

Ohio English Learner Cost Study

An assessment of the costs to implement English learner programs in Ohio's schools

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Executive Summary

Recently, Ohio has seen a significant shift in how it funds public education. Originating with the Cupp-Patterson Workgroup and its Fair School Funding Plan, the passage of H.B. 110 in June of 2021 represented the culmination of efforts to reform education funding in Ohio.

At the same time, the General Assembly commissioned a series of cost studies to better understand the resources required to provide for *specific student groups*. This report serves as a final deliverable for the cost study focused on the English learner population.

Research Questions

This cost study examined three primary research questions:

- What is the current annual cost of English learner programs, including detailed costs by context, learning support, and English learner status?
- What is the annual cost necessary to achieve program success, including detailed costs by learning support and English learner status?
- What is the cost impact of bringing current investments and investments required for success into alignment?

To address these research questions, the study team drew on both existing statewide data as well as original data collections through a survey-and-interview process to uncover additional information about current English learner programs and their associated costs. These data were analyzed, and costs were estimated primarily using the ingredients method, a standard approach to economic evaluation of educational programs.

To assess the resources and costs necessary for English learner program success, the study team conducted a series of professional judgment panels, a variation of the approach selected by the Cupp-Patterson Workgroup to develop the Fair School Funding Plan. The recommendations from these panels served as the basis for estimating the cost to implement successful English learner programs in communities across the state.

Finally, the findings from analysis of the survey and interview results paired with the professional judgment panel recommendations and findings informed a series of policy recommendations and areas for additional investigation. These recommendations and areas for additional investigation propose improvements to how funding is allocated for English learner programs and illustrate the gap between funding for success and the current system.

Key Findings

Survey and Interview Findings

While shaped by some response limitations, the survey and interview data make critical contributions to the information available to state leaders and local practitioners about English learner programs currently in practice and associated investments.

With respect to the design of current English learner programs, the survey and interview results suggest that relatively few program models are currently implemented (**Finding 1**), though what these models look like in practice may differ across the state (**Finding 2**), and specific programs provided may be driven primarily by the collective needs of the English learner students served rather than adherence to a particular model (**Finding 3**).

Considering specific program activities, the survey and interview results suggest professional development activities supporting instructors serving English learner students are not commonly focused on serving specific English learner populations (e.g., students with limited or interrupted formal education [SLIFE], etc.), and support for Teachers of English to Speakers of Other Languages (TESOL) and/or Bilingual endorsement is not widely offered (**Finding 4**). Additionally, the results suggest that consistent and ongoing approaches to providing program services to reclassified English learners are also relatively uncommon (**Finding 5**).

When survey and interview results are used to estimate staff caseloads, they point to an increase in average caseloads as the size of the English learner population grows, especially in noninstructional roles (**Finding 6**), though this increase may level off a bit in Very Large settings (**Finding 7**). Survey and interview results also suggest a few nonpersonnel resources are common, though they may not be allocated for English learner programs explicitly (**Finding 8**).

Estimated costs based upon the survey and interview results suggest a complementary trend to that observed in estimated caseloads; per pupil costs rose as the English learner population shrank (**Finding 9**). Additionally, personnel costs were by far the most common, representing 90 percent or more of estimated costs for programs of all sizes (**Finding 10**).

Professional Judgment Panel Recommendations and Findings

The professional judgment panels produced a series of recommendations that serve as the foundation for the estimated cost of program success and a few key findings.

With respect to instructional resources, the panel recommended that all English learners receive support from a TESOL-endorsed instructor and that those in high school also be supported by instructional aides, with caseloads varying according to student language needs (**Panel Recommendations 1 and 2**) and program size (**Panel Recommendation 3**). The panels also recommended that all instructors teaching English learner students be prepared to support them effectively (**Panel Recommendation 4**).

In addition to instructional support, the panels recommended that English learners receive additional support from counselors/social workers that family liaisons be available to engage English learner families, as well as specific additional support from administrative staff (**Panel Recommendations 5, 6, and 7**).

The panels also recommended English learner programs be allocated specific nonpersonnel resources, including sufficient access to translation/interpretation services, a minimum level of supplies and materials, key technology, and access to student activities (**Panel Recommendation 8**).

Finally, the panels recommended that additional instructional resources be available for Newcomer/SLIFE English learners to meet their additional needs (**Panel Recommendation 9**).

Based upon these recommendations and the specific associated estimated resource quantities, the study team produced cost estimates for the variety of program settings discussed by panelists. These cost estimates, in alignment with the survey and interview results, suggest that per pupil costs vary by program size and generally decline once programs reach at least a moderate size (**Panel Finding 1**), though distribution by resource category (i.e., personnel, equipment and materials, etc.) was similar regardless of size, again in alignment with the survey and interview findings (**Panel Finding 2**).

Not surprisingly given panelist recommendations, panel cost estimates vary notably by the level of student language need—Emerging, Progressing, and Proficient (**Panel Finding 3**). Likewise, based on panel recommendations, additional costs were identified to provide for sufficient resources to meet the additional needs of Newcomer/SLIFE English learners (**Panel Finding 4**).

Policy Recommendations and Areas for Investigation

Taking into consideration the study findings and panel recommendations, the study team is offering three key policy recommendations:

- **Policy Recommendation #1:** Differentiate Funding for All English Learners Based Upon English Language Proficiency
- **Policy Recommendation #2:** Increase Funding for Reclassified English Learners to Better Support their Ongoing Needs
- **Policy Recommendation #3:** Reform Funding for Newcomer English Learners and English Learner Students with Limited or Interrupted Formal Education (SLIFE)

In addition to these recommendations, the study team is offering a few additional areas for investigation, including the following:

- Impact of English Learner Program Scale on Costs
- Utility of Ongoing Data Collection and Maintenance
- Standards for Educator Training and Preparation to Serve English Learners
- Expansion of State and Regional Guidance and Support for English Learner Programs

Introduction

In recent years, Ohio has seen a significant shift in how it funds public education. These reforms have their origins in the Cupp-Patterson Workgroup, which published a set of recommendations in March 2019 collectively referred to as the Fair School Funding Plan.¹ The passage of the state operating budget (H.B. 110) in June of 2021 represented the culmination of efforts to make significant changes to education funding in Ohio.

Preceding passage of school funding reforms in the state budget, the General Assembly directed the Ohio Department of Education (ODE) to engage in a series of studies to better understand the resources required to provide for specific student needs and services (as enacted in S.B. 310 in December of 2020). This includes, for example, the costs to serve several specific student groups. As the legislature stated, the intention was that the results of these studies “be the basis of legislation enacted by the General Assembly in order to take effect for fiscal year (FY) 2024 (S.B. 310 § 5(C)).”

This document serves as a final report for the study focused on the English learner population. Researchers at WestEd and Augenblick, Palaich, and Associates were contracted to complete this work and make up the study team. The study took place over the course of 2022 and included engagement with practitioners and public education leaders at all levels of the system. This report presents the final findings and recommendations by the study team based upon the work conducted.

Research Questions

The English learner cost study focused on a few key research questions anchored in two broad categories: (a) current investments in English learner programs and (b) cost impact of investing the resources required to achieve successful learning outcomes for English learners.²

Specifically, the cost study addressed three key research questions:

¹ The full report may be accessed at <https://sites.google.com/view/ohiofairschoolfunding/report>.

² At its inception, the study also had two other goals: (a) to assess more fully English learner performance to identify schools performing better than expected, given their context, to inform the selection of interview participants and (b) to assess the relationship between English learner instructional caseloads and performance to supplement panel findings. Ultimately, the timing of data delivery and the data available prevented completion of these analyses as planned, and thus they represent supplemental exploratory analyses which, given their limitations, are not drawn on to inform final recommendations. A brief description of these analyses and their results can be found in Appendix C.

- What is the current annual cost of English learner programs, including detailed costs by context, learning support, and English learner status?
- What is the annual cost necessary to achieve program success, including detailed costs by learning support and English learner status?
- What is the cost impact of bringing current investments and investments required for success into alignment?

How to Read This Report

This report is divided into three main sections, described below, along with technical appendices providing additional information and artifacts from the study activities.

Table 1. Brief Summary of Report Sections

Section title	Description
Section 1: Background	A brief overview of Ohio state funding policy, English learner program models defined by the state, and literature relevant to best practices and key findings with respect to funding and program design for English learners
Section 2: Key Analysis Findings	An overview of the key findings organized around key topics of focus
Section 3: Policy Recommendations and Considerations	A summary of the policy recommendations and considerations offered based upon the study findings

Section 1: Background

Ohio Education Funding Policy

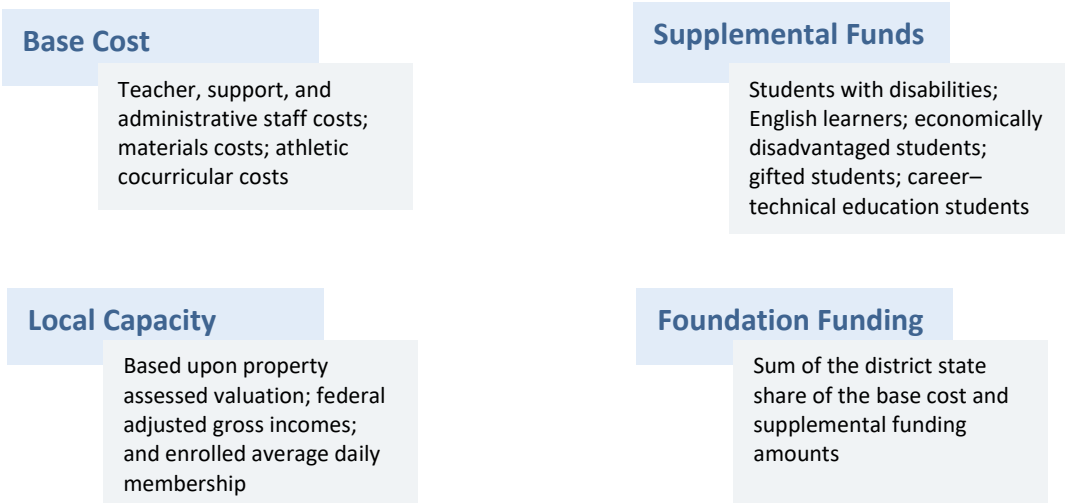
State Foundation Formula

Overall state funding for public K–12 education in Ohio generally follows a foundation formula with an embedded resource-based approach. In short, Ohio’s foundation formula (a) defines a base cost by assuming a baseline set of resources and their average cost, (b) calculates additional supplemental funding for specific student groups, (c) determines a local and state share, and (d) distributes the state’s share of base and supplemental funding amounts.

This formula is relatively new in Ohio and stems from work spearheaded by State Representatives Bob Cupp and John Patterson and a broad panel of educators and school financial officers. Commonly known as the Cupp-Patterson Workgroup, this panel of experts first convened in 2017 and in 2019 produced the Fair School Funding Plan, their proposal for improvements to the state funding system overall.

Over the course of the following 2 years, this Plan served as a foundation for debate about the specific changes to the education funding system, culminating in the final adoption of H.B. 110 in June of 2021. While many important details changed, the core elements of the Plan were ultimately adopted for FY 2022 and FY 2023. Figure 1 illustrates in high-level summary the foundation funding formula process for traditional school districts. For community schools, the process is similar without the adjustment for local capacity (R.C. § 3317.022).

Figure 1. Illustration of the Ohio State Foundation Funding Formula for Traditional School Districts



The revisions to the state foundation formula were only approved for FY 2022 and FY 2023. Continuation of the new funding model will be determined by the General Assembly in the next operating budget.

Other Sources of Funding

The changes to funding policy described in the prior subsection refer to state foundation formula funding, but school districts in the state may also levy additional local property taxes to support public education. Districts may levy up to \$10 per \$1,000 of assessed property values without voter approval. Finally, school districts receive a portion of funds generated through a tax on casino revenues.

School districts also receive education funding from a variety of federal programs, such as those authorized through the Elementary and Secondary Education Act; the most notable of these programs for this study is Title III Part A – Language Instruction for English Learners and Immigrant Students.

Funding for English Learners

State Foundation Funding

Of particular relevance to the present study is the state funding provided for English learner programs and services.

In brief, state funding for English learner students has evolved over time since the addition of funding for specific categories of these students was established in 2013. At that time, funding was allocated as a set per pupil amount for three categories of English learner students, including those new to U.S. schools (i.e., less than 180 days), those in U.S. schools for longer (i.e., more than 180 days), and those in a third “trial-mainstream period” defined by the ODE.³

In 2021 this policy changed to apply a multiplier (or weight) for three similar but slightly modified categories of English learners incorporating English learner performance.

Specifically, the three current English learner categories for the purposes of funding are defined as follows:

- English learner students enrolled in U.S. schools for 180 school days or less
- English learner students enrolled in U.S. schools for more than 180 school days until the student achieves proficiency on the state English language proficiency assessment

³ Specifically, the Ohio Department of Education considered English learners who score a combination of 4s and 5s in three domains and a score of 3 in one domain as “Trial Mainstream.” The full memo defining this term can be accessed at <https://education.ohio.gov/getattachment/Topics/Testing/Ohio-English-Language-Proficiency-Assessment-OELPA/Ltr-Sup-TC-ELL-11-2016.pdf.aspx>.

- English learner students who achieve proficiency on the state English language proficiency assessment for 2 school years following the year in which the student first achieved proficiency

The allocation of funds to reclassified English learners who have achieved English language proficiency through the new third category is significant. This commendable change is aligned with findings in the literature that English learner students do not immediately stop having additional and unique needs upon being reclassified (Gándara & Rumberger, 2008), which may be evidenced through the sometimes-observed negative effects of reclassification on student outcomes (Cimpian et al., 2017). In particular, this change provides funding to support required monitoring of this population for 2 years following reclassification. Finally, it's worth considering that language proficiency is a continuum, and resources to provide required monitoring, as well as additional services, can support schools to meet critical goals of supporting students' multilingualism and full, meaningful participation in their education during and beyond reclassification to fluent English proficient.

In terms of the level of funding provided to these groups, as noted the first decade or so, funding was provided as a set per pupil amount before changing to weights in 2021. Table 2 summarizes the change over time to these levels of funding, providing in 2021 and 2022 the per pupil amount resulting from the application of the weight to the state average base funding per pupil and the weight itself in parentheses. As illustrated, once inflation is accounted for, effective funding amounts have *dropped* slightly with the addition of the weights. That said, the inclusion of reclassified English learners expanded the pool of students for which funding is allocated, both supporting the implementation of required monitoring and creating some opportunity for expansion of services to better meet the diverse needs of this additional subpopulation.

Table 2. Funding and Weights for English Learner Students by Defined Categories

Year of enactment	Category 1:	Category 2:	Category 3:	
	<i>Less than 180 days</i>	<i>180 days or more</i>	<i>Trial-mainstream</i>	<i>Reclassified English learners</i>
2013	\$1,843	\$1,382	\$921	
2015	\$1,855	\$1,391	\$928	
2019	\$1,748	\$1,310	\$874	
2021	\$1,547 (0.2104)	\$1,159 (0.1577)	\$774 (0.1053)	
2022	\$1,547 (0.2104)	\$1,159 (0.1577)	\$774 (0.1053)	

Source: R.C. § 3317.016 as enacted in 2013, 2015, 2019, 2021, and 2022; state average base cost for FY 2022 and FY 2023 pulled from the Traditional District Payment reports produced by the state

Note. Dollar amounts have been adjusted to 2022 dollars to facilitate meaningful comparisons across years. In addition, the funding policy is expected to be implemented in the fiscal year following its enactment. Finally, 2022 numbers are not adjusted for inflation given that inflation in 2023, the year the funds will be expended, is unknown.

Of course, depending on the composition of English learners in a specific district, the effective amount per pupil can vary quite a bit. Additionally, as noted in the State Foundation Funding subsection, the state only funds a portion of the foundation funding calculated based upon the weights in Table 2. On average, this was about 47 percent in FY 2022, though for some districts it is as high 91 percent, and by law it can be no less than 5 percent (R.C. § 3317.017).

Finally, the foundation funding for English learner programs, along with other elements of the formula, is subject to a phase-in such that a district only receives a portion of the change resulting from the change to the formula—16.67 percent of the changes in FY 2022 and 33.33 percent in FY 2023.

Federal Funding: Title III – Part A

Another relatively small but key source of funding for English learner programs in Ohio is federal funds allocated through the Title III Part A – Language Instruction for English Learners. Title III funds are only allowed to be used for expenditures that *supplement* required services, meaning that Title III funds cannot be used to supplant the expenditures used to cover these services and opportunities. Funding received from this source is based upon the prior year

school district counts of English learners and is provided at a constant per pupil dollar amount. In FY 2021, for example, the amount was about \$160 per pupil.

Review of Literature on English Learner Programs

English learner students are a protected class of students with core rights that include access to instruction on the English language and equitable, meaningful access to participation in learning opportunities (Civil Rights Act, 1964; Equal Educational Opportunities Act, 1974; *Lau v. Nichols*, 1974). A critical way English learner students are provided supports and services in response to these core rights is through English learner programs (Faulkner-Bond et al., 2012). As districts and schools select, design, and implement English learner programs, they must be in compliance with three key elements outlined through *Castañeda v. Pickard* (1981)—programs must (a) be based in sound educational theory, (b) be effectively implemented in line with the educational theory, and (c) provide evidence of addressing students’ linguistic needs over a reasonable period of time.

Outside of these parameters, there is a great deal of variation, both across and within states and local education agencies (LEAs), in the types of English learner programs that are provided (U.S. Department of Education, Office of English Language Acquisition, 2021). Even across states and LEAs implementing the same overarching program, implementation can also vary widely as models are adapted in response to the local context and capacity (Calderón et al., 2011; Sugarman, 2018). Thus, an understanding of the specific programs and services provided to English learner students may help contextualize their learning environment and the extent to which the associated required resources may be differentiated across students and learning environments.

Program Design

In the literature, English learner programs typically fall into a common set of program designs, including English as a Second Language (ESL) instruction, content-based ESL or sheltered instruction, transitional bilingual education, developmental bilingual education, dual language or two-way immersion, and Newcomer programs. These program designs are differentiated by a set of key features, including (but not limited to) the language(s) of instruction, program goals, the target population being served, and the duration of the program (Baker, 2011; Faulkner-Bond et al., 2012; Sugarman, 2018).

A key feature that differentiates English learner program types is language of instruction and whether a program is designed to incorporate instruction in English with instruction in another target language (Faulkner-Bond et al., 2012; Sugarman, 2018). Programs that incorporate instruction in a language other than English are broadly considered bilingual programs, including transitional bilingual programs, developmental bilingual programs, and two-way immersion or dual language programs (Baker, 2011; García & Woodley, 2014; Howard et al.,

2018). Transitional bilingual programs are designed to transition students from instruction in the partner language to instruction in English (Boyle et al., 2015), while other programs such as dual or one-way immersion programs may focus on full bilingualism and biliteracy development (Howard et al., 2018). Though bilingual programs are increasingly being implemented across the U.S., they remain less prevalent than programs that use exclusively or predominantly English as the language of instruction (Boyle et al., 2015; Kelly, 2018).

Another key feature that differentiates English learner programs is the degree to which the program goals focus on core content instruction in relation to English language development (Faulkner-Bond et al., 2012; Sugarman, 2018). Bilingual programs focus on both core content and language development. In contrast, an ESL program—which also may be described as an English language development (ELD) program or an English for speakers of other languages (ESOL) program—is provided with designated instruction on the English language (i.e., typically reading, writing, listening, and speaking). However, ESL instruction may also be delivered through content instruction in content-based or integrated ESL programs (Faulkner-Bond et al., 2012; Sugarman, 2018). Sheltered instruction programs, another common model, focus on supporting both core content access and English language development, as teachers adapt content instruction in response to students’ English language proficiency levels (Short et al., 2011; Sugarman, 2018).

Another important differentiating set of features of English learner programs is the student grouping and setting. In two-way immersion or dual language programs, English learner students may integrate with students whose primary language is English within a self-contained setting (Howard et al., 2018). ESL, in contrast, is a program model typically only provided for English learner students as the focus is explicitly on English language development. When integrated into a core classroom through content-based ESL, however, instruction will happen in classrooms with English learner and non–English learner students in the same setting.

As a further specialized program model, Newcomer programs are designed and offered for recently arrived immigrant English learner students in a designated setting (Short, 2002). These programs are typically short term in nature and focused on English language development, academic content, gaps in students’ academic histories, and provision of cultural and community orientation (Short & Boyson, 2012). They are typically recommended for secondary-age arriving students (grades 6–12) and often for students who are identified as SLIFE (Short, 2002). Newcomer programs are often designed as transitional programs, although some are designed to be attended through a student’s graduation from high school (Short, 2002; Sugarman, 2018).

As English learner programs are conceptualized, they are often thought of as belonging within the descriptions above. However, the types of services and supports that can be provided for English learner students are not confined to a singular classroom or program model. For example, while a student may receive instruction on the English language in an ESL class, they may also receive services through sheltered or integrated ESL instruction during core content

instruction. Additionally, many services, such as those related to family engagement and students' well-being, may be provided outside the scope of the programs described above. Similarly, when students are reclassified to fluent English proficient, they may continue to receive programming focused on ensuring their success and meaningful access to opportunity. This, as required, will include monitoring of their progress for at least two years with a focus on ensuring that students' reclassification was not accompanied by a decline in academic performance, and may also include the continued provision of services and supports related to family engagement, socioemotional well-being, and the provision of any services needed to ensure full access to equitable education opportunities.

Ohio English Learner Programs

In Ohio, English learner students are served across a diverse set of contexts and program models. Specifically, the state outlines how English learner program selection and implementation can be done with the goal of supporting English learner students to meet Ohio's English language proficiency standards. The state's English language proficiency standards focus on the receptive and expressive English language proficiencies that students should develop in order to "access college and career-ready content standards and to be successful in school" (Ohio Department of Education Center for Curriculum and Assessment, 2015). As schools and districts determine the design of their English learner programs, they must also report, for each student in each year, through which English learner program a student receives support from a set of state-defined programs generally aligned with common language instruction education programs in the literature.

These state-defined English learner programs are articulated through the state data system, the Education Management Information System (EMIS), and include dual language programs, Newcomer programs, ESL programs, content classes with Integrated ESL Support, transitional bilingual education (TBE) programs, and other programs (ODE, 2022). Additional reporting options include *parent refusal* or *language instructional program not provided* (with the note that if a language instructional program is not provided, the LEA may be in violation of students' rights). Full state definitions of these programs can be accessed in the EMIS Manual, Section 2.9.

Table 3 summarizes the different key features of each English learner program's design including the grouping of students, the setting, the languages of instruction, staffing, and the overarching program goals, as informed by the literature on these programs broadly. Because of local variation, program designs may vary across contexts in the specifics of how these features are implemented.

Table 3. Crosswalk of State-Defined Programs and Key Program Features

Program feature	Content classes with integrated ESL support	ESL program	Newcomer program	TBE program	Dual language program
Student grouping	English learner students with native English-speaking peers	All students are English learner students	English learner students who are new to U.S. schools	All students are English learner students	English learner students with native English-speaking peers
Setting	Mainstream content area lessons or courses	Separate courses or lessons focused on English language development	Self-contained program	Self-contained program for all courses (academic content + language instruction)	Self-contained program for all courses (academic content + language instruction)
Languages of instruction	English	English	English with potential native language support	Students' native languages (some) and English (more)	Students' native languages and English (equal)
Staffing	Mainstream teacher adapts instruction for English learners	ESL specialist (in Ohio this is required to be a TESOL specialist)	Teacher(s) adapts instruction for newcomers	Teachers who are proficient in both languages, or teams of teachers proficient in each language	Teachers who are proficient in both languages, or teams of teachers proficient in each language
Program goal	Develop language proficiency and academic content. Includes cognitive, study and prosocial skills	Develop proficiency in English as a new or additional language	Address the specific needs of newcomer students to facilitate their transition to more traditional English learner interventions	Facilitate the transition to an all-English instructional program while receiving academic subject instruction in the native language as needed	Develop high academic achievement, first and second language proficiency, and cross-cultural understanding

Program Costs

As with all educational services, there is documented variation in the costs of providing different English learner services and implementing different English learner program models. Variations in specific English learner program costs have been documented through categories such as personnel and staffing costs, instructional materials, and assessment (Gándara & Rumberger, 2008; Jimenez-Castellanos & Topper, 2012; Okhremtchouk, 2017). When thinking through these costs, it is important to contextualize resource use within an understanding of how English learner program costs may intersect with the costs incurred through the services, instruction, and supports that all students would have access to regardless of English learner status (i.e., base program costs). Many costs associated with certain English learner programs, especially those such as dual language programs and core content classes with integrated ESL, would be considered those that are incurred by services that *all students* have access to, such as salaries and professional learning costs for those teaching core content and materials for supporting core content learning (Steele et al., 2018; Sugarman, 2021). Additionally, as described above, some program models do not exclusively serve English learner students; this shifts how costs can or should be considered alongside the expense of other programs.

With that context, one source of variation is related to staffing expenditures, inclusive of costs related to paraprofessionals, teachers, administrators, curricular experts, and other educational staff who may support English learner programs (Gándara & Rumberger, 2008; Jimenez-Castellanos & Topper, 2012; Sugarman, 2016). Some programs may rely on paraprofessionals or instructional aides to support English learner students, especially in integrated ESL settings, which may influence program costs (Elfers & Stritikus, 2014). Additionally, some programs may employ co-teaching, which may also incur additional costs, or have specific teacher-to-English learner student ratios (Honigsfeld & Dove, 2008; Jimenez-Castellanos & Topper, 2012). Administrative costs may come through staff allocations to developing, adapting, or implementing certain programs, as well as support for staff in developing curricula, adapting their instruction, and more (Okhremtchouk, 2017).

Another source of cost variation is materials, including instructional and assessment materials. Curricula may need to be developed or purchased to support the implementation of specific program models, such as dual language programs (Steele et al., 2018) or Newcomer programs. Other instructional materials may include educational technology to support English language development or core content learning, access to online coursework in languages other than English, bilingual dictionaries or textbooks, and additional instructional materials (Jimenez-Castellanos & Okhremtchouk, 2013; Sugarman, 2016). In addition to materials used to deliver instruction on the English language, core content instruction, and instruction on transitional needs or cultural learning, other costs may be incurred through assessment. For bilingual education programs, formative and summative assessments will likely need to be available in both English and the partner language, which may require investment (Steele et al., 2018). As another example, in Newcomer programs where students may be identified as SLIFE, beginning

level texts for secondary age students may be important resources and a source of cost variation. English learner programs may also rely on screeners, such as literacy screeners and other academic and/or language screeners to determine which programs students will be in, such as in the case of Newcomer programs, and how to tailor instruction across programs to support students' literacy development and informing their pathway to graduation, which is also a possible source of cost variation.

Outside of variation tied to differences in English learner programs or services offered, costs for English learner programs and services likely vary by student characteristics, including English language proficiency level and academic and linguistic histories. Specifically, English learner costs may be higher for students with lower English proficiency levels as well as for students who arrive as immigrant students and SLIFE (Sugarman, 2016; Umansky et al., 2018). SLIFE students may need targeted academic and/or primary language instruction to address gaps in their academic or literacy skills and knowledge in order to facilitate access to core content grade-level instruction (Short, 2002). Students with lower English proficiency levels may need more intensive scaffolding and instructional differentiation in order to ensure that the core content classrooms they are placed in support accessible learning opportunities. At the organizational level, costs may vary by LEA and school concentration of English learner students, LEA and school size, and the infrastructure in place for English learner programs (Jimenez-Castellanos & Topper, 2012; Sugarman, 2016; Umansky et al., 2018). There may be higher initial English learner program costs for LEAs that do not have a long history of serving English learner students or extensive infrastructure for English learner programs as new programs are implemented or existing programs are expanded substantially (Jimenez-Castellanos & Topper, 2012; Steele et al., 2018). Costs per English learner student may also vary by English learner student population size or concentration due to issues related to scaling and ensuring that core services are provided to all students, even among contexts with few English learner students (Jimenez-Castellanos & Topper, 2012; Sugarman, 2016). Variation in per English learner student costs may be especially difficult to capture for LEAs or schools serving small English learner student populations. In these lower incidence contexts, staff member responsibilities are often split across providing English learner students' core services and supports and other educational responsibilities, both within and across schools; this creates difficulty in accurately capturing the full allocation of resources for individual students (Lee & Hawkins, 2015).

Section 2: Key Analysis Findings

Summary of Data Sources

Addressing the study’s research questions to identify the key findings in this section required not only accessing detailed information collected statewide but also collecting original data through an LEA survey and interviews with local English learner program administrators. Ultimately, the study team sought to expand upon existing data and use the new data in combination with original data collections to conduct the most comprehensive analysis possible.

Specifically, the study team leveraged existing information in combination with information collected from the survey and interviews to progressively balance an interest in broad representation with a need for more detailed but less representative information. Throughout the report, instances when data sources were used in combination, and how these data were used, are highlighted.

In brief, the key sources of data available to address the study research questions include the following:

- Statewide student demographic and program data
- Statewide public education staff characteristics and assignments data
- WestEd LEA survey data
- WestEd LEA interview data

Generally, the existing statewide data were collected for the past 5 years, from 2016/17 through 2020/21, while original collections apply to the most recent school year. Table 4 illustrates which data sources were used to address each research question.

Table 4. Key Data Sources by Research Questions

Key data source	What is the current annual cost of English learner programs, including detailed costs by context, learning support, and English learner status?	What is the annual cost necessary to achieve program success, including detailed costs by learning support and English learner status?	What is the cost impact of bringing current investments and investments required for success into alignment?
Statewide student demographic and program data	X	X	X
Statewide public education staff characteristics and assignments data	X	X	X
WestEd LEA survey data	X		X
WestEd LEA interview data	X		X

Finally, professional judgment panel recommendations, while not considered a data source, were also critical to addressing questions about the costs necessary to achieve program success.

A detailed summary of the data sources leveraged for this study, as well as the key methods used to analyze these data sources and address the research questions, is included in Appendix A for the secondary state data and survey and interview data collections and Appendix B for the professional judgment panel process.

Key Survey and Interview Findings

Survey and Interview Outcomes

Before exploring findings resulting from the survey and interview collections, it is important to consider how best to interpret the results given limitation in the responses received.

Taking the nonresponse bias analyses described in the *Survey Administration* and *Interview Administration* sections of Appendix A into account, it is clear *the raw survey and interview results are best interpreted as reflecting information about the LEAs found in the sample.*

Extending these results to make claims about the overall populations should be done cautiously and with the understanding of the inherent uncertainty.⁴ Further, community schools are consistently underrepresented in the survey and interview data, and thus the findings from these data should not generally be extended to settings in this sector especially.

Additionally, for the interview, given its especially small sample size and large disparity in response rates for particular subpopulations, *interview results are best interpreted as reflecting information about the type of LEA best represented: a traditional city locale LEA with a large number of English learners relative to the typical size in the population.* It should also be noted that the interview collection was **intended** to focus on LEAs serving a large proportion of English learners, and it was for this reason that the population was defined as those LEAs with 5 percent or more English learners.

The results of these collections, however limited, make critical contributions to the information available to state leaders and local practitioners about English learner programs currently in practice and associated investments.

Finally, the survey and interview results are often reported here disaggregated by the size of the English learner population into four or five categories: Very Small, Small, Medium, Large, and Very Large. The first four of these—Very Small through Large—represent an even division of the survey sample into quartiles with respect to LEA-level English learner enrollment. In the full sample, this resulted in the following average number of students in each category:

- **Very Small:** 4 English learners
- **Small:** 16 English learners
- **Medium:** 50 English learners
- **Large:** 265 English learners

The Very Large category includes only results from the interview data, which includes LEAs much larger than any represented in the survey sample.⁵ Specifically, the average number of English learners in the interview sample is 1,999.

⁴ To mitigate the nonresponse bias, the study team did test the use of analytic weights through both the use of cell weights to mitigate the bias with respect to respondent locale only and the use of logistic regression to account for bias associated with respondent locale and student population. However, the study team ultimately chose to present the unweighted results. This was, in part, because the weights produced did not meaningfully change the findings, and, on the other hand, they potentially introduced new bias in the process of creating the weights. Additionally, the fact that this process of applying weights is likely less transparent to a nontechnical audience was a factor in this decision.

⁵ Please note that districts selected for interview were generally not invited to complete the survey in the interest of minimizing duplication of time and effort.

English Learner Program Design and Activities

Program Design

The first set of key findings relate to the prevalence and features of the English learner program models in practice based upon the survey and interview results. These findings are based upon responses to questions regarding which program models are implemented and the key features of the design of each implemented program model. As noted in Section 1, the state defines six English learner program delivery models:

- Content Classes with Integrated ESL Support (Integrated ESL Support)
- English as a Second Language (ESL)
- Newcomer Programs
- Transitional Bilingual Education (TBE)
- Dual Language Programs
- Other Programs

The survey and interview results provide clear findings about the extent to which these program models are in practice in the field and the associated types of resources, including staff and nonpersonnel resources, supporting the implementation of these programs.

Key Subsection Findings

Finding 1: Among the six types of English learner programs defined by the state, survey respondents commonly reported implementing two particular models—Integrated ESL Support and ESL.

Finding 2: Personnel resources identified by respondents varied, even among respondents implementing the same program models, suggesting that the implementation of program models may differ by program size.

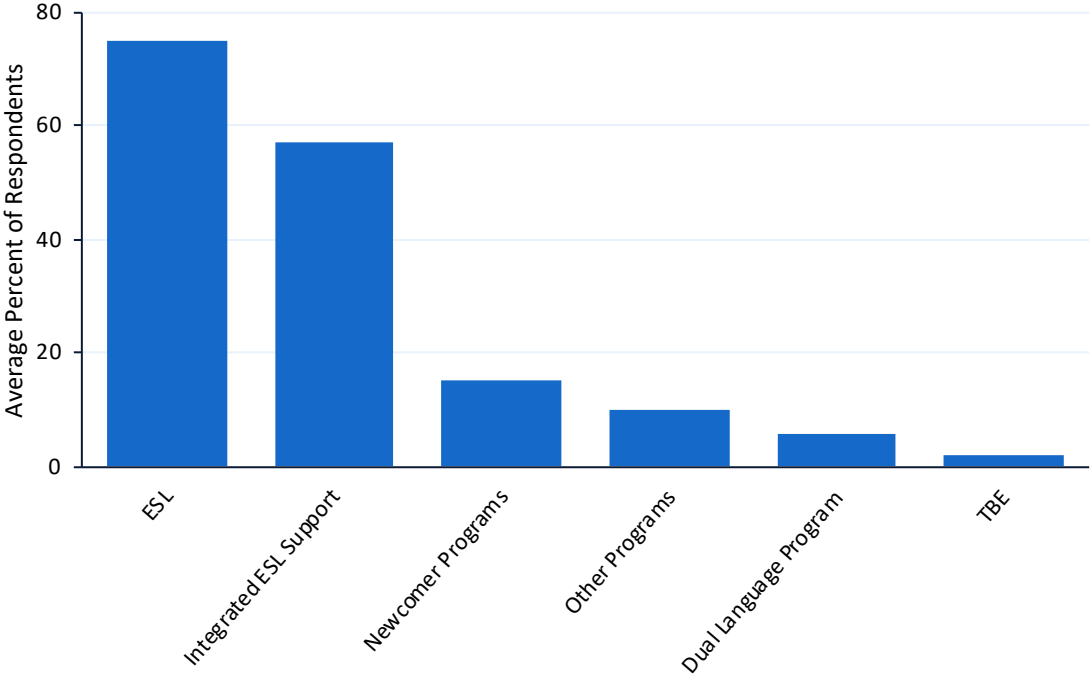
Finding 3: Interview respondents commonly reported differentiating resources and services based upon individual student needs as opposed to adhering to a single, consistent program model.

Finding 1: Among the six types of English learner programs defined by the state, survey respondents commonly reported implementing two particular models—Integrated ESL Support and ESL.

Survey and interview respondents overwhelmingly reported offering two programs in particular: Integrated ESL Support and ESL.

Figure 2 displays the average percent of respondents reporting each type of program. As illustrated, ESL and Integrated ESL Support were each reported as being offered by over 55 percent of respondents, while the next most common program type, Newcomer programs, was reported by 15 percent of respondents.⁶

Figure 2. Average Percent of Respondents by Program Type



Source: Authors’ calculations based upon data available in the LEA survey sample; 178 total underlying responses
Description: Figure displays the average percent of respondents reporting each type of program such that, for example, ESL is reported 75 percent of the time on average
Note. Respondents had the option of selecting multiple program types from the options provided

While many survey respondents reported offering multiple program types, other programs were rarely offered without also offering one of the two most common programs. Moreover, offering either one of these programs or both was common across respondent settings, though the specific composition of programs varied somewhat.

⁶ It should be noted that the miscellaneous program category, “Other Programs,” was reported by about 8 percent of respondents and represents a variety of program models. Descriptions of this mixed category vary, with some descriptions suggesting a variation on one of the program models (e.g., responses such as “pull-out model,” or “Sheltered Content,” etc.). The most common type of other program described that is clearly distinct from the state-defined programs is the provision of “tutoring” support to English learner students after school and/or in small groups. This general type was identified by 24 percent of the 8 percent of respondents reporting the “Other Program” category.

For example, the average composition of programs by size suggests that respondents with Medium, Large, or Very Large populations of English learners are somewhat more likely to report a combination of programs than are Very Small or Small respondent LEAs.⁷

Finding 2: Personnel resources identified by respondents varied, even among respondents implementing the same program models, suggesting that the implementation of program models may differ by program size.

Though respondents may have reported offering the same program or programs, the personnel roles reported as English learner program staff provide information about whether these programs are put into practice consistently.

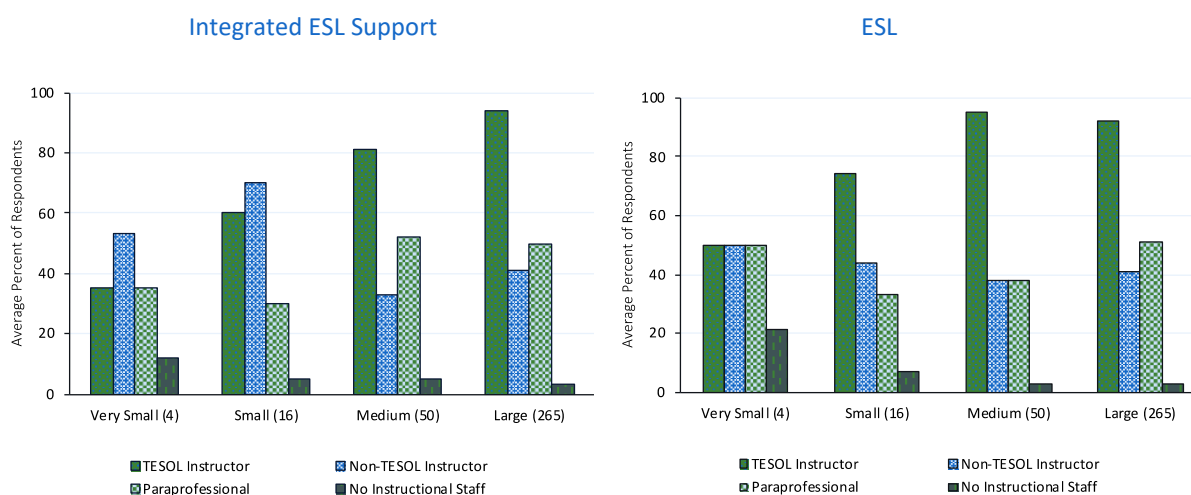
Figure 3 illustrates, for example, that among respondents reporting that they offered the Integrated ESL Support model, the typical instructional staff identified varies notably by the size of the English learner population. For example, respondents reported TESOL instructors increasingly more often in larger program settings and reported non-TESOL instructors and paraprofessional staff to varying degrees across program size categories. Though relatively few respondents reported having no instructional staff allocated to English learner programs, this was most commonly reported by Very Small settings. The results are somewhat similar for respondents reporting ESL programs, with Very Small program LEAs notably more likely than their larger program peers to report no instructional staff.

Also of note, as displayed in Figure 3, the personnel roles reported by respondents implementing these two program models were generally similar within and to some extent across program size. For example, aside from the Very Small program LEAs, TESOL instructors were identified across program size and model by at or above 60 percent of respondents. Similarly, aside from Very Small and Small program LEAs, non-TESOL instructors were identified across program size and model by less than 45 percent of respondents.

These similarities further support the notion that English learner personnel resources may vary in practice more consistently by program size than with respect to a particular program model or design.

⁷ Specifically, Very Small and Small districts reported an average of 1.2 programs compared to an average of 1.9 reported by the larger program size categories, a statistically significant difference ($p < .001$). Additional information is presented in Figure D1 in Appendix D.

Figure 3. Instructional Staff Reported by Survey Respondents Identifying Integrated ESL Support or ESL Programming



Source: Authors’ calculations based upon data available in the LEA survey sample; 90 and 120 total underlying responses for Integrated ESL Support and ESL, respectively

Description: Figure displays the average percent of respondents reporting each type of personnel role for LEAs reporting each program; staff categories are displayed by program size category from left to right as listed in the legend left to right and top to bottom such that, for example, Very Small ESL LEAs reported the TESOL instructor role 50 percent of the time on average

Note. Numbers in parentheses refer to the average number of English learner students in each program size category.

Finding 3: Interview respondents commonly reported differentiating resources and services based upon individual student needs as opposed to adhering to a single, consistent program model.

While the survey does not provide details about the implementation of these program models in practice, the interview results do. Specifically, the interview respondents described elements of their program such as instructional setting, program goals, and target student population. These details can be compared across respondents to illuminate commonalities and differences across program models in practice.

To begin with, the implementation of an ESL program varied across our interview sample, though a few commonalities are noteworthy. In total, 14 of our 15 interview respondents identified ESL as one of the programs implemented in their LEAs. All interview respondents whose LEAs were implementing ESL described a program that has a “pull-out” design in which English learner students are provided support for language skills in a separate setting from their non-English learner peers. Specifically, seven respondents also described “push-in” support or integrated instructional settings as part of the program. That said, nine respondents described allocating resources and services according to student needs. In some cases, the use of strategies such as “push-in” or “pull-out” was based upon student needs as measured by their

English language proficiency scores, generally providing “pull-out” support to students with greater needs. As one might expect, the goal for the ESL program was consistently identified as English language proficiency. Also, the use of an English learner instructor, as opposed to a paraprofessional, for ESL programs was more consistently reported.

In the other common program model, Integrated ESL Support, 14 respondents reported that their LEA offered this program, and 13 of these respondents also reported offering the ESL program. In general, interview respondents reported using a more varied set of resources to support this program, including, for example, using paraprofessionals as key English learner program staff and using schoolwide or districtwide staff to provide support and training to mainstream instructors to serve English learners. Four respondents reported English learner and mainstream instructors co-teaching as an element of their programs. And, again, many LEAs reported targeting resources according to student need. Given that most also had an ESL program, it was common to leverage the Integrated ESL Support program to achieve academic content goals for English learners alongside the ESL program, where the goal was primarily identified as developing students’ English language proficiency.

Overall, the interview respondents described their programs as part of a larger districtwide approach to serving English learners. While the use of one program’s design over another varied, this selection of program was commonly part of a determination of how to use total resources available (particularly staff) most effectively to meet student needs within the budget constraints.

Program Activities

The survey and interview process also yielded findings about key program activities relevant to all program models, including professional development, support for reclassified English learners, family engagement, and assessments and accommodations. Specifically, the following findings are based upon questions related to how respondents implement each of these activities and what implementation includes.⁸

Key Subsection Findings

Finding 4: The most common professional development activity reported by survey respondents was training targeted to mainstream teachers, not English learner instructional staff, and support for TESOL or Bilingual endorsement was not widely reported.

Finding 5: Just under half of survey respondents reported providing program services to reclassified English learners, and these reported services were generally not described as consistent or ongoing.

⁸ Additional findings related to program activities are included in the *Additional Survey and Interview Results and Findings* section of Appendix D.

Finding 4: The most common professional development activity reported by survey respondents was training targeted to mainstream teachers, not English learner instructional staff, and support for TESOL or Bilingual endorsement was not widely reported.

The survey results suggest that overall professional development to support English learner instruction in mainstream settings and more general support for cultural competency are most common. Support for English learner instruction in program settings, as opposed to mainstream settings, and more specific types of training (e.g., serving SLIFE English learners, serving English learners with disabilities, or improving engagement with families) were less commonly reported.

About half of survey respondents reported providing professional development for English learner instruction in program settings. In contrast, 70 percent reported providing professional development supporting English learner instruction in mainstream settings. Additionally, 24 percent of survey respondents reported providing training on supporting SLIFE English learners, and just over 30 percent reported providing training to engage English learner students' families.⁹

Considering professional development activities by program size categories suggests that some types of professional development are more common in programs of a particular size. For example, professional development focused on English learner instruction in program settings was more often identified by respondents as the LEA's program size grows—from 23 percent in Very Small program settings to 72 percent in Large program settings. In contrast, professional development focused on English learner instruction in mainstream settings was found in the survey to be common across all program sizes. This suggests an emphasis on mainstream instruction in smaller programs, which aligns with other results implying programs in these settings reported fewer specialized staff for English learner students, such as TESOL instructors.¹⁰

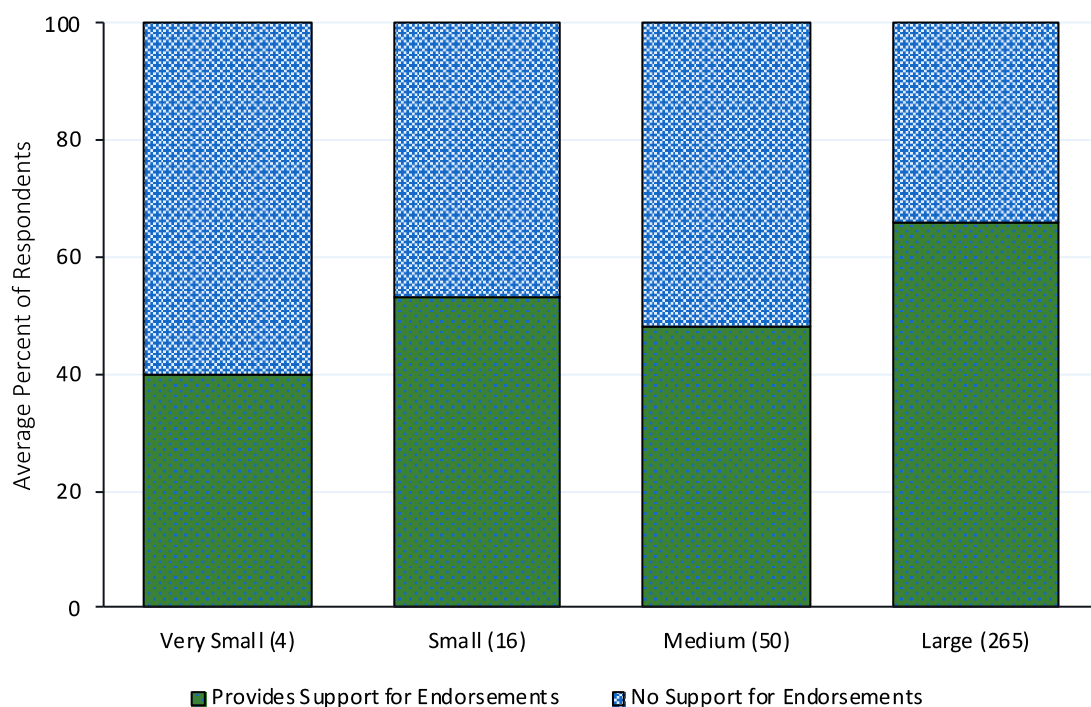
The survey also provides insights regarding support for staff to secure TESOL and/or Bilingual endorsements (i.e., financial support, flexibility for field work, etc.). Overall, about 53 percent of survey respondents reported providing English learner instructors with support to secure a TESOL and/or Bilingual endorsement. However, as illustrated in Figure 4, this support is generally more common in larger program settings, with only 40 percent of Very Small program LEAs reporting providing support compared to 66 percent in Large LEAs.¹¹

⁹ These results are presented in Figure D2 in Appendix D.

¹⁰ These results are presented in Figure D3 in Appendix D.

¹¹ Reports on the type of support provided included financial support and/or flexibility in working hours to allow for activities required to secure the endorsements. Most survey respondents providing support indicated support for TESOL endorsements, and relatively few (8%) mentioned supporting Bilingual endorsements.

Figure 4. Support for Endorsements by the Size of the English Learner Population



Source: Authors' calculations based upon data available in the LEA survey sample; 176 total underlying responses
Description: Figure displays the average percent of respondents reporting that they did or did not provide support for TESOL and/or Bilingual endorsement by program size category; endorsement categories are displayed by program size category from bottom to top as listed in the legend left to right such that Very Small settings reported providing support 40 percent of the time on average
Note. Numbers in parentheses refer to the average number of English learner students in each program size category.

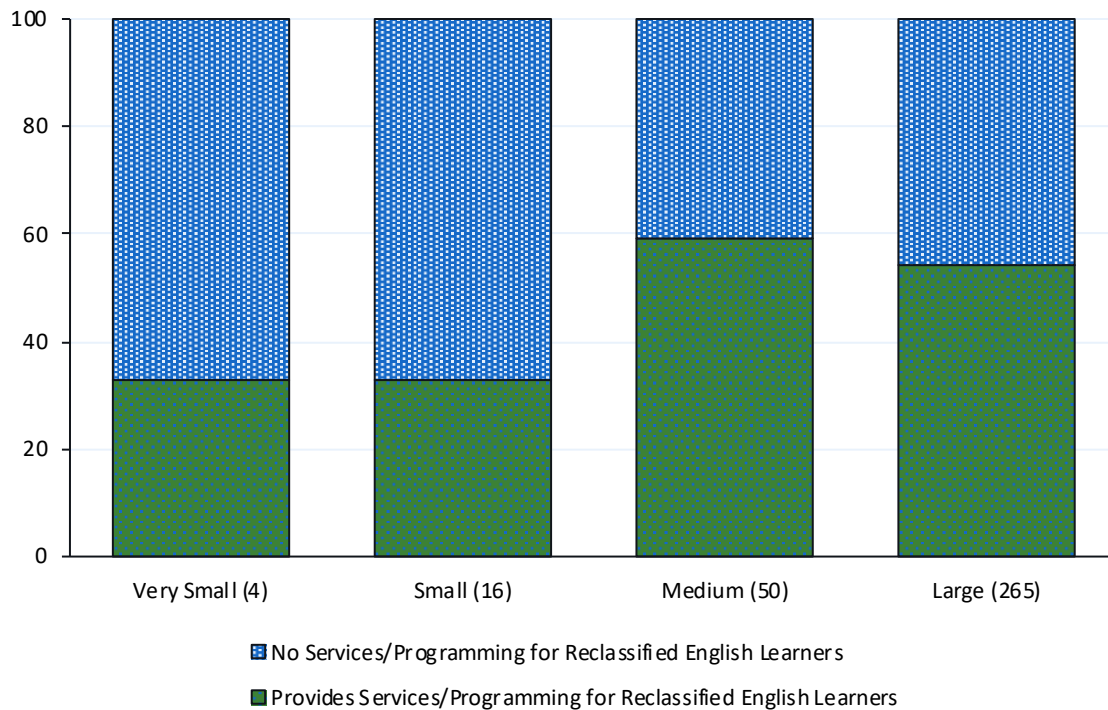
In summary, survey results suggest that settings with larger English learner programs were more likely to report professional development for English learner instruction *in program settings*, and support for instructors to secure endorsements relevant to English learner instruction, especially a TESOL endorsement.

Finding 5: Just under half of survey respondents reported providing program services to reclassified English learners, and these reported services were generally not described as consistent or ongoing.

The survey also provides information about supports to reclassified English learner students, or students recently exiting English learner status due to achieving English language proficiency, generally within the past 2 years. Just under half of respondents reported providing ongoing program services to reclassified students, and this was much less common among small programs than larger program settings. As illustrated in Figure 5, less than 40 percent of Very

Small and Small program respondents reported providing ongoing programming, while this was closer to 60 percent for Medium and Large programs.¹²

Figure 5. Percent of Survey Respondents Providing Services or Programming to Reclassified English Learners



Source: Authors' calculations based upon data available in the LEA survey sample; 174 total underlying responses
Description: Figure displays the average percent of respondents reporting that they did or did not provide ongoing programming to reclassified English learners by program size category; programming categories are displayed by program size category from bottom to top as listed in the legend bottom to top such that Large settings reported providing ongoing programming 54 percent of the time on average
Note. Numbers in parentheses refer to the average number of English learner students in each program size category.

Among those respondents reporting that ongoing program services are provided to reclassified English learners, relatively few described providing English learner program resources to all reclassified students. Only 7 respondents out of 84 (8%) described support for reclassified English learners as continuing to provide services through the English learner program, with 5 of these respondents being in the Medium or Large program settings. That said, the specific needs of this population may vary, and not all will necessarily need ongoing support through an English learner program.

¹² Further, the difference in averages for Very Small and Small respondents compared to Medium and Large is statistically significant ($p < .05$).

With this in mind, it is not surprising that these respondents often reported providing targeted support to reclassified English learners on an as-needed basis—with 26 out of 84 (31%) reporting these types of activities. Also common were consultations or coordination with mainstream instructors by English learner program staff regarding reclassified English learners in their classroom—21 of 84 respondents (25%) described this sort of activity. What is not clear from these results is how comprehensively or effectively the reported activities are implemented.

In summary, ongoing program services to reclassified students was less often reported in the survey as program size decreased, and those respondents who did report these services rarely described providing these services to all reclassified English learners, more often reporting services on an as-needed basis and/or through coordination or consultation with mainstream instructors.

English Learner Program Personnel and Nonpersonnel Resources

A key topic covered in the survey is the type and quantity of personnel and nonpersonnel resources supporting implementation of English learner programs. Specifically, the survey asked respondents to identify types of personnel roles and estimate the approximate amount of time these personnel dedicate to English learner programs, as well as to identify the types of nonpersonnel resources allocated to these programs. The study team used this information to estimate staff FTEs and caseloads and used a reasonable set of assumptions to estimate quantities of identified nonpersonnel resources.¹³

The findings reported in this subsection are based upon an analysis of the results of this estimation process.¹⁴

Key Subsection Findings

Finding 6: Estimated caseloads vary across program roles but are consistently and meaningfully higher as program size increases across all program role categories, especially for noninstructional roles.

Finding 7: Interview results suggest a leveling off of caseloads in Very Large settings compared to Large settings.

¹³ More information on this estimation process and key assumptions can be found in the *Key Survey and Interview Analysis Methods* section of Appendix A.

¹⁴ Additional findings related to program resources are included in the *Additional Survey and Interview Results and Findings* section of Appendix D.

Finding 8: English learner program equipment/materials and facilities reported by survey and interview respondents varied, though interview results suggest such resources may not be specific to English learner services.

Finding 6: Estimated caseloads vary across program roles but are consistently and meaningfully higher as program size increases across all program role categories, especially for noninstructional roles.

Based upon the survey results, estimated personnel caseloads, or students per personnel role, suggest a wide variation in typical caseloads for different roles. In general, estimated average caseloads are notably higher compared to the medians pointing to some very large outlier estimates. In some cases, the difference between averages and medians is especially large, such as with Curriculum/Instructional Coach or Family Engagement Staff caseloads. Also, as one would expect, average caseloads for staff in instructional roles are generally lower than for staff in noninstructional roles, the one exception being Counselor/Social Worker caseloads.¹⁵

However, estimated average caseloads vary in notable ways by English learner program size. As illustrated in Figure 6, average estimated caseloads for instructional roles—including TESOL instructors, non-TESOL instructors, and paraprofessionals—show a clear increase in averages as program size increases.

The figure also includes 95 percent confidence intervals around the means to illustrate the range of uncertainty in the average. In brief, because these are estimates based upon a sample of survey respondents, the true average is uncertain. The confidence intervals illustrate there is a 95 percent probability that this true average is within the range of values shown. For example, if the estimated average is 25 but the confidence interval is +/- 10, then there is a 95 percent probability that the true average is between 15 and 35. Further, when the intervals of two different averages overlap, it implies that it is uncertain whether these averages are actually different.

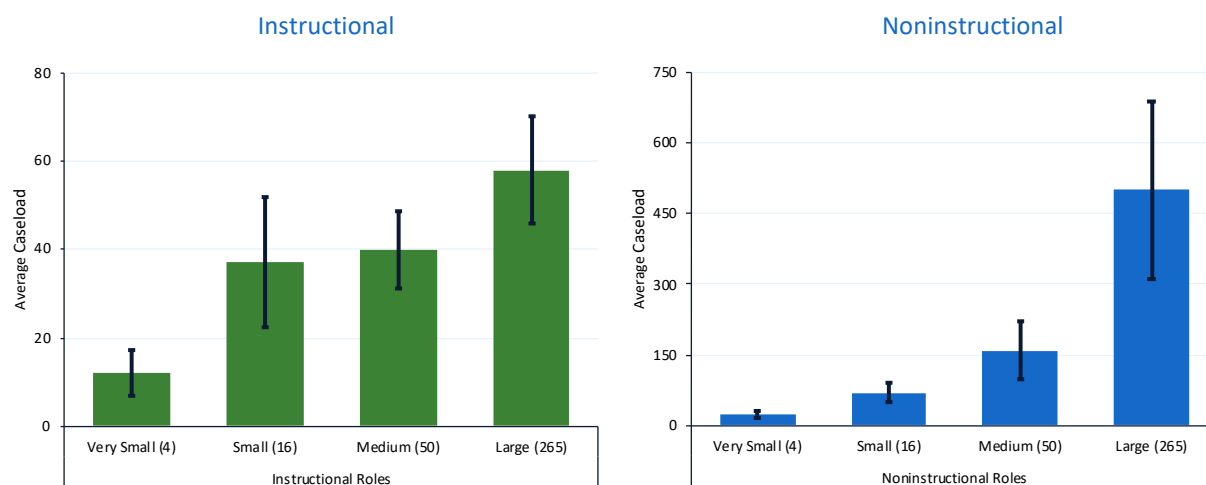
For example, as illustrated in Figure 6, differences between average instructional caseloads by program size category are less certain given that confidence intervals overlap for several of the categories. The one exception to this is the average caseload for Very Small program settings, which is clearly smaller than all other program size categories.

Considering average estimated caseloads for noninstructional roles, the differences in averages by program size are clearer and more certain. As program size increases, average caseloads grow quickly from about 20:1 in Very Small program settings to about 500:1 in Large program

¹⁵ Table D1 in Appendix D reports summary statistics for estimated caseloads for all role categories.

settings. The fact that no confidence intervals overlap suggests that these differences are relatively certain for all program size categories.

Figure 6. Average Survey Caseloads for Instructional and Noninstructional Roles by Program Size Categories



Source: Authors' calculations based upon data available in the LEA survey sample; 161 total underlying responses
Description: Figure displays the average caseloads for each type of personnel—instructional and noninstructional—by program size and the 95 percent confidence intervals around these averages; for example, instructional caseloads for Medium settings are 40:1 on average, with an interval ranging from 31:1 to 49:1
Note. Numbers in parentheses refer to the average number of English learner students in each program size category.

The implications of these results point to two possible trends. One is a general tendency for scale to allow for more efficient resource use and generally bring down per unit resources. For example, instructors supporting a small number of English learners may be able to increase the number of students they serve up to a point without changing their overall time commitment. Thus, LEAs with more English learners may be better able to sufficiently serve English learners with higher average caseloads. This general tendency is supported in prior public education cost studies in states across the country (see for example Jacobson et al., 2021; Willis et al., 2019).

However, the second driver may be true differences in the provision of acceptable caseloads by program size. For example, even if larger programs would likely have higher caseloads due to the more efficient use of resources, the increase reflected in the survey results may be well above what is acceptable due to resource constraints.

With this in mind, what constitutes an acceptable caseload is an important standard to set. The increases in estimated caseloads derived from the survey results may, for some roles, push beyond what is acceptable and represent an insufficient level of personnel resources. The *Professional Judgment Panel* subsection details the recommendations by our expert panels with

respect to what level of staffing for specific roles is necessary for an English learner program to be successful.

Finding 7: Interview results suggest a leveling off of caseloads in Very Large settings compared to Large settings.

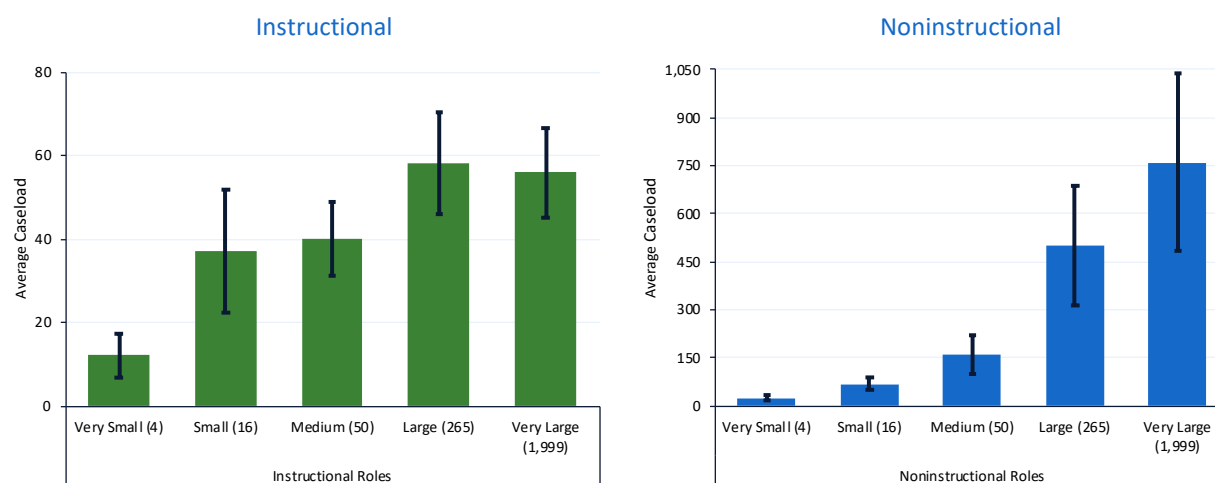
The quantities of staff reported by the interview respondents implies that in those Very Large program settings, caseloads may not continue to increase significantly relative to the Large program settings included in the survey.

To begin with, estimated caseloads for instructional staff based upon interview data are similar across roles, though the number of respondents reporting non-TESOL instructors is quite small, suggesting that this result is less reliable. For noninstructional roles, some caseloads are quite high, though again some roles have especially small underlying samples, including the Curriculum/Instructional Coach and Other Roles categories.¹⁶

Though comparisons should be made with caution, estimated caseloads from the interviews are best compared to survey responses from Large program settings. As illustrated in Figure 7, the average instructional caseload reported by interview respondents was very similar to the average caseload estimated for Large program survey respondents. For noninstructional roles, the results were similar. Though the noninstructional average caseload was notably higher for the interview respondents than for the Large program survey respondents, their confidence intervals overlapped, which, as noted previously, suggests that this apparent difference was less certain.

¹⁶ Table D2 in Appendix D displays reported caseloads and FTEs by broad staff categories most comparable to the survey categories.

Figure 7. Average Survey and Interview Caseloads for Instructional and Noninstructional Roles by Program Size Categories



Source: Authors’ calculations based upon data available in the LEA survey sample; 161 total underlying responses
Description: Figure displays the average caseloads for each type of personnel—instructional and noninstructional—by program size and the 95 percent confidence intervals around these averages; for example, instructional caseloads for Very Large settings are 56:1 on average, with an interval ranging from 45:1 to 67:1
Note. Numbers in parentheses refer to the average number of English learner students in each program size category.

In summary, the results from the interview process suggest that Very Large English learner programs are generally able to maintain the instructional caseloads comparable to Large programs: 56:1 compared to 58:1 respectively. Further, while average noninstructional caseloads increase from Large to Very Large programs, the confidence intervals around the averages for Large and Very Large programs overlap, casting doubt on whether the difference in averages is meaningful.

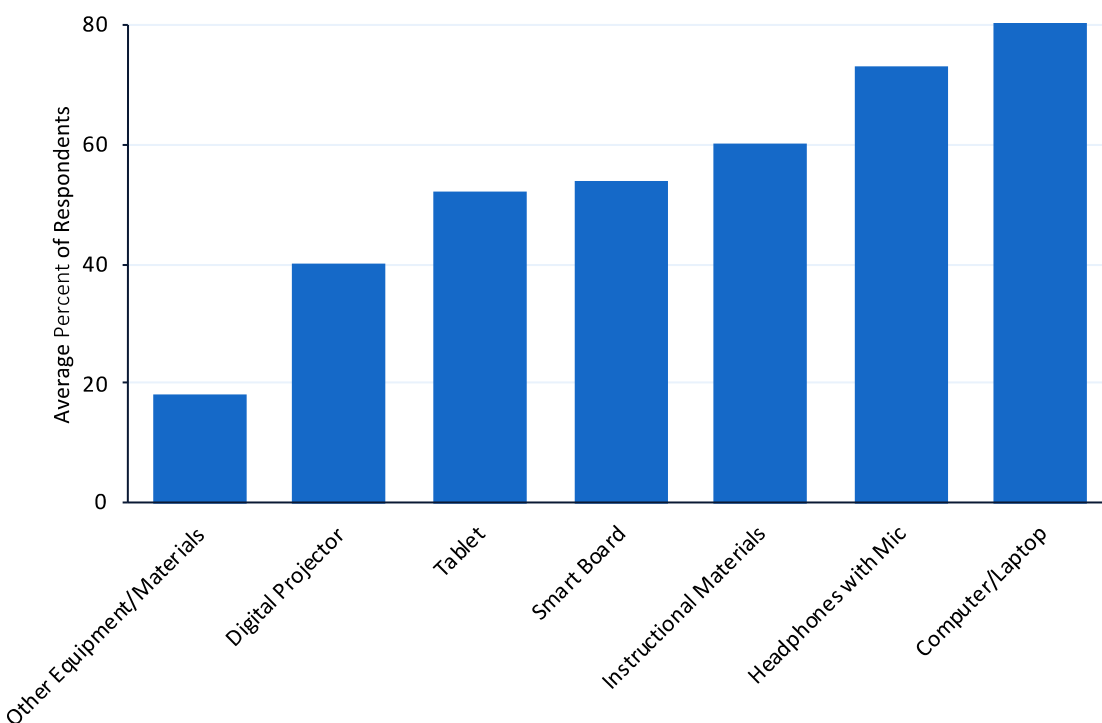
Finding 8: English learner program equipment/materials and facilities reported by survey and interview respondents varied, though interview results suggest such resources may not be specific to English learner services.

With respect to nonpersonnel resources, survey and interview respondents were asked to identify specific tangible goods, including equipment and materials or facilities, that support implementation of their English learner programs. In general, the results suggest that English learner programs typically include some technological equipment, instructional software, and some types of facilities.

With respect to equipment and materials, as illustrated in Figure 8, over 80 percent of survey respondents indicated that Computers/Laptops were part of the equipment supporting their English learner program, and a similar percentage indicated Headphones with microphones

were also leveraged. Instructional materials, Smart boards, and Tablet computers were also common.

Figure 8. Percent of Respondents Identifying Each Type of Equipment and Materials Resources



Source: Authors' calculations based upon data available in the LEA survey sample; 187 total underlying responses
Description: Figure displays the average percent of respondents reporting each type of equipment or material resource category such that, for example, Computer/Laptop was reported 81 percent of the time on average

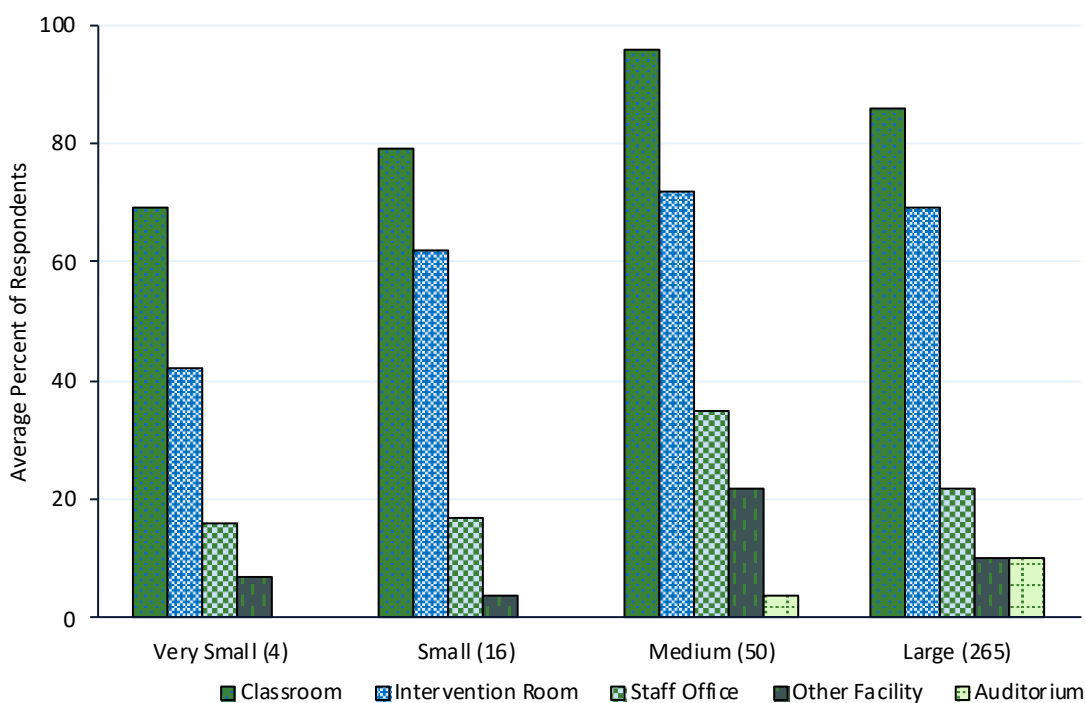
Interview respondents generally reported that nonpersonnel resources specifically allocated for services to English learners are not common, often noting equipment that is available as part of their LEAs' base programs. Resources like laptops or tablet computers were often described in this way, though with respect to tablet computers a handful of interview respondents—6 out of 15—identified this as specific to their English learner program. Three interview respondents also noted Headphones with microphones as specifically allocated for English learner services.

Much more common among interview respondents was instructional software of some kind, often to serve particular grade levels or student populations. The use of these materials for English learner programs was identified by 13 of the 15 interview respondents.

With respect to the facilities that are used for English learner programs, survey respondents most often reported that their English learner programs use Classrooms and Intervention Rooms—with 82 percent and 62 percent of respondents identifying these facilities,

respectively. However, the prevalence of facility use reported by respondents varied by program size, with some facilities, particularly Intervention Rooms and Staff Offices, being more common in larger program settings. As illustrated in Figure 9, just over 40 percent of Very Small program settings identified Intervention Rooms compared to 69 percent of Large program settings. Staff Offices were also notably more common in Medium and Large settings than in their smaller program peers.

Figure 9. Percent of Respondents Identifying Each Type of Facility Resource



Source: Authors' calculations based upon data available in the LEA survey sample; 187 total underlying responses
Description: Figure displays the average percent of respondents reporting each type of facility by program size category; facility categories are displayed by program size category from left to right as listed in the legend left to right such that Very Small LEAs reported Classrooms 69 percent of the time on average
Note. Numbers in parentheses refer to the average number of English learner students in each program size category.

As with equipment and materials, interview respondents often identified facilities as shared with and/or part of their LEAs' base programs provided to all students regardless of English learner status. Classrooms and Staff Offices were most commonly identified, the former as a facility for instructional staff and the latter primarily for districtwide administrative staff. Specifically, 13 out of the 15 interview respondents indicated that English learner program instructors used classroom spaces, though most indicated that these spaces were not dedicated, that they represented a partial space (e.g., half of a classroom), and/or that they varied school to school depending on what was available. Overall, it was extremely uncommon

for a full classroom space to be consistently dedicated to supplemental English learner services, such as supplemental language instruction or academic tutoring with native language support.

With respect to Staff Offices, 12 of the 15 interview respondents identified them as program facilities, most often for administrative staff housed in a central office facility; often this office space is shared by multiple program administrative staff. A dedicated office for a single English learner program role was rarely reported.

English Learner Program Cost Estimates

Disentangling Base and Supplemental Resources

Before examining the findings related to estimated costs for English learner programs, it is important to note that the resources reported in the surveys and interviews likely represent a mix of base and supplemental resources.

First, consider that in the context of a cost study like this one, the notion of “business as usual,” or BAU, is commonly referred to as the resources that are invested absent the program for which costs are being estimated. In some cases, the program supplements BAU only by adding resources, while in other cases program resources substitute BAU resources either in whole or in part. In this study, the most applicable BAU is the base program for a given LEA. Thus, BAU resources are those provided to all students regardless of whether they are an English learner (i.e., the base program). It is reasonable to assume that each LEA’s English learner program has a unique relationship with the base program or BAU. Some LEAs may provide mostly supplemental resources to English learners, while others may substitute primarily base program resources with specialized staff.

LEAs’ current investments in English learner programs, therefore, are likely to include a mix of resources that would have been provided to English learners absent the English learner program and supplemental resources allocated specially for these English learner students. Disentangling these substituted and supplemental resources was an especially difficult task for the study team and is likely difficult—in some cases infeasible—even for LEA staff. Moreover, there is reason to believe this is especially hard for LEAs serving small numbers of English learners because of the following issues:

- **Resources are by necessity more often shared across multiple purposes, even the time of specialized personnel.** This is illustrated in Findings D3 and D4, which showed that partial time allocations are more common in smaller program settings.
- **A smaller and more dispersed population of English learner students cannot as easily be provided supplemental resources.** If an LEA serves 10 English learners dispersed

across five school locations, it may be impractical and/or inefficient to provide these students entirely supplemental support outside of the base program context.

- **Administrative activities for a smaller program are harder to distinguish from base program activities.** Again, Finding D4 revealed that Small programs are especially unlikely to have dedicated administrative program staff, which can make estimating administrative *English learner program* costs (as opposed to base program costs) especially challenging.

In summary, the survey and interview results likely reflect the fact that, to support programs for English learner students, LEAs use a combination of substituted base program resources and supplemental resources. Thus, it is not entirely accurate to view the cost estimates in the subsections that follow as representing the current investment of *additional* resources for English learners. Rather, these cost estimates should be viewed as total resources leveraged to serve English learner students, only a subset of which are supplemental to the base program services provided to all students.

Program Estimated Cost Findings

Cost estimates based upon survey and interview data reflect the estimated resource quantities paired with an assumed value or price for each. For example, personnel time (i.e., FTEs) is multiplied by the assumed compensation for a given role to calculate a dollar amount. Similarly, nonpersonnel costs reflect the estimated quantity of each resource type and its assumed market price.

The findings in this subsection are based upon an analysis of the cost estimates resulting from this combination of quantities and prices, including reviewing these estimates overall and by resource category (e.g., personnel, equipment and materials, etc.).

Key Subsection Findings

Finding 9: Per pupil costs rose as the EL population shrank.

Finding 10: Overall personnel costs were by far the most significant resource category, representing 90 percent or more of estimated costs for all program sizes.

Finding 9: Per pupil costs rose as the EL population shrank.

Overall estimated per pupil costs varied significantly by program size in alignment with the resource quantities reported under Finding 6. Specifically, per pupil costs grow significantly as program size decreases, with particularly high estimated per pupil costs in Very Small program settings. As illustrated in Table 5, median estimated per pupil costs were nearly three times as

large in Very Small settings as in Medium programs and six times as large as in Very Large programs.

Table 5. Estimated per Pupil Costs by Program Size

Program size	Number of respondents	Median per pupil cost	Average per pupil cost
Very Small (4)	30	\$19,300	\$21,300
Small (16)	41	\$8,000	\$13,300
Medium (50)	45	\$6,500	\$10,400
Large (265)	43	\$4,200	\$6,700
Very Large (1,999)	15	\$3,000	\$2,500

Source: Authors' calculations based upon data available in the LEA survey sample

Note. estimates reported are approximate and rounded to the nearest \$100; outlier estimates more than two times the standard deviation were excluded from overall estimates; numbers in parentheses in the row headings refer to the average number of English learner students in each program size category.

When considering the Very Small program per pupil cost estimates, it is important to keep in mind that these are LEAs with an average of four English learner students, whereas the Small programs have an average of 16. Moreover, the Very Small program respondents average 0.50 percent English learners compared to about 2 percent in Small programs. In these contexts where the population of English learners is so small and represents such a small share of students, it is especially likely that cost estimates are imprecise.

For example, if an instructor full-time equivalent (FTE) is misestimated by only 0.10 FTEs, and the price for that instructor's annual salary is assumed to be \$88,200 (i.e., the fully loaded price of an instructor in our analysis), then this error would result in a difference of about \$2,200 per pupil in a Very Small setting with 4 English learners compared to only \$33 per pupil in a Large program setting with about 265 English learners. In this way, relatively small errors in estimated quantities have an outsized impact on per pupil estimates in smaller program settings, making those estimates generally less reliable.

Notwithstanding the imprecision, however, it is clear that for our survey sample, current per pupil costs for English learner programs decline as program size increases. As noted in the Finding 6 subsection, this trend may reflect the general tendency for scale to allow for more efficient resource use and generally bring down per unit resources. However, it is also possible this reveals that as programs grow in size, resources allocated to English learner programs

become increasingly constrained, perhaps to a point where available resources are insufficient for program success.

Finding 10: Overall personnel costs were by far the most significant resource category, representing 90 percent or more of estimated costs for all program sizes.

Considering the estimated costs by resource type, it is clear that personnel costs make up the vast majority of estimated costs, encompassing about 90 percent of total costs or more for all program sizes (see Table 6). That said, this share generally declines slightly as program size grows, from 95 percent to closer to 90 percent. Facilities follow a similar trend, staying within a narrow range of 4 to 7 percent across all program sizes but generally declining as program size grows. Conversely, equipment and materials and other resources actually grow as a share of resources as program size grows from less than a half percent to close to 2 percent.

Table 6. Median Estimated Cost by Resource Type and Program Size

Program size	Median estimated per pupil cost			
	Personnel	Facilities	Equipment and materials	Other
Very Small (4)	\$18,800 (95.1%)	\$900 (4.3%)	\$70 (0.4%)	\$40 (0.2%)
Small (16)	\$7,900 (93.4%)	\$500 (5.1%)	\$80 (0.9%)	\$40 (0.5%)
Medium (50)	\$6,100 (93.5%)	\$300 (4.6%)	\$80 (1.2%)	\$40 (0.7%)
Large (265)	\$3,900 (90.0%)	\$400 (7.1%)	\$80 (1.9%)	\$40 (1.0%)
Very Large (1,999)	\$2,700 (90.7%)	\$200 (6.7%)	\$60 (1.8%)	\$20 (0.8%)

Source: Authors' calculations based upon data available in the LEA survey sample

Note. estimates reported are approximate; outlier estimates more than two times the standard deviation were excluded from overall estimates; a common assumed price per pupil was applied to survey estimates and thus there is no variation in per pupil estimates for Very Small to Large program settings; percentages in parentheses refer to share of total costs; numbers in parentheses in the row headings refer to the average number of English learner students in each program size category.

In summary, while personnel is clearly the most significant resource category regardless of program size, the share of resources allocated for facilities, equipment and materials, and other resources generally increases slightly as programs grow in size.

Professional Judgment Panel Recommendations and Findings

The professional judgment panel component of the study drew on the experience and expertise of a panel of educators to specify the resources representative schools and school districts need to meet state standards and requirements for supporting English learners. The results from the professional judgment panels are described below, including the key panelist recommendations with respect to English learner program models and resources, the estimated associated costs, and key findings.

English Learner Program Model Recommendations

Panelists recommended that an English learner program model include resources for instruction, student support and family engagement, administration, and nonpersonnel supports for all English learners, with additional supports for Newcomer and SLIFE English learners.

Panel Recommendations

Panel Recommendation 1: All English learners should receive instruction from TESOL-endorsed instructors, and staffing ratios should vary by student language need.

Panel Recommendation 2: Instructional aides should provide additional support in high schools, and this support will also vary by student language need.

Panel Recommendation 3: English learners, even in the smallest settings, should receive a minimum amount of instruction from a TESOL-endorsed instructor.

Panel Recommendation 4: All teachers should be prepared to support English learners.

Panel Recommendation 5: English learners should receive additional support from counselors/social workers.

Panel Recommendation 6: Families of English learners should be supported by family liaisons and further engaged through family and community events.

Panel Recommendation 7: A limited number of district-level administrator positions should be staffed in support of school-level English learner program functions.

Panel Recommendation 8: Nonpersonnel resources, including translation/interpretation, supplies and materials, technology, and student activities, should be included in English learner programs.

Panel Recommendation 9: Newcomer and SLIFE English learner students should be provided additional TESOL-endorsed staff, counselors/social workers, and staff to support alternative credit-earning programs in high schools.

Instructional Services

In contrast to the state-defined English learner programs, the panelists discussed how resources are best used in a manner that is flexible and responsive to individual student needs rather than a specific program model. In alignment with Finding 3, panelists shared that how instructional services are provided should vary by setting and student. Instructional services may include “sheltered instruction” periods during which students are served in a separate English learner–only setting, push-in support in general education classes, and pull-out intervention outside of mainstream classroom settings.

Panelists made several recommendations for how instructional services for English learners should be provided to best serve students.

Panel Recommendation 1: All English learners should receive instruction from TESOL-endorsed instructors, and staffing ratios should vary by student language need.

Panelists were clear that all English learner instruction should be provided by TESOL-endorsed instructors regardless of how the service is offered.

Further, panelists discussed how students need different levels of instructional support based upon their language-acquisition level. Panelists felt that students who are considered Emerging (as defined by state classifications based on OELPA results) need more intensive support than a student who is Progressing, while a student who is Proficient will be reclassified and in need of monitoring support. The following are the ratios of English learner students to TESOL-endorsed instructors as recommended by the panelists for each group of students:

- 15:1 for Emerging students
- 30:1 for Progressing students
- 100:1 for Proficient students

Assuming an average language need distribution—15 percent Emerging, 73 percent Progressing, and 12 percent Proficient across all grades on average based upon statewide 2020/21 OELPA results—this would amount to an overall recommended ratio of 25:1, or 25 students for every one TESOL-endorsed instructor FTE.

Panel Recommendation 2: Instructional aides should provide additional support in high schools, and this support will also vary by student language need.

In addition to TESOL-endorsed instructors, panelists also recommended support for Emerging and Progressing students from instructional aides in high schools to account for push-in support in a wide variety of course offerings. Panelists did not feel that support from instructional aides was needed for Proficient students. The student-to-teacher ratios for instructional aides were also recommended to be differentiated by language-acquisition level:

- 5:1 for Emerging students
- 28:1 for Progressing students

Assuming a similar average language-need distribution to the statewide average, this would be roughly a 15:1 ratio of English learner students to instructional aides, on average.

Panel Recommendation 3: English learners, even in the smallest settings, should receive a minimum amount of instruction from a TESOL-endorsed instructor.

Panelists were mindful that in the smallest settings, it may be difficult to staff at a specific ratio. Instead of recommending a specific student-to-staff ratio in these settings, the panelists recommended that every English learner receive 150 minutes a week, at minimum, of instruction from a TESOL-endorsed instructor.

Panel Recommendation 4: All teachers should be prepared to support English learners.

Finally, panelists were very clear that supporting the language acquisition of English learners should not be the responsibility of the English learner program staff only, but that general education teachers need to be prepared to support English learner students. For instance, districts should provide all teachers with coaching or professional development, and state policymakers should consider the extent to which teacher preparation programs in the state are preparing new teachers to work with English learner students.

*The resources to provide and the associated costs to adopt this recommendation are **not** included in the English learner cost estimates reported in this subsection, though they do inform one of the key areas for additional investigation raised by the study team.*

Student Support, Family Engagement, Administration, and Nonpersonnel Resources

The panelists recommended that in addition to providing instructional support for English learners, an English learner program model should include additional student support from counselors or social workers as well as provide support to engage families through family liaisons and family/community events. These supports would help address the needs of students and families to navigate the school system, coordinate the transfer of credits/documents from the student’s prior school, connect with school resources, and become a part of the school community.

Though most of the staffing and resources that panelists recommended were to provide instruction, student support, and family engagement, the panelists also recommended a limited number of district-level administrator positions.

Panel Recommendation 5: English learners should receive additional support from counselors/social workers.

The panelists recommended dedicating additional time for a counselor or social worker to provide support and guidance for English learners—above what they might already receive as a general education student—ranging from a ratio of 250 English learner students to 1 counselor in the smallest settings to 500:1 in the largest settings.

Panel Recommendation 6: Families of English learners should be supported by family liaisons and further engaged through family and community events.

The panelists also recommended that the families of English learners receive specific, dedicated support from a family liaison staff person, ideally a member of the local communities to which these families belong, to support engagement with their children’s school. Panelists suggested that this resource was less dependent on the number of students served and more about the number of families who would need to be served and the number of different communities that would need to be represented; on average, this would be about a 200:1 ratio of English learner students to staff, with the role likely a portion of a staff member’s time in smaller English learner population settings.

The panelists also recommended weekly family engagement/support sessions and multiple community events to build upon the support families would receive from family liaisons and further foster the families of English learners feeling engaged, supported, and welcomed in the school system.

Panel Recommendation 7: A limited number of district-level administrator positions should be staffed in support of school-level English learner program functions.

Specifically, panelists recommended that a portion of district director-level staff time—as well as English learner program coordinators in larger English learner population settings—be in support of English learner programs explicitly.

Panel Recommendation 8: Nonpersonnel resources, including translation/interpretation, supplies and materials, technology, and student activities, should be included in English learner programs.

In addition to identifying personnel resources, panelists identified a number of nonpersonnel cost areas that were needed to support all English learners.

Translation and interpretation services were a particularly high area of cost, and panelists reported that these services currently fall on their departments to meet the needs of all families in a district, even when the student is no longer an English learner.

Recommended Resources for Newcomer/SLIFE Students

Panelists also discussed the resources that are needed above and beyond those identified for all English learners to serve both Newcomer and SLIFE students.

Panel Recommendation 9: Newcomer and SLIFE English learner students should be provided additional TESOL-endorsed staff, counselors/social workers, and staff to support alternative credit-earning programs in high schools.

The panelists recommended these additional staff at a higher level in secondary grades compared to elementary grades. Panelists felt that at the elementary level, the primary function of staff was providing orientation and support navigating the school system for Newcomers, but that no additional instructional staff were needed beyond what was recommended to meet students' language needs.

In secondary grades, however, the impact of students' having interrupted formal education becomes a deeper issue to address, and by high school it is an urgent need. To meet these greater needs requires additional resources for intensive efforts to support students to learn the language, catch up on academics, and ultimately earn the credits they need to graduate.

Panel Resource Quantities and Cost Estimates

Estimated Resource Quantities

This subsection presents the specific estimated resources needed to offer the recommended English learner program model elements in different settings based upon panel recommendations. Panelists were first asked to recommend required personnel and nonpersonnel resources for English learner programs in representative school settings and distinguish instructional resource needs by English language proficiency.¹⁷

In general, panelists recommended that schools should dedicate more resources for Emerging students compared to Progressing and Proficient students. Given the panelist recommendation regarding Small program settings and reflecting the tendency for scale to create opportunities to bring down per unit costs, FTEs on a per pupil basis are higher as the number of English learners in a particular setting decreases.

The following subsections identify the specific FTEs and per pupil amounts for personnel and nonpersonnel cost areas in each of the representative English learner program settings.

Instructional Resources

Recommended instructional FTEs in settings with 5 percent and 25 percent concentrations of English learners are all based upon the staffing ratios recommended by the panelists for TESOL-endorsed instructors and instructional aides (see **Panel Recommendations 1 and 2**).

¹⁷ Specifically, English language skills were defined by the three OELPA-based performance levels: Emerging, Progressing, and Proficient, with Proficient representing the needs of students who would be reclassified and in need of monitoring supports.

In the lower concentration setting (i.e., English learners are only 1 percent of students), the recommended instructional FTEs are based on providing each student instructional support from a TESOL-endorsed instructor for 150 minutes per pupil, per week. This assumes each student is generally served individually, with a small percentage of time (10%) overlapping, allowing for some minimal economies of scale.¹⁸

The panelists also recommended summer school programs for 100 percent of Emerging and 50 percent of Progressing students. Specifically, they recommended a summer school program that is 3 hours a day, 5 days a week for 4 weeks and staffed by a TESOL-endorsed instructor at a 12:1 ratio.¹⁹

Specific estimated quantities for instructional FTEs at all school settings addressed by the panels can be found in Table D4 in Appendix D.

Student Support, Family Engagement, Administration, and Nonpersonnel Resources

Counselor/social worker FTEs were based upon a student to staff ratio of 250:1 in the Very Small program settings up to 500:1 in the Very Large program settings. Family liaison staff were based upon a ratio of 200:1 in all settings but the largest, where some economies of scale were assumed, bringing the caseloads up.

Panelists also recommended weekly family support/engagement events (2 hours a week, assuming a teacher stipend to staff) and community events three times a year to better engage families (at a cost of \$500 per event at each school for food and supplies).

Panelists recommended a limited number of administration positions at the district level to provide support to schools, including personnel such as district directors, coordinators, and testing/compliance support staff. Specifically, they recommended a portion of time of district directors (such as those who oversee curriculum, instruction, and student services) in all settings to address the additional needs of English learners and advised that in larger settings, at least one English learner coordinator was also needed. Panelists also considered the time commitment required to oversee and support English learner student testing and recommended a testing/compliance support position at a ratio of 300:1.

In addition, panelists recommended specific nonpersonnel costs to serve students, including supplies and materials, student activities, translation and interpretation, and professional development for TESOL-endorsed instructors.

Panelists recommended \$100 per pupil for supplies and materials and another \$50 per pupil for student activities like field trips to allow students to work on their language skills in different real-world settings. Translation and interpretation services were the largest nonpersonnel cost faced by districts to support families whose native language is not English, which in the smallest settings can be very costly on a per pupil basis (\$150 up to \$400 a student). Panelists also

¹⁸ Specifically, the study team assumed 184 days per school year and 8 hours per day in the Very Small program settings and that in Small program settings, the costs are reduced by 25 percent due to increasing returns to scale.

¹⁹ Again, this assumes a total of 184 days per school year and 8 hours per day.

recommended a \$500 per teacher amount for professional development for TESOL-endorsed instructors, which would allow these staff members to attend the TESOL conference or other trainings annually.

Panelists also assumed that most technology needed by English learners would be available in the school already, so a limited number of additional technology hardware items were identified:

- **Desktop/Laptop:** one per TESOL-endorsed Instructor
- **Tablet:** set of five per school
- **Headphones with microphone:** one per pupil

Finally, panelists recommended a computer for every TESOL-endorsed instructor, a set of tablets to use primarily in support of Emerging students, and headphones with microphone for all English learners.

Specific estimated quantities of student support, family engagement, and administrative FTEs at all school settings, as well as nonpersonnel resource estimates, can be found in Tables D5 and D6 in Appendix D.

Newcomer/SLIFE Student Resources

Panelists also advised that additional resources were needed to meet the unique needs of Newcomer and SLIFE students. Since there is not an accepted statewide definition for SLIFE, panelists were unable to consider precisely the average number of Newcomer/SLIFE students and instead identified the resources needed based upon *grade-level* ratios only.

In elementary schools where the focus was more on orientation of Newcomers and not on dealing with interrupted schooling, panelists recommended additional counselor/social worker staff at a ratio of 150:1. At middle school and high school levels, the ratio was recommended to be lowered to 50:1 for counselor/social worker staff, in part to address challenges of getting prior school records as well as to address the additional needs of students and their families in connecting to school and community resources. Additional instructional support was also recommended to reduce the caseload of TESOL-endorsed instructors working with Newcomers/SLIFE students to 10:1. Additionally, in high schools where SLIFE students enter far behind and in need of intensive support to earn credits, the panelists also recommended a credit program supervisor/alternative supports aide at a ratio of 10:1.

Specific estimated quantities of resources for Newcomer/SLIFE English learners can be found in Table D7 in Appendix D.

Professional Judgment Panel Cost Estimates

To transform estimated resources into costs, the study team applied the same assumed market prices that were used for the survey cost estimates (described in the *Key Survey and Interview Analysis Methods* section of Appendix A).

First, the study team estimated per pupil costs associated with each grade level, English language need, and English learner concentration. Panelists recommended that the instructional model should be the same for all students upon reaching a concentration of students that would allow for the 25:1 TESOL-to-student ratio on average, and thus estimates for 5 percent and 25 percent concentration levels are the same. Additionally, panelists set a minimum amount of service for students in the 1 percent setting, and the cost per pupil was the same regardless of grade level.

Assuming an average language need distribution, instructional costs at the elementary and middle school levels in 5 and 25 percent concentration levels were \$3,654 per pupil. The cost assuming an average language need distribution was highest in high school, for which panelists had recommended instructional aides in addition to TESOL-endorsed instructor, for a per pupil cost of \$6,179. The study team also created a weighted average across the three grade spans (elementary, middle, and high school) for instruction that was \$4,432 per pupil in the 5 and 25 percent concentration settings, rising to \$8,315 per pupil in 1 percent concentration settings.

However, once the assumption of average language need was relaxed, costs varied greatly by language level due to the differing caseload recommendations, with more staff allocated to lower performance levels. Specifically, per pupil costs by performance level ranged from \$882 per pupil (Proficient student at any grade level) to almost \$13,905 per pupil (Emerging high school student).

Estimated costs for other resources were calculated at the district level, as they did not vary by grade level or concentration but instead by English learner population size. Specifically, the cost to provide student support and family engagement, including personnel and events, ranged from \$432 to \$785 per pupil. The cost of administration personnel ranged from \$278 to \$775 per pupil. Translation and interpretation services ranged from \$150 to \$400 per pupil, and other nonpersonnel resources (including supplies and materials, student activities, professional development, and technology) were about \$200 per pupil in all settings.

Finally, the additional cost for Newcomer/SLIFE students above and beyond the amount needed for all English learners ranged from \$597 per Newcomer student in elementary school settings up to \$8,618 per Newcomer student in high school settings.

The specific cost estimates for all grade-level language needs and program size combinations are included in Table D8 in Appendix D.

The school-level instructional cost estimates and district-level estimates for all other supports and services could be combined in any number of resource profile combinations. To report

typical cost estimates by program size setting, the study team calculated a weighted average across grades assuming an average language need distribution.²⁰ The weighted average cost to meet the additional needs of Newcomer/SLIFE students would be in addition to the amounts.

The results are presented in Table 7.

Table 7. Professional Judgment Panel Cost Estimates—Total Costs per Pupil, Including Weighted Average Instruction Cost Across Grades, All English Learners

English learner population size	Average instruction cost per pupil	Other cost areas per pupil	Total per pupil cost estimates	Additional cost for newcomer/SLIFE
Very Small (10)	\$8,315	\$2,180	\$10,496	
Small (25)	\$6,236	\$2,046	\$8,275	
Moderate (125)	\$4,460	\$1,406	\$5,866	\$4,019
Large (375)	\$4,460	\$1,460	\$5,892	
Very Large (1,200)	\$4,460	\$1,134	\$5,566	

Source: Authors' calculations based upon professional judgment panel recommendations

Note. Costs for newcomer/SLIFE students are *in addition to* recommended costs for all English learners; numbers in parentheses in the row headings refer to the average number of English learner students in each professional judgment panel representative size category.

²⁰ The instructional cost in the Very Small district is the cost shown for a 1 percent concentration setting. The instructional cost for the Small setting assumes additional economies of scale at a rate of 25 percent as compared to the instructional amount in Very Small settings to account for the fact that with 25 English learner students in a district, there would likely be some settings with a greater concentration of students where more than 1 student could be served at a time. The instructional cost for Moderate, Large, and Very Large districts was the average amount seen in both the 5 and 25 percent concentration settings.

Professional Judgment Panel Key Findings

The study team analyzed the estimated costs associated with the panel program model recommendations and identified a few key findings.

Panel Key Findings

Panel Finding 1: Per pupil costs based on the panelists' recommendations for serving English learners varied by program size.

Panel Finding 2: Recommended resource distribution across cost areas (instruction, student support, administration) was similarly proportionate regardless of size.

Panel Finding 3: Cost estimates varied by student language level (Emerging, Progressing or Proficient) based upon the resources recommended by panelists.

Panel Finding 4: Based on the panel's recommended supports, there are additional costs to adequately serve Newcomer/SLIFE, particularly in secondary grades.

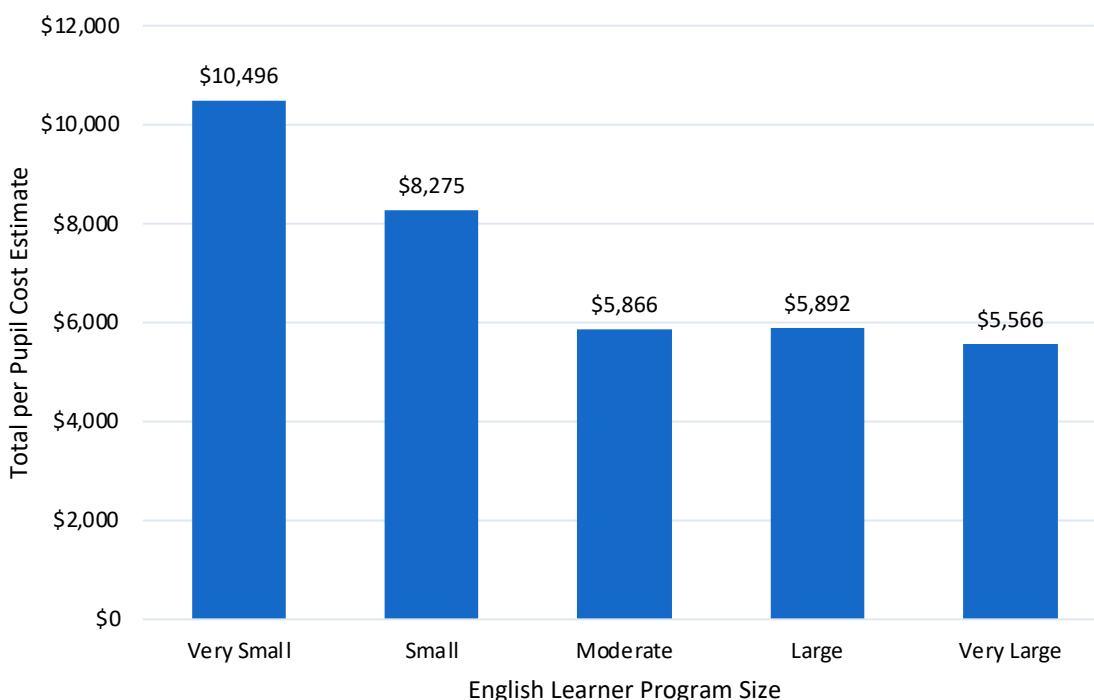
Panel Finding 1: Per pupil costs based on the panelists' recommendations for serving English learners varied by program size.

Evident in Table 7 and illustrated in Figure 10 below, cost estimates to serve English learners were much higher in smaller settings.

The cost to serve students was similar at 125 students (Moderate size English learner population settings) and above. Below that threshold, costs increased significantly based upon the reduced economies of scale experienced when trying to serve a small number of English learners who are likely spread out across more than one school.

This general result is in alignment with the survey and interview findings that tell a similar story.

Figure 10. Cost Estimates Based Upon Professional Judgment Panel, Total per Pupil by Size



Source: Authors' calculations based upon professional judgment panel recommendations

Description: Figure displays the total per pupil cost estimates based on panel recommendations for each program size category considered by the panelists displaying, for example, \$8,275 per pupil costs for Small program settings.

Note. Horizontal axis labels refer to program size categories with the following numbers of students in parentheses: Very Small (10); Small (25); Moderate (125); Large (375); Very Large (1,200).

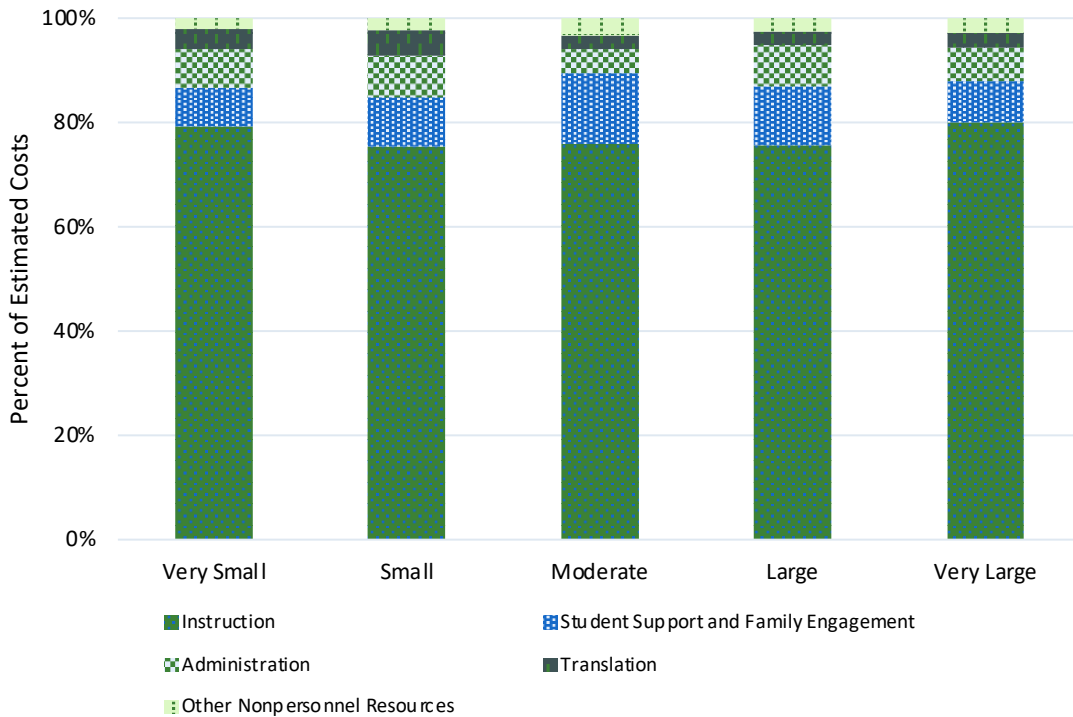
Panel Finding 2: Recommended resource distribution across cost areas (instruction, student support, administration) was similarly proportionate regardless of size.

While costs varied by size, the percentage of resources in the areas of instruction, student support and family engagement, administration, and nonpersonnel costs were similar in terms of a proportion of the total per pupil amount.

As illustrated in Figure 11, instructional cost estimates accounted for between 75 and 80 percent of the total per pupil amount in all settings. Student support and family engagement accounted for 7–13 percent of the total, and administration accounted for 5–8 percent of the total. The remainder of the per pupil amount was for translation and interpretation services (3–5%) and nonpersonnel costs (2–3%).

Again, the result that personnel cost areas are the largest share of resources is in alignment with the survey and interview results.

Figure 11. Professional Judgment Panel Cost Estimates, Distribution by Cost Area



Source: Authors' calculations based upon professional judgment panel recommendations

Description: Figure displays the percent of cost estimates based on panel recommendations by resource areas for each program size category considered by the panelists displaying; cost areas are displayed by panel size category from bottom to top as listed in the legend left to right and top to bottom such that Very Small setting Instruction resources are 79 percent of total estimated costs.

Note. Horizontal axis labels refer to program size categories with the following numbers of students in parentheses: Very Small (10); Small (25); Moderate (125); Large (375); Very Large (1,200).

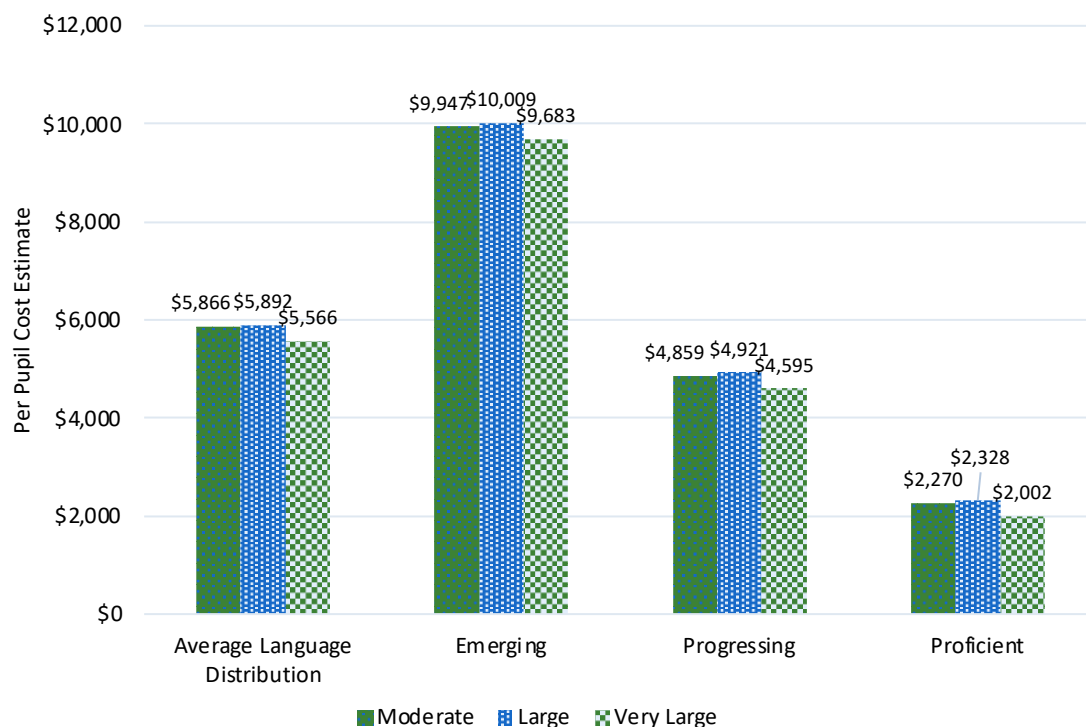
Panel Finding 3: Cost estimates varied by student language level (Emerging, Progressing or Proficient) based upon the resources recommended by panelists.

Looking specifically at the Moderate, Large, and Very Large English learner population settings where resources were disaggregated by student language need, as depicted in Figure 12, it is clear that there are very different costs associated with the differing levels of resources recommended by panelists based upon student language level.

With the assumption of an average language distribution, this resulted in a cost estimate between \$5,566 and \$5,892 per English learner. However, looking at the costs associated with each language level separately produced a much higher cost for Emerging students to account for the 15:1 TESOL-endorsed instructor ratio in all grades, and the 5:1 instructional aide staffing at the high school, as well as summer school for all Emerging students. Costs were lower for Progressing students based upon the 30:1 TESOL-endorsed instructor ratio and 28:1 instructional aide ratio to serve these students and summer school programs intended to serve 50 percent of Progressing students. Costs were lowest for Proficient students, representing primarily the resources for student support and family engagement, administration, and nonpersonnel costs, as minimal instructional staff time was allocated for monitoring (at a ratio of 100:1 for TESOL-endorsed instructors).

All students, regardless of need, had the same assumed per pupil costs for student support and family engagement, administration, and nonpersonnel costs.

Figure 12. Professional Judgment Panel Cost Estimates by Language Level



Source: Authors' calculations based upon professional judgment panel recommendations

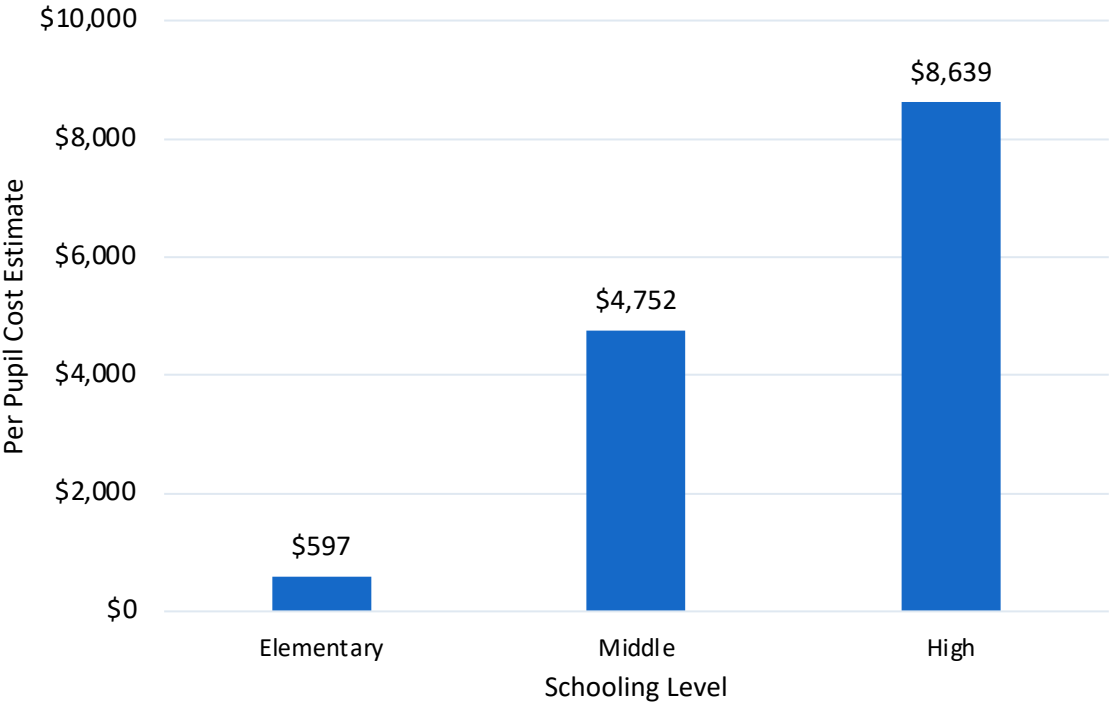
Description: Figure displays the per pupil cost estimates based on panel recommendations by language need for Moderate to Very Large program size categories; size categories are displayed by language level from left to right as listed in the legend left to right such that \$10,009 is estimated for Emerging students in Large program settings.

Note. Category labels refer to program size categories with the following numbers of students in parentheses: Moderate (125); Large (375); Very Large (1,200).

Panel Finding 4: Based on the panel’s recommended supports, there are additional costs to adequately serve Newcomer/SLIFE, particularly in secondary grades.

Above and beyond the resources for all students based upon their language level, panelists recommended additional instructional and student support staff needed to serve these students. These costs varied by grade level, as shown in Figure 13.

Figure 13. Professional Judgment Panel Cost Estimates, Additional Costs for Newcomer/SLIFE Students



Source: Authors’ calculations based upon professional judgment panel recommendations
Description: Figure displays the additional per pupil cost estimates based on panel recommendations by schooling level for Newcomer/SLIFE students displaying, for example, \$4,752 for Middle school settings.

Costs to serve Newcomers and SLIFE students were lowest in elementary grades, where the primary support students needed was related to their Newcomer status. In the secondary grades, as the number of remaining years before a student needed to graduate decreased, the costs increased significantly, up to \$8,639 per pupil at the high school level.

Section 3: Policy Recommendations and Considerations

Taking into consideration the findings presented, the study team has identified three specific policy recommendations as well as some key considerations for system improvement.

In summary, the study team recommends that the current state policy using weights applied to specific categories of English learner students to allocate state funding for English learner programs as part of the state foundation formula be improved upon in three key ways:

- **Policy Recommendation #1:** Differentiate Funding for All English Learners Based Upon English Language Proficiency
- **Policy Recommendation #2:** Increase Funding for Reclassified English Learners to Better Support Their Ongoing Needs
- **Policy Recommendation #3:** Reform Funding for Newcomer English Learners and English Learner Students With Limited or Interrupted Formal Education (SLIFE)

In addition to these recommendations, the study team offers a series of areas for future investigation for state policymakers to consider as work continues to improve the overall public education system in Ohio and its support for English learner programs:

- Impact of English Learner Program Scale on Costs
- Utility of Ongoing Data Collection and Maintenance
- Standards for Educator Training and Preparation to Serve English Learners
- Expansion of State and Regional Guidance and Support for English Learner Programs

However, before diving into the policy recommendations and considerations, the study team would offer the following consideration.

The results and findings from the profession judgment panel process, on which many recommendations rely, are best interpreted as the collective wisdom of expert English learner practitioners who understand the resources needed to successfully serve this population in Ohio for a variety of grades and district contexts. What is not possible with current information is an empirical analysis of the minimum cost to ensure English learner success, let alone an analysis of the set of resources that have a causal relationship with English learner success.

The study team believes that consideration and policy action based on the wisdom and recommendations of practitioners is appropriate and has the potential to dramatically improve services to English learners in Ohio. However, as any change to the distribution of funding for English learners is implemented, it is also important to plan for an analysis of its *impact* on the success of these students and invest in additional research employing rigorous empirical methods when feasible.

Policy Recommendations

Policy Recommendation #1: Differentiate Funding for All English Learners Based Upon English Language Proficiency

Key Findings Related to This Recommendation

A clear overall finding of the present study is the fact that state-defined English learner program models are not widely practiced consistently. In practice, these program models may depend more on student needs than on a particular design.

To begin with, according to survey and interview findings, only two types of program models are currently widely practiced—ESL and Content Courses With Integrated ESL Support (**Finding 1**). Additionally, among survey respondents, the key resources associated with these programs, such as program personnel, vary by program size but do not vary significantly by program model. This suggests that costs may depend more on program size, and program setting in general, than the identified program model (**Finding 2**). Based on the detailed interview data, and aligned with professional judgment panel recommendations, the language skills of the English learner students served in an LEA are more important to the programming and resources required to serve them than is any specific program model (**Finding 3**).

Also, while comparisons of the survey and interview cost estimates to the panel recommendations should be done with caution (especially in the smaller program settings), the average estimated instructional caseloads based on survey and interview data are well above the average recommended by panelists in all but the Very Small program settings. Specifically, the panel recommends 25:1 on average for instructors and 15:1 for instructional aides/paraprofessionals, while the survey and interview suggest that the average across these instructional roles is no less than 37:1 and as high as 58:1, again with the exception of Very Small program settings (see **Finding 6** and **Panel Recommendation 1**). And, as noted in the *Disentangling Base and Supplemental Resources* subsection of Section 2, these estimates are very likely to include base program staff, meaning supplemental English learner staff are likely to experience even higher caseloads.

Recommendation for Improvement

Given these findings, the study team recommends that funding for all current English learners be allocated according to weights applied to categories defined by student language proficiency in the prior school year with respect to two performance categories—Emerging and Progressing.

Students in the Emerging category are those with the lowest English language skills and thus the highest needs. With this in mind, the professional judgment panel recommended an average cost of \$9,879 for these students. Using the FY 2022 average base per pupil cost of \$7,351.71, this represents a weight of about 1.3 for these students.

It should also be noted that the panel recommended the funds for Emerging students with the intent that these students would as a result move more quickly to Progressing and ultimately exit English learner status.

The needs of Progressing English learners are generally perceived as less intensive, and as a result the professional judgment panel recommended an average cost of \$4,791 for these students. Using the FY 2022 average base per pupil cost of \$7,351.71, this represents a weight of 0.65 for these students.

Implementation Considerations

It is important to remember that Professional Judgment Panelists were asked to identify all the resources needed to serve English learners, regardless of funding source. Therefore, before finalizing weight recommendations, the study team needed to consider how a portion of the additional needs of English learner students may be met with other sources of federal or state funding, as some will also be receiving special education services and/or come from an economically disadvantaged background. In addition, there may be some supports that English learners are especially in need of but that non-English learners may also need (e.g., family translation services, intensive support from a counselor or social worker) so funding for these services should not be dependent on English learner status.

Given that the panel recommendations make no adjustment for these issues, the study team is proposing that the weights derived from panel recommendations be reduced to account for these realities. The study team calculated this reduction by assuming that 50 percent of administration, student support, and translation services, or about \$540 per pupil, could likely be covered (or should be covered) by other sources and recognizing that there are additional available dollars per pupil from Title III federal funding. These assumptions total to about 10 percent of the FY 2022 average base per pupil cost or a weight of 0.10, so the study team recommends that all English learner weights be adjusted by this amount.

The adjusted weights are 1.2 and 0.55 for Emerging and Progressing English learners respectively.

Policy Recommendation #2: Increase Funding for Reclassified English Learners to Better Support Their Ongoing Needs

Key Findings Related to This Recommendation

With respect to ongoing support for reclassified English learners, a relatively recent change in the state foundation formula provides funding to this group explicitly for the first time. The present study suggests these resources are needed. Only half of survey respondents reported providing ongoing program services to reclassified English learners, or students recently exiting English learner status by achieving English language proficiency, and relatively few described providing English learner program resources to all reclassified students on an ongoing basis (**Finding 5**).

Additionally, the professional judgment panel specifically recommended that these students, despite having exited English learner status, receive sufficient ongoing services from a TESOL-endorsed instructor, albeit at a much higher student–teacher ratio and based upon the specific needs of this population for more, or in some cases different, program services (**Panel Recommendation 1**).

Recommendation for Improvement

Given these findings, the study team recommends that funding for reclassified English learners be adjusted but that the current foundation formula approach to providing weighted funding for these students for 2 years after reaching proficiency be maintained.

Specifically, the professional judgment panel recommended an average cost of \$2,200 for these students. Using the FY 2022 average base per pupil cost of \$7,351.71, this represents a weight of about 0.30 for these students.

Implementation Considerations

As with the weights recommended for Emerging and Progressing English learners, the study team recommends that this raw weight be adjusted to account for the fact that other streams of funding may also be leveraged to support meeting the needs of this student population and that the professional judgment panel’s recommendations likely reflect services best met through a combination of funding sources. With this adjustment, the final weight for reclassified English learners would be 0.20.

Policy Recommendation #3: Reform Funding for Newcomer English Learners and English Learner Students With Limited or Interrupted Formal Education (SLIFE)

Key Findings Related to This Recommendation

The results of the survey and the interview process point to a lack of broad implementation of programs supporting Newcomer English learners specifically (**Finding 1**). While this population is relatively small and concentrated in larger settings, specific programs for these students were reported in less than half of survey and interview respondents in all size categories.

Additionally, relatively few survey respondents reported providing professional development targeted at serving SLIFE students, generally considered a subgroup of Newcomer English learners (**Finding 4**). This further suggests that the highest needs students in this population may not be well served currently.

Moreover, based upon the recommendations of the professional judgment panel, these needs are urgent and unique. Specifically, while at the Elementary level the additional needs of this population entail orientation and support navigating the school system, in secondary grades, the impact of students having interrupted formal education is a deeper issue and requires resources for intensive support for both language proficiency and remedial support on academics; these resources are also needed to ensure each student earns the credits they need to graduate (**Panel Recommendation 9**).

Recommendation for Improvement

Given the unique and additional needs among Newcomer English learners and, in particular, SLIFE English learners, the study team is recommending that funding for this population be provided through an *add-on* student weight. In other words, the funding provided would be *in addition to* the funding provided for all English learners based upon their language proficiency.

Specifically, the professional judgment panel recommended an average cost of \$4,030 for these students. Based on the FY 2022 average base per pupil cost of \$7,351.71, this represents a weight of about 0.55 for these students.

The professional judgment panel also noted the challenge presented by the lack of a statewide definition of SLIFE or any mechanism for collecting information in a consistent way about the size of this high-needs population. Importantly, unlike the current definition of a Newcomer English learner, SLIFE is not a designation that is time-bound. A student entering the U.S. public education system for the first time who also has limited or interrupted formal education is likely to still have unique and urgent needs even after 180 days in the system, especially in secondary grades. A state definition of SLIFE would clear up confusion and inconsistencies in

how this population is identified and served currently. Thus, the study team recommends that such a definition be developed and adopted.

The study team is aware that at the time of publication, a process is underway to create this definition as a resource for Ohio educators. Specifically, the definition is being developed as part of the Future Forward Ohio strategic priorities for using federal funds to help students recover from the impact of the COVID-19 pandemic. Advancing Ohio's English Learners, a partnership with the Ohio State University, is a multi-activity project to address the specific needs of Ohio's English learners. By the conclusion of the project in June 2024, Ohio will launch a comprehensive system of supports for English learner families and educators, including specialized supports for SLIFE English learners. To that end, the project team engaged in a literature review and discussion with Ohio's educators serving this population to define SLIFE and will subsequently tailor resources to this specific subpopulation as part of the project activity. The definition created may be used to inform development and adoption by the legislature.

These efforts notwithstanding, the study team recommends robust engagement with members of the English learner practitioner community regarding this definition through state advisory committees or professional associations.

Implementation Considerations

Once again, as with the other recommended weights, the study team recommends that this raw weight be adjusted, resulting in a final weight for this population of 0.45.

Additionally, given that the most critical population supported by these additional funds comprises the highest needs Newcomers, SLIFE English learners, and that this group is not currently defined or necessarily identified wholly in the Newcomer group, the study team recommends that this weight be phased in alongside a process of defining SLIFE for funding purposes.

To sum up, Table 8 presents the weights associated with these policy recommendations, the relevant English learner population, and the implied amount of per pupil funding given the average base cost in FY 2022.

Table 8. Recommended Funding Weights and per Pupil Amounts by English Learner Populations

Weight	Recommended weight	Additional per pupil amount
All English Learner Students		
Emerging English Learners	1.20	\$8,822
Progressing English Learners	0.55	\$4,044
Reclassified English Learners	0.22	\$1,617
Newcomer/SLIFE English Learners	0.45	\$3,308

Source: Authors’ calculations based upon professional judgment panel recommendations
 Note. The amounts reported here are based upon the FY 2022 average base cost of \$7,352. Additionally, the amount reported for Newcomer/SLIFE English learners is in addition to the other amounts allocated to all English learners according to language skills.

Areas for Additional Investigation

In addition to the recommendations, the study team is offering a series of policy considerations that represent areas for exploration and additional improvement. All of these considerations are based upon the information gathered and analysis conducted in the study but require additional activities beyond the study’s scope.

Impact of English Learner Program Scale on Costs

The results of the survey and interview, as well as the professional judgment panel recommendations, clearly point to a common tendency in cost analysis—the increase of per unit costs as the scale of an organization’s operations declines. Often referred to as “increasing returns to scale,” this driver of costs has been found in prior studies to extend to K–12 educational programs to all students (see, for example, Jacobson et al., 2021). Thus, while it is evident that the issue is relevant to English learner programs, it is likely a more general issue and consequentially may benefit from a more comprehensive policy applied across foundation formula programs.

Recommending an approach to this broader adjustment to account for scale is beyond the scope of this study, but given its clear results on this point, the inclusion of English learner program practitioners in any process to integrate an adjustment to mitigate the impact of scale on cost is strongly suggested. In fact, it is possible that while this tendency for increasing

returns to scale is generally in effect for base programs and programs to other student groups such as special education services, there may be variation from program to program that can best be understood through additional analysis and engagement with expert practitioners.

In summary, the study team suggests that efforts be made to better understand and account for this driver of cost for English learner program funding and for education funding overall.

Utility of Ongoing Data Collection and Maintenance

Throughout the process, the study team has benefited from the strong support from public education staff, especially with respect to the statewide data requested and used to inform the study's analyses. This support was responsive and thoughtful.

However, through the course of reviewing statewide data collected about English learners and the staff serving them, several opportunities for improvements were unearthed. These opportunities and resulting benefits must be balanced with any additional burden that changes to the collection of education data may put on practitioners. Specific proposed opportunities include the following:

- **English Learner Program Data:** As discussed elsewhere in the report, the English learner programs defined by the state may not align well with the programs actually in practice across the state and, more importantly, may not provide utility in understanding and improving the services to English learners for local practitioners and state staff. This may not necessarily suggest a change in definitions; rather, it may present an opportunity to engage with the field about the English learner program information most useful to the continuous improvement of these programs and about the right balancing of detailed information with the burden of ongoing collection activities.
- **English Learner Subgroups:** As noted in Policy Recommendation 3, a critical subgroup of English learners, SLIFE English learners, is not currently defined by the state. Defining this population would support better targeting of funding, and collecting better data on the size and concentration of SLIFE English learners could also support the utility of state data for use by local practitioners and the state.
- **English Learner Funding Expenditures:** While there is ample information about the funding allocated to serve English learners, there is relatively little opportunity in the current financial reporting chart of accounts to record funds *expended* for these students. For example, relatively few function codes exist in the state uniform school accounting manual that apply specifically to services for this population. The addition of codes reflecting common English learner program functions or designating common functions under an English learner–specific program would facilitate a more complete understanding of the funds invested in these students and avoid the need for less comprehensive approaches such as statewide surveys or specific and separate data

collections. Increasing the complexity of the school accounting system should be balanced against the ongoing need for these data.

- **English Learner Personnel:** Finally, currently the state identifies only instructional staff serving English learners through the English Learner Instructional Program assignment area (see EMIS Manual Section 3.4) and/or through the assignment of staff to one of the two ESL courses in the state’s subject areas (see EMIS Manual Section 4.7). Both are generally defined so as to apply to teachers, though this study points to the fact that other personnel roles are an important part of English learner programs. Revisions to how the state gathers information about the full scope of personnel allocated to an English learner program could also provide critical information about current resource use.

All of the above specific areas for further investigation would benefit from engagement with the field about the information that is most useful for the continuous improvement of English learner programs, and about the right balancing of detailed information with the burden of ongoing collection activities.

Standards for Educator Training and Preparation to Serve English Learners

The survey and interview results point to the fact that professional development for English learner program staff or mainstream staff supporting these students is not currently comprehensive or even consistently available. Interview respondents often described the role of LEA-wide program staff in providing ad hoc support for school staff insufficiently prepared to serve English learners as both unsustainable and inefficient.

Additionally, professional judgment panelists specifically recommended that funding be provided for professional development, suggesting that if these activities are currently not provided—aside from ad hoc support—they are needed for program success.

With all of this in mind, the study team suggests that the state consider opportunities to systematically improve the preparation and training for all teachers to serve English learners effectively. For example, if the state were to invest in a statewide set of training activities for mainstream and English learner instructors, this would ensure consistency across the state.

In addition, the state might consider examining the requirements for training in English learner instruction in teacher preparation programs. Ensuring that the state’s incoming new teachers are well-prepared to serve English learners on day one will, over time, bring down the need for filling this gap, and likely the cost to meet this need, after they enter the classroom.

Expansion of State and Regional Guidance and Support for English Learner Programs

Finally, the study team often heard local practitioners lament the lack of clear guidance from the state about what type of services or level of support to English learners represents a minimum standard. While a balance must always be struck between a state's role overseeing educational programs and local control over decision-making, these comments suggest a potential imbalance.

Moreover, additional support and guidance need not *only* set clear expectations, though this is important, but may also provide avenues for support through which LEAs may better determine their best path to improvement. For example, the Educational Service Centers (ESCs), Title III consortia, and State Support Teams are all existing avenues through which this support could be provided efficiently. Structured as regional entities, they have the potential to mediate and support striking a balance between state expectations for programs and local decision-maker perspective and advocate for English learners to be well-served in alignment with best practice.

This type of regional support may be especially effective for the Very Small and Small English learner LEAs, which will naturally struggle more to invest in foundational resources for English learner programs due to their small scale. Regional support organizations, with sufficient capacity, could be well-positioned to provide this support efficiently by leveraging their scale to secure these resources and provide them to LEAs proportionate to their needs.

Conclusion

In conclusion, policymakers in Ohio have a unique opportunity to build on the reforms made in 2021 and improve the opportunities for English learner students across the state.

While the information about current programs and services and their associated costs gathered for this study has limitations, it does illuminate important findings about current investments and resource use among respondents. These findings suggest that LEAs serve English learners based upon their students' collective needs but do so with limited dedicated program resources and at increasingly high staff caseloads as this population grows.

Further, the professional judgment panel of expert practitioners from across the state provides critical guidance about what resources are needed for a successful English learner program. These recommendations point to the need for resources to be adjusted according to student language needs and, overall, increased significantly beyond what the state currently invests.

Finally, the study's policy recommendations do not call for a total overhaul of how English learner programs are funded but rather propose to refine and improve on the current system with the goal of continuing to pursue several areas of investigation to realize additional improvements in how the Ohio public education system serves the English learner population.

Ultimately, it is the English learner students themselves and their families who stand to benefit the most from improvements in how and how much Ohio invests in programs and services addressing their needs. The study team hopes that this cost study and the resulting findings and recommendations support efforts to advance their success and opportunities.

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Appendix A: LEA Survey and Interviews

Statewide, Survey, and Interview Data

Available Statewide Data

Statewide Demographic and Program Data

The study team collected statewide student-level demographic and English learner program data containing information on each student’s race/ethnicity, grade, graduation status, immigrant status, migrant status, unhoused status, low-income status, identification for special education services status, English learner status, and home language.

The data also included more specific information on each student’s particular English learner category (i.e., whether the student was an English learner enrolled in U.S. schools for one school year or less, between one and two school years, or for more than two school years).

Finally, the student data includes the programs identified for each student, including the state defined English learner programs described in the *Review of Literature on English Learner Programs* subsection of Section 1.

Statewide Public Education Staff Characteristics and Assignments Data

The study team also collected individual-level data about staff employed in public education including assignment roles and locations, proportionate allocation of time (i.e., full-time equivalents or FTEs), salaries, and personal characteristics (e.g., years of experience, educational attainment, etc.). Also included were flags identifying staff serving in an English learner instructional role and staff holding either a TESOL or Bilingual endorsement.²¹

These data were primarily used to understand the prevailing wages of various types of roles identified as English learner program roles through our original data collections or the panel

²¹ As advised by public education staff supporting the study, an “EL instructional role” included staff identified in the “EL Instructional Program” assignment area and/or identified as assigned to either of the English as a Second Language (ESL) subject codes. For additional detail see the EMIS Manual Sections 3.4 (staff assignment) and 4.7 (subject codes). Additional details about the TESOL and Bilingual supplemental endorsements can be accessed online at <https://education.ohio.gov/Topics/Teaching/Licensure/Supplemental-License/Supplemental-Teaching-License-for-Endorsement-Area>.

process, and to analyze to the extent possible the level of personnel supporting English learners including especially the typical instructional caseloads.

Original Data Collection

However, given that these state data sources provide limited information about resources invested in English learner programs, the study team identified a need for the collection of original data. This included a survey of LEAs serving English learners and interviews of a smaller subset of LEAs.

As a first step to determining our survey and interview populations and sampling approach, the study team analyzed the geographic distribution of English learners in Ohio.

Geographic Analysis of the English Learner Population

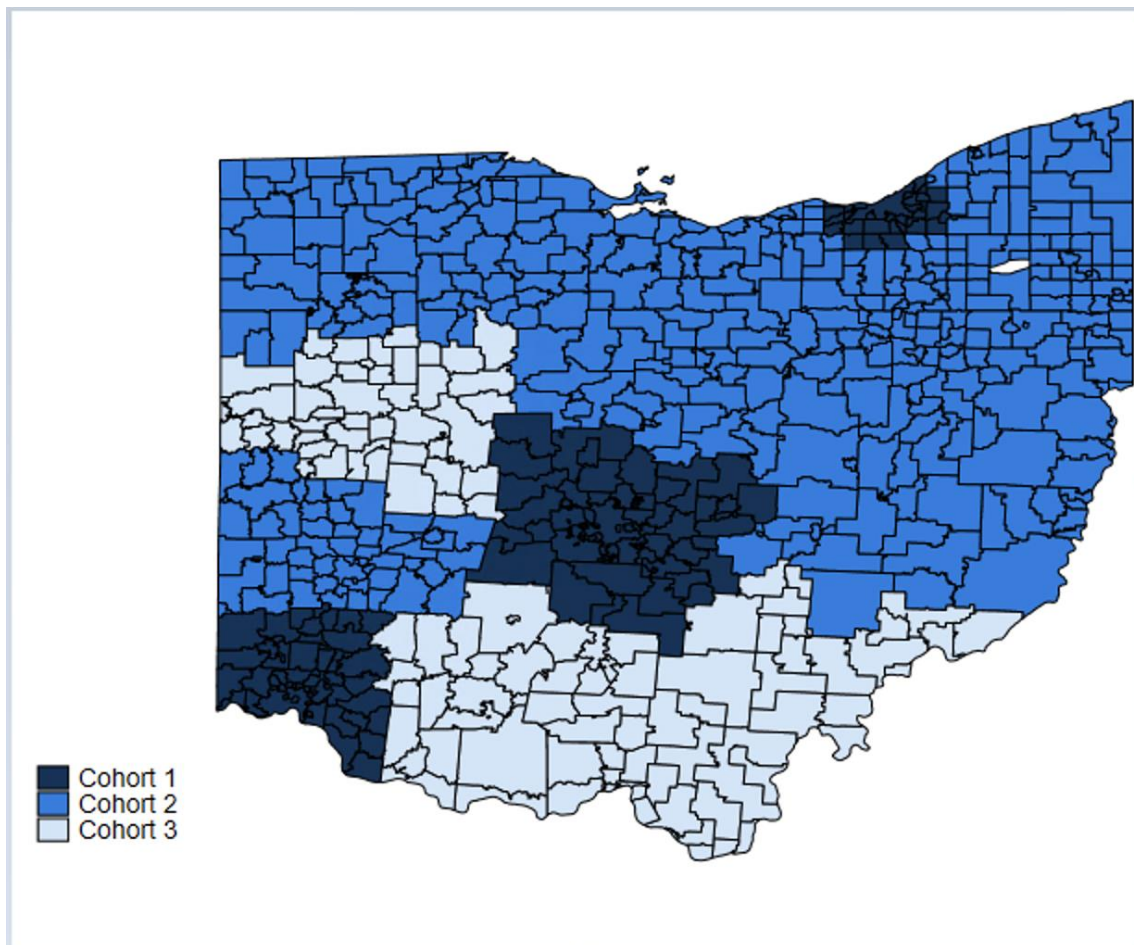
In the state of Ohio, the English learner population is heavily concentrated in a few geographic areas, and conversely there are regions of the state with very few if any English learners. Using the 16 State Support Team (SST) regions to organize support for local practitioners, the study team identified three SST regions of the state that house nearly three-fourths of the English learners (Cohort 1) and four SST regions with less than five percent of the English learner population (Cohort 3). The remaining nine SST regions of the state have about a quarter of the English learner population (Cohort 2).²² These three cohorts of SST regions are displayed in Figure A1.

The uneven geographic distribution of English learners reflects an important challenge in understanding English learner program resource use at a state level. The program considerations for an LEA serving fewer than 20 English learners are likely very different than an LEA with nearly 400 English learners, and even more different than for the few LEAs with over 1,000 English learners. For example, smaller programs may struggle to hire separate English learner program staff with so few students and rely more on sharing staff time while larger programs may be able to employ specialized staff for the needs of specific English learner populations.

Given this vast range in program context, the study team sought to leverage the survey to be as widely applicable as possible, suited to the diversity of LEAs serving English learners. Additionally, the study team identified the interview population as those LEAs in the state with the largest concentrations of English learner students (i.e., five percent or more of the student population).

²² Summary statistics for each Cohort, including the number of districts, and the average and median English learner enrollment and percent at the district level are provided in Appendix A.

Figure A1. Map of Study Cohorts Identified by School District



Source: Ohio Report Card; District and School Contact Information 2020/21

Local Education Agency Survey Data

The first component of the original data collection was a survey to LEA administrative staff who were best able to speak to the resources invested in English learner programs. Given the large variation in program context, the study team chose to survey the entire population of LEAs in the state with an English learner enrolled in their borders.²³ This avoided the need for sampling, though it expanded the scope of outreach activities.

Survey Protocol

The survey protocol was designed to suit a wide range of program contexts, with the goal of understanding the current resources invested in English learner programs across the state of Ohio.

²³ The one caveat to this was that LEAs selected for participation in the interview process were generally not invited to complete the survey.

The target respondent was district or LEA staff responsible for administering English learner programs and/or most knowledgeable about the implementation of these programs.²⁴ Respondents were encouraged to seek information from anyone who might be better equipped to address a particular survey question.

The survey was divided into three sections:

- **Background Information.** The first section of the survey covered basic respondent information such as LEA name, number of English learner students enrolled in the current school year, and the type of English learner programs offered at each LEA, including the program categories identified in the EMIS Manual, Section 2.9.²⁵
- **Program Components.** The second section of the survey included questions about key features of English learner programs supporting core instructional activities, including assessments, accommodations, family engagement, professional development, and support for reclassified English learners. These questions were intended to illuminate variation in how each of these key activities are implemented across the state.
- **Program Resources.** The final section of the survey focused on personnel and nonpersonnel resources. The personnel section asked about program staff roles and time allocations.²⁶ The nonpersonnel section included questions about the equipment, materials, and facilities used to implement English learner programs.

Finally, there was an open response question at the end of the survey to give respondents an opportunity to report anything not covered in the survey that may have cost implications. The full protocol itself is included in Appendix E.

Survey Outreach Activities

The administration of the survey and associated outreach activities proceeded in a few general stages. In the initial stage, LEAs were contacted through email by the ODE, directing the message to the LEA English learner contact, if available, or the LEA superintendent.²⁷ This initial

²⁴ The question of who is best suited to speak to English learner program implementation can in some cases be quite difficult to determine and may include a wide range of nominal roles from assistant superintendents to teachers on special assignment.

²⁵ It should be noted that due to the study team being unable to access LEA email contact information, unique survey links could not be created for each respondent LEA in the population. As a result, requesting LEA name in the survey was necessary. To minimize error in the respondents identified LEA, the LEA selected at the start of the survey was displayed frequently in subsequent questions, and respondents were specifically prompted at the end of the survey to correct their response if the displayed LEA was incorrect.

²⁶ Questions about quantities of staff were designed to maximize accessibility using a multi-step process whereby respondents were first asked to give an approximation of the number of staff and then asked to categorize their time commitment to the English learner program. This was also intended to minimize the presence of illogical responses and allow for analysis of bias by asking for both total individual counts and time commitments.

²⁷ Due to privacy concerns, the study team was unable to access the district contact information directly necessitating the email outreach be conducted by the ODE.

email was sent on May 18, 2022, and a follow-up invitation was sent on June 2, 2022. Also sent by the ODE was a notice about the survey via the Lau Resource Center listserv on May 26, 2022.

Following these initial invitations, and after letting a week or so pass, the study team identified LEAs that had not responded to the survey and conducted strategic direct outreach by phone and, where possible, email using publicly available information, focusing on contacting cohorts from which fewer responses were received.

After a period of six weeks the outreach process was paused in recognition of the summer break period, and then resumed for an additional few weeks in August 2022. This second period of outreach included two follow-up emails sent by the ODE on August 18, 2022, and August 26, 2022.

In addition to the outreach efforts by the study team and the ODE, representatives from organizations such as the English Learner Advisory Council, the Ohio Association of School Business Officers, the Urban 8, Title III Consortium Representatives, and other practitioner advisors to the study team supported the outreach process through formal and informal communications. The survey was closed on September 5, 2022.²⁸

Local Education Agency Interview Data

The second component of the original data collection was interviews of LEA English learner program coordinators or other administrative staff best able to speak to the resources invested in English learner programs. The interview population was defined as LEAs with five percent or more English learners. Unlike the survey, the interviews necessitated a sampling process, as it was not feasible to invite the whole population of LEAs to participate.

Interview Protocol

As with the survey, the interview target respondent was district or LEA staff responsible for administering English learner programs and/or most knowledgeable about the implementation of these programs

The protocol was split into three key sections:

- 1. Program Design.** The interview began with questions related to the design of the LEA English learner programs. While the state program definitions were identified as a foundation, the interviewer probed for other English learner program models. This

²⁸ It should be noted that the study team kept confidential whether or not any particular district responded to the survey. This was intended to ensure respondents felt free to determine whether or not to respond without any implicit or explicit pressure.

- included questions about program design features such as instructional setting, the target student population, and specific program goals.
2. **Personnel.** The personnel section focused on the roles involved in English learner programs and their responsibilities. This also included questions about the estimated time each role allocated to the program.
 3. **Nonpersonnel.** The final section of the interview focused on nonpersonnel resources. Interviewers probed about the facilities where program activities took place and the equipment and materials (e.g., technology, instructional software, etc.) used.

The full interview protocol is included in Appendix E.

Sampling Approach

Using the study cohorts described in the *Geographic Analysis of the English Learner Population* subsection, the study team used a generally purposeful selection approach with embedded stratified random sampling to target a representative sample of LEAs with the largest percentages of English learners. Specifically, the study team randomly selected LEAs within each identified cohort and separately by sector (i.e., traditional districts and community schools). In addition to this embedded random selection, a few LEAs were purposefully selected, including the top four LEAs with respect to number of English learner students statewide and the top two LEAs with respect to number of English learner students in Cohort 3.

The first of these selections reflects the fact that these LEAs—the only four in the state with over 3,000 and collectively making up over a quarter of English learners—were a crucial part of any study of English learner programs in Ohio. The second purposeful selection ensures the opportunity for interviews with Cohort 3 LEAs given that no LEAs in that cohort have more than 5 percent English learners.

Additionally, given that community schools serve much smaller numbers of English learners on average and collectively, the study team deprioritized engagement with this sector in favor of selecting more LEAs from the traditional sector. Table A1 displays the overall selection and the percentage of each relevant subgroup.

Table A1. Interview Sampling Selection Plan by Cohort and Sector

Cohort	Number of LEAs in Population	Purposefully Selected	Randomly Selected
Traditional School Districts			
Cohort 1	31	4 (13%)	17 (55%)
Cohort 2	18	0 (0%)	13 (72%)
Cohort 3	2	2 (100%)	0 (0%)
Total	51	6 (12%)	30 (59%)
Community Schools			
Cohort 1	64	0 (0%)	6 (9%)
Cohort 2	12	0 (0%)	4 (33%)
Cohort 3	0	n/a	n/a
Total	76	0 (0%)	10 (13%)

Source: FY 2021 Statewide Demographic Data

In addition to engaging LEAs in interviews, the study team randomly selected two Educational Service Centers (ESCs) from Cohorts 2 and 3 each given their larger number of smaller English learner population LEAs. Each of these four ESCs were invited to participate in an interview.²⁹

Finally, the study team interviewed staff from the Migrant Education Center regarding their programs serving migrant students in Ohio, an important subgroup in the English learner population, and the resources associated with these activities. The information gathered from this interview further provided the study team with program context and informed the interpretation of the results of the LEA survey and interviews.

Practitioner Advisory Group Engagement

While not part of a formal data collection process, the study team benefited immensely from ongoing engagement with a core group of practitioner advisors, including representatives from

²⁹ It should be noted that there was insufficient participation to include findings from the ESC interviews and thus this category of interviews is better described as additional engagement with stakeholders and practitioners.

the state English Learner Advisory Council, Ohio TESOL, community organizations such as Su Casa Hispanic Center, and the Ohio Association of School Business Officers, to name a few. Individuals were identified for participation collaboratively by the study team and the ODE.

This engagement process began at the outset of the study and included opportunities for representatives from these various practitioner groups to advise and respond to the design of the study and its initial results. Ultimately, eight meetings were held with this group organized around key study milestones and structured such that there was an opportunity for the core advisors' input to inform immediate next steps in the study. A list of the organizations represented on the advisory group is included in Appendix E.

Key Survey and Interview Analysis Methods

Ingredients Method

The study team relied on the commonly established method for estimating economic costs of educational programs, the ingredients method. First introduced in Levin (1975), this method is widely applied and is the model from which the Institute of Education Sciences (IES) developed its guidance to cost analysis (Institute of Education Sciences, 2020).

The ingredients method begins with the identification of the resources (or “ingredients”) that are used to implement the program being evaluated. It then assigns a value to each using market prices and, in its final step, analyzes the distribution of the cost burden across the varying domains of the program (Levin, 1975, 1983; Levin, McEwan, Belfield, Bowden & Shand, 2017).³⁰

The ingredients method was the foundation for the design of the survey and interview protocols (described in the *Statewide, Survey, and Interview Data* subsection), as well as the resource quantity estimation process and the approach to assigning market price assumptions to identified resources. These latter steps are described further in the following sections.

Survey Quantity Estimation

Before using the survey data to report on program resources, the study team had to transform the raw information provided into estimated quantities of resources based on a few simple calculations and reasonable assumptions.

For personnel resources, the survey provided a count of individuals in each identified program role category, and reported personal time commitments by dividing these individuals into time allocation categories including (a) full time, (b) between full time and half time, (c) half time,

³⁰ When competitive market prices exist, they are generally preferred, as they represent the economic value for each ingredient based upon revealed preference of willingness to pay.

and (d) less than half time. To convert this information into a quantity metric, in this case FTEs, required an assumption about the typical amount of FTE associated with two of the time allocation categories—between half time and full time, and less than half time.³¹

The study team chose to approach these assumptions differently for each category. For the between full-time and half-time category, the study team concluded that an assumption that the midpoint between a full-time FTE of 1 and a half-time FTE of 0.50 was most appropriate. An assumed FTE of 0.75 implies that actual FTEs are roughly evenly balanced on either side of the midpoint.

However, for the less than half-time category, the study team ultimately concluded a low FTE assumption of 0.125 was the most appropriate quantity, rather than assuming the midpoint of 0.25 between a 0.50 FTE and just above 0 FTEs. This unique assumption was motivated by practitioner input and further validated with independent analysis, and is described further in the *Less Than Half-Time Category FTEs* subsection.

The other time allocation categories—full time and half time—were assumed to be 1 and 0.50 FTEs respectively.

Using these assumptions, along with English learner enrollment data, the study team calculated an estimated caseload or the number of students per 1 FTE of staff using the following equations.

$$StaffFTE = (StaffCount_1 * 1) + (StaffCount_2 * 0.75) + (StaffCount_3 * 0.50) + (StaffCount_4 * 0.125) \quad (1)$$

$$StaffCaseload = \frac{ELCount}{StaffFTE} \quad (2)$$

Equation 1 was used to calculate an estimated FTE (*StaffFTE*) for each role using the assumed FTEs for each time category and the staff counts (*StaffCount*) reported in the survey for each category within that role. Equation 2 was used to calculate an estimated caseload (*StaffCaseload*) by combining the estimated FTE with the LEA's English learner enrollment (*ELCount*) accessed through state data sources.

For nonpersonnel resources, the survey gathered much less information directly than for personnel, and thus several assumptions were required to transform data into quantities. Specifically, for each type of nonpersonnel resource identified in the survey, a consistent assumption was made about the associated quantity for respondents reporting a given resource primarily based on information gathered through the LEA interviews. For example, all survey respondents reporting the use of tablets for their English learner program were assumed

³¹ The decision to not collect FTE data directly was driven by considerations of burden on respondents and especially in recognition of the wide variation in program size, as well as a judgment that providing accurate FTEs would be a challenge for respondents and imply a level of precision that would likely not exist.

to have program-specific tablets sufficient for 25 percent of their English learners to access them at any given time. An overview of the nonpersonnel quantity assumptions is provided in the *Nonpersonnel Estimates* subsection.

In summary, while imperfect, the quantity assumptions used to transform survey data to estimated resource quantities provide a reasonable approach to extending the survey to inform more specific findings about current resource investments in English learner programs.

Less Than Half-Time Category FTEs

For the less than half-time category assumption, the study team made the midpoint assumption as a baseline and shared the results with the study advisory group. Through those conversations, advisors raised a flag that the estimated caseloads deviated strongly from their prior expectations. In particular, the estimated caseloads were smaller than expected especially for smaller program settings and noninstructional roles. This prompted the study team to reconsider the assumption driving these estimates.

An analysis of the time allocation categories typically identified for each program role category and how this varied by the size of the respondent's English learner population pointed to a few key findings:

- smaller program respondents tended to identify more staff in the less than half-time category, a category sensitive to the study team's assumptions;
- noninstructional roles tended to also be identified more often in the less than half-time category; and
- similar trends were not evident in the between half-time and full-time category, and this category was also relatively less commonly selected overall.

With these findings in mind, the study team focused on possible adjustments to the less than half-time category assumption. The fact that it is more common in smaller program settings and noninstructional roles points to the FTE assumption for this category being particularly important for these estimates. Moreover, the advisory group noted that estimated caseloads appeared low relative to prior expectations, suggesting that a lower FTE estimate may be more appropriate.

With all this in mind, the study team considered making an alternate assumption that first assumed actual FTEs for this category were more credibly below a 0.25 FTE, and *within that lower range* of 0.25 to just above 0 FTEs, a midpoint assumption of 0.125 FTEs was most credible.

The study team would ideally have relied on statewide data about English learner program staff to validate and select the most appropriate assumption. However, only English learner instructional staff are identified in state data, and only a subset of LEAs in the state with English learners (~20 percent) report any staff as English learner instructional staff. Nonetheless, the

study team did compare for all LEAs possible English learner instructional caseloads based upon state data to those estimated under the baseline and alternate assumption. Ultimately, only 56 LEAs were found in both the state file and the survey, and of those the vast majority (~70 percent) were Large program LEAs with no more than 10 LEAs in the other three categories. Considering only LEAs in both contexts in this Large-size category, the study team found that state reported caseloads significantly correlated with estimates relying on baseline *and* alternate assumptions, with similar r-statistics and levels of significance.

In short, comparable survey-estimated instructional caseloads are modestly, and statistically significantly, correlated with caseloads reported in state data, but, with such a small sample, this comparison is quite limited.

With respect to the impact of the change in this assumed FTEs for the less than half-time category, as illustrated in Table A2, resulting differences are generally larger in smaller program settings, and only for noninstructional roles are these differences statistically significant.

Table A2. Comparison of Estimated Caseloads Under the Baseline and Alternate Assumed FTEs for Less Than Half-Time Staff

LEA Size	Count (original)	Count (alternate)	Average (original)	Average (alternate)	Difference in Averages
Very Small (4)					
Instructional Caseloads	24	24	8	12	4
Non-Instructional Caseloads	24	24	13	26	13**
Small (16)					
Instructional Caseloads	35	35	26	39	13
Non-Instructional Caseloads	30	30	37	69	32**
Moderate (50)					
Instructional Caseloads	43	43	38	43	5
Non-Instructional Caseloads	33	33	91	164	73*
Large (265)					
Instructional Caseloads	41	41	54	56	3

LEA Size	Count (original)	Count (alternate)	Average (original)	Average (alternate)	Difference in Averages
Non-Instructional Caseloads	44	44	286	440	154

Source: Authors' calculations based upon survey data received and FY 2021 Statewide Demographic Data

Note. *p<0.05; **p<0.01; ***p<0.001

Note. Numbers in parentheses in the row headings refer to the average number of English learner students in each professional judgment panel representative size category

Ultimately, no assumption can perfectly represent the actual FTEs associated with the staff survey respondents identified in the two time categories for which an assumption was required. Thus, it is important to underscore that the personnel quantities reported based on survey data are inherently imprecise and represent the study team's best estimate.

Nonpersonnel Estimates

Table A3 displays the key assumptions made for each type of nonpersonnel resource and the rationale for the assumptions. For tangible resources that likely have use beyond a single year, the quantity assumption generally included an assumed rate of replacement (e.g., every 5 years, etc.) based upon the typical lifespan of a given resource. The exception to this was facility resources which were transformed to an assumed quantity in a given year as representative of the portion of its use dedicated to English learner programs.

Table A3. Quantity Assumptions for Nonpersonnel Resources Reported in the Survey

Nonpersonnel Resource	Quantity Assumption	Rationale
Computer/Laptop	Assumes 1 computer per TESOL instructor FTE; replaced every 5 years.	This is primarily based upon the assumption that TESOL instructors are clearly program staff (as opposed to base staff) and the assumption that computers or laptops are a staff resource (as opposed to a student resource). These assumptions are informed by the results of the interview process.
Tablet Computer	Assumes 1 tablet for 25 percent of English learners; replaced every 5 years.	This is primarily based upon the assumption that tablets are a student resource (as opposed to a staff resource). This assumption is

Nonpersonnel Resource	Quantity Assumption	Rationale
		informed by the results of the interview process.
Smart board	Assumes 1 smart board per TESOL instructor FTE; replaced every 10 years.	This is primarily based upon the assumption that TESOL instructors are clearly program staff (as opposed to base staff) and the assumption that smart boards are a staff resource (as opposed to a student resource). These assumptions are informed by the results of the interview process.
Headphones with microphone	Assumes 1 headset and microphone for 75 percent of English learners; replaced every 5 years.	This is primarily based upon the assumption that a headset and microphone is a student resource (as opposed to a staff resource) and the assumption that not all students would need to use this resource at the same time allowing for less than a 1:1 quantity. These assumptions are informed by the results of the interview process.
Digital Projector	Assumes 1 projector per TESOL instructor FTE; replaced every 10 years.	This is primarily based upon the assumption that TESOL instructors are clearly program staff (as opposed to base staff) and the assumption that projectors are a staff resource (as opposed to a student resource). These assumptions are informed by the results of the interview process.
Instructional Software	Assumes one license for all English learner students; purchased annually.	This is primarily based upon the assumption that instructional software is purchased with an annual fee and generally available to all students. These assumptions are informed by the results of the interview process.
Classroom	Assumes half of a regular classroom's use dedicated to English learner programs for all TESOL instructor FTEs annually.	This is primarily based upon the assumption that a classroom is not available for program use more than half of the time or for more than half of program staff and the assumption that TESOL instructors clearly are program staff (as opposed to base staff). These assumptions are

Nonpersonnel Resource	Quantity Assumption	Rationale
		informed by the results of the interview process.
Office	Assumes half of an office’s use dedicated to English learner programs for all administrative FTEs annually.	This is primarily based upon the assumption that office space is not available for program use more than half of the time or for more than half of program staff and only available to administrative staff for program use. These assumptions are informed by the results of the interview process.
Intervention Space	Assumes half of a small classroom’s use dedicated to English learner programs for all TESOL instructor FTEs annually.	This is primarily based upon the assumption that an intervention space is not available for program use more than half of the time or for more than half of program staff, that TESOL instructors are clearly program staff (as opposed to base staff), and that this space size is comparable to a small classroom. These assumptions are informed by the results of the interview process.

As illustrated in Table A3, the nonpersonnel quantity assumptions often relied on the amount of TESOL instructors or English learner students as an anchor and leveraged interview data as much as possible to inform these assumptions.

Price Assumptions

With the resource quantities estimated, calculating estimated costs based on survey and interview data requires only an assumption of the price of each resource, or the value of its next best available use. In most cases this is best represented by the price the resource would typically have on an open market. For example, a basic laptop generally has a national market, and the range of prices is relatively consistent across the country, especially given that it can be purchased from an online retailer at the same price from any location.

In contrast, personnel compensation does vary state to state, and even regionally within a state according to a variety of factors. It is important to determine the most appropriate regional market to which an assumed price is meant to apply. This depends on the goals of the study and the perspective of the groups with an interest in its results. For example, are average salaries across a state a relevant reflection of personnel costs or would the ability to compare the estimated costs across states be more relevant, and thus an adjusted national average price would be more appropriate?

In this case, the study team determined that statewide average prices, averaged over the past four years, would offer the most appropriate assumption for state resource price assumptions. The use of state average prices, as opposed to national average prices, was determined to be most relevant to the primary audience to this study as it is focused on funding policies in the state of Ohio specifically.

While the state does identify and use assumed prices for particular base program staff in its foundation formula calculation of a foundation funding base cost, the roles included in this calculation are a subset of the roles identified as English learner program staff and thus insufficient as a data source for this study's price assumptions. Also available to the study team were detailed statewide salary data by particular position categories included in the state's EMIS manual (see Section 3.9). In the interest of consistency, it is this data source the study team used to identify price assumptions.

However, even with the more detailed set of positions in state data, it was still necessary for the study team to select the most applicable EMIS position code(s) to fit the more specific categories of program staff. A detailed summary of the EMIS positions and average prices applied to each program role is provided in the *Personnel* subsection.

For each assumed salary, the study team applied an assumption of benefits and typical employer payments for insurance aligned with the state's foundation formula assumption in the calculation of base cost. Specifically, each salary was multiplied by 1.16 to apply a 16 percent benefit rate and \$14,265.53 was added to the result for insurance payments.

With the assumed compensation for each role identified in the survey and interview, personnel costs were calculated as the product of the role compensation and its estimated FTE.

For nonpersonnel prices, the survey resources were assigned an assumed price based upon available market prices using credible data sources or, where most appropriate, an average of prices reported by interview respondents. A detailed summary of the per-unit prices for each nonpersonnel resource applied to survey data, the relevant unit, and the data source is provided in the *Nonpersonnel* subsection.

Personnel

Table A4 displays the position code(s) used to generate a price assumption for each program staff category, including for broader categories relevant to the survey and more detailed categories identified by interview LEAs. Also included is the statewide average salary amount averaged across the past four years associated with each program staff category.

Table A4. Personnel Salary Assumptions by English Learner Program Staff Categories

Personnel Role Category	EMIS Position Code(s)	Statewide Average Salary
Survey and Interview Categories		
TESOL Instructors	Position Code 230 – Teacher Assignment	\$63,738
Non-TESOL Instructors	Position Code 230 – Teacher Assignment	\$63,738
Instructional Paraprofessionals	Position Code 415 – Instructional Paraprofessional Assignment	\$21,211
Curriculum/Instructional Coach	Position Code 230 – Teacher Assignment	\$63,738
Counselor/Social Worker	Position Code 202 – Counseling Assignment; Position Code 323 – Social Work Assignment	\$64,892
Administrative Staff	Average of Coordinator/Supervisor; EL Director; Building Administrator; Psychologist	\$80,245
Family Engagement Staff	Position Code 510 – Family and Community Liaison Assignment; Position Code 508 – Parent Coordinator Assignment	\$35,982
Educational Service Center (ESC) Staff	Position Code 230 – Teacher Assignment	\$63,738
Other Roles	Position Code 230 – Teacher Assignment	\$63,738
Interview Only		
Coordinator/Supervisor	Position Code 113 – Coordinator Assignment; Position Code 110 – Supervisor/Manager Assignment	\$66,412
EL Director	Position Code 115 – Director Assignment; Position Code 114 – Education Administrative Specialist Assignment	\$89,696
Psychologist	Position Code 318 – Psychologist Assignment	\$70,191
Building Administrator	Position Code 108 – Principal Assignment	\$94,680
Clerical Support Staff	Position Code 502 – Clerical Assignment	\$35,231

Personnel Role Category	EMIS Position Code(s)	Statewide Average Salary
Assistant Superintendent	Position Code 103 – Assistant, Deputy/Associate Superintendent Assignment	\$115,472
Superintendent	Position Code 109 – Superintendent Assignment	\$116,197
Translators/Interpreters	Position Code 329 – Educational Interpreter Assignment	\$33,611

Source: Authors' calculations based upon Statewide Public Education Staff Characteristics and Assignment Data.
 Note. To create the reported average salaries the study team averaged salaries for each position at the district level in each year, excluded outliers more than twice a standard deviation within each year and position, and averaged the resulting salaries to the state level by year and then averaged across the four years included; salaries in this table do not include benefits and the average insurance payments.

Table A5 details per-unit prices for each nonpersonnel resource applied to survey data, the relevant unit, and the data source.

For the interview, interview respondent prices were applied where available, especially for resources purchased in bulk annually (e.g., Chromebooks) or through an LEA-specific contract (e.g., instructional software license). When local prices were unavailable, the survey prices were assumed.

Table A5. Nonpersonnel Annual Price Assumptions by English Learner Program Resource Categories

Resource Category	Per Unit Price	Relevant Unit	Data Source
Computer/Laptop	\$547	1 laptop computer	2022 Laptop Price – Database of National Prices of Educational Resources
Tablet	\$294	1 tablet	2020 Average Chromebook Price – Database of National Prices of Educational Resources
Smart board	\$1,084	1 smart board	2021 Smart Whiteboard Price – Database of National Prices of Educational Resources
Headphones with microphone	\$35	1 headphone with microphone set	Average of local prices reported by interview respondents

Resource Category	Per Unit Price	Relevant Unit	Data Source
Digital Projector	\$336	1 projector	2022 Portable Projector Price – Database of National Prices of Educational Resources
Instructional Software	\$66	Per English learner student	Average of local prices reported by interview respondents
Classroom	\$15,980	1 regular classroom	2020 Average Annual Price for a Regular Classroom – Cost of Facilities Calculator
Intervention Room	\$9,971	1 small classroom	2020 Average Annual Price for a Small Classroom – Cost of Facilities Calculator
Staff Office	\$4,854	1 office	2020 Postsecondary Office Space – Cost of Facilities Calculator
Contracted Translation	\$43	Per English learner student	Average of local prices reported by interview respondents

Sources: Authors’ calculations based upon survey and interview data and the Cost Analysis in Practice Database of National Prices of Educational Resources and Cost of Facilities Calculator

Note. All public market prices converted to 2021 dollars to align with the year of the local price data.

Survey Administration

Overall, 202 survey responses were received, representing an overall response rate of 32 percent of the 636 LEAs with at least one English learner in the 2020/21 school year.³² Not all respondents provided answers to all survey questions, but most (84 percent) completed upwards of 90 percent of the survey.

While an overall response rate of 32 percent may be a strong result given that the survey was administered statewide and entirely voluntary, it certainly falls short of the 85 percent standard set by the National Center for Education Statistics (NCES) for universe collection survey of schools (U.S. Department of Education, 2012). Given this, a nonresponse bias analysis is called for. This analysis compares the key characteristics of the respondent sample to nonrespondents to determine if significant differences exist.

In summary, the survey nonresponse bias analysis suggests that the survey sample had significantly fewer community schools than the nonrespondent group, as well as smaller proportions of city school LEAs and larger proportions of suburban LEAs. Finally, the survey

³² It should be noted that the total number of responses received was larger. A detailed description of the procedure used to de-duplicate the raw responses is included in the *De-duplication and Exclusions* subsection.

sample had significantly lower LEA average proportions of students eligible for free- or reduced-price lunch and students receiving special education services.

More detailed descriptions of the analysis samples and the survey nonresponse bias analysis are provided in the following subsections.

De-duplication and Exclusions

As noted, the survey ultimately received 202 unique responses that were analyzed. This count is the result of a process of de-duplicating close to 300 overall viable responses. Specifically, this process included the following:

- Two respondents did not report an LEA and were excluded.
- One nonpublic LEA and five regional education agencies responded and were excluded.
- Thirty-four respondents had multiple responses with differing completeness and the more complete response was kept.
- Eighteen respondents had multiple responses with equivalent completion and the later response was kept in these cases.
- One LEA had multiple responses of unknown origin, apparently different respondents—possibly school staff. Given the uncertainty, these responses were excluded entirely.
- Four LEAs participating in the interview process also responded to the survey, and their survey responses were excluded.
- Fourteen respondents did not respond to any questions and/or reported no English learner students.

Nonresponse Bias Analysis

Table A6 provides descriptive information about survey respondent LEAs relative to nonrespondent LEAs in the population and notes whether any differences are statistically significant.

As illustrated in the table, the sample LEAs are different from nonrespondents in the population in a few ways. First, the proportion of suburban LEAs among nonrespondents is lower than in the sample, and the proportion of city LEAs is higher among nonrespondents.

Second, the average LEA percentages of students eligible for free- or reduced-price lunch and students with Individual Education Plans (IEPs) are each lower in the sample than in the population.

Finally, there is a large difference in the percentage of community schools in the sample as opposed to the population. While significant, this difference is to some extent a result of the

study team's emphasis on traditional school LEAs where most English learner students are served. While there are over 150 community school LEAs with English learner students, only about 11 percent of English learners were served in these settings statewide in 2020/21. In short, this result suggests that though the survey can less reliably speak to the costs of English learner programs in community schools, it is likewise most relevant to the context in which the majority of these students are served.

Table A6. Survey Sample and Population Characteristics for 2020/21

Characteristic	Survey Sample (n=202)	Non-Respondents (n=434)	Difference
Community schools (percent)	14.3	30.9	-16.5***
Cohort 1 (percent)	32.7	39.4	-6.7
Cohort 2 (percent)	59.9	49.8	10.1*
Cohort 3 (percent)	7.4	10.8	-3.4
City locales (percent)	14.4	26.6	-12.1***
Suburban locales (percent)	45.8	29.9	15.9***
Town locales (percent)	16.9	15.7	1.2
Rural locales (percent)	22.9	27.9	-5.0
Average English learner enrollment (count)	97.7	83.3	14.4
Average English learner enrollment (percent)	4.2	4.7	-0.4
Average students eligible for free- or reduced-price lunch (percent)	46.6	56.7	-10.1***
Average population of students with IEPs (percent)	14.7	17.3	-2.6**

Source: Authors' calculations based upon survey data received and state FY 2021 Statewide Demographic Data.

Note. *p<.05; **p<.01; ***p<.001

Interview Administration

A total of 15 LEAs participated in the interview process, representing a response rate of 33 percent relative to the sample of 46 LEAs selected. Unfortunately, the study team was unable to recruit community schools to participate in the process, and all 15 LEAs were from a traditional district setting. This may be, in part, a result of delays in initiating the outreach process, which was itself a result of delays in accessing detailed, current statewide data about

the numbers and percentages of English learners served in LEAs across the state.³³ A shorter timeline for outreach may have contributed to the lack of response.

Among the traditional school districts, however, the 15 districts represent 42 percent of the sample drawn, and 29 percent of the overall population of traditional districts with at least 5 percent or more English learners. Nonetheless, a nonresponse bias analysis was conducted for the interviews comparing participants to nonparticipants in the population.

In summary, setting aside the community school in the population, the nonresponse bias analysis suggests that the interview sample has significantly larger proportions of city school LEAs and smaller proportions of rural LEAs compared to the nonparticipants in the overall population. The interview sample also had significantly higher counts and percentages of English learner students. A more detailed description of the interview nonresponse bias analysis is included in the following subsection.

Nonresponse Bias Analysis

Table A7 provides some basic descriptive information about interview participant LEAs relative to nonparticipant LEAs in the population among traditional school districts, and whether any differences are statistically significant. As displayed, the interview districts are more likely to be from urban locales than the nonparticipants group and have a slightly higher average percent English learners compared with nonparticipants. Most significantly, the interview districts have a much larger average count of English learners compared to the nonparticipant group.

In short, this result suggests that though our survey can most reliably speak to the costs of English learner programs with very large numbers of these students and relative to non-participants, the interview districts are more representative of programs in city locales.

³³ Specifically, given that community school LEAs are generally smaller in size, identifying those with five percent of their students identified as English learners currently using publicly available data from a few years ago was not ideal, and thus detailed, updated, and unsuppressed statewide data was needed to proceed with selection and outreach.

Table A7. Interview Sample and Population Characteristics for Traditional Settings for 2020–21

Characteristic	Survey Sample (n=15)	Nonparticipants (n=36)	Difference
Cohort 1 (percent)	73.3	55.6	17.8
Cohort 2 (percent)	26.7	38.9	-12.2
Cohort 3 (percent)	<5.0	5.6	<-0.6
City locales (percent)	33.3	2.8	30.6**
Suburban locales (percent)	60.0	61.1	-1.1
Town locales (percent)	6.7	13.9	-7.2
Rural locales (percent)	<5.0	22.2	<-17.2*
Average English learner enrollment (count)	1,843.8	347.1	1,496.7***
Average English learner enrollment (percent)	11.9	8.5	3.4*
Average students eligible for free- or reduced-price lunch (percent)	59.6	55.4	4.2
Average population of students with IEPs (percent)	16.3	15.7	0.6

Source: Authors' calculations based upon survey data received and state FY 2021 Statewide Demographic Data.

Note. *p<0.05; **p<0.01; ***p<0.001

Given that interview LEAs sampled tend to be traditional districts with larger programs in urban locales, it is best to view the interview results as reflecting this specific type of setting rather than a more general setting with 5 percent or more English learners.

Appendix B: Professional Judgment Panels

The professional judgment panel component of the study draws on educator experience and expertise to specify the resources representative schools and school districts need to meet state standards and requirements. This process provides explicit cost information about not only **how much** should be spent, but also **how** it should be spent. These resources can then be costed out by applying salary and benefit information and the prices of other resources (such as for technology) to determine the level of funding needed at a per-student level.

Moreover, the approach selected by the Cupp-Patterson Workgroup to develop the Fair School Funding Plan was a variation on the professional judgment panel approach (Fleeter, 2019), so its use to identify the resources that should be in place to serve English learners is consistent with how base funding was set in Ohio.

The study team conducted four professional judgment panels for the present study, including three school-level panels (elementary, middle, and high school) and one district review panel. Panelists first participated in a 1-hour pre-meeting where background information, instructions, and initial survey results were shared, and then each full-day panel was held remotely in September. Panels included 4–8 Ohio educators with expertise serving English learners, including TESOL-endorsed instructors, instructional and student support staff, school administrators, district administrators, and school business officials.

Panelists were identified by asking for nominations from state education leaders, including those leading professional associations, prominent education organizations, and other relevant organizations; practitioner advisory group members; and the ODE. All nominees were invited to attend a panel, and a total of 23 panelists participated in the four professional judgment panels. A list of panel members is provided in Table B3 at the end of this appendix. Panelists did not receive monetary compensation for their participation.

Each school panel discussed personnel and nonpersonnel resources needed to serve students in different English learner program settings. The final review panel then (a) reviewed the recommendations of the first three panels, (b) adjusted as needed, (c) identified district level

resources, and (d) discussed operational considerations and issues related to the feasibility of implementation.

Professional Judgment Panel Design

The following sections describe aspects of the professional judgment panel design, including the creation of representative schools for panel consideration, information shared with panelists about outcome standards for English learners in Ohio, and the detailed procedures of panel implementation.

Creating Representative Schools

The professional judgment panels identified resources for a set of representative schools, which were designed using statewide average school sizes to represent schools across the state. By creating sets of representative schools based on state averages, panelists from different schools and districts from around the state could “meet in the middle,” meaning that the schools might not look like their home schools specifically but were not so large or so small that they could not envision them and what resources would be needed.

Each panel discussed resource needs in an average size school and district but considered variation in resource need due to:

- **English learner concentration.** The panels first considered the resources needed in an average size school where five percent of students were English learners, then considered how resources might be different if that concentration was instead 25 percent of students in the school, and then if it was a much smaller population (one percent of students).
- **English learner language acquisition level.** The panels also discussed how resource needs varied by student language acquisition level based upon the OELPA categories of Emerging, Progressing, and Proficient (with proficient representing the needs of reclassified/monitoring students). Percentages of students in each category were determined using 2020/21 statewide average OELPA performance results by grade.
- **Presence of Newcomer/SLIFE English learners.** The panelists also discussed if additional resources were needed for Newcomer/SLIFE students.
- **District English learner population size.** The panels discussed the district-level staff and supports that would be needed to serve students in districts with a range of different population sizes.

The representative schools used in the panel are shown in Table B1, and then the representative districts are shown in Table B2.

Table B1: Representative Schools

	Elementary School (K–5)	Middle School (6–8)	High School (9–12)
Enrollment	425	500	600
English Learner Concentration			
<i>1% concentration</i>	4	5	6
<i>5% concentration</i>	21	25	30
<i>25% concentration</i>	106	125	150
English Learner Language Level			
<i>Emerging</i>	12%	19%	21%
<i>Progressing</i>	73%	74%	73%
<i>Proficient</i>	14%	7%	6%
Newcomer/SLIFE	15*	15*	10*

Source: Authors' calculations based upon the 2018–19 NCES Common Core of Data; School Universe Survey
Note. Enrollment based upon averages by grade level, and selected concentrations of 1 percent, 5 percent (overall average), and 25 percent. Language levels based upon distributions by grade level in the OELPA FY 2021 Technical Report. As there was not available information about the statewide average percentage of students that are Newcomer or SLIFE, the panelists instead discussed the resources needed for every 10 or 15 students that qualified in the category and developed staffing ratios that would apply to smaller and larger numbers of these students.

Table B2: Representative District English Learner Population Sizes

District Population Size	Number of English Learners
Very Small (10)	10
Small (25)	25
Moderate (125)	125
Large (375)	375
Very Large (1,200)	1,200

Source: Authors' calculations based upon the 2018–19 NCES Common Core of Data; School Universe Survey
Note. Different district size categories established to facilitate discussion of resource differences by size of program at a scale to be familiar to panelists; numbers in parentheses in the row headings refer to the average number of English learner students in each professional judgment panel representative size category.

Panelists discussed a range of district sizes as well as resource floors and ceilings to understand how costs might vary in smaller population settings, such as 10 students, or larger settings, such as 1,200 students or more.

Summarizing Ohio English Learner Standards

Prior to the commencement of any professional judgment panel discussions, all panelists reviewed a specific set of background materials and instructions prepared by the study team. Panelists were instructed to identify the resources needed to meet all Ohio standards and requirements for English learners, which were provided to panelists in a summary document (the full document is included in Appendix E). This document was reviewed by ODE staff to ensure accuracy.

There are specific state policy areas addressed in the summary document:

- Ohio English Language Proficiency (ELP) standards and Ohio Learning Standards-Extended for English language proficiency,
- guidelines for identifying English learners,
- parent/family notification of English learner identification,
- assessment requirements for English learners,
- exit criteria for English learners, and

- qualification requirements for teachers providing language instruction educational programs for English learners.

Professional Judgment Panel Procedures

Once panelists were provided with instructions and background information to guide their efforts during the initial pre-meeting, the professional judgment panels were convened. Two study team members facilitated the discussion at each panel and took notes about the level of resources needed and the rationale for participant decisions. Panelists were frequently reminded that they should be identifying the resources needed to meet state standards in the most efficient way possible without sacrificing quality.

Panelists discussed the specific resources that were needed to serve English learners:

1. **Personnel**, including TESOL-endorsed instructors, bilingual instructional aides/paraprofessionals, instructional coaches, counselors/social workers, family liaisons, school administrators, and district administrators and support staff;
2. **Nonpersonnel costs**, such as professional development costs, supplies, materials and equipment, and technology;
3. **Non-traditional programs and services**, including summer school, and family and community engagement programs; and
4. **District-level supports**, in addition to the district-level personnel identified, including supports such translation and interpretation services.

For each panel, the figures the study team recorded represent a consensus among members. At the time of the meetings, no participant (either panel members or study team members) had a precise idea of the costs of the identified resources. Instead, the study team's actual calculations and costing of resources took place later. This is not to say that panel members were unaware that higher levels of resources would produce higher cost estimates or weights; however, without specific price information and knowledge of how other panels were proceeding, it would have been difficult for any individual or panel to suggest resource levels that would have led to a specific cost estimate or weight, much less a cost that was relatively higher or lower than another.

Panel Participants

Table B3 presents the specific panelists, their district or organization, and the panel in which they participated.

Table B3. Panel Participants List

Panelist	District/Organization	Panel
Patty Fong	Cincinnati Public Schools	Review
Jose Gonzalez	Cleveland Metropolitan School District	High
Megan Graham	Cincinnati Public Schools	High
Eric Gulley	Hilliard City Schools	Review
Diana Hensley	Perrysburg Exempted Village School District	Middle
Wafa Hinnawi	Pickerington Local Schools	High
Jill Kramer	Ohio State University	Review
Megan LeMaster	Centerville City Schools	High
Sara Levitt	Formerly Whitehall City Schools	Review
Natalie Lozada	Cincinnati Public Schools	Review
Margaret Lytle	Cincinnati Public Schools	High
Amy McKinney-Janev	Marion City Schools	Elementary
Christy McNulty	Pickerington Local Schools	Middle
Jessica Molina	Perrysburg Exempted Village School District	High
Melisa Ray	Reynoldsburg City Schools	Elementary
Connie Reyes-Rau	Hamilton County ESC	Review
Jackie Roewedder	Cincinnati Public schools	Middle
Jodie Schlaerth	Pickerington Local Schools	High

Panelist	District/Organization	Panel
John Shepard	Ohio Department of Education, Painesville City Local SD (retired)	Review
Erica Stone	Dublin City Schools	Elementary
Amy Szyndler	Perrysburg Exempted Village School District	Elementary
Kelly Wohlgamuth	Findlay City Schools	Middle
Dennis Yommer	Youngstown City	High

Appendix C: Additional Study Analyses

To supplement this report’s focus on estimating the costs of educating English learners, the study team also analyzed data on English learner academic achievement. This section of the report utilizes extant data maintained by the state to understand the relationships between academic achievement, student demographics, special populations, school finances, and regional factors. The following specific supplemental research questions were explored for these analyses:

- How does the academic performance of English learners vary relative to expectations?
- Does the level of English learner instructional staff relate to English learner academic performance?

Data

Student Academic and Language Proficiency Testing

In addition to the data reported in the *Statewide Survey and Interview Data* section of Appendix A of the main body of the report, the study team also collected data on student academic and language proficiency to support these supplemental analyses. Specifically, this included Ohio State Test (OST) and OELPA data.

Student-level OST data were available for all 3rd through 12th grade students who took at least one OST exam, and study analyses focused on the English language arts (ELA) and mathematics OST exams taken by 3rd through 8th grade students. The study team aggregated these data to the school level and examined both proficiency and growth rates (normal curve equivalent [NCE] scores) during the 2016/17 through 2020/21 school years. Student-level OELPA data was available for all students who took the OELPA across all grades. Using information on their proficiency level within each domain of the OELPA (listening, reading, speaking, and writing) each student was identified in the state performance categories: Emerging, Progressing, or

Proficient. These data were also aggregated up to the school-level and were available for all school years between 2016/17 through 2020/21.

Key Methods

Beating the Odds Analysis

A Beating the Odds (BTO) analysis allowed the study team to examine the local factors most closely associated with academic achievement for English learners. Specifically, this analysis examines variation in school-level academic outcomes, accounting for the local context at a given school. The resulting model estimates predicted outcomes which can be compared to observed outcomes to identify schools performing well above or below their prediction.

Specifically, the study team utilized an Ordinary Least Squares (OLS) regression model to predict English learner-specific, school-level ELA proficiency rates for each school with at least three English learners between 2016/17 and 2020/21. Students were considered proficient if they scored Proficient, Accomplished, or Advanced on the OST ELA exam.

In line with methods from similar studies (Partridge et al., 2017; Abe et al., 2015), the main independent variables in this model were student demographic variables. Specifically, the study team controlled for cohort, year, the percentage of English learner students who are White, the percentage of English learners who are Black, the percentage of English learners who are Hispanic or Latino, the percentage of English learners who qualify for free or reduced-price lunch, and the percentage of English learners who are Newcomers.

Ultimately, schools were considered “beating the odds” if their OST ELA proficiency rate was at least 10 percentage points higher than what the OLS model predicted.

Assessment of Optimal English Learner Instructional Caseloads

To provide an additional investigation of the factors most associated with English learners’ academic achievement, the study team also used statistical modeling to identify an optimal caseload for English learner instructional staff. In contrast to the BTO analysis, this school-level analysis considered all data to which the team had access (e.g., demographic data, financial data, and regional contextual data), and attempted to identify the factors most strongly correlated with English learners’ academic achievement.

This analysis utilized a least absolute shrinkage and selection operator (LASSO) procedure to identify factors most strongly correlated with variation in Mathematics NCE scores (i.e., a measure of growth in English learner student performance). This provided an opportunity to understand variation in a measure of English learner academic achievement (aside from proficiency rates). In short, the LASSO algorithm considers all variables in the dataset and identifies which ones have the most outsized effect on a given dependent variable. This method

is most useful when the number of observations in the dataset is relatively low and the number of variables (columns) in the dataset is relatively high (Tibshirani, 1996).

Ultimately, the results of this analysis yielded insight regarding the link between caseloads and academic achievement and identified a caseload level where the academic achievement of English learners tends to be most impacted.

Findings

Beating the Odds Analysis

The BTO analysis revealed that some demographic characteristics of English learners were associated with larger declines in English learner academic achievement but that these dynamics were complicated and require further study. Schools selected as overperforming schools tended to have larger proportions of historically high-need student groups than underperforming schools but smaller proportions of high-need student groups relative to the general population.

Specifically, it was difficult to accurately model variation in most types of academic achievement for English learners. Out of all the student academic outcomes considered, the study team was most confident in our ability to predict English learner-specific ELA proficiency rates. However, the study team was only able to explain roughly 20 percent of the variation in these data, meaning that unobserved factors play a large role in determining English learner academic achievement. With respect to observable factors, the overall proportion of English learners and the proportion of English learners which are Newcomer English learners had the most pronounced negative correlation with proficiency rates.

Of the 1,166 schools in the sample in 2020/21,³⁴ 160 schools had English learner proficiency rates that were at least 10 percentage points greater than their predicted values, and 91 schools had English learner proficiency rates that were at least 10 percentage points worse than their predicted values.

English learners at overperforming schools had an average English learner proficiency rate of 31 percent, compared to 4.5 percent at schools which were neither overperforming nor underperforming. Many of these overperforming schools were in the western part of the state, as SST regions 6, 1, and 14 had the highest proportions of overperforming schools. In each of these regions, at least one in five schools was selected as a BTO school. Counties with the most schools included in the sample did not always have the most BTO schools; Franklin, Cuyahoga, and Hamilton counties contained 37 percent of schools in the sample but only 30 percent of all

³⁴ This sample consists of all schools in 2020/21 with at least three English learners and which serve grades 3 through 8.

overperforming schools. Cohort 1 (as defined by the study team) contained just over half of all BTO-eligible schools but only 42.5 percent of all overperforming schools.

Compared to underperforming schools, overperforming schools tended to have a higher proportion of English learners overall, a higher proportion of Newcomer English learners, and a higher proportion of English learners who are also low-income students. However, the overperforming schools also had relatively fewer of these students than the general population. In other words, a subset of schools with relatively high numbers of high-need English learners were able to “beat the odds,” but, in general, the schools with the largest populations of these students tended not to.

Although this analysis was able to identify factors correlated with English learner academic achievement, and compare characteristics across underperforming and overperforming schools, it should prompt further investigation. Because this section focused on the test scores of 3rd through 8th graders, the findings may only be relevant to schools which serve those grades. Finally, since the analysis was specific to ELA proficiency rates, and because the statistical model only weakly explained variation in these rates, determinants of English learner academic achievement are still not well known. Unobservable—or simply unobserved—factors likely play a large role determining English learner academic achievement.

Assessment of Optimal English Learner Instructional Caseloads

Using the LASSO algorithm, the study team selected variables which had the most significant connection with school-level English learner academic achievement from a wide pool of available measures and then estimated the effects of changing a school’s caseload, holding constant all other factors. They placed particular focus on the correlation between caseloads and mathematics NCE scores for English learners.

After predicting mathematics NCE scores, the study team identified a set of caseload levels at which predicted NCE scores could be most impacted by caseloads. As was the case for the BTO analysis, the findings of this analysis are limited to a subset of schools in the state and should be interpreted alongside other contextual factors.

Specifically, it turned out that few observable factors did a great job of describing variation in English learner academic achievement. Even after implementing the LASSO procedure, the study team was only able to identify a significant correlation between caseloads and variation in mathematics NCE scores for English learners.

Limitations notwithstanding, the study team did identify several factors that were more strongly correlated with mathematics NCE scores than others. Although a school’s proportion of low-income students did have a clear association with these scores, the proportion of Newcomer English learners did not. On average, schools with higher low-income populations

tended to have lower mathematics achievement than schools with fewer low-income students.³⁵

Although this analysis identified some limited insight as to the factors most strongly associated with English learner mathematics achievement, it was difficult to identify an optimal English learner instructional caseload. On average, schools with higher caseloads had worse English learner mathematics achievement, but there was no clear point on the distribution of caseloads at which math achievement drastically increased or decreased. For this reason, the study team did not identify an optimal caseload but was able to speak generally about where the benefits of caseload reductions may be most pronounced.

Specifically, between caseloads of 120:1 and 30:1, English learner performance on mathematics exams appears to increase with reductions in caseloads. This correlation may be even more significant at caseloads between 70:1 and 30:1, indicating that the benefits of caseload reductions could be most pronounced in this range. For schools with the highest caseloads, the correlation between mathematics achievement and caseloads is less clear.

Overall, caseloads are highly variable across the state and out of the available measures of academic achievement, caseloads appeared to be most correlated with English learner mathematics achievement. That said, this correlation was relatively small and mathematics achievement is only one facet an English learner's educational achievement. In the end, this analysis provides only suggestive empirical evidence of the potential benefits of caseload reductions to English learner mathematics achievement and points to the need for more comprehensive data and additional investigation.

³⁵ These schools also tended to have lower ELA proficiency rates and lower OELPA proficiency rates than the general population.

Appendix D: Additional Results and Findings

Additional Survey and Interview Results and Findings

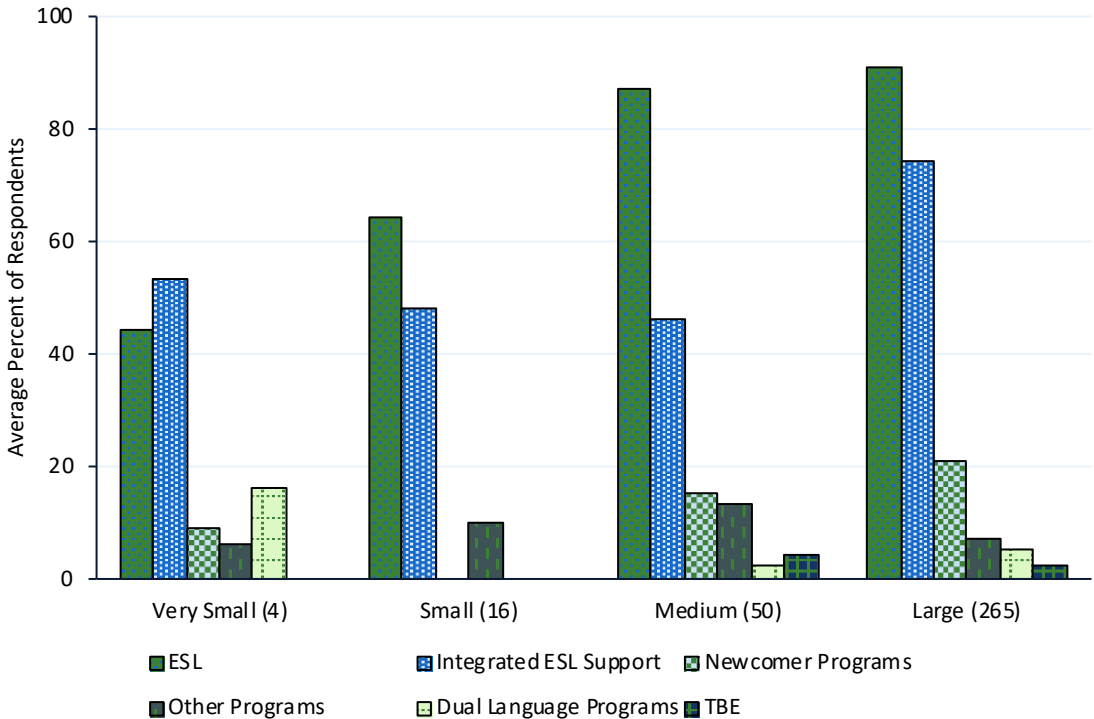
The following sections provide additional results and findings from the survey and interview data, organized within the same subsections as in the main body of the report.

Program Design

Additional Figures

Figure D1 provides additional information informing Finding 1. Specifically, the figure displays the average percent of survey respondents reporting each program model by program size category.

Figure D1. Average Composition of Program Types by English Learner Population Size



Source: Authors’ calculations based upon data available in the LEA survey sample; 178 total underlying responses.
 Description: Figure displays the average percent of respondents reporting each program type by program size category; program types are displayed by program size category from left to right as listed in the legend left to right and top to bottom such that Very Small Program settings report ESL 44 percent of the time on average.

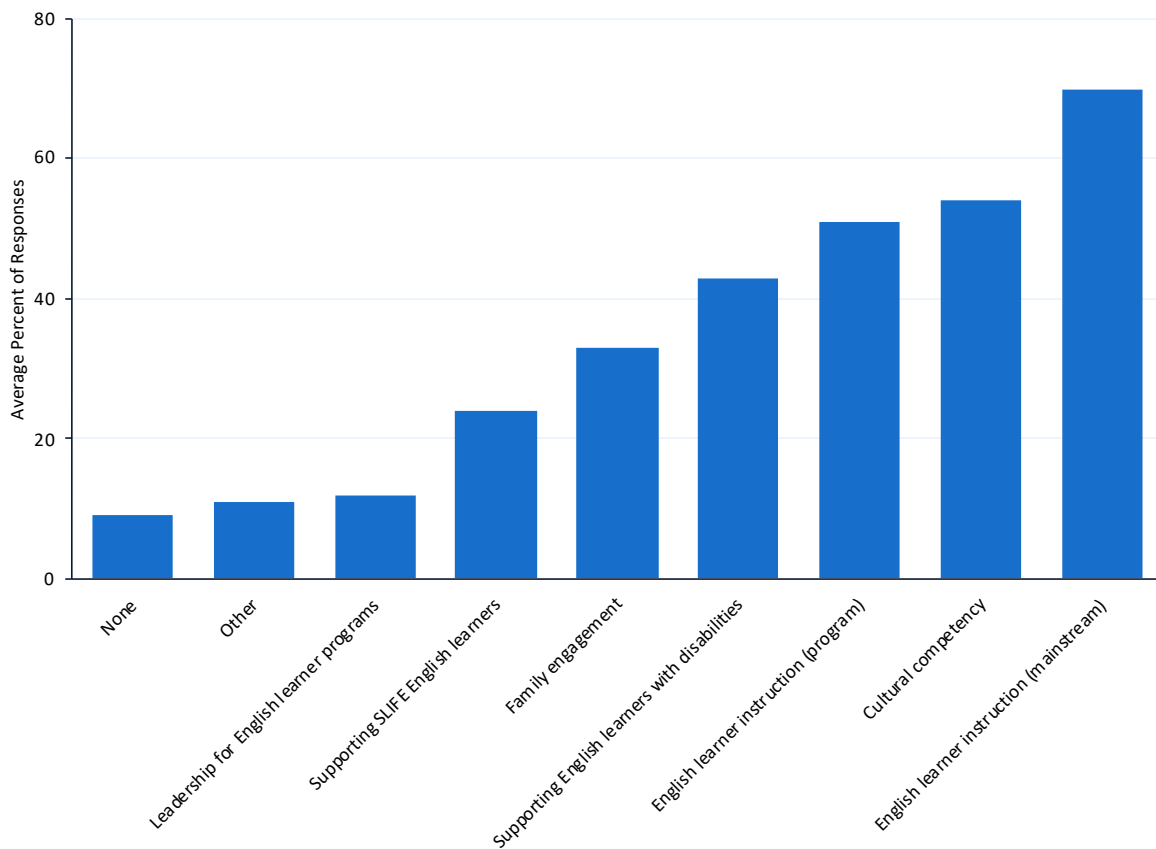
Note. Numbers in parentheses refer to the average number of English learner students in each program size category.

Program Activities

Additional Figures

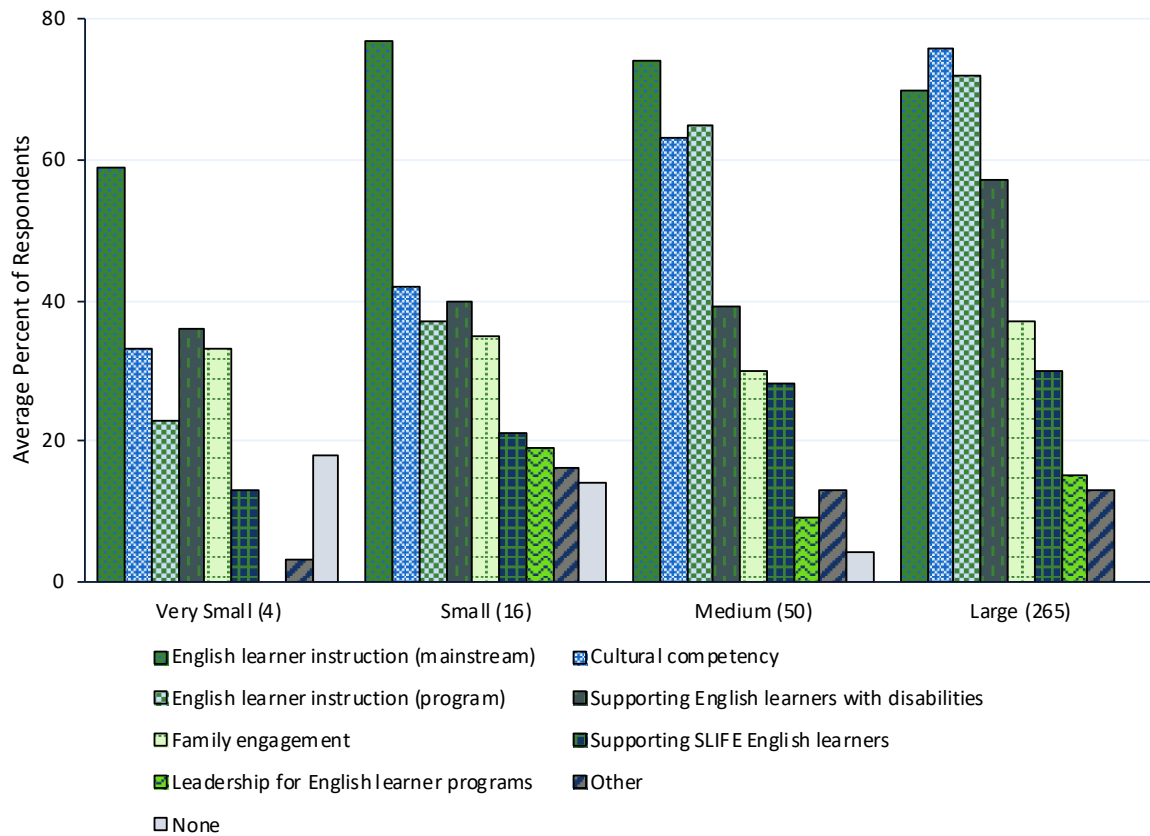
Figure D2 and Figure D3 provide additional information informing Finding 4. Specifically, the first figure displays the average percent of survey respondents reporting each type of professional development activity. The second displays the average percent of survey respondents reporting each type of professional development activity by program size category.

Figure D2. Professional Development Activities for English Learner Program Staff



Source: Authors' calculations based upon data available in the LEA survey sample; 186 total underlying responses.
Description: Figure displays the average percent of respondents reporting each type of professional development activity such that, for example, respondents report EL Instruction (program) activities 51 percent of the time on average.

Figure D3. Professional Development Activities by the Size of the English Learner Population



Source: Authors’ calculations based upon data available in the LEA survey sample; 176 total underlying responses.
Description: Figure displays the average percent of respondents reporting each type of professional learning activity by program size category; professional development activities are displayed by program size category from left to right as listed in the legend left to right and top to bottom such that Small EL Program settings report Family engagement activities 35 percent of the time on average.
Note. Numbers in parentheses refer to the average number of English learner students in each program size category.

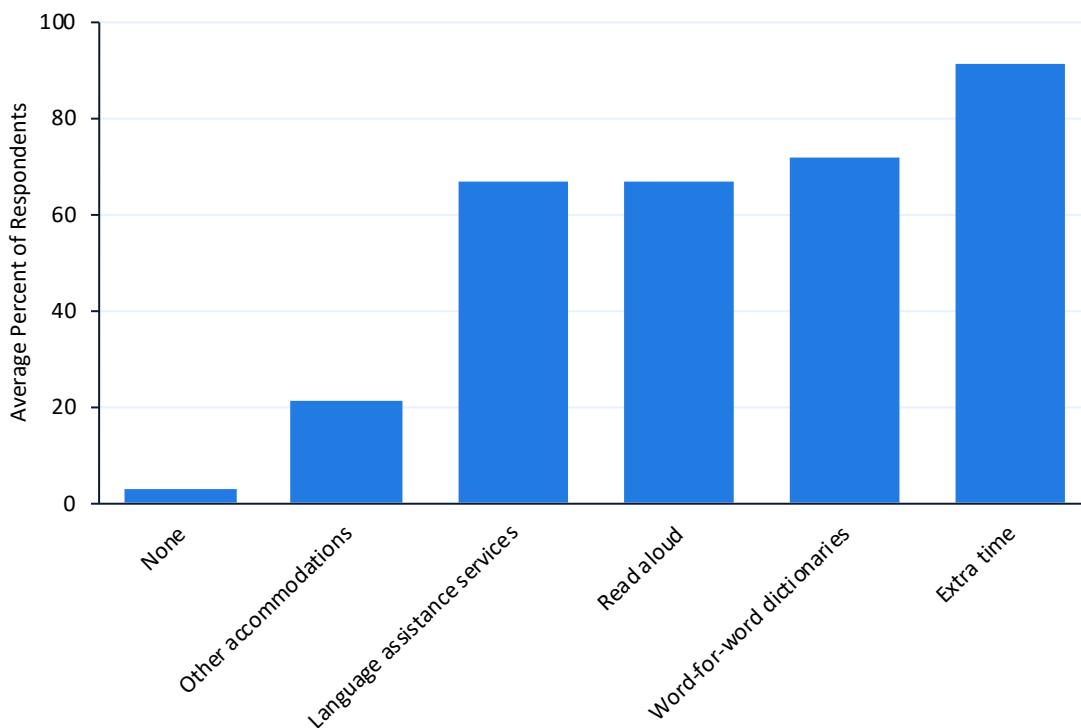
Additional Findings

Findings D1 and D2 are described in detail in following section.

Finding D1: Routine language accommodations were commonly reported by survey respondents, as were language assistance services.

Perhaps it is not surprising, but it is notable that most survey respondents reported providing routine accommodations such as “extra time,” “word-for-word dictionaries,” and “read aloud.” As illustrated in Figure D4, over 60 percent of respondents reported providing each, with over 90 percent reporting they provided “extra time.”

Figure D4. Accommodations Identified by Survey Respondents



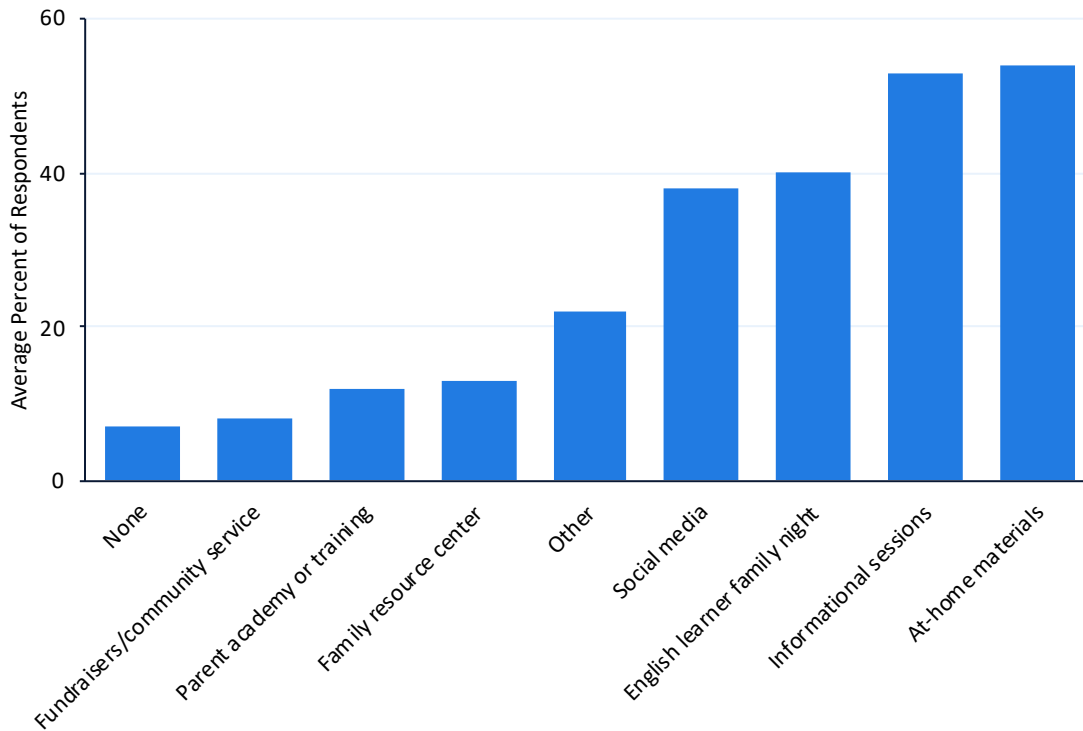
Source: Authors' calculations based upon data available in the LEA survey sample; 186 total underlying responses.
Description: Figure displays the average percent of respondents reporting each type of accommodation such that, for example, respondents report Extra time 91 percent of the time on average.

A similar percent of respondents reported providing language assistance services—translation and/or interpretation. Survey respondents reported that the provision of these services was through LEA staff and/or contract providers.

Finding D2: Despite survey respondents reporting various family engagement activities for English learner programs, relatively few reported family engagement staff.

Survey respondents reported various types of family engagement activities, though some commonalities existed. Overall, LEAs' commonly reported ways of engaging English learner families were through sending materials home or holding informational sessions. Social media as a tool for engagement and family nights were also somewhat common (see Figure D5).

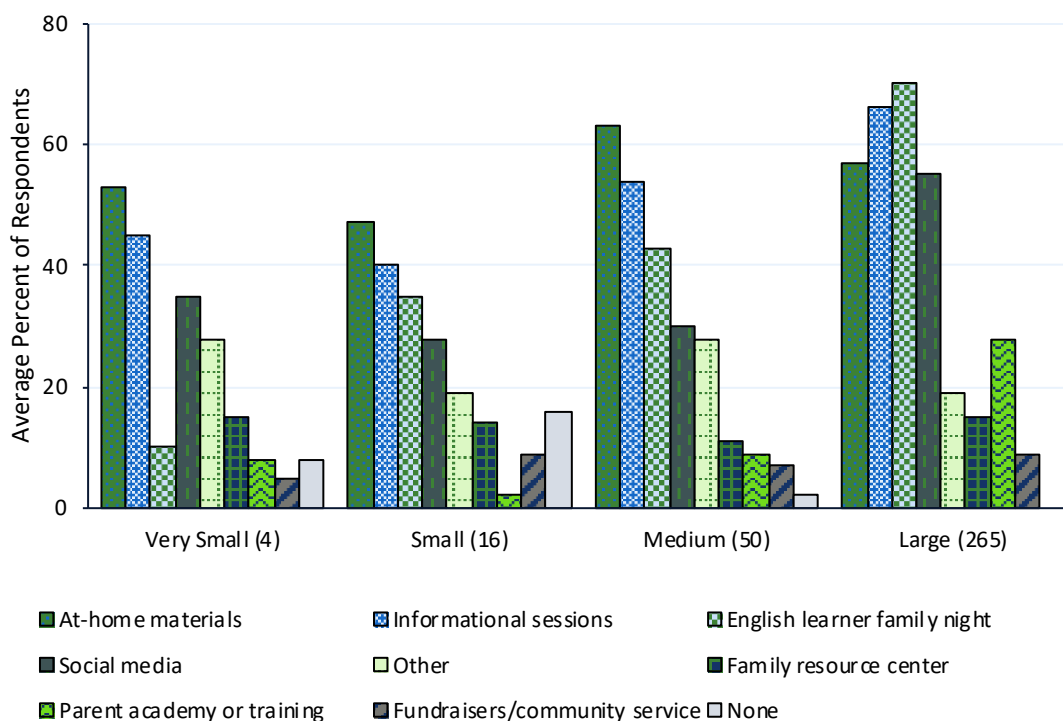
Figure D5. Family Engagement Activities Reported by Survey Respondents



Source: Authors' calculations based upon data available in the LEA survey sample; 186 total underlying responses.
Description: Figure displays the average percent of respondents reporting each type of family engagement activity such that, for example, respondents report Social media 38 percent of the time on average.

Also of note is the variation in activities reported by the size of the English learner population. While informational sessions and sending materials home were reported at similar rates for all size categories, “EL family night” was very uncommon in Very Small program settings, while “Parent academy or training” was identified more than twice as often in Large program settings as opposed to smaller program contexts (see Figure D6).

Figure D6. Family Engagement Activities by the Size of the English Learner Population

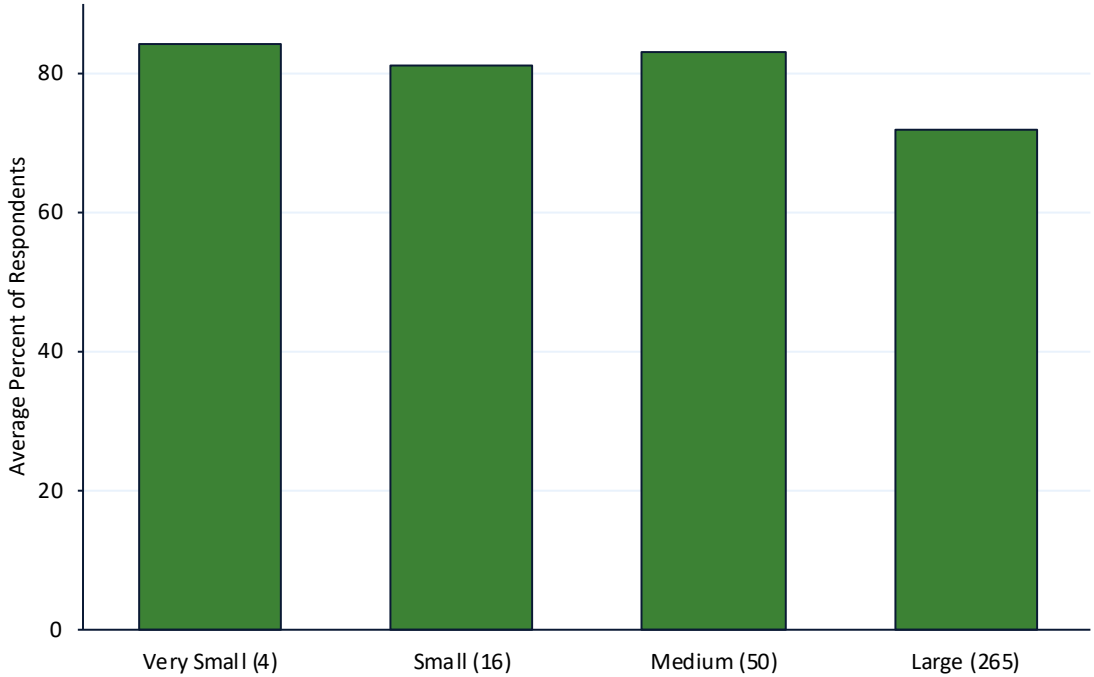


Source: Authors’ calculations based upon data available in the LEA survey sample; 176 total underlying responses.
Description: Figure displays the average percent of respondents reporting each type of family engagement activity by program size category; family engagement activities are displayed by program size category from left to right as listed in the legend left to right and top to bottom such that Medium EL Program settings report Informational sessions activities 54 percent of the time on average.
Note. Numbers in parentheses refer to the average number of English learner students in each program size category.

Notwithstanding the differences by program size, in general, the most common activities such as “Materials for at home” and “Informational sessions” are less time and personnel intensive. This makes sense given that survey respondents generally reported family engagement staff allocated to English learner programs infrequently.

While only fewer than 10 percent of survey respondents reported no family engagement activities, over 70 percent of respondents reported no English learner program family engagement staff. As illustrated in Figure D7, this result is generally consistent across all program size categories.

Figure D7. Percent of Respondents Reporting No Family Engagement Staff by the Size of the English Learner Population



Source: Authors' calculations based upon data available in the LEA survey sample; 163 total underlying responses. Description: Figure displays the average percent of respondents reporting no family engagement staff by program size such that, for example, Small EL Program setting respondents report no such staff 81 percent of the time on average. Note. Numbers in parentheses refer to the average number of English learner students in each program size category.

These results from the survey are supported by information gathered from interview respondents. While 53 percent reported an English learner program position supporting family engagement, many reported that these staff are maintaining an unsustainable workload and/or must rely on ad hoc additional engagement by English learner instructors or paraprofessionals to engage families as meaningfully as possible given budget constraints. For example, several reported extra time, with an average of 0.38 FTEs and up to 1.625 FTEs of additional volunteered time by these staff.

In summary, survey and interview results suggest that engagement of English learner families typically is not carried out by English learner program staff and thus unsurprisingly includes

fewer staff-intensive activities, excepting perhaps program staff willing to volunteer personal time to engage the families of English learners more meaningfully.

Program Resources

Additional Tables

Tables D1 and D2 provide additional information informing Finding 6. Specifically, Table D1 reports summary statistics for estimated caseloads for all role categories. Table D2 displays reported caseloads and FTEs by broad staff categories most comparable to the survey categories. The count reported refers to the number of interview respondents reporting staff in each category.

Table D1. Staff Caseloads Reported by Survey Respondents by Role Categories

Personnel Role	Count	Median	Mean
Instructional Roles			
TESOL Instructors	118	31 (1.5)	38 (4.2)
Non-TESOL Instructors	72	12 (3.8)	34 (19.4)
Instructional Paraprofessionals	64	43 (1.0)	65 (3.6)
Noninstructional Roles			
Curriculum/Instructional Coach	60	88 (0.6)	234 (1.1)
Counselor/Social Worker	70	34 (1.2)	68 (2.6)
Administrative Staff	92	50 (1.0)	260 (1.9)
Family Engagement Staff	32	74 (1.0)	151 (1.5)
Educational Service Center (ESC) Staff	53	116 (0.1)	253 (0.5)
Other Roles	17	47 (0.5)	85 (1.5)

Source: Authors' calculations using available survey data and FY 2021 Statewide Demographic Data
 Note: FTEs reported in parentheses.

Table D2. Staff Caseloads and FTEs Reported by Interview Respondents by Role Categories

Personnel Role	Count	Median	Mean
Instructional Roles			
TESOL Instructors	14	50 (33.7)	53 (37.8)
Non-TESOL Instructors	4	43 (15.0)	47 (33.8)
Instructional Paraprofessionals	10	63 (17.5)	66 (35.6)
Noninstructional Roles			
Curriculum/Instructional Coach	3	1,803 (0.7)	2,122 (1.1)
Counselor/Social Worker	9	597 (6.0)	908 (8.1)
Administrative Staff	15	352 (2.5)	576 (6.4)
Family Engagement Staff	8	1,098 (1.6)	1,136 (2.5)

Source: Authors' calculations using available interview data and FY 2021 Statewide Demographic Data
 Note: FTEs reported in parentheses; Family Engagement staff estimate excludes one extreme outlier value.

Additional Findings

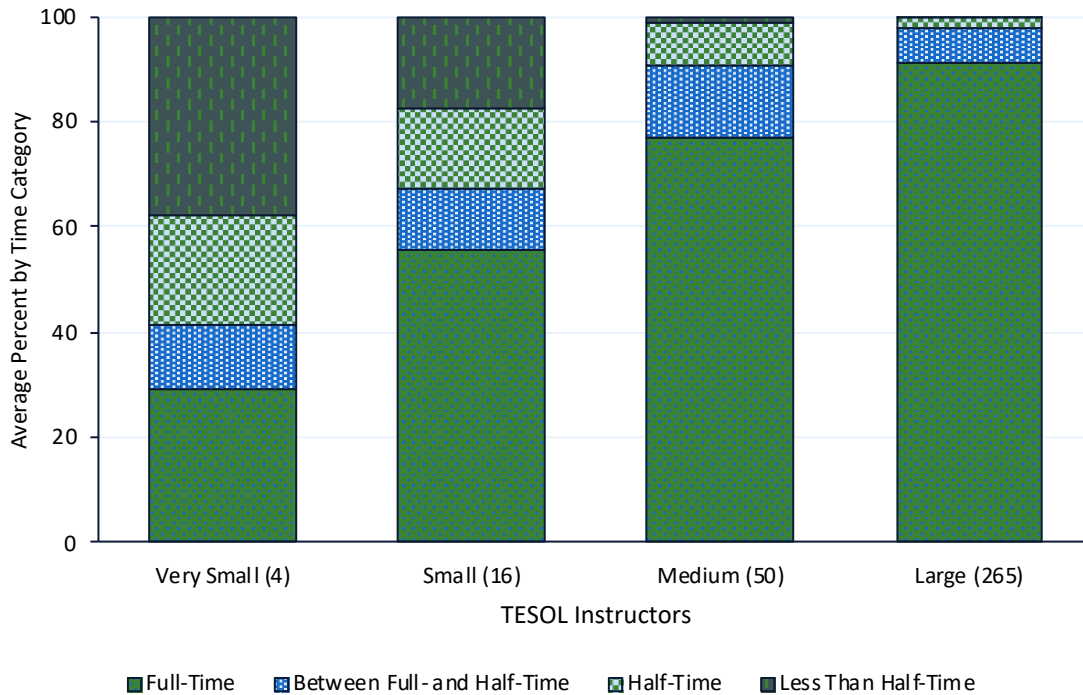
Findings D3, D4, and D5 are described in detail in following section.

Finding D3: Instructional staff time allocations are lower for LEAs with fewer English learner students across all role categories.

As illustrated in Figures D8, D9, and D10, estimated time allocations for English learner program instructors based upon survey and interview results tend to increase as the size of the English learner population grows. Specifically, about 40 percent of TESOL instructors are working more than half-time to support English learner programs in Very Small program LEAs, while in Large program LEAs nearly 100 percent are allocated at this level of time commitment. The results are similar for non-TESOL instructors, with about 45 percent allocated to more than half-time in Very Small program LEAs, and this share generally increases as the size of the English learner population grows, reaching about 75 percent in Large program LEAs. Finally, for instructional paraprofessionals, the pattern repeats with close to 45 percent of these staff

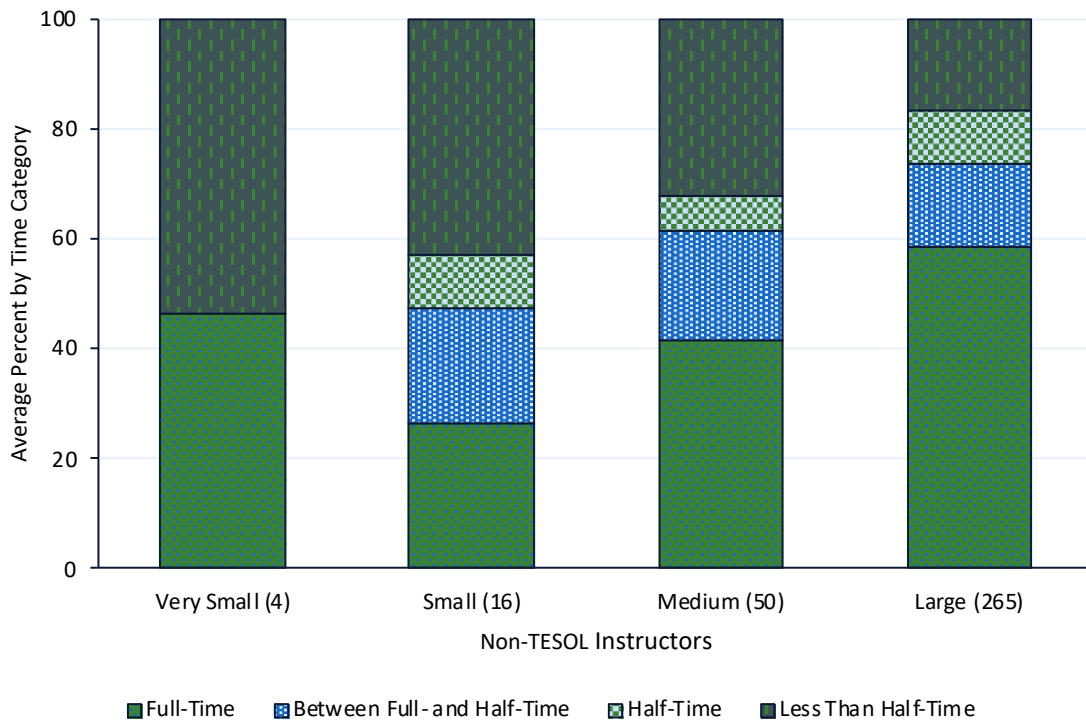
working more than half-time in Very Small settings compared to close to 90 percent in Large settings.

Figure D8. Share of TESOL Endorsed Staff in Each Time Category by the Size of the English Learner Population



Source: Authors' calculations based upon data available in the LEA survey sample; 161 total underlying responses.
Description: Figure displays the average percent of respondents reporting each time category for TESOL instructors by program size; time categories are displayed by program size category from bottom to top as listed in the legend left to right such that Small EL Program setting respondents report full-time TESOL Instructors 56 percent of the time on average.
Note: Numbers in parentheses refer to the average number of English learner students in each program size category.

Figure D9. Share of Non-TESOL Endorsed Staff in Each Time Category by the Size of the English Learner Population

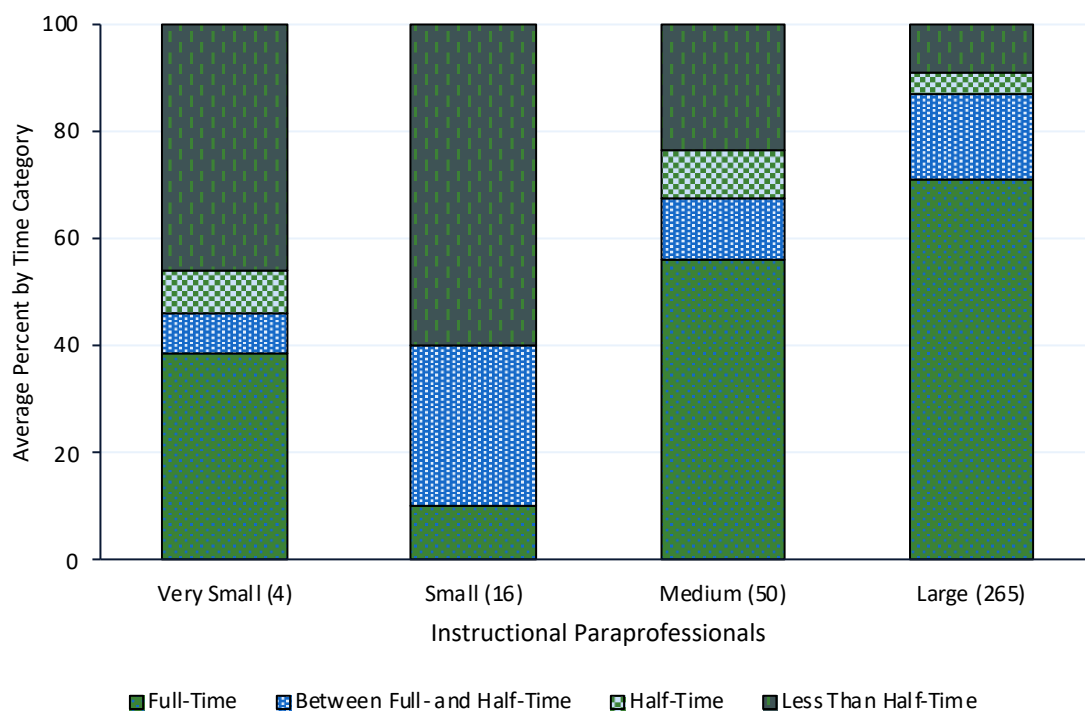


Source: Authors' calculations based upon data available in the LEA survey sample; 161 total underlying responses.

Description: Figure displays the average percent of respondents reporting each time category for non-TESOL instructors by program size; time categories are displayed by program size category from bottom to top as listed in the legend left to right such that Medium EL Program setting respondents report full time non-TESOL Instructors 41 percent of the time on average.

Note: Numbers in parentheses refer to the average number of English learner students in each program size category.

Figure D10. Share of Instructional Paraprofessionals in Each Time Category by the Size of the English Learner Population



Source: Authors’ calculations based upon data available in the LEA survey sample; 161 total underlying responses.
Description: Figure displays the average percent of respondents reporting each time category for instructional paraprofessionals by program size; time categories are displayed by program size category from bottom to top as listed in the legend left to right such that Large EL Program setting respondents report full time Instructional Paraprofessionals 71 percent of the time on average.

Note. Numbers in parentheses refer to the average number of English learner students in each program size category.

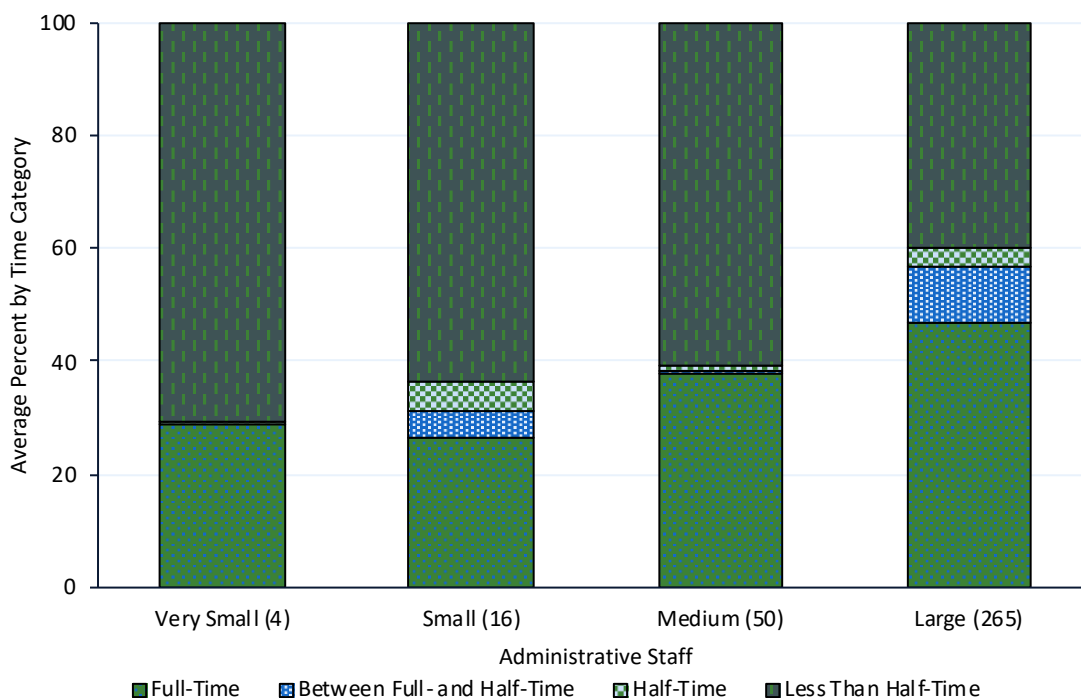
The main implication of this consistent trend is that smaller English learner program settings are more likely to be either allocating part-time staff to instructional roles (typically fewer than 0.50 FTEs) and/or sharing instructors with other programs including perhaps the LEA’s base program.

Finding D4: For noninstructional roles, it is common across all program sizes for noninstructional personnel to be allocated on a part-time basis.

For noninstructional staff the results are more consistent across settings, with minimal time allocated for most noninstructional roles in all size categories. However, as illustrated in Figure D11, average percent reporting administrative staff working at least half-time increases noticeably for Large program LEAs relative to LEAs with smaller English learner populations, increasing from between 20 and 40 percent to 60 percent. That said, for all size categories the

percentage of administrative staff dedicating less than half-time to English learner programs is at least 40 percent.

Figure D11. Share of Administrative Staff in Each Time Category by the Size of the English Learner Population



Source: Authors’ calculations based upon data available in the LEA survey sample; 161 total underlying responses.
Description: Figure displays the average percent of respondents reporting each time category for administrative staff by program size; time categories are displayed by program size category from bottom to top as listed in the legend left to right such that Very Small EL Program setting respondents report full time Administrative Staff 29 percent of the time on average.
Note. Numbers in parentheses refer to the average number of English learner students in each program size category.

This result is consistent for other noninstructional roles such as curriculum/instructional coaches, family engagement staff, and counselors/social workers.

The implication of this finding is that, perhaps with the exception of Large program settings, noninstructional LEA staff are most likely to be part-time and/or shared with other programs including an LEA’s base program.

Finding D5: Interview results provide information about the different specific roles that may exist within the broad categories available in the survey.

Given the ability to collect more detailed information through the interview process, the study team can report a more comprehensive picture of the staff roles involved in English learner programs for these LEAs. These results, while most applicable to Very Large program settings, may provide some clues as to what types of roles exist among survey respondents within the survey’s broad staff categories (see Figure D3).

Table D3. Detailed Roles Identified by Interview Respondents by Broad Staff Category

Personnel Role Category	Detailed Roles
TESOL Instructors	Classroom English learner instructor, itinerant instructional support, or lead teacher
Non-TESOL Instructors	Classroom English learner instructor, mainstream content instructor with program role
Instructional Paraprofessionals	Bilingual paraprofessional/aid in classroom, English learner program tutor
Curriculum/Instructional Coach	Literacy coach, bilingual specialist coach
Counselor/Social Worker	Site-based counselor, social worker, psychologist with program role
Administrative Staff	Program coordinator, district director, assistant superintendent or superintendent with program role, building principal with program role, clerical staff/administrative assistant
Family Engagement Staff	Multilingual/bilingual family liaison, liaison with SLIFE students and families, community coordinator or liaison

Source: Based upon data available in the LEA interview sample

Additional Professional Judgment Panel Results and Findings

The following sections provide additional results and findings from the professional judgment panels, including more detailed identified resources and estimated costs.

Resources Identified for English Learners

Additional Tables

Tables D4, D5, D6, and D7 provide additional information about the resources recommended for English learners by the panels.

Specifically, Table D4 reports the estimated instructional personnel FTEs based upon resource levels recommended by the panels to serve English learners for elementary, middle, and high schools respectively.

Table D4. Instructional Personnel to Support English Learners in Elementary, Middle, and High School Settings

Resource	Elementary School (425 students)			Middle School (500 students)			High School (600 students)		
5% Concentration	Emerging (3 English learners)	Progressing (15 English learners)	Proficient (3 English learners)	Emerging (5 English learners)	Progressing (18 English learners)	Proficient (2 English learners)	Emerging (6 English learners)	Progressing (22 English learners)	Proficient (2 English learners)
TESOL-endorsed Instructors	0.2	0.5	0.03	0.3	0.6	0.02	0.4	0.7	0.02
Instructional Aides	-	-	-	-	-	-	1.2	0.8	-
25% Concentration	Emerging (13 English learners)	Progressing (76 English learners)	Proficient (17 English learners)	Emerging (24 English learners)	Progressing (92 English learners)	Proficient (9 English learners)	Emerging (30 English learners)	Progressing (110 English learners)	Proficient (10 English learners)
TESOL-endorsed Instructors	0.9	2.5	0.2	1.6	3.1	0.1	2.0	3.7	0.1
Instructional Aides	-	-	-	-	-	-	6.0	3.9	-
1% Concentration	All Language Levels (4 English learners)			All Language Levels (5 English learners)			All Language Levels (6 English learners)		
TESOL-endorsed Instructors	0.4 (150 minutes, per pupil, per week)			0.45 (150 minutes, per pupil, per week)			0.5 (150 minutes, per pupil, per week)		
Instructional Aides	-			-			-		

Source: Authors' calculations based upon data available from the professional judgment panel recommendations

Table D5 reports the estimated FTEs based upon resource levels recommended by the panels for counselor/social worker, family liaison, and administrative staff for different sized districts.

Table D5. Student Support, Family Engagement, and Administrative Personnel to Support English Learners

	Very Small (10)	Small (25)	Moderate (125)	Large (375)	Very Large (1,200)
Counselor/Social Worker	0.04	0.1	0.5	1.5	2.5
Family Liaison	0.05	0.1	0.6	1.9	5.0
Director	0.05	0.1	0.1	0.1	0.4
Coordinator				1.0	2.0
Testing/Compliance Support Staff	0.04	0.1	0.4	1.3	4.2

Source: Authors' calculations based upon data available from the professional judgment panel recommendations
 Note. Numbers in parentheses refer to the average number of English learner students in each program size category.

Table D6 reports the specific estimated per pupil amounts associated with nonpersonnel resources recommended by the panels.

Table D6. Nonpersonnel Costs to Support English Learners

	Very Small (10)	Small (25)	Moderate (125)	Large (375)	Very Large (1,200)
Supplies and materials	\$100/student	\$100/student	\$100/student	\$100/student	\$100/student
Student activities	\$50/student	\$50/student	\$50/student	\$50/student	\$50/student
Translation/interpretation services	\$400/student	\$400/student	\$150/student	\$150/student	\$150/student
TESOL staff professional development, including conferences or training	\$500/TESOL- endorsed Instructor	\$500/TESOL- endorsed Instructor	\$500/TESOL- endorsed Instructor	\$500/TESOL- endorsed Instructor	\$500/TESOL- endorsed Instructor

Source: Authors' calculations based upon data available from the professional judgment panel recommendations
 Note. Numbers in parentheses refer to the average number of English learner students in each program size category.

Finally, Table D7 reports the specific student to staff ratios recommended by the panels to provide for additional support to Newcomer/SLIFE English learners by grade level.

Table D7. Additional Personnel to Support Newcomer/SLIFE Students

	Elementary	Middle	High School
TESOL-endorsed Instructor		10:1	10:1
Counselor/Social Worker	150:1	50:1	50:1
Credit Program Supervisor/Alternate Supports Aide			10:1

Source: Authors' calculations based upon data available from the professional judgment panel recommendations

Professional Judgment Cost Estimates

Additional Tables

Tables D8 and D9 provide additional information about the estimated per pupil costs associated with the resources recommended for English learners by the panels.

Specifically, Table D8 presents the specific per pupil cost estimates for instruction in different settings based upon grade level, concentration level, and language levels, and for Newcomer/SLIFE students.

Table D8. Professional Judgment Per Pupil Cost Estimates for Instruction (All English Learners)

		Elementary	Middle	High	Weighted Average Across Grades
5% Concentration	Average Distribution	\$3,654	\$3,669	\$6,179	\$4,432
	Emerging	\$6,131	\$6,131	\$13,905	\$8,523
	Progressing	\$3,066	\$3,066	\$4,479	\$3,501
	Proficient	\$882	\$882	\$882	\$882
25% Concentration	Average Distribution	\$3,654	\$3,669	\$6,179	\$4,432

		Elementary	Middle	High	Weighted Average Across Grades
	Emerging	\$6,131	\$6,131	\$13,905	\$8,523
	Progressing	\$3,066	\$3,066	\$4,479	\$3,501
	Proficient	\$882	\$882	\$882	\$882
1% Concentration		\$8,315	\$8,315	\$8,315	\$8,315
Newcomer/SLIFE program (add on)		\$597	\$4,731	\$8,618	\$4,019

Source: Authors' calculations based upon data available from the professional judgment panel recommendations

Table D9 reports per pupil cost estimates for other cost areas calculated at the district-level by English learner population size.

Table D9. Professional Judgment Per Pupil Cost Estimates for Other Cost Areas (All English Learners)

English Learner Population Size	Student Support and Family Engagement	Administration	Translation/ Interpretation	Other Nonpersonnel Resources
Very Small (10)	\$785	\$775	\$400	\$220
Small (25)	\$785	\$657	\$400	\$204
Moderate (125)	\$785	\$278	\$150	\$193
Large (375)	\$667	\$459	\$150	\$184
Very Large (1,200)	\$432	\$368	\$150	\$184

Source: Authors' calculations based upon data available from the professional judgment panel recommendations
 Note. Numbers in parentheses in the row headings refer to the average number of English learner students in each professional judgment panel representative size category.

Appendix E: Study Materials, Protocols, and Artifacts

Professional Judgment Panel Summary of Ohio Policies for English Learners (August 2022)

Ohio English Language Proficiency (ELP) Standards and Ohio Learning Standards-Extended for English Language Proficiency

The Ohio English Language Proficiency (ELP) Standards, developed for grades K, 1, 2-3, 4-5, 6-8 and 9-12, identify “the critical language, knowledge about language, and skills using language that are in college- and career-ready standards and that are necessary for English language learners to be successful in schools.”³⁶ The standards are designed for collaborative use by English language development and content area teachers in both English language acquisition and content area instruction.

The Ohio Learning Standards-Extended for English Language Proficiency was developed for English learners with the most significant cognitive disabilities, defined as “individuals who have one or more disabilities that significantly limit their intellectual functioning and adaptive behavior as documented in their Individualized Education Programs and who are progressing toward English language proficiency in speaking, reading, writing and understanding.”³⁷ They include guidelines to support students’ English language development and complement extended standards in English Language Arts, Mathematics, Science and Social Studies, and promote equitable and inclusive educational opportunities for English learners.

Guidelines for Identifying English Learners³⁸

Ohio utilizes a two-step process for the identification of English Learners. First, within 30 days of enrollment, Ohio’s Language Usage Survey³⁹ is completed, which includes a one-page survey to be completed by the student’s parent or guardian, provide information on family’s preferred language for communication, the child’s language background and language usage at home,

³⁶ <https://education.ohio.gov/getattachment/Topics/Student-Supports/English-Learners/Teaching-English-Learners/Ohio-English-Language-Proficiency-ELP-Standards/ELP-Content-Standards-20150824-1.pdf.aspx?lang=en-US>

³⁷ <https://education.ohio.gov/getattachment/Topics/Student-Supports/English-Learners/Teaching-English-Learners/Ohio-English-Language-Proficiency-ELP-Standards/English-Language-Proficiency-Learning-Standards-Extended.pdf.aspx?lang=en-US>

³⁸ <https://education.ohio.gov/Topics/Student-Supports/English-Learners/Teaching-English-Learners/Guidelines-for-Identifying-English-Learners>

³⁹ <https://education.ohio.gov/getattachment/Topics/Other-Resources/English-Learners/Teaching-English-Language-Learners/Identification-and-Assessment/Appendix-A-Language-Usage-Survey.pdf.aspx?lang=en-US>

and educational background. When students are identified as potential English learners, they take the Ohio English Language Proficiency Screener⁴⁰ (OELPS) to gauge their development of English as a second or new language in the domains of listening, speaking, reading and writing.

Parent/Family Notification of English Learner Identification

Districts and schools that are recipients of Title I funds are required to initially and annually notify the parents and guardians of each student who has been identified as an English learner. Schools that utilize Title I or Title III funds for English learner instruction must provide family notification of the student's identification no later than 30 calendar days after enrollment or within the first two weeks of placement in a language instruction educational program.⁴¹ The Ohio Department of Education (ODE) provides a parent/family notification template in 21 languages, along with guidance and resources on translation into additional languages.

Assessment of English Learners

The OELPA is the summative test used to determine an already-identified English learner's proficiency level and to exit from the English language program.⁴² All English learners take the OELPA annually, and the OELPA is required in addition to Ohio's State Tests.

ODE updated its Accessibility Manual, Ohio's State Test Rules Book and the Administration Manual for the Ohio Graduation Tests (OGT)⁴³ to ensure English learners can demonstrate their knowledge on state tests with accommodations designed to shrink language barriers and increase access. These accommodations include extend time and the use of a word-to-word translation dictionary on all tests. Oral translation of Ohio's State Tests is allowable.

Exit Criteria for English Learners

A student's OELPA results⁴⁴ determine whether the student is eligible to continue as an English learner or is proficient and ready to exit the language instructional education program. There are three overall performance levels: 1 - Emerging, 2 - Progressing and 3 - Proficient. A student's overall performance level is determined from the scores earned on each of the domain tests that comprise the OELPA (reading, writing, listening and speaking). Each domain test is scored on a scale of 1 to 5. Scores of 4 and 5 correlate with proficiency in that domain.

⁴⁰ <https://education.ohio.gov/Topics/Testing/Ohio-English-Language-Proficiency-Screener-OELPS>

⁴¹ <https://education.ohio.gov/Topics/Student-Supports/English-Learners/Teaching-English-Learners/Guidelines-for-Identifying-English-Learners>

⁴² <https://education.ohio.gov/Topics/Testing/Ohio-English-Language-Proficiency-Assessment-OELPA>

⁴³ <https://education.ohio.gov/getattachment/Topics/Other-Resources/English-Learners/Revised-Assessment-Accommodations-for-English-Lear/Announcement-EL-Accommodations-and-OGT-Retakes.pdf.aspx?lang=en-US>

⁴⁴ <https://education.ohio.gov/Topics/Testing/Ohio-English-Language-Proficiency-Assessment-OELPA/English-Learner-Exit-Criteria>

Students with an overall performance level of Proficient may be exited from English learner status.

Qualification for Teachers Providing Language Instruction Educational Programs for English Learners⁴⁵

Ohio’s two standard licensure options (standard, multi-age license or endorsement to a valid, standard Ohio teaching license) are available in the areas of Teaching English to Speakers of Other Languages (TESOL) and Bilingual Education. An individual who holds a standard teaching license or certificate in an area other than TESOL or Bilingual Education who has been hired to teach English learners can apply for a supplemental teaching license at the request of his or her employing school district. The supplemental license is valid for one year, and the school district must assign an experienced teacher as a mentor. The teacher can teach with a supplemental license for a maximum of three years while pursuing the standard license or endorsement.

According to Ohio Department of Education guidance⁴⁶, “educational aides and paraprofessionals are not qualified to implement language instruction educational programs...[they] may provide instructional support in a language instruction educational program under the direct supervision of a properly licensed teacher.”

⁴⁵ https://education.ohio.gov/getattachment/Topics/Teaching/Licensure/Apply-for-Certificate-License/Guidance-on-Licensure-TESOL_Bilingual-for-communications.pdf.aspx?lang=en-US#:~:text=For%20the%20TESOL%20supplemental%20license,the%20TESOL%20license%20or%20endorsement.

⁴⁶ https://education.ohio.gov/getattachment/Topics/Teaching/Licensure/Apply-for-Certificate-License/Guidance-on-Licensure-TESOL_Bilingual-for-communications.pdf.aspx?lang=en-US#:~:text=For%20the%20TESOL%20supplemental%20license,the%20TESOL%20license%20or%20endorsement.

District/LEA Survey Protocol

Welcome! Thank you in advance for taking the time to complete this survey. The Ohio Department of Education (ODE) has contracted with WestEd to better understand the costs to provide programs and services to English learners (EL programs) across the state. The information you share with us in this survey together with other study components (in-depth interviews, professional judgment panels, analysis of state data) will help illuminate the true cost to implement programs serving the diverse population of English learners in Ohio and inform improvements in how the state allocates funding for this purpose. **All individual survey responses will be kept confidential and not shared with the ODE at any time.**

Who should complete this survey?

District or local educational agency (LEA) staff who are responsible for administering EL programs and/or have knowledge of program implementation (e.g., staffing, nonpersonnel resources, program service delivery model, etc.). While more than one person may help complete the survey, **we ask that you please submit only one response.** It may be helpful to collect relevant documentation about EL Programs in your district/LEA before you begin.

How long will the survey take and what will it entail?

After gathering necessary information and materials, the survey should require **about 15-20 minutes** to complete. We will ask questions about resources and activities, including program staff, nonpersonnel resources (e.g., equipment, instructional materials, etc.), and specific program components leveraged to implement EL programs in your district/LEA *in a typical year*.

How precise should survey responses be?

In many cases the questions may need to be answered with only your *best estimate or an average*. This is perfectly understandable, and the information shared will be interpreted with this in mind.

Is participation for this survey mandatory?

No. Participation in this survey is entirely voluntary but encouraged. Your individual responses will be kept confidential by WestEd and **will not be** shared with ODE at any time.

How will the survey response be used?

WestEd will use the survey responses received, in combination with other sources of data, to identify broad findings and estimate typical costs to better understand the resources used for EL programs in Ohio. These broad findings will be reported to the ODE, other state leaders and stakeholders, and the public to support improvements in state funding policy.

WestEd will not be evaluating individual responses. Nothing you share with us will be used for auditing or compliance purposes, and participation or non-participation in this survey will not be shared with the ODE.

Finally, as you complete the survey you will only be able to move forward after responding to required questions. You can freely navigate to prior pages to change entered responses without resetting entered information. **If you leave the survey browser window your responses will not be saved and you will need to re-enter them.**

Should you have questions or need help completing the survey, please contact [email contact].

SECTION I: BACKGROUND INFORMATION

To get started we'll ask for some general information about the EL programs in your district/local educational agency (LEA). This will include, for example, questions about the size of your EL population, and the specific EL programs offered.

1. What is the name of your district or local educational agency (LEA)? If your district/LEA is not displayed please select "District/LEA not listed" at the end of the list. [drop-down menu – displays options based on public state directory and a "District/LEA not listed" option]

[**DISPLAY LOGIC:** only display Q2 if "District/LEA not listed" is selected.]

2. You selected "District/LEA not listed." Please share your district/LEA name here. [open-ended]
3. Approximately how many EL students are enrolled in [district/LEA entered in Q1] in the current school year?
 - a. Less than 10
 - b. 11-20
 - c. 21-50
 - d. 51-100
 - e. 101-500
 - f. More than 500
 - g. My district/LEA does not have EL students

[**SKIP LOGIC:** skip to end of survey if "My district/LEA does not serve EL students" is selected.]

English Learner Programs

Throughout the survey we will refer to specific English learner programs defined as follows:

- **Dual Language Program:**
In this program, also known as two-way immersion, English learners receive instruction in English and languages other than English. Dual language programs provide integrated language and academic instruction for both native English speakers and native speakers of another language with the goals of high academic achievement, first and second language proficiency, and cross-cultural understanding.
- **Content Classes with Integrated ESL Support:**
This approach also is referred to as Sheltered Instruction Observation Protocol (SIOP), Specially Designed Academic Instruction in English (SDAIE), or, simply, sheltered instruction. These approaches make use of instructional materials, learning tasks, and classroom techniques from academic content areas as the vehicle for developing language, content, cognitive and study skills. English is used as the medium of instruction.
- **Newcomer Programs:**
Newcomer programs are separate, relatively self-contained educational interventions designed to meet the academic and transitional needs of students who are new to U.S. schools. Typically, students attend these programs before they enter more traditional interventions (e.g., English language development programs or mainstream classrooms with supplemental ESL instruction).
- **English as a Second Language (ESL) Program:**
Also referred to as English Language Development (ELD), ESL is a program of techniques, methodology, and special curriculum designed to teach English learner students English language skills, which may include listening, speaking, reading, writing, study skills, content vocabulary, and cultural orientation. ESL instruction is usually in English with little use of native language.
- **Transitional Bilingual Education (TBE) Program:**
This program, also known as early-exit bilingual education, utilizes a student's primary language in instruction. The program maintains and develops skills in the primary language and culture while introducing, maintaining, and developing skills in English. The primary purpose of a TBE program is to facilitate the English learner's transition to an all-English instructional program while receiving academic subject instruction in the native language to the extent necessary.
- **Other EL Programs:**
Other English learner programs not covered by the given program options.

4. What English learner programs does [district/LEA entered in Q1] offer?

PLEASE BE CAREFUL TO SELECT ALL PROGRAMS IN YOUR DISTRICT. SUBSEQUENT QUESTIONS WILL ONLY DISPLAY THE PROGRAMS YOU SELECT HERE. [multi-select]

- a. Dual Language Program
- b. Content Classes with Integrated ESL Support
- c. Newcomer Programs
- d. English as a Second Language (ESL) Program
- e. Transitional Bilingual Education (TBE) Program
- f. Others EL programs, please describe: [open-ended]

SECTION II: PROGRAM COMPONENTS

This section includes questions about specific components of the EL programs in [district/LEA entered in Q1] including assessments and accommodations, family engagement activities, professional development, and monitoring of exited students.

First, we're interested in finding out more about the **assessments and accommodations** provided to English learner students in your district/LEA *in a typical year*.

5. Please indicate the types of assessments that your district/LEA administers in a typical year to EL students. Note: we are NOT asking about the English language proficiency screener - Ohio English Language Proficiency Screener (OELPS) or the summative English language proficiency assessment - Ohio English Language Proficiency Assessment. Please select all that apply. [multi-select]
- a. Screening Assessment – Student Home/Primary Language Proficiency
 - b. Screening Assessment – Student Academic Content Knowledge/Skills (e.g., for Students with Limited/Interrupted Formal Education or other late arriving students)
 - c. Screening Assessment – Disability Initial Evaluation ***adapted for EL students***
 - d. Screening Assessment – Mental Health/Trauma Screener ***adapted for EL students***
 - e. Screening Assessment – Gifted and Talented Screener ***adapted for EL students***
 - f. Summative Assessment – Academic Content in Languages other than English (LOTE)
 - g. Summative Assessment – LOTE Proficiency
 - h. Interim/Benchmark Assessment – Academic Content in English (e.g., STAR, MAP, iReady)
 - i. Interim/Benchmark Assessment – Academic Content in LOTE (e.g., Avant STAMP; LAS Links Espanol)
 - j. Interim/Benchmark Assessment – English Proficiency (e.g., WIDA MODEL; LAS Links)

- k. Interim/Benchmark Assessment – LOTE Proficiency (e.g., embedded assessments from world language curricula from Pearson, Carnegie Learning, Savvas)
 - l. Other assessments, please specify: [open-ended]
6. Please identify the types of accommodations that your district/LEA provides to EL students during the administration of the assessments identified in the prior question *in a typical year*. Please select all that apply. [multi-select]
- a. Translation services
 - b. Interpretation services
 - c. Word-for-word dictionary/ies (English to native language)
 - d. Extra time
 - e. Read aloud
 - f. Other accommodations, please specify: [open-ended]
 - g. None

[**DISPLAY LOGIC:** only display Q7 if “Translation services” is selected.]

7. You indicated your district/LEA provides translation services. Please indicate below if this is generally provided by staff in your district/LEA, a contracted service provider, or through some other means. Please select all that means. [multi-select]
- a. District/LEA staff
 - b. Contracted service provider
 - c. Other, please specify: [open-ended]

The next two questions are about **how you engage with the families** of English learner students in your district/LEA *in a typical year*.

8. What specific types of activities are used by your district/LEA to engage families of EL students? Please select all that apply. [multi-select]
- a. Informational sessions
 - b. Parent academy or training
 - c. Fundraisers or community service
 - d. Provide strategies/training/materials for supporting students' linguistic/academic development at home

- e. EL family night/international family night
- f. Family resource center
- g. Social media (as a tool for engagement)
- h. Other, please specify: [open-ended]
- i. None

9. Which modes of communication does your district/LEA leverage to communicate information to families of EL students? Please select all that apply. [multi-select]
- a. Email
 - b. Phone
 - c. Home visit
 - d. Parent/teacher meeting
 - e. Community gathering
 - f. Communication app
 - g. Social media (as a mode of communication)
 - h. Other, please specify: [open-ended]
 - i. None

Now, we'll ask a bit about the **professional development support** provided to staff supporting EL programs in your district/LEA *in a typical year*.

10. Does your district/LEA provide support to staff (i.e., financial, flexibility for field work, etc.) to secure specific endorsements — TESOL and/or Bilingual — to instruct EL students? Please select a single option. [single-select]
- a. Yes
 - b. No

[**DISPLAY LOGIC:** only display Q11 if “Yes” is selected.]

11. You indicated your district/LEA supports staff to secure specific endorsements to instruct EL students. Please describe the which endorsements – TESOL and/or Bilingual – are supported and the specific types of supports provided (i.e., financial, flexibility for field work, etc.). [open-ended]
12. Not including support for endorsements, what types of professional learning opportunities does your district/LEA offers to staff involved in implementing EL programs? Please select all that apply. [multi-select]
- a. English learner instruction (in EL program)
 - b. English learner instruction (in mainstream classroom)
 - c. Family engagement
 - d. Supporting English learner students with disabilities
 - e. Supporting English learner students who have interrupted formal education
 - f. Leadership for EL programs
 - g. Culturally responsive teaching/cultural competency
 - h. Other, please specify: [open-ended]
 - i. None

Finally, we'll ask a couple of questions about how your district/LEA supports **students who have recently exited (reclassified) English learner status** in a typical year.

13. Does your district/LEA provide specific programs or services to students who recently (within the last 2 years) exited English learner status? Please select a single option. [single-select]
- a. Yes
 - b. No

[DISPLAY LOGIC: only display Q14 if “Yes” is selected]

14. You indicated your district/LEA provides specific programs or services to students who recently exited English learner status. Please describe the support provided to these students. [open-ended]

SECTION III: PROGRAM RESOURCES

This section includes questions about resources used for each EL program in [district/LEA entered in Q1] in a typical year organized into one of the following categories: Personnel and Nonpersonnel. Please provide the best information available to you for each question, even if this is only your best estimate.

PERSONNEL

First, we're interested in the types of staff supporting English learners as part of an EL program in your district/LEA. The following questions refers to a few specific categories that are defined as follows:

- **TESOL and/or Bilingual endorsed instructors**
- **Other instructors without a TESOL or Bilingual endorsement** includes any teachers without these endorsements providing direct instruction to EL students such as, for example, general education or mainstream teachers with EL students.
- **Instructional paraprofessional** includes staff providing instructional assistance to serve English learners through activities such as, for example, one-on-one tutoring, classroom management, or instructional support services under the direct supervision of a teacher. This category would include bilingual aids, for example.
- **Curriculum specialists/instructional coaches** includes staff with expertise in a specialized field to provide information and guidance to other staff members to improve the curriculum or instruction of a school district.
- **School counselors/social workers** includes staff assisting pupils and/or parents and teachers to aid pupils in making personal plans/decisions in relation to their education, career, or personal development, or assisting in the prevention or solution of individual personal, social, and emotional problems.
- **Administrative** includes staff involved in managing or supporting the implementation of EL programs such as, for example, school principals, or program coordinators.
- **Family engagement staff** includes staff responsible for engaging English learners families and communities such as, for example, community outreach staff, or parent and family liaisons.
- **Educational Service Center (ESC) staff** includes any staff of an Ohio ESC who supports EL program implementation including, for example, through direct services to English learners or support for staff professional development.
- **Other staff roles** including any role involved in implementing an EL program not reflected in the given options. This might include for example positions such as "literacy specialist" or the role of "translator."

15. Which of the following staff categories support implementation of EL programs in your district/LEA? [multi-select]

PLEASE NOTE SUBSEQUENT QUESTIONS REFERRING TO STAFF WILL ONLY DISPLAY THE CATEGORIES YOU SELECT HERE.

- a. TESOL and/or Bilingual endorsed instructors
- b. Other instructors without a TESOL or Bilingual endorsement
- c. Instructional paraprofessional
- d. Curriculum specialists/Instructional coaches
- e. School counselors/social workers
- f. Administrative
- g. Family engagement staff
- h. Educational service center (ESC) staff
- i. Other staff roles, please specify: [open-ended]

Now, we're interested in the approximate number of staff in each category, how much time they allocate to supporting EL programs, and which EL programs they support.

While the state does collect extensive information about educators in Ohio, available data does not include some information about EL program staff specifically. By completing this section you are helping us fill in this gap in information. **Again, individual responses will not be analyzed for compliance and will be kept confidential and not shared with the ODE at any time.**

16. Please provide your best estimate of the total number of staff in each category supporting the implementation of EL programs in your district/LEA. ***Please only include in your response individuals who support EL programs directly.***

For example, if only some of your instructional paraprofessionals support English learners, your answer should reflect the number of that subset, not the overall number of instructional paraprofessionals.

In circumstances where a single individual serves in multiple staff categories, please include them in each relevant category. Our next question will ask about the amount of time each role category commits to supporting EL programs, including cases where for a given category this represents only a portion of someone's time.

ONLY PREVIOUSLY SELECTED STAFF CATEGORIES WILL DISPLAY FOR THIS QUESTION. [validated data entry - numeric]

Approximate total number of individuals

TESOL and/or Bilingual endorsed instructors	
Other instructors without a TESOL or Bilingual endorsement	
Instructional paraprofessional	
Curriculum specialists/ Instructional coaches	
School counselors/social workers	
Administrative	
Family engagement staff	
Educational service center (ESC) staff	
Other staff roles	
Total [calculated total]	

17. If it is difficult to estimate the number of staff in any of the above staff categories, please share which categories and describe why this is the case. [open-ended]
18. Now consider the time commitment of staff in each category explicitly dedicated to supporting EL programs using the set of options defined below:
- **Full-time:** equal to the time required for a full-time position
 - **Between full-time and half-time:** equal to more than half of the time required for a full-time role, but less than a full-time role
 - **Half-time:** equal to half of the time required for a full-time role
 - **Less than half-time:** equal to less than half of the time required for a full-time role

In the table below please estimate the number of staff that fall in each of the options.

We understand that individuals within each staff category may allocate some of their time to many activities in addition to EL programs. ***Please DO NOT consider in your response staff time not dedicated to EL programs.***

Consider a few examples:

- If you have 10 TESOL endorsed instructors and half are full-time while the other half are *Between full-time and half-time*, you will split the total number of staff evenly across these two options – i.e., 5 for each of these options and 0s for the other two.
- If you have 10 School Counselors and each only spends about a quarter of their time supporting EL programs, then you will report all 10 under the *Less than half-time* option, entering 0s for the other three options.
- If one of your TESOL endorsed instructors also serves in an Administrative role (e.g., program coordinator), allocating about three-quarters of their time to instruction and a quarter to coordination, you will count this person more than once. Specifically, you would count them in the *Between full-time and half-time* option for the TESOL endorsed instructors category AND in the *Less than half-time* option for the Administrative category.

Finally, to help ensure you divide up all of the staff in each category we have included in the first column the total number of individuals you reported in the prior question in each category. Before proceeding, please review your entries to verify your total matches the number listed in the first column (see red text).

ONLY PREVIOUSLY SELECTED STAFF CATEGORIES WILL DISPLAY FOR THIS QUESTION. [validated entry - numeric]

	Full-time role	Between a full-time and half-time role	Half-time role	Less than half-time	Total [calculated total]
TESOL and/or Bilingual endorsed instructors (Entered Total: [amount entered in Q16])					
Other instructors without a TESOL or Bilingual endorsement (Entered Total: [amount entered in Q16])					
Instructional paraprofessional (Entered Total: [amount entered in Q16])					
Curriculum specialists/ Instructional coaches (Entered Total: [amount entered in Q16])					
School counselors (Entered Total: [amount entered in Q16])					
Administrative/family engagement staff (Entered Total: [amount entered in Q16])					

Other staff roles (Entered Total: [amount entered in Q16])					
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19. Finally, we're asking you to share which specific programs each staff category supports. Please check a box if the staff category in a given column dedicates some portion of their time supporting EL programs to the program in the associated row. Please check all that apply.

ONLY PREVIOUSLY SELECTED EL PROGRAMS AND STAFF CATEGORIES WILL DISPLAY FOR THIS QUESTION. IF YOU ENTERED MORE THAN SEVEN STAFF CATEGORIES YOU MAY NEED TO SCROLL TO THE RIGHT TO RESPOND FOR ALL OF THEM. [multi-select]

	TESOL and/or Bilingual endorsed instructors	Other instructors without a TESOL or Bilingual endorsement	Instructional paraprofessional	Curriculum specialists/ Instructional coaches	School counselors/ social workers	Administrative	Family engagement staff	Educational service center (ESC) staff	Other staff roles
Dual Language Program	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Content Classes with Integrated ESL Support	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Newcomer Programs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
English as a Second Language (ESL) Program	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Transitional Bilingual Education (TBE) Program	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other EL programs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

20. Does your district/LEA have regular volunteer support for EL program roles with specific, ongoing responsibilities? [single-select]
- c. Yes
 - d. No

[DISPLAY LOGIC: only display Q21 if “Yes” is selected]

21. You indicated your district/LEA has regular volunteer support for EL program roles. Please describe the volunteers and the roles they take on. [open-ended]
22. Is there anything else we should know about the staff involved in implementing your EL programs and supporting English learners in your district/LEA? [open-ended]

NONPERSONNEL

The following questions refer to the equipment, materials, and facilities used to implement EL programs in your district/LEA *in a typical year*.

23. Please identify the specific equipment or materials used to implement your EL programs. Please select all that apply. [multi-select]
- a. Desktop computer
 - b. Laptop
 - c. Tablet computer
 - d. Digital projector
 - e. Smart board
 - f. Headphones with microphones
 - g. Instructional/curriculum materials or software, please describe: [open-ended]
 - h. Other equipment or materials, please describe: [open-ended]

[DISPLAY LOGIC: only display Q24 if “Yes” is selected]

24. You indicated that specific technology is used to support your EL programs (e.g., laptop, tablet, etc.). Please share more about how these devices are used and the amount of equipment typically available to staff and students. [open-ended]
25. Please identify the types of facilities that are used to implement your EL programs. Please select all that apply. [multi-select]
- a. Classroom
 - b. Auditorium
 - c. Staff office
 - d. Intervention room
 - e. Other, please specify [open-ended]
26. Is there anything else we should know about the nonpersonnel resources supporting implementation of your EL programs? [open-ended]
27. Please share anything that wasn't covered in the survey about your EL programs *that has an impact on the cost to implement these programs* in your district/LEA. [open-ended]

Thank you for participating in our survey. Your answers are greatly appreciated!

To ensure we correctly identify your district or LEA, please verify that the name below is correct. If it is not, please STOP and use the back arrow button to navigate to the first page of the survey and select the correct district or LEA from the dropdown menu. **Navigating using the back button will not change or reset entered responses.**

[district/LEA entered in Q1]

28. Would you be willing to share your email address or preferred contact details so we can follow up in case we would like to learn more about the EL programs in your district/LEA? [single-select]

- a. Yes
- b. No

[**DISPLAY LOGIC:** only display Q29 if “Yes” is selected.]

29. Please provide your email here: [validated entry – valid email address]

We thank you for your time spent taking this survey.

Your response has been recorded.

District/LEA Interview Protocol

Hello, my name is [interviewer] and I'm a [role] at WestEd. In today's discussion, we're hoping to gain a better understanding of the nuances of the EL programs you provide and the resources supporting these programs. **Your responses are confidential and won't be shared with the Ohio Department of Education (ODE).** WestEd will use the information gathered here, in combination with other sources of data, to identify broad findings reported to the ODE, other state leaders and stakeholders, and the public to support improvements in state funding policy.

WestEd will not be evaluating individual responses. Nothing you share with us will be used for auditing or compliance purposes, and participation or non-participation in this process will not be shared with the ODE.

The resources we discuss today will fall into one of the following categories: **Personnel, Facilities, Equipment & Materials,** and **Other Program Inputs.** Our discussion will be structured around these categories, but some topics will likely relate to more than one category. There will be room at the end to add any additional information that you feel may help our study.

Any concerns before we begin? Are you ok if we record the interview exclusively for note-taking purposes?

We understand that your [district/organization] provides [programs serving EL students in the district/organization based upon available information] programs for English Learners.

Before continuing, is this list correct?

Section I: Programmatic Definitions

1. To start, for each of these programs, could you briefly describe **the target student population, specific program goals, and key program features**. This will help us understand what specific English learner program types look like in practice in your [district/organization].

- *Note: Instructional setting* means whether the program is conducted as part of the mainstream content courses or as a self-contained program. The table below is an illustration of how the interviewer will gather the responses to this question.

Program Types Program features	Newcomer Programs (if applicable)	Content Classes with Integrated ESL Support (if applicable)	Dual Language Program, Content Classes (if applicable)	English as a Second Language (ESL) Program (if applicable)	Transitional Bilingual Education (TBE) Program (if applicable)	Other EL Program (if applicable)
Target student group						
Instructional setting						
Instructional language						
Program goal(s)						

Section II: Personnel

Next, we would like to understand the personnel involved in the development or implementation of *EL programs* in your district, and the time invested by these individuals. **We will ask this set of questions for each EL program you provide (program-by-program).**

2. **What types of positions/roles** are involved in the development and implementation of this program, and what are the **required qualifications for each role**?
3. **What are the responsibilities** of each of these program positions/roles, including if these responsibilities are **different depending on schooling level served**?
4. **How much time** do you estimate each position spends on the **components of EL program implementation**?
5. [*asked after each program is discussed*] Before we move on to the next program, can you please describe how the personnel for this program would change if you were able to allocate the staff needed to meet your program goals?

Section III: Facilities

Next, we want to understand the facilities used to implement EL programs or the physical space(s) where the program is delivered. **Please answer these questions for all EL programs in general.**

6. **Where** do EL program activities take place?
7. Are any facilities required exclusively for a particular EL program? If so, please describe them.
8. [*asked after each program is discussed*] Before we move on, can you please describe how the facilities for this program would change if you were able to allocate the resources needed to meet your program goals?

Section IV: Equipment and Materials

Next, we want to understand the equipment and materials used for your EL programs including but not limited to technology, textbooks, or other supplies related to the delivery of your EL program. **We will ask this set of questions for each EL program you provide (program-by-program).**

9. **What types of equipment and materials** are used in your district to support this program?
10. **How many** of each of these items are used for this program (may be on a per-staff or per-student basis as applicable)?
11. **How often** are these items used exclusively for this program? Are they used for other programs or services?

12. Are these items ever repurposed/reused? How often does that happen?

13. *[asked after each program is discussed]* Before we move on to the next program, can you please describe how the equipment and materials for this program would change if you were able to allocate the resources needed to meet your program goals?

Closing

14. To close out our conversation, we'd like to know if you're aware of the other resources (personnel and nonpersonnel) associated with EL programming which we have not discussed so far? The idea behind this study is to include all costs, even those not explicitly expressed on a budget narrative, so the range of potential costs is wide. **Can you think of anything else that we haven't discussed which has cost implications for EL programming in your [district/organization]?**

Lastly, we to give you a chance to speak on what EL programs mean to you and your community. This includes information that helps us understand your desired outcomes for EL programs in your [district/organization] as well as the greatest barrier(s) to achieving these outcomes not already included in our discussion.

Thank you for discussing the costs of EL program in your districts. We appreciate your time.

Practitioner Advisory Group — Member Organizations

1. Ohio TESOL
2. Ohio 8 (Urban 8) EL Administrators
3. Ohio Commission for Hispanic and Latino Affairs
4. Ohio EL Advisory Committee
5. Su Casa Hispanic Center
6. International Institute of Akron
7. My Project USA - West Columbus
8. Ohio Migrant Education Center (OMEC)
9. New African Immigrants Commission
10. Ohio Association of School Business Officers