



2019 INVESTING IN OUR FUTURE: A MULTILINGUAL LEARNER POLICY AGENDA FOR NEW YORK STATE



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About the LEAD Coalition

The Latino Educational Advocacy Directors (LEAD) coalition consists of leading educational advocacy organizations committed to improving Latino academic outcomes and opportunities in New York State. Created by the Hispanic Federation, the coalition works to highlight and address the educational needs of Latino students in the following ways: identifying and supporting effective practice; public policy advocacy and research; and the advancement of a shared educational agenda.

LEAD COALITION MEMBERS

Advocates for Children of New York
Alliance for Quality Education
Adelante of Suffolk County
Amber Charter School
Avenues for Justice
ASPIRA of NY
Casita Maria Center for Arts and Education
Catholic Charities Community Services
Coalition for Hispanic Family Services
Committee for Hispanic Children and Families
Community Assoc. of Progressive Dominicans
El Centro del Inmigrante
El Puente
Expanded Schools
Hispanic Federation

Ibero-American Action League
Internationals Network for Public Schools
LatinoJustice PRLDEF
Latino U College Access
LSA Family Health Service
Masa-Mex Ed
National “I Have a Dream” Foundation
NYC Coalition for Educational Justice
NYS Association for Bilingual Education
Operation Exodus
Opportunities for a Better Tomorrow
The Opportunity Network
Parent-Child Home Program
Project Hospitality
Zone 126

EXECUTIVE SUMMARY



An Unlevel Playing Field:

Multilingual Learners in New York State Increasing Advancement, Achievement, and Outcomes

EXECUTIVE SUMMARY

Education for Multilingual Learners (MLLs) in New York State is in a state of crisis. For decades, New York has failed to dedicate the appropriate level of focus and funding necessary to support the academic needs of this growing student population. And it shows. From graduation and dropout rates to scores on state assessments, multilingual learners lag staggeringly behind their non-MLL peers in NYS.

Here are the heartbreaking and unacceptable facts: In 2017, only 13% of MLLs were proficient in math and 5% in English in New York State assessments.¹ In that same year, the MLL four-year dropout rate of 30% was actually higher than the MLL four-year graduation rate of 27%.² And while the six-year dropout and graduation rates improve to 36% and 48% respectively,³ they fall depressingly short of the six-year 10% dropout and 85% graduation rate of the total student population. These numbers confirm the reality that New York is one of our nation's worst performing states when it comes to the educational achievement of MLLs. The MLL educational gap is startling and requires immediate action.

The New York State Board of Regents, under the leadership of Chancellor Betty Rosa, has focused on this crisis and the New York State Education Department has created diverse plans to support our MLLs. However, the governor and state legislature need to provide the funding for these supports. In particular, the New York State Legislature must include funding for MLLs in their final budget. With the appropriate funding, New York State can turn the table and ensure that multilingual learners across the state receive a quality education that sets them on the pathway to postsecondary success.

The population of MLLs across New York State has grown nearly 20% over the last ten years.⁴ Yet, the supply of certified Bilingual Education (BE) and English to Speakers of Other Languages (ESOL) teachers has not grown accordingly. In fact, since 1990, New York State is only one of two states that has had a consistent yearly shortage of certified bilingual teachers. And, in some regions across the state, the percentage of uncertified teachers teaching bilingual students is over 20%. Inequities in access and opportunity to special academic and socio-emotional supports have also led to disparate and troubling outcomes for MLL students. If we are to significantly improve the educational attainment of MLLs, this situation must change.

We have long said that crisis can equal opportunity, especially as new voices in our state are calling for a progressive reimagining of our schools and education. Towards that most worthy of goals, the Latino Educational Advocacy Coalition (LEAD) lays out in this report its top six action priorities to close the MLL educational gap in New York State. These recommendations are rooted in an understanding that significantly improving the educational success of MLLs will require a collective effort, reliable funding and high quality monitoring.

1. FUND A TARGETED INITIATIVE TO INCREASE GRADUATION RATES FOR MLLS

In order to increase the graduation rates of multilingual learners, New York State (NYS) must increase its investment in the academic supports provided to high school multilingual learners as well as provide them opportunities for out-of-school time opportunities for credit recovery. In addition, NYS needs to provide alternatives to traditional assessments and ensure that assessments are provided in all of the top nine most popular languages.

¹ 2016-2017 New York State Report Card

² New York State Education Department, June Graduation Rates for 2013 Cohort, <http://www.nysed.gov/common/nysed/files/graduation-rate-data-slides-2017.pdf>

³ 2016-2017 New York State Report Card Database

⁴ New York State Report Card, 2008-2017

2. INCREASE THE NUMBER OF CERTIFIED BILINGUAL TEACHERS

NYS has a shortage of certified ESOL and bilingual teachers across the state. In order to ensure that multilingual learners are receiving a quality education by a certified ESOL or BE teacher, NYS must invest significant resources in developing those teachers. For this to happen, NYS needs to increase opportunities and incentives for teachers to obtain ESOL or BE certification, especially in regions of greatest need. And to ensure effective teaching and learning, NYS must provide ongoing professional development trainings and opportunities for current ESOL and bilingual teachers.

3. INCREASE INVESTMENT IN ACADEMIC SUPPORTS AND PARENT ENGAGEMENT FOR MLLS

NYS must provide funding to support the expansion of integrated classrooms and provide guidance and oversight in rolling out and sustaining integrated classrooms from Pre-K through high school. At the same time, NYS needs to invest in the professional development of bilingual early childhood staff via training institutes and other opportunities that also put them on a pathway to career ladders and certification, so that they have the skills and knowledge to better support MLLs. As students progress in the school system, NYS should allocate new funding to districts via grants for extended school-based learning including afterschool and summer academies; and fund programming for MLLs performing below grade level, and provide new targeted supports for Students with Limited or Interrupted Formal Education (SLIFE). NYS must also do a better job of increasing parent information and outreach in home languages, and must invest in providing additional supports to districts to develop more robust materials and transparent outreach processes to better inform parents in home language.

4. INCREASE SOCIO-EMOTIONAL SUPPORTS PROVIDED TO MLLS

For many recent newcomers, adjusting to life in a new country can be difficult, and for multilingual learners that are immigrants or come from mixed-status families, fear of anti-immigrant policies, and worries about not being accepted or fitting in, can impede or negatively impact their learning. In order to better support our multilingual learners, NYS must address their socio-emotional needs. As such, NYS must invest in providing resources and building capacity to provide mental health

services to MLLs. NYS should pilot a school-based mental health initiative in schools with high MLL populations, and increase professional development opportunities for counselors and social workers working with MLLs and their families. At the same time, NYS needs to increase the number of bilingual social workers and counselors in schools with larger MLL populations.

5. FORM A NEW YORK STATE COMMISSION TO ADVANCE THE ACHIEVEMENT OF MLLS

A group of experts and practitioners should be convened by NYS to thoughtfully provide guidance and feedback on how to increase the achievement of MLLs. The group would develop a best practices report, working backwards from a statement of full equity and high expectations, and demonstrating a full commitment to multilingualism as an asset.

6. EARMARK A MINIMUM OF \$85 MILLION ANNUALLY FOR MLLS OVER A THREE-YEAR PHASE-IN OF THE TOTAL \$4.1 BILLION OWED IN FOUNDATION AID

NYS must restore owed Foundation Aid to school districts across the state over the next three years. \$85 million per year, approximately 9% of the annual amount allocated, should be earmarked for multilingual learners in order to ensure that their needs are being met.

It is our hope that this document will inform the priorities and decision of the state's political and education leadership in the months and years ahead.

Closing the MLL achievement gap is within our reach if we have a common vision, a common path, and a long-term focused commitment to achieving that essential goal.

We know that the investments we make to improve MLL achievement will positively touch every aspect of our community and help build a stronger New York State.

Create a Targeted
Initiative to Increase MLL
Graduation Rates



Multilingual Learners (MLLs) are a growing population across New York State. Over the past ten years, the population of MLLs has grown nearly 20% and today MLLs make up 9% of the overall student population. Despite their growing presence in schools and classrooms across our state, Albany has failed to make appropriate investments in supporting this vital student population. As a result, MLL academic attainment has seen dramatic declines over this past decade. The time to reverse this disturbing trend is now.

New York State (NYS) must launch a targeted initiative with a goal of doubling the MLL graduation rate to 54% over the next five years. Part of this effort must include increased investments in the academic supports provided to high school multilingual learners, as well as greater opportunities for out-of-school time opportunities for credit recovery. In addition, NYS needs to provide alternatives to traditional assessments and ensure that assessments are provided in all of the top nine most popular languages.

A growing proportion of the state's MLL student community is older than other students at their grade level, leaving them less time to finish by the age of 21. Older, under-credited students need twice the help in half the time, all while learning two languages. Similarly, Students with Limited or Interrupted Formal Education (SLIFE), or those who have either not received necessary early education literacy or who have large gaps in their schooling require additional services to catch up and graduate.

Given the low MLL graduation and high dropout rates, NYS should provide additional resources and opportunities to MLLs in high school, especially newcomers entering in ninth grade or later. These additional supports and pathways to graduation should be part of a targeted initiative with a goal of doubling the MLL graduation rate to 54% over the next five years.

RECOMMENDATIONS:

PERMIT PERFORMANCE AND PORTFOLIO-BASED ALTERNATIVES INSTEAD OF TRADITIONAL ASSESSMENTS

Given the short amount of time that newcomers entering high school have to learn English, pass the Regents, and meet other graduation requirements, NYS should allow MLL students to take alternative assessments, such as portfolio or performance-based assessments. This would not dilute the standards to which students are held. Instead, students would simply have different ways to demonstrate that they have mastered high school content rather than a traditional exam.

PROVIDE TRANSLATED ASSESSMENTS IN THE NINE MOST POPULAR LANGUAGES ACROSS NEW YORK STATE

Language barriers for newcomers in high school can be a significant barrier to passing the Regents exams. In order to fully demonstrate content mastery in subjects other than English, NYS should continue translating state exams and offer them in the top nine languages every year. Currently translated examinations exist for only five languages: Russian, Spanish, Chinese, Haitian Creole, and Korean. Bengali and Arabic are the third and fourth most populous languages spoken at home throughout the state, and no translated exams exist for these students.

INCREASE OUT-OF-SCHOOL TIME ACADEMIC SUPPORTS FOR HIGH SCHOOLS MLLS

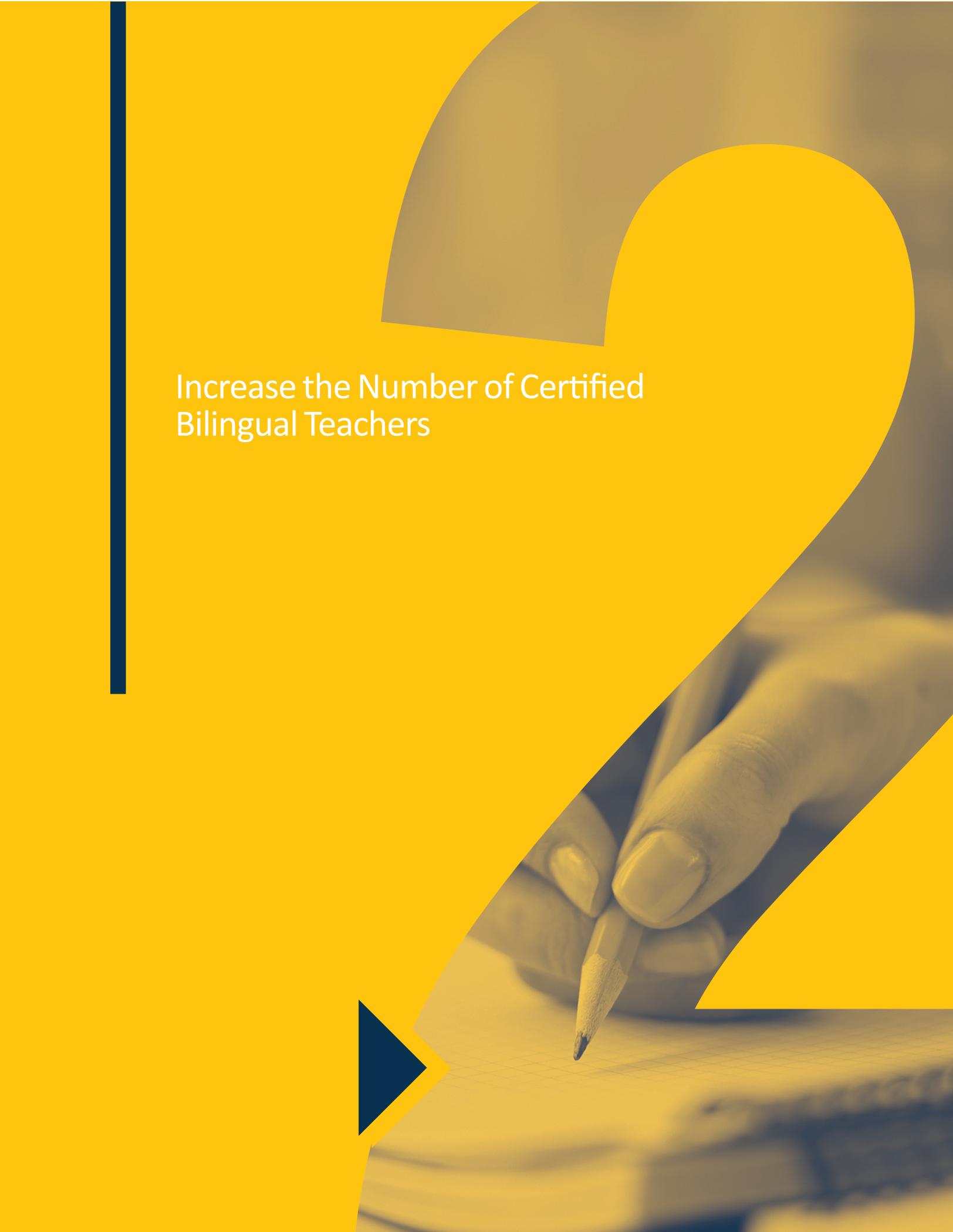
Provide additional funding to schools and community-based organizations in order to offer summer and afterschool academic support programming to high school MLLs. This is especially helpful for Students with Limited or Interrupted Formal Education (SLIFE), as it would not only help accelerate their learning of English but would also give them more exposure to Regents content. This funding would be dedicated to schools or CBOs that have demonstrated experience and success in working with this population to improve high school student outcomes.

INCREASE THE NUMBER OF BILINGUAL COUNSELORS AND SOCIAL WORKERS FOR MLLS

Many MLLs will be first-generation college goers. As such, additional support is needed to help them navigate the college and financial aid application process. Parents and guardians of MLLs need to be informed, engaged, educated and empowered to be active participants in this process.

CREATE A STATEWIDE ONLINE MULTILINGUAL CREDIT RECOVERY SYSTEM FOR ALL MLLS

Because of the high MLL dropout rate, districts need to think about different ways for MLLs to earn credits. This is especially beneficial to working MLL high school students who could earn credits, including credits in their home language, toward their graduation on their own time. Some Boards of Cooperative Educational Services (BOCES) are already doing this, and the recommendation is to expand these systems statewide with guidance from the state, so that all NYS high school MLLs have access to coursework, resulting in higher graduation rates.



Increase the Number of Certified
Bilingual Teachers

RECOMMENDATIONS:

INCREASE NUMBER OF CERTIFIED ESOL AND BE TEACHERS POPULATION IN AREAS OF GREATEST NEED

NYS has a teacher shortage of certified ESOL and bilingual teachers in regions that encompass the big five school districts across the state. In order to meet those needs, school districts are placing uncertified teachers in bilingual and ENL (integrated English as a New Language) classrooms, jeopardizing the quality of education MLLs receive. NYS must act now to ensure that more certified teachers are trained and placed in these regions.

According to a 2017 report by the New York State School Boards Association, over 10% of teachers in bilingual education classrooms in NYS, excluding New York City (NYC), were not certified. According to 2016 data, in Genesee-Finger Lakes area, 25% of teachers teaching bilingual education were uncertified. In the Upper Hudson region, 20% of teachers teaching bilingual education were uncertified, followed by Western New York with nearly 15% of uncertified teachers in bilingual classrooms. According to 2015 data, almost one out of five (19%) educators teaching bilingual education in New York City were not certified.⁵

INCREASE OPPORTUNITIES FOR TEACHERS TO OBTAIN ESOL AND BE CERTIFICATION IN AREAS OF GREATEST NEED

In order to ensure that all teachers in a bilingual classroom are certified, the state must work to increase certification opportunities across the state. In fact, given the identified areas of greatest need, the state should increase the number of Institutions of Higher Education (IHEs) offering BE and ESOL certification programs in the regions of greatest need. The programs should be affordable, accelerated, and flexible in order to allow for teachers to be certified in a timely fashion.

EXPAND THE CLINICALLY RICH-INTENSIVE TEACHER INSTITUTE (CRI-TI) PROGRAM

The CRI-TI is a program that allows for teachers to obtain certification free of charge. The current program allows for Institutions of Higher Education (IHEs) to certify up to twenty candidates per year in English to Speakers of Other Languages (ESOL) and Bilingual Education (BE) and is currently administered at five universities. It certifies 120 teachers per year and by doubling the program, the state would accelerate the number of certified teachers to help meet the demand of the growing MLL population. This would double the current allocation to this program, helping close the teacher gap.

INCREASE THE NUMBER OF PARTICIPATING CRI-TI INSTITUTIONS OF HIGHER EDUCATION TO INCLUDE SCHOOLS IN REGIONS OF GREATEST NEED

The CRI-TI is currently offered at five universities: SUNY Brockport, SUNY New Paltz, SUNY Oneonta, SUNY Binghamton, and Queens College. Based on MLL populations, the program should be extended to IHEs in the Bronx and Brooklyn, as well as Buffalo, Albany, Ithaca, Syracuse, Rochester, Saratoga Springs, and other areas that demonstrate need.

PROVIDE MONETARY INCENTIVES FOR TEACHERS TO BECOME CERTIFIED TO TEACH BILINGUAL STUDENTS

Teachers that have received a BE or ESOL certification should be compensated for that additional credential and receive at least a 5% increase in pay when they teach a bilingual classroom compared to noncertified peer teachers. In addition, teachers that receive certification and teach bilingual education in school districts where there is at least a 5% shortage should receive an additional 5% pay increase after certification.

⁵ New York State School Boards Association, May 2017 Teacher Shortage Report, https://www.nyssba.org/clientuploads/nyssba_pdf/teacher-shortage-report-05232017.pdf



Increase Investment in Academic Supports and Parent Engagement for MLLs

RECOMMENDATIONS:

PROVIDE GRANTS TO DISTRICTS TO PROVIDE OUT-OF-SCHOOL TIME ACADEMIC SUPPORTS FOR ELEMENTARY AND MIDDLE SCHOOL MLLS

As organizations that exist to serve and represent the interests of their communities, CBOs (community-based organizations) can and must play a major role in helping schools live up to their responsibility of providing an excellent education for all students. CBOs provide a wealth of services and programs for our students and parents, including academic tutoring, leadership development, and enrichment programs, to name just a few. These services go beyond what traditional schools can provide, and work to ensure that the next generation are well-rounded and prepared for college and career success.

In working to close the MLL achievement gap, CBOs would be utilized to help provide MLL out-of-school time supports to help increase their achievement. Similar to accelerating the language and content acquisition proposed for high school students, providing additional afterschool and summer support for MLLs will help students successfully meet graduation requirements and achieve college and career readiness. The districts could utilize grants and allocate them to schools to partner with an approved list of community-based organizations that have demonstrated success in working with this population. The CBOs would then offer summer and afterschool academic support programming to MLLs.

INCREASE INVESTMENT IN EARLY CHILDHOOD TO MEET THE NEEDS OF MULTILINGUAL LEARNERS

Provide funding to support the expansion of integrated classrooms and provide guidance and oversight in implementing and sustaining integrated classrooms in Pre-K. An investment in the development of bilingual early childhood education staff should also take place via training institutes and other opportunities that put them on a pathway to career ladders and certification. This is an essential step to ensure that bilingual early childhood staff have the skills and knowledge to better support MLLs.

INCREASE PARENT INFORMATION AND OUTREACH IN HOME LANGUAGES

Parent engagement is a collective responsibility. As stakeholders in the state's educational system, educators must be trained to facilitate parent-friendly settings and systems, and ensure there are policies in place to support such engagement. To be successful in strengthening and expanding parent and family engagement, there must be a willingness to change the norm and reimagine current school outreach practices. As such, NYS must work to provide additional supports to districts to develop more robust materials and transparent outreach processes that inform parents about school issues, resources, and updates in home languages.



Increase Socio-Emotional Supports Provided to MLLs



Newly arrived students, especially refugees fleeing their home countries, may have experienced trauma and other circumstances that require services and treatment by mental health professionals. Yet, these services to children and youth are rarely available both in and out of the school setting. Although some community school models offer these services, not all do, and those that provide these services may be limited in nature.

RECOMMENDATIONS:

CREATE A MENTAL HEALTH INITIATIVE FOR SCHOOLS

New York State should support an initiative to expand mental health services beyond the community school initiative and provide supports to high needs schools to implement these services. This can be done through a three-year, \$10 million pilot, with a cohort of schools. The criteria for identifying schools for services should be developed and these schools should be mapped out across the state. To increase the capacity of the school, CBOs that already provide these services to the community in multiple languages should be considered as school partners.

INCREASE THE NUMBER OF BILINGUAL SCHOOL COUNSELORS AND SOCIAL WORKERS

At the very least, more bilingual school counselors and social workers should be placed in high needs schools with elevated MLL populations. Similar to addressing the teacher shortage, the state should fund the training needed for bilingual professionals to obtain social worker certifications. The state would partner with

Institutions of Higher Education in regions of greatest need for bilingual social workers and counselors, and cover the cost of education needed to obtain certification.

INCREASE EXISTING SCHOOL CAPACITY

Invest \$5 million over two years to increase current capacity and provide professional development to current school social workers and counselors so that they have the skills and knowledge available to better support this population of students.

CREATE A CENTRALIZED MENTAL HEALTH SERVICE OFFICE

In addition to staffing schools with more bilingual counselors and social workers with either school-based or community-based organization personnel, school systems should have at least one central mental health service office that can provide services to students in need. In larger school districts such as New York City, Welcome Centers or Community School District Offices could provide these services to better address the mental health needs of this population.





Form a New York State
Commission to Advance
the Achievement of MLLs

In order to move these recommendations forward, a group of experts should be convened to thoughtfully provide feedback and guidance on implementation. As such, our recommendation is to form a state commission to develop a best practices report. This document would work backwards from a statement of full equity and high expectations. It will include a full commitment to bilingualism as an asset, and a deep sense of compassion for young people and their personal, social, emotional, and academic development. The task force will include a group of IHEs\academics, schools and community leaders and practitioners, MLLs, MLL parents, and will include higher education and statewide district representation. The commission will bring together at least six examples from around the state, (urban, suburban and rural, high proportions of MLLs, and low proportions of MLLs), to identify best practices.

THE REPORT WILL:

- Include both school and district best practices across the state, with a focus on districts serving as conveners of community groups.
- Define quality programs with proven results and working aspects/recurring themes of these programs.
- Make clear that models work when delivery and practice are done well and include ways to improve practice and delivery.
- Clarify the importance of reflecting different backgrounds and heterogeneity of MLLs, including the many factors that might affect their long-term success (i.e. mental health, interrupted formal education).
- Identify supports that schools need in order to meet the needs of students and parents, including helping schools increase capacity by partnering with outside organizations, including community partners that provide legal, health and social services for the family.
- Identify key investments to increase teacher development and improve communications with certain populations, including professional learning communities.
- Increased guidance to schools and districts on Reg. Part 154.
- Identify appropriate accountability measures aligned to unique needs of MLLs and schools that serve them in high numbers.





Earmark a
Minimum of \$85
Million Annually
for MLLs Over a
Three-year Phase-
in of the Total \$4.1
Billion Owed in
Foundation Aid

RECOMMENDATION:

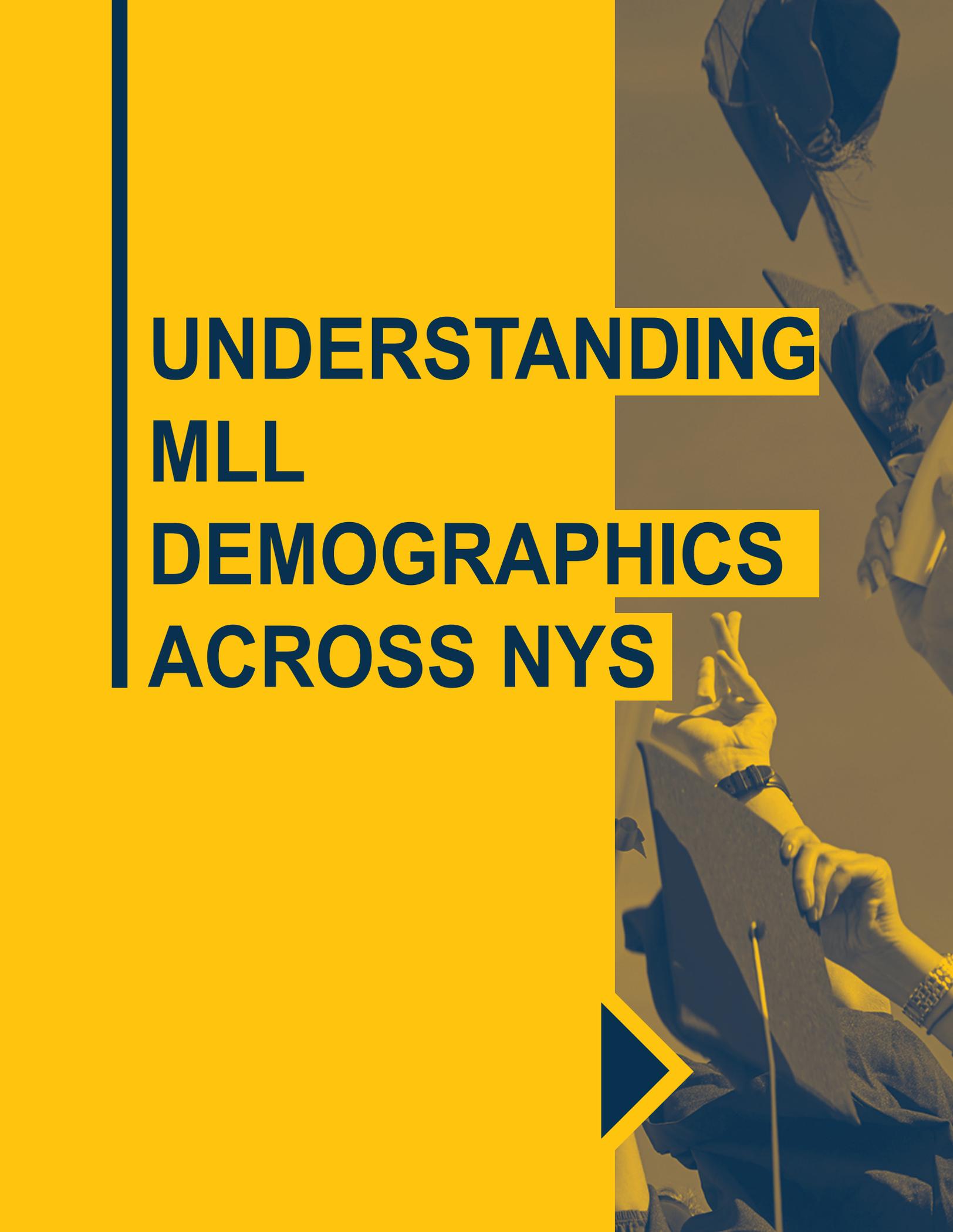
EARMARK A MINIMUM OF \$85 MILLION ANNUALLY FOR MLLS OVER A THREE-YEAR PHASE-IN OF THE TOTAL \$4.1 BILLION OWED IN FOUNDATION AID

Foundation Aid came about after a group of parents sued the state for not providing children with an adequate education. This movement was called the Campaign for Fiscal Equity (CFE), and in 2006, the New York State Court of Appeals ruled in CFE's favor, finding that New York State was violating students constitutional right to a "sound and basic education by systematically underfunding NYS's public schools. As such, schools were ordered to receive \$5.5 billion increase in basic operating aid statewide over the course of a four-year phase-in from 2007 to 2011. The aid was to be distributed via a formula that reflected student need and was intended to close the spending gap between districts and create an equitable education system for all students.

From 2007-2009, the state allocated \$2.3 billion to schools in Foundation Aid as the phase-in began, resulting in a much-needed expansion of programs and services in many schools. However, during the fiscal crisis from 2009-2012, the state froze funding for the Foundation Aid formula, ending the commitment to a four-year phase-in of CFE. During the recession, \$2.7 billion was cut from school aid, including over \$2.1 billion in classroom cuts, in effect reversing CFE.

The state has made incremental increases to education funding, but is still far from fulfilling the promise of CFE. Today, schools are still owed over \$4 billion in Foundation Aid, most of which is owed to districts with high percentages of students of color, as well as MLLs and low-income students.





**UNDERSTANDING
MLL
DEMOGRAPHICS
ACROSS NYS**

Growing Demand and MLL Population Distribution

GROWING MLL POPULATION

The population of MLLs in NYS has grown 20% over the last ten years and continues to grow. MLLs currently account for 9% of the total NYS student population, up from 7.3% ten years ago.⁶ The total number of MLL students in NYS is 237,076.⁷

MLL DISTRIBUTION ACROSS NEW YORK STATE

Across the largest five school districts in NYS, MLLs make up 13-18% of the student population.⁸ The highest percentage of MLLs is in Syracuse at 18% (3,440 students) with Yonkers rounding out the top five at 13% (3,174 students). The largest population of MLLs in New York State is in New York City, with 144,251 students, representing 15% of the total student population.⁹

New York City is home to the highest percentage of MLLs in the state at 63%, followed by Long Island with Nassau and Suffolk Counties, which combined total 17%. Outside of New York City and Long Island Counties, large concentrations of MLLs

can be found in Westchester County (5%), Erie County (3%), which includes the city of Buffalo, and Monroe County (3%), which includes the city of Rochester.¹⁰

THE RESULTS: TEACHER SHORTAGES

According to the United States Department of Education (USDOE), NYS has had a bilingual teacher shortage for over a quarter of a century, and it is only one of two states, including Texas, that show a consistent shortage for this period of time (See figure 5).

The following bar chart below provides a regional snapshot of the percentage of uncertified educators teaching BE and English as a New Language (ENL). Schools in the Finger Lakes Region have the highest percentage (29%) of uncertified bilingual educators teaching bilingual education. The mid- and upper-Hudson Valley regions are slightly lower at 23%. Because of these discrepancies, MLLs in these regions are at an even greater disadvantage of receiving a quality education.¹¹

⁶ New York State Report Card, 2008-2017

⁷ 2016-2017 New York State Report Card

⁸ 2016-2017 NYC, Syracuse, Buffalo, Rochester, and Yonkers School District Report Cards

⁹ 2016-2017 New York State Report Card for Kings County, Queens County, New York County, Richmond, and Bronx County

¹⁰ 2016-2017 Percentage of ELL County Enrollment to NYS Total ELL Enrollment

¹¹ New York State School Boards Association, May 2017 Teacher Shortage Report,

https://www.nyssba.org/clientuploads/nyssba_pdf/teacher-shortage-report-05232017.pdf



FINDINGS

- The MLL population across New York State has grown 20% over the last decade.
- While the statewide average MLL population is 9%, the big five school districts (Syracuse, Buffalo, NYC, Rochester, and Yonkers) have an average MLL population of 15%.

FIGURE 2¹²

NUMBER AND PERCENTAGE OF K-MLLS (OF TOTAL NYS ENROLLMENT) IN NYS

Note: Years mean the end of the academic year.

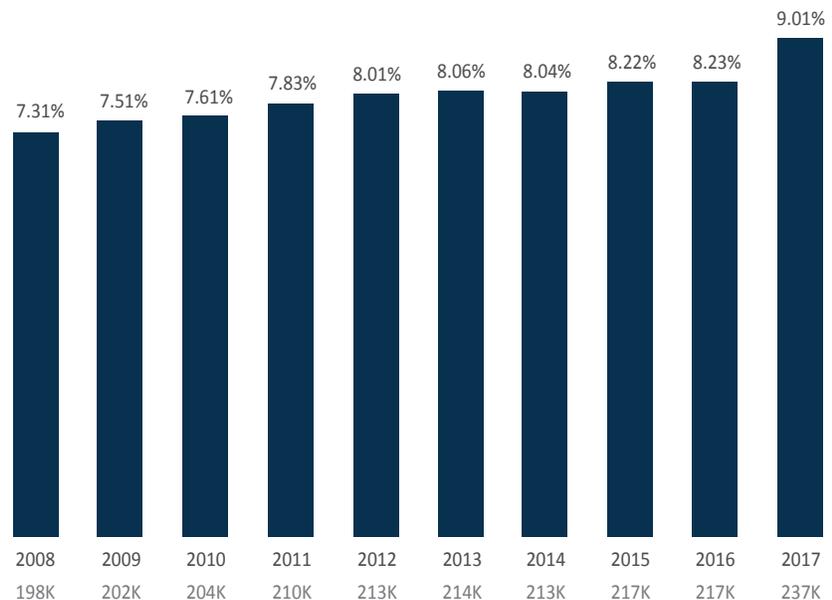
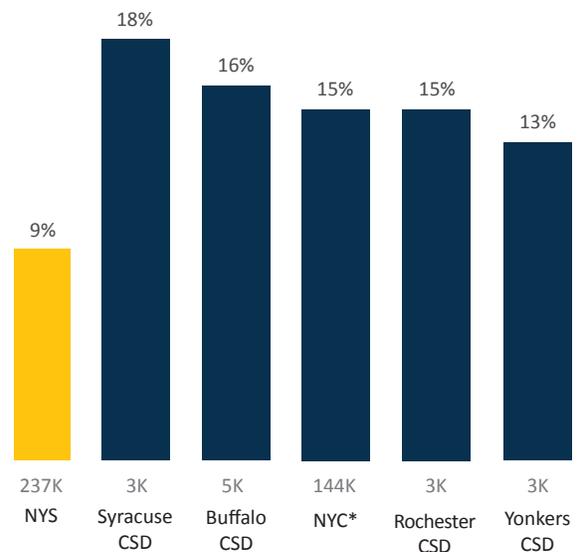


FIGURE 3¹³

NUMBER AND PERCENTAGE OF K-MLLS (OF TOTAL CSD ENROLLMENT) IN THE BIG 5, 2016-2017

*NYC includes the five counties of NYC.



¹² The New York State Report Card 2008-2009, 2011-2012, and from 2012-2013 to 2016-2017, New York State Education Department. 2012-2013 to 2016-2017 <https://data.nysed.gov/enrollment.php?year=2017&state=yes> 2011-2012 <https://data.nysed.gov/files/reportcards/archive/2011-12/RC-2012-80000081568.pdf> 2008-2009 <https://data.nysed.gov/files/reportcards/archive/2008-09/AOR-2009-80000081568.pdf>

¹³ The New York State Report Card 2016-2017, New York State Education Department.

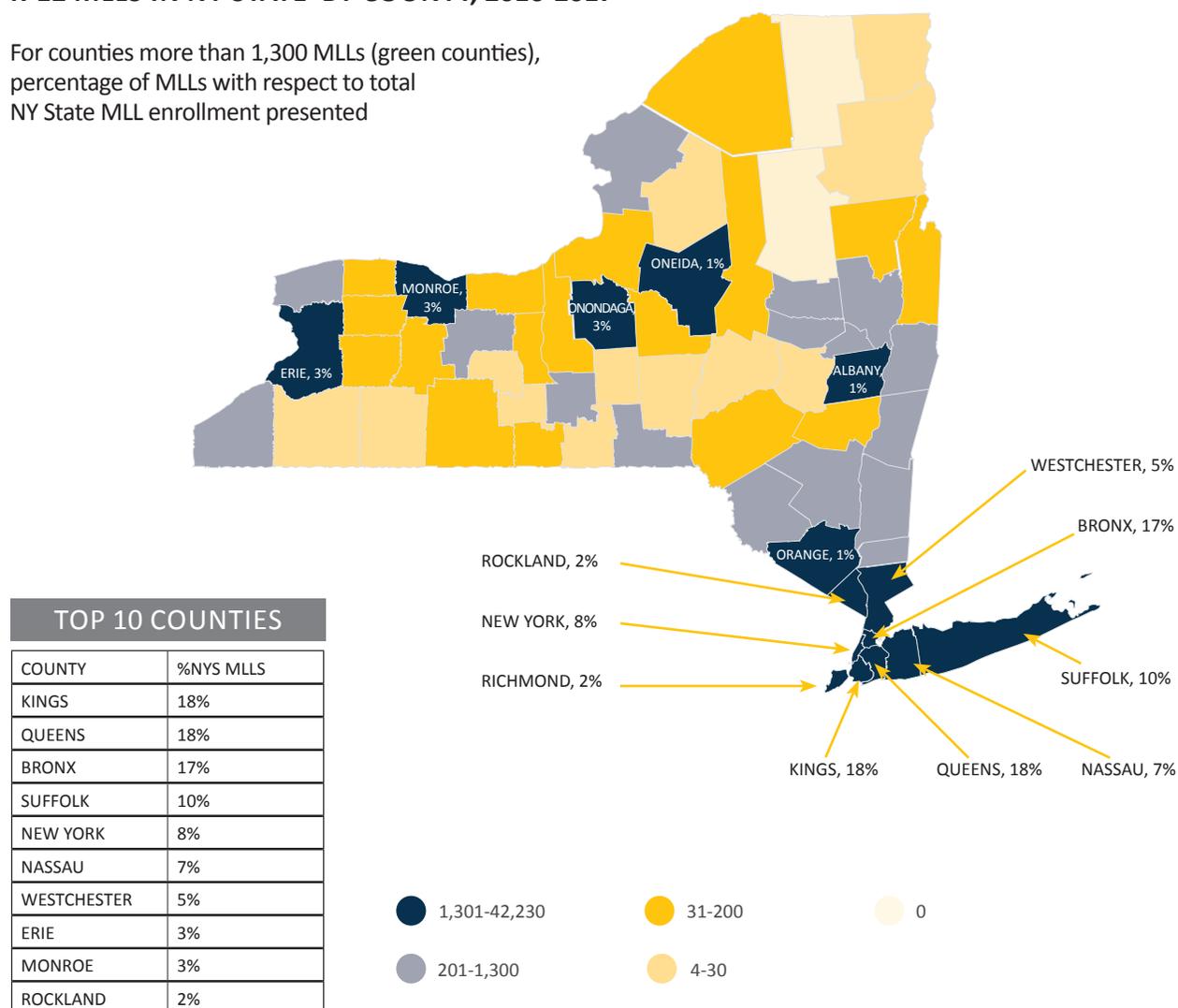
FINDINGS

- The highest concentrations of MLLs in New York State are in New York City, specifically in Kings, Queens and Bronx Counties.

FIGURE 4¹⁴

K-12 MLLS IN NY STATE BY COUNTY, 2016-2017

For counties more than 1,300 MLLs (green counties), percentage of MLLs with respect to total NY State MLL enrollment presented



¹⁴ Source: 2016-2017, New York State Department of Education, New York State Report Card, County Dataset <https://data.nysed.gov/lists.php?type=county>

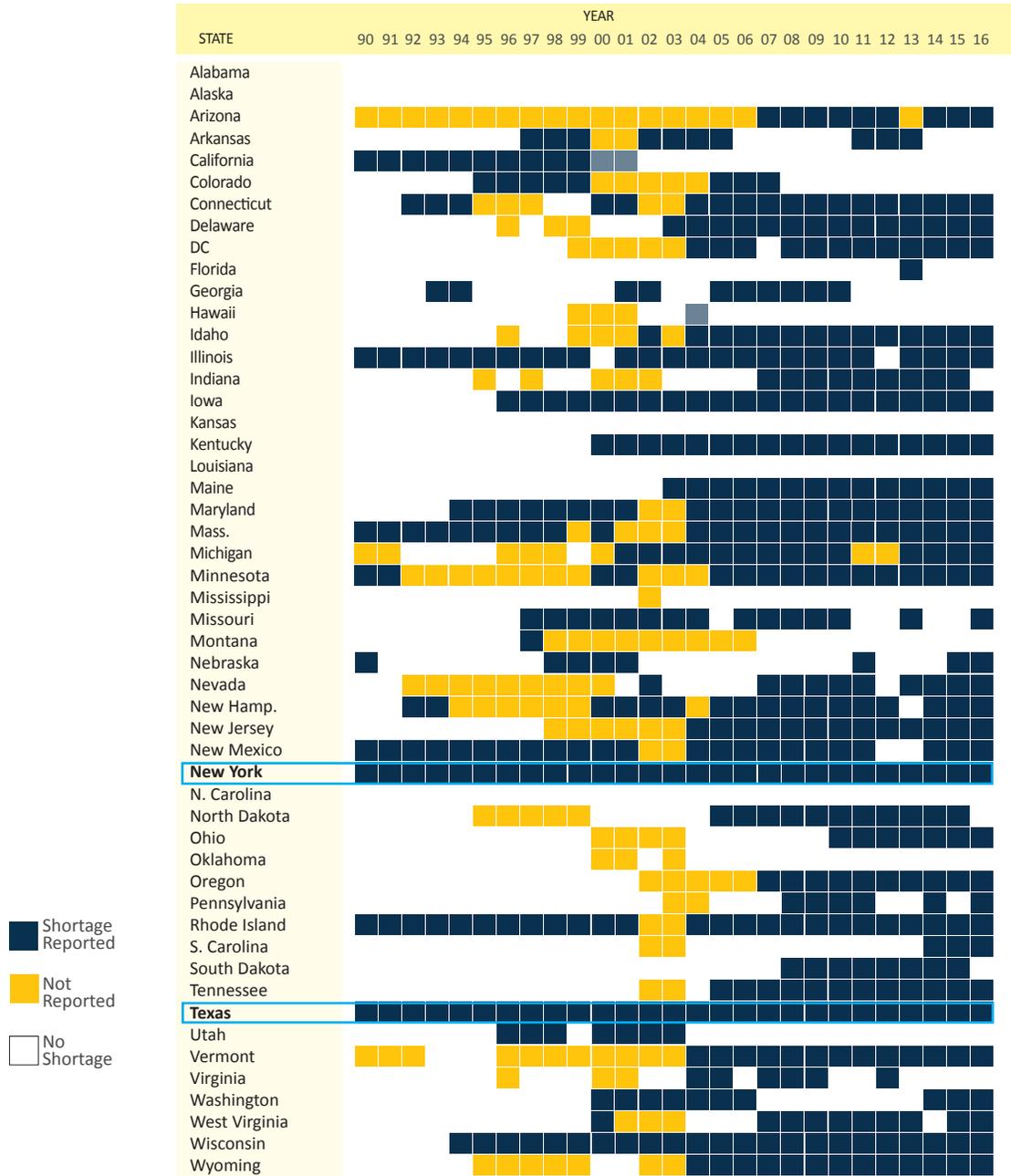
The background of the page is a photograph of several people in a meeting or conference room. They are looking at and pointing to documents on a table. The image is overlaid with a semi-transparent yellow filter. A thick yellow vertical bar is on the left side of the page, and a yellow arrow points to the right from the bottom of this bar.

UNDERSTANDING NYS'S SHORTAGE OF CERTIFIED ESOL AND BILINGUAL TEACHERS

FINDINGS

- Since 1990, New York State has reported a teacher shortage for certified bilingual teachers. It is one of two states (the other is Texas) that has faced a shortage each year for more than twenty years.

FIGURE 5¹⁵ TEACHER SHORTAGES FOR MLLS BY STATE

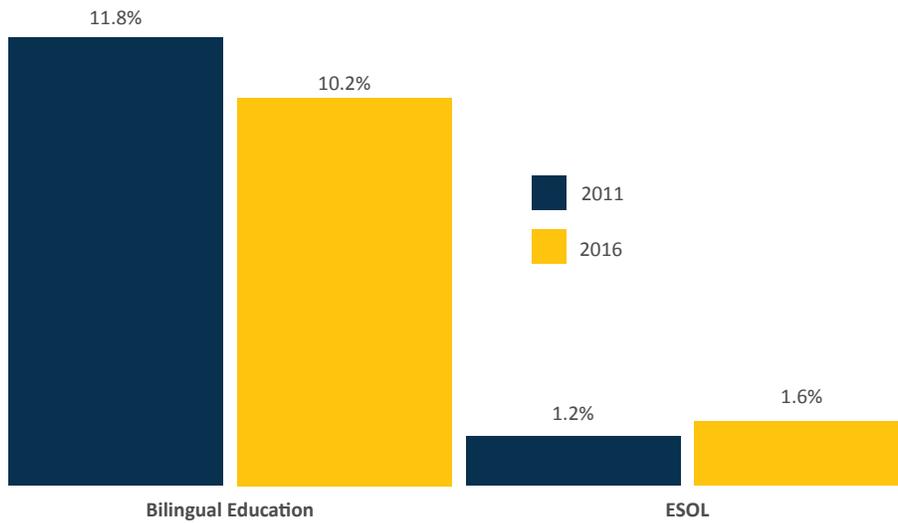


Note: The years listed are the start of the school year. Teacher types include ESL, bilingual education, and dual-language education. Each MLL indicates that the percentage of the State's proposed teacher shortage areas may not exceed the automatic designated limit of five percent of all unduplicated full-time equivalent (FTE) elementary and secondary teaching positions in the State.

¹⁵ Sources: (1) Teacher Shortage Areas Nationwide Listing 1990–1991 through 2016–2017, U.S. Department of Education; (2) Sanchez, C. (2017), "Multilingual learners: How Your State Is Doing", NPR Ed. <https://www2.ed.gov/about/offices/list/ope/pol/tsa.pdf>; <https://www.npr.org/sections/ed/2017/02/23/512451228/5-million-english-language-learners-a-vast-pool-of-talent-at-risk>

FIGURE 6¹⁶

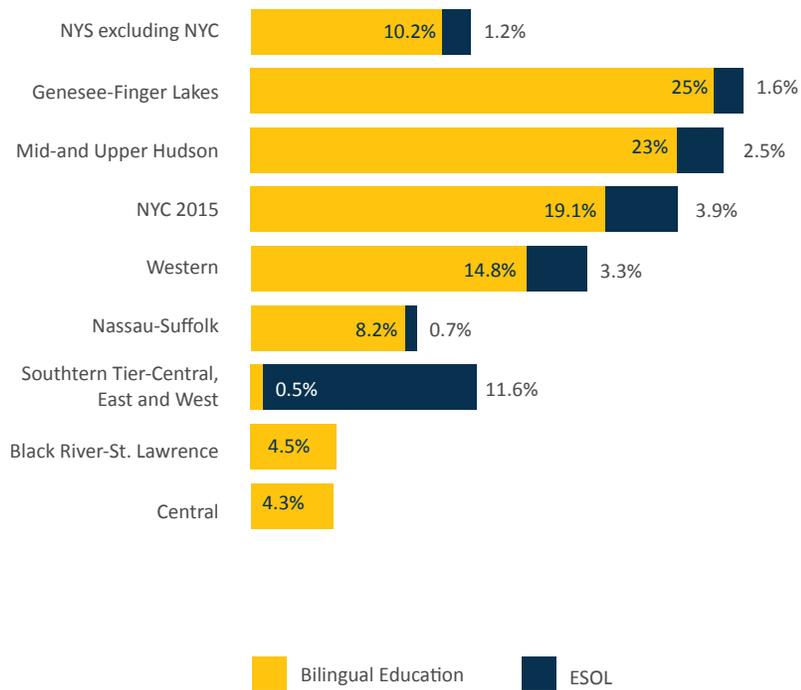
STATEWIDE PERCENTAGE OF TEACHERS WITHOUT CERTIFICATION



¹⁶ New York State School Boards Association, May 2017 Teacher Shortage Report, https://www.nyssba.org/clientuploads/nyssba_pdf/teacher-shortage-report-05232017.pdf

FIGURE 7¹⁵

STATEWIDE PERCENTAGE OF TEACHERS WITHOUT CERTIFICATION



¹⁵ Sources: (1) Teacher Shortage Areas Nationwide Listing 1990–1991 through 2016–2017, U.S. Department of Education; (2) Sanchez, C. (2017), "Multilingual learners: How Your State Is Doing", NPR Ed. <https://www2.ed.gov/about/offices/list/ope/pol/tsa.pdf>; <https://www.npr.org/sections/ed/2017/02/23/512451228/5-million-english-language-learners-a-vast-pool-of-talent-at-risk>



**UNDERSTANDING
MLL
ACHIEVEMENT**

Graduation Rates and Dropout Rates

Understanding MLL Graduation and Dropout Rates

New York State is failing to graduate its MLLs at appropriate levels. In fact, in 2017 the 30% four-year dropout rate for MLLs was actually higher than the four-year MLL graduation rate of 27%.¹⁷ When compared with other states, New York is one of the lowest performing states when it comes to MLL graduation rates (see figure 9). Utilizing 2015-2016 9th grade cohort data, the USDOE reported that New York State, with a 38% cohort four-year graduation rate, was shockingly far below the United States MLL graduation rate average of 67%.¹⁸ When it comes to 2017 six-year graduation rates, MLLs in NYS are doing better, with a graduation rate of 48%. However, the six-year dropout rate is still unacceptably high at 36%. Addressing the MLL graduation and dropout rate crisis must become a priority for New York State.¹⁹

GRADE LEVEL DISTRIBUTION OF MLLS

Over half of MLLs in NYS (57%) are in grades K-5, and nearly a quarter (23%) are in high school.²⁰ During K-2 grades, the proportion of MLLs rises since these students usually don't begin testing out of MLL status until the third grade, when they reach a proficient or commanding level on the New York State English as a Second Language Achievement Test (NYSESLAT).²¹

There is a spike in enrollment in ninth grade, as this is an entry point for recently arrived MLLs (see Figure 8).²² High school is especially challenging for newcomer MLLs, as they have only a short amount of time to learn English and pass state Regents Exams in order to graduate. The challenges multiply for MLLs who are also Students with Limited or Interrupted Formal Education (SLIFE) and helps explain the low four and six-year graduation rates.

MLLS ACROSS THE BIG FIVE SCHOOL DISTRICTS

2016-2017 MLL four-year graduation and dropout rates vary significantly across the state. For example, Yonkers has the highest MLL four-year graduation rate at 39% and the lowest MLL dropout rate at 12%. However, Rochester has the lowest four-year graduation rate, 21%, and the second highest dropout rate at 41%. Buffalo has the highest four-year dropout rate at 42% and a four-year graduation rate at 27% and Syracuse has a 31% four-year dropout rate and a 24% four-year graduation rate. Lastly, New York City's MLL four-year graduation rate of 28% is just above its 27% four-year dropout rate.²³

¹⁷ New York State Education Department, June Graduation Rates for 2013 Cohort, <http://www.nysed.gov/common/nysed/files/graduation-rate-data-slides-2017.pdf>

¹⁸ United States Department of Education, Office of Elementary and Secondary Education, Consolidated State Performance Report, 2010-11 through 2015-16.

¹⁹ New York State Education Department, June Graduation Rates for 2013 Cohort, <http://www.nysed.gov/common/nysed/files/graduation-rate-data-slides-2017.pdf>

²⁰ 2016-2017 New York State School Report Card

²¹ New State Department of Education, "Former English Language Learner/Multilingual Learner Services". Retrieved from: <http://www.nysed.gov/bilingual-ed/former-english-language-learner/multilingual-learner-services>

²² 2016-2017 New York State School Report Card

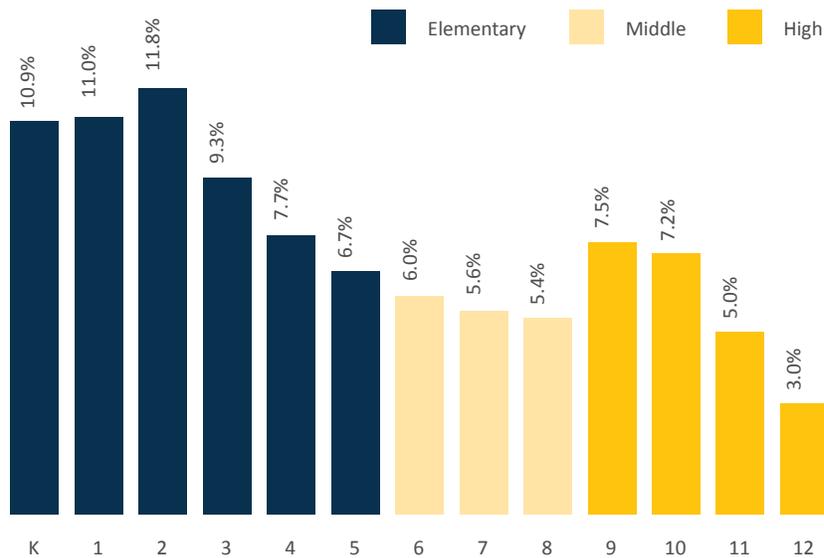
²³ 2016-2017 NYC, Syracuse, Buffalo, Rochester, and Yonkers School District Report Cards

FINDINGS

- MLL populations decrease throughout elementary and middle school. However, there is spike in MLL enrollment in 9th grade.

FIGURE 8²⁴

PERCENTAGE OF MLLS BY GRADE IN NYS 2016-17



Note: sum of percentages don't equal 100% because ungraded elementary enrollment (grades K-6 equivalent) and ungraded secondary enrollment (grades 7-12 equivalent) were excluded, which both represent 1.3% and 1.7% of total MLL enrollment, respectively.

²⁴ The New York State Report Card 2016-2017, New York State Education Department
<https://data.nysed.gov/enrollment.php?year=2017&state=yes>

Understanding the New York State MLL Graduation Rate

In 2017, the six-year MLL graduation rate of 48% was significantly lower than the six-year total state graduation rate of 85% (see figure 9).²⁵ The current rate is deeply disconcerting on multiple fronts. For one, it shows the wide gulf that exists in academic attainment between MLLs and non-MLLs in New York State. Equally troubling, it highlights that when it comes to graduation rates for MLLs, New York State is moving

backwards. The fact is that over the past five years the MLL graduation rate has declined. In 2013, for example, the six-year MLL graduation rate was 55% or 7% higher than it is in 2017. Why have graduation rates for MLLs worsened in NYS? That's the urgent question New York State's policymakers and educational leaders must address, and why the recommendations in this report are so pressing.

FINDING

Although there have been graduation gains for the state's total population, the MLL population has experienced a significant decrease in four-year graduation rates.

- New York State has the second lowest graduation rate for MLLs in the nation with a graduation rate of nearly half the national MLL graduation rate.
- MLLs in New York State have the highest four-year dropout rates and those rates have increased over the last three years. All other subgroups have experienced a decrease in dropout rates over the same timeframe.
- Within the 5 largest cities in NYS, MLLs dropout more than any subgroup. NYC and Yonkers were the only cities in 2017 with an MLL dropout rate lower than the NYS MLL dropout rate.
- The MLL four-year dropout rate in New York State has risen from 23% to 30% over the last three years, while the dropout rate for all students has decreased from 7% to 6% over the same period.

²⁵ New York State Education Department, June Graduation Rates for 2013 Cohort, <http://www.nysed.gov/common/nysed/files/graduation-rate-data-slides-2017.pdf>

FIGURE 9²⁶

GRADUATION RATE IN NYS BY OUTCOME

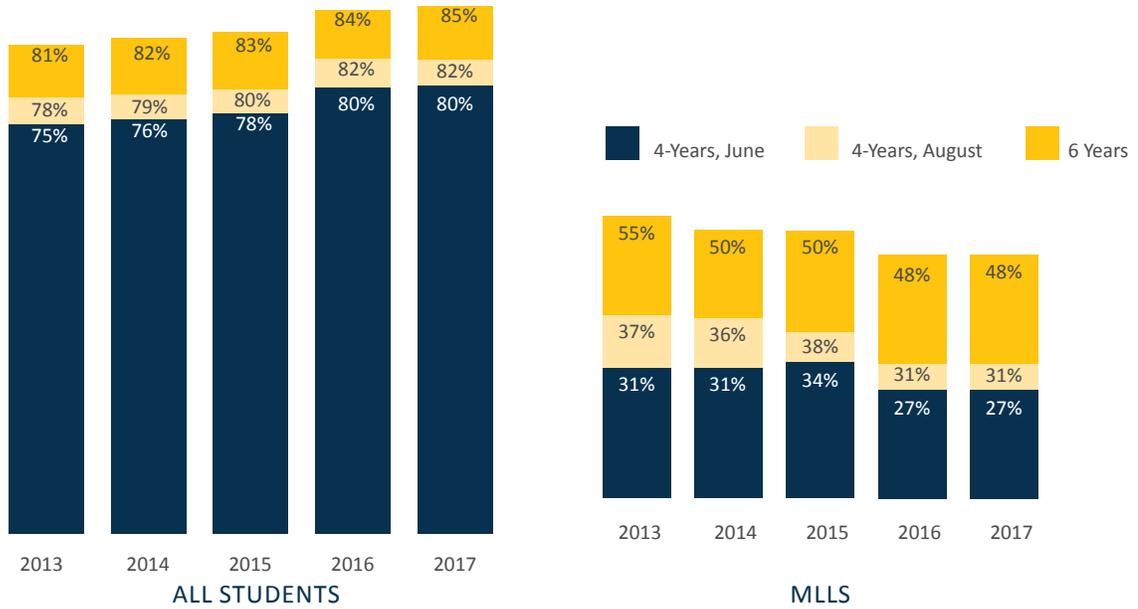
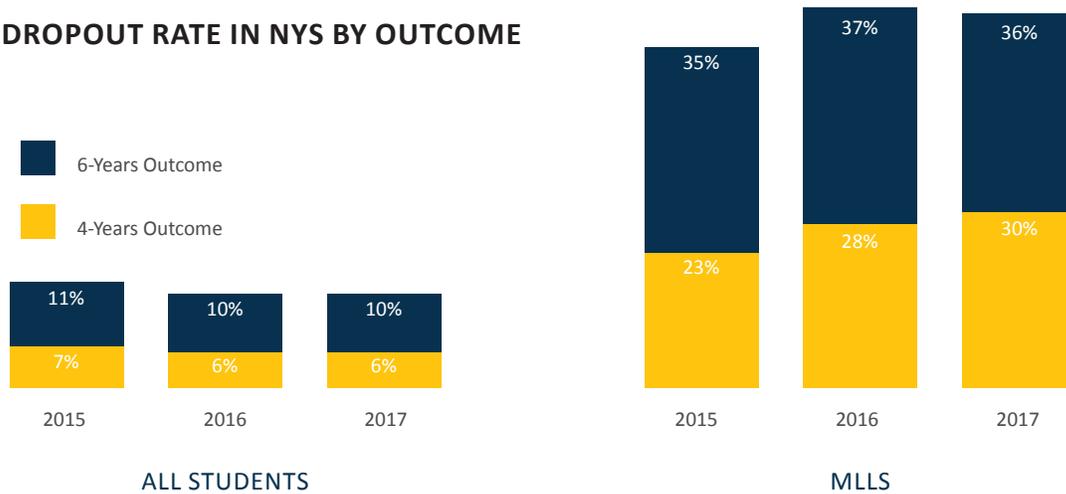


FIGURE 10²⁷

DROPOUT RATE IN NYS BY OUTCOME



²⁶ The New York State Report Card from 2012-2013 to 2016-2017, New York State Education Department <https://data.nysed.gov/gradrate.php?state=yes&year=2014&cohortgroup=1>

²⁷ The New York State Report Card Database from 2014-2015 to 2016-2017, NYSED <https://data.nysed.gov/downloads.php>

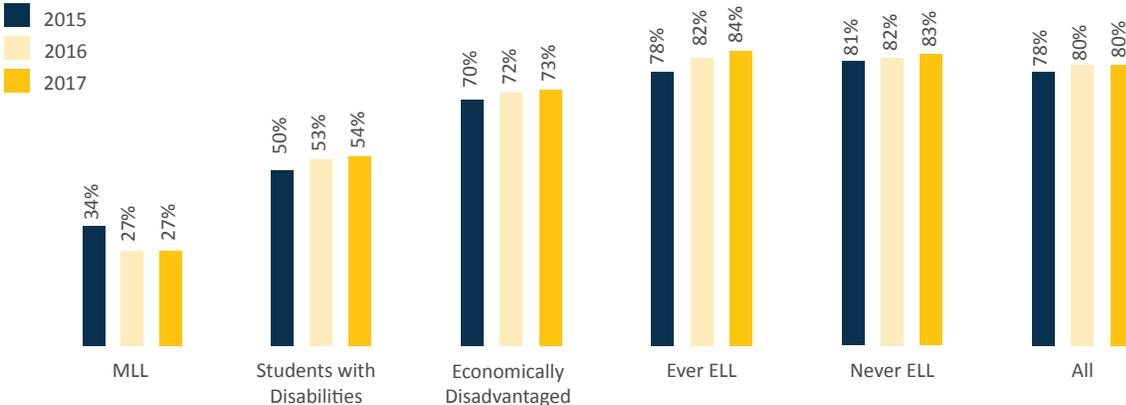
MLL Graduation Rates in Comparison to Subgroups

In 2017, the MLL four-year graduation rate was 27% compared to the 80% four-year graduation rate for the total student population. In fact, for the past three consecutive years, MLLs have the lowest four-year graduation rates of any student subgroups.²⁸

FINDING

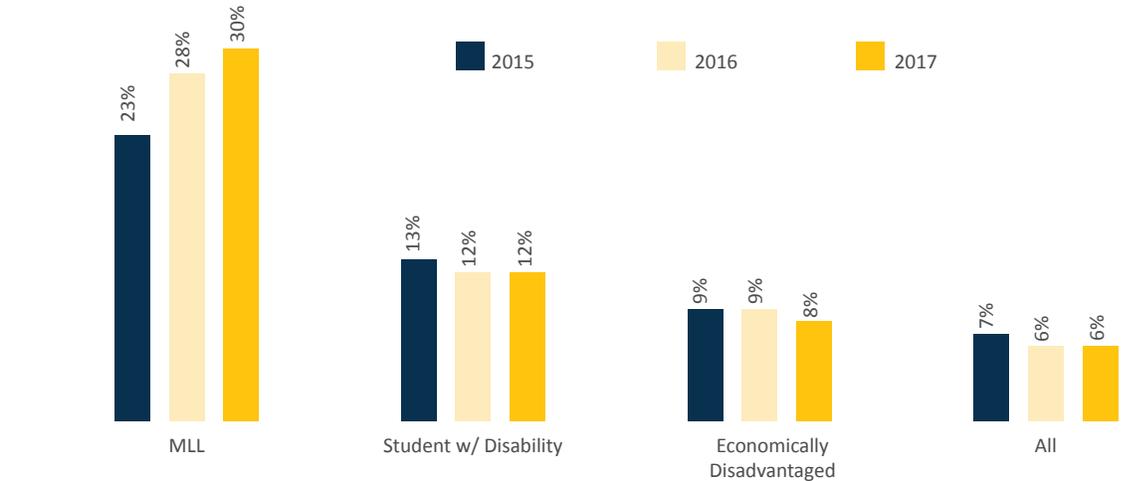
- The four-year graduation rate for all students has increased from 78% to 80% over the last three years. However, the MLL four-year graduation rate has dropped from 34% to 27% over the last three years.

FIGURE 11²⁹ **FOUR-YEAR GRADUATION RATE IN NYS BY SUBGROUP, JUNE 2017**



Note: Years mean the end of the academic year. See Appendix for definition of each subgroup.

FIGURE 12³⁰ **FOUR-YEAR DROPOUT RATE IN NYS BY SUBGROUP, JUNE 2017**



Note: Years mean the end of the academic year. See Appendix for definition of each subgroup.

²⁸ New York State Education Department, June Graduation Rates for 2013 Cohort, <http://www.nysed.gov/common/nysed/files/graduation-rate-data-slides-2017.pdf>

²⁹ June Graduation Rates for 2013 Cohort, New York State Education Department

³⁰ The New York State Report Card Database from 2014-2015 to 2016-2017, New York State Education Department

FINDING

- Within the big five school districts, MLLs are again graduating with the lowest rates of any subgroup.

FIGURE 13³¹ **FOUR-YEAR GRADUATION RATE IN BIG BY, JUNE 2017**

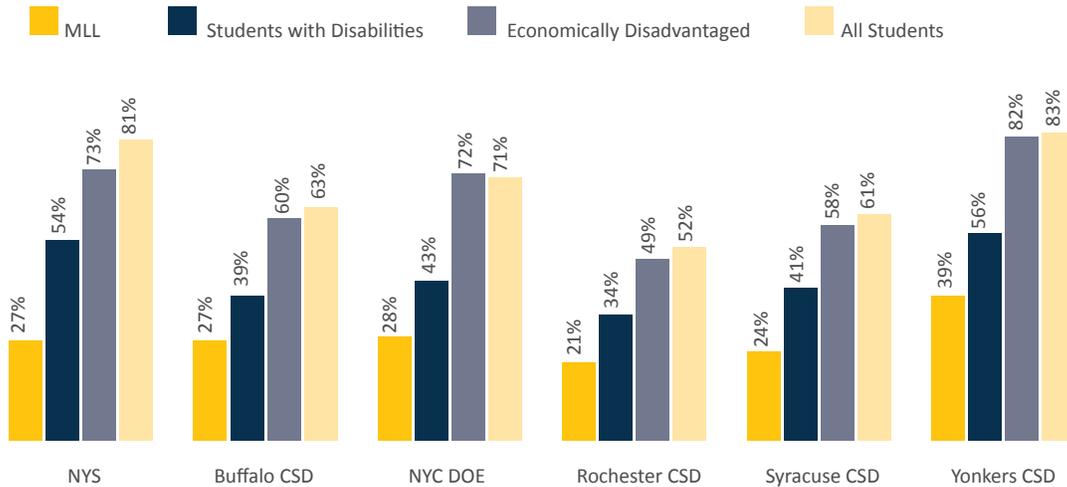
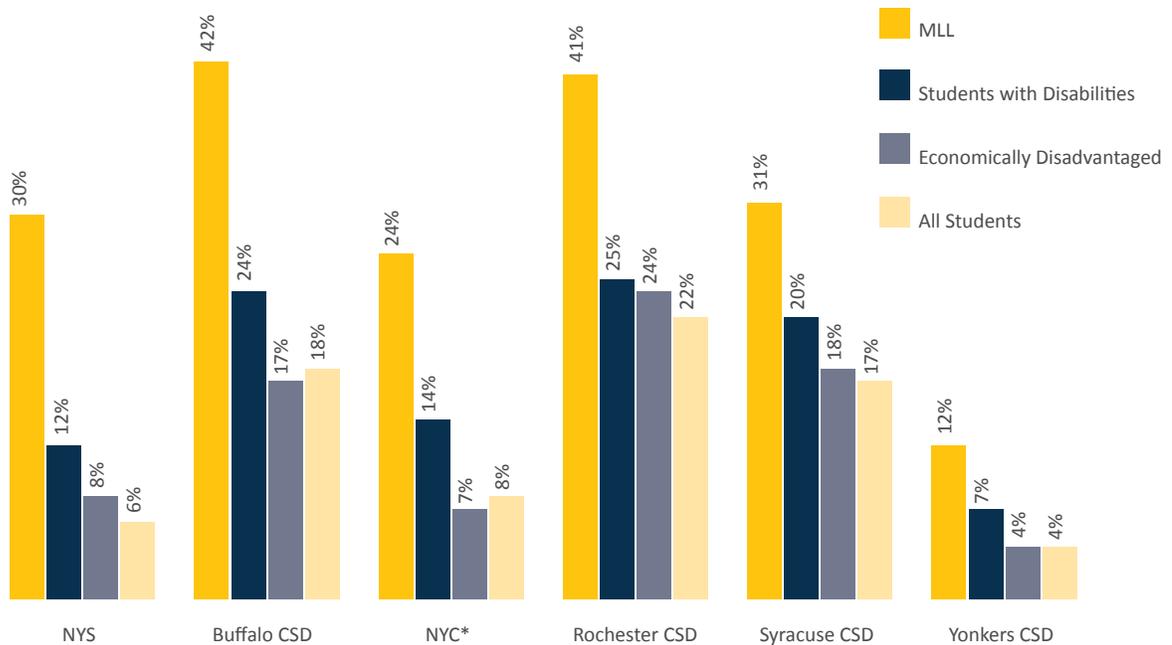


FIGURE 14³² **FOUR-YEAR DROPOUT RATE IN BIG, JUNE 2017**



*NYC dropout rates were calculated using weighted averages. The weight was the district's number of graduates in the specific subgroup over the total NYC graduates in that subgroup.

³¹ June Graduation Rates for 2013 Cohort, New York State Education Department, <http://www.nysed.gov/common/nysed/files/graduation-rate-data-slides-2017.pdf>

³² The New York State Report Card Database 2016-2017, New York State Education Department, <https://data.nysed.gov/downloads.php>

Academic Performance in ELA and Math

MLL PROFICIENCY RATES ON THE 3RD-8TH GRADE NEW YORK STATE EXAMS

MLLs significantly underperform on state 3rd through 8th grade English Language Arts (ELA) and Math state assessments, as compared with their non-MLL peers. All MLLs who take the exams have been enrolled in New York State schools for more than one-year. However, MLLs must take the math assessment, regardless of how long they have been enrolled in school. 13% of MLLs obtained proficiency in Math, just slightly higher than the proficiency rates for students with disabilities but much lower than the 40% proficiency rate for all students. Only 5% of MLLs were proficient in ELA, the lowest of any subgroup, while 40% of all students were proficient. In Math, These results are not surprising, since 63% of MLLs are newcomers and their lack of proficiency in English is a major limitation to understanding exams. Furthermore, once students exit MLL status, they score similarly or sometimes better than students who have never received MLL services (see figure 15).

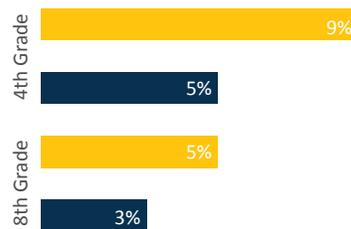
MLL PERFORMANCE ON THE NATIONAL ASSESSMENT OF EDUCATIONAL PROGRESS (NAEP)

The National Assessment of Educational Progress (NAEP) is a nationally representative assessment of the performance of United States' students in mathematics, reading, science, writing, the arts, civics, economics, geography, and U.S. history. The NAEP assessment is administered to a sampling of schools across NY State and results are reported each two years.³³ The New York State Education Department only reports results for 4th and 8th grade on this exam.

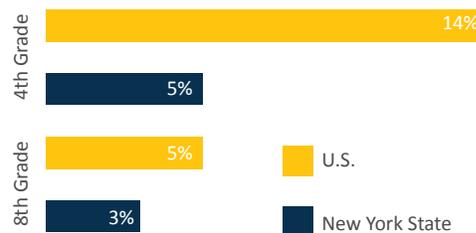
MLL performance on both the state assessments and

NAEP is significantly lower than the total population. In addition, NAEP reveals that New York's MLLs are among the lowest performing in both Math and ELA. Based on the 2017 4th grade NAEP results in ELA and Math, MLL students in New York State fall below the national average in both subjects. Five percent of New York State's MLLs were proficient in ELA as compared to the 9% national average. And in math, just 3% of New York State's MLLs were proficient, as compared to the 14% national average.³⁴

READING PERCENTAGE OF PROFICIENT MLLS ON NAEP, 2017



MATH PERCENTAGE OF PROFICIENT MLLS ON NAEP, 2017



Source: National Assessment of Educational Progress (NAEP) 2017 report, US Department of Education.

³³ 2016-2017 NYS Report Card, <https://data.nysed.gov/assessment38.php?subject=ELA&year=2017&state=yes>

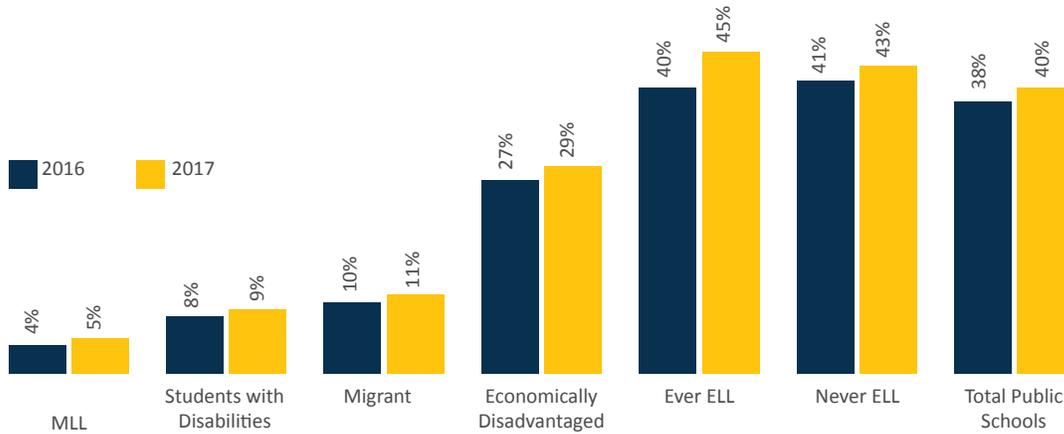
³⁴ National Assessment of Education Progress (NAEP), <https://www.nationsreportcard.gov/ndecore/xplore/NDE>

FINDING

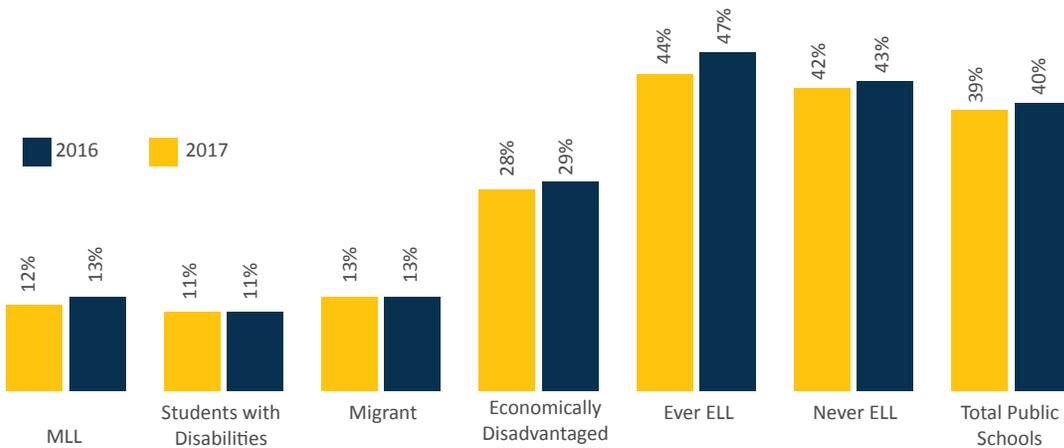
- Students that have exited MLL status, Ever MLLs, outperform their peers and have the highest achievement rates.

FIGURE 15³⁵

STATEWIDE PERCENTAGE OF STUDENTS WITH LEVEL 3 OR 4 ON NYS ELA TEST (GRADES 3-8)



STATEWIDE PERCENTAGE OF STUDENTS WITH LEVEL 3 OR 4 ON NYS MATH TEST (GRADES 3-8)



Note: NY State considers a result at level 3 and 4 as ‘proficient’. See Appendix for definition of each subgroup.

Source: New York State Department of Education, <https://data.nysed.gov/lists.php?type=district>

³⁵ Source: New York State Department of Education, <https://data.nysed.gov/reportcard.php?year=2017&state=yes> <https://www.engageny.org/sites/default/files/downloadable-resources/2018/Feb/nyseslat-2018-MLL-demographic-slides.pdf>

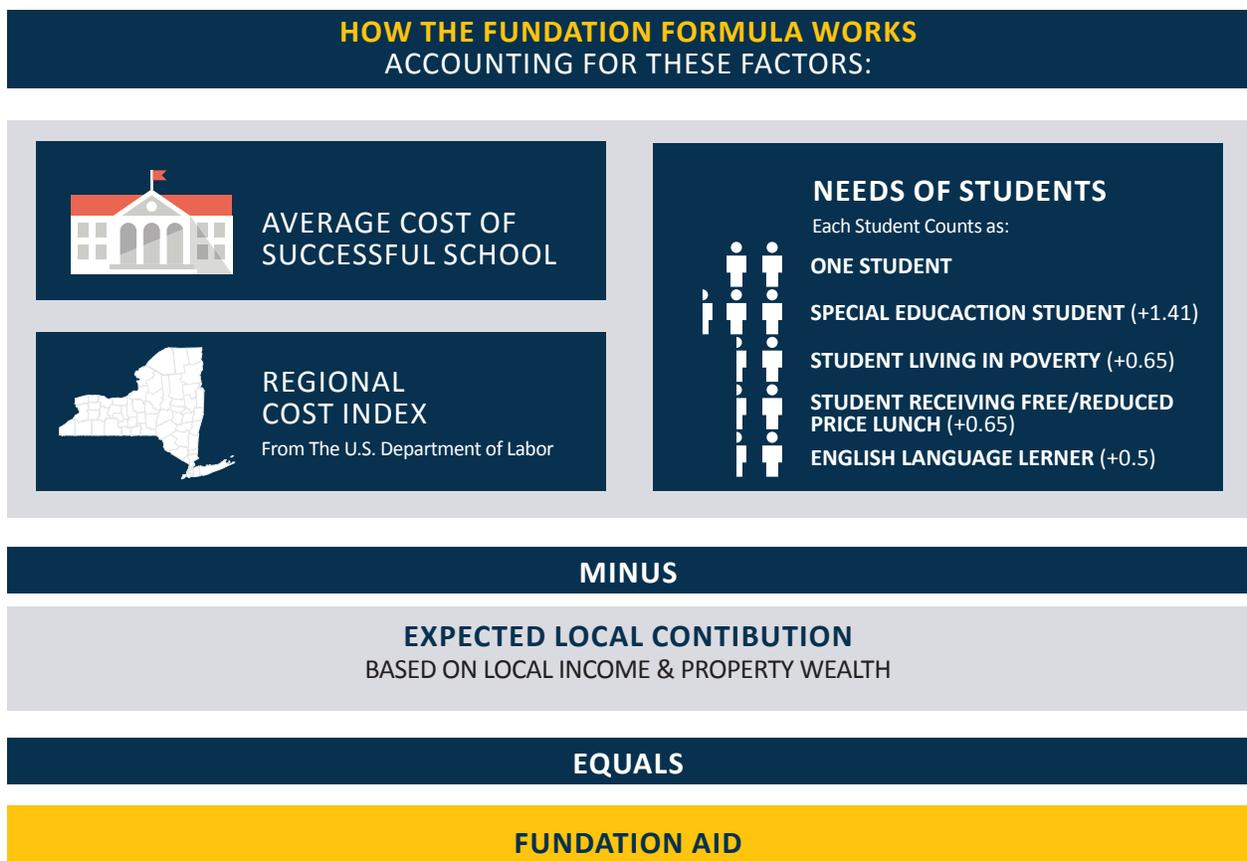


UNDERSTANDING THE FOUNDATION AID FORMULA

The main sources of funding for school districts are state aid and the local funding levied by the local school districts through local property taxes or funding that comes from the city that houses the school district. New York's biggest five school districts- New York City, Yonkers, Buffalo, Rochester, and Syracuse- all receive city funding.

About one third of the state's school districts are considered high needs. High needs districts are districts with limited capacity to raise local revenue because they have large populations of low-income families and low property values. As a result, these districts have larger populations of students in need and consequently receive more funding from the state.

The state's needs-based funding formula is called Foundation Aid. The Foundation Aid formula includes weightings for students in poverty, multilingual learners, and students with disabilities. These weightings increase the student count so that the district will receive more total dollars because it would appear that it has more students. Research has shown that the more needs students have, the greater the cost of education. A student who is a multilingual learner has additional needs and is funded at 1.5 times the base rate. If the English learner is also considered to be living in poverty and receiving free or reduced lunch, the student counts as 1.8 students.³⁶ Below is a graphic illustration of the Foundation Aid formula.³⁷



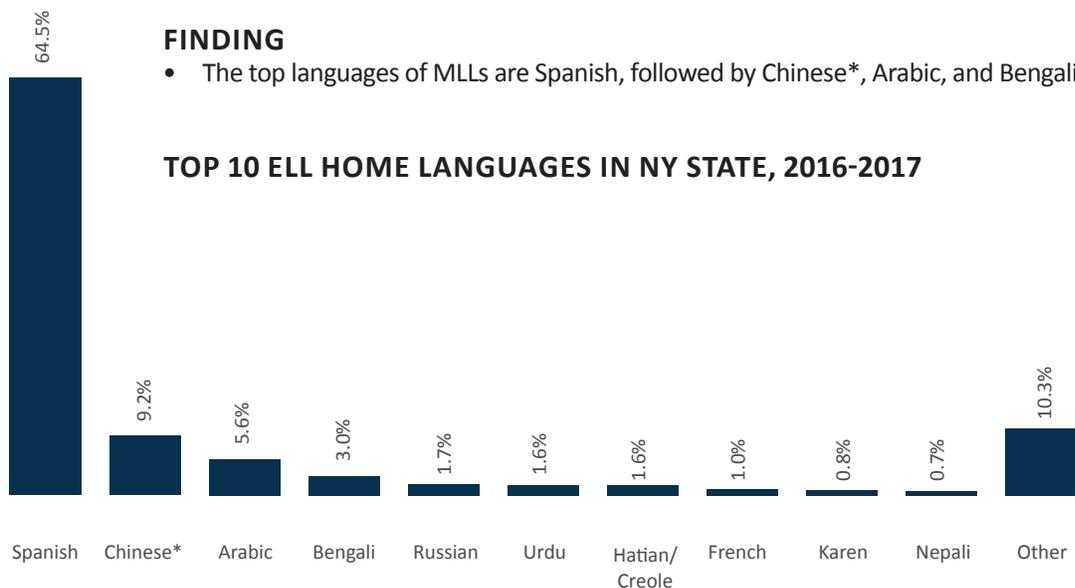
³⁶ 2017-18 State Aid Handbook

³⁷ Alliance for Quality Education website, Kerner Commissioner site,

<http://www.aqeny.org/2018/02/28/the-kernercommission-50-years-later-educational-racism-in-new-yorks-schools>

APPENDIX



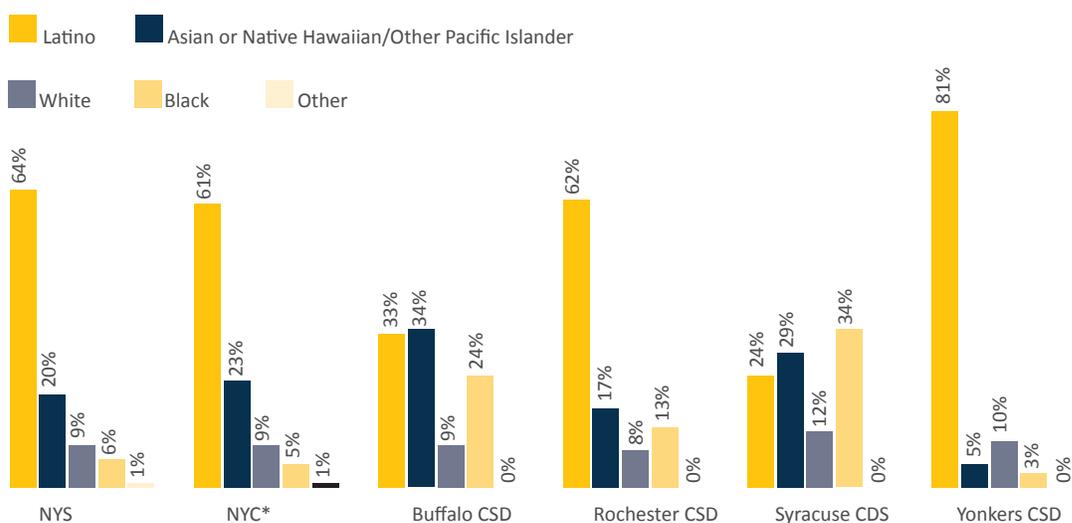


*The NY state Department of Education does not separate Chinese languages between different their dialects.

FINDING

- Multilingual Demographics: Across New York State 64% of MLLs are Latino, followed by Asian or native Hawaiian/other Pacific Islander at 20%. ³⁹

PERCENTAGE OF K-12 MLLS IN NY STATE BY ETHNICITY/RACE, 2016-2017



*NYC includes the counties New York (Manhattan), Bronx (The Bronx), Kings (Brooklyn), Queens (Queens), and Richmond (State Island) counties. That is, it includes the all 32 districts.

³⁸ Source: New York State Department of Education, http://www.nysed.gov/common/nysed/files/MLL_home_languages_2017.pdf

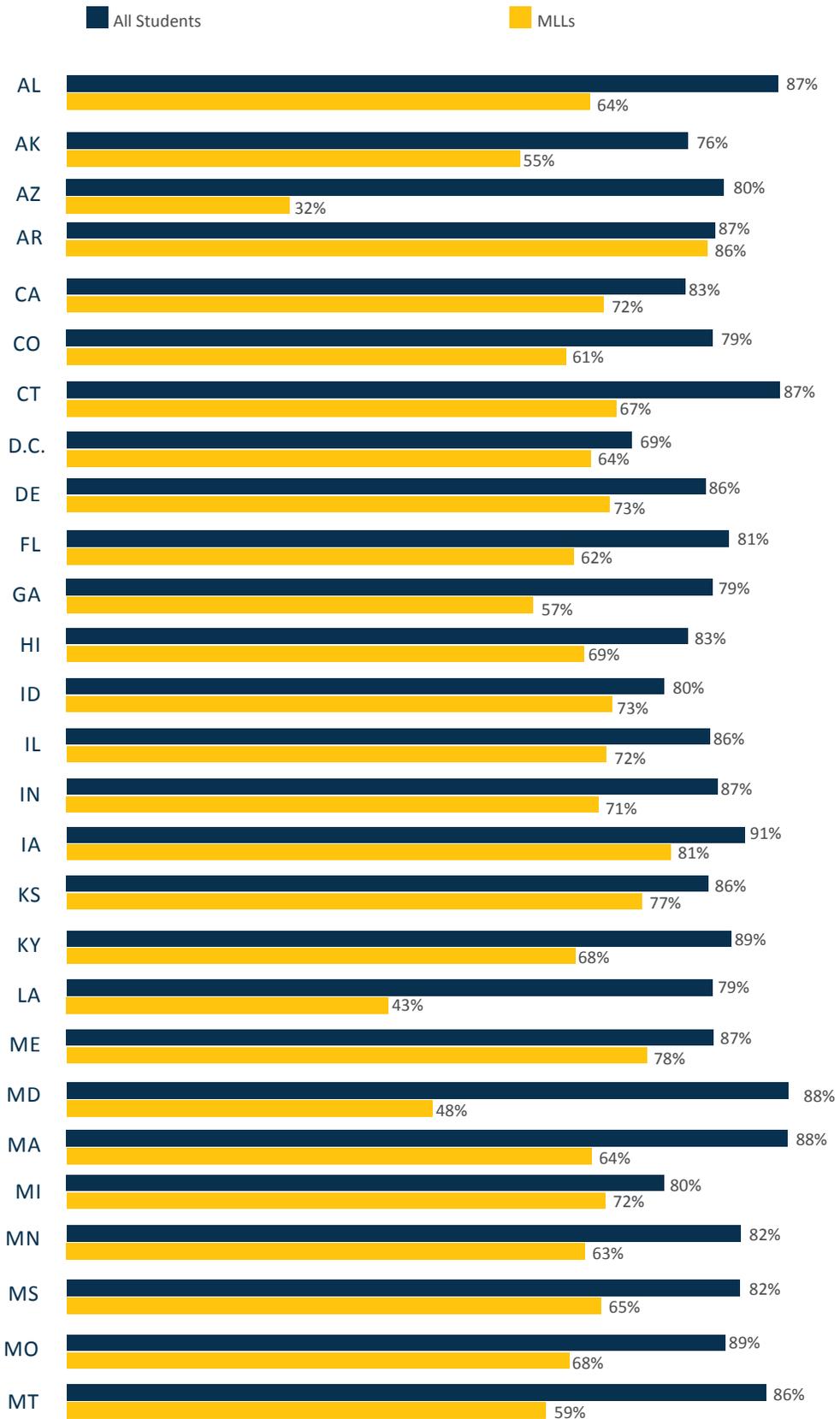
³⁹ Source: New York State Department of Education, <https://data.nysed.gov/lists.php?type=district>

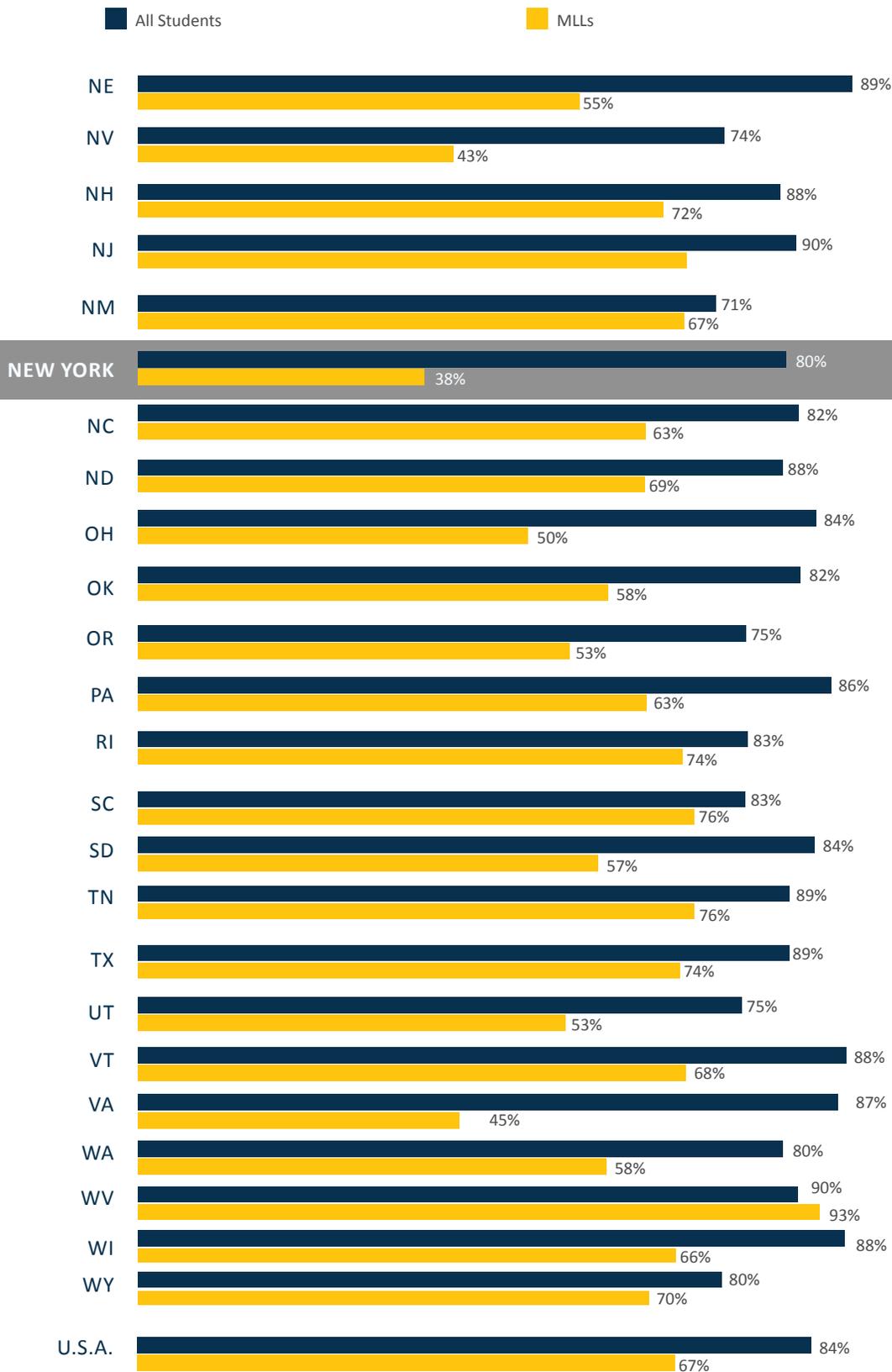
NYSED MULTILINGUAL LEARNER IDENTIFICATION DEFINITIONS ⁴⁰

TYPE	DESCRIPTION	% OF TOTAL NYS' MLL	UPDATE
MLL	Students who speak or understand a language other than English and speak or understand little or no English, and require support in order to become proficient in English and are identified pursuant to Section 154.3 of Commissioner's Regulations. These students are also referred to as Limited English Proficient (LEP).	9%	
Newcomer MLLs	Students who have received MLL services for 3 year or less. MLLs enroll in one year or less are exempt from the ELA.	63.3%	May 2017
Developing MLLs	Students who have received MLL services for 4 to 6 years.	24.9%	May 2017
Long-term MLLs	Students who have received MLL services 6 years or more.	11.7%	May 2017
Former MLLs	Student who was identified as an MLL and has met the criteria for exiting MLL status. Upon exiting MLL status, Former MLLs are entitled to receive at least two years of Former MLL services.	8.4%	May 2017
Ever MLLs	After two years, a former MLL will be referred to as an Ever MLL.		
Never MLLs	Students who were never reported to receive MLL services.		
MLL Students with Disabilities	MLLs served by an Individualized Education Plan (IEP). An IEP team determines a student's eligibility for special education services and the language in which special education services are delivered.	21.9%	May 2017
MLLs with Interrupted/ Inconsistent Formal Education	MLLs who have attended schools in the U.S. for less than twelve months and who, upon initial enrollment in schools are two or more years below grade level in literacy in their home language and/or two or more years below grade level in math due to inconsistent or interrupted schooling prior to arrival in the U.S.	8.7%	May 2017
MLLs born in MLLs	MLLs who were born in U.S. and its territories (Puerto Rico, Guam, Northern Mariana Islands, the U.S. Virgin Islands, and American Samoa).	59%	Spring 2015
Economic. Disadvant. MLLs	MLLs who participate in, or whose family participates in, economic assistance programs. If one student in a family is identified as low income, all students from that household (economic unit) may be identified as low income.	24.9%	October 2016
All Students	Total NYS Student population		

⁴⁰ NYSED Guide for Parents of English Language Learners in New York State
<http://www.nysed.gov/common/nysed/files/programs/bilingual-ed/guideforparentsofellsinnysenglish.pdf>

2015-2016 HIGH SCHOOL GRADUATION BY STATE⁴¹
PUBLIC HIGH SCHOOL 4-YEAR ADJUSTED GRADUATION RATE BY STATE, 2015-2016





41 Source: U.S. Department of Education, Office of Elementary and Secondary Education, Consolidated State Performance Report, 2010-11 through 2015-16.

Note: The adjusted cohort graduation rate is the percentage of public high school freshmen who graduate with a regular diploma within 4 years of starting 9th grade. Students who are entering 9th grade for the first time form a cohort for the graduating class. This cohort is "adjusted" by adding any students who subsequently transfer into the cohort and subtracting any students who subsequently transfer out, emigrate to another country, or die.



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