English Learners in Oregon

Annual Report 2019-20

June 2021

OREGON DEPARTMENT OF EDUCATION

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Executive Summary

ORS 327.016 directs the Oregon Department of Education (ODE) to prepare an annual report on English learner program funding and student outcomes. The report's intention is to describe the population of English Learners in Oregon and provide a summary of district and state progress towards meeting their needs and objectives. This report is also available on the ODE website. Any member of the public can contact the Government Relations and External Affairs Director to request a copy of this report.

Definitions

ORS 327.016 describes students who receive English language instruction, supports, and services as part of an English language development (ELD) program as English learners. While these students are learning English in an ELD program, the English learner label only focuses on a singular dimension (i.e., learning English) and does not reflect the linguistic and cultural assets of the students (Garcia, 2009). Thus, although this report will use the English Learner label in order to comply with ORS 327.016, we believe these students are multilingual and acknowledge that their linguistic and cultural heritage matters.

The ODE annually reports four groups of English learners: current, former, ever, and never English learners. Current English learners are multilingual students who were learning English in an ELD program during the 2019-20 school year[1]. Former English learners are multilingual students who demonstrated English proficiency and exited an ELD program prior to the 2019-20 school year. Ever English learners are the combination of both current and former English learners. Finally, never English learners are monolingual English or multilingual students who were not eligible to receive English language instruction, supports, and services in an ELD program before or during the 2019-20 school year.

English Learners in Oregon's K-12 schools

As of May 1, 2020, 578,115 students enrolled in Oregon public schools and districts. Among those students, 9.3 percent were current English learners (53,488 students), 8.7 percent were former English learners (50,480 students), and 82.0 percent were never English learners (474,147 students). Both current and former English learners (i.e., ever English learners and 18.0 percent of students) were an incredibly diverse student population in 2019-20. These students brought a rich linguistic and cultural heritage to their classrooms, schools, and communities.

The distribution of current English learners were not similar across grade levels, schools, or districts in Oregon during the 2019-20 school year. The district with the highest percentage of current English learners was Woodburn School District with 34.6 percent of its student population learning English in an ELD program as of May 1, 2020. On the other hand, more than 70 percent of Oregon districts either had no current English learners or very few (i.e., less than 5 percent of all students).

Other key features of the English learner student population in the 2019-20 school year include the following:

[1] Note that current English learners also include students who are eligible to receive English language instruction, supports, and services in an ELD program but do not participate because their parents or guardians waive English language instruction, supports, and services.

- In 2019-20, the majority of current English learners were in elementary grades (while the majority of former English learners were in high school grades).
- The number of recently arrived current English learners (i.e., new immigrant students) increased slightly in 2019-20 after declining the previous two years.
- Spanish was the predominant home language of current English learners (spoken by 75.4 percent), but overall there were 160 unique home languages spoken by current English learners.
- Approximately 75.6 percent of current English learners were Latino/a/x, and 28 percent of Latino/a/x students were current English learners. Nearly the same percentage of Native Hawaiian/Pacific Islander students (25.8 percent) were current English learners.

Participation in targeted programs

The report also examines the involvement of English learners in targeted federal and state programs: free or reduced price meals, special education, migrant education, and the talented and gifted (TAG) program.

Key findings include the following:

- A higher percentage of both current and former English learners were eligible for free or reduced price meals as compared to students who were never English Learners.
- A higher percentage of current English learners received special education services and supports as compared to never English learners; however, ever English learners and never English learners had similar percentages of students receiving special education services and supports.
- Almost 13.5 percent of current English learners received services in migrant education programs.
- While across Oregon 7.6 percent of never English learners participated in TAG programs, this figure was 6.0 percent for former English learners and just 0.4 percent for current English learners.

Progress towards English Language Proficiency

Data representing the progress current English learners are making towards achieving English language proficiency were not available during the 2019-20 school year. The reason for the unavailability is due to the State of Oregon's response to the COVID-19 pandemic (e.g., the cancellation of statewide summative assessments and data collections that support the calculation of this measure at the district and state levels).

Student Academic Outcomes in English Language Arts and Mathematics

Data representing the language arts and mathematics achievement of current, former, ever, and never English learners were not available during the 2019-20 school year. The reason for the unavailability is due to the State of Oregon's response to the COVID-19 pandemic (e.g., the cancellation of statewide summative assessments and data collections that support the calculation of this measure at the district and state levels).

Attendance

Data representing the percentage of current, former, ever, and never English learners who regularly attend school were not available during the 2019-20 school year. The reason for the unavailability is due to the State of Oregon's response to the COVID-19 pandemic (e.g., the cancellation of data collections that either capture the specific data or support the calculation of this measure at the district and state levels).

Graduation

Data representing the percentage of current, former, ever, and never English learners who were on track to graduate in ninth grade were not available during the 2019-20 school year. The reason for the unavailability is due to the State of Oregon's response to the COVID-19 pandemic (e.g., the cancellation of data collections that either capture the specific data or support the calculation of this measure at the district and state levels).

Former English learners graduated at rates similar to or better than never English learners; however, substantially fewer current English learners graduated in four years.

Post-secondary enrollment

Post-secondary enrollment rates for former English learners were very similar to those of never English learners; in both cases, about 62.0 percent of high school graduates enroll in college within 16 months of graduation. On the other hand, current English learners were less likely to enroll in post-secondary education institutions. About 42.0 percent of current English learners went on to college within 16 months of high school graduation.

Instructional Programming for Current English Learners

Program models are different ways that current English learners can receive instruction that helps them develop their English language proficiency and learn grade-level content. About 19.2 percent of current English learners participated in bilingual or dual-language programs in 2019-20. Most current English learners (75.2 percent) participated in sheltered instruction programs.

District revenues and expenditures

As in reports from previous years, this report summarizes the ratio of expenditures to revenues. In 2019-20, that ratio was 0.98, slightly less than it was in 2018-19.

Introduction

In 2019-20, students who received English language instruction, supports, and services in an English language development (ELD) program as well as students who exited the ELD program prior to the 2019-20 school year made up 18.0 percent of all students in Oregon public schools and districts (as of the first school day in May 2020). They form a vital part of our student communities and bring a variety of cultural and linguistic assets that enrich our schools and districts. This report describes this diverse population of students, examines their academic progress and achievement, and summarizes information about key aspects of the education they receive in our state.

Why this report?

ORS 327.016 directs the Oregon Department of Education (ODE) to prepare an annual report on English learner program funding and student outcomes. The report's intention is to describe the population of English Learners in Oregon and provide a summary of district and state progress towards meeting their needs and objectives in ELD programs. ORS 327.016 requires ODE to include the following information in the annual report:

- English learner student demographics.
- Length of participation in ELD programs.
- Participation in special education and related services.
- Other information identified by the ODE.

In addition, the annual report must include the following financial information:

- Allocations to each school district from the State School Fund for students enrolled in ELD programs.
- The extent to which districts expend these allocations for students enrolled in ELD programs.
- The categories of expenditures for ELD program funding.

Each annual report looks back at the prior school year, which for this year is the 2019-20 school year. This report will be available on the ODE website, submitted to House and Senate Education Committees, and provided to district school boards. State law requires the report to be available to the public at the district's main office and on the district's website.

Definitions

ORS 327.016 describes students who receive English language instruction, supports, and services as part of an ELD program as English learners. While these students are learning English in an ELD program, the English learner label only focuses on a singular dimension (i.e., learning English) and does not reflect the linguistic and cultural assets of the students (Garcia, 2009). Thus, although this report will use the English Learner label in order to comply with ORS 327.016, we believe these students are multilingual and acknowledge that their linguistic and cultural heritage matters.

The ODE annually reports four groups of English learners: current, former, ever, and never English learners. Current English learners are multilingual students who were learning English in an ELD program during the

2019-20 school year[2]. Former English learners are multilingual students who demonstrated English proficiency and exited an ELD program prior to the 2019-20 school year. Ever English learners are the combination of both current and former English learners. Finally, never English learners are monolingual or multilingual students who were not eligible to receive English language instruction, supports, and services in an ELD program before or during the 2019-20 school year.

Structure of this report

This report consists of six sections:

Section 1: Demographics of English Learners

Section 2: Participation in Targeted Programs

Section 3: Language Development and Academic Achievement

Section 4: Attendance, Progress toward Graduation, Graduation, and Beyond

Section 5: Instructional Programming for Current English Learners

Section 6: State Revenues and Expenditures for English Learners

Several aspects of this year's report differ from the reports the ODE issued in previous years. For example, where appropriate, this report provides comparisons to never English learners (i.e., students not eligible to receive services from an ELD program). Furthermore, in addition to describing statewide patterns, in some cases the report indicates which districts serve high percentages of certain types of students (e.g., students participating in migrant education programs).

[2] Note that current English learners also include students who are eligible to receive English language instruction, supports, and services in an ELD program but do not participate because their parents or guardians waive English language instruction, supports, and services.

Section 1: Demographics of English Learners in Oregon in 2019-20

As of May 1, 2020, 578,115 students enrolled in Oregon public schools and districts. Among those students, 9.3 percent were current English learners (53,488 students), 8.7 percent were former English learners (50,480 students), and 82.0 percent were never English learners (474,147 students). Both current and former English learners were an incredibly diverse student population in 2019-20 (representing 18.0 percent of all students). These students brought a rich linguistic and cultural heritage to their classrooms, schools, and communities. This section summarizes the demographics of Oregon's English learner population, considering grade levels, interruptions in formal education among newcomer immigrant students, and racial, ethnic, and linguistic diversity.

Current and Former English Learners

Current English Learners are multilingual students who are learning English in an ELD program during the school year[3]. They receive English language instruction, supports, and services because they are not proficient in English. The reason for the lack of English proficiency is because English is not their native language or they come from an environment where a language other than English has had a significant impact on their English proficiency. In 2019-20, 53,488 of Oregon's 578,115 K-12 students, or 9.3 percent, were current English learners[4] (see figure 1).

Figure 1. Percentage of all Oregon students who were current English Learners (2015-16 to 2019-20).

A similar number of students in 2019-20 (50,480 or 8.7 percent) were former English learners. Former English learners are multilingual students who demonstrated English proficiency and exited an ELD program prior to the 2019-20 school year. Research does suggest, however, that former English learners may still need

[3] Note that current English learners also include students who are eligible to receive English language instruction, supports, and services in an ELD program but do not participate because their parents or guardians waive English language instruction, supports, and services.

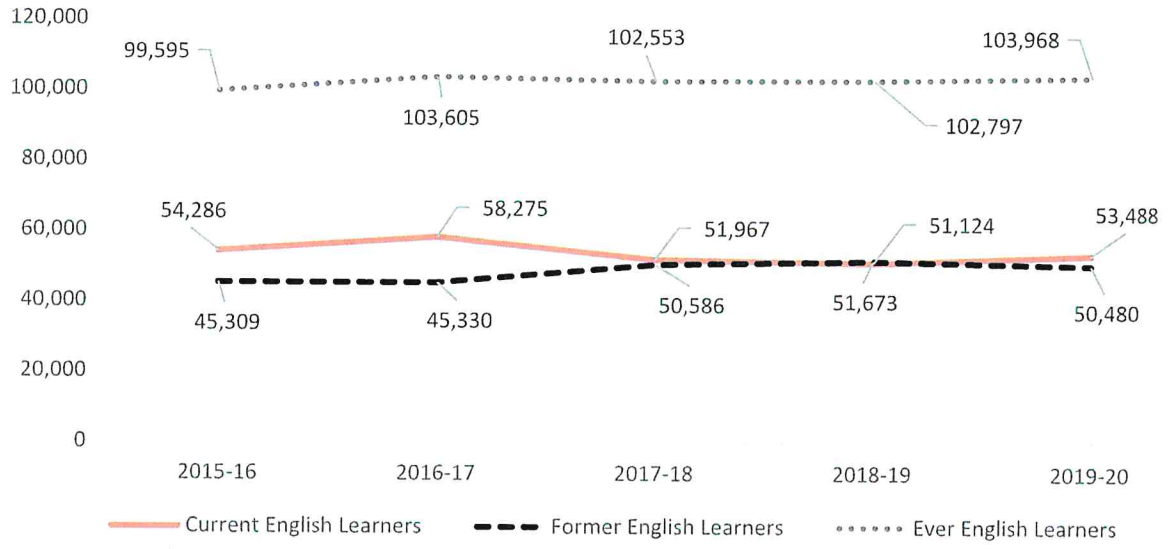
[4] The data for this portion of the report relies on student enrollments as of the first school day in May 2020.

support to develop high levels of proficiency in academic English (i.e., the language students need in order to be successful in school; see de Jong 2004; Flores, Batalova & Fix, 2012).

Comparisons between current, former, ever, and never English learners are useful to understand the experiences and outcomes of current English learners. Note that ever English learners are the combination of current and former English learners, and never English learners are monolingual English or multilingual students who are not eligible to receive English language instruction, supports, and services in an ELD program before or during the school year. Without these comparisons, it can be easy to underestimate the achievement of current English Learners, who tend to perform at lower levels while still developing English. However, once current English learners attain English language proficiency, they often perform academically at significantly higher levels (Hopkins, Thompson, Linquanti, Hakuta, & August, 2013).

Figure 2 shows the change in the count of current, former, and ever English learners in Oregon over the last five school years. In general, it displays a slightly growing population of ever English learners in Oregon, peaking in 2016-17 at 103,605 and, after declining for a couple years, increasing slightly to 103,968 students in 2019-20.

Figure 2. Number of current, former, and ever English Learners in Oregon (2015-16 to 2019-20).

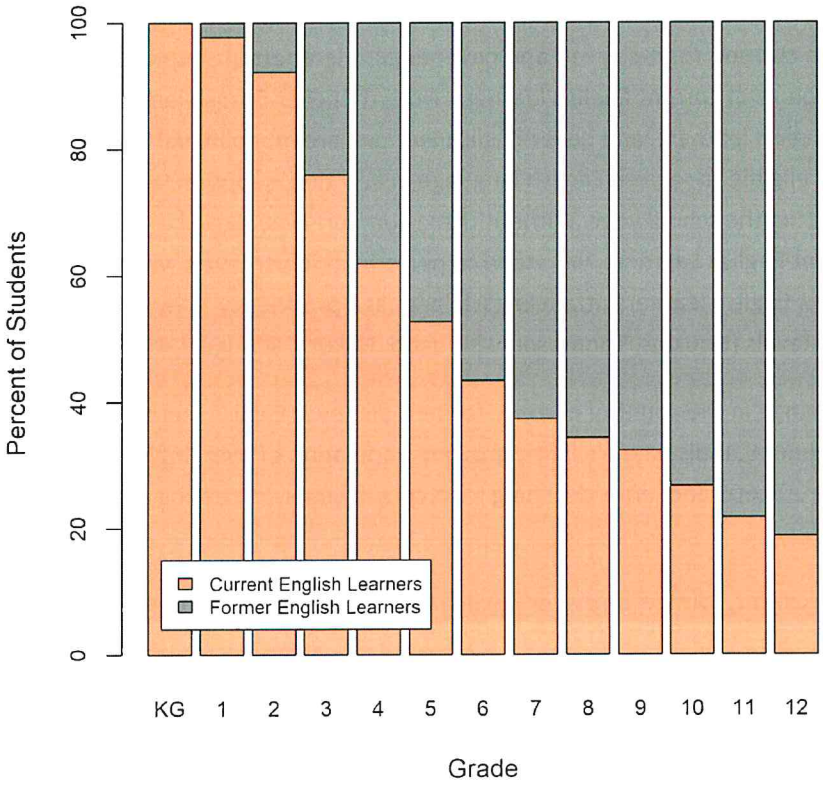


Characteristics of current English Learners in Oregon

The majority of current English Learners were in the elementary grades.

Although there were current English learners at every grade level, approximately two-thirds (65.7 percent) were in kindergarten through fifth grade. Far fewer current English learners were in middle school (grades 6-8; 18.8 percent) or in high school (grades 9-12; 15.5 percent). Figure 3 shows the percent of current and former English learners by grade in 2019-20. As the grade level increases from kindergarten to twelfth grade, the percent of current English learners decreases as they attain English proficiency and exit their ELD programs (subsequently, this results in an increase of former English learners).

Figure 3. Comparison of the percentage of current and former English learners by grade in 2019-20.

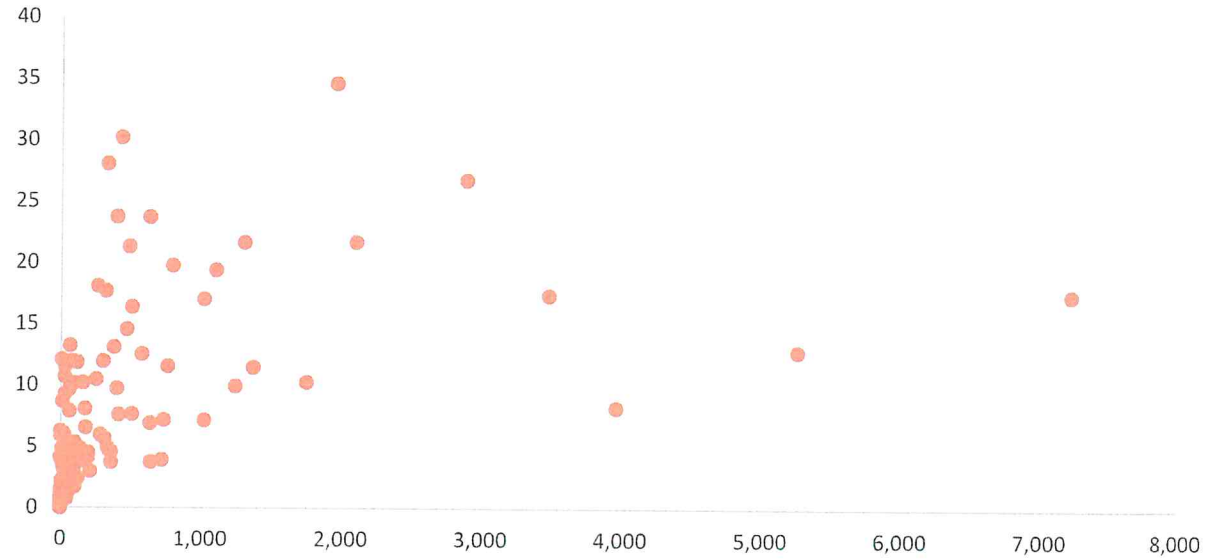


English Learner enrollment was not uniform across Oregon districts.

Oregon has 197 school districts. In 2019-20, 149 districts provided English language instruction, supports, and services to current English learners; however, 48 districts did not have any current English learner enrollments. An additional 51 districts provided English language instruction, supports, and services to between 1 and 19 current English learners. This suggests these districts have too few current English learners to be eligible for specific improvement efforts under state and federal accountability initiatives.

Figure 4 shows the distribution of current English learners across Oregon districts. The total number of current English learners in 2019-20 is on the x-axis. While most districts are at the left hand corner, with zero or few current English learners, there were six districts with more than 2,000 current English learners. As some of those districts were larger, however, even large populations of current English learners might make up fewer than 10 or 15 percent of the student population (see the y-axis). Thus, in 2019-20, districts experienced very different situations in terms of both the number of current English learners and/or the percentage of their student population who received English language instruction, supports, and services.

Figure 4. Comparison of the number and percentage of current English learners by district in 2019-20.



This variation across districts is also evident in table 1, which shows the six districts with the highest numbers of current English learners (i.e., Salem-Keizer, Beaverton, Portland, Hillsboro, Reynolds, and David Douglas), as well as the five districts with the highest percentage of current English learners (i.e., Woodburn, Umatilla, Nyssa, Reynolds, and Jefferson County). Note that only Reynolds appears in both lists. Moreover, many of those districts with the highest percentage of current English learners have comparatively small numbers of students.

Table 1. Districts with the highest number and percentage of current English learners in 2019-20.

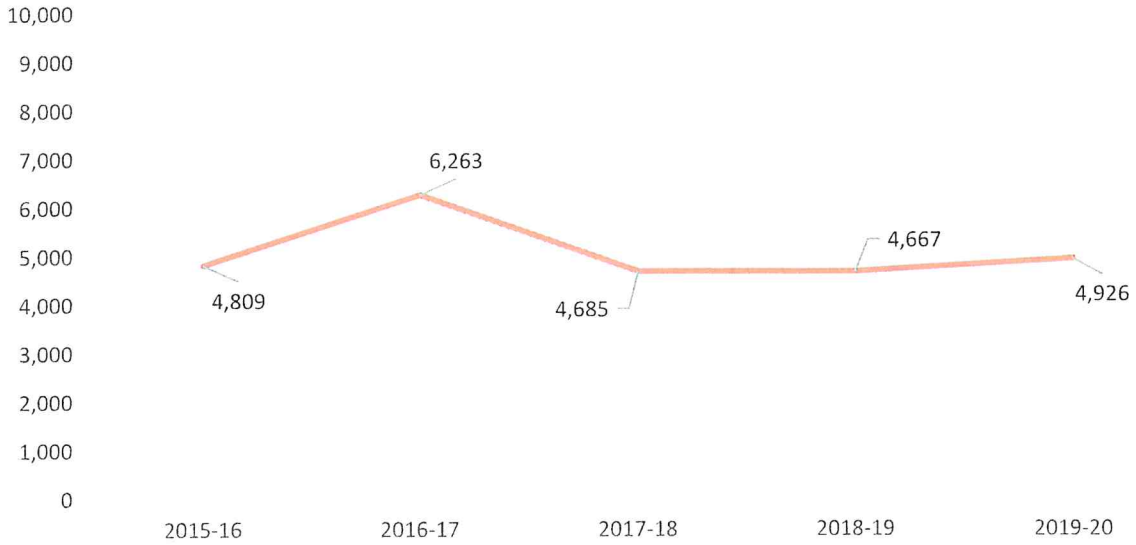
District Name	Number of Current English Learners	Percentage of Current English Learners
Salem-Keizer	7,223	17.5%
Beaverton	5,261	12.9%
Portland	3,969	8.2%
Hillsboro	3,486	17.4%
Reynolds	2,892	26.8%
David Douglas	2,103	21.7%
Woodburn	1,959	34.6%
Nyssa	333	28.1%
Umatilla	432	30.2%
Jefferson County	635	23.7%

The number of recent arrivers increased in 2019-20 after declines since 2016-17.

The term recent arrivers refers to students who were born outside of the U.S. and Puerto Rico, and who have been educated in the U.S. for fewer than three cumulative years (i.e., these students are recent immigrants). They can be current, former, or never English learners; however, the majority are current English learners.

In 2019-20, 4,927 current English learners were recent arrivers. This number is very similar to the prior year's count (4,667) but is certainly a sharp reduction from 2016-17 (6,263; see figure 5).

Figure 5. Number of current English learners who were recent arrivers in Oregon (2015-16 to 2019-20).



Most recent arrivers (60.4 percent) were in the elementary grades, while 17.8 percent were in grades 6-8 and 21.9 percent were in high school. Current English learners who are recent arrivers in middle and high school generally face particularly big challenges, since they have to learn the language while also using English-language textbooks and lectures to learn the content of their courses in a variety of subject areas (Short & Fitzsimmons, 2007). Recent arrivers in the secondary grades are known as adolescent newcomers, and districts sometimes design specialized programs to serve their unique language and cultural needs.

Statewide, the total number of current English learners who were adolescent newcomers in 2019-20 was 1,953. Not all districts provided English language instruction, support, and services to adolescent newcomers; however, six Oregon districts had at least 100 such students in 2019-20 (see table 2).

Table 2. Districts providing English language instruction, support, and services to at least 100 adolescent newcomers in 2019-20.

District	Number of Adolescent Newcomers (Recently Arrived Current English Learners in Middle or High School)
Beaverton	240
Salem-Keizer	215
David Douglas	141
Portland	140
Reynolds	140
Hillsboro	86

In 2019-20, 866 current English learners had experienced interruptions in their education.

Some current and former English learners had their education interrupted or received limited formal education before arriving in the U.S. school system. Often, these were immigrant or refugee students who had spent time in refugee camps or whose process of immigration to the U.S. prevented them from attending school for a time. These students are known as students with limited or interrupted formal education (often abbreviated as SIFE or SLIFE).

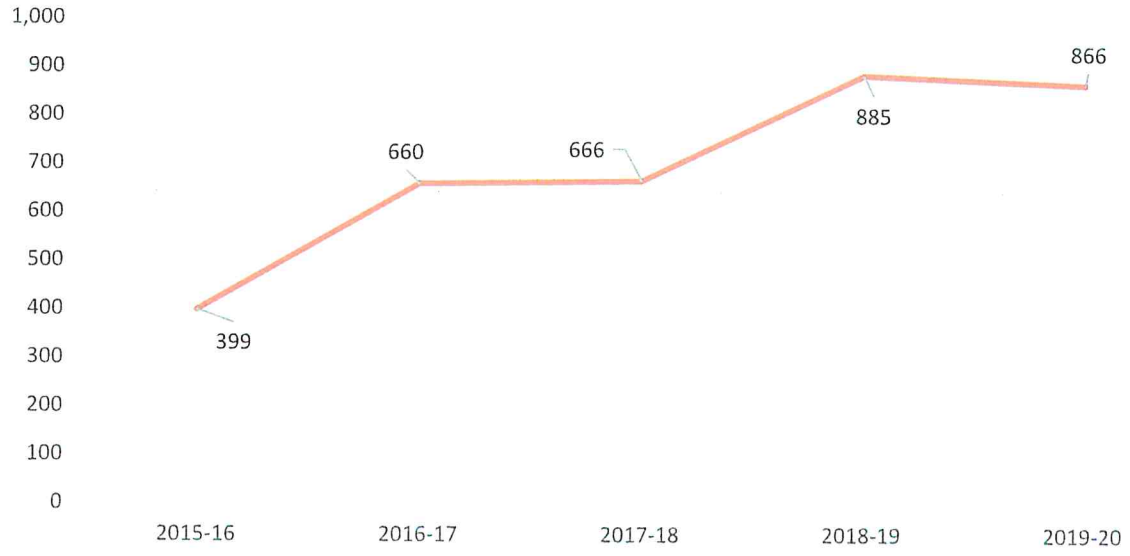
Students are SLIFE if they are immigrant students or English learners who enter school in the U.S. after grade two and experience all of the following:

a. have at least two fewer years of schooling than their peers of the same age,
b. function at least two years below grade level expectations in reading and mathematics, and
c. be preliterate in their native language.

SLIFE students face unique circumstances. In addition to having missed at least two years of schooling, some arrive having experienced significant trauma. Schools need to find ways to serve SLIFE students without placing them in classes with younger students, since forming relationships with peers, including never English learner peers, is a factor that appears to improve academic outcomes (Browder 2014).

The ODE began collecting data on the number of students with limited or interrupted formal education in 2015-16. For the 2019-20 school year, districts reported 866 current English learners with limited or interrupted formal education (about 1.6 percent of all current English learners). As figure 6 illustrates, the number of students with limited or interrupted formal education increased from 2015-16 to 2018-19 but decreased slightly in 2019-20.

Figure 6. Number of current English learners with an interrupted formal education (2015-16 to 2019-20).



Most students with limited or interrupted formal education were in high school (58.7 percent). Another 24.7 percent were in the middle school grades (grades 6-8), and only 16.6 percent were in the elementary grades.

In 2019-20, the distribution of current English learners with limited or interrupted formal education was not uniform across Oregon districts. Instead, current English learners with limited or interrupted formal education were, for the most part, concentrated in a few districts. Nine districts in Oregon, identified in table 3, provided English language instruction, supports, and services to at least 20 current English learners with limited or interrupted formal education in 2019-20. These nine districts alone enrolled over 80 percent of all SLIFE students in Oregon. Note that five of the six districts serving many adolescent newcomers (see table 2) also enroll significant numbers of current English learners with interrupted formal education (i.e., Portland, Salem-Keizer, Beaverton, Reynolds, and Hillsboro).

Table 3. Districts serving at least 20 current English learners with interrupted formal education in 2019-20.

District	Number of Current English Learners with Limited or Interrupted Formal Education
Hillsboro	167
Hermiston	107
Beaverton	105
Portland	103
Reynolds	103
Morrow	34
South Lane	29
Salem-Keizer	27
Forest Grove SD 15	22

Current English learners across the state spoke 160 unique home languages.

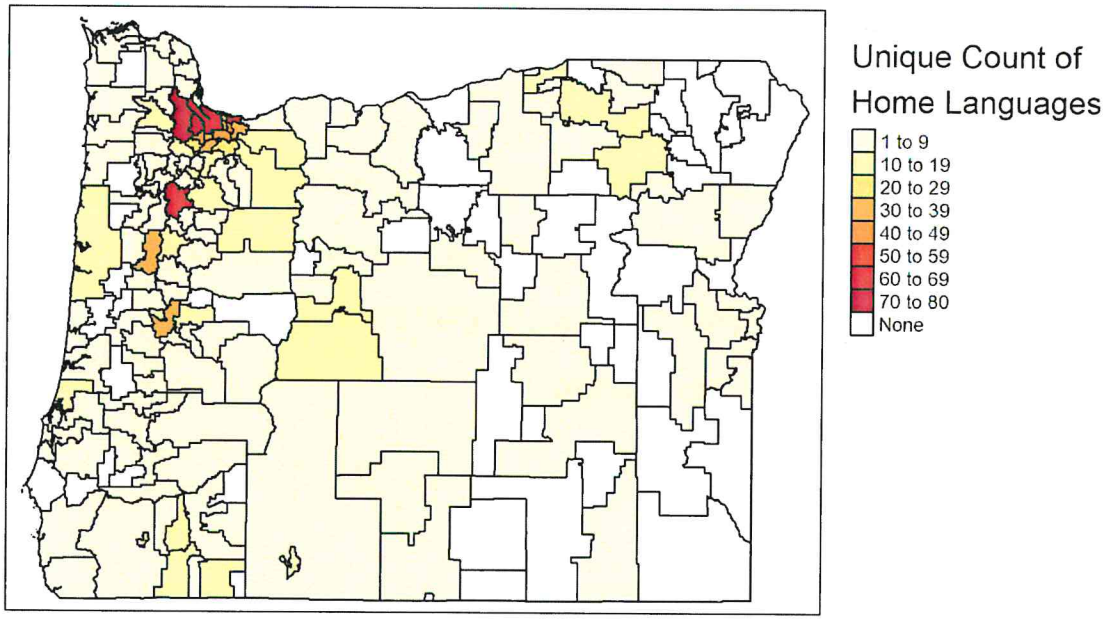
Statewide, current English learners spoke about 160 different languages at home. By far the most prevalent home language among Oregon current English learners was Spanish, spoken at home by 75.4 percent of all current English learners. The four next most common languages were Russian, Vietnamese, Chinese, and Arabic. Taken together, these top five languages represent 84.3 percent of home languages among current English learners (see table 4). In recent years, the number of current English learners speaking Somali, Mesoamerican languages, and other languages are increasing. The ODE is updating the way districts report the home languages of current English learners to allow for more accurate reporting in the future.

Table 4. Most prevalent home languages among current English learners in 2019-20.

Language	Number of Current English Learners with this Language	Percentage of Current English Learners with this Language
Spanish	40,342	75.4%
Russian	1,563	2.9%
Vietnamese	1,208	2.3%
Chinese	1,106	2.1%
Arabic	881	1.7%
English[5]	690	1.3%
Somali	629	1.2%
Chuukese	596	1.1%
Ukrainian	416	0.8%
Japanese	358	0.7%
Mayan languages	352	0.7%
Marshallese	341	0.6%

Home languages other than Spanish tend to concentrate in a few districts. Figure 6 provides a map illustrating the number of different home languages in different Oregon districts. A few districts, mostly in the Portland metropolitan area and Salem, provide English language instruction, supports, and services to students with over 60 unique home languages.

Figure 7. Geographic distribution current English learner home languages across Oregon districts during 2019-20.

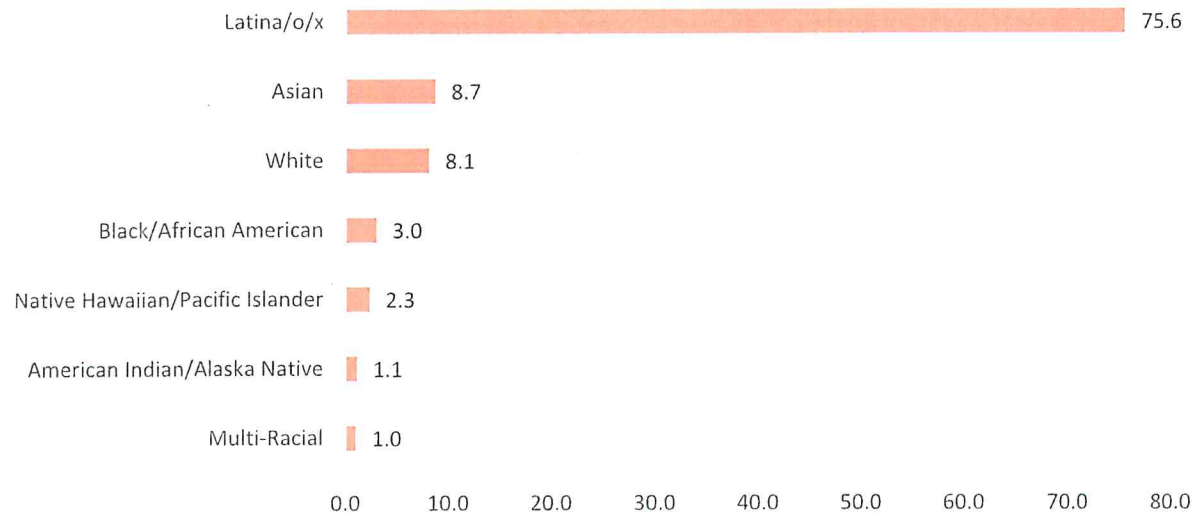


[5] All 690 current English Learners with English as the home language were American Indian/Alaska Native students.

The vast majority of current English learners were Latina/o/x.

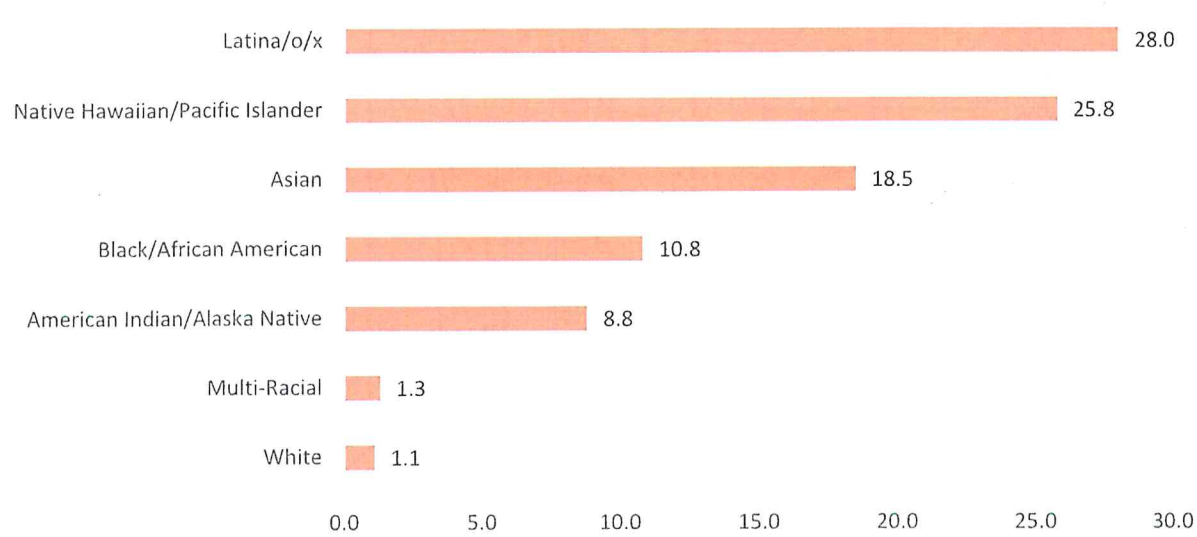
Of the 53,488 current English learners in Oregon during the 2019-20 school year, 40,457 (75.6 percent) were Latina/o/x. Slightly over 16.9 percent were White and Asian, while smaller percentages were Black/African American, Native Hawaiian/Pacific Islander, American Indian/Alaska Native, and Multi-Racial (see figure 8).

Figure 8. Percentage of current English learners by race/ethnicity in 2019-20.



It is important to note that most Latina/o/x students in Oregon were not current English learners. In fact, according to figure 9, only 28 percent of Latina/o/x students were current English learners in 2019-20. Moreover, 25.8 percent of Native Hawaiian/Pacific Islander students were current English learners.

Figure 9. Percentage of each racial/ethnic group who were current English learners in 2019-20.



Section 2: Participation in Targeted Programs

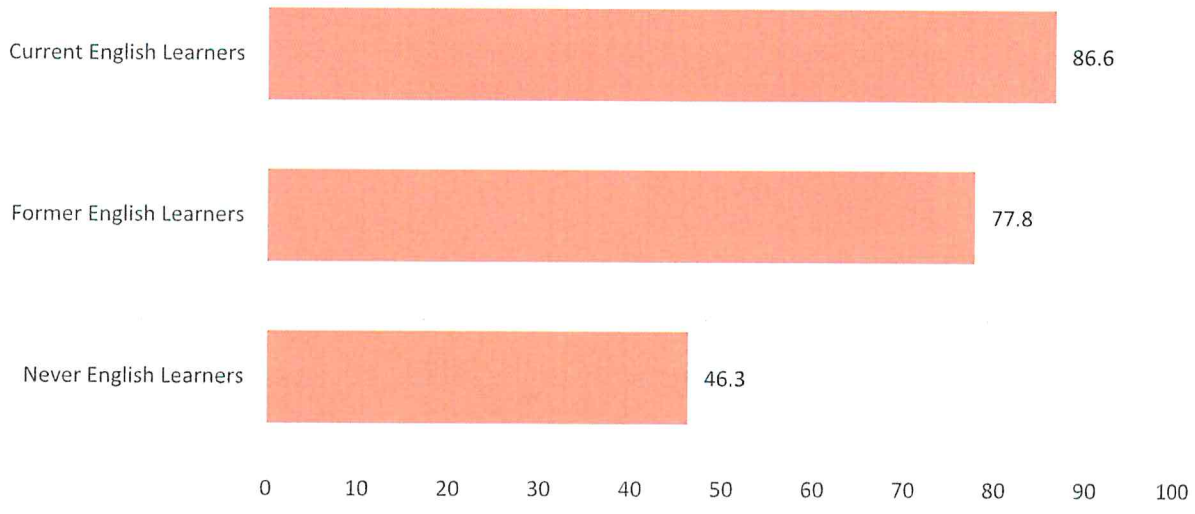
Schools and districts deliver a range of programs that aim to address the needs of particular groups of students. These include free or reduced price meals, special education, migrant education, and TAG programs. Most of these programs receive some federal funding; however, TAG programs receive only state funding. This section of the report describes the participation of English learners in each of these programs during the 2019-20 school year.

Free or Reduced Price Meals

Students who come from low-income families (those earning below 185 percent of the federal poverty line) are eligible for free or reduced price meals. The percentage of students receiving free or reduced price meals is an estimate of the level of poverty or economic disadvantage in a school. It is an imprecise measure, since some eligible students and families never apply to the program; however, it provides the best data currently available to compare poverty and economic disadvantage levels across schools and districts.

According to figure 10, current and former English learners are much more likely than never English learners to be eligible for free or reduced price meals. This suggests that households for current and former English learners are more likely to experience poverty and economic disadvantage. Overall, 86.6 percent of current English learners come from economically disadvantaged households.

Figure 10. Percentage of current, former, and never English learners receiving free or reduced price meals in 2019-20.



Special Education

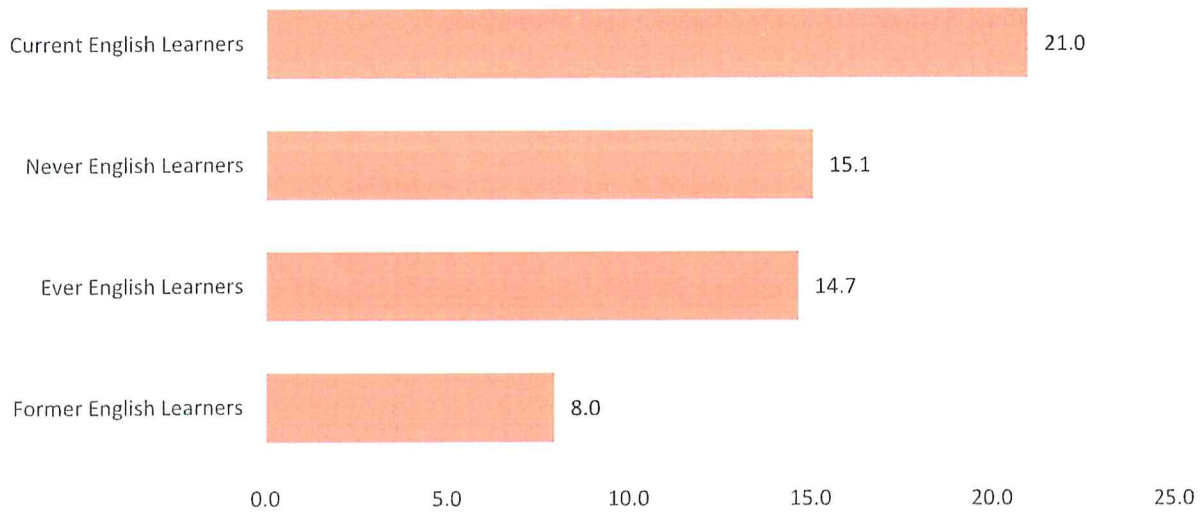
Students who are current English learners and receive special education services and supports are known as dual-identified students, since they receive instruction, supports, and services from two programs (i.e., English language and special education).

There is concern in the field about the difficulty of accurately identifying current English learners who need special education services and supports. Schools may incorrectly identify current English learners as having a learning disability when, in fact, it is their developing English proficiency that adversely influences their educational progress. On the other hand, some schools may overlook genuine disabilities, assuming that current English learners just need more time to learn English. Both identification challenges are prevalent not only in Oregon but across the United States (Artiles & Ortiz, 2002; Hamayan, Marler, Sanchez Lopez & Damico, 2007).

Ever English learners and never English learners received special education services and supports at about the same rate.

As figure 11 illustrates, a far higher rate of current English learners (21.0 percent) received special education services and supports as compared to former (8.0 percent) and never English learners (15.1 percent). However, the percentage of ever English learners (the combination of current and former English learners) receiving services and supports is very similar to that for never English learners.

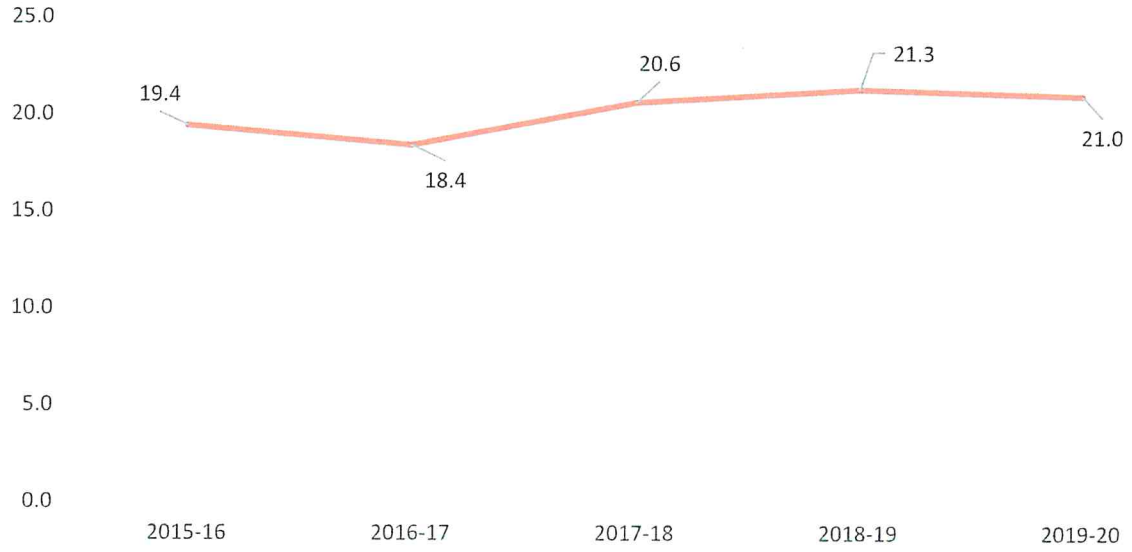
Figure 11. Percentage of current, former, never, and ever English learners receiving special education services and supports in 2019-20.



The percentage of current English learners receiving special education increased in 2019-20.

In 2019-20, 11,228 current English learners (21.0 percent) were receiving special education supports and services. The number of current English learners receiving special education services and supports in 2019-20 represents a very slight decrease from the year before, when 21.3 percent of current English learners received special education services and supports (see figure 12).

Figure 12. Percentage of current English learners receiving special education services and supports (2015-16 to 2019-20).



Most dual-identified students in 2019-20 had a specific learning disability (3,725 students) or a speech or language impairment (3,399 students) as their primary disability.[6] Other primary disabilities, in order of frequency in 2019-10, include other health impairments, autism, intellectual disability, emotional disturbance, hearing impairment, orthopedic impairment, visual impairment, and traumatic brain injury.

Migrant Education

Some English learners also participate in migrant education programs. Students are eligible for migrant education programs if their parent or guardian is a migratory worker and they move from one school district to another during the regular school year. Many migrant children live in poverty, and when they move, they confront the challenges of having to adjust to different teachers with different instructional approaches and materials, as well as building new social connections. The intention of migrant education programs is to ensure that migrant children receive the support that addresses their unique situation.

Almost 14 percent of current English learners received services from Migrant Education Programs in 2019-20.

Across the state in the 2019-20, 7,231 current English learners participated in migrant education programs. That number translates to 13.5 percent of all current English learners. It also means that approximately half (50.5 percent) of the 14,332 students in migrant education programs were current English Learners.[7]

[6] A specific learning disability refers to a disorder in one or more of the basic psychological processes involved in understanding or using language that may manifest itself in difficulties in listening, thinking, speaking, reading, writing, spelling, or doing math calculations. A speech or language impairment refers to a communication disorder such as stuttering, impaired articulation, or a language or voice impairment that adversely affects a students' learning or educational performance.

[7] The data for this portion of the report relies on student enrollments as of the first school day in May 2020.

Approximately 150 districts received federal funds in the 2019-20 school year to support their migrant education programs. Districts that did not receive federal funding in 2019-20 did not have eligible students enrolled in their schools and programs. Ten districts had more than 200 current English learners participating in their migrant education program in 2019-20 (see table 5).

Table 5. Districts with over 200 current English learners participating in migrant education programs in 2019-20.

District	Number of Current ELs in Migrant Education	District	Number of Current ELs in Migrant Education
Salem-Keizer	813	Nyssa	278
Hillsboro	634	Canby	263
Woodburn	474	Hood River County	230
Medford	398	Beaverton	222
Forest Grove	326	Hermiston	217

Talented and Gifted

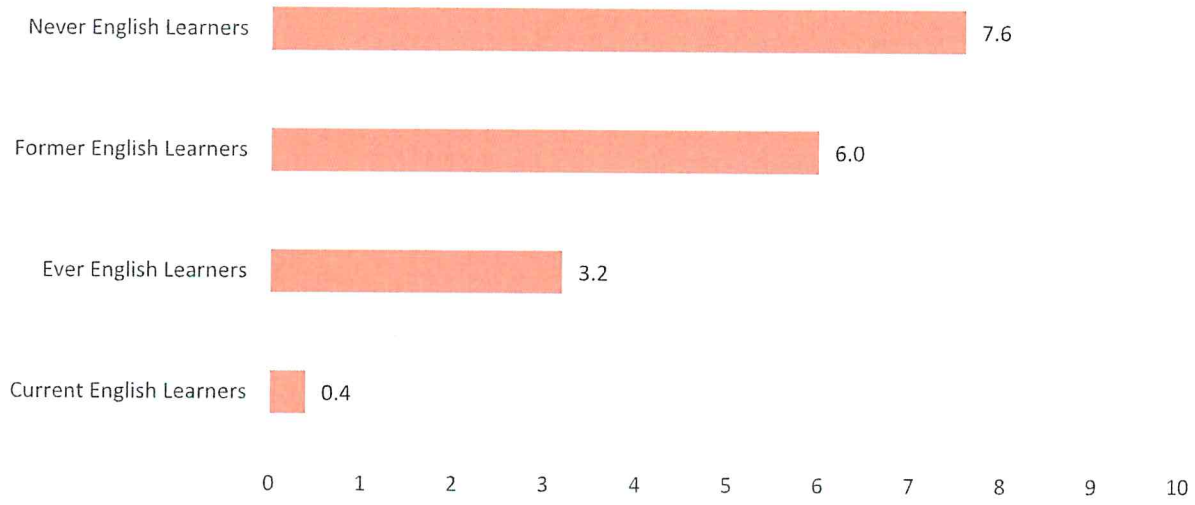
The state requires that all school districts establish policies and procedures to identify students to participate in TAG programs. These students may have high general intelligence and/or demonstrate unusual academic ability in one or more particular areas. State law requires districts to develop a plan to provide programs and services beyond regular school programs in order to ensure that eligible students can develop and realize their potential.

Correctly identifying students for TAG programs and providing specialized services is important because these students may have both unique talents and face unique challenges. For example, some TAG students struggle with perfectionism and the ability to cope with failure. Others engage only selectively at school and have high levels of absenteeism. Recent findings from the ODE suggest that approximately 10 percent of TAG students drop out of high school (Allen, 2016).

Current English Learners were rarely eligible for TAG Programs.

According to figure 13, 7.6 percent of never English learners (36,264 students) were eligible for TAG programs in 2019-20. While 6.0 percent of former English learners were eligible (3,035 students) and 3.2 percent of ever English learners were eligible (3,275 students), less than 1 percent of current English learners were eligible for TAG programs in 2019-20 (240 students). Never English learners were 19 times more likely to be eligible than current English learners in 2019-20 (7.6 percent ÷ 0.4 percent = 19).

Figure 13. Percentage of current, former, ever, and never English learners who participates in a TAG program in 2019-20.



Section 3: Language Development and Academic Outcomes for English Learners

Students who are current English learners have to develop proficiency in English. In addition and at the same time, they must learn all the same academic content as other students in Oregon. This section of the report provides data about English language proficiency and academic outcomes of current English learners (with comparisons to former, ever, and never English learners).

Progress towards English Language Proficiency

Data representing the progress current English learners are making towards achieving English language proficiency were not available during the 2019-20 school year. The reason for the unavailability is due to the State of Oregon's response to the COVID-19 pandemic (e.g., the cancellation of statewide summative assessments and data collections that support the calculation of this measure at the district and state levels).

Long-term current English learners made up 22.7 percent of all current English learners.

Educators have concerns about the number of current English learners who do not attain English language proficiency and exit an ELD program within an appropriate amount of time. Current English learners who are unable to meet proficiency expectations after a period of time are known as long-term current English Learners. The ODE defines a long-term current English learner as a student who receives English language instruction, supports, and services in an ELD program for more than seven years.

In 2019-20, most current English learners (77.3 percent) were not long-term current English learners; however, this means that 22.7 percent of current English learners received English language instruction, supports, and services for more than seven years. This is a concern because slower development of English language proficiency is highly predictive of other academic challenges (Menken & Kleyn, 2009). An important point to consider is the influence of a student's disability on the development of English language proficiency. In 2019-20, 25.4 percent of current English learners with disabilities received English language instruction, supports, and services for more than seven years.

A little more than 20 percent of current English learners receiving special education services and supports developed English language proficiency in five years.

It is also useful to look at the development of English language proficiency from another angle, namely, what proportion of current English learners develop proficiency within a particular amount of time?

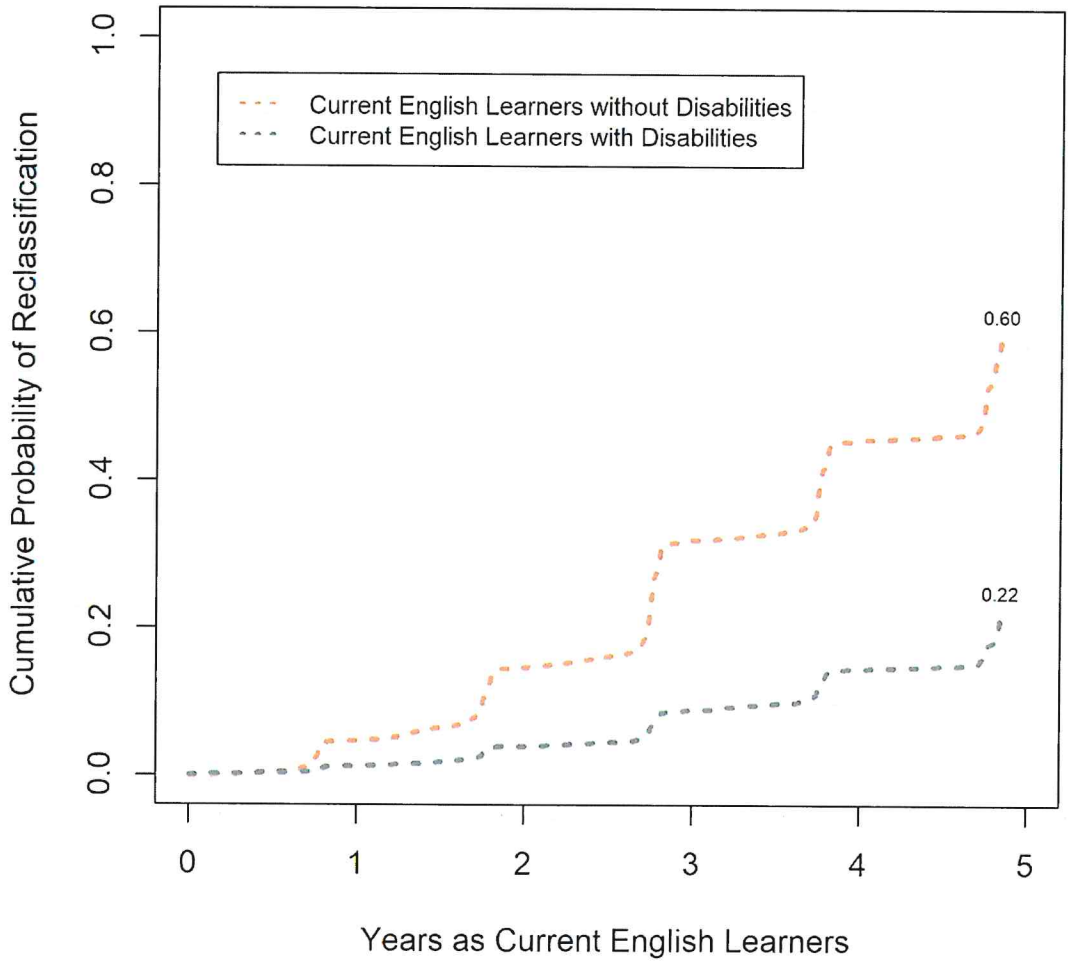
This measure uses data for all current English learners who received English language instruction, supports, and services in an ELD program in 2019-20 regardless of the length, start, or end of enrollment. While most of the data in this report rely on the first school day in May 2020 as a snapshot, this measure includes all current English learners (even those not enrolled on the first school day in May 2020).

Figure 14 addresses this question for current English learners with and without disabilities. For current English learners without disabilities who began receiving English language instruction, supports, and services on or after July 1, 2015, the probability of reclassification (i.e., attaining English language proficiency and exiting an ELD program) after five years is 0.60 (or, after multiplying by 100, 60 percent). That is, 60 percent

of the current English learners without disabilities attained English language proficiency and exited an ELD program after five years. On the other hand, only 22 percent of current English learners with disabilities attained English language proficiency and exited an ELD program after five years.

It is important to note that the reclassification probabilities are underestimates because not all current English learners had an opportunity to take the annual English language proficiency assessment in 2019-20 due to the COVID-19 pandemic. If that opportunity were available, the probability of reclassification would be higher for current English learners with and without disabilities.

Figure 14. Probability of reclassification for current English learners with and without disabilities after five years (July 1, 2015 to June 30, 2020).



Student Academic Outcomes in Language Arts and Mathematics

Data representing the language arts and mathematics achievement of current, former, ever, and never English learners were not available during the 2019-20 school year. The reason for the unavailability is due to the State of Oregon's response to the COVID-19 pandemic (e.g., the cancellation of statewide summative assessments and data collections that support the calculation of this measure at the district and state levels).

Section 4: Attendance, Progress toward Graduation, Graduation, and Beyond

This section of the report examines several important outcomes for English learners. These are attendance, ninth grade progress towards graduation, four-year graduation, earning a Seal of Biliteracy, and post-secondary enrollment.

Attendance

Data representing the percentage of current, former, ever, and never English learners who regularly attend school were not available during the 2019-20 school year. The reason for the unavailability is due to the State of Oregon's response to the COVID-19 pandemic (e.g., the cancellation of data collections that either capture the specific data or support the calculation of this measure at the district and state levels).

On-Track to Graduate

Data representing the percentage of current, former, ever, and never English learners who were on track to graduate in 9th grade were not available during the 2019-20 school year. The reason for the unavailability is due to the State of Oregon's response to the COVID-19 pandemic (e.g., the cancellation of data collections that either capture the specific data or support the calculation of this measure at the district and state levels).

Four-Year Graduation

The ODE uses a cohort adjusted graduation rate to examine and monitor the percentage of students graduating within a specific number of years. The data for this section relies on the four-year cohort adjusted graduation rate for current, former, and never English learners.[8]

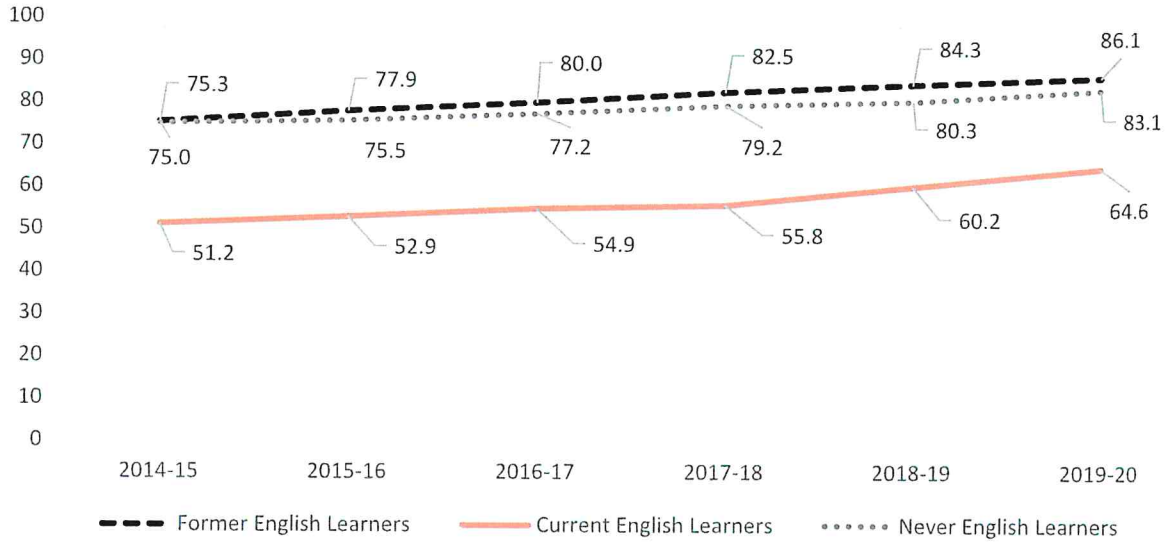
Former English learners graduated at rates similar to or better than never English learners; however, substantially fewer current English learners graduated in four years.

According to figure 15, former and never English learners graduate in four years at similar rates; however, although similar, the rate for former English learners was higher from 2014-15 to 2019-20. In some years (e.g., 2018-19), the four-year graduation rate for former English learners was substantially higher than the rate for never English learners (84.3 percent vs. 80.3 percent).

[8] For the purposes of reporting graduation data to the public, current English learners are multilingual students who received English language instruction, supports, and services in an ELD program at any time during high school. Note that current English learners included students who were eligible to receive English language instruction, supports, and services in an ELD program but did not participate because their parents or guardians waived services. Former English learners are multilingual students who attained English language proficiency and exited an ELD program prior to entering high school. Lastly, never English learners are monolingual English or multilingual students who were not eligible to receive English language instruction, supports, and services in an ELD program at any time in grades kindergarten through twelve.

Current English learners, on the other hand, graduated in four years at substantially lower rates than former and never English learners; however, it is important to note that the four-year graduation rate for current English learners has grown considerably from 2014-15 to 2019-20 (an increase of 13.2 percentage points).

Figure 15. Percentage of current, former, and never English learners graduating within four years (2014-15 to 2019-20).



Oregon State Seal of Biliteracy

The Seal of Biliteracy offers recognition of the many cognitive, academic, and economic benefits of bilingualism. Students can earn a Seal of Biliteracy on their diplomas if they meet the following requirements:

- meet all graduation requirements,
- demonstrate reading and writing skills in English (the means for doing this may vary by district), and
- score at the intermediate high level in listening, speaking, reading, and writing in a partner language.

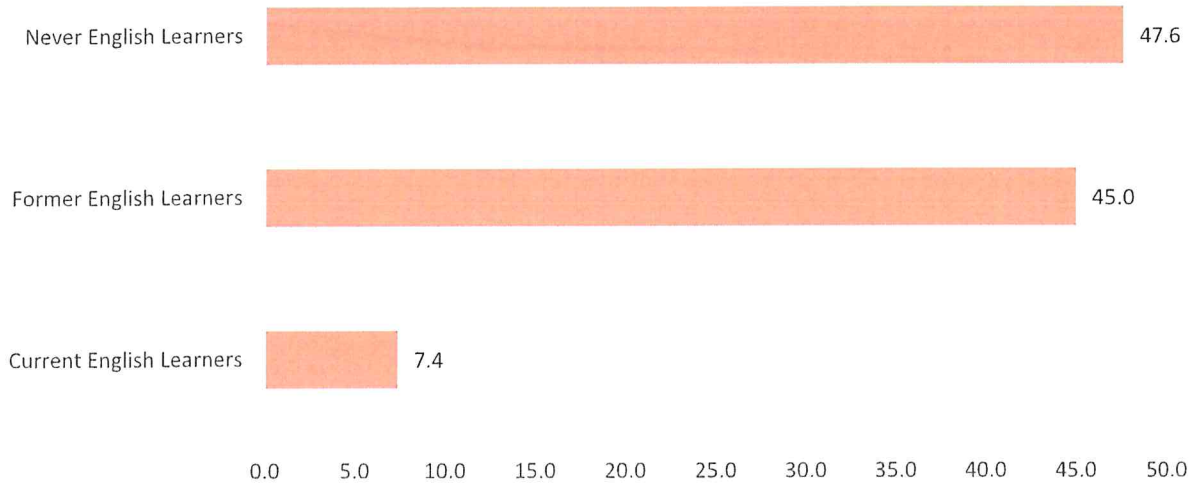
The data for this section relies on students who graduated in 2019-20 (and were part of the four-year cohort adjusted graduation rate) as the denominator in calculations. Moreover, this section will examine the count and percentage of current, former, and never English learners[9] who earned the Seal of Biliteracy in 2019-20.

[9] For the purposes of reporting Seal of Biliteracy data in this report, current English learners are multilingual students who received English language instruction, supports, and services in an ELD program at any time during high school. Note that current English learners included students who were eligible to receive English language instruction, supports, and services in an ELD program but did not participate because their parents or guardians waived services. Former English learners are multilingual students who attained English language proficiency and exited an ELD program prior to entering high school. Lastly, never English learners are monolingual English or multilingual students who were not eligible to receive English language instruction, supports, and services in an ELD program at any time in grades kindergarten through twelve.

In 2019-20, the majority of students who earned the Seal of Biliteracy were never English learners.

Of the 37,745 students who graduated in 2019-20, 2,006 students (or 5.3 percent) also earned the Seal of Biliteracy. Among those 2,006 students, 47.6 were never English learners, 45.0 percent were former English learners, and 7.4 percent were current English learners (see figure 16).

Figure 16. Percentage of current, former, and never English learners earning the Seal of Biliteracy in 2019-20 (among all students who earned the Seal of Biliteracy).



According to figure 17, among former English learners who graduated in 2019-20, 16.0 percent earned the Seal of Biliteracy. Moreover, 10.5 percent of current English learner graduates earned the Seal of Biliteracy in 2019-20. This means that, among ever English learners who graduated in 2019-20, 26.5 percent also earned the Seal of Biliteracy.

Figure 17. Percentage of current, former, and never English learners earning the Seal of Biliteracy in 2019-20 (among current, former, and never English learner graduates).

Students earned the Seal of Biliteracy for their knowledge of 20 different partner languages; however, Spanish was the most common partner language.

More than three-quarters of students earning the Seal of Biliteracy (81.0 percent) had Spanish as their partner language. The next four partner languages, in order of the number of students, were French, Chinese, Japanese, and Russian, all with 50 or more students earning the Seal of Biliteracy in that language. Spanish, Russian, and Chinese were the partner languages with the most current and former English learners earning the Seal of Biliteracy. On the other hand, the top three partner languages among never English learners who earned the Seal of Biliteracy in 2019-20 were Spanish, French, and Japanese.

Eleven districts had 50 or more students earning the Seal of Biliteracy.

In 2019-20, eleven districts had 50 or more students earning the Seal of Biliteracy (see table 6). Moreover, among Woodburn's students who graduated in 2019-20, 63.8 percent earned the Seal of Biliteracy. Five other districts in 2019-20 had 10 percent or more of their high school graduates earning the Seal of Biliteracy.

Table 6. Districts with 50 or more students earning the Seal of Biliteracy in 2019-20[10].

District	Number of Students	District	Number of Students
Portland	380	Corvallis	90
Salem-Keizer	239	West Linn/Wilsonville	76
Beaverton	235	Hillsboro	60
Woodburn	213	Lake Oswego	53
Eugene	105	Hood River	50
North Clackamas	103		

[10] Note that the counts in this table reflect students who graduated in 2019-20 (and were part of the four-year cohort adjusted graduation rate) and earned the Seal of Biliteracy. There were students who earned the Seal of Biliteracy in 2019-20 but were part of the five-year cohort or another cohort.

Post-Secondary Enrollment

The ODE annually examines and publicly reports the percentage of high school graduates who enroll in post-secondary education institutions in Oregon and across the U. S. (e.g., public and private, 2-year and 4-year, etc.). A post-secondary education affords students a wide range of advantages, including greater employment opportunities, financial security, opportunities to contribute in their community, and greater life satisfaction. However, it is important to be clear that enrollment in a post-secondary institution is not the only meaningful and advantageous post-high school opportunity available to students. Others may include military service, community or religious service, and competitive employment.

The data for this measure uses students who graduated in 2017-18 (and were part of the four-year cohort adjusted graduation rate) as the denominator in calculations. Moreover, this portion of the report will examine the count and percentage of current, former, and never English learners[11] who enrolled in a post-secondary education institution within sixteen months after graduation.

Never English learners were more likely to enroll in post-secondary education institutions than current English learners; however, former English learners had comparable post-secondary enrollment rates as never English learners.

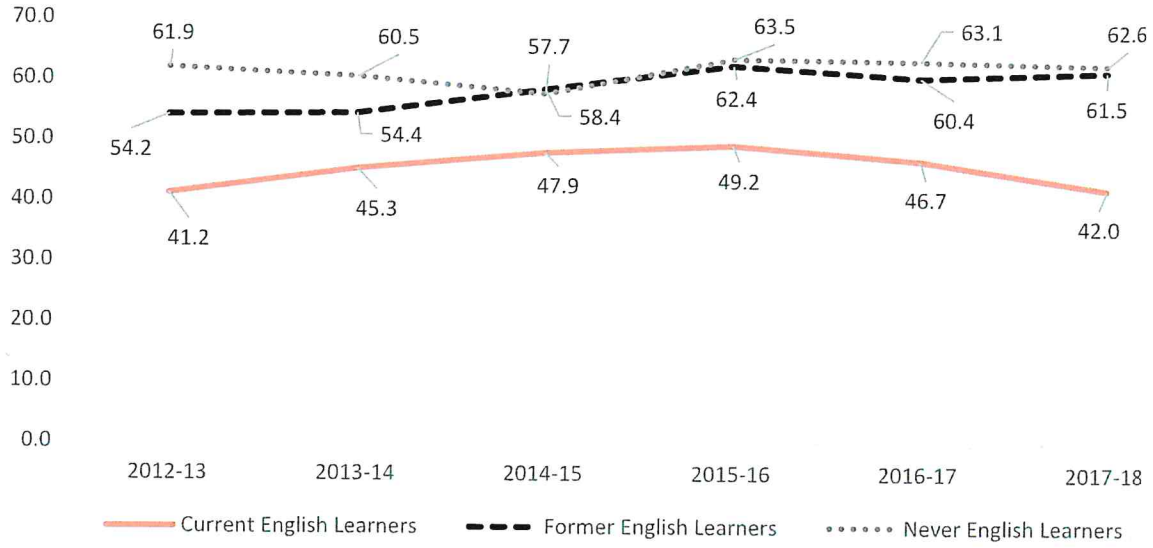
Figure 18 shows the post-secondary enrollment rates by graduation year for three groups of Oregon students. The post-secondary enrollment rates for never English learners, represented by the gray dotted line, ranged from 61.9 to 62.6 percent from 2012-13 to 2017-18.

The salmon line displays the same information for students who were current English Learners. Current English learners enrolled in post-secondary institutions at substantially lower rates than never and former English learners. The post-secondary enrollment rates for current English learners annually increased from 41.2 percent in 2012-13 to 49.2 percent in 2015-16; however, they decreased in both 2016-17 and 2017-18 to levels similar to 2012-13.

The black dashed line shows the post-secondary enrollment rates for former English learners. The post-secondary enrollment rates for former English learners increased from a low of 54.2 percent in 2012-13 to a high of 62.4 percent in 2015-16. Moreover, since 2015-16, former English learners had post-secondary enrollment rates that were reasonably comparable to never English learners.

[11] For the purposes of reporting post-secondary enrollment data in this report, current English learners are multilingual students who received English language instruction, supports, and services in an ELD program at any time during high school. Note that current English learners included students who were eligible to receive English language instruction, supports, and services in an ELD program but did not participate because their parents or guardians waived services. Former English learners are multilingual students who attained English language proficiency and exited an ELD program prior to entering high school. Lastly, never English learners are monolingual English or multilingual students who were not eligible to receive English language instruction, supports, and services in an ELD program at any time in grades kindergarten through twelve.

Figure 18. Percentage of current, former, and never English learners enrolling in post-secondary institutions within 16 months of high school graduation (2012-13 to 2017-18[12]).



Section 5: Instructional Programming for Current English Learners

State and federal law requires districts and schools to provide English language instruction, supports, and services to current English learners that ensures they have access to comprehensible content area learning even while they are learning English. They may accomplish this using one of five program models (see box 1.).

Box 1. Program Models for ELs

Newcomer programs *are for newly arrived immigrant students and are designed to meet their academic, linguistic and transitional needs on a short-term basis (usually not longer than about two years). Students move from newcomer to other program models when this period of time is complete.*

Two-way immersion programs *(sometimes called "dual language immersion programs") aim to develop full bilingualism and biliteracy in English and a partner language. These programs enroll both native English speakers and native speakers of the partner language.*

Bilingual programs *develop skills in both students' primary language and in English. Some bilingual programs, known as "transitional bilingual, aim to transition ELs into English-only instruction, most often by mid- to late elementary school. Other programs, known as "developmental bilingual," continue through elementary school or beyond and, like two-way*

[12] The year (e.g., 2012-13) represents the school year in which students graduated from high school.

immersion programs, have the goal of developing full bilingualism and biliteracy. Both types of bilingual programs serve only ELs, not native English speakers.

Sheltered instruction programs *provide instruction in English only, but use specialized techniques to accommodate the linguistic needs of ELs. Some sheltered instruction classes are only for ELs, while others may include a mix of ELs, former ELs, and/or never ELs.*

Source: ESEA Title III Collection Variables, Definitions & Submission Rules

The data for this portion of the report relies on student enrollments as of the first school day in May 2020.

Most current English learners received English language instruction, supports, and services in sheltered instruction programs.

In 2019-20, the majority of current English learners (75.2 percent) received English language instruction, supports, and services in sheltered instruction programs. Two-way immersion programs provided services to 13.5 percent of current English learners, and bilingual programs provided services to 5.7 percent of current English learners (nearly all of them elementary students). Newcomer programs were very rare; only 190 current English learners participated in them during the 2019-20 school year (see table 7).

Table 7. Number of current English learners receiving instruction in different language models in 2019-20.

Language Model	Elementary Current English Learners	Secondary Current English Learners	K-12 Current English Learners
Sheltered Instruction	25,606	14,642	40,248
Two-Way Immersion	5,817	1,428	7,245
Bilingual[13]	2,954	81	3,035
Newcomer	37	153	190
Not Participating[14]	732	2,038	2,770
Total	35,146	18,342	53,488

[13] This category includes both transitional and developmental bilingual programs. Current data do not allow for accurate counts of the number of students in each type of bilingual program.

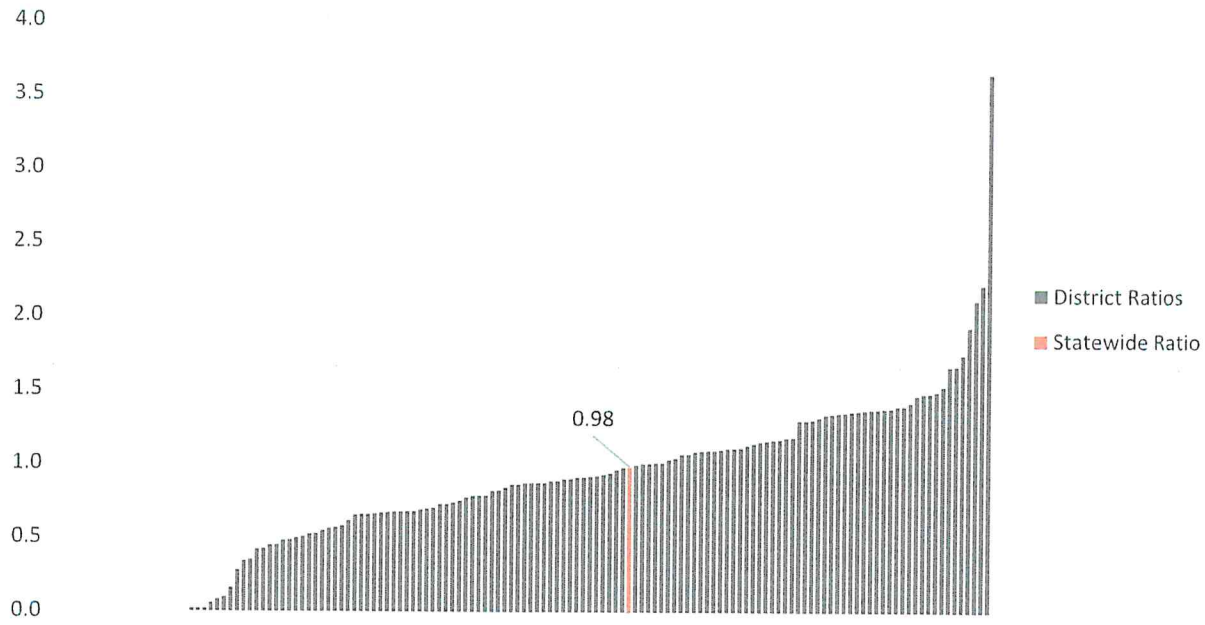
[14] "Not participating" includes current English learners whose parents declined English language instruction, supports, and services on their behalf and/or current English learners who did not participate in the English language proficiency assessment.

Section 6: State Revenues and Expenditures for Current English Learners

Each year, Oregon's State School Fund provides funding to districts through General Purpose Grants. The amount of the grant relies on a formula that considers the number of students in the district (known as average daily membership weighted or ADMw). On average, the per-pupil funding amount in 2019-20 was $8,423.[15] In addition to this basic funding, districts receive additional state funds for each student enrolled in an ELD program. This amount is 0.5 × $8,423 or $4,212 per current English learner. Altogether, the state allocated $208,266,162 for these additional English learner funds in the 2019-20 school year.

Figure 19 depicts the relationship between current English learner revenues the state allocated to districts via the State School Fund Formula and the total current English learner expenditures from the General Fund expressed as a ratio. Statewide, the ratio of expenditures to revenues in 2019-20 was 0.98, meaning that district expenditures on current English learners reflected 98 percent of the funds the state allocated to districts via the State School Fund Formula. Some districts spent more than this percentage (up to 365%), while others spent less (as little as 2%). The values on the extreme ends of the range, however, may reflect variations in the way that some districts report data. Some districts with few current English learners report revenue received from the state, but do not identify expenditures specific to current English learners, even though they may expend funds for English learner services. Other districts on the high end of the spending ratio may include expenses for dual-language programs that also educate former and never English learners, rather than calculating the percentage spent solely on current English learners.

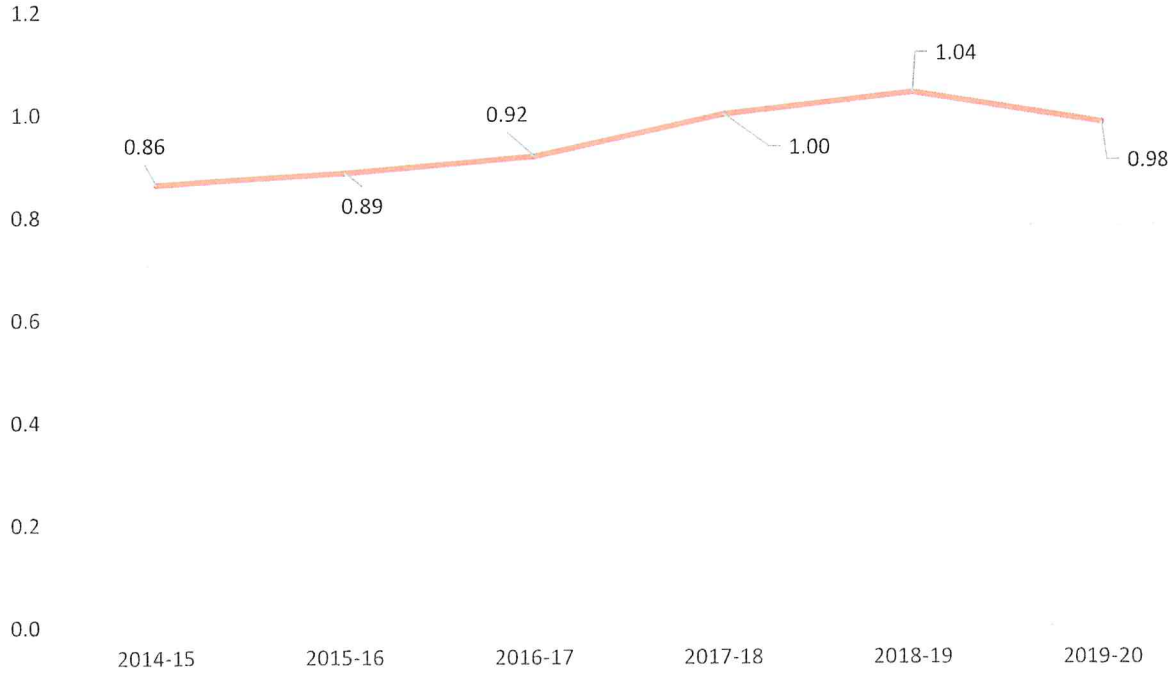
Figure 19. Ratio of current English learner expenditures to revenues across districts in 2019-20.



[15] While $8,423 is the average amount, the grant amount can vary a bit for different districts because of the way the formula is set up.

As figure 20 illustrates, the statewide ratio increased steadily from 2014-15 to 2018-19; however, in 2019-20, the ratio decreased below 1.0.

Figure 20. Ratio of statewide expenditures on current English learners to revenues (2014-15 to 2019-20).



Expenditures from the General Fund on current English learners either belong to Function 1291 (covering expenditures for instruction and interventions to help current English learners learn English) or Area of Responsibility 280 (other supports for current English learners, such as interpretation services or transportation). [16]

Current English learner expenditures for 2019-20 totaled $204,698,012. Districts accounted for approximately 78 percent of the expenditures ($159,566,770) using Function 1291 and 22 percent of the expenditures ($45,131,242) using Area of Responsibility 280.

In addition to this state funding, districts with at least 74 current English learners may access federal Title III grants, which in 2019-20 provided an additional $134.10 per student for supplemental current English learner services[17]. A description of these federal funds is beyond the scope of this report but information on the grant amounts are available on the ODE website under Title III Allocations.

[16] For a more detailed description of the accounting system categories, see Oregon's Program Budgeting and Accounting Manual.

[17] Districts with fewer than 74 students can join other districts in a consortium to access these grants.

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QUESTIONS AND ANSWERS:
CRITICAL RACE THEORY

WHAT IS CRITICAL RACE THEORY?

Critical race theory (CRT) has been around since the 1970s and refers to a broad collection of legal and academic topics that seek to understand and address inequality and racism in the United States. It is a tool primarily used at the university level to help students think critically about the impact of historical and present-day racism. CRT submits that bias is embedded within the American culture and is systemic in our institutions, laws and public policy. CRT posits this systemic bias is primarily responsible for the unequal outcomes evident in systems such as health care, education, employment and the justice system. CRT seeks to explain why racial inequities exist in our systems and how these disparities might be eliminated.

WHY ARE WE HEARING ABOUT CRITICAL RACE THEORY NOW?

Recently, there has been significant media coverage about CRT, bringing an awareness to the general public. Media coverage tends to confuse the terms critical race theory and educational equity, however, creating confusion about what is occurring in local schools related to equity work. These terms are not the same and should not be used interchangeably.

POTENTIAL TALKING POINTS AROUND CRITICAL RACE THEORY

Given the general misunderstanding of CRT, engaging in a debate of the pros and cons will most likely end up frustrating all involved. Most parents and community members are most concerned about what is happening in their schools. The best approach is to listen to the concerns and then share some facts about your district's student population and the work occurring around diversity, equity and inclusion. In other words, what is in place to help all students be successful.

BELOW ARE SOME POTENTIAL QUESTIONS THAT YOU MAY WANT TO BE PREPARED TO ANSWER. PLEASE TAILOR YOUR ANSWERS TO BEST FIT YOUR CIRCUMSTANCES.

WHY ARE YOU SO CONCERNED ABOUT EQUITY?

Our data clearly indicate that many of our students of color, special education students and students living in poverty are performing well below other students (look at your district data to determine where the disparities are and point those out). This is concerning and we are working hard to increase access to opportunities for all students to be successful and to close opportunity gaps between students. We want all of our students to graduate from high school and move into careers and/or higher education. We want to make sure our schools are set up so that all students are able to succeed, and some students need additional or different supports to be successful. Here are some of our initiatives (use specific examples from your district).

HOW DO YOU DEFINE EQUITY?

Share or paraphrase your district's equity statement.

AREN'T EQUITY, DIVERSITY AND INCLUSION WORK REALLY CRT IN DISGUISE?

This is a good opportunity to ask for clarification. Ask them to explain what they mean by CRT in disguise. Listen respectfully and ask questions for understanding. Have them share what their specific concerns are regarding their students or school. Once you have heard their issues, calmly correct misinformation and share what your local school district is or is not doing in contrast to what a larger national narrative may be suggesting.

Try to reframe the discussion by sharing the goals and efforts within your district to ensure every student has access to an equitable education and what they need to be successful.

DO OREGON STATE STANDARDS REQUIRE TEACHING CRT?

CRT is not a curriculum and is not included in Oregon state standards.

WHAT DO OREGON'S ACADEMIC CONTENT STANDARDS REQUIRE?

Senate Bill 739 (2013), required the Oregon Department of Education to develop academic content standards for Oregon Studies and prepare materials to support teacher training and classroom instruction in this area. These standards focus on a balanced representation of the contribution to society by men and women of color in Oregon. The state's current Social Studies Standards have been in place since 2018. A new set of standards is available for districts, and will replace the 2018 standards for the 2026-27 school year. The Legislature has recently added the following requirements to the social studies curriculum: Tribal and Shared History (SB 13 (2017)), Holocaust and other Genocides (SB 664 (2019)) and Ethnic Studies and Inclusive Education (HB 2845 (2017), HB 2023 (2019)).

ADDITIONAL ARTICLES AND ADDITIONAL INFORMATION

Education Week: Critical Race Theory is not a curriculum. It is a practice.

Education Week: What is Critical Race Theory and why is it under attack.

AP News: What is Critical Race Theory

American Bar Association: A Lesson on Critical Race Theory

RESOURCES

The Oregon School Board Members of Color Caucus (OSBMCC) was founded in 2016. Caucus membership is open to all elected or appointed members of any public board of education in Oregon who identify as persons of color and whose board is an active member in good standing with the Oregon School Boards Association. For more information visit the OSBMCC web page.

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