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Memo

To Board of Education

From Kyla Johnson-Trammell, Superintendent
Sondra Aguilera, Chief Academic Officer
Nicole Knight, Executive Director, English Language Learner & Multilingual Achievement;
Charles Wilson, Executive Director of Enrollment
Lubia Sanchez, Multilingual Pathways Coordinator

Board Meeting Date August 8, 2018

Subject Dual Language Enrollment Administrative Regulations

Action Dual Language Enrollment Administrative Regulations

Background The goal of the administrative regulations to ensure Dual Language schools have an appropriate balance of language groups as each program design requires. The regulations will institute guidelines and processes beginning in the 2018-2019 enrollment period to assign an appropriate balance of language groups, as recommended in the research. This will ensure sufficient pathway and English language models exist for the successful development of both languages of all students and will help reverse the socioeconomic and language imbalance trends seen in recent years.

Discussion We ask that Board vote to adopt the proposed Administrative Regulations to fulfill the goal of ensuring enrollment practices that provide equitable access to high-demand Dual Language programming while maintaining the language balance required by the language program model. We also ask that the Board consider the implications on our program of *not* taking action to approve such administrative regulations. If the Board is not ready to vote, we ask that the Board raise questions for clarification or suggestions for revision so we can bring to a vote at a second read.

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Fiscal Impact

Potential Fiscal Benefits

- Quality Two-Way Immersion programs attract families who might otherwise choose charter or independent schools, thereby increasing enrollment.
- Long-term benefits for ELLs includes increased rate of reclassification and graduation and reduced rate of drop-out, thereby maintaining stable enrollment over time.

Potential Fiscal Risks

- Structural constraint could lead to a situation in which the desired number of applicants of each language group may not reach the set levels.
- If this were to occur, we would place students post-Open Enrollment who are on the waiting list regardless of language group and work to increase recruitment efforts.

Investment

- Cost for on-line language assessments during open enrollment process is estimated at \$8910 year one and no more than \$22,500 for subsequent years when all 8 DL schools are in the position to enact the policy.

Attachment

- [Draft Administrative Regulations](#)
- [Slide Deck Presentation on Dual Language Admin Regs](#)
- [Executive Summary of Dual Language Administrative Regulations](#)

OAKLAND UNIFIED SCHOOL DISTRICT

Administrative Regulations

Students

AR 5116.2

Dual Language Two-Way Immersion Enrollment

In order to provide diverse, effective and continuous Dual Language Immersion Pathways, K-12, the district will institute guidelines and processes during Open Enrollment periods to assign an appropriate balance of students who are proficient in the pathway language and students who have not demonstrated proficiency in the pathway language. The cohort guidelines will safeguard that sufficient pathway and English language models exist for the successful development of biliteracy of all students. While determining language proficiency is required for assignment, no additional academic criteria will be used. It is the goal of Dual Language programs to represent the linguistic, cultural and economic diversity that is characteristic of the Oakland community.

Section 1

Entrance Criteria

This entrance criteria will be applied when a school has reached Two Way designation as determined by the Superintendent or designee. If a school's designation is changed, information will be posted at www.ousd.org/enroll and at <https://www.ousd.org/Page/15094> before the start of the upcoming Open Enrollment Season. This section explains the entrance criteria by grade.

A) Two-way 50/50 Dual Language Programs Entrance Criteria

In a two-way dual language school balanced numbers of students from two language groups are working to become fully bilingual, bicultural and biliterate. During half of the school day students are learning in English and the other half of the day the students are learning in the pathway language. To locate the list of OUSD Two-way 50/50 schools please visit <https://www.ousd.org/Page/15094>. A certain number of seats will be reserved during the open enrollment process to help provide a quality immersion experience. **At the district's discretion these can be modified to secure full enrollment.**

Students will be eligible for entrance in a 50-50 Dual Language program in accordance with the following rules:

- **During Open Enrollment:**

Enrollment priorities as identified in BP 5116.1 will also be applied for all grades.

- **Grade TK, K-1**

- Up to 66% of available seats will be reserved for applicants proficient in the pathway language, and a minimum of 33% of applicants not proficient in the pathway language. Pathway language fluency will be determined using an approved assessment.

- **Grade 2-5**

- Students currently enrolled in an OUSD Dual Language Immersion program; OR
- Students who demonstrate grade-level proficiency using an approved assessment.

- **Grade 6-12**

- As of July 1, 2018 OUSD does not have any schools where these rules would be applicable. If this program becomes available for grades 6-12 information will be posted at www.ousd.org/enroll and at <https://www.ousd.org/Page/15094> before the start of the upcoming Open Enrollment Season.

- **During Current Year Enrollment:**

Enrollment priorities as identified in BP 5116.1 will also be applied.

- **Grades TK-5** placement will be offered if a seat is available and the student demonstrates grade-level proficiency using an approved assessment.

- **Grades 6 -12**

- As of July 1, 2018 OUSD does not have any schools where these rules would be applicable. If this program becomes available for grades 6-12 information will be posted at www.ousd.org/enroll and at <https://www.ousd.org/Page/15094> before the start of the upcoming Open Enrollment Season.

B) Two-way 90/10 Dual Language Programs Entrance Criteria

A school that has a two-way 90/10 DL program means that Kindergarten students are learning in the pathway language for 90 percent of their day and ten percent of the day they are learning in English. Approximately 10 percent increments of English study are added each year until a balance of 50/50 is reached, typically by grade 5.

- **During Open Enrollment:** A certain number of seats will be reserved during the open enrollment process to help provide a quality immersion experience. Enrollment priorities as identified in BP 5116.1 will also be applied for all grades.

- **Grade TK & K**
 - Up to 50% of available seats will be reserved for applicants proficient in the pathway language, and a minimum of 40% who are not proficient in the pathway language. These percentages support high levels of biliteracy achievement of both language groups; ensuring English-only students receive early literacy instruction in the pathway language and that sufficient language models for English Language Learners (ELLs) during the formative period of oral language development are available. Given the limited amount of time ELLs receive instruction in English, access to sufficient English language models is critical for their English language development.
 - Pathway language fluency will be determined using an approved assessment.
- **Grade 1-8**
 - Students currently enrolled in an OUSD Dual Language Immersion program; OR
 - Students who demonstrate grade-level proficiency using an approved assessment.
- **Grade 9-12**
 - As of July 1, 2018 OUSD does not have any schools where these rules would be applicable. If this program becomes available for grades 9-12 information will be posted at www.ousd.org/enroll and at <https://www.ousd.org/Page/15094> before the start of the upcoming Open Enrollment Season.
- **During Current Year Enrollment**

Enrollment priorities as identified in BP 5116.1 will also be applied for all grades.

 - **Grades TK-5** placement will be offered if a seat is available and the student demonstrates grade-level proficiency using an approved assessment or is designated a Newcomer from a pathway language speaking country. A newcomer student is an immigrant student in their first 3 years in the United States (grades 3-8).

C) Late-Entry Point Dual Language Program Entrance Criteria

A Late-Entry Point Dual Language program provides students with an immersion experience beginning in 6th grade.

- **During Open Enrollment:** A certain number of seats will be reserved during the open enrollment process to help provide a quality immersion experience. Enrollment priorities as identified in BP 5116.1 will also be applied for all grades.

- **Grades 6-8**
 - Up to 66% of seats will be reserved for students who are proficient in both English and pathway language.
 - Up to 33% of the seats will be reserved for students who are NOT proficient in both languages and can be
 - English Only students or
 - Newcomer students. A newcomer student is an immigrant student in his/her first 3 years in the United States (grades 3-8).
 - Proficiency in pathway language and English will be determined using approved assessments.
- **Grades TK-5 & 9-12**
 - As of July 1, 2018 OUSD does not have any schools where these rules would be applicable. If this program becomes available for grades TK-5 information will be posted at www.ousd.org/enroll and at <https://www.ousd.org/Page/15094> before the start of the upcoming Open Enrollment Season.
- **During Current Year Enrollment:**

Enrollment priorities as identified in BP 5116.1 will also be applied for all grades. Placement will be dependent solely upon seat availability.

Section 2

Language Assessment Process

Language assessments will be administered to determine eligibility for placement at a Dual Language 2-Way Immersion School. This section explains the assessment process and how it works with the Open Enrollment lottery process.

50/50 (Grades TK, K, 1), 90/10 (Grades TK, K) and Late-Entry (Grades 6)

Step 1: Applicant's parent/guardian submits a complete Open Enrollment application, which may require provided verification documents if the student is not currently enrolled at an OUSD school.

Step 2: Depending on the grade they are applying to and the responses on the home language survey, parent/guardian will be contacted for their child to be assessed in the pathway language. At the end of the assessment process, parents will be informed of their child's language assessment results and the enrollment lottery pool to which they qualify.

Step 3: The lottery pool designation for each applicant will be given to the Student Welcome Center for use during the Open Enrollment lottery. The Student Welcome Center will complete the verification of the other portions of the enrollment application to determine if the application is complete and eligible for the Open Enrollment lottery. For more details about the entire Open Enrollment process please visit www.ousd.org/enroll, Open Enrollment BP Policy 5116.1 and AR 5116.1

Step 4: Applicant's parent/guardian will be informed of the applicants placement following the open enrollment notification dates as posted at www.ousd.org/enroll, Open Enrollment BP Policy 5116.1 and AR 5116.1

Glossary

Dual Language - Instructional model that promotes biliteracy in English and another language.

Pathway Language - The non-English language that is being developed over time. In our OUSD Dual Language context the pathway language is Spanish.

One-way Immersion - Students from predominantly **one** language group are working to become fully bilingual, bicultural and biliterate.

Two-way Immersion - Balanced numbers of students from **two** language groups are working to become fully bilingual, bicultural and biliterate.

50/50 - Starting in K (or TK), during half of the school day students are learning in English and the other half of the day the students are learning in the pathway language.

90/10 - Starting in K (or TK), ninety percent of the school day students are learning in the pathway language and ten percent of the day they are learning in English. Approximately 10 percent Increments of English study are added each year until a balance of 50/50 is reached, typically by grade 5.

Late Entry - A Dual Language program model that provides students with an immersion experience beginning in 6th grade.

(cf. 5116.1 Open Enrollment)

8/08/18 (if adopted)



Dual Language Enrollment Administrative Regulations Executive Summary

Statement of Purpose

The purpose of the Dual Enrollment Administrative Regulations is to institute guidelines and processes beginning in the 2018-2019 enrollment period to assign an appropriate balance of language groups, as recommended in the research. The cohort guidelines will ensure sufficient pathway and English language models exist for the successful development of both languages of all students. The Dual Language Enrollment Policy and aligned Administrative Regulations will help reverse the socioeconomic and language imbalance trends seen in recent years.

Background

The goal of OUSD Dual Language schools is to develop academic proficiency, biliteracy, and cultural competency through instruction in two languages, with no less than 50% of instruction in the pathway (non-English) language. There are three models in Oakland:

Two-Way Immersion: Balanced numbers of students from **two** language groups are working to become fully bilingual, bicultural and biliterate.

One-way Immersion: Students from predominantly **one** language group are working to become fully bilingual, bicultural and biliterate.

Late Entry: A Dual Language program model that provides students with an immersion experience beginning in 6th grade, including students who are new to English or to the pathway language.

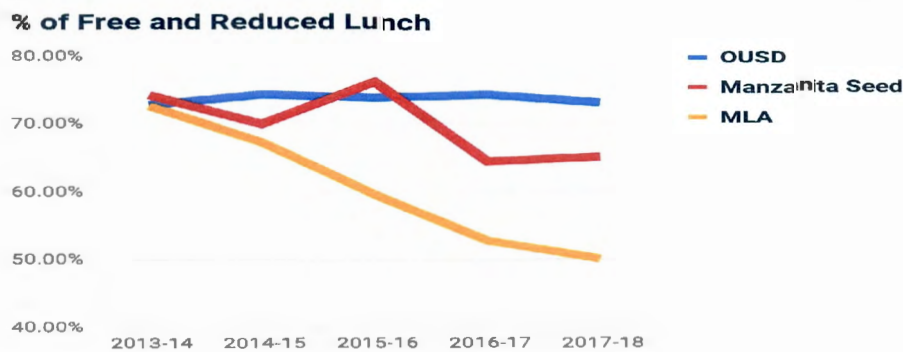
OUSD currently has eight Dual Language immersion schools.

Dual Language schools by type

Type	Description	Schools
Two-Way	A balance of students from two language groups learning in English and the pathway language (currently all Spanish)	Melrose Leadership Academy Manzanita SEED
One-Way	Students from predominately one language learning in English and the pathway language (currently all Spanish)	Community United Elementary Esperanza Elementary Greenleaf Elementary Global Family Elementary International Community School
Late Entry	A middle school program with balance of students who are already bilingual, who are English-only, and Spanish-speakers new to English.	Oakland SOL (School of Language)

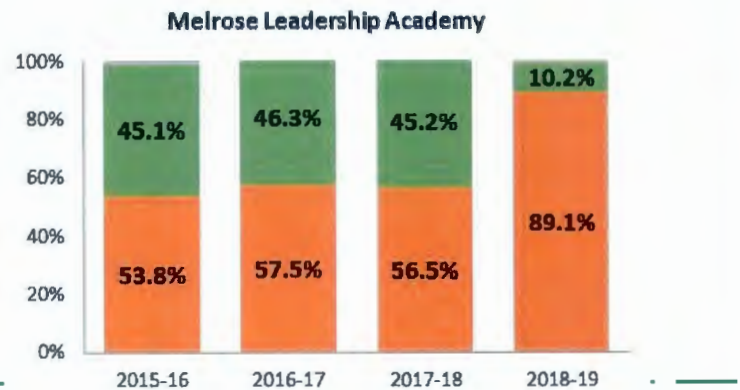
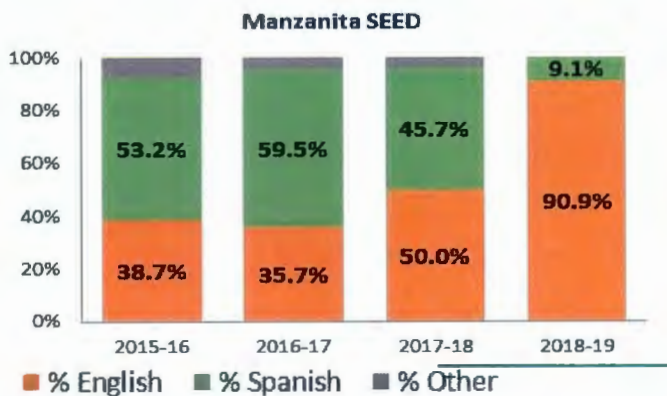
Seven of these schools initially served school populations with at least 85% Free and Reduced Lunch (FRL). Over time, the Two-Way Dual Language programs, MLA and SEED, have begun to attract an increasingly high number of middle-class families. The schools now serve significantly less low income students (as defined by FRL%) than the district-wide average.

Free Reduced Lunch #s Over Time					
School	2013-14	2014-15	2015-16	2016-17*	2017-18
Greenleaf	83.90%	91.20%	84.90%	89.50%	95.00%
Global Family	97.60%	97.00%	95.80%	97.60%	94.00%
Community United	91.70%	90.50%	90.20%	95.90%	92.00%
Manzanita SEED	74.20%	69.90%	76.10%	64.30%	65.00%
Esperanza	93.10%	88.80%	94.60%	92.00%	94.00%
ICS	94.80%	86.00%	88.80%	88.00%	88.00%
Melrose Leadership Academy	72.60%	67.20%	59.50%	52.70%	50.00%
Oakland SOL					84.5%
Oakland Unified School District	72.80%	74.30%	73.80%	74.20%	73.00%



This phenomenon, while concerning, is not unique to Oakland, as Two-Way Dual Language programs have become increasingly popular among middle-class families who have come to recognize the value of bilingual education as well as the opportunities multilingualism will afford their children.

In addition to the potential displacement of low-income families and ELL students within high-demand Dual Language schools, there has been long standing concerns regarding the lack of guidelines for assigning appropriate language balances for the Two-Way program model. A strong body of research recommends the ideal ratio of English speakers to speakers of the pathway language is 50:50; and cautions that the ratio should never go below 33 percent for either language group. These recommended ratios ensure that all students have sufficient access to language models, particularly during the early stages of language development.



In the graphs above, we see both Manzanita SEED & MLA have been within recommended ratios until 2018-19 when we see a dramatic increase of English-speaking applicants, bringing imbalance of language groups and threatening the integrity of the program.

Summary of Administrative Regulations

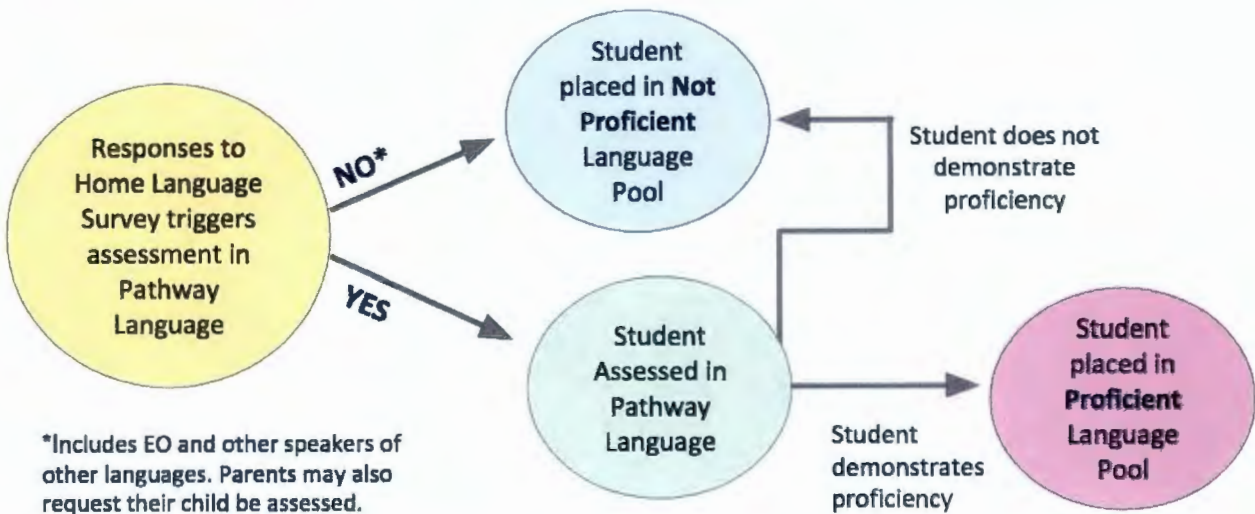
During Open Enrollment, responses to the Home Language survey will trigger the need for pathway language assessment. Depending on the model of Dual Language program, a percentage of seats will be saved for speakers of the pathway language to provide a quality immersion experience for all. The district can modify these recommendations to secure full enrollment at each site.

Type of Program	Proficient in Pathway Language	Not Proficient in Pathway Language
50-50 Two-Way Immersion	66% (max)	33% (min)
90-10 Two-Way Immersion	50% (max)	40% (min)
Late Entry Two-Way Immersion	66% (max)	33% (min)

Process to determine proficiency in the Pathway Language

Language assessments will be administered to determine eligibility for placement at a Two-Way Dual Language School. This section explains the assessment process and how it works with the Open Enrollment lottery process.

- **Step 1:** Applicant’s parent/guardian submits a complete Open Enrollment application, which may require provided verification documents if the student is not currently enrolled at an OUSD school.
- **Step 2:** Depending on the grade they are applying to and the responses on the home language survey, parent/guardian will be contacted for their child to be assessed in the pathway language. At the end of the assessment process, parents will be informed of their child’s language assessment results and the enrollment lottery pool to which they qualify. See graphic below.
- **Step 3:** The lottery pool designation for each applicant will be given to the Student Welcome Center for use during the Open Enrollment lottery. The Student Welcome Center will complete the verification of the other portions of the enrollment application to determine if the application is complete and eligible for the Open Enrollment lottery. For more details about the entire Open Enrollment process please visit www.ousd.org/enroll, Open Enrollment BP Policy 5116.1 and AR 5116.1
- **Step 4:** Applicant’s parent/guardian will be informed of the applicants placement following the open enrollment notification dates as posted at www.ousd.org/enroll, Open Enrollment BP Policy 5116.1 and AR 5116.1



Implementation of Dual Language Enrollment Policy

Year One:



1. New policy will only apply to Manzanita SEED, Melrose Leadership and Oakland SOL to avoid having a negative impact on enrollment of schools whose two-way designation is aspirational, but have not yet met the 33% threshold of English-speakers.
2. Assessments will be administered to incoming students; dependent on responses to the Home Language Survey. (Kinder-MLA/SEED ; 6th-Oakland SOL)
3. Centralized outreach efforts will support Dual Language schools in increasing the number of applicants of target population.
4. Collaborate with schools to establish timeline and plans for reaching Two-Way designation and for the application of new policy.

Years Two +

1. Apply policy to all schools who have reached Two-Way designation (at least 33% of each language group).

Budget & Resources

A thorough exploration of various assessment scenarios resulted in choosing Scenario One given its ease of implementation, cost effectiveness and reliability of results.

Scenario One: LAS Links Form A ONLINE	Estimated Cost: \$8910
Scenario Two: IPT Paper and Pencil	Estimated Cost: \$37,126.39
Scenario Three: HL Survey + Student Interview	Estimated Cost: \$22,720.26
Scenario Four: HL Survey	Estimated Cost: \$200

Implementation in year one should not exceed an average cost of \$19.80 per student. This estimate includes the cost of assessment licenses, staffing for administration and scoring. We have projected needing to assess 450 students across 3 schools. Only those schools who have reached the minimum 33% threshold of each language group to become designated a “Two-Way Dual Language” school will have the policy applied and would participate in student assessment during open enrollment.



Glossary

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Pathway language - The non-English language that is being developed over time. In our OUSD Dual Language context the pathway language is Spanish.

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Late Entry- A Dual Language program model that provides students with an immersion experience beginning in 6th grade.



Dual Language Enrollment Policy

Board of Education August 8th, 2018



Presented by:
ELLMA - Nicole Knight & Lubia Sanchez,
Enrollment: Charles Wilson & Manisha Patel

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The Promise of Biliteracy



OUSD will eliminate the achievement and opportunity gap by providing a high quality PK-12 Multilingual Pathway to English Language Learners and native English speakers in a mutually supportive, multicultural learning environment.

California's Global 2030 Goals



- **Half** of all K–12 students **participate in programs** leading to proficiency in two or more languages.
- The number of **students who receive the State Seal of Biliteracy triples** from 46,952 in 2017 to more than 150,000 in 2030. By 2040, **three out of four** graduating seniors **earn the Seal of Biliteracy**.
- The **number of dual immersion programs** that teach languages besides English **quadruples** from about 400 in 2017 to 1,600 in 2030.
- The **number of new bilingual teachers** authorized in world language classes more than **doubles** from 2017 to 2030.

Dual Language Program Benefits



Boosts School
Retention and
College Attendance

Full Closure of the
Achievement Gap

Intellectual
Flexibility and
Power

Two languages
learned
simultaneously

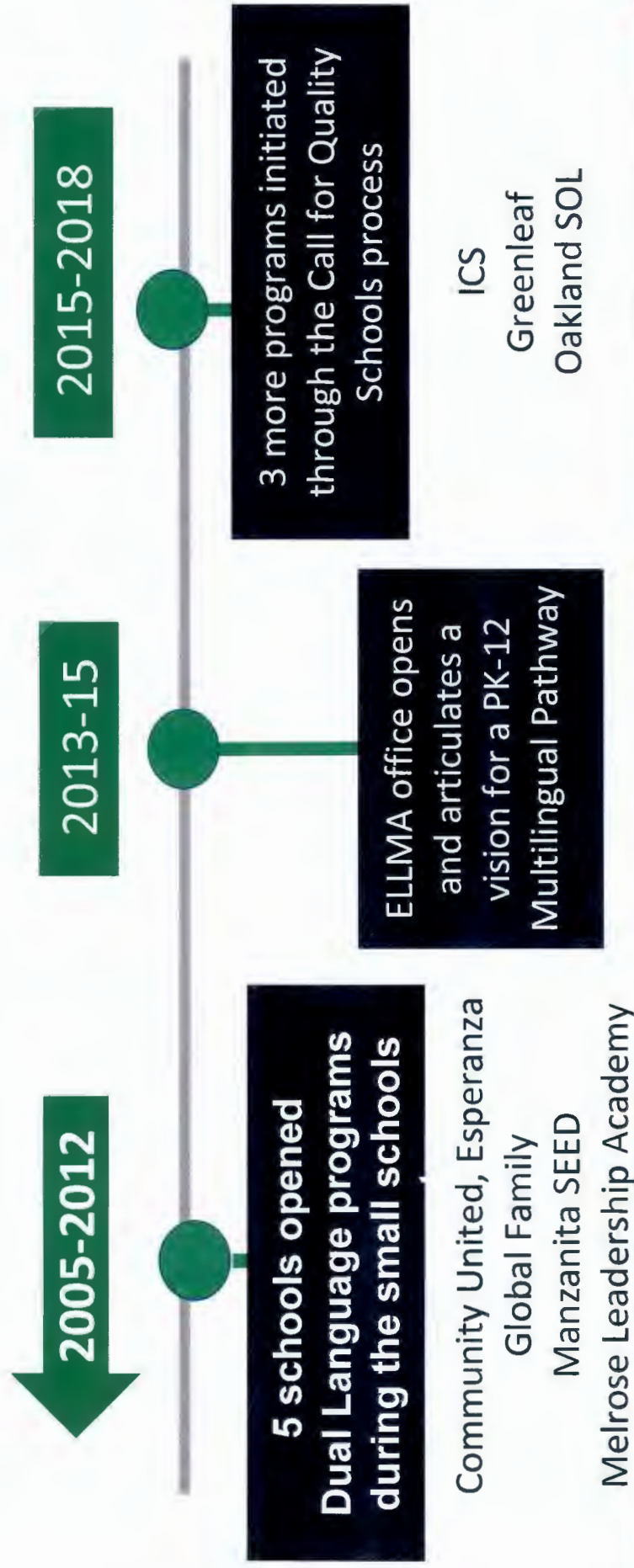


Cultural Capital and
Flexibility

Retention of Families
in OUSD

Full Bilingualism for
Lower-income
English-only Students

Timeline of Multilingual Pathway



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Dual Language Types

Two-Way Immersion Programs

- ❑ Ideal balance: 50% English dominant; 50% oral proficiency in the pathway language
- ❑ No less than 33% of either language group
- ❑ Current programs fitting profile: MLA, Seed, SOL
- ❑ Other schools aspire to become 2-way programs



Research Base

- ❑ Two-way Immersion Programs result in **the most positive academic outcomes for ELLs** of any other language acquisition program. Generally, ELLs who enroll for multiple years in these programs eventually outperform their English-only peers and exceed the average performance of all students on English language academic measures. (Genesse and Lindholm-Leary, 2009; Reardon, 2015; Thomas and Collier, 2002 & 2012)
- ❑ Ideally, Two-Way Immersion Programs have an **equal balance of language groups**, 50% English dominant; 50% proficient speakers of the Pathway Language. **Neither language group should fall below 33%**. (California Department of Education, 2018; Center for Applied Linguistics, 2018; Gómez, Freeman, & Freeman, 2005; Lindholm-Leary, 2007; Rosado, 2005)

Dual Language Systems Challenges



Curriculum & Instructional Materials that effectively support biliteracy



Assessments and Data that measure and report on literacy in both English and Pathway Languages



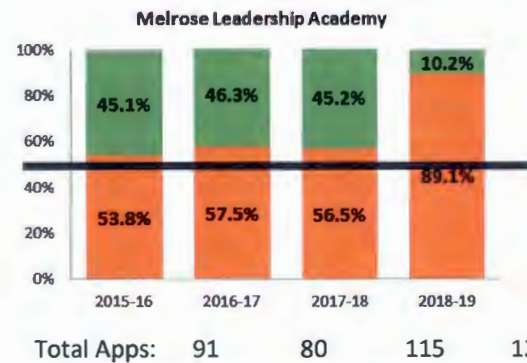
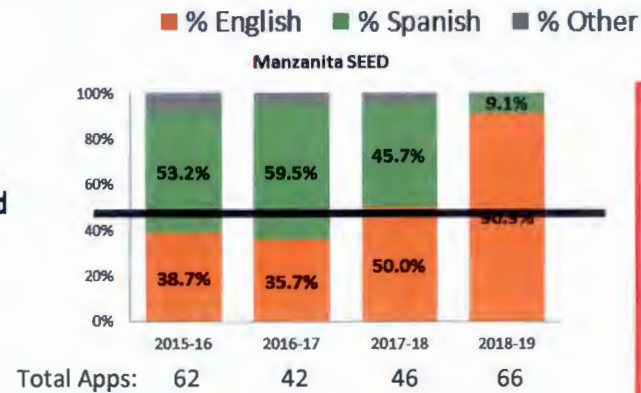
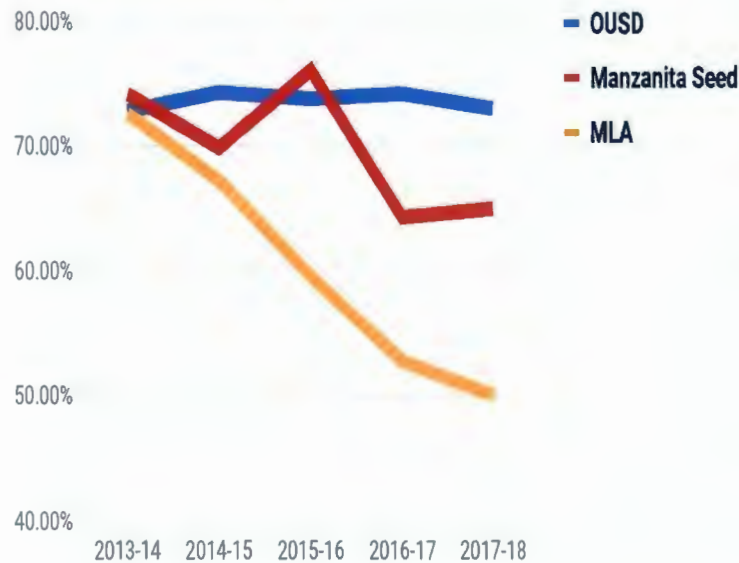
Staffing, especially fluent/native speakers of Pathway Language



Enrollment processes to ensure linguistic and socio-economic diversity

DL Systems Challenges: Enrollment

% of Free and Reduced Lunch



Both Manzanita SEED & MLA have been within recommended ratios until 2018-19 when we see a dramatic increase of English-speaking applicants

Overview of Proposed Admin Regs

GOALS:

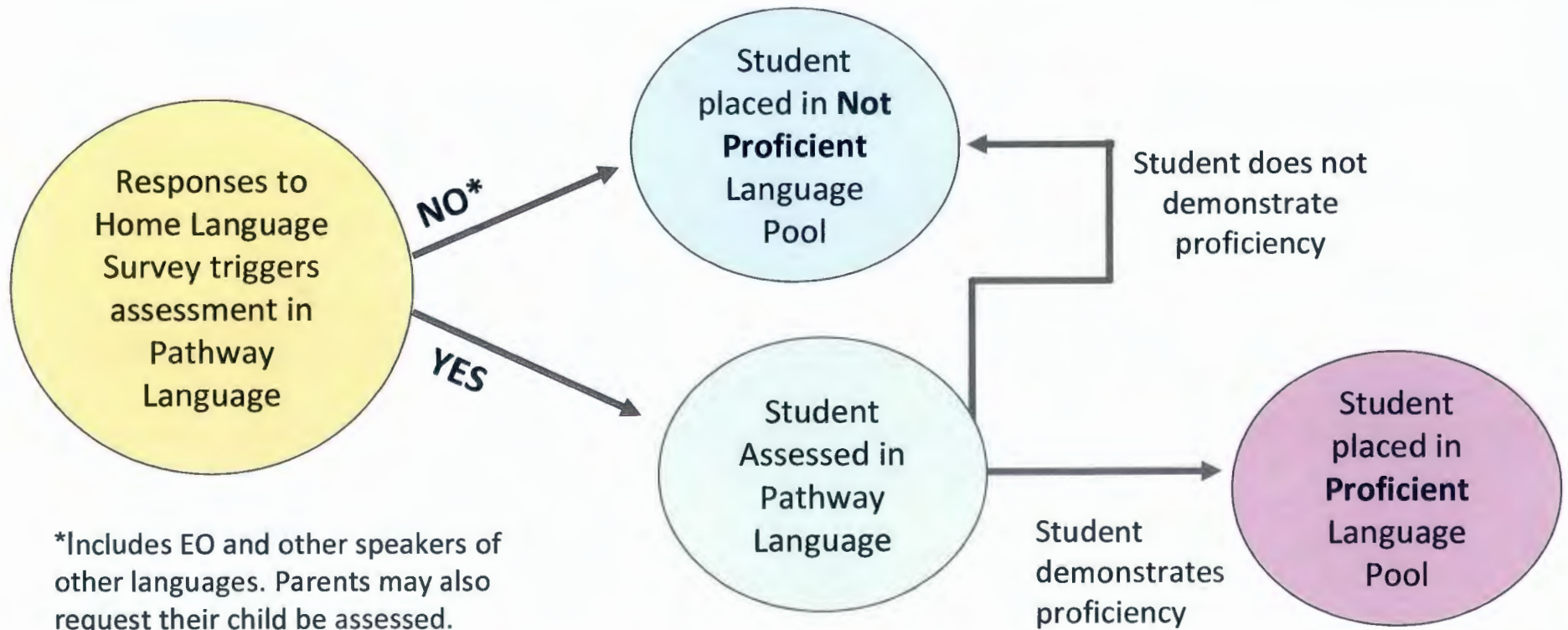
- 1) Institute processes beginning in the 2018-2019 enrollment period to assign an appropriate balance of language groups in Two-Way Immersion Programs for the successful attainment of biliteracy of all students.
- 2) Reverse the socioeconomic and language imbalance trends seen in recent years.

During Open Enrollment:

- Kinder: Up to 66% of seats will be reserved for applicants proficient in the pathway language (Spanish), and a minimum of 33% of applicants not proficient in the pathway language.
- 6th @ Late-Entry Program: Up to 66% of seats for applicants proficient in English and pathway language.
- Open Enrollment priorities as identified in BP 5116.1 will also be applied.
- Pathway language fluency will be determined for non English-only students using approved assessments.

Enrollment of students not proficient in the pathway language only available in Kindergarten in 90-10 programs, Kindergarten and 1st grade in 50-50 programs and 6th grade in Late-Entry program.

Proposed Assignment Process for TK/K



Impact To Families With Neighborhood or Sibling Priority

Based on analysis of open enrollment applicant data for enrollment in the 2015-2016 to 2018-19 school years, **there is a low likelihood that families with neighborhood or sibling priority would be displaced by the adoption of a new lottery process for Two-Way Dual Immersion schools.**

Manzanita SEED: There were fewer than 22 on time 1st choice sibling applicants in each year of either language for entry grades TK/K (Prior to 2018-19, the max per language was 11; in 2018-19, there were 21 English-speaking applicants with sibling priority). There were also fewer than 4 late 1st choice sibling applicants for TK/K in each year examined (late data not yet analyzed for 2018-19). In terms of neighborhood priority, there were fewer than 10 on time 1st choice Spanish-speaking applicants for grades TK/K, and fewer than 3 on time 1st choice English-speaking applicants for TK/K with this priority in 2016-17 and 2017-18. In 2018-19, there were only 3 on time 1st choice Spanish-speaking applicants and 17 English-speaking applicants for entry grades with neighborhood priority.

Melrose Leadership Academy

(MLA): There were fewer than 17 on time 1st choice sibling applicants in each year for entry grades (TK/K) from either English- or Spanish-speaking families. There were also fewer than 5 late 1st choice sibling applicants of either language in each year for which late data were analyzed (late data not yet analyzed for 2018-19). MLA does not have a neighborhood priority.

Fiscal Impact: Possible Benefits & Risks

Fiscal Benefits

- Quality Two-Way Immersion programs attract families who might otherwise choose charter or independent schools, thereby increasing enrollment.
- Long-term benefits for ELLs includes increased rate of reclassification and graduation and reduced rate of drop-out, thereby maintaining stable enrollment over time.

Fiscal Risk & Mitigation

- Structural constraint could lead to a situation in which the desired number of applicants of each language group may not reach the set levels.
- If this were to occur, we would place students post-Open Enrollment who are on the waiting list regardless of language group and work to increase recruitment efforts.

Fiscal Impact: Implementation Cost

WHAT: On-line language assessments that measure proficiency in the Pathway Language



LAS Links - TK-1st grade

AVANT **STAMP**[™]

Web-based language assessments

AVANT 2nd-8th

WHY: Objective measures ensure that students are fairly assessed and incentivize applicant families to report home language use accurately.

ESTIMATED COST

Year One: 550 students at MLA, SEED, & SOL @ \$19/student = **\$10,890**

Year Two: If two sites are added @ \$1980/ site = up to **\$14,850**

All 8 schools: \$22,500

Thank you!



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