong interest in building its capacity to be a center of international trade and culture. The school system, for its part, wants to play a strong role in furthering that vision, but historically has not been an integral part of that portion of the city’s identity.
- The Seattle Board of Education adopted an excellent new policy in the fall of 2007 on the academic achievement of bilingual students,<sup>8</sup> but there is almost no relationship between that policy and what happens programmatically in the district. There is also no connection between the city’s aspirations to be an international center of trade and culture and what the school district does to develop the language proficiency of the city’s young people.
- The school board historically has not received regular reports—or asked for reports—on the status or progress of English language learners. That situation may change, however with the new board and its recent policy.

---

<sup>8</sup> Transitional Bilingual Education, C47.00, Adopted September 2007. The policy states, “The Seattle School District is dedicated to the academic achievement of each student. It is the policy of the Seattle School Board to provide an instructional program for English Language Learner (ELL) students that is high quality, research based, that values students’ primary language and promotes language proficiency and literacy in both languages where feasible. Through access to this program, ELL students will demonstrate high levels of English language proficiency and academic achievement in core academic subjects.”

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

- The city has a number of prominent language groups. Each group would like to see the school district become more responsive to its needs and provide its children with access to courses of the highest standard and greatest rigor. At the same time, each group is more likely to be a strong advocate for its own particular interests rather than the needs of the broader community of English language learners. In this sense, the community and what it appears to want seems fractured and sometimes myopic.
- The school district has not articulated a clear vision for what it wants to see in its English language learners and possesses no strategy or coherent program that would boost the academic chances of these students.
- The school district has not sent a unified or compelling message to its schools or staff in the past about its expectations for the achievement of English language learners or the direction of its programs.
- The school system historically has also lacked a sense of urgency about improving the academic attainment of English language learners.
- English language learners are nearly invisible in the five-year Strategic Plan for Student Success that the new superintendent inherited.<sup>9</sup> The Seattle school board and superintendent began developing this five-year plan in 2004. The Council team’s review of the 2005-06 revised plan also found no focus on English language learners, although the plan incorporates a general objective to address the district’s achievement gaps. The 31-page document defines the achievement gap as a major challenge facing the district, but the gap is defined solely in racial and gender terms. The plan has little mention of issues of language except in the context of discussions about culture and ethnicity. The opening pages of the plan list factors that contribute to academic success: “Economic advantage and disadvantage matter. Race matters. Culture Matters. Money Matters.”<sup>10</sup>
- The “Beliefs about the Achievement Gap” section of the strategic plan makes no mention of English language learners. The document accurately recognizes the impact of institutionalized racism, but fails to acknowledge the impact of language discrimination. Progress benchmarks, including those related to the gaps, focus solely on race without mentioning children who are not proficient in English.
- In short, the city appears to have no strategy for how the schools’ efforts would complement the city’s vision of being an international trade center; and the school district itself has not articulated a strategy for the academic enhancement of its English language learners.

---

<sup>9</sup> The new strategic plan—“Excellence for All”—was released after the Council’s bilingual education team visited the district. The new plan is much more even handed in addressing the needs of all students.

<sup>10</sup> Seattle Public Schools Plan for Student Success, May 2005, p.5

### B. Goals and Accountability

This section presents the team’s findings on how the school system has turned its overall vision—if there is one—for English language learners into attainable and measurable goals. The section also looks at how the school district holds its people accountable for attaining those goals. And the section examines how the school district translates those goals and accountability systems into school improvement plans. The team explicitly looked for evidence that performance goals were being set for English language learners around which accountability could be defined and plans made.

- The Seattle school district has no explicit goals for the academic attainment of English language learners at either the district or school levels. Academic goals for English language learners appear only in the context of the federal *No Child Left Behind* legislation.
- The “Goal to Eliminate the Achievement Gap” section of the strategic plan, developed under previous superintendents and school boards, stresses the importance of cultural competence and anti-racism training, but is silent about second language acquisition training. Language issues appear to be relegated to peripheral status, i.e., providing publications in other languages, after-school tutoring, or providing native-language communications to address truancy.<sup>11</sup>
- The “Goal of Eliminating Systemic Barriers to Student Achievement” section of the strategic plan includes the improvement of bilingual programs yet makes no mention of the need to reduce the systemic barriers faced by English language learners and their parents.
- The Seattle teachers’ collective bargaining agreement includes a goal statement on closing the achievement gap (Article II. Partnership for Closing the Achievement Gap), but the gaps are also defined solely around racial and ethnic groups and do not mention language gaps.
- The team found no evidence that anyone in the school district—at central-office or school level—is held explicitly accountable for the academic achievement of English language learners.
- Staff members responsible for monitoring adequate yearly progress (AYP) levels at schools and overseeing school-improvement plans were often not knowledgeable about the achievement of English language learners in the district when asked by the team or were not conversant about achievement data on English language learners.
- The bilingual education office reports to the Department of Professional Learning, which, in turn, reports to the Chief Academic Officer. The organizational

---

<sup>11</sup> Ibid. p. 17-18.

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

arrangement is consistent with that seen in many other large city school districts. (The director of the bilingual education office has changed since the Council did its on-site review.)

- District schools are required to develop “transformation” plans as part of the school improvement plans when they failed to make Adequate Yearly Progress. The plans list core subjects where students are not making adequate progress or where there are substantial achievement gaps; set targets for annual growth; and specify strategies for students.
- The team’s review of sample school transformation plans revealed considerable variation in quality and detail. None of the sample plans reviewed by the team had English language learner subgroup goals or strategies for intervening instructionally with English language learners.
- The team saw little evidence to suggest that the transformation plans were actually being used at the school level to inform, improve, or drive student achievement, particularly among English language learners.
- In sum, the district seems to see its bilingual program mostly like some school districts see their special education programs, i.e., in terms of compliance and legal mandates rather than as an effort to raise student achievement. Accordingly, the district’s bilingual program appears to place a greater emphasis on compliance, procedures, and staffing ratios rather than on instruction and achievement.<sup>12</sup>

### C. Program Design and Delivery System

This section presents the team’s findings and observations on the Seattle school district’s overall program design and delivery system providing instructional services to its English language learners.

- The team found the Seattle schools’ strategic approach to teaching English language learners to be *ad hoc*, incoherent, and directionless. The district’s academic program for English language learners consists largely of a series of disconnected activities pulled together under the heading of “bilingual education” that are actually the by-products of the school system’s long-standing site-based management approach to reform, its student assignment program, its collective bargaining agreement, its desegregation strategy, its generally low-expectations

---

<sup>12</sup> This similarity is captured in the Seattle’s Teacher Collective Bargaining Agreement, pp. 88, 93. The language related to special education and bilingual education staffing challenges is notably negative where “excessive caseloads” are described as “problems” rather than merely a different required staffing level. For both Special Education and Bilingual Education, the contract provides for “Relief Funds.” The purpose of each of these funds is to “alleviate problems beyond regular baseline staffing in the area of Bilingual Education (interchangeable Special Education) self-contained classrooms and to provide assistance when related services personnel have excessive caseloads.

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

for English language learners, and the state’s requirements for testing in English.<sup>13</sup>

- The district’s current approach has led to a number of unintended consequences, including low achievement among English language learners, undefined programming, scattered student placements, and weak capacity to accelerate performance.
- The district’s bilingual program is described in the “Student Services Bilingual/ELL Staff Handbook” as involving four components: (a) an “English as a second language” (ESL) pullout strategy used in elementary schools with small ELL enrollments, (b) a blended ESL approach used in elementary schools with larger ELL enrollments that uses small group instruction for ELLs in general education classes and pull-outs for ELLs with the lowest levels of proficiency, (c) a limited number of content ESL or sheltered English classes for English language learners used in the secondary grades and provided by classroom teachers with training in English language development, and (d) a very small dual language program that is in its beginning stages of implementation.<sup>14</sup>
- The Council’s team, however, saw the district’s ESL strategy more as a *de facto* English immersion approach that moves English language learners into mainstream classes as quickly as possible, doing little to either maintain English language learners’ native-language fluency or to build their English language proficiency in a way that would allow them to master general education course content.
- In selecting its ESL approaches, the school district does not evaluate the effects of the various bilingual instructional models allowed and funded by the Office of the Superintendent of Public Instruction. Furthermore, the state’s guidance indicates that the ESL model that the district believes it is implementing is probably the least effective model to follow in working with English language learners.<sup>15</sup> That model involves pulling students out of classrooms. In addition, the district’s own

---

<sup>13</sup> This report uses the term “bilingual education program” to refer to the ESL instructional program that the Seattle schools use. Seattle will sometimes refer to their programs, however, as transitional or ELD, but they appear not to have the same meaning that they hold in other school districts.

<sup>14</sup> The Council’s team had considerable difficulty obtaining data on the numbers of students participating in each bilingual education component and getting those data to jibe with overall district participation figures. Spreadsheet data made available from the bilingual education office suggested that there were 2,785 elementary students receiving ESL services, 2,166 secondary students receiving “content ESL” services (including Bilingual Orientation Centers), and 139 students enrolled in a dual language program.

<sup>15</sup> The Office of the Superintendent of Public Instruction (OSPI) provides a description of the bilingual education models funded by the State Transitional Bilingual Instructional Program. The descriptions of the models include reference to the Virginia Collier study comparing the relative effectiveness of various bilingual education models. Specifically, the OSPI document states, “*ESL ‘pull-out’ programs are the most commonly utilized programs in Washington and unfortunately, the least effective as well.*” Source: Description of Bilingual Education Instructional Models. Bilingual and Migrant Education. Office of Superintendent for Public Instruction, Washington State.

<http://www.k12.wa.us/MigrantBilingual/instructionalmodels.aspx> (accessed March 29/2008).

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

budget document—the Gold Budget Book—states, “The ESL model is the most commonly used program in Washington and, unfortunately the least effective as well.” The ESL program, however, is the foundation for the district’s bilingual strategy.

- Not every school in the district actually has a bilingual program as such, even in the limited way that the district thinks of its bilingual efforts. The district considers a school as having a program for English language learners when the school has a sufficient number of such students to warrant placement of an instructional assistant (IA) or bilingual teacher. But a school must have 28 English language learners to justify an instructional assistant or 70 English language learners to warrant a bilingual teacher (1:45 at the middle and high school levels) from the district. Schools with fewer than 28 English language learners will receive part-time personnel or no personnel at all, despite the instructional needs of the smaller number of students. (The team could find no evidence that these ratios are determined by state policy or regulation, so it assumes that these were negotiated levels.<sup>16</sup> The ratios are substantially higher than those for general education classes.) Some schools, however, will fund additional FTEs with their own resources.
- The Bilingual Service Delivery Plan, contained in the budget book, provides limited and confusing information to principals as they work to determine the bilingual services that their schools will provide and decide on appropriate funding requests. There does not appear to be any professional development or technical assistance available to principals in attempting to make these decisions.
- The general education teachers with whom most English language learners spend the vast majority of their time do not necessarily receive the professional development on instructing English language learners that the state requires. It appears, for instance, that the district’s teachers have not received the training necessary to implement a “sheltered English” strategy with any fidelity.
- The district’s English language development component is mostly delivered through 45-minute pull-out services.<sup>17</sup> Staff members interviewed by the team indicated that the allocation of time had little to do with the instructional needs of the individual students and was probably insufficient to develop adequate English proficiency for students to be successful in the general education classes.
- The district uses a cadre of instructional assistants to support the general education teacher with translation and instructional help with English language

---

<sup>16</sup> Collective Bargaining Agreement, pg. 92

<sup>17</sup> Only for the ESL pull-out model does the state determine a minimum/maximum amount of instructional time per day. The minimum time allocation is 30 minutes a day for a minimum of four days a week. Other models are designed to provide supplementary services to ELL students throughout the regular school day (no maximum/minimum limits apply). Source: Washington State Transitional Bilingual Instructional Program Guidelines. October 2007. p.12

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

learners in the general education classrooms, but the instructional assistants themselves have not necessarily received appropriate professional development.

- The district’s bilingual education program also includes four bilingual coaches from the central office<sup>18</sup> and two school-based coaches at Van Asselt Elementary School and Kimball Elementary School. These coaches are meant to assist the general education teachers of English language learners in mainstream classes. However, the coaches’ efficacy may be diminished by unclear job descriptions, uncertain accountability, and the limited number of coaches available systemwide. In addition, no mechanism appears to exist to coordinate the work that coaches perform—both among coaches and between coaches and content area specialists. Nor does there appear to be a mechanism to provide direction for this work.
- The district also has a series of elementary and secondary Bilingual Orientation Centers to serve refugee and immigrant students coming into the district who lack literacy skills or who have attended school sporadically (and sometimes not at all).
- The Seattle school district’s bilingual-education service sites evolved, in part, from a 40-year-old desegregation order that included English language learners as part of the plan. Student seat assignments that drive staffing allocations, for instance, are linked to this historical pattern rather than to current housing patterns or school choice requests.
- The school district, moreover, has had a variety of “choice” options in place for parents for about 10 years. These options allow parents to pick the public schools to which they want to send their children. These options also grew out of the school district’s long-running desegregation plan.
- In addition, the distribution of resources for English language learners (bilingual education teachers, instructional assistants, and funding) is driven by a student assignment process that is left over from the desegregation plan and the collective bargaining agreement, and has little to do with the need for appropriate instructional services for English learners.
- Finally, the site-based management structure of the school district that has existed for some years has also resulted in the abdication by the central office of any meaningful responsibility for services to English language learners at the school level. Consequently, the quality and effectiveness of program leadership and services for English language learners at the school level varies widely.

---

<sup>18</sup> One central office coach is assigned to 18 elementary schools; one coach is assigned to 10 middle schools; one coach is assigned to 10 high schools; and one coach is assigned to ten schools.

### D. Curriculum and Instruction

This section contains the team’s findings on the instructional program that the Seattle Public Schools uses to teach its English language learners. The team looked at several aspects of the district’s curriculum (both general education and bilingual education). It sought to determine how differentiated the curriculum was in the interest of meeting the academic needs of English language learners. It also looked at how well the English language development materials and textbooks assisted students in moving through the varying levels of English-language mastery, while also ensuring students were attaining the necessary content or subject-matter knowledge, since students would be tested in English on this knowledge by the state.

#### *State Standards*

- The state’s standards for English language learners are written for grade spans (K-2, 3-5, 6-8, and 9-12) and proficiency levels (beginning, advanced beginning, intermediate, advanced, and transitional). The standards generally track the state’s general education standards and grade-level expectations, indicating when a particular grade-level expectation (GLE) is tested on the Washington Assessment of Student Learning (WASL). Often the standards and GLEs are broad, are open to interpretation, or are the same across multiple grade levels, with no indication of how the rigor of identical standards might change from Grade 3 to Grade 9. (See Appendix B.) For example, in the state standards for reading, students at all grade levels are expected to identify literary devices in grade-level text. However, the standard does not identify the literary devices or the level of sophistication expected at each grade level. The state probably intends that this concept would be developed over time, adding types of devices, and building the sophistication of student understanding, but nothing in the standards says as much. The Seattle school district, moreover, has not “unpacked” the state standards to provide a common understanding of what each of the standards means at each grade level and language proficiency level.
- The state’s English language development standards were hand-delivered to schools, but there was no systematic professional development on these standards; nor was there any evidence of that the standards were being used when the Council’s team visited classrooms.

#### *Curriculum*

- The team saw no evidence that the school district had analyzed how well aligned the district’s general education curriculum was with state standards and assessments or how well the materials and texts that the district and its schools were using were aligned with state standards or assessments. The team also saw no tools that would guide teachers through the adopted textbooks or would indicate how and where the texts should be supplemented.

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

- The district received a curriculum management audit from Phi Delta Kappa in January 2008 that contained detailed curriculum-development recommendations, including the need to develop differentiated instructional strategies to meet the academic needs of English language learners. The report also noted that bilingual curriculum guidance documents available from the district are not the primary drivers of instruction.<sup>19</sup> The Council’s team is in agreement with the Phi Delta Kappa audit on bilingual issues.
- The academic needs of the district’s English language learners are not integrated explicitly into the general education program or the district’s other initiatives.<sup>20</sup> Except for notes on English language learners in the teacher’s edition of *Everyday Mathematics*, the general education documents do not indicate how to adapt textbooks to English language learners or how to modify instruction to meet their needs. Teachers appear to have to invent the strategies themselves, resulting in vast differences in how instruction is delivered and how well English language learners perform. Finally, the team did not see examples or model lessons showing what proficient student work looked like at varying levels of English proficiency.

### *General Education*

- The team’s observations of general education classrooms where English language learners were present indicated the widespread use of worksheet exercises and traditional teacher-to-student interactions. The team saw almost no small-group learning, student-to-student interactions, or other opportunities for oral language development that research says helps build the academic vocabulary of English language learners.
- On its site visits, the team saw that whole-class instruction was the predominant classroom teaching strategy, even when two or more instructional staff members were in the classroom. The team did not see materials, teaching strategies, or group work to indicate that lessons were differentiated or targeted to meet specific student needs.
- The site-visit team observed classroom libraries in elementary classrooms. However, in some classrooms, books were grouped by genre and some by level. Some of the class libraries seemed to be used infrequently, had a limited number of books, or had books that were placed out students’ reach, indicating that using the books was not a monitored districtwide expectation. In addition, the number of books in each library often varied considerably from classroom to classroom.

---

<sup>19</sup> International Curriculum Management Audit Center of Phi Delta Kappa International, A Curriculum Management Audit of the Seattle Public Schools, January 2008, pages 343-346 and page 94.

<sup>20</sup> Quality instruction for English language learners typically includes 1) academic rigor, 2) high expectations, 3) quality interactions, 4) a strong language focus, and 5) quality curriculum. Source: Walqui, 2000.

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

- The district does not appear to have any systematic criteria for the use of teacher-developed visual supports and aids in classrooms, such as academic word banks, project criteria charts, or graphic organizers. The site teams saw a wide variety of materials posted on classroom walls or saw nothing at all.
- Teachers observed by the team used “document cameras” (overhead projectors) extensively. However, many teachers did not permanently post charts of the concepts presented with the overheads, so English language learners and other students lose access to the material presented.
- Almost every classroom visited by the site team had several computers, but they were rarely in use. Such limited use reflects a lack of explicit technology integration into the curriculum or instruction.
- Some schools visited by the site team had rich and extensive postings of student work; other schools were nearly barren of student work.
- School staff members interviewed by the site-visit team indicated that they used classroom walkthrough procedures. Bilingual education staff members, however, are not part of the walkthrough teams, and the results of the walkthroughs are not used systematically to improve classroom practices.
- In sum, the district lacks a systematic approach to connect its general education program to its various bilingual programs. Instead, personnel staff both at the central office and school levels determine the extent of collaboration or coordination between the two. Otherwise, collaboration appears *ad hoc* or nonexistent.

### *English Language Learners*

- Staff members and teachers interviewed by the team uniformly expressed the opinion that English language learners in the Seattle Public Schools need to meet the same general education standards in the content areas that all students are expected to meet.
- Some of the bilingual education and other instructional staff members appear to be aware of the emerging research on the need to build the academic vocabulary of the district’s English language learners, but the district has articulated no strategy to meet this need.<sup>21</sup>
- Schools serving English language learners receive a menu of instructional products available for purchase.<sup>22</sup> The district does not evaluate the quality of

---

<sup>21</sup> See Snipes, J., K. Soga, and G. Uro (2008). *Improving Teaching and Learning for English Language Learners in Urban Schools*. Washington, D.C.: Council of the Great City Schools

<sup>22</sup> The Seattle School Board has a policy for the adoption of instructional materials and a procedure that includes an appointed instructional materials committee. The instructional materials adoption process explicitly includes language on cultural relevance and race bias, and requires the office of equity and race

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

these materials or which ones are associated with greater improvement in student achievement. These products appear to be used to guide instruction rather than establishing a set of uniform curriculum standards and objectives. Schools independently select the instructional materials that they want. Consequently, different schools focus on different objectives and vocabulary, which are not linked explicitly to preparing students for the academic English and content that they will encounter when they move to general education classrooms. This lack of uniformity complicates the educational experience of students who move from school to school. Moreover, the availability of so many different products makes it difficult to provide technical support or professional development.

- The team also saw evidence of competing programs that added to the incoherence of the instructional program. For example, the team heard that the district introduced units from the Guided Language Acquisition Design (GLAD) program for English language learners in Early Reading First, but that the district had not provided information on how those units fit together with the adopted textbook or the district’s curriculum. The result appears to be confusion at the school level about which program or materials take precedence.
- *Everyday Mathematics* textbooks and materials were visible in all classrooms and in all elementary schools visited by the site team.
- Data from midyear (2007-08) math assessments showed that the *Everyday Mathematics* adoption was difficult for English language learners. Individuals interviewed by the team theorized that the adopted math textbook is too language intensive for some English language learners without the requisite academic vocabulary and requires cultural competence to understand the wording and phrasing of problems and comprehension questions.
- Instructional assistants and English as a second language or bilingual education teachers took part in the elementary and middle school math textbook adoption for the district. Twelve hours of professional development is mandatory for teachers, principals, and instructional assistants prior to receiving the math materials.
- Sheltered instruction observation protocol (SIOP) strategies are incorporated into science units through writing notebooks.<sup>23</sup> If implemented properly, these strategies have potential to improve the writing skills of English language learners.

---

to provide training to the committee on bias in textbooks. Neither the policy nor the training makes explicit mention of the needs of English language learners. In the case of supplemental materials, the principal has the ultimate responsibility to approve materials in their own schools. The Council’s team could not find a list of pre-screened instructional materials addressing the language needs of ELLs.

<sup>23</sup> Sheltered English is an approach for teaching ELLs to make subject matter concepts more comprehensible while promoting students’ English language development. The approach includes eight components: lesson preparation, building background, comprehensive input, strategies, interaction, practice/application, effective lesson delivery, and lesson review and evaluation.

## **Raising Achievement Among English Language Learners in Seattle’s Public Schools**

- The team saw numerous examples of multi-age and multi-grade classrooms when it visited the self-contained ESL classes. These classrooms would seemingly be in line with the state’s ESL models in which English language learners were being grouped by English proficiency rather than by grade level. But the students in the classes that the team visited also had multiple-levels of English proficiency, suggesting that English language development instruction was not being well delivered.
- Expectations for language levels 1-4 and classroom use of oral language instruction varied markedly from school to school on the team’s site visits.
- The team saw little differentiation of instructional practices and weak use of intervention strategies to improve the achievement of English language learners when it made its site visits to the schools.

### ***Operations***

- The instructional staff of the school district appeared to be isolated in much the same way that the operational units of the district were. Communications and collaboration across departments appeared to depend more on personal relations than organized systems.
- The administrative units in the central office over various content areas appear to operate independently. This silo-like behavior appears to reflect the generally fractured and incoherent nature of the school district’s instructional program and ultimately makes it harder for the school district to raise achievement across the board. Teachers and school administrators also report being overloaded by the separate and uncoordinated demands for professional development from the various content areas and programs being operated.

## **E. Data and Assessments**

This section presents the team’s findings on the assessments and data used to teach English language learners in the Seattle Public Schools. The team looked at the instruments used to assess English language learners and the data systems that the school district uses to make instructional decisions about English language learners at both the district and the school levels. The team also looked at the data systems to understand their ability to support a convincing accountability system. Finally, the team looked at the assessment instruments and data systems to see how well they could support program evaluation, implementation, and improvement.

### ***Data Systems***

- Much of the Seattle school district’s data on English language learners is kept by the bilingual education office and is isolated from data maintained on the general student population. The district is moving to a new integrated data system, but

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

planning for the system—at the time of the team’s visit—paid little attention to data on English language learners or programs serving English language learners. The district’s new research director, however, is very skilled and is determined to improve data on English language learners and access to it.

- The school district’s data system is fragmented, and is difficult to access and use. Once accessed, however, it is also hard to manipulate the data to answer questions that individuals in the central office or at the school level might want to ask. Many individuals interviewed by the team, moreover, indicated that they believed that the school district had data on English language learners, but they were unfamiliar with how to access these data. Several queries that the team entered into the data system simply could not be answered or could not be answered in a timely fashion.
- The school district produces an extensive number of reports, but few of them contain any regular analysis of the enrollment, status, or progress of English language learners—other than those meant to comply with federal and state regulations, so it is difficult for anyone to get a comprehensive picture of how English language learners are doing. Most reports on English language learners appear to be generated on request rather than being published regularly. In addition, the formatting of data does not always readily allow for analysis at either the school or district levels.
- The school district’s Data Profile—Summary Data contains little information specific to English language learners other than general enrollment. Some data are disaggregated by race and ethnicity but not by language. For example, the summary includes WASL test results by race but not by English language status, and includes only two tables on the numbers of English language learners served and not served.
- Despite data limitations, the research office can provide statistical data on—
  - ✓ English language learners not served in the district’s bilingual education program. (This is helpful since about 43 percent of English language learners were not served in 2006-07.)
  - ✓ English language learners by grade level. (For instance, the system could determine that there were about 650 English language kindergarten and first graders and about 150 eleventh graders.)
  - ✓ Time in program. (For instance, the data indicate that more than half of the district’s English language learners being served at the high school level have been in a bilingual program of some kind for three years or less; 25 percent have been in a program for three to five years; and the remaining 25 percent have been in a program for more than five years. These data are disaggregated by school.)

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

- ✓ English language learner performance—as a cohort—on the WASL.
- The district, on the other hand, cannot compare outcomes among students who have attended a Bilingual Orientation Center and students who haven’t. It also cannot compare outcomes for students who have spent various lengths of time in a bilingual education program or in a Bilingual Orientation Center.
- The state requires the district to track the academic progress of English language learners who have opted out of or waived services and those who have exited the program, but the district was unable to either produce such data or to provide any comparison analysis of the achievement of English language learners who receive services versus those who do not when asked by the team.

### *Program Evaluation*

- Partly as a result of the weak data systems, the district does not regularly evaluate bilingual *program implementation* nor does it maintain metrics on critical program elements that would inform why achievement patterns among ELLs look the way they do. For instance, the district was able to provide requested data on which instructional models were being used with ELLs at the school level, but the list was clearly kept on a stand-alone Excel file containing no descriptive information on the models, minutes per day in English language instruction, or length of time students remain in the programs.
- The district also does not evaluate bilingual *program effectiveness*. It appears that most data maintained by the district on English language learners is kept and reported to comply with federal and state grants and civil rights legislation, not to determine program effectiveness.
- The school district’s research office produced a program evaluation in 2007 (Draft of the Bilingual Program Evaluation, March 13, 2007) that raised some of the same issues that this report raises. It was the only such report that the Council’s team found that examined instructional issues related to English language learners.

### *Student Assessments*

- The school district is required by the state to assess all English language learners in English proficiency using the WLPT. The latest version of the assessment (WLPT II) is used to determine eligibility for services and as one criterion for exiting English language learners from the bilingual program.
- Until 2006, the state required that students be assessed for their oral proficiency in English to determine their eligibility for bilingual education services. Beginning in 2006, the state also required students to be assessed in their reading and writing skills in English.

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

- The use of the WLPT II resulted in about twice as many English language learners exiting the district’s bilingual education programs as when the WLPT I was used, according to the Draft Bilingual Program Evaluation. The draft report is not clear on what the cause of this increase was or what its implications are for academic achievement of exited students.
- The district has a high number of ESL-eligible students who are not being served because their assessment results indicate that they are proficient in English; other ESL-eligible students are not being served because parents have opted out of the bilingual programs; and still others are not being served for unknown reasons.
- The district is required by the state to test all English language learners on the Washington Assessment of Student Learning (WASL) for *No Child Left Behind* accountability purposes. The tests are given in English.
- WASL results are also used as one criterion for exiting the district’s bilingual education programs. Before 2007, students could exit the program in fourth, seventh, or tenth grades if they scored at a level 2 in writing. New criteria indicates that English language learners must either attain an on-grade-level composite score (level 4) on the WLPT II in reading and writing or receive a passing score (level 3 or 4) in reading and writing English on the fourth, seventh, or tenth grade WASL exams.<sup>24</sup>
- Staff members interviewed by the team were not familiar or clear about the state-determined exit criteria for students served by the districts ESL/bilingual education program.

### *Use of Data*

- Data and assessment results do not appear to the team to be driving instructional decisions in any meaningful way. Many individuals interviewed by the team simply were unfamiliar with the achievement data or indicated that the data were not widely used as the basis of decisions about the instruction of English language learners. No one could cite instances in which data were used to hold staff accountable for the academic achievement of English language learners.
- It appears that many of the district’s decisions on such issues as staff ratios, seat assignments, and program offerings are based on past practice and collective bargaining agreements rather than on careful analysis of data or evaluations of program effectiveness.

---

<sup>24</sup> WAC 392-160-135 defines the program exit requirements as two-fold: students are expected to be exited from the program after receiving Transitional Bilingual Instructional Program (TBIP) services for 540 days (3 years) and have met the required passing score for English proficiency. WA TBIP Program Guidelines p.8 and p.29.

## **Raising Achievement Among English Language Learners in Seattle’s Public Schools**

- The school district does not appear to have a regular system to provide professional development for district- or school-level staff on accessing, interpreting, or using assessment results to inform the instruction of English language learners.
- Data requests for information on English language learners go unanswered or the responses are delayed. End users sometimes interpret these delays as a lack of customer service. Some data requests, however, are simply denied because of the difficulty in getting the requested data from the current data system. In response, several administrative units, programs, and schools have created or purchased their own data systems, further fragmenting the district’s system.
- The district does not make extensive use of formative assessments to track the academic status of English language learners during the school year. Instead, the district and its schools use a wide variety of purchased commercial assessments that may or may not align with state standards. These assessments appear to have differing uses at the individual school level and are not driven by any district criteria or guidelines. The team saw no evidence that anyone had analyzed the degree of alignment with state standards of any of the assessments being used or had established the predictive validity of the formative assessments with the Washington Assessment of Student Learning (WASL).
- Neither the district nor the schools has a formal mechanism in place to follow up with students’ performance and attendance after they leave a bilingual program to determine how well these students are transitioning into a general education program. The district also cannot easily cross-walk how English language learners or former English language learners are doing in the district’s gifted and talented programs, special education programs, or magnet programs. Finally, the school district does not have a data system that will allow tracking of English language learners over time to gauge the relative effectiveness of district programs and initiatives.

### **F. Student Placement**

This section presents the team’s findings and observations about the Seattle school district’s student placement processes and patterns related to English language learners. The team looked at the origins of these placement, seat assignment, and registration procedures.

- It appears that the placement of English language learners in schools is a legacy, in part, of the school system’s desegregation plan that dispersed students throughout the city. English language learners were not explicitly part of the desegregation lawsuit, but they were folded into the plan as nonwhite students.
- The team was told that English language learners are assigned to middle schools and high schools, in part, to increase the schools’ diversity and to minimize

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

having a high concentration of students from any one ethnic group. This practice may be counterproductive for English language learners because it may result in not having enough English language learners at any one school to warrant establishing a bilingual education program according to the staffing allocation system.

- The district’s system for projecting the number of English language learners that it is likely to serve lacks sophistication. Projections in each school are made by looking at the number of students moving from one grade to the next—without adjusting for student mobility, immigration patterns, teacher movement, or student reassignments. Kindergarten enrollment is projected on the basis of the number of births in the city; no adjustments are made to take into account immigration or interstate migration patterns.
- Staff members in the Office of Enrollment and Planning indicated that they share projections of numbers of English language learners with the bilingual education office, but it was not clear to the team who else in the system gets these kinds of data.
- The district’s seat-allocation system drives placement of all students in the schools. There are four general classifications of seats: (a) general education, (b) bilingual, (c) two types of special education, and (d) gifted and talented.
- The number of seats for each classification is tied to the staffing allocations at the schools, i.e., the students assigned to the designated seats must not exceed a particular school’s staffing allocation.
- The seat-allocation system for English language learners apparently does not take into account which language the students speak or what their English-proficiency level is. The system appears to exacerbate the mobility of English language learners by assigning them to schools that are not in their neighborhoods, contributing to the district’s \$25 million in transportation costs.
- In addition to causing English language learners to attend schools far from home, the seat-allocation system appears to provide little predictability for families in terms of where their children might be assigned. Both staff members and family members interviewed by the team reported being confused and troubled by the student assignment system.
- This unpredictability about knowing what school an English language learner may be attending may be further exacerbated and complicated by a change in the state’s regulation on when the initial screening of English language learners should be done. The state regulations were modified to require screening in May (after the completion of the district’s computerized enrollment estimates) rather than in January, when screening previously was conducted. However, the change

## **Raising Achievement Among English Language Learners in Seattle’s Public Schools**

drives student placements into June, increasing the uncertainty that parents of English language learners have about where their children will be assigned.<sup>25</sup>

- The registration and student placement process is particularly clumsy for newly arrived immigrants. Parents of English language learners, newly arrived or not, must go first to an enrollment center or a school and then must go to a second site—the Bilingual Family Center—to complete the enrollment process, including the English proficiency assessment. The team was told that some families choose to forego this second step, thereby missing the assessment process and forfeiting services that they do not know are available.
- It is likely that the district’s Student Registration Form and registration process are resulting in under-identifying English language learners. The form contains two questions drawn from the state’s Home Language Survey, which asks about the child’s primary language and the language spoken at home. The district, however, requires parents also to complete the Home Language Survey, which asks for information on prior schooling. Parents must go to the Bilingual Family Center to fill out this form (i.e., the Home Language Survey). If the second survey is not completed or is only partially completed, then the student may not be identified as needing bilingual services and the district does not have the data it needs. The combination of having two forms and two sites at which the forms are completed likely results in the under-identification of students needing bilingual services. In addition, parents who do not go to the Bilingual Family Center do not have their children assessed for English language proficiency and the need for services.

### **G. Human Capital and Professional Development**

This section presents the team’s findings and observations about the professional development and other human capital issues bearing on the teaching of English language learners in the Seattle Public Schools. The team looked at English language learners in both general education settings and pull-out settings.

#### ***Administration and Principals***

- The school district appears to have a high turnover rate of central-office staff members, but there is minimal documentation of procedures or protocols to guide new staff on bilingual initiatives and programs.
- The constant turnover of staff at the central office has also undermined leadership and accountability for bilingual programs. The turnover has led to staff members

---

<sup>25</sup> WAC 392-160-015, described in the Transitional Bilingual Instructional Program (TBIP) Program Guidelines (p.3), requires that “for entering kindergarten students, the WLPT—II Placement Test is to be administered after May 1 of the spring prior to enrollment, or within ten days of attendance. All other students in grades 1-12 must be assessed within ten days of attendance.” The district no longer uses the Language Assessment Survey (LAS) for this purpose.

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

who are not always conversant with research on the best instructional strategies for English language learners or familiar with the unusual variety of languages in Seattle. Consequently, the individual schools do not look to the central office as a source of guidance, assistance, or expertise.

- Central office administrators and bilingual education program officials do not participate in any regular program of professional development.
- District training for principals does not include strategies for meeting the specific instructional needs of English language learners.
- Principals also receive almost no professional development on how to work with English language learners. Moreover, principals apparently receive no direction from the central office on how to incorporate into their existing school schedules any professional development provided by bilingual education coaches assigned to the schools by the central office.
- The team was told that bilingual program staff members are not involved in planning for the new prekindergarten and early childhood programs.

### *Staffing Ratios*

- The district has a 1:70 teacher-to-student ratio at the elementary school level and the 1:45 ratio in the secondary schools—ratios that are specified in the negotiated contract agreement. The ratios represent inadequate numbers of bilingual education teachers for the number of English language learners. The ratio forces the district to rely on its instructional assistants for instructional delivery, which they are not really prepared to do. The system also overburdens both bilingual education and general education teachers. The team could find no basis in the research for having a ratio this high.
- The district also widely uses bilingual education teachers and instructional assistants on a part-time basis, but has not evaluated the effects of this practice. Of the total 277.5 bilingual education teacher and instructional assistant FTEs (111.7 FTEs for TBE and 165.8 FTEs for IAs), there were 135 instances in which the FTE is split, meaning a considerable number of teachers and instructional assistants were not full time at a given school. Some teachers worked as little as 0.2 FTE in a school and a large number of instructional assistants worked 0.5 in two different schools.
- A total of 93 schools provided services to English language learners who speak one of the top five languages in Seattle. Forty of these schools share bilingual education staff in order to provide educational services to English language learners.<sup>26</sup>

---

<sup>26</sup> Source: District report—“Bilingual Served Students and Non-English Speakers in Top 5 Languages by School and Cluster.”

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

### Teacher Qualifications

- The Transitional Bilingual Instructional Program (TBIP) Guidelines, the state’s document articulating bilingual program implementation rules, indicate that teachers who serve English language learners are not required to hold an ESL/Bilingual endorsement or credential.<sup>27</sup>
- The state’s education code explicitly requires that the school districts “(3) shall provide in-service training for teachers, counselors, and other staff who are involved in the district’s transitional bilingual program...” (WAC 392-160-010)
- The district was unable to provide the Council’s team with specific data on the numbers and percentages of its bilingual education teachers who met federal “highly qualified” teacher requirements under *No Child Left Behind*.
- According to the district’s ELL/Bilingual Staff Handbook, the human resources office of the district uses a series of criteria designating which subject areas teachers may teach in. These categories and criteria were established through the collective bargaining process and are not the same as the teaching endorsement set by the Office of the Superintendent of Public Instruction (OSPI).<sup>28</sup> Generally, these criteria come with minimal detail on the specific competencies teachers must have to teach English language learners or the area in which a teacher must have a major or minor. The table below shows the Seattle schools’ categories:

Seattle ELL Teacher Categories	Criteria for Teaching
BE-ELD Elementary	An employee with a K-12 English as a second language endorsement will qualify for both the BE (Elementary) and BS (Secondary) categories.
BS-ELD Secondary	An employee with a Continuing or Standard non-endorsed certificate will qualify by a major or minor (24 quarter credits) within the last six years.  An employee with a K-8 Elementary Education endorsement may qualify for the elementary BE category if at least one year of experience and/or course work is verified and the employee is assigned only through K-8.
GE-Bilingual	An employee with a K-12 Bilingual endorsement will qualify for both the GE and GS categories.
GE-Bilingual Generalist	An employee with a Continuing or Standard non-endorsed certificate will qualify by a major or minor (24 quarter credits) within the last six years for the elementary GE category.  A major, minor or experience in language arts, social studies <b>AND</b> math <b>OR</b> science and experience teaching a significant number of bilingual students will qualify for the secondary GS category.

<sup>27</sup> This section of the Education Code is currently under review according to the Guidelines document.

<sup>28</sup> Student Services Bilingual/ELL Staff Handbook. P.36-37

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

	An employee with a K-8 Elementary Education endorsement may qualify for the GE category if <i>at least one year of experience</i> and/or course work is verified and he/she is assigned only through K-8.
--	---

- The district’s criteria (shown above) for designating areas in which teachers can teach appear to be lower than those set by the State’s Bilingual Education (BE) and English as a Second Language (ESL) endorsement or credentialing requirements. The state’s BE and ESL endorsement requirements are very comprehensive.<sup>29</sup> Furthermore, it is not clear how well the district’s criteria ensure that “qualifying” teachers have the necessary competencies to provide adequate instructional services to English language learners.

### *Professional Development*

- The district does not appear to have a general professional development plan that would guide a coherent training program for teachers and staff in the district. The professional development that is offered in the district does not have a well-defined component devoted to English language learners.
- The team did not see any evidence that the professional development offered in the district is routinely evaluated for its effects on the academic attainment of students, in general, or English language learners, in particular.
- The planning and delivery of professional development in the district is fragmented by department and by external grants. Each department in the central office, each grant recipient or program, and each school can provide its own professional development without coordination with the other. The Title I program, for instance, provides its own professional development. Professional development for the instructional assistants is provided by the paraprofessional unit within curriculum, etc.
- The bilingual education program staff members are not represented on the school district’s joint professional development planning committee.
- The Council team was also told that School Leadership Teams do not always include bilingual teachers.
- The fact that professional development is often dependent on external grants results in instability and unevenness in the provision of professional development across the district and from year to year.

---

<sup>29</sup> Office of Superintendent of Public Instruction. Certification and Professional Education. Endorsement Competencies 2007 Standards (<http://www.k12.wa.us/certification/profed/competency.aspx>) (accessed June 4, 2008).

## **Raising Achievement Among English Language Learners in Seattle’s Public Schools**

- The district had reportedly not spent some \$133,448 in federal Title III funds, a common source of ELL-related professional development dollars, in the last school year. At the same time, the district was seeking funds to support efforts such as Guided Language Acquisition Design (GLAD) training.
- The district has an unusually small amount of time reserved for professional development, including professional development for teachers working with English language learners. The district has a two-day professional development period set aside for its new-teacher orientation, none of which is shaped by bilingual education staff or contains any training on instructional approaches for English language learners. The district also has one centrally defined day and two school-controlled professional development days on its calendar.
- The State of Washington requires 150 clock-hours of professional development for teachers. The district makes no attempt to align the courses that teachers take to meet this requirement with any of its goals, priorities, or special needs—such as those of English language learners. The district also has no way to evaluate the effects of this course-taking or to follow up on whether it is being used.
- In addition, the school district has no system to ensure quality control of the courses offered or to track them—other than to grant individual teachers credit for taking the courses and meeting the state requirements. The team could not identify any consequences for teachers who did not meet the requirements.
- None of the professional development offered either by the district or through the clock-hour requirements covers the state’s standards or district curriculum. In addition, a review of the 2007-2008 clock-hour course list showed that less than one percent of the courses were related to the instruction of English language learners.
- The team, moreover, saw no evidence that the district’s general education teachers received systematic professional development on working with English language learners. In addition, general education teachers working in conjunction with instructional assistants receive no professional development on how to make that collaboration more effective.
- The only professional development that the team was able to identify for bilingual education teachers related to Washington Assessment of Student Learning (WASL) test administration and accommodations.
- The team heard that teachers and others resisted the miniscule amount of professional development designed around the needs of English language learners because of the competing needs for training to meet other district initiatives, such as those for math, writing, and balanced reading.

## **Raising Achievement Among English Language Learners in Seattle’s Public Schools**

- The district’s instructional coaches do not receive professional development on instructional strategies or approaches for English language learners, GLAD, or Sheltered Instruction Observation Protocols (SIOPs). The bilingual education coaches told the team that the needs of English language learners are not often a topic of discussion when the district’s instructional coaches meet.
- The team was told that bilingual education coaches do not receive sufficient training in the general education program that they must also support.
- The district has eight GLAD trainers. Teachers and principals interviewed by the team expressed support for GLAD, but almost always mistook the program for an instructional one rather than a strategic one. GLAD is a model for professional development that provides strategies in working with English language learners and others.<sup>30</sup>
- District teachers—general and bilingual education—have the option of going to either GLAD or SIOP training, but there is no sanction if they go to neither. There does not appear to be a mechanism by which the district follows up or provides support after the training. The district also does not appear to have a plan for expanding GLAD despite its support among teachers and principals.
- The race and equity unit of the school district is responsible for raising the awareness of the district’s cultural, religious, and ethnic diversity, but the team was told that the unit devotes little attention to the district’s linguistically diverse students.
- The team was told that bilingual education coaches are providing professional development to instructional assistants in the content areas even though the coaches have not received such training themselves.

### **H. Instructional Assistants (IAs)**

This section presents the team’s findings on the district’s use of instructional assistants (IAs), the apparent backbone of the district’s program delivery system for English language learners. The team looked at the district’s overall deployment, professional development, and use of the instructional assistants.

- The district’s instructional assistants are centrally hired and placed in schools, but there are often mismatches between the languages spoken by the instructional assistants and those spoken by the students in their assigned schools because of the high mobility rates and considerable dispersion of English language learners.

---

<sup>30</sup> GLAD is a model of professional development in the area of language acquisition and literacy. The model promotes English language acquisition, academic achievement, and cross-cultural skills. GLAD was initially developed under an Academic Excellence grant funded by the U.S. Department of Education OBEMLA (now OELA). It is used extensively in California as Title III-funded professional development.

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

- The instructional assistants work almost entirely under the direction of the principal and teacher at the school level. Their performance reviews and evaluations are completed by the principals in their schools and sent to the bilingual education office at the central office. The results are that the instructional assistants are not exactly accountable to either the central office or the schools for their performance and that the bilingual education office is actually doing the work of a human resources office (e.g., handling hiring, personnel discipline, and performance evaluation) rather than focusing on the achievement of English language learners.
- The district appears to lack any process for ensuring the overall quality of work done by the instructional assistants because the evaluation process does not include a component on the effect of their work on student achievement. The instructional assistants do not have clear teaching responsibility, but teachers depend on them to provide translation and support services.
- The instructional assistants also are assigned to do parent and document translation work in addition to—and sometimes instead of—providing direct classroom support for students.
- The instructional assistants interviewed by the team were among the few district employees who were able to articulate the district’s strategy for improving the academic achievement of English language learners. The instructional assistants seemed to have a good sense of how long English language learners stayed in the bilingual program despite the district’s inability to provide data to back up these observations.
- The district does not appear to provide the instructional assistants any meaningful professional development on the instruction of English language learners despite the fact that these assistants are one of the district’s primary mechanisms for providing native-language support to students. Instructional assistants reported to the team that they mainly provided translations for English language learners in the general education classroom.
- The Council’s team was told that instructional assistants are not allowed to provide support to English language learners who have exited from a bilingual education program, but the instructional assistants are required to monitor their progress for two years after exiting.<sup>31</sup> This restriction appears to be at odds with the educational needs of these students who may have failed the grade-level WASL but are denied further instructional support.<sup>32</sup>

---

<sup>31</sup> The Draft Bilingual Program Evaluation states that instructional assistants are not allowed to work directly with exited English language learners. p.18

<sup>32</sup> Sources: Draft Bilingual Program Evaluation p.22 and Washington State Transitional Bilingual Instructional Program: Program Guidelines, October 2007, Updated January 2008.

## **Raising Achievement Among English Language Learners in Seattle’s Public Schools**

- The use of instructional assistants to translate documents probably leads to inconsistencies from school to school in how some documents are translated and is a waste of time if the same documents are being translated school by school. There appears to be no centralized system for providing translation services at the school level.
- The family services and community learning units within the equity, race and learning support department appears to ensure quality control for translations by individuals certified to do such work at the district level, but there appears to be no such process at the school-site level unless it is handled informally by the instructional assistants.
- The instructional assistants also provide an important bridge between the schools and the community. Parents who do not speak English seem more comfortable approaching the instructional assistants for help than approaching other staff members at the school or district levels. The team was told that school-office staff members sometimes turn away parents when they cannot understand them because of language barriers and there are no instructional assistants in the building to translate.
- The district does not appear to have any structural or organized way to harness the instructional assistants’ connections with the community to spur greater parent involvement or more positive relations.

### **I. Bilingual Orientation Centers**

This section looks at the Bilingual Orientation Centers used by the school district to provide social and academic services for students new to the country and to others.

- The Bilingual Orientation Centers function without a clear sense of goals or mission. Most people in the district interpret the mission of the centers to be one of social acculturation, i.e., to teach newly arriving students the culture and folkways of American life. Fewer people interpret the mission of the Bilingual Orientation Centers as one that also involves teaching academic content or preparing students to enter the general education program. The operation of the Bilingual Orientation Centers seemed to reflect this uncertainty when the teams visited them.
- At all levels of the district, the social/emotional learning of students appeared to get more priority at the Bilingual Orientation Centers than academic learning.
- A student’s initial placement into a Bilingual Orientation Center appears to be based primarily on being newly arrived in country. It also appears that the student seat-assignment process leaves some BOC-eligible students without services because of inadequate capacity in the Bilingual Orientation Center schools.

## **Raising Achievement Among English Language Learners in Seattle's Public Schools**

- The geographic location of some of the Bilingual Orientation Centers means that some students have to travel considerable distances from their homes to attend. Some parents apparently choose to waive services to avoid having their children take long bus trips in an unfamiliar city.
- The team saw numerous examples of multi-age and multi-grade classrooms when it visited the Bilingual Orientation Centers, but no differentiation by language proficiency.
- The central-office bilingual education coaches do not work with the teachers in the Bilingual Orientation Center teachers, although the Secondary Bilingual Orientation Center has an assigned coach.
- The Secondary Bilingual Orientation Center has among the highest numbers of bilingual education teachers and instructional assistants in the district, yet the Secondary Bilingual Orientation Centers grants no academic credits towards graduation.
- Over-age English language learners at the secondary school level have no clear pathway toward graduation. Students at the Secondary Bilingual Orientation Center do not earn high school credits toward graduation, yet English language learners remain there for an average of one and a half years.
- The Secondary Bilingual Orientation Center was housed in a run-down facility, with no scheduled upgrades, even though the facility was on the list of slated repair projects with funds from the previous bond. Seattle successfully passed the BEX II levy from which \$14 million was to fund the renovation of the SBOC (Old Hay). The school board, however, reallocated over \$13 million to cover unexpected costs associated with other construction projects. (May 24, 2006 Seattle Public Schools Board Action Memo.)
- The May 24, 2006 Memo indicated that the school board and superintendent were committed to identifying a new location for the SBOC (from the proposed school closings) and to providing the necessary funds to renovate the eventual SBOC facility. The SBOC will remain at the Old Hay building, however, until a permanent location is identified and renovated for occupation.
- The school district does not have clear exit criteria for what students attending the Bilingual Orientation Centers are supposed to learn prior to leaving the centers. Consequently, each Bilingual Orientation Center develops its own criteria and procedures for when a student is ready to move on. This lack of uniformity in exit criteria creates instructional problems both for the students and the receiving teachers and schools.
- Students appear to leave the district's Bilingual Orientation Centers before they are ready to handle the coursework in the general education program. No program

## **Raising Achievement Among English Language Learners in Seattle’s Public Schools**

exists to help students to make the transition from the Bilingual Orientation Centers to the regular schools or that provides additional instructional supports to these students. They appear to receive whatever services they are assigned to in the regular schools with no particular follow-up in the receiving schools.

- No guidelines or processes have been instituted for placing students by grade after leaving a Bilingual Orientation Center. Nor is there a system in place to ensure that students leaving the Bilingual Orientation Centers are enrolled in the right courses at the secondary school level in order to move these students toward graduation. This weak articulation of services across the district affects students as they move from one setting to another.
- Schools and teachers who receive students from the Bilingual Orientation Centers have no way of knowing what content the students have learned. There is no system in place to inform receiving teachers and schools about the specific needs and strengths of students exiting the Bilingual Orientation Centers in order to smooth the entry of these students into general education classrooms.

### **J. Parents and Community**

This section presents the team’s findings and observations about the school district’s work with parents and community groups. Many of the team’s observations are drawn from interviews with parents and community representatives conducted during the site visits. Most of the parents were those of children who participated in the district’s bilingual education program. Many of these parents were critical of the school district, but ironically they were also likely to defend the district, have remained in the city, and have kept their children in the public schools. Other parents, particularly from the refugee community were simply grateful to be in the United States and to have the opportunity to send their children to American schools.

- Parents interviewed by the team want their children to be proficient in English but also want them to maintain their native language. Many parents viewed the inability of their children to speak their native language as a barrier to their efforts to communicate with their own children.
- Parents interviewed by the team also wanted a rigorous program of instruction for their children—one in which they learn English well and have access to upper-level courses in order to meet the highest standards.
- Despite the fact that no instructional strategy for English language learners really exists in the Seattle Public Schools, parents interviewed by the team often thought services were essentially the same from school to school.
- Parents were concerned about differences in test scores among schools and believed it was luck that determined whether their child would be taught by a good teacher.

## **Raising Achievement Among English Language Learners in Seattle's Public Schools**

- Parents also expressed frustrations that they did not know how good services were or that they did not know how well their children were doing in school. How much parents knew about their children's progress varied from school to school.
- Parents with children who were English language learners often had positive perceptions about the Bilingual Orientation Centers. Parents with children in these schools saw the Bilingual Orientation Centers as a source of regular and reliable information. The team also saw documents presenting evidence this support. The Friends of the SBOC, for instance, have called for the continuation and support of the Secondary Bilingual Orientation Center and urged the school board to honor its commitment to find a suitable new location for the SBOC even though the board reallocated most of the \$14 million originally slated under the previous bond to renovate the current facility.
- Parents with children assigned to schools far from their homes appeared less likely to see services by the district in a positive light. These parents also indicated that it was harder to participate in school activities.
- The district's new leadership has made important inroads in establishing positive relations with the larger Seattle community, including political, business, and philanthropic organizations.
- At the time of the team's visit, some members of ELL-affiliated community and parent groups told the team that they had not yet seen much outreach from the new administration.
- Parents often showed limited understanding of the district's bilingual education programs and a limited understanding of the school assignment process. They also appeared to rely more on information from informal sources than from district officials.
- Parents also were not aware of how to make their concerns about the district known and heard. Parents do not see a clear process or protocol by which they can bring concerns to the district.
- The school district does not have an organized way to receive parent input. It also does not track or analyze parent complaints.
- The team was told by various community groups that district communications sometimes favored some organizations over others, contributing to divisions among the groups. The team also witnessed some of this division on display by whom we were invited to interview.
- The Bilingual Review Committee had not met for a year when the Council's Strategic Support Team made its site visit. It last met in January 2007.

## **Raising Achievement Among English Language Learners in Seattle’s Public Schools**

- The district’s relations with parents often vary from school to school, particularly for parents who do not speak English well.
- Community members interviewed by the team reported that they lacked much confidence in the training received by bilingual education teachers and instructional assistants.

### **K. Funding and the Allocation of Dollars**

This section examines funding and resource allocations affecting the performance of English language learners in the Seattle Public Schools.

- There appears to be an overall lack of strategic planning when it comes to program services and resource allocations for English language learners in the district. The lack of a strategic focus with the funding contributes to the overall fragmentation of services for English language learners and inefficiencies in resource use. The situation is exacerbated by the practice of each school making its own decisions about the use of funds for English language learners.
- There also is little monitoring and coordinated use of local, state, and federal monies that might be dedicated to the instruction of English language learners.
- Bilingual program leaders at the time of the team’s site visit appeared to be unaware of state and federal program options specifically designed to fund services for English language learners.
- The inefficiencies and duplicative use of funds have contributed to an overall sense among schools and parents that there are insufficient funds available or that some other school or group is getting the funding, thereby contributing to an overall sense of division among constituents who might be otherwise advocating for the same things.
- State funding for bilingual education is considered to be supplemental in nature, that is funding that is over and above what is provided locally for all students.<sup>33</sup> Federal funding under Title III supplements both state and local funding.
- Staff members at the central-office level were also not well-versed in the supplemental nature of both state and federal funding for English language learners.
- There was also some confusion at the school-site level among those interviewed by the team about which funds—both basic and supplemental—were available for services to English language learners.

---

<sup>33</sup> TBIP guidance p.16

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

- The team also heard from numerous sources that bilingual education staff members played no part in the formulation of programming under the federal Title I grant.
- The district’s Title I funds were used to staff two on-site bilingual instructional coaches and its Title III funds were used to support a summer community-run instructional program. It was not clear how these efforts fit into a broader systemic strategy for improving bilingual instructional services.
- Schools’ access to federal Title III funding has been inconsistent over the course of several program directors. The funds are currently held centrally, but the expenditure and monitoring process were not very transparent to the team or to others, and were probably inadequate—given the sums of unspent dollars reported at the closing of the fiscal year.
- There appears to be inadequate expenditure controls on state bilingual education funds to ensure they are going where the state requires and are being used in supplemental fashion. This is particularly critical given the site-based nature of so many of the spending decisions.
- The new budget book provides funding allocations for Bilingual Orientation Center students and classrooms. Students in mainstream programs are funded through a weighted student formula allocation.
- The team was told by several staff members that funding generated by English language learners under the weighted student formula did not necessarily have to be spent at the school level on English language learners. The district has spending guidelines, however, issued in its Budget Book (Gold for 2007-08 and Green for 2008-09) that describes the state’s administrative code (WAC 28.A.180.080) requiring that federal and state funds generated by ELLs be spent only for supplemental services for those students.<sup>34</sup>

The paragraphs contained in the Budget Book provide little guidance, however, to ensure that ELLs are provided with access to the basic education funding as well as funding for supplemental services. Principals, therefore, are left to interpret the budget book in any number of ways when it comes to English language learners.

---

<sup>34</sup> “ELL students are general education students first. Any supplementary support provided by bilingual dollars is in addition to the student’s basic education entitlement. Therefore, ELL funded students must receive resource support comparable to general education support, plus specialized services, supplies, and equipment necessary to ensure social and academic English language development.”

State reporting and audit requirements prohibit the use of bilingual funds for salaries of basic education employees, including but not limited to general education teachers, nurses, librarians, counselors, administrators, and house administrators. Bilingual funds also cannot be used for “basic school supplies” (i.e. paper, pencils, crayons, rulers, art paper etc.)”

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

- Bilingual education teachers, moreover, do not necessarily have to be on the site-based teams that make these spending decisions.
- The bilingual service plan has also created an inefficient system for translation services by tying the allocation of funds to the number of languages in each school. For the 2007-2008 and 2008-2009 school years, the district’s budget for translations was \$194,000. Each school requests portions of this funding based on the number of languages in its school population. This funding mechanism is not only inefficient and error prone, but it also fails to create or reward coordination across the district for these services.

### L. Compliance

This final section examines a number of compliance issues. This review is not meant as a compliance document, but the team wanted to note a number of inconsistencies between district practice and local, state, and federal regulations or guidelines that could present compliance problems for the school system in the future.

- The team could not determine if the school district has a single, updated handbook on providing instructional services to English language learners. People told the team that the district does not have a handbook on bilingual education processes or procedures for the identification of English language learners and the instructional programs available to them. However, the briefing book prepared for the team contained a document titled “Student Services Bilingual/ELL Staff Handbook” dated August 18, 2005.
- The 2005 Handbook contains considerable information on historical, legal, and bilingual education staffing issues. The document exceeds 145 pages, but it is weak on providing clear, data-driven, criteria related to instructional services for English language learners. For example, the section that describes “Transferring BOC students to ELD Center Schools” provides no measurable criteria or parameters on any of the following issues concerning the transition of Bilingual Orientation Center students—
  - ✓ Length of time in the Bilingual Orientation Center
  - ✓ Current English proficiency
  - ✓ The opportunity for siblings to stay together
  - ✓ Seat availability throughout the district
  - ✓ Grade-level placements
- The district’s bilingual education services do not follow state guidelines on English language learners taught in general education classes. The state stipulates that general education teachers who serve Transitional Bilingual Instructional Program (TBIP) students are required to receive staff development in English as a

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

second language (ESL) and bilingual education methodology.<sup>35</sup> That does not appear to be happening.

- The district’s instructional services for English language learners taught in self-contained bilingual education classes at the secondary level appear to be out of compliance with federal provisions that require teachers to have appropriate certification or endorsement in the content areas being taught.
- Voluntary teacher participation in either Guided Language Acquisition Design (GLAD) or Sheltered Instruction Observation Protocol (SIOP) contradicts the district’s Gold Budget Book statement that schools *must* choose between one of those programs.

---

<sup>35</sup> Washington State does not require teachers who serve TBIP students to hold an ESL or bilingual education endorsement, but it is strongly recommended. TBIP Guidelines p.14.

### CHAPTER 4. RECOMMENDATIONS

This chapter summarizes the proposals of the Council of the Great City Schools’ Strategic Support Team to the Seattle Public Schools on how to improve the academic attainment of the city’s English language learners. This chapter presents those observations in 12 categories: leadership and strategic direction, goals and accountability, program design and delivery systems, curriculum and instruction, data and assessments, student placement, human capital and professional development, instructional assistants, bilingual orientation centers, parents and community, funding and the allocation of dollars, and compliance.

#### A. Leadership and Strategic Direction

1. *Formulate a clear vision and direction for the instructional program for the district’s English language learners.*

The superintendent might want to name an external advisory panel composed of key researchers in the second language acquisition field and urban practitioners who have designed successful educational systems for ELLs (evidenced by their achievement) to guide her and district staff in the formulation and continuation of a strong academic program for the city’s English language learners. Such a panel of practitioners and research should look at the research on second language acquisition and achievement for ELLs to assist the district’s leadership in defining the model to be implemented.<sup>36</sup> The panel’s guidance will be critical as the district makes key decisions about its bilingual program; moves to implement the recommendations in this report; and develops greater capacity to ensure the academic achievement of its English language learners.

2. *Charge the leadership and bilingual-program staff members with incorporating bilingual education program reforms and priorities into the new strategic plan. The plan should also reflect the city’s aspirations to become an international and global center of trade and culture.*

The school district’s five-year plan should be reviewed and revised to fully incorporate the instructional needs of English language learners. This might be best done in the plan’s sections on the Achievement Gap, Benchmarks of Progress, and Academic Goals for Improvement. This revision would make the plan a compelling vehicle by which the district’s leadership clarifies the centrality of English language learners to the overall district and their importance in the district’s strategy to raise academic performance systemwide.

3. *Provide the school board with regular reports on the status and progress of bilingual education program reforms.*

---

<sup>36</sup> The district may also want to review the most recent Teachers of English to Speakers of Other Languages (TESOL).

## **Raising Achievement Among English Language Learners in Seattle’s Public Schools**

The school board should be receiving regular reports from the administration on the status of English language learners and the progress of programs to meet their academic needs. The reports should include data on current and longitudinal achievement by language group, program model, and English language proficiency.

The research and evaluation office should also issue reports regularly on the academic achievement of English language learners and provide these reports directly to both the instructional directors and the Office of Bilingual Education.

4. *Charge the bilingual education office with writing a new handbook describing the reform of the district’s bilingual education programs. The handbook should include information on the district’s instructional program, assessments, placement, policies, and compliance issues.*

The Council’s Strategic Support team recommends writing a new handbook from scratch rather than simply updating the previous version. The handbook should incorporate the programmatic and instructional reforms from this report that the district chooses to use.

### **B. Goals and Accountability**

5. *Charge the district improvement and compliance office with establishing explicit districtwide academic achievement targets by subgroup—including English language learners. Translate these districtwide goals into school-by-school targets and have them incorporated into school transition plans.*

Targets and actual performance data on English language learners should be made available to all school principals, instructional directors, the bilingual education office, and any other units and individuals having a role in overseeing, approving, or monitoring the school improvement plans and adequate yearly progress (AYP) status. School improvement plans should not be approved if they lack these targets or analyses.

6. *Evaluate academic program staff members on their implementation of bilingual education reforms and the attainment of academic benchmarks and goals set for English language learners.*

The Council and its team would urge the superintendent not to limit her evaluation of bilingual programming and attainment to staff members in the bilingual education office, but to also include staff members in the main instructional office who have responsibility for the instructional program of all district children, including English language learners. The instructional directors should be as conversant with the achievement data for English language learners as anyone in the district, including personnel in the bilingual office.

## **Raising Achievement Among English Language Learners in Seattle’s Public Schools**

The superintendent might name a cross-functional team of staff from the academic program department, the school-supervision office, and the bilingual education office to work in collaboration on the implementation of bilingual program reforms. Members of this team might also develop a clear set of “look fors” when conducting school visits.

7. *Charge the learning and teaching department with modifying the principals’ evaluation criteria to include the academic progress of English language learners and other student subgroups.*

The bilingual education lead teacher—not the principal—at each school site is currently responsible for all of the program decisions and compliance issues for the bilingual program. Each school’s leadership team, however, does not necessarily include that bilingual education lead teacher to assist the principal with planning and implementation of bilingual services. The Council’s Strategic Support Team proposes that the leadership teams include the bilingual lead teacher and that the principal be responsible for the overall bilingual program.

8. *Strengthen the review and approval of transformation plans to ensure that they drive instruction, include careful analysis of school-based results, and describe academic strategies.*

District leaders/administrators responsible for evaluating schools should include regular school walk-throughs to examine the quality of classroom learning for ELLs, using the “look-fors” developed in collaboration with the bilingual education staff. (See recommendation 6.)

9. *Develop a regular process by which schools are subject to a quality review of their bilingual education programs.*

In order to provide transparent and consistent information to the school community, the district should develop a quality review rubric for bilingual education programs that incorporates core elements of a quality program for ELLs. Such a rubric is then helpful for planning and self-assessment, and holds the program and schools accountable for movement and progress in program implementation and ELL achievement.

### **C. Program Design and Delivery System**

10. *Charge the chief academic officer with redefining the educational program for English language learners and with recasting the current bilingual education program to align with the city’s vision, state standards, and best practices.*

The Council’s Strategic Support Team proposes that the Seattle school district completely overhaul its instructional program for English language learners. Taking this step would mean re-visioning the bilingual education program so that there is a

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

coherent and regular districtwide strategy of differentiated instruction for English language learners across all grades and all areas of the city, rather than the haphazard school-by-school approach now used. It would also mean having a program from which English language learners could reasonably expect to graduate with confidence that they were prepared for the world of work or higher education. Finally, it would mean having specific criteria for exiting the programs, for having access to the general education courses in a way that maximized the instructional effect, and for linking opportunities to special education, gifted and talented, and other opportunities where appropriate.

To begin this overhaul, the district needs to determine what it wants its program to be: a program solely to transition to fluency in English; a program to become fluent in two languages; a program to acquire English proficiency and maintain the native language—or some combination. The district then needs to set goals in line with that vision, conduct research on the most effective program strategies to meet those goals, and design a program to meet those goals. The Council has assumed a combination of goals in its recommendations in this chapter, but the district needs to decide for itself.

11. *Charge the district’s instructional team with redefining and recasting the school system’s bilingual education program into two broad components—(1) an enhanced or “sheltered English-plus” instructional program, and (2) a dual language proficiency program.*

The team recommends that the district decrease its use of the English as a second language (ESL) pull-out model and move, instead, to a program comprised of two basic components—one that makes greater use of native language to improve academic achievement and another that results in biliteracy. The team would suggest the new bilingual education program be developed by a district team composed of the instructional department, the bilingual education office, and the international education office. Building on the models funded by the state’s Superintendent of Transitional Bilingual Instructional Program, the team proposes an enhanced program that includes the following features—

### Proposed New Bilingual Education Program Components<sup>37</sup>

Elements/Criteria	Sheltered English-plus (Content ESL)	Dual Language Immersion
Model description and research foundation	Sheltered-English-plus means that there is a <i>strong</i> native language support structure to attain academic proficiency in English and all standards-based content areas. Native language support and literacy aims to help ELLs with access to the	Two languages are used to teach students the core curriculum and, ideally, students are equally divided between native English speakers and native speakers of other languages represented in the program. The school divides the regular grade-level

<sup>37</sup> Description of Bilingual Education Instructional Models, Office of State Public Instruction.

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

	<p>curriculum. ELL students remain in mainstream classes with English-speaking peers with the appropriate instructional support provided in-class; some experts call this model “push-in”.</p>	<p>curriculum into language groups. Research, such as the Collier study, indicates that dual language programs are the most effective in helping ELLs attain English proficiency and academic achievement.<sup>38</sup> Most programs are at the elementary grade levels.</p>
<p>Number of students in targeted language groups</p>	<p>The number of languages spoken “other than English” is greater than one but the number of students who speak each of these languages is relative small (less than 10).</p>	<p>The number of students in the two language groups is sufficient to have a linguistic mix of students in which 50 percent are strong in English (L1) and 50 percent are strong in the native language (L2). For a K-5 program, dual immersion must begin with three kindergarten classes to ensure the dual language program extends through the end of 5th grade</p> <p>Fifty percent of instruction is delivered in the heritage/native language (L2) and 50 percent in English (L1).</p>
<p>Goal of program</p>	<p>ELLs attain academic proficiency in English and master the content areas at each grade level. The native language support help students improve their native language literacy and their ability to draw on that literacy in order to facilitate the subsequent transfer to academic English. ELD strategies, scaffolding and native language support work in tandem to increase ELL’s engagement with concepts and thus increase their academic achievement.</p>	<p>Students achieve academic proficiency in both English and another language and to master the content areas aligned to state-standards and grade-level expectations.</p>
<p>Staffing needs</p>	<p>This model requires greater use of co-teaching strategies to ensure that the teacher with content expertise is teaching alongside one with ESL</p>	<p>Bilingual education credentialed teachers may teach the entire curriculum in both English and L2. In the absence of such bilingual-credentialed teachers,</p>

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

	<p>expertise. In cases where bilingual teachers are available, one teacher may provide both the content expertise and the ESL knowledge.</p>	<p>the students can spend half the day with a monolingual credentialed teacher teaching in English and another credentialed teacher providing instruction in L2 for the other half.</p>
--	--	---

Some of the features described above are currently used in some of the district’s schools and classrooms. The proposed program, however, calls for a districtwide approach implemented across the board with appropriate supports and monitoring. The proposal also calls for a new approach to how teaching staff—including instructional assistants—are deployed. For example, the Sheltered English-Plus program would not use pull-out instruction with IAs in content areas. Instead, IAs would work with ELLs in the general education classroom using quality materials in the primary language aligned to the state standards and the district’s curriculum to help students understand academic concepts. The use of primary language helps students understand the content and the parallel use of scaffolding for English language commensurate with their proficiency levels.

12. *Charge the chief academic officer and the bilingual education office with phasing out the district’s “pull-out” model in favor of self-contained classes to deliver a “Sheltered English-plus” program.*

The team proposes phasing out Seattle’s current three modes of implementing its ESL program and implementing in its place a “Sheltered English-plus” program with nonnegotiable staffing, teacher qualifications, and curriculum standards.<sup>39</sup> For students who do not enroll in one of the proposed dual language programs, the district would provide a Sheltered English-plus program that uses collaborative or team teaching and looping (i.e., having the same teacher for multiple years).

English language learners would be placed in classes taught by a teacher with an ESL/Bilingual endorsement consistent with the competencies required by the Office of Superintendent of Public Instruction or co-taught by a credentialed content-area teacher and a teacher with a strong ESL knowledge base.<sup>40</sup>

In order to properly staff the redesigned bilingual education program, the district would step up its efforts in two key areas—

- (a) Professional development to provide opportunities for current teachers to obtain English-language development certification, Bilingual Education or ESL endorsement, and

<sup>39</sup> Student Services Bilingual/ELL Handbook, August 18, 2005. p. 73 describes 3 variations of ESL pull-out models in use at various schools in Seattle.

<sup>40</sup> See state ESL endorsement competencies at <http://www.k12.wa.us/certification/profed/competency.asp>.

## **Raising Achievement Among English Language Learners in Seattle’s Public Schools**

- (b) Recruiting efforts to hire qualified teachers to teach in the dual language program or the Sheltered English program.

### *13. Ensure that the proposed Sheltered English-plus program includes the following components—*

- ✓ A curriculum aligned with state content and English language development standards, and with accompanying guidance on effective adaptations for providing instruction at each grade level to English language learners of various English proficiency levels.
- ✓ Differentiated instruction consistent with the proficiency levels of the students. Differentiation at the secondary level is particularly critical for ensuring that English language learners understand the more complex academic content.
- ✓ General education content-area teachers who are trained adequately so that they are familiar with and comfortable in applying second-language acquisition and critical vocabulary acquisition strategies. Bilingual education training should also include special education, gifted and talented, and Advanced Placement teachers.
- ✓ Subject-matter coaches who are trained in English-language development strategies so that they can provide support to Sheltered English-plus teachers.
- ✓ Quality-review teams to monitor the fidelity of bilingual education program implementation in order to address identified needs and provide necessary technical assistance.
- ✓ Guidance and professional development to schools and teachers on what effective Sheltered English-plus classrooms look like and what effective instruction looks like. Professional development and technical assistance in these areas should be provided to the quality-review teams, principals, instructional directors, bilingual education coaches and any other educators who are charged with either ensuring the quality of instruction or providing assistance.
- ✓ A regular, frequent, and uniform “walkthrough” process, with results reported in the aggregate to the Office of Teaching and Learning so that the district has a comprehensive view of bilingual instruction. Results also should be used to improve program quality and identify professional development and technical assistance needs.
- ✓ Intensive literacy intervention designed specifically to address the needs of English language learners at the secondary level who have had little prior schooling. Such interventions should be a regular part of the student’s school day.
- ✓ In-depth and ongoing professional development for instructional assistants (IAs) and a formal collaborative process by which the instructional assistants work with

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

teachers to provide literacy development in both the native language and in English. The role of the instructional assistants should be further clarified.

- ✓ Appropriate grade-level materials, in both English and native languages, for classroom libraries where English language learners are receiving instructional services. Materials are accessible to students with various levels of proficiency and school experience. District staff members might explore the use of technology-based programs such as *Achieve 3000*, *Destination Math*, and *Imagine Learning*.

### 14. *Create a series of sheltered English-plus programs in the neighborhood schools and a network of specialized dual language programs across the city.*

The team proposes having the district develop enhanced Sheltered English-plus programs in the neighborhood schools and a series of 10 or so dual language magnet programs—including an international school—throughout the city. The goal of this configuration would be to ensure that English language learners are receiving adequate instruction no matter where they live in the city and to create dual language magnets that would draw students from across the region.

### 15. *Consider including the following components into the proposed district dual language program—*

- ✓ Target-language instruction for 50 percent of the day and instruction in English the other 50 percent of the day—at the elementary grade levels.
- ✓ Math and language arts instruction during the English portion of the day in order to assist elementary grade students with their performance on the Washington Assessment of Student Learning (WASL). Science and social studies instruction in the target language portion of the day.
- ✓ Instruction in the target languages that is aligned with state and district grade-level standards and appropriate standards-based material available in the target language.
- ✓ Centrally developed curriculum and pacing guides in both English and the target languages used for instruction in the dual language schools.
- ✓ School-based lessons and units developed in alignment with the district’s curriculum and state-level standards and grade-level expectations for both English and target languages.
- ✓ Student participation that is 50 percent English dominant and 50 percent ELL dominant.

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

- ✓ Explicit language arts instruction in both program languages. Expectations should be for high levels of literacy in both languages of instruction and all subject areas.
- ✓ Teachers with in-depth knowledge of second language acquisition strategies in order to build on prior knowledge, facilitate comprehension, and promote second language development.
- ✓ Phased-in program implementation, beginning with two or more kindergarten classrooms using the same target language. Starting the initiative with a reasonably large number of classrooms may help minimize the impact of attrition and mobility on the program’s viability through the elementary grades.
- ✓ Adequate district resources to implement a quality dual language program with fidelity. Adequate resources should include—
  - Quality staff at the school-site and central-office levels (coaches).
  - Data collection and analysis for accountability and evaluation purposes focused on program outcomes.
  - Ongoing professional development.
  - Effective processes for program planning, implementation, and evaluation.<sup>41</sup>

16. *Expand the number and availability of extended-time options for English language learners across the district to provide for more intensive literacy instruction.*

The team proposes that the district review its existing tutoring, after-school, summer, and Saturday programs to ensure that they provide English literacy instruction to English language learners.

17. *Charge the bilingual education office with clarifying the meaning and options of various bilingual education program models.*

The bilingual education office—in conjunction with the academic program leadership of the district—should develop clear guidelines for bilingual education program models, including the international high school.

### D. Curriculum and Instruction

18. *Establish a coherent and aligned districtwide curriculum that provides teachers and administrators sufficient clarity on what students are to master at each grade level. Ensure that teachers receive supporting materials, resources, assessments, and*

---

<sup>41</sup> “Guiding Principles for Dual Language Education” by Elizabeth R. Howard, Julie Sugarman, Donna Christian, Kathryn J. Lindholm-Leary, and David Rogers. (2007) Center for Applied Linguistics. <http://www.cal.org/twi/guidingprinciples.htm> (accessed May 17,2008)

## **Raising Achievement Among English Language Learners in Seattle’s Public Schools**

*instructional strategies that are explicitly aligned to state standards. Incorporate bilingual staff members into the planning, development, implementation and scaffolding of the general education curriculum.*

Having a strong curriculum is pivotal to improving the achievement of all students, including English language learners. The curriculum management audit by Phi Delta Kappa provided the school district a basic examination of each curriculum guide used in the Seattle school district, indicating that all guides could be improved. The report also made a series of recommendations to develop a curriculum management system to research, initiate, implement, and refine a board-adopted curriculum. It provided advice about what each guide should contain, and suggested board adoption for mandatory districtwide use, professional development, and monitoring.

In addition to the proposals contained in the curriculum management audit, the Council’s Strategic Support Team recommends that the Seattle Public Schools include the following features in its curriculum—

- Guidance on how and when teachers should supplement the adopted textbook or instructional materials where they are poorly aligned with state and local assessments or where data indicate that student achievement needs greater support.
- Sample assessments that illustrate how to measure student learning, with formats that mirror state assessments.
- Introduction of concepts, knowledge, and skills that students need to learn throughout the year so that this material is taught explicitly and reviewed several times prior to state testing. Reviewing concepts and skills while continuing to learn related but new concepts will aid students in remembering and mastering what they have learned.
- Objectives that are appropriately sequenced to allow student mastery of specified skills and to cover all concepts and skills that are eligible for state testing prior to the testing dates.
- Ongoing review of topics in the development of districtwide benchmark assessments to monitor student progress over the course of the school year and determine where and when interventions, professional development, or additional curriculum are needed.
- Indications of where learning from prior grade levels should be brought into classroom instruction for reinforcement or as a foundation for more complex learning based on the English language proficiency level of ELL and special needs of students.
- Results of test-item analysis to determine academic language demands and which concepts, knowledge, and skills students need to master in order to deal

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

successfully with test items. This emphasis does not mean drilling students on these items, but ensuring that the curriculum includes a strong foundation for handling any type of item that assesses mastery of the eligible concepts and skills.

- Carefully developed foundational concepts and skills across and within grade levels, particularly where student performance is particularly weak.
- Samples of exemplary student work, including work from English language learners, to clarify districtwide expectations. These examples can be incorporated into plans for professional development, coaching, and teacher discussion groups.
- Examples of where and how to differentiate instruction based on the special needs of English language learners and students with disabilities.
- Meaningful connections between and among content areas in order to reinforce student learning.

English language learners comprise a high proportion of students in every grade level in the Seattle Public Schools. They are expected to meet the same grade-level expectations that other students are expected to meet, so the district’s instructional program should incorporate strategies, lessons, and units that spur instructional engagement and academic language development among English language learners. Vocabulary development should also be embedded in the general instruction program, and not be limited to add-on lessons for ELLs. Teachers, coaches, and administrators who monitor classroom instruction should look for these items in all classrooms working with ELLs. Curriculum documents, moreover, might be checked to see if they contain the key vocabulary that students must understand to access the general content and English language development.

Just as curriculum-department content-area specialists need to be consulted in developing the English language development curriculum, bilingual education staff members need to support and inform the general education curriculum. At the same time, bilingual education staff should build general education considerations into the professional development and support materials that English language learners need to meet grade-level expectations. Combining the expertise of both general education and bilingual education staffers should improve instruction for all students.

Finally, the team is concerned about the curriculum management audit’s recommendation to begin curriculum development with social studies. Interviews indicate that English language learners are having difficulty adapting to the new *Everyday Mathematics* textbook. Curriculum guides in math earned an average rating of 4.56 points out of 15 points on the audit rubric for assessing the quality of curriculum guides.<sup>42</sup> It is easier to write a more detailed, specific curriculum for mathematics than it is for social studies. We would suggest starting the new curriculum management system with math. Similarly, test scores and classroom

---

<sup>42</sup> *Ibid.*, p. 99

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

observations indicate an ongoing need to improve reading and writing curriculum and instruction. Developing curriculum for these areas would be more complex than for mathematics, but improving reading or writing would yield more immediate student achievement results than would developing curriculum for social studies. Improving performance in social studies, moreover, would do little to boost the district’s AYP status under *No Child Left Behind*.

19. *Charge the curriculum department with ensuring that teachers and administrators understand the differences between the curriculum, textbooks, programs, materials and strategies—and the potential for any or all of them to be misaligned to some extent.*

School district staff members at all levels use the words “curriculum, textbook, program, materials, and strategies” interchangeably—but they are not synonyms.<sup>43</sup> It is important that curriculum guides, professional development, and on-site coaching use all these instructional terms properly, so that differences among them can be accurately understood and addressed.

20. *Charge the bilingual and curriculum departments with writing and implementing an English language development curriculum with coherent standards for English language development consistent with the objectives and benchmarks of the mainstream literacy program and aligned with state curricula and assessments. Explain the standards in sufficient detail to ensure that student mastery will lead to*

---

<sup>43</sup> *Curriculum* is the set of written standards, objectives, and clarifications to guide the work of teachers in the classroom. The curriculum also is the formal statement of what the Seattle Public Schools expects its students to know and be able to do. *Textbooks*, on the other hand, are the resources that support student mastery of the curriculum. The team generally supports the adoption of a standard set of texts across a district, but it recognizes that textbooks never align perfectly with any district’s curriculum. There will always be gaps because textbook publishers are writing for a national audience. A district always needs to inform teachers and administrators where the textbook is strong, where and how it needs to be supplemented, and where the content is not necessary in doing well on state assessments. In some cases, textbook topics may need to be covered in an alternative sequence so students can master concepts and skills prior to their being tested. Districts also adopt full *programs* that have their own curriculum, such as America’s Choice Navigator. When bringing in such programs, it is important to know how well they align with district and state requirements and explicitly indicate how the program provides the content and skills students will need to achieve proficiency in a given content area. Ignoring alignment invites justifiable concern from teachers about implementing the program, and creates potential conflicts for students who transfer in and out of schools offering the programs. It is always important for a district to be clear about what a program is, how it will interface with other district requirements, how it will monitor student progress, and how it will evaluate success. Textbooks and programs, however, are not the only resources used to implement a curriculum. Departments and teachers also create materials. These *materials* are most valuable when they fill in alignment gaps rather than conducting time-filling drill and practice worksheets. *Strategies*, moreover, are the methods used to teach, practice, and assess concepts, knowledge, and skills. Instruction is the term used to describe the art and science of teaching what is in the curriculum. Professional development, for its part, involves training on the strategies needed to link teaching to the curriculum. In addition, professional development is most effective when it informs teachers what strategies are best used with what students. For example, it is important for teachers to know when whole-class instruction is most appropriate, when direct instruction should be applied, and when such strategies as small-group work and differentiated instruction are best employed.

## **Raising Achievement Among English Language Learners in Seattle’s Public Schools**

*success in the general education curriculum for students transitioning to general education classes.*

Students who are learning English in the Seattle Public Schools enter with differing levels of language proficiency and academic background. But the state expects them to achieve proficiency on state tests administered in English in a relatively short period of time, meaning that limited class time has to be used very efficiently.

The district’s curriculum needs to be capable of guiding classroom instruction for English language learners, and district bilingual education teachers need to understand clearly what the district expects of its students. Certain allowances need to be made for new arrivals at higher grade levels, but the academic goals for English language learners generally should be clear throughout the district and consistent with expectations for all students. The instructional program for English language learners, however, needs to build English language proficiency while it creates access to the content areas by building the academic vocabulary needed by students to succeed with the general education program. This will require collaboration across departments so that teachers will know the specific vocabulary and language skills needed at each grade level in order to help students meet both language and content objectives.

Finally, while students are developing vocabulary and grammar in oral and written forms, the curriculum should explicitly incorporate reading and writing skills, along with content knowledge. For example, if the general curriculum calls for lessons in comparing and contrasting, the English language development curriculum should require students to work with vocabulary and grammar structures that will have them learning how to compare and contrast within their command of the language. Washington State already has this information linked into its standards (See Appendix B). However, the district needs to define the expectations at each grade level more fully in order to guide the work of classroom teachers.

In general, the same recommendations that the Council’s team has made about the instructional program generally and curriculum proposals from the curriculum management audit also apply to the district’s bilingual education program.

21. *Establish a process for developing or identifying and distributing highly effective bilingual education materials that support the bilingual and general education curriculum for English language learners.*

The district does not use test results to identify materials to support the instruction of its English language learners. In interviews, the Council’s Strategic Support Team often heard of individuals who developed their own academic vocabulary materials or individual schools that purchased their own materials, but there appears to be no system in place to review, evaluate, and share effective materials.

## **Raising Achievement Among English Language Learners in Seattle’s Public Schools**

22. *Establish a process to ensure that all English language learners receive appropriate textbook and supplementary materials to ensure their mastery of the general education curriculum. Ensure that bilingual education teachers and instructional assistants have the curriculum guides for all grade levels and courses they teach.*

During the selection of new instructional materials, the district’s policy and procedures should include the adoption of bilingual education and support materials (particularly at the secondary level) that are equitable in quality, content, and coverage. The district also should ensure that school libraries reflect the instructional focus, student population, and program models in place at the school. Materials in the native languages should be aligned to the content standards and made available at different literacy levels so English language learners can strengthen their literacy skills and grasp of concepts taught in core content areas.

23. *Involve bilingual education staff members in developing and planning the district’s prekindergarten program.*

The team recommends that bilingual education staff be significantly involved in the development and implementation of the prekindergarten program to ensure that early learning experiences for English language learners are positive, differentiated, and designed to align with the academic foundation required for success in kindergarten and beyond.

### **E. Data and Assessments**

24. *Ensure that the new data system that the district is building include the following features—*

- Tracking of progress in the general education program of former English language learners and students who have opted out of or waived bilingual services.
- Longitudinal tracking of academic achievement by subgroup on the Washington Assessment of Student Learning (WASL), Washington Language Proficient Test (WLPT II), district benchmarks, grades, grade point averages, high school credits, English language development progress, attendance, and discipline data by language group and program.
- Student performance, including the performance of English language learners, by objective on state tests and formative assessments.
- Ability to generate automatic notifications to the principals, instructional directors, and family engagement staff (if necessary) when such predetermined triggers as excess absenteeism or failing grades occur, so follow-up or intervention can occur.

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

- Time in program and time in the Bilingual Orientation Centers. Analysis of time in program/BOC data should include a comparison of refugee students and other students in the district.
- Ability of the bilingual office, the learning and teaching department, and the research office to access and analyze data on English language learners.
- Ability of the schools to access and analyze data on English language learners—and other students.
- Ability to better track and assess the progress of English language learners not served by a district bilingual program.

25. *Consult with urban school districts in New York City, Charlotte-Mecklenburg, Dallas, and Broward County on the development and use of data systems to track and use information to enhance the achievement of English language learners and other students.*

26. *Ensure that new data system uses secure technology to maintain student information on English language learners instead of the current “green files.”*

The district uses maintains its English language learner files in paper form to keep information on original placement, WLPT scores, notices of program continuation, signed parent consent forms, and the like. These “green files” follow students from school to school and are frequently lost.

27. *Conduct an analysis of the impact of the new WLPT II assessment on student’s exiting from the bilingual programs to make sure that they are adequately prepared for the general education program.*

28. *Establish the predictive validity of the EduSoft benchmark test and replace if necessary.*

29. *Establish an internal group of end users of data to advise the district’s leadership on database formation, data needs, and data uses.*

30. *Consolidate the evaluation-related funds that the district receives from its various external grants and award them to the research department to help build capacity and improve customer service.*

31. *Establish a regular calendar and cycle of program evaluations designed to assess program implementation and effectiveness.*

32. *Design a system by which the bilingual education program design being recommended in this report is evaluated for its effectiveness and impact on the academic attainment of English language learners.*

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

### F. Student Placements

33. *Establish a high-level cross-functional team to review the demographics and demographic trends in Seattle to inform the planning and implementation of the proposed new bilingual education program.*

The cross-functional team should include the following—

- ✓ Chief Academic Officer and Bilingual Education Director
- ✓ Enrollment and Planning Director
- ✓ Human Resources Director
- ✓ Research Director
- ✓ City Urban Planner and Demographer
- ✓ Legal Counsel
- ✓ Parent and Community Representatives
- ✓ Instructional Directors

The district should work to ensure that new programs are placed in areas where English language learners live or are likely to live and where students wanting to enroll in dual language programs have to travel minimal distances to get them. The district might want to temporarily suspend its student assignment plan until these program decisions can be worked out.

The cross-functional team also should analyze trends in employment patterns to better inform program placements. Because of its history and high housing costs, Seattle remains highly segregated residentially but less segregated in terms of employment. Program placements might give extra weight to employment locations because some parents may want to enroll their children closer to work locations than to their homes. In these cases, the district might want to give extra consideration to transportation costs and the location of after-school activities. Moreover, the district may want to consider placing additional bilingual programs nearest work locations that employ disproportionate numbers of parents of English language learners.<sup>44</sup>

34. *Establish priorities for seat assignment to maximize access to instructional services for English language learners.*

The new student assignment plan should, at a minimum, accomplish the following—

- Ensure that appropriate instructional services are accessible to English language learners within the cluster serving their neighborhood schools.

---

<sup>44</sup> Seattle’s Department of Planning and Development provides extensive data on designated geographic areas in order to accommodate the city’s future population and job growth. The department’s data include demographic profiles, distribution of jobs and housing units in each of the city’s districts as well as Journey-to-Work Characteristics for each of the urban centers and villages. Seattle’s Population and Demographics. Data and Maps for Locally-Defined Areas, Urban Centers and Villages. [http://www.seattle.gov/dpd/Research/Population\\_Demographics/Census\\_2000\\_Data/](http://www.seattle.gov/dpd/Research/Population_Demographics/Census_2000_Data/) (accessed July 16, 2008).

## **Raising Achievement Among English Language Learners in Seattle’s Public Schools**

- Reduce uncertainty for parents and students by guaranteeing a seat in their neighborhood cluster.
- Provide reasonable choices based on schools closest to home or place of employment, and establish magnet programs (dual language or international school) that give priority to students from the nearest cluster than to students throughout the entire district.

### *35. Streamline the enrollment and registration process for English language learners to allow for one-stop enrollment.*

The district’s newly created enrollment centers (North Enrollment Center and South Enrollment Center) should have the capacity to register English language learners in a single visit. Registration should include enrollment, assessment, program assignment, and orientations in multiple languages. The Bilingual Family Center would be an appropriate site for such services but it should be located in a place more easily accessible to public transportation.

### *36. Modify the district’s registration form to incorporate questions from the state’s Home Language Survey.*

As indicated in the previous chapter, the district’s registration form contains only two questions from the state’s Home Language Survey. The team proposes incorporating questions from that survey into the registration form, and then consolidating the steps that parents have to take into a single process.

### *37. Charge the family engagement unit with outreach and marketing of the Bilingual Family Center’s enrollment services.*

The district’s outreach and advertising should encourage the use of the Bilingual Family Center as a one-stop enrollment center. The family engagement office should coordinate the translation and interpretation services required for the enrollment period. And collaborative efforts with community groups could assist in providing transportation to placement centers for newcomers who are not familiar with the city or the district’s offices.

## **G. Human Capital and Professional Development**

### *38. Charge the cross-functional team with conducting an in-depth analysis of the district’s staff current capacity before implementing the proposed programs.*

Once the district has defined its vision, goals, curriculum, and efforts to deliver the curriculum, the next step is to determine current staffing resources and deployment. This analysis should include—

- Current staffing levels by school and language according to the number of English language learners per school and language.

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

- Staffing qualifications, including elementary- and secondary-level endorsements, ESL endorsements, bilingual certification, native-language proficiency and literacy, translation qualifications, and English proficiency.
- Numbers of teachers by school and grade level who can teach various subjects and in what kinds of programs. (Use both state and local criteria and determine differences in results.)
- The capacity or potential—relative strengths and weaknesses—of school administrators, including school leadership teams, to reform their bilingual programs.

39. *Charge the human resources and bilingual education offices with devising a new staffing allocation and deployment plan for the proposed bilingual education program.*

The staffing plan should be used to sort out issues related to staff deployment in order to maximize the use of current staff and to ramp up the hiring of needed staff. Staff plan should include such items as—

- The number of bilingual education teachers needed by native language and grade level.
- The numbers of general education teachers needed with knowledge of second-language acquisition, by language and grade level.
- The numbers of English-credentialed teachers needed, with English language development or English as a second language endorsement by grade level.
- The grouping of English language learners needed, so classrooms and schools are able to provide the highest quality and most appropriate instructional services.
- The clustering of small-language groups needed to take advantage of limited staff availability in some languages.
- Reducing the number of instructional assistants and teachers deployed in two or more schools simultaneously in order to ensure better integration and to reduce travel time between schools.
- The transportation barriers that need to be addressed, so English language learners and newcomers are not taking lengthy bus rides across town.

40. *Phase out or revise the current elementary and secondary teacher ratios and instructional ratios to accommodate the proposed program.*

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

*(a) Teachers.* The teacher ratio of one teacher for 70 English language learners at the elementary level and the 1:45 ratio at the secondary level should be phased out or modified to accommodate the proposed program. (The current ratio is in the collective bargaining agreement expiring in 2009.)

The district might look at staffing ratios and patterns in other urban school systems across the country in order to develop more adequate ratios. The district might also consider a transition plan that would phase-in—

- Increases in ESL-endorsed or bilingual education certified teachers.
- Professional development opportunities so that general education teachers could become bilingual-endorsed.
- Incentives to obtain endorsements
- A recruiting strategy to attract teachers.

*(b) Instructional Assistants.* The 1:28 ratio of instructional assistants to English language learners also should be modified to reflect newly defined roles of the instructional assistants in the proposed program.

The district might want to conduct an inventory of—

- Languages that instructional assistants speak, along with the native-language needs of the current English language learners.
- Qualifications of the instructional assistants to provide document translation services, interpreting services, and instructional support.
- Professional development needs to maximize the instructional assistants as a resource for native-language support.

41. *Charge a joint staff team with clarifying the specific roles of general education teachers, bilingual education teachers, instructional assistants, and coaches in the proposed new program framework.*

The program framework proposed by the Council’s Strategic Support Team would involve each of the various actors in the district’s current program playing somewhat different roles. The Council’s Strategic Support Team does not propose eliminating any of these current positions or jobs, but suggests that people filling these positions may have slightly different responsibilities under the proposed framework. The team proposes that the district have these actors come together and redefine roles and ensure that these redefined roles are clearly understood and that they are defined around helping students succeed academically.

The district’s team should ensure that professional development (principals’ professional development, new teacher orientation, etc.) incorporates these new roles

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

and responsibilities for providing better instruction to the district’s English language learners.

42. *Charge the professional learning unit with preparing a detailed professional development plan for principals, general education teachers, bilingual education teachers, and instructional assistants.*

The district should examine the curriculum and student performance on state assessments, benchmark tests, college entrance exams, language assessments, and other measures and prioritize areas of academic need that professional development should be addressing. A plan for providing the needed training could include traditional in-service sessions, study groups, coaching, train-the-trainer models, online training, courses of study, or other options. The professional development plan should include goals and a methodology for evaluation. In addition, the plan should include a complete schedule of the professional development courses required throughout the calendar year. It should also identify gaps in instructional strategies, language proficiency, and content knowledge that professional development is not currently covering. Moreover, the plan should identify resources and personnel that are available to provide professional development at the school level. Finally, the plan should specify which professional development is to be mandatory and how participation and impact will be monitored.

43. *Require the bilingual education program staff to participate in professional development on research-based programs for English language learners, and send selected staff members to visit districts with effective programs.*

The capacity and expertise of the bilingual education office at the time of the team’s visit was not high, prompting the team to conclude that extensive professional development might be required. The Council proposes that staff in the department participate in extensive professional development on the latest research on second language acquisition and effective teaching strategies for English language learners. The Council can provide lists of recommended research and offers a conference for directors of bilingual, immigrant, and refugee education programs each year that we recommend that staff attend. In addition, the Council is conducting research on particularly effective instructional practices with English language learners in large urban school districts. Seattle staff in both the instructional and the bilingual education offices might consider visiting some of the cities that are showing unusual progress with their English language learners (e.g., St. Paul, New York City, Dallas, and Newark).

44. *Evaluate the implementation and effectiveness of GLAD and SIOP, and use results to decide whether or not to retain the programs or the professional development needed to expand these instructional strategies.*

The district currently has precious little evidence that either one of these two strategies is doing what the district wants them to do. It is also not clear to the team

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

how GLAD and SIOP move the district closer to the standards-based curriculum it wants. The district should build the evaluation of these two initiatives into its cycle of program evaluations to determine their impact on the quality of instruction and the subsequent achievement of ELLs. Results should be used to modify the initiatives, expand them, or get rid of them. The results should also be used to inform how widespread professional development on the initiatives should be. Finally, the district might wish to visit districts like St. Paul, Austin, Dallas, and New York City that are using other approaches to infusing ELL instructional strategies into the general instructional program.

45. *Ensure that the district’s professional development plan includes the following elements related to English language learners—*

- A strong English language development component and effective strategies for developing literacy competencies and content-area vocabulary.
- Development, dissemination, and training of staff (including principals, coaches and instructional assistants) on the rationale, guidelines, and procedures of the redefined bilingual education program.
- Curriculum for the grade level prioritized by student achievement data and upcoming concepts in the pacing guide.
- A review of the requirements of each of the district’s delivery models (dual language and Sheltered English-plus) to determine professional development needs in order to implement models with fidelity.
- High quality research on language acquisition and bilingual education.
- Courses focused on practical and differentiated application of English language development theory and bilingual education strategies through teacher mentoring, modeling, and working with coaches.
- New-teacher orientation that includes intensive professional development in second language acquisition theory and effective teaching strategies for working with English language learners.
- Training for new-teacher mentors that focuses on how to incorporate examples of enriched lessons into the curriculum in order to foster English proficiency, the production of academic language, and standards-based proficiency in the content areas.
- Professional development for bilingual education teachers, instructional assistants, and general education teachers on the content of Washington Assessment of Student Learning (WASL), as well as on test accommodations for English language learners who participate in assessment.

## **Raising Achievement Among English Language Learners in Seattle’s Public Schools**

46. *Build language development strategies broadly into the districtwide professional development plan.*

Effective strategies for English language development benefit not only English language learners, but also help all instructional staff teach students—ELL and non-ELL alike—more effectively. English language learners may be in general education classrooms and will need to master the general curriculum. It is important that all teachers understand how to support their learning.

47. *Charge the learning and teaching department with incorporating language diversity issues into its training on race and equity.*

The office of equity and race relations should work with the bilingual education office to ensure that the cultural competence training currently provided to teachers is revised to include issues of linguistic diversity and language rights. In addition, the training should be aligned with and incorporated into the broader districtwide professional development plan.

48. *The professional plan should also specify which training will be provided by the central office and which will be school-based.*

This determination should be based on an assessment of staff capacity at both the central office and the school sites, and on which training addresses districtwide priorities and which addresses specific school needs or challenges. Some professional development (modeling effective teaching methods, for instance) might be done more effectively at the school level, but broad instructional priorities and curriculum issues might be better handled by the district. The district may need to seek outside expertise for specific professional development topics, but the district should take active control of external professional development to ensure that it aligns with the system’s priorities.

49. *Establish a process by which the district’s professional development is tracked and evaluated for its effects on student achievement.*

The district should work to ensure that its professional development incorporates the following—

- An effective process for tracking participation in professional development, with consequences for not participating.
- A monitoring system within the walkthrough protocol to determine if the professional development is evident in classroom practice.
- A data-collection process to evaluate the impact of professional development on instruction, using disaggregated student achievement data for teachers who participate in the professional development and those who don’t.

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

- An alignment of clock-hours with the district’s academic goals and priorities and articulation with the districtwide plan to avoid unnecessary duplication in training.<sup>45</sup>
- Disaggregated data by content area, that is, reading, math, science, and others.

### H. Instructional Assistants (IAs)

50. *Differentiate the Instructional Assistants into two types—one with instructional duties at the schools and another with translation, home visit, and support responsibilities.*

The human resources office should devise two distinct lines of responsibility and supervision for the two types of instructional assistants. The instructional assistants who provide instructional support for English language learners at the school site might report to principals and have a close working relationship with the Office of Bilingual Education. Instructional assistants who provide translation, interpreting, and home visits might report to the Office of Family and Community Engagement.

51. *Charge the human resources office with screening instructional assistants, but charge principals with hiring them from a centrally approved list.*

The human resources office, in conjunction with the bilingual education office, might be charged with screening eligible instructional IAs and providing principals with lists of candidates that they could interview and hire. This process would free the bilingual office from doing so much personnel work and give the principals greater latitude over who they have in their schools. (Also see recommendation 41b.)

52. *Review the restrictions placed on the instructional assistants from working with English language learners who have exited the bilingual programs to see if this practice should be modified.*

### I. Bilingual Orientation Centers

53. *Reconfigure the district’s Bilingual Orientation Centers.*

The Council’s Strategic Support Team proposes that the district redesign the types and functions of the Bilingual Orientation Centers so that there are three kinds—

- Elementary Bilingual Orientation Centers strategically located in sample elementary schools
- A new Bilingual Orientation Center for Grade 6-8 students and placed in a middle school

---

<sup>45</sup> The goal should not be to ensure compliance with the clock-hour requirement, but to ensure that teachers refining necessary skills and knowledge to support higher student achievement.

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

- A reconfigured Secondary Bilingual Orientation Center that would be transformed into an international high school from which students could graduate with a high school diploma.

The table summarizes components of each of the three proposed kinds of Bilingual Orientation Centers—

Elementary BOCs	Grade 6-8 BOCs	International High School—SBOC
<ul style="list-style-type: none"> <li>• Housed in elementary schools</li> <li>• Students can remain for up to X months</li> </ul>	<ul style="list-style-type: none"> <li>• Housed in a middle school</li> <li>• Students can remain for up to X months or continue on to the International High School</li> </ul>	<ul style="list-style-type: none"> <li>• Stand alone program with dedicated space</li> <li>• Credit-granting so students can graduate</li> <li>• Extended and flexible hours of operation</li> </ul>

### 54. *Redefine the roles of the Bilingual Orientation Centers.*

The Council’s Strategic Support Team suggests that the district sharpen its definition of what the Bilingual Orientation Centers are expected to provide. We propose having the Bilingual Orientation Centers serve students with no prior schooling, refugee children, and students with long interruptions in their schooling. In addition, the Council team proposes maintaining the Bilingual Orientation Centers’ strong emphasis on student acculturation, but beef up the Bilingual Orientation Centers’ role in providing a rigorous academic program and preparing students for the general education program. We suggest that the redesigned Bilingual Orientation Centers—

- Identify, assess, and enroll newly arrived students in a single process.
- Acculturate students into the American way of life and into the American educational system.
- Provide accelerated English-language development and literacy instruction.
- Provide grade-level content instruction aligned to state standards in order to allow students the most viable transition into the regular schools.
- Provide opportunities for peer-to-peer interaction among refugee students and other students through extra-curricular activities and non-academic courses in order to help build language and other skills.
- Provide mentorship opportunities for students at the Bilingual Orientation Centers and afterwards when they are enrolled in general education programs.

## **Raising Achievement Among English Language Learners in Seattle’s Public Schools**

- Provide transportation or access to transportation so that parents do not have to waive services when they cannot get to a Bilingual Orientation Center.

55. *Limit eligibility for a seat in a Bilingual Orientation Center to recent arrivals, immigrant and refugee students, and students with limited or no formal schooling in their native countries.*

Ensure that Bilingual Orientation Centers are not simply for English language learners with low levels of English proficiency. These students would receive instruction through the Sheltered English-plus or dual language instructional programs.

56. *Develop a clear instructional program and exit criteria to ensure greater program specificity and uniformity in Bilingual Orientation Center operations.*

Students in Seattle enter the Bilingual Orientation Centers from vastly different backgrounds, countries, and educational levels. Teachers need latitude in addressing the needs of these students, but there is a clear need for coherent instruction. The curriculum and exit criteria should include—

- Written definitions of the instructional roles of the Bilingual Orientation Centers
- Goals and objectives for students at each grade level aligned to standards and school competencies (e.g., English language development, knowledge of school routines, and key vocabulary and skills)
- Diagnostic assessment tools and use, including growth targets and instructional plan.
- Specification of materials and programs used to teach students to state standards and ensure that they have the requisite skills to succeed in the general education program.
- Specific exit academic and language proficiency criteria, including grade placements and course sequences, with enough time for newcomers to have the academic background and social supports they need to be successful in the general education program.
- A tracking system for monitoring student progress toward the exit criteria
- Expectations for classroom practices
- A system for tracking the academic progress and English-language acquisition of students who exit the Bilingual Orientation Centers.
- An evaluation plan to determine if the program affects student performance and how the program might continue to improve.

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

- Adequate staffing levels to ensure that eligible students are not turned away because of a lack of capacity or space.

57. *Develop a clear and specific process by which students are transitioned into general education and bilingual education programs from the Bilingual Orientation Centers.*

Teachers and schools who receive students that have left the Bilingual Orientation Centers need to know more about what those students can do and what supports they will need. And teachers in the Bilingual Orientation Centers need to know how well they are preparing students for the general education classrooms that their students enter. The transition process should be informed by and based on student achievement data and other relevant variables. The process should include—

- A system for informing teachers in the receiving schools about the academic skill levels, literacy levels, and English language proficiency levels of students coming from the Bilingual Orientation Centers.
- A system for receiving teachers to provide feedback about how well prepared students were as they left the Bilingual Orientation Centers and entered general education
- An attempt to transfer students to a regular school that houses a Bilingual Orientation program, particularly if the school is likely to best meet the student’s linguistic needs. This final step might help some newly arrived students with longer-term transition issues.

58. *Ensure that the new Grade 6-8 Bilingual Orientation Centers have explicit teaching supports for content-area instruction so that students are able to perform well once they leave the Bilingual Orientation Centers.*

Students leaving the middle school Bilingual Orientation Centers will likely require additional instructional supports as they move into more complex academic subjects. The team should consider the strategic use of bilingual education teachers and instructional assistants to provide this support. Staff members should receive appropriate professional development to work with the Bilingual Orientation Center students in the core content areas. The academic program should aim to prepare students to move out of the Bilingual Orientation Centers as soon as possible.

59. *Transform the Secondary Bilingual Orientation Center into an international high school that grants course credits and is held accountable for meeting state standards and graduating students.*

The Council’s Strategic Support Team proposes to transform the current Secondary Bilingual Orientation Center into an international high school that serves both as a Bilingual Orientation Center and as a magnet.<sup>46</sup> The school should maintain flexible

---

<sup>46</sup> The district might consider visiting similar schools in New York City.

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

hours in order to meet the unique needs of high school-age Bilingual Orientation Center students because many BOC-eligible students are also juggling work and family responsibilities. Course offerings at the schools should include the full range of classes, including international business courses, Advanced Placement, evening and summer courses, and extra-curricular activities. The school should also partner with local businesses, should have cutting-edge technology resources, and should provide extensive information and assistance to help students make the transition to college and the workplace. Finally, the district should recruit staff for the school from all over the country. The International High School (SBOC) is envisioned as a credit-granting program with its own dedicated space, but that might be located in a larger facility. This approach might provide greater opportunity for peer-to-peer interaction.

60. *Establish a district team to provide support during the implementation of the newly defined Bilingual Orientation Center program.*

A district team should be responsible for providing direct support to the schools that house the elementary and middle school Bilingual Orientation Centers and the International High School and BOC. Student achievement should be central to the team’s support to ensure that instructional programs are being adequately implemented. Support should include regular site visits to the schools and should involve examinations of how students are transitioning after they leave the schools. Seattle staff might consider visiting St. Paul and New York City to see how these cities implement International High Schools for newcomer students.

61. *Ensure that the Bilingual Orientation Centers reach out and support families and parents.*

The new Bilingual Orientation Centers should also have strong parent and family support and acculturation components, in addition to those available for students. Such family and parent components might include—

- Outreach and communication efforts by the Bilingual Orientation Centers, including those to the Bilingual Review Committee.
- Coordinated translation and interpreting services so that parents and families can communicate with schools, district offices, and social service agencies.
- Adult education classes to help parents learn English and relevant skills, such as accessing student information *via* the Internet, handling parent-teacher conferences, and communicating concerns to the school and the district.
- Ongoing collaboration with city, community, and social service organizations to maximize parent access to school services.

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

### J. Parents and Community

62. *Charge the department responsible for parent engagement with conducting a comprehensive review and revision of its outreach programs to ensure that initiatives are appropriately tailored to parents of English language learners.*

Parents of English language learners reported to the Council’s Strategic Support Team that they felt particularly vulnerable and disenfranchised because of historic indifference and language barriers that limited their understanding of the education system. The district might reach out to these parents in a way that results in—

- Identification of parental concerns and a district plan for responding to those concerns. Immediate concerns include the student assignment system and parents’ inability to get information about the academic status of their children.
- A strategy by which the district addresses priority concerns such as expectations for student achievement, guidance, parent outreach, and the like.
- Strategies that are particularly effective in working with parents who do not speak English, are new to the city, are from low-income backgrounds, or have low literacy levels. A community-based approach may be warranted and would help rebuild trust with community groups who work with the English language learner and immigrant populations.
- Documents and materials produced in languages other than English that are as informative as those produced in English, but are commensurate with the native-language literacy level of the parents.
- Information presented to parents in multiple media. The district should not rely solely on newsletters or e-mail messages to reach parents. Some parents will not have computers and others may simply not know how to read. The instructional assistants could be particularly helpful in getting the word out about district initiatives.
- Information to parents of English language learners outlining what they should expect to see from the district by way of documents, procedures, schedules, etc. Some parents and guardians may be confused and overwhelmed by the myriad of documents and letters issued by the district and schools. The information that parents and guardians receive should indicate where and when the district needs parents to respond.

63. *Charge the superintendent with establishing an office to track and respond to the concerns of parents of English language learners.*

The district should have a centralized process and procedure by which it responds to parents’ concerns within a specified time, tracks those concerns, and makes regular

## **Raising Achievement Among English Language Learners in Seattle’s Public Schools**

reports to the district’s leadership. A clear, single point of contact (e.g., a hotline) might be made available to parents who are not successful in getting their concerns addressed at the school level. The hotline should be able to handle multiple languages or be able to connect to interpreters (*via* a third-party line). Finally, it should be able to tell parents whom they should call in the district to resolve problems and issues.

64. *Charge the district leadership with reconvening the district’s bilingual review committee.*

The district should reconvene the bilingual review committee that has not met in the last year to review this report, assist in fine-tuning its recommendations, and coming to consensus over a path forward.

65. *Charge the Office of Parent and Community Engagement with strengthening and coordinating the district’s communications with bilingual community groups.*

Parents of English language learners often rely on community groups and organizations for information about the school district and how to access it. The district should be working in collaboration with these groups—not in opposition to them—to build relations and to create stronger communications channels with parents. Such collaboration would also help to build greater community confidence in the school district and would broaden the language resources that the district could tap to provide or coordinate services. The instructional assistants can play particularly strong roles in this regard because they are often well received by the various community groups.

66. *Make transformation plans available to parents on the Web and in hard copy.*

The district also might want to prepare and make available summaries of the plans in a variety of languages for parent inspection. The plans might also be made available to parents to consider during the school selection and enrollment process.

### **K. Funding and Allocation of Dollars**

67. *Charge the deputy chief academic officer with working with the finance office to generate a new budget and allocation structure for the proposed bilingual education program described in this report, including the proposed Bilingual Orientation Center system.*

District staff should also conduct a comprehensive review of potential funding streams to support the proposed overhaul of the bilingual education program described in this report. Potential funding sources include—

- Basic per pupil state funding allocation.
- State-dedicated funds for eligible English language learners (Transitional Bilingual Instructional Program).

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

- Categorical federal funding for English language learners, migrant students, immigrant children and low-income students (Title III and Title I).
- Categorical funds available through the U.S. refugee program to assist refugees with learning English and with workforce preparation.
- Local funding for bilingual instructional services.
- Grants from government agencies and nonprofit entities for enrichment programs, foreign language study, etc.

In addition, the finance office and the grants office should review Seattle’s allocations to ensure that the district is receiving the correct allocation amounts from the state and the federal governments. Seattle’s federal Title III allocations should be based on both its English language learners and its immigrant children. Seattle may also be eligible to receive grants from the U.S. refugee program.

68. *Charge the finance office, the deputy chief academic officer, and the bilingual education office with designing budgets for each of the two proposed bilingual education models proposed in this report.*

The central office should provide guidelines for school-level leaders to help them formulate their budgets and meet ELL program needs.

69. *Charge the finance office with developing budget rules for how the newly redefined bilingual education program is managed at both the central office and school level in order to ensure more uniform compliance and expenditures.*

The spending practices and policies of the district’s bilingual education program should be better integrated into the general district’s spending rules and procedures in order to avoid the kind of Title III carryover funds the program has recently experienced. This might also avoid unallowable expenses.

70. *Stabilize bilingual education funding levels by decentralizing the administration of the bilingual education budget down only to the cluster level—not the school-site level.*

Allocations to provide instructional services to English language learners should be made down to the school-level, but budgetary adjustments and changes to funding sources would be handled at the cluster level. Aggregating bilingual education program funding at the cluster level might provide greater flexibility for and stability to the schools. It would also give principals more leeway to focus on staffing, textbooks, materials, professional development, and other components of the bilingual education program.

## **Raising Achievement Among English Language Learners in Seattle’s Public Schools**

71. *Provide districtwide training and guidance to principals with bilingual education programs on budgeting, bilingual program budget allocations, budget procedures, and expenditure controls.*

Principals should be provided with better training on the use of bilingual education funds and how to track them. This training should include budget projections, midyear budget modifications, allowable expenditures, carryover limits, and the like.

72. *Charge the manager of federal programs and district staff members responsible for allocations with ensuring that Title III funds support the Bilingual Orientation Center programs.*

The district should set up a regular process to ensure that all schools and the Bilingual Orientation Centers have a transparent and clearly understood funding allocation system.

### **L. Compliance**

73. *Develop a new Staff Handbook for Bilingual Education Programs that is focused on implementation of quality instructional programs for English language learners.*

The new handbook should be written around the district’s two models of bilingual education—dual language and Sheltered English-plus instruction—proposed in this report by the Council’s Strategic Support Team. The handbook should also incorporate the revamped Bilingual Orientation Center models. The focus of the handbook should include English language proficiency and grade-level expectations, alignment of the bilingual education program with state standards and district curriculum, teaching strategies, assessments, and the monitoring of student achievement data. And the handbook should include a clear description of new or revised roles for administrators, teachers, and instructional assistants.

Second, the handbook should include district interpretation of relevant state and federal statutes and regulations regarding instructional services for English language learners. Compliance with state and federal regulations should be emphasized and appropriately described.

Finally, principals and other school-level staff members should contribute to the development of the handbook.

74. *Clearly articulate all aspects of the bilingual education programs that require compliance monitoring and determine the administrative unit responsible for compliance.*

The district should be clearer with staff about what state and federal statutes apply to the bilingual program and what the monitoring expectations are in order to ensure that the district remains in compliance with applicable requirements. At the very least, the district should be clear about expectations laid out in—

## **Raising Achievement Among English Language Learners in Seattle’s Public Schools**

- The Civil Rights Act 1964, Title IV; and No Child Left Behind Title I, II, and III
- State statutes and regulations for the Transitional Bilingual Instructional Program (TBIP)
- The local collective bargaining agreement.

These compliance issues should be folded in the district handbook, so their attainment is not contingent on varying school-level decisions.

**CHAPTER 5. SYNOPSIS AND DISCUSSION**

The leadership of the Seattle Public Schools is committed to developing a capable, knowledgeable, and well-educated workforce for the community. And the community, for its part, wants its schools to share the city’s aspirations to be a global center of trade and international competitiveness.

At the center of those aspirations is the need to teach the city’s English language learners and its immigrant and refugee children to the highest levels. In general, however, it appears from this review that the school district’s bilingual education program is far off the mark in its ability to educate the community’s newcomers very well.

In general, the team from the Council of the Great City Schools found that the bilingual education program of the Seattle Public Schools was too poorly defined and diffuse to teach its English language learners to the level that the community expects. Some of this situation is a consequence of years of site-based management—going back to the tenure of Superintendent John Stanford and extending through the administration of Joseph Olchefske—that left the instructional program too poorly defined to produce solid results. Some of the situation simply reflects the legacy of a desegregation program that took enormous energy and effort, but did not involve immigrant children in much of the program. And the remaining reasons for this troubling situation center on the inadequate time and attention that the district traditionally has spent on thinking through and developing the kind of high-quality program that its English language learners really need.

The result of all of this is an ill-defined highly fractured program for the district’s English language learners. In some ways, the school district does not have a program at all. Instead, what does exist is shaped and operated school by school with widely varying results. There is no standard program of instruction for the district’s English language learners. There is no regular system of interventions for English language learners who fall behind academically over the course of the school year. The district’s English as a second language program is too weak, too poorly defined, and too unevenly distributed to result in better English language acquisition. Staffing for the program is inconsistent, and professional development is poorly conceived and not evaluated. The Bilingual Orientation Centers lack consistent exit criteria and follow-through. Controls on bilingual education funds are weak and overly bureaucratic at the same time.

In addition to these problems, the academic needs of the district’s English language learners are not well integrated into its general education program. Finally, there is no one in the school district who is accountable for the results. The bilingual education program in the Seattle Public Schools, in short, is one of the weakest such programs that the Council of the Great City Schools has seen.

## **Raising Achievement Among English Language Learners in Seattle’s Public Schools**

The school system’s new leadership is to be commended and thanked by the community for calling into question the quality of the district’s bilingual education program.

The team of bilingual education specialists assembled by the Council from cities across the country proposes almost a total overhaul of the school district’s program of teaching English language learners. The Council’s Strategic Support Team recommends that the district develop and more evenly place two basic instructional programs: Sheltered English-plus instruction and dual language instruction. The sheltered program would be more evenly located for English language learners in schools across the city so that these students and others would not have to travel so far to attend a bilingual education program. The proposal also calls for phasing out the “pull-out” program and replacing it with a better defined initiative grounded in current research and successful national models. The program would also redefine how instructional assistants are deployed and would involve more systemic professional development.

The Council’s team also proposes developing a districtwide dual language program to address the city’s goal of having a multilingual city. The team envisioned this initiative both to meet the needs of English language learners and to provide native English-speaking students the opportunity to learn another language from the earliest grades. The programs would be strategically placed across the city and would serve as magnets across the region.

Finally, the team also recommends overhauling the Bilingual Orientation Centers and turning the Secondary Bilingual Orientation Center into an international high school. These structural recommendations are also accompanied by proposals to strengthen professional development, strengthen assessment and data systems, define stronger accountability for results, and provide a more easily understood student assignment system. The proposals, moreover, call for a more clearly articulated instructional system for students leaving the Bilingual Education Centers and beginning the general education program.

The Seattle school district has the unusual opportunity to formulate a bilingual education program from almost the ground up. The potential of the district and its talented and hard-working staff to accomplish this task are very high. The Council sees no real reason that the school district cannot remake itself into the kind of public school system that not only teaches all its students to the highest standards, but also becomes a critical player in the advancement of the city.

**APPENDIX A. DEMOGRAPHIC HISTORY OF SEATTLE  
PUBLIC SCHOOLS**

**APPENDIX A. DEMOGRAPHIC HISTORY OF SEATTLE PUBLIC SCHOOLS**

**Demographic Historical Profile of Seattle**

(a) Asian Immigrants

Seattle’s rich history of immigration dates back to the 1800s when the city’s nonwhite residents were primarily Japanese, Chinese, and Filipino.<sup>47</sup> Japanese residents, in particular, became more numerous and filled the demand for cheap labor during this period as fewer Chinese came to the United States because of the 1882 Exclusion Act. Japanese immigrants were originally recruited to the Pacific Northwest by the Great Northern Railway Company.<sup>48</sup> Table 9 shows the growth of various segments of Seattle’s diverse population between 1880 and 1910.<sup>49</sup>

**Table 9. Composition of Seattle's Population by Year**

	1880		1890		1900		1910	
	Number	%	Number	%	Number	%	Number	%
Native-born White	2,450	69	28,906	67.5	58,159	72.1	166,918	70.4
Foreign-born White	950	27	13,150	30.7	18,656	23.2	60,835	25.6
African American	25	1	286	0.7	406	0.5	2,296	1.0
Asian and Other	108	3	495	1.2	3,450	4.3	7,145	3.0
Total Population	3,533		42,837		80,671		237,194	

Source: Alexander Norbert McDonald, "Seattle's Economic Development, 1880-1910," Ph.D. Dissertation, University of Washington, 1959.

By 1920, Seattle’s people of Asian descent represented about 3 percent of the city’s total population, compared with its African American population that represented less than 1 percent.<sup>50</sup> As of 1960, however, the Asian population in the city of Seattle had dropped to 2.4 percent, while the African American population increased to 4.8 percent.

**Table 10. Seattle’s Population by Race and Year**

	1920	1960
Japanese	7,874	9,351
Chinese	1,351	4,076

<sup>47</sup> See Demographic Maps.

<sup>48</sup> By the 1920s, a large percentage of Japanese citizens in Seattle were engaged in farming or businesses such as restaurants, hotels, grocery stores, laundries, and barber shops. Source: Seattle Civil Rights and Labor History Project, “The 1920 Anti-Japanese Crusade and Congressional Hearings”

<sup>49</sup> An Online Reference Guide to African American History. Quintard Taylor, Scott and Dorothy Bullitt, Professors of American History. University of Washington, Seattle

<sup>50</sup> Source: Seattle Civil Rights Project.

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

Black	2,894	26,901
Total Population	315,312	557,087
% Minority	3.8%	7.5%
% Asian Minority	2.9%	2.4%
% Black Minority	0.9%	4.8%

This change in the relative share of the city’s population that was of Asian descent versus the share that was African American was the result of a series of state and federal policies that explicitly limited the growth of the Asian population, including—

- The 1882 Chinese Exclusion Act that stopped the flow of Chinese immigrants who had been a major source of labor in the gold mines in California, the building of the railroad, and the fishing industry along the West Coast
- The 1889 Washington State Constitution, which prohibited “alien” land ownership.<sup>51</sup> A bill in 1923 closed the loophole that allowed Japanese to own land by having their children, who where U.S. citizen by birthright, to hold a deed
- The 1907 Federal Immigration Act that created new categories of immigrants, such as contract laborers, that would be denied entry to the United States. Japanese immigrants, for instance, came as contract laborers for the rail companies. A related 1908 “Gentlemen’s Agreement” prohibited Japanese people from entering the United States from Canada, Mexico, or Hawaii
- The 1917 Federal Immigration Act that further restricted Asian immigration by shifting to a Caucasian-only immigration policy. The act defined a “barred zone” in Southeast Asia that included parts of China, all of India, Burma, Siam (Thailand), the Asian part of Russia, parts of Arabia, part of Afghanistan, most of the Polynesian islands and the East Indian islands
- A 1920 move by Seattle-area politicians that ultimately resulted in tighter restrictions on nonwhite immigrants. The Anti-Japanese League, founded in 1916 by a former Washington State legislator, played a critical role in bringing congressional hearings to Seattle. The chief concerns expressed by the director of the League were that Japanese immigrants were taking away jobs from the American soldiers returning from World War I and were also taking over “certain business sectors from their Caucasian competitors.”<sup>52</sup>
- The 1921 Federal Immigration Act that imposed quantitative restrictions on immigration. The Act limited the number of immigrants to 3 percent of the foreign-born population of any given group in the United States on the basis of the 1910 census. The 1924 Immigration Act imposed further restrictions by using the 1890 census numbers as the basis to calculate the same 3 percent limit.

<sup>51</sup> Ibid.

<sup>52</sup> “The Anti-Japanese Crusade and Congressional Hearings,” p.3

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

- The 1934 Tyding-McDuffie Act, which granted commonwealth status to the Philippines and set the stage for Philippine independence in 1946. The act also divested Filipinos of their status as nationals, making those in the U.S. eligible for deportation unless they became citizens. Between 1934 and 1946, an annual quota of only 50 visas was allocated for the Philippines.<sup>53</sup>
- The internment of Japanese-Americans that President Roosevelt authorized on February 19, 1942, which removed Japanese Americans from the West Coast and placed them in internment camps as part of the U.S. military strategy during World War II. A total of 110,000 Japanese Americans were displaced, including those from Seattle<sup>54</sup>
- The 1947 Taft-Hartley Act, which was enacted to weaken supposed Communist-Party-related activities, including the activities of labor unions. The result was that Filipinos who were accused of being Communists and had been active in Seattle Local 7 were reported to the Bureau of Immigration and subsequently deported<sup>55</sup>
- The McCarran Internal Security Act of the 1950s, which was enacted to require Communists and “Communist-front” organizations to register with the Attorney General and to allow immigration officials to deport “subversive” aliens. More than 30 Filipinos from Seattle were jailed. Moreover, despite taking the case before the Supreme Court, and Local 7’s efforts to restrict deportation, some Filipinos were, indeed, deported.<sup>56</sup>

### (b) Filipino Immigrants

In addition to Seattle’s long-standing history of having Asian Americans among its population, Pacific Islanders, particularly Filipinos, also were drawn to the city. The numbers of Filipino residents do not appear in early Census documents, but histories of the local labor movement suggest that the Filipino presence in Seattle was once quite prominent. Filipinos came to the United States in the early 1900s in search of educational opportunities and work. Because the Philippines were a U.S. Territory until 1930, however, Filipinos were not classified as immigrants but as U.S. nationals.<sup>57</sup> By the 1920s Seattle had a sizable Filipino community with organized fraternities and community groups.

Many Filipinos, however, found that, after gaining an education, few job opportunities open to them. In the 1930s, many highly educated Filipinos became active

---

<sup>53</sup> “Selective Narrative Timetable of U.S. Laws of Immigration and Naturalization. [www2.ucsc.edu/aparc/Narative](http://www2.ucsc.edu/aparc/Narative) (accessed May 17, 2008.) Ancheta, Angelo N. Race, Rights, and the Asian American Experience.

<sup>54</sup> Takaki, R. *A Different Mirror*. Little, Brown and Company. 1993 p.382

<sup>55</sup> “The Local 7/Local 37 Story: Filipino American Cannery Unionism in Seattle 1940-1959. Seattle Civil Rights and Labor Project.

<sup>56</sup> Ibid.

<sup>57</sup> In 1934, the Tyding-McDuffie Act stopped the unrestricted Filipino movement to the continental U.S.

## **Raising Achievement Among English Language Learners in Seattle’s Public Schools**

in building labor unions,<sup>58</sup> and, by 1936, Filipinos were taking leadership roles in the Cannery Workers’ and Farm Laborers’ Union, Local 18257 (under the American Federation of Labor-AFL)—later to become Local 7 (under the Congress of Industrial Organizations-CIO). The cannery unions in Seattle, Portland, Stockton, and San Francisco would dispatch predominantly Filipino workers to Alaska, and eventually Local 7 consolidated its three local branches into one Seattle-based Local 7. The labor union then became a main source of employment for disenfranchised Filipino Americans years before the Equal Opportunity Employment Act was passed in the 1960s.<sup>59</sup>

The outbreak of World War II increased opportunities for Filipinos in the defense industry and the armed forces—

- Filipinos were drafted or joined the armed forces
- Filipinos stepped into job vacancies resulting from the internment of more than 100,000 Japanese-American along the West Coast
- The labor shortage due to the war opened up non-seasonal work to Filipinos
- Filipinos obtained jobs in industries related to military production
- Labor shortages threatened the salmon industry and, as a result, the government exempted many Filipino workers from the draft because the supply of canned food was considered important to the war effort

As Seattle and the entire West Coast grappled with labor shortages during the war, Filipino labor leaders consolidated their power. By the end of the war, Local 7 represented Seattle workers, recruited Filipino workers, and had become the bargaining agent for cannery workers up and down the West Coast. Local 7 was considered the most militant and active Filipino union in the United States.<sup>60</sup>

### **(c) African Americans**

Seattle’s African American population increased dramatically during World War II and its aftermath. As men left for the armed services, jobs in the defense industry opened for blacks. The new defense-related industries were located on the West Coast, prompting a large-scale migration of workers. Forty-five thousand African Americans migrated to the Pacific Northwest to work in the defense industries during that period. As a result, Seattle’s black population grew from 3,789 in 1940 to 15,666 in 1950.<sup>61</sup>

Prior to World War II, African Americans in Seattle were small in numbers, but had built an active community and rich network of organizations and churches.

---

<sup>58</sup> “The Local 7 Story...” p.2

<sup>59</sup> Ibid. p. 10

<sup>60</sup> Ibid

<sup>61</sup> Seattle Civil Rights and Labor History Project. “Battle at Boeing” p. 2

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

Moreover, African American union activists were critical to the union building of the 1930s and the struggle against anti-black union hiring practices.<sup>62</sup> After a bitter strike in 1934 by the International Longshoremen’s Association (ILA), the Pacific longshoremen returned to work with wage increases and new racial attitudes. Black union leaders, as did Filipino activists, had to fight charges of Communism during the McCarthy anti-Communists hysteria.

In many respects, the experience of Asian Americans and African Americans were strikingly similar. Both groups were drawn to Seattle by the demand for labor. To varying degrees, both groups faced discrimination that was institutionalized by federal, state, local and even union policies.

### (d) Hispanics

Hispanics, specifically Mexicans, date to the late 1700s in Washington State. Spain, of course, claimed the Pacific Northwest in 1774 after Spanish captain Juan Perez sailed to the area from the Mexican port city of San Bas on his ship, the *Santiago*. All Spanish expeditions at the time from New Spain (present-day Mexico) were composed of majority Mexicans, not Spaniards.<sup>63</sup> In 1819, Spain gave up its claim to the Pacific Northwest and sold Florida to the U.S. in the Treaty of Adams-Onis.

After yielding the territory, Hispanics became leaders in the development and provision of transportation for Washington’s emerging mining economy by providing the same mule-pack system they had used in California. The demand for Mexican mule packers remained high in Washington until the railroad became the common mode transportation in late 1870s. As the 19<sup>th</sup> century progressed, more and more Hispanics came to Washington as fur trappers, miners, ranchers, and mule-packers. But, many Hispanics came for agricultural work early in the 20<sup>th</sup> century after the political turmoil of the Mexican revolution. Hispanic immigration was fueled further by the demand for agricultural labor as the U.S. became involved in World War II and the internment of Japanese Americans drew Asian Americans away from the fields.

Second-generation Hispanics from Texas and California (also known as Chicanos) moved into Washington after World War II, and eventually became active in the civil rights and farm workers rights movement begun by Cesar Chavez. The Hispanic farm-worker strikes of the 1960s, moreover, occurred at the same time as the Hispanic student civil rights movement at the University of Washington (UW) in Seattle. The Black Student Union at UW also recruited Hispanic students from the agricultural communities to form the United Mexican American Students (UMAS), which later joined the national Chicano Movement to become MECHA (Movimiento Estudiantil Chicano de Aztlán). By 1969, UMAS was marching in Seattle for Civil Rights.

---

<sup>62</sup> Ibid. “Black Longshoreman: The Frank Jenkins Story”

<sup>63</sup> “Latino History of Washington State”, (By Gonzalo Guzman, August 27, 2006, HistoryLink.org Essay 7901) [http://www.historylink.org/essays/output.cfm?file\\_id=7091](http://www.historylink.org/essays/output.cfm?file_id=7091) (accessed June 3, 2008)

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

Since 1980, Washington has seen a dramatic growth in its Hispanic population and Hispanic immigrants flooded to the state during the 1990s as Latin American countries experienced economic and political turmoil. The tables below provide U.S. Census figures showing increases in Seattle and Washington over the last 25 years.<sup>64</sup>

**Table 11. Washington State Population of Hispanic Origin**

	<i>State Total Population</i>	<i>Hispanic Origin Pop.</i>	<i>Hispanic As % of State Population</i>
1980	4,132,353	120,016	2.9
1990	4,866,692	241,570	4.4
2000	5,894,121	441,509	7.5
2006	6,395,798	580,027	9.0

**Table 12. Seattle Population of Hispanic Origin**

	<i>Seattle Total Population</i>	<i>Hispanic Origin Pop.</i>	<i>Hispanic As % of Seattle Population</i>
1980	493,846	12,744	2.6
1990	516,259	18,349	3.6
2000	563,374	29,719	5.3
2006	562,106	32,970	5.9

The Hispanic population in Washington State has increased from 120,000 in 1980 to 580,000 in 2006, an increase of 460,011 people or 383 percent. During this same period, Seattle’s population grew from 12,744 in 1980 to 31,970 in 2006, an increase of 19,226 people or 151 percent. Still, Hispanics represent just 5.9 percent of Seattle’s population and 9 percent of the state’s population.

Seattle’s Public Schools enrollment does not mirror the city’s dramatic increase in Hispanic citizens. Between 2002-03 and 2007-08, the share of Seattle’s school enrollment that was Hispanic remained at about 11 percent. Year-to-year increases ranged from a low of 39 students to the high of 96 students,<sup>65</sup> the district reported a *decrease* of 107 Hispanic students between 2005-06 and 2006-07.

### (e) Southeast Asian Refugees

The 25-year war in Vietnam was not solely fought in Vietnam, but was a regional conflict fought throughout Southeast Asia. Near the end of the conflict in 1975, many refugees from the region came to Seattle, including the following groups—

<sup>64</sup> Sources: Historical/Current Data Set: Total Resident Population, Washington (1960-2-007) Office of Financial Management, State of Washington; Hispanic Population by Type for Regions, States, and Puerto Rico: 1990 and 2000. U.S. Census 2000 Summary File; 1990 Census of Population, *General Population Characteristics* (CP-1-1); Census 2000 Supplementary Survey Profile, Washington. American Community Survey, Washington and Seattle 2006; *Dispersal and Concentration: pattern of Latino Residential Settlement* by Robert Suro and Sonya Tafoya. Pew Hispanic Center. December 2004; Seattle Department of Planning and Development, Seattle Community Profile—Demographic and Income Trends.

<sup>65</sup> Data Profile: District Summary (Dec 2007) Seattle Public Schools

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

- *Vietnamese.* From the mid 1970’s to the mid 1980’s, Seattle was the resettlement destination for many Southeast Asian refugees coming to the United States. During this period, approximately 100,000 Southeast Asians came to the United States with nearly 45,000 settling in Washington State, mostly in King and Pierce Counties.<sup>66</sup> The first wave of refugees, numbering several hundred thousand, comprised many South Vietnamese military and government personnel leaving the region when the communists assumed power in Vietnam in 1975. Many were highly educated professionals. Later, another set of Vietnamese refugees would come to the United States—individuals surviving harrowing experiences of escape and with limited levels of education.
- *Cambodians.* Cambodia was drawn into the Vietnam War in the early 1970s. After the communist takeover in 1975, the people of Cambodia suffered horribly at the hands of the Khmer Rouge. Millions perished and those left alive were forced to work in state-run labor camps. The first wave of Cambodian refugees came to the U.S. in 1975 and a second, larger wave came in the 1980s. By 1988 nearly 10,000 Cambodian refugees lived in Washington State (the majority living in King and Pierce Counties). Many refugees in the second wave were farmers from small villages with little or no prior education.
- *Laotians.* Laos’s was also drawn into the regional conflict more popularly known as the Vietnam War. In Laos the conflict resulted in some two thirds of the country being bombed, causing widespread environmental destruction and the flight of about 600,000 refugees, many who arrived in the United States between 1979 and 1982.
- *Hmong.* The Hmong are one of the hill tribes of Laos and during the Southeast Asia War were considered the backbone of the CIA-trained guerrilla force in Laos. When the communists took power in 1975, the government began an extermination campaign against the Hmong and many fled to the U.S. Some 1,200 Hmong now live primarily in the Seattle area.
- *Mien.* During the war, many Mien worked in the CIA underground army and were later subject of persecution. Most escaped to Thailand after 1975, and a number eventually reached the United States. Some 1,000 Mien settled in Washington.

Many Southeast Asian refugees came to the United States to escape a violent past. For some, the challenge of adapting to a new country was further by low levels of education and unique customs that differed greatly from the industrialized west. Despite these difficulties, Southeast Asian refugees have made great strides over the last 30 years, pursuing careers and educating their children, creating social organizations, establishing small businesses, and maintaining their cultures. The community has now grown into a formidable economic force in Seattle and supports a wide range of professions.

---

<sup>66</sup>“Southeast Asian Americans” (by David A. Takami, February 17, 1999 , HistoryLink.org Essay 894) [http://www.historylink.org/essays/output.cfm?file\\_id=894](http://www.historylink.org/essays/output.cfm?file_id=894) (accessed July 31, 2008). Sources: Ronald Takaki, *Strangers from a Different Shore: A History of Asian Americans* (Boston: Little, Brown and Co., 1989); David A. Takami, *Shared Dreams: A History of Asians and Pacific Americans in Washington State* (Seattle: International Examiner, 1989). By David A. Takami, February 17, 1999

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

### Seattle’s Local Segregation Ordinances

Seattle’s richly diverse residents were sharply segregated not so long ago by local ordinances that kept nonwhites out of most jobs, neighborhoods, stores, restaurants, hotels, and hospitals.<sup>67</sup>

- Until the late 1960s, Seattle north of the Ship Canal was a “sundown” zone, which meant that no people of color lived there and African Americans were expected to be out of the area when the workday ended. Queen Anne, Magnolia, and West Seattle were also “sundown” zones.
- Surrounding suburbs such as Shoreline, Lake Forest Park, and Bellevue, vigorously and explicitly excluded people of color.

The result of these “sundown” zones was that African American citizens were largely concentrated in the Central District of Seattle—an area in which 75 to 95 percent of the population was black. Asian Americans lived south of this Central District in areas that were between 40-to-60 percent Asian American. By 1980, both African Americans and Asian Americans were similarly isolated in the South Side of Seattle.

### Seattle’s Reemergence as a Refugee Gateway.

An analysis of where the majority of refugees coming to the United States between 1983 and 2004 settled showed that 48,573 came to Seattle.<sup>68</sup> Many of these refugees were from African countries torn by political and civil unrest, including Somalia, Sudan, and Liberia. A total of 35,000 refugees came from Somalia alone. Close to 50 percent of these refugees have resettled in just five metropolitan areas—including Seattle where 4 percent chose to resettle. Immigrants and refugees from Eritrea and Ethiopia have also settled in Seattle in recent years.

**Table 13. Refugees Resettled in Seattle by Decade, by Total Number of Refugees<sup>69</sup>**

Metropolitan Area	1980s	% of all Refugees in 1980s	1990s	% of all Refugees in 1990s	2000s	% of all Refugees in 2000s	1983-2004	% of all Refugees 1983-2004
Seattle-area	11,889	2.6 %	28,129	3.1%	8,555	4.0%	48,573	3.1%

Most refugees settle in a metropolitan area with large numbers of foreign-born residents coming from the same countries. Thus, Seattle ranks 23 (out of 30 metropolitan areas) in the percentage of its population that is foreign-born, but it ranks fifth in the

<sup>67</sup> *Remember Seattle’s Segregated History*. James N. Gregory. Seattle Civil Rights and Labor History Project. Other places of business such as real estate offices, doctor’s offices, also refused to serve African Americans, Japanese Americans, Filipino Americans and Chinese Americans as late as the 1950s.

<sup>68</sup> “Refugee Resettlement in Metropolitan America” (By Audrey Singer and Jill H. Wilson, The Brookings Institution, March 1, 2007), <http://www.migrationinformation.org/feature/> (accessed March 2, 2008).

<sup>69</sup> Decades correspond to three distinct periods: 1983-1989, 1990-1999, and 2000-2004. *ibid.* Table 3.

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

nation in the number of refugees that settled there. The table below shows refugee flows to Seattle by decade.

About 20 percent of all refugees settling in the U.S. since 2000 have gone to one of five major metropolitan areas: Seattle, Minneapolis-St. Paul, Atlanta, Sacramento, and Portland). Some 1.5 percent of Seattle’s population is now composed of refugees.

**Table 14. Refugees as a Percent of Seattle’s Population**

	1980	1990	2000
<b>% of Seattle’s Population</b>	2.4%	5.4%	1.5%

### The Demographic Impact on the Schools

These segregated housing and employment practices resulted in many of the city’s minority children attending segregated schools. This pattern was particularly pronounced for African American children living in the Central District, where schools were predominantly black. Throughout the late 1950s (after *Brown v. Board of Education*) and the early 1960s, various civil rights groups in Seattle unsuccessfully tried to persuade a predominately white school board to address the desegregation of the Seattle Public Schools. The school district, however, argued that neighborhood schools were preferable so all children could walk to a nearby school.<sup>70</sup>

Still, Seattle became the largest city in the U.S. in 1977 to voluntarily undertake districtwide desegregation through mandatory busing. By 1981, nearly 40 percent of the district’s students were being bused.<sup>71</sup> The district’s busing policy faced multiple legal challenges, gradually changed as it lost public support, and eventually ended in 1999.

During this period, the enrollment of the Seattle Public Schools changed appreciably. Some 84,000 children were enrolled in the school district in the 1970-71 school year, of which about 67,000 were white, 10,700 were African American, 4,500 were Asian American, and fewer than 1,000 were Hispanic. By the 1980-81 school year, the district’s enrollment had plummeted to about 49,000, of which 28,000 students were white, 10,300 were African American, 7,100 were Asian American, and 2,000 were Hispanic. By 2005-06, the 46,000-student district had 19,000 whites, 10,100 African Americans, 10,600 Asian/Pacific Islanders, and about 5,500 Hispanics.

The city of Seattle, for its part, has become increasingly diverse over this period, although the percentage of nonwhite residents of the city is lower than the percentage of nonwhite students in the school district. In 1980, for instance, 19 percent of Seattle’s population was made up of people of color. By 2000, this group increased to 30 percent, and it is projected to increase to 32 percent by 2009.

<sup>70</sup> Seattle Civil Rights Project. “The Seattle School Boycott of 1966.” P.2

<sup>71</sup> *HistoryLink.org Online Encyclopedia of Washington State History*, “Busing in Seattle: A Well-Intentioned Failure” (By Cassandra Tate, September 07, 2002), <http://www.historylink.org/> (accessed May 17, 2008).

**APPENDIX B. EXCERPT FROM WASHINGTON STATE ENGLISH  
LANGUAGE DEVELOPMENT STANDARDS IN READING**

## APPENDIX B. EXCERPT FROM WASHINGTON STATE ENGLISH LANGUAGE DEVELOPMENT STANDARDS IN READING

### WASHINGTON STATE ELD READING STANDARDS

**EALR 2: The student understands the meaning of what is read.**

Component 2.3: Expand comprehension by analyzing, interpreting, and synthesizing information and ideas in literary and informational text.

Component 2.4: Think critically and analyze author’s use of language, style, purpose, and perspective in informational and literary text.

Proficiency Level	GLE	K-2	3-5	6-8	9-12
<b>Beginning</b> <i>(EALR 2 Comp. 2.3, 2.4)</i>	2.3.1	<ul style="list-style-type: none"> <li>• Draw pictures to represent similarities in settings and common information in stories read aloud.</li> </ul>	<ul style="list-style-type: none"> <li>• Use gestures to indicate and draw pictures to represent cause and effect relationships and compare and contrast in simple short texts read aloud.</li> </ul>	<ul style="list-style-type: none"> <li>• Use a word or gesture to describe:                             <ul style="list-style-type: none"> <li>○ familiar concepts</li> <li>○ cause and effect relationships</li> <li>○ compare and contrast between texts read aloud</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Use a word or gesture to describe:                             <ul style="list-style-type: none"> <li>○ familiar concepts</li> <li>○ cause and effect relationships</li> <li>○ compare and contrast within and/or between simple short texts read aloud</li> </ul> </li> </ul>
	2.3.2	<ul style="list-style-type: none"> <li>• Draw and sort pictures to group objects with common attributes.</li> </ul>	<ul style="list-style-type: none"> <li>• Use a word, gesture, or drawing to group objects with common attributes.</li> </ul>	<ul style="list-style-type: none"> <li>• Use a picture, word, or gesture to categorize elements in literary or informational text.</li> </ul>	<ul style="list-style-type: none"> <li>• Use a picture, word, or gesture to categorize elements in literary or informational text.</li> </ul>
	2.3.3	<ul style="list-style-type: none"> <li>• Match groups of familiar objects with common attributes.</li> </ul>	<ul style="list-style-type: none"> <li>• Match groups of familiar objects with common attributes.</li> </ul>	<ul style="list-style-type: none"> <li>• Categorize words and characters from pictures and labels.</li> </ul>	<ul style="list-style-type: none"> <li>• Categorize words and characters from pictures and labels.</li> </ul>
	2.3.4			<ul style="list-style-type: none"> <li>• Use word or gesture to indicate location of information in picture dictionaries.</li> </ul>	<ul style="list-style-type: none"> <li>• Use word or gesture to indicate location of information in picture dictionaries.</li> </ul>

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

Proficiency Level	GLE	K-2	3-5	6-8	9-12
	2.4.1			<ul style="list-style-type: none"> <li>Use word or gesture to express own reaction to literature.</li> </ul>	<ul style="list-style-type: none"> <li>Use word or gesture to express own reaction to literature.</li> </ul>
	2.4.2				<ul style="list-style-type: none"> <li>Use word or gesture to distinguish between fantasy and reality (fiction/non-fiction).</li> </ul>
<b>Advanced Beginning</b> <i>(EALR 2</i> <i>Comp. 2.3, 2.4)</i>	2.3.1	<ul style="list-style-type: none"> <li>Answer questions about settings and basic information from pictures.</li> </ul>	<ul style="list-style-type: none"> <li>Use words and/or phrases to describe:                             <ul style="list-style-type: none"> <li>familiar concepts</li> <li>cause and effect relationships</li> <li>compare and contrast within and/or between texts read aloud</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Use words and/or phrases to describe:                             <ul style="list-style-type: none"> <li>familiar concepts</li> <li>cause and effect relationships</li> <li>compare and contrast within and/or between texts read aloud</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Use words and/or phrases to describe:                             <ul style="list-style-type: none"> <li>familiar concepts</li> <li>cause and effect relationships</li> <li>compare and contrast within and/or between texts read aloud</li> </ul> </li> </ul>
	2.3.1	<ul style="list-style-type: none"> <li>Use phrases to identify similarities in characters and settings and common information found in texts read aloud.</li> </ul>			
	2.3.2	<ul style="list-style-type: none"> <li>Name and categorize objects according to common attributes.</li> </ul>	<ul style="list-style-type: none"> <li>Use words or phrases to categorize elements in literary and informational text.</li> </ul>	<ul style="list-style-type: none"> <li>Answer cause/effect and comparison/contrast questions about written paragraph-length text.</li> </ul>	<ul style="list-style-type: none"> <li>Answer cause/effect and comparison/contrast questions about written paragraph-length text.</li> </ul>
	2.3.2	<ul style="list-style-type: none"> <li>Use words and/or phrases to label objects grouped by common attributes or to complete teacher generated graphic organizer.</li> </ul>	<ul style="list-style-type: none"> <li>Use words or phrases to discuss information found in general reference materials (e.g., picture dictionary, dictionary, thesaurus).</li> </ul>	<ul style="list-style-type: none"> <li>Use words or phrases to discuss information found in general reference materials (e.g., picture dictionary, dictionary, thesaurus).</li> </ul>	<ul style="list-style-type: none"> <li>Use words or phrases to discuss information found in general reference materials (e.g., picture dictionary, dictionary, thesaurus).</li> </ul>

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

Proficiency Level	GLE	K-2	3-5	6-8	9-12
<b>Advanced Beginning</b> <i>(EALR 2            Comp. 2.3, 2.4)</i>	2.3.3		<ul style="list-style-type: none"> <li>Use words or phrases to identify the simplest forms of literary devices (e.g., simile, metaphors, and alliteration).</li> </ul>	thesaurus). <ul style="list-style-type: none"> <li>Use words or phrases to identify the simplest forms of literary devices (e.g., simile, metaphors, and alliteration).</li> </ul>	<ul style="list-style-type: none"> <li>Use words or phrases to identify the simplest forms of literary devices (e.g., simile, metaphors, and alliteration).</li> </ul>
	2.3.4	<ul style="list-style-type: none"> <li>Use simple note-taking skills to begin to synthesize information from a variety of sources.</li> </ul>	<ul style="list-style-type: none"> <li>Use simple note-taking skills to begin to synthesize information from a variety of sources.</li> </ul>	<ul style="list-style-type: none"> <li>Use simple note-taking skills to begin to synthesize information from a variety of sources.</li> </ul>	<ul style="list-style-type: none"> <li>Use simple note-taking skills to begin to synthesize information from a variety of sources.</li> </ul>
	2.4.1	<ul style="list-style-type: none"> <li>Use words or phrases to make generalizations and draw supported conclusions from text.</li> </ul>	<ul style="list-style-type: none"> <li>Use words or phrases to make generalizations and draw supported conclusions from text.</li> </ul>	<ul style="list-style-type: none"> <li>Use words or phrases to make generalizations and draw supported conclusions from text.</li> </ul>	<ul style="list-style-type: none"> <li>Use words or phrases to make generalizations and draw supported conclusions from text.</li> </ul>
	2.4.2		<ul style="list-style-type: none"> <li>Use words or phrases to identify the author’s use of word choice.</li> </ul>	<ul style="list-style-type: none"> <li>Use words or phrases to identify facts that identify the author’s use of word choice and support the author’s purpose and tone.</li> </ul>	<ul style="list-style-type: none"> <li>Use words or phrases to identify facts that identify the author’s use of word choice and support the author’s purpose and tone.</li> </ul>
	2.4.3		<ul style="list-style-type: none"> <li><i>Distinguish between fantasy/reality and fact/opinion in text composed of phrases or simple sentences. (also 2.3.1)</i></li> </ul>	<ul style="list-style-type: none"> <li><i>Distinguish between fantasy/reality and fact/opinion in text composed of phrases or simple sentences. (also 2.3.1)</i></li> </ul>	<ul style="list-style-type: none"> <li><i>Distinguish between fantasy/reality and fact/opinion in text composed of phrases or simple sentences. (also 2.3.1)</i></li> </ul>
	2.4.3				<ul style="list-style-type: none"> <li>Use words or phrases to distinguish between fantasy and reality in</li> </ul>

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

Proficiency Level	GLE	K-2	3-5	6-8	9-12
<b>Advanced Beginning</b> (EALR 2 Comp. 2.3, 2.4)	2.4.4			<p>literary text and fact and opinion in informational text. (also 2.3.1)</p> <ul style="list-style-type: none"> <li>Use words or phrases to identify persuasive devices from advertising slogans and peer pressure.</li> </ul>	<p>and fact and opinion in informational text. (also 2.3.1)</p> <ul style="list-style-type: none"> <li>Use words or phrases to identify persuasive devices from advertising slogans and peer pressure.</li> </ul>
<b>Intermediate</b> (EALR 2 Comp. 2.3, 2.4)	<p>2.3.1</p> <p>2.3.1</p> <p>2.3.2</p> <p>2.3.2</p>	<ul style="list-style-type: none"> <li>Use simple sentences to identify similarities and differences in settings and common information in texts read aloud.</li> <li>Answer questions about settings and common information from text consisting of simple sentences.</li> <li>Categorize objects according to common attributes.</li> <li>Use simple sentences to identify the common attribute of a group of objects, characters, or ideas.</li> </ul>	<ul style="list-style-type: none"> <li>Answer cause/effect and comparison/contrast questions about written paragraph of text.</li> <li>Use simple sentences with text-based evidence to: <ul style="list-style-type: none"> <li>describe cause and effect</li> <li>compare and contrast in text read aloud or independently</li> </ul> </li> <li>Categorize objects according to common attributes.</li> <li>Distinguish between fantasy/reality and fact/opinion in short text. (also 2.2.4)</li> </ul>	<ul style="list-style-type: none"> <li>Identify cause/effect and comparison/contrast relationships in written text.</li> <li>Use simple sentences with text-based evidence to: <ul style="list-style-type: none"> <li>describe cause and effect</li> <li>compare and contrast in text read aloud or independently</li> </ul> </li> <li>Categorize objects according to common attributes.</li> <li>Identify the author’s purpose and distinguish between fantasy/reality and fact/opinion in short text. (also 2.2.4)</li> </ul>	<ul style="list-style-type: none"> <li>Identify cause/effect and comparison/contrast relationships in written text.</li> <li>Use simple sentences with text-based evidence to: <ul style="list-style-type: none"> <li>describe cause and effect</li> <li>compare and contrast</li> </ul> </li> <li>Categorize objects according to common attributes.</li> <li>Identify the author’s purpose and distinguish between fantasy/reality and fact/opinion in short text. (also 2.2.4)</li> </ul>

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

Proficiency Level	GLE	K-2	3-5	6-8	9-12
<b>Intermediate</b> <i>(EALR 2 Comp. 2.3, 2.4)</i>	2.3.2		<ul style="list-style-type: none"> <li>Locate information in adapted general reference materials (e.g., picture dictionaries, dictionary, thesaurus).</li> </ul>	<ul style="list-style-type: none"> <li>Locate information in adapted general reference materials (e.g., picture dictionaries, dictionary).</li> </ul>	<ul style="list-style-type: none"> <li>Locate information in adapted general reference materials (e.g., picture dictionary, dictionary).</li> </ul>
	2.3.2	<ul style="list-style-type: none"> <li>Use simple sentences to discuss information found in general reference materials (e.g., dictionary, encyclopedia, thesaurus).</li> </ul>	<ul style="list-style-type: none"> <li>Use simple sentences to discuss information found in general reference materials (e.g., dictionary, encyclopedia, thesaurus).</li> </ul>	<ul style="list-style-type: none"> <li>Use simple sentences to discuss information found in general reference materials (e.g., dictionary, encyclopedia, thesaurus).</li> </ul>	<ul style="list-style-type: none"> <li>Use simple sentences to identify appropriate sources of information from general reference materials (e.g., dictionary, encyclopedia, thesaurus).</li> </ul>
	2.3.3	<ul style="list-style-type: none"> <li>Indicate understanding of common idioms (e.g., catch the bus, keep up, drop in).</li> </ul>	<ul style="list-style-type: none"> <li>Indicate understanding of common idioms (e.g., catch the bus, keep up, drop in).</li> </ul>	<ul style="list-style-type: none"> <li>Indicate understanding of common idioms (e.g., catch the bus, keep up, drop in).</li> </ul>	<ul style="list-style-type: none"> <li>Indicate understanding of extended list of common idioms (e.g., catch the bus, keep up, drop in).</li> </ul>
	2.3.3				<ul style="list-style-type: none"> <li>Use simple sentences to explain idioms used in literary text.</li> </ul>
	2.3.3	<ul style="list-style-type: none"> <li>Use simple sentences to identify literary devices within a text (e.g., dialogue and alliteration).</li> </ul>	<ul style="list-style-type: none"> <li>Use simple sentences to identify literary devices within a text (e.g., dialogue and alliteration).</li> </ul>	<ul style="list-style-type: none"> <li>Use simple sentences to identify literary devices (e.g., dialogue and alliteration).</li> </ul>	<ul style="list-style-type: none"> <li>Use simple sentences to identify literary devices (e.g., dialogue and alliteration).</li> </ul>
	2.3.4			<ul style="list-style-type: none"> <li>Use simple sentences to integrate information from a variety of sources by note taking and paraphrasing.</li> </ul>	<ul style="list-style-type: none"> <li>Use simple sentences to integrate information from a variety of sources by note taking and paraphrasing.</li> </ul>
<b>Intermediate</b>	2.4.1	<ul style="list-style-type: none"> <li>Use simple sentences to make generalizations and</li> </ul>	<ul style="list-style-type: none"> <li>Use simple sentences to make generalizations and</li> </ul>		<ul style="list-style-type: none"> <li>Use simple sentences to make generalizations and</li> </ul>

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

Proficiency Level	GLE	K-2	3-5	6-8	9-12
(EALR 2 Comp. 2.3, 2.4)		draw supported conclusions from text.	draw supported conclusions from text.	<ul style="list-style-type: none"> <li>Use simple sentences to make generalizations and draw supported conclusions from text.</li> </ul>	draw supported conclusions from text.
	2.4.2	<ul style="list-style-type: none"> <li>Use simple sentences to identify facts that support the author’s word choice, purpose, tone, and use of persuasive devices.</li> </ul>	<ul style="list-style-type: none"> <li>Use simple sentences to identify facts that support the author’s word choice, purpose, tone, and use of persuasive devices.</li> </ul>	<ul style="list-style-type: none"> <li>Use simple sentences to identify facts that support the author’s word choice, purpose, tone, and use of persuasive devices.</li> </ul>	<ul style="list-style-type: none"> <li>Use simple sentences to identify and explain author’s purpose for text (e.g., to entertain, to explain, to inform, to persuade).</li> </ul>
	2.4.3	<ul style="list-style-type: none"> <li>Use simple sentences to distinguish between fact and opinion. (also 2.3.1)</li> </ul>	<ul style="list-style-type: none"> <li>Use simple sentences to distinguish between:                             <ul style="list-style-type: none"> <li>fantasy and reality in literary text</li> <li>fact and opinion (also 2.3.1)</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Use simple sentences to distinguish between:                             <ul style="list-style-type: none"> <li>fantasy and reality in literary text</li> <li>fact and opinion (also 2.3.1)</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Use simple sentences to distinguish between:                             <ul style="list-style-type: none"> <li>fantasy and reality in literary text</li> <li>fact and opinion (also 2.3.1)</li> </ul> </li> </ul>
<b>Advanced</b> (EALR 2 Comp. 2.3, 2.4)	2.3.1	<ul style="list-style-type: none"> <li>Answer compare/contrast and cause/effect questions about written text.</li> </ul>	<ul style="list-style-type: none"> <li>Answer cause/effect and comparison/ contrast questions about extended written text.</li> </ul>	<ul style="list-style-type: none"> <li>Answer cause/effect and comparison/ contrast questions about extended written text.</li> </ul>	<ul style="list-style-type: none"> <li>Answer cause/effect and comparison/ contrast questions about extended written text.</li> </ul>
	2.3.1	<ul style="list-style-type: none"> <li>Use descriptive sentences to identify similarities and differences in settings, characters, and events of stories read aloud.</li> </ul>	<ul style="list-style-type: none"> <li>Use descriptive sentences and information from texts to describe cause and effect and compare and contrast in literary and informational texts.</li> </ul>	<ul style="list-style-type: none"> <li>Use descriptive sentences and information from texts to describe cause and effect and compare and contrast in literary and informational texts.</li> </ul>	<ul style="list-style-type: none"> <li>Use descriptive sentences and information from texts to describe cause and effect and compare and contrast in literary and informational texts (e.g., character motivation, influence of historical events).</li> </ul>
<b>Advanced</b>	2.3.2	<ul style="list-style-type: none"> <li>Use descriptive sentences to</li> </ul>	<ul style="list-style-type: none"> <li>Locate information on a</li> </ul>	<ul style="list-style-type: none"> <li>Locate information on a</li> </ul>	<ul style="list-style-type: none"> <li>Integrate information from a</li> </ul>

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

Proficiency Level	GLE	K-2	3-5	6-8	9-12
<i>(EALR 2 Comp. 2.3, 2.4)</i>		describe multiple common attributes of a sorted group of objects.	topic in the appropriate resource/s for a specific purpose.	topic in the appropriate resource/s for a specific purpose.	variety of sources to draw conclusions using note taking and paraphrasing. <i>(also 2.3.4)</i>
	2.3.3	<ul style="list-style-type: none"> <li>• Demonstrate understanding of common idioms.</li> </ul>	<ul style="list-style-type: none"> <li>• Demonstrate understanding of literary idioms used in extended text.</li> </ul>	<ul style="list-style-type: none"> <li>• Demonstrate understanding of literary idioms used in extended text.</li> </ul>	<ul style="list-style-type: none"> <li>• Demonstrate understanding of literary idioms used in extended text.</li> </ul>
	2.3.3	<ul style="list-style-type: none"> <li>• Identify literary devices in text.</li> </ul>	<ul style="list-style-type: none"> <li>• Use descriptive sentences to identify literary devices (e.g., personification, imagery, dialogue, and alliteration) within a text.</li> </ul>	<ul style="list-style-type: none"> <li>• Use descriptive sentences to identify additional literary devices (e.g., metaphor, imagery, irony, sarcasm and humor).</li> </ul>	<ul style="list-style-type: none"> <li>• Use descriptive sentences to explain meanings of literary devices (e.g., simile, exaggeration, personification, metaphor, analogy).</li> </ul>
	2.4.1	<ul style="list-style-type: none"> <li>• Use descriptive sentences to draw conclusions, make generalizations, and explain how to solve problems using information from a text.</li> </ul>	<ul style="list-style-type: none"> <li>• Use descriptive sentences to draw conclusions, make generalizations, and explain how to solve problems using information from a text.</li> </ul>	<ul style="list-style-type: none"> <li>• Identify the author’s purpose and answer fantasy/reality and fact/opinion questions about extended text.</li> </ul>	<ul style="list-style-type: none"> <li>• Identify the author’s purpose and answer fantasy/reality and fact/opinion questions about extended text.</li> </ul>
	2.4.1			<ul style="list-style-type: none"> <li>• Use descriptive sentences to explain the author’s use of word choice, sentence structure and length, and time to influence an audience.</li> </ul>	<ul style="list-style-type: none"> <li>• Use descriptive sentences to provide text-based examples of author’s word choice to influence an audience (e.g., bias, stereotype, over-generalization).</li> </ul>
<b>Advanced</b>	2.4.2	<ul style="list-style-type: none"> <li>• Use descriptive sentences to identify and explain the author’s use of word choice,</li> </ul>	<ul style="list-style-type: none"> <li>• Use descriptive sentences to identify and explain the author’s use of word choice,</li> </ul>	<ul style="list-style-type: none"> <li>• Use descriptive sentences to explain the intended effects of authors’</li> </ul>	<ul style="list-style-type: none"> <li>• Use descriptive sentences to explain the intended effects of authors’ persuasive</li> </ul>

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

Proficiency Level	GLE	K-2	3-5	6-8	9-12
(EALR 2 Comp. 2.3, 2.4)	2.4.3	<p>sentence structure and length, and tone.</p> <ul style="list-style-type: none"> <li>Identify the author’s purpose and answer fact/opinion questions about extended text. <i>(also 2.3.1)</i></li> </ul>	<p>sentence structure and length, and tone.</p> <ul style="list-style-type: none"> <li>Identify the author’s purpose and answer fantasy/reality and fact/opinion questions about extended text. <i>(also 2.3.1)</i></li> <li>Use descriptive sentences to explain use of persuasive devices, propaganda techniques, and point of view.</li> </ul>	<p>persuasive strategies and evaluate authors’ use of details and examples to achieve effect.</p> <ul style="list-style-type: none"> <li>Identify the author’s purpose and answer fantasy/reality and fact/opinion questions about extended text. <i>(also 2.3.1)</i></li> <li>Use descriptive sentences to explain use of persuasive devices, propaganda techniques, and point of view.</li> <li>Use descriptive sentences to compare and contrast themes and concepts among texts and make generalizations about universal themes, the human condition and cultural or historical perspectives.</li> </ul>	<p>strategies and evaluate authors’ use of details and examples to achieve effect.</p> <ul style="list-style-type: none"> <li>Identify the author’s purpose and answer fantasy/reality and fact/opinion questions about extended text. <i>(also 2.3.1)</i></li> <li>Use descriptive sentences to explain use of persuasive devices, propaganda techniques, and point of view.</li> <li>Use descriptive sentences to compare and contrast themes and concepts among texts and make generalizations about universal themes, the human condition and cultural or historical perspectives.</li> </ul>
<b>Transitional</b> (EALR 2 Comp. 2.3, 2.4)	2.3.1	<ul style="list-style-type: none"> <li>Describe and explain similarities and differences in settings, characters, and events of stories read aloud or in text.</li> </ul>	<ul style="list-style-type: none"> <li>Answer compare/contrast and cause/effect questions citing evidence from grade-level text.</li> <li>Use specialized vocabulary and evidence from literary</li> </ul>	<ul style="list-style-type: none"> <li>Answer compare/contrast and cause/effect questions citing evidence from grade-level text.</li> <li>Use specialized vocabulary to:</li> </ul>	<ul style="list-style-type: none"> <li>Answer compare/contrast and cause/effect questions citing evidence from grade-level text.</li> <li>Use specialized vocabulary to:</li> </ul>
<b>Transitional</b> (EALR 2 Comp. 2.3, 2.4)	2.3.1				

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

Proficiency Level	GLE	K-2	3-5	6-8	9-12
<b>Transitional</b> (EALR 2 Comp. 2.3, 2.4)	2.3.2		<p>and informational text to describe similarities and differences and explain cause and effect relationships.</p> <ul style="list-style-type: none"> <li>Use specialized vocabulary across content areas to explain how to locate information on a specific topic in the appropriate resource/s and how the information fits the topic.</li> </ul>	<ul style="list-style-type: none"> <li>analyze similarities and differences</li> <li>explain cause/effect with text-based evidence</li> </ul> <ul style="list-style-type: none"> <li>Use specialized vocabulary across content areas to integrate information from a variety of sources to draw conclusions by note taking and paraphrasing.</li> </ul>	<ul style="list-style-type: none"> <li>compare/contrast elements</li> <li>state cause/effect between texts using text-based evidence (e.g., character motivation, influence of historical/cultural events)</li> </ul> <ul style="list-style-type: none"> <li>Use specialized vocabulary across content areas to integrate information from a variety of sources to draw conclusions by note taking and paraphrasing.</li> </ul>
	2.3.3	Identify literary devices in grade level text.	<ul style="list-style-type: none"> <li>Identify literary devices in grade level text.</li> </ul>	<ul style="list-style-type: none"> <li>Identify literary devices in grade level text to indicate how they convey the author’s message.</li> </ul>	<ul style="list-style-type: none"> <li>Identify literary devices in grade level text to indicate how they convey the author’s message.</li> </ul>
	2.3.3		<ul style="list-style-type: none"> <li>Use specialized vocabulary to explain use of literary devices (e.g., metaphor, simile, humor, exaggeration and idioms).</li> </ul>	<ul style="list-style-type: none"> <li>Use specialized vocabulary to explain meaning and author’s use of literary devices (e.g., irony, sarcasm, dialogue, humor, and symbol).</li> </ul>	<ul style="list-style-type: none"> <li>Use specialized vocabulary to explain meaning and author’s use of literary devices (e.g., irony, sarcasm, dialogue, humor, and symbol).</li> </ul>
	2.4.1		<ul style="list-style-type: none"> <li>Identify facts/opinions, draw conclusions, make generalizations and inferences from grade-level</li> </ul>	<ul style="list-style-type: none"> <li>Identify facts/opinions, draw conclusions, make generalizations and inferences from grade-</li> </ul>	<ul style="list-style-type: none"> <li>Identify facts/opinions, draw conclusions, make generalizations and inferences from grade-level</li> </ul>

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

Proficiency Level	GLE	K-2	3-5	6-8	9-12
<b>Transitional</b> (EALR 2 Comp. 2.3, 2.4)	2.4.1 2.4.3 2.4.5		<p>text.</p> <ul style="list-style-type: none"> <li>• Use specialized vocabulary to:               <ul style="list-style-type: none"> <li>○ identify facts and opinions,</li> <li>○ draw conclusions</li> <li>○ make generalizations</li> <li>○ explain how to solve problems using information from texts</li> </ul> </li> <li>• Identify effect of author’s word choice, syntax, and tone.</li> <li>• Use specialized vocabulary to identify, explain, and cite examples of the author’s use of:               <ul style="list-style-type: none"> <li>○ word choice</li> <li>○ sentence structure and length</li> <li>○ tone</li> <li>○ persuasive devices</li> <li>○ propaganda techniques</li> <li>○ point of view</li> <li>○ beliefs and assumptions</li> </ul> </li> </ul>	<p>level text.</p> <ul style="list-style-type: none"> <li>• Use specialized vocabulary to explain:               <ul style="list-style-type: none"> <li>○ how to solve problems</li> <li>○ make generalizations from literary and informational texts</li> </ul> </li> <li>• Identify effect of author’s word choice, syntax, and tone.</li> <li>• Use specialized vocabulary to identify, explain, and cite examples of the author’s use of:               <ul style="list-style-type: none"> <li>○ word choice</li> <li>○ sentence structure and length</li> <li>○ tone</li> <li>○ persuasive devices</li> <li>○ propaganda techniques</li> <li>○ point of view</li> <li>○ beliefs and assumptions</li> </ul> </li> <li>• Explain difference between facts and opinions.</li> </ul>	<p>text.</p> <ul style="list-style-type: none"> <li>• Use specialized vocabulary to explain:               <ul style="list-style-type: none"> <li>○ how to solve problems</li> <li>○ make generalizations from literary and informational texts</li> </ul> </li> <li>• Identify effect of author’s word choice, syntax, tone, persuasive devices, propaganda techniques and point of view.</li> <li>• Use specialized vocabulary to identify, explain, and cite examples of the author’s use of:               <ul style="list-style-type: none"> <li>○ word choice</li> <li>○ sentence structure and length</li> <li>○ tone</li> <li>○ persuasive devices</li> <li>○ propaganda techniques</li> <li>○ point of view</li> <li>○ beliefs and assumptions</li> </ul> </li> <li>• Explain difference between facts and opinions.</li> </ul>
	2.4.2  2.4.2 2.4.4 2.4.7	<ul style="list-style-type: none"> <li>• Explain the purposes for different commonly printed materials and compare and contrast different types of text.</li> </ul>	<ul style="list-style-type: none"> <li>• Identify effect of author’s word choice, syntax, and tone.</li> <li>• Use specialized vocabulary to identify, explain, and cite examples of the author’s use of:               <ul style="list-style-type: none"> <li>○ word choice</li> <li>○ sentence structure and length</li> <li>○ tone</li> <li>○ persuasive devices</li> <li>○ propaganda techniques</li> <li>○ point of view</li> <li>○ beliefs and assumptions</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Identify effect of author’s word choice, syntax, and tone.</li> <li>• Use specialized vocabulary to identify, explain, and cite examples of the author’s use of:               <ul style="list-style-type: none"> <li>○ word choice</li> <li>○ sentence structure and length</li> <li>○ tone</li> <li>○ persuasive devices</li> <li>○ propaganda techniques</li> <li>○ point of view</li> <li>○ beliefs and assumptions</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Identify effect of author’s word choice, syntax, tone, persuasive devices, propaganda techniques and point of view.</li> <li>• Use specialized vocabulary to identify, explain, and cite examples of the author’s use of:               <ul style="list-style-type: none"> <li>○ word choice</li> <li>○ sentence structure and length</li> <li>○ tone</li> <li>○ persuasive devices</li> <li>○ propaganda techniques</li> <li>○ point of view</li> <li>○ beliefs and assumptions</li> </ul> </li> </ul>
	2.4.3	<ul style="list-style-type: none"> <li>• Explain difference between facts and opinions with teacher guidance.</li> </ul>	<ul style="list-style-type: none"> <li>• Explain difference between facts and opinions.</li> </ul>	<ul style="list-style-type: none"> <li>• Explain difference between facts and opinions.</li> </ul>	<ul style="list-style-type: none"> <li>• Explain difference between facts and opinions.</li> </ul>

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

<b>Proficiency Level</b>	<b>GLE</b>	<b>K-2</b>	<b>3-5</b>	<b>6-8</b>	<b>9-12</b>
	2.4.6			<ul style="list-style-type: none"> <li>• Use specialized vocabulary to analyze concepts, themes and styles among texts and authors.</li> </ul>	<ul style="list-style-type: none"> <li>• Use specialized vocabulary to analyze concepts, themes and styles among texts and authors.</li> </ul>

## **APPENDIX C. INDIVIDUALS INTERVIEWED**

### APPENDIX C. INDIVIDUALS INTERVIEWED

- Carla Santorno, Chief Academic Officer
- Narcita Eugenio, Bilingual Family Center, Coordinator
- Sara Liberty Laylin, Title I/LAP Program, Supervisor
- Mariella Galvez, Migrant Work Based Learning, Supervisor
- Michelle Corker-Curry, Deputy Academic Officer
- Daniel Coles, Math Manager
- Rosalind Wise, Science Manager
- Elaine Woo, Literacy Manager
- Nancy Burke, Bilingual Student Support Services, Consulting Teacher
- Laura Garcia, Headstart Program Manager and Early Childhood Development
- Michael Tolley, Secondary High School Instruction, Instructional Director
- Scott Whitbeck, Elementary Instructional Director
- Patrick Johnson, Elementary Instructional Director
- Ruth Medsker, Middle School and K-8 Instructional Director
- Sandra Robinson-Nance, Professional Development Manager
- Ever Eugenio, IA at Franklin High School
- Laura Kyle, IA at Mercer Middle School
- Taha M. Roba, IA at Gatzert
- Dang Sakun, IA at Arts Magnet High School-Rainier Beach/ Madison
- Lila Chin, Bilingual Teacher at Rainier Beach High School
- Jeffrey Morgen, Bilingual Teacher at Brighton Elementary
- Ann Ioannides-Bulat, Bilingual Teacher at Eckstein Middle School
- Maria Ramirez, Campaña Quetzal—Community Group
- James Lovell, Vietnamese Friendship Association
- Nolette Serra, Board of Director for Education (Filipino Community of Seattle)
- Betty Lau, (retired ELD Dept. chair), Chung Wa Benevolent Association Chinese Community
- Peter Lau, Center for Career Alternatives
- Brad Bernateck, Research and Evaluation Department Manager
- Cheryl Chow, Seattle School Board Member
- Steve Sundquist, Seattle School Board Member
- Tracy Libros, Planning/Enrollment Office
- Rachel Cassidy, Planning/Enrollment Office
- Keni Ofrancia, Bilingual Coach at Van Asselt Elementary
- Marcella Lock-Levi, Bilingual Coach, Kimball Elementary
- Melissa Kurtzweg-Correa, Bilingual Coach, John Stanford Center for Educational Excellence
- Beth Roodhouse, Bilingual Coach, Central Office
- Gozia Stone, Bilingual Coach, Central Office
- Irina Malykhina, Bilingual/ Migrant Program Manager
- Bernardo Ruiz, Family and Community Engagement/Race and Equity Office
- Hung Pha, Family and Community Engagement/Race and Equity Office
- Mohamed Roble, Family and Community Engagement/Race and Equity Office

## **Raising Achievement Among English Language Learners in Seattle’s Public Schools**

- Wendy Kimball, Seattle Education Association President
- Karen Kodama, International Education Program Administrator
- Martin O’Callaghan, Secondary BOC Principal
- Analia Bertom, Parent (West Seattle High School)
- Maridith C. Dollente, Parent (Brighton Elementary)
- Migeni Muse, Parent
- Mumina Abdi, Parent
- Celeste D. Bunnel, Translator, Beacon Hill/Brighton
- Halima Abdule, Translator, Bilingual Family Center/Graham Hill IA
- Kim Whitworth, Eckstein Middle School Principal
- Ana Ortega, Aki Kurose Middle School Principal
- Kelly Aramaki, John Stanford International School Principal
- Pat Hunter, Maple Elementary Principal
- Jeanne Smart, Ali Elementary School
- Jennifer Wiley, Franklin High School
- Linda Hoste, Professional Learning (phone interview)

**APPENDIX D. DOCUMENTS REVIEWED**

**APPENDIX D. DOCUMENTS REVIEWED**

**Notebook Materials**

- 2007-2008 Transitional Bilingual Program/Multilingual and Academic Programs Organizational Structure
- Seattle Public Schools Plan for Student Success. School Years 2005/06 through 2009/10. May 2005.
- Superintendent’s Annual Report 2005-06 (District’s Strategic Plan Evaluation)
- District Professional Development Plan--Seattle Public Schools Consulting Contract (2007-08) for GLAD training and 2007-08 list of Clock-hour Courses.
- Developmental Reading Assessment Grades K-3, Reading curriculum mapping guide for Pegasus, Grade 3.
- Samples of Grade 3 Language Arts, Math and Science guides.
- Balanced Literacy--Description of Language Arts instructional approach Pre-K through Grade 12.
- Brief description of mathematics instructional approach.
- Data from the past three years of student performance on state assessment and English Proficiency assessments for all students broken out by sub-groups.
- Washington State Report Card.
- Washington State Transitional Bilingual Instruction Program Guidelines.
- Brochure with description of the Bilingual Orientation Centers, placement of ELL students, course of study, entry and exit criteria.
- Data Profile: District Summary 2007.
- Number and Percentage of Students Participating in District’s Special Education programs, per school by ELL Status and Racial/Ethnicity.
- Principal evaluation process
- Description of processes used to evaluate teachers—excerpt from the Collective Bargaining Agreement of SPS with SEA Certificated Non-Supervisory Employees, pp. 101-109.
- Seattle Public Schools Project Overview (for purposes of developing a strategic plan).

**Other Materials**

- Seattle Public Schools Organization Chart
- Seattle Public Schools map
- Seattle Public Schools: Elementary School Choices, 2008-09: Enrollment Guide for Parents
- Seattle Public Schools: Middle and High School Choices 2008-09: Enrollment Guide for Parents
- Seattle Public Schools Registration Form and Enrollment Packet
- Student Assignment Plan and Administrative Guidelines, Kindergarten through Grade Twelve
- Kindergarten Worksheet

## **Raising Achievement Among English Language Learners in Seattle’s Public Schools**

- Elementary school Choice Worksheet
- Middle school Assignment and Yellow School Bus Transportation
- Calendar and Family Guide: 2007-2008
- An introduction to Seattle Public Schools: A Guide for Bilingual Families (Chinese, English, Lao, Somali, Spanish, Tagalog, Tigrina, Vietnamese)
- Student Services Bilingual/ELL Staff Handbook, August, 18, 2005
- Bilingual Service Delivery Plan from 2007-2008 Gold Book
- Bilingual Service Delivery Plan from 2008-2009 Green Book
- Bilingual Data Screen VAX
- Home Language Survey: Washington State, Transitional Bilingual Instructional Program
- Language Codes and Languages
- Washington Language Proficient Test (WLPT-II) Grades K-2 and Response Booklets for Grades 3-5, 6-8, and 9-12.
- Washington Language Proficient Test (WLPT-II) and Response Booklets for WLPT-II Grades 9-12 and Grades 6-8 and Grades 3-5
- Parent Notification of Student New Placement in the Washington State Transitional Bilingual Program, Seattle Public Schools
- TBE Service/Waiver Request Form
- Definition of Reasons for which Bilingual Education Services were Waived
- BFC-Community Meetings/Presentation List September 13, 2007-February 2, 2008
- Letter to the President of the School Board, Cheryl Chow, from Friends of the Secondary Bilingual Orientation Center, dated June 10, 2008
- School Board Action Memorandum dated May 24, 2006 regarding the School Facilities funding for the SBOC (also referred to as World School)
- BOC Eligible Students Opt Out Data’
- BOC Portfolio Cover Letter and BOC Portfolio Guidelines
- Elementary B.O.C. Curriculum Information
- Collective Bargaining Agreement between Seattle Public Schools and Seattle Education Association. Certificated Non-Supervisory Employees 2004-2009. Excerpt regarding Article IX: Workday, Workload, Assignment and Scheduling of Employees, specific to Bilingual Education. Pp. 85-93
- Bilingual Student Services Contact List, October 11, 2007
- Table of Bilingual Served Students and Non-English Speakers in Top 5 Languages by School and Cluster
- Bilingual Teacher Monthly Report – End of January 2008
- Bilingual Coaches—Transitional Bilingual Department Bi-weekly Update
- DRAFT—Bilingual Program Evaluation, March 2007
- Project GLAD—Guided Language Acquisition Design Description
- A Curriculum Management Audit of the Seattle Public Schools, International Curriculum Management Audit Center, Phi Delta Kappa International, January 2008
- Memo from Elaine Woo dated February 25, 2008 to Bilingual Auditors
- Science Curriculum Materials:
  - Plant Growth and Development
  - Rocks and Minerals, Lessons 1-6 and 7-16
  - Sound, Third Grade Physical Science Unit

## **Raising Achievement Among English Language Learners in Seattle’s Public Schools**

- Expository Writing and Science Notebooks, Grade 3-Plant Growth & Development, Fall 2007
- Expository Writing and Science Notebooks, Grade 3-Rocks and Minerals Unit, Winter 2008
- Expository Writing and Science Notebooks, Grade 3-Sound Unit, Winter 2008
- External Evaluation Report: Seattle Public Schools: Middle College, South Lake, John Marshall, and Interagency Programs: National Dropout Prevention Center/Network, July 25, 2007
- Alternative Education Committee: A Community Advisory Committee to the Chief Academic Officer, Final Report Draft June 15, 2007
- Evaluation Report: Accelerated Progress Program, August 6, 2007
- Special Education: Organizational, Program, and Service Delivery Review: A Report of the External Core Team, Urban Special Education Leadership Collaborative Education Development Center, Inc., October 2007
- Learning to Teach Science with Writing: Implementation of the Seattle Elementary Expository Writing and Science Notebooks Program in Typical Classrooms, Inverness Research Associates, September 2005
- Writing for Science and Science for Writing: The Seattle Elementary Expository Writing and Science Notebooks Program as a Model for Classrooms and Districts, Inverness Research Associates, August 2003
- Writing for Science and Science for Writing: A Study of the Seattle Elementary Science Expository Writing and Science Notebooks Program
- Seattle School District Effects of Expository Writing and Science Notebooks Program: Using Existing Data to Explore Program Effects on Students’ Science Learning evaluation of Seattle Public Schools, Interim Narrative Report, Stuart Foundation, July 2005
- Writing in Science, *How to Scaffold Instruction to Support Learning*, Betsy Rupp Fulwiler. Heinemann, 2007.
- Seattle Partnership for Inquiry-Based Science: A Local Systemic Change Initiative, End-of-Project Report, Inverness Research Associates, May 2002.
- Superintendent’s Annual Report 2005-2006
- Seattle Public Schools Data Profile: District Summary, December 2007
- School Transformation Plan: Ballard High School, Chief Sealth High School, Secondary Bilingual Orientation Center School
- Seattle Public Schools. “Transition Bilingual Education.” School Board Resolution C47.00, Adopted September 2007.

**APPENDIX E. STRATEGIC SUPPORT TEAM MEMBERS**

**APPENDIX E. STRATEGIC SUPPORT TEAM MEMBERS**

**Doreen Brown**

Doreen Brown is the Title VII Indian Education Program Supervisor for the Anchorage School District. The program provides direct or indirect assistance for meeting the unique educational and culturally related academic needs of 8,000 Alaska Native and American Indian students. She works extensively on systemwide staff development for culturally responsiveness, instructional improvement, and issues related to diversity. She has served as an elementary teacher, resource teacher, and an adjunct teacher for the University of Alaska, Anchorage. She earned her M.S. degree from the University of Kansas.

**Michael Casserly**

Michael Casserly is the Executive Director of the Council of the Great City Schools, a coalition of 66 of the nation’s largest urban public school districts—including Seattle’s. Dr. Casserly has been with the organization for 28 years, 13 of them as Executive Director. Before heading the group, he was the organization’s chief lobbyist on Capitol Hill in Washington, D.C., and served as the Council’s director of research. Dr. Casserly has led major reforms in federal education laws, has garnered significant aid for urban schools across the country, has spurred major gains in urban school achievement and management, and has advocated for urban school leadership in the standards movement. He led the organization in holding the nation’s first summit of urban school superintendents and big-city mayors. He has a Ph.D. degree from the University of Maryland and a B.A. degree from Villanova University.

**Gilda Alvarez Evans**

Gilda Alvarez Evans was born in Lima, Peru, and emigrated to the Venezuela, then to the United States with her parents at an early age. Here, she excelled as a student and graduated valedictorian of her high school class. She received a B.A. degree in linguistics from the University of Missouri and an M.A. degree in Spanish linguistics from Indiana University, Bloomington. She also holds a Ph.D. degree in the instruction of Spanish language and literature from Indiana University. Currently, Dr. Alvarez Evans is Executive Director of Multi-Language Enrichment Programs, PK-12, with the Dallas Independent School District. She is responsible for assisting schools in preparing 51,000 English language learners to graduate and be college and career ready. Of these students, 21,000 elementary students participate in dual language education with the goal of bi-literacy and high academic achievement. Dr. Alvarez Evans has spent 27 years in North Texas as an advocate for linguistic diversity, university professor, bilingual teacher, and central office administrator in the Arlington, Forth Worth, and Dallas Independent School Districts.

## **Raising Achievement Among English Language Learners in Seattle’s Public Schools**

### **Ricki Price-Baugh**

Ricki Price-Baugh retired as the Assistant Superintendent for Curriculum and Instructional Development in the Houston Independent School District. She was responsible for strategic planning and the design, implementation, and evaluation of the district’s prekindergarten-through-grade 12 curriculum, staff development of teachers and administrators, and alternative certification. Dr. Price-Baugh joined the Houston school system in 1970. Through the years, she served the system as a teacher, department chair, resource coordinator, project manager, director of curriculum services, and director of curriculum before being elevated to the assistant superintendent post. Her major accomplishments include a districtwide effort to align curriculum, textbook, and assessment systems, and the development of a detailed curriculum and set of model lessons in the four core content areas and supporting implementation of that curriculum. These efforts led to a substantial increase in student achievement scores. Dr. Price-Baugh received a doctoral degree from Baylor University, a master’s degree in Spanish literature from the University of Maryland, and a B.A. degree (magna cum laude, Phi Beta Kappa) from Tulane University.

### **Maria Santos**

Maria Santos is the Executive Director of the New York City Department of Education’s Office of English Language Learners. She leads the Office by ensuring that *Children First* reforms and strategic systemic initiatives raise the academic rigor of ELLs through quality teaching and learning citywide. Under her leadership, New York City’s ELLs have made significant gains on state math and English language arts exams, with these gains regularly outpacing those of non-ELL students. Ms. Santos has also established a systemwide Language Allocation Policy, which provides coherence to all ELL programs; has expanded dual language programs in number and scope; has strengthened classroom resources with native language libraries in a variety of languages; and has ensured that more than 20,000 educators have received rigorous professional development on how to best educate ELLs. Her experience includes 20 years in the San Francisco Unified School District (SFUSD) as a teacher, middle school principal, supervisor, and associate superintendent. As Associate Superintendent, she supervised the development of major instructional improvement initiatives, which helped to increase the academic performance of all student populations for six consecutive years. She gained SFUSD the recognition as an Exemplary Site through the U.S. Department of Education’s National Award Program for Professional Development. Ms. Santos graduated cum laude with a B.S. degree from the University of Puerto Rico. She holds a California secondary single subject Credential, a California educational administration credential and a master’s degree in educational administration from San Francisco State University.

### **Anh Tran**

Anh Tran is the pre-K-12 ELL program manager of the English Language Learner Department of St. Paul Public Schools. St. Paul Public Schools currently serves close to 40,000 students, including more than 17,000 ELL students. The three largest language

## **Raising Achievement Among English Language Learners in Seattle’s Public Schools**

groups are Hmong, Spanish, and Somali. She works closely with Teachers on Special Assignment to support schools through instructional program design, management, and monitoring, as well as by developing and delivering professional development aligned with district and department initiatives. She represents the ELL Department on a number of district committees to ensure high-quality instructional programs for students and families. A native of Viet Nam and a graduate of St. Paul Public Schools, she received a B.A. degree in history and a K-12 ESL license from the University of Minnesota. She has taught English as a Second Language (ESL) in St. Paul Public Schools.

### **Gabriela Uro**

Gabriela Uro is the Manager for English Language Learner Policy and Research and formerly was the Manager for Intergovernmental Relations for the Council of the Great City Schools. As part of the legislative team, she works on legislative matters relevant to ELLs, both with Congress and the Administration. She also works with the Council’s Research and the Strategic Support Teams on projects pertaining to ELL issues. Prior to joining the Council, Ms. Uro served as the policy advisor to the Assistant Secretary of Elementary and Secondary Education and the Director of the Office of Bilingual Education (now English Acquisition) in the U.S. Department of Education. She brought 13 years of education policy and budget experience to the U.S. Department of Education and was part of the Department’s team for the 1994 Elementary and Secondary Education Act (ESEA) Reauthorization and the subsequent implementation teams for Title VII, Title I and the Regional Assistance Centers. Ms. Uro received an M.P.A. degree from Columbia University with a specialization in education policy and a B.A. degree from the University of California, Irvine (*magna cum laude*, Phi Beta Kappa).

**APPENDIX F. ABOUT THE COUNCIL**

**APPENDIX F. ABOUT THE COUNCIL**

**Council of the Great City Schools**

The Council of the Great City Schools is a coalition of 66 of the nation’s largest urban public school systems. Its Board of Directors is composed of the Superintendent of Schools and one School Board member from each member city. An Executive Committee of 24 individuals, equally divided in number between Superintendents and School Board members, provides regular oversight of the 501(c) (3) organization. The mission of the Council is to advocate for urban public education and assist its members in the improvement of leadership and instruction. The Council provides services to its members in the areas of legislation, research, communications, curriculum and instruction, and management. The group convenes two major conferences each year; conducts studies on urban school conditions and trends; and operates ongoing networks of senior school district managers with responsibilities in areas such as federal programs, operations, finance, personnel, communications, research, and technology. The Council was founded in 1956 and incorporated in 1961, and has its headquarters in Washington, D.C.

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

### Strategic Support Teams Conducted by the Council of the Great City Schools

City	Area	Year
Albuquerque		
	Facilities and Roofing	2003
	Human Resources	2003
	Information Technology	2003
	Special Education	2005
	Legal Services	2005
	Safety and Security	2007
Anchorage		
	Finance	2004
Birmingham		
	Organizational Structure	2007
	Operations	2008
Broward County (FL)		
	Information Technology	2000
Buffalo		
	Superintendent Support	2000
	Organizational Structure	2000
	Curriculum and Instruction	2000
	Personnel	2000
	Facilities and Operations	2000
	Communications	2000
	Finance	2000
	Finance II	2003
Caddo Parish (LA)		
	Facilities	2004
Charleston		
	Special Education	2005
Charlotte-Mecklenburg		
	Human Resources	2007
Cincinnati		
	Curriculum and Instruction	2004
Christina (DE)		
	Curriculum and Instruction	2007
Cleveland		
	Student Assignments	1999, 2000
	Transportation	2000
	Safety and Security	2000
	Facilities Financing	2000
	Facilities Operations	2000
	Transportation	2004

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

	Curriculum and Instruction	2005
	Safety and Security	2007
	Safety and Security	2008
Columbus		
	Superintendent Support	2001
	Human Resources	2001
	Facilities Financing	2002
	Finance and Treasury	2003
	Budget	2003
	Curriculum and Instruction	2005
	Information Technology	2007
	Food Services	2007
Dallas		
	Procurement	2007
Dayton		
	Superintendent Support	2001
	Curriculum and Instruction	2001
	Finance	2001
	Communications	2002
	Curriculum and Instruction	2005
	Budget	2005
Denver		
	Superintendent Support	2001
	Personnel	2001
	Curriculum and Instruction	2005
	Bilingual Education	2006
Des Moines		
	Budget and Finance	2003
Detroit		
	Curriculum and Instruction	2002
	Assessment	2002
	Communications	2002
	Curriculum and Assessment	2003
	Communications	2003
	Textbook Procurement	2004
	Food Services	2007
	Curriculum and Instruction	2008
	Facilities	2008
	Finance and Budget	2008
	Information Technology	2008
Greensboro		
	Bilingual Education	2002
	Information Technology	2003

## Raising Achievement Among English Language Learners in Seattle's Public Schools

	Special Education	2003
	Facilities	2004
	Human Resources	2007
Hillsborough County (FLA)		
	Transportation	2005
	Procurement	2005
Indianapolis		
	Transportation	2007
Jackson (MS)		
	Bond Referendum	2006
Jacksonville		
	Organization and Management	2002
	Operations	2002
	Human Resources	2002
	Finance	2002
	Information Technology	2002
	Finance	2006
Kansas City		
	Human Resources	2005
	Information Technology	2005
	Finance	2005
	Operations	2005
	Purchasing	2006
	Curriculum and Instruction	2006
	Program Implementation	2007
Los Angeles		
	Budget and Finance	2002
	Organizational Structure	2005
	Finance	2005
	Information Technology	2005
	Human Resources	2005
	Business Services	2005
Louisville		
	Management Information	2005
Memphis		
	Information Technology	2007
Miami-Dade County		
	Construction Management	2003
Milwaukee		
	Research and Testing	1999
	Safety and Security	2000
	School Board Support	1999
	Curriculum and Instruction	2006

## Raising Achievement Among English Language Learners in Seattle's Public Schools

	Alternative Education	2007
Minneapolis		
	Curriculum and Instruction	2004
	Finance	2004
	Federal Programs	2004
Newark		
	Curriculum and Instruction	2007
New Orleans		
	Personnel	2001
	Transportation	2002
	Information Technology	2003
	Hurricane Damage Assessment	2005
	Curriculum and Instruction	2006
New York City		
	Special Education	2008
Norfolk		
	Testing and Assessment	2003
Philadelphia		
	Curriculum and Instruction	2003
	Federal Programs	2003
	Food Service	2003
	Facilities	2003
	Transportation	2003
	Human Resources	2004
Pittsburgh		
	Curriculum and Instruction	2005
	Technology	2006
	Finance	2006
Providence		
	Business Operations	2001
	MIS and Technology	2001
	Personnel	2001
	Human Resources	2007
Richmond		
	Transportation	2003
	Curriculum and Instruction	2003
	Federal Programs	2003
	Special Education	2003
Rochester		
	Finance and Technology	2003
	Transportation	2004
	Food Services	2004
San Diego		

## Raising Achievement Among English Language Learners in Seattle’s Public Schools

	Finance	2006
	Food Service	2006
	Transportation	2007
	Procurement	2007
San Francisco		
	Technology	2001
St. Louis		
	Special Education	2003
	Curriculum and Instruction	2004
	Federal Programs	2004
	Textbook Procurement	2004
	Human Resources	2005
Seattle		
	Human Resources	2008
	Budget and Finance	2008
	Information Technology	2008
	Bilingual Education	2008
	Transportation	2008
Toledo		
	Curriculum and Instruction	2005
Washington, D.C.		
	Finance and Procurement	1998
	Personnel	1998
	Communications	1998
	Transportation	1998
	Facilities Management	1998
	Special Education	1998
	Legal and General Counsel	1998
	MIS and Technology	1998
	Curriculum and Instruction	2003
	Budget and Finance	2005
	Transportation	2005
	Curriculum and Instruction	2007