ODE Bilingual Data Project:
Gaps, Rationales, and Recommendations

Report prepared by Oregon State University, September 2024

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Executive Summary

Introduction
As part of the Oregon Department of Education's (ODE's) investments of Elementary and Secondary School Emergency Relief Fund III (ESSER-III) dollars to "strengthen high-quality, culturally-sustaining and revitalizing instruction, leadership, and programming" (ODE, 2021), ODE's Multilingual and Migrant Education team contracted with Oregon State University (OSU) to provide recommendations about how the information the state has about schools with bilingual programs, students in bilingual programs, and multilingual educators could be improved. OSU conducted a variety of activities to create these recommendations between March 2024-September 2024, including meeting with ODE staff, meeting with researchers and leaders within other education agencies, and surveying Oregon districts.

Gap 1: Schools with Bilingual Programs

Current Reality: Because bilingual programs—and specifically dual language programs—have positive effects on student outcomes, the Oregon Department of Education has invested in expanding them. However, currently, **there is no list of Oregon schools with bilingual programs** maintained by ODE and regularly updated. Because Oregon only collects data about students currently classified as English learners (ELs) who are enrolled in bilingual programs (rather than all students in these programs), a complete and accurate list of schools with bilingual programs cannot be generated from available student data.

Rationale for Addressing This Gap:
The lack of complete information about Oregon schools with bilingual programs creates a variety of problems, including:

- **Barrier to Informed Decision-Making:** Policymakers, educators, and multilingual families cannot make informed decisions about bilingual education options without clear information on where these programs are available and how they operate. The Every Student Succeeds Act mandates that schools provide accessible information about language instruction programs, reinforcing the need for a comprehensive database to ensure all families have the information they need to make informed educational choices.

- **Impediment to Effective Resource Allocation:** Without accurate data, the state cannot effectively allocate resources, such as funding and professional development, to support and expand bilingual programs across the state.

- **Challenges to Program Expansion:** The lack of information on schools with bilingual programs impedes efforts to strategically expand access to bilingual programs, particularly for students classified as English learners.

Multiple state initiatives are made difficult or impossible to achieve without accurate information about Oregon schools with bilingual programs. These include the Oregon State Board of Education Strategic Plan 2022-2025 and the Oregon Multilingual Learner Strategic Plan. For example, the State Board of Education Strategic Plan has as a goal, "develop a strong vision for the expansion of dual language immersion programs as a critical element for ensuring educational equity in Oregon's school systems." It is difficult to thoughtfully plan for the expansion of dual language programs if complete and accurate information about current programs is not available.

Recommendations:
Building on strategies used by other state education agencies and Oregon districts, we have the following short- and long-term recommendations.

Short-Term Recommendations
ODE Multilingual and Migrant Education staff can:

- **Convert the list of Oregon schools with bilingual programs created by Dr. Patiño-Cabrera into a page within ODE's website.**

- **Create a form that district or school representatives can use to submit information about their bilingual program for inclusion in the list.** The form can be linked from the ODE page listing bilingual programs and can include questions about the language of instruction, program model, language allocation, and school website (as Dr. Patiño-Cabrera's list already does for the schools currently on it.)

- **Each year, as part of regular communication with districts, request that districts verify and update information on the list.**

- **Meet with IT staff to explore the feasibility of creating an interactive map based on the list of bilingual programs**

Long-Term Recommendations
In the long term, if ODE has student-level information about all students who are enrolled in bilingual programs (as recommended below), a list of schools with bilingual programs could be generated from this data. This change would be superior to the short-term strategy described above because there would be a clear system in place for updating the list every year, and it would be comprehensive rather than relying, in part, on schools and districts to voluntarily submit information about their bilingual programs.

Gap 2: Students in Bilingual Programs

Current Reality: As part of Oregon's EL data collection, ODE collects data about the instructional program model through which students classified as English learners receive access to core content instruction. Thus, **ODE has information about students currently**

classified as English learners who are enrolled in bilingual programs. However, **the state collects no information about bilingual program participation for other students, including students formerly classified as English learners and students never classified as English learners.** Thus, the state has only a limited picture of bilingual program enrollment.

Rationale for Addressing This Gap:
The lack of complete information about Oregon students in bilingual programs creates a variety of problems, including:

- **Incomplete Picture of Bilingual Program Participation:** Without data on all students participating in bilingual programs, ODE cannot accurately assess the reach and impact of these programs across different student demographics, especially at the secondary level, when most ELs have been reclassified.

- **Inability to Address Gentrification:** The lack of data on non-EL students in bilingual programs makes it difficult to identify trends in gentrification (Delavan, 2021), where bilingual programs might be increasingly accessed by non-EL students at the expense of EL students, potentially altering the original intent of these programs (Delavan et al., 2024)

- **Limited Understanding of Long-Term Outcomes:** Not tracking former and never ELs' participation in bilingual programs means ODE and partners are unable to evaluate the long-term effects of bilingual education on these students' academic and linguistic outcomes; as a result, we may be missing opportunities to improve program outcomes.

In addition, a variety of state initiatives are difficult or impossible to fully execute as a result of this gap in information. These include the Oregon State Board of Education Strategic Plan 2022-2025, the Oregon Multilingual Learner Strategic Plan, and ORS 327.016. For example, the Multilingual Learner Strategic Plan has as a goal, "Oregon educational entities implement high-quality dual language programs that prioritize students designated as English learners." Without accurate information about all students in bilingual programs, ODE cannot monitor the implementation of dual language programs across the state or fully understand the extent to which programs are prioritizing students designated as English learners.

Recommendations:
Building on [strategies other state education agencies](#) and [Oregon districts](#) have used to gather information about all students in bilingual programs, we have the following short- and long-term recommendations:

Short-Term Recommendations
Considering the barriers to starting a new data collection or altering an existing one to gather information on students in bilingual programs, we suggest some short-term actions that ODE Multilingual and Migrant Education staff can take to build knowledge in this area:

- **As part of the EL Plan template that districts must complete, ODE could include a section for data about students in bilingual programs.** This section could ask districts to provide information, including:
    - Whether the district has a flag in its student information system for bilingual program enrollment.
    - Tables reporting the number and percentage of district students in bilingual programs, both overall and, ideally, disaggregated by race/ethnicity, home language, and EL status.

Long-Term Recommendations
The new state Multilingual Learner Strategic Plan specifies, "ODE advances state policies that promote the growth of dual language programming, heritage language programs, and access to the Seal of Biliteracy/Multiliteracy" (Priority area 4, Goal 1, Action 1.2). Furthermore, the Plan describes specific actions around data collection: "ODE updates state data collection procedures to include data on schools with bilingual programs, the types of bilingual programs at each school, and students who participate in bilingual programs and then reports this information" (Priority area 4, Goal 1, Action 1.1).

- **Because ODE typically collects data that is legislatively mandated, we recommend that ODE advance a legislative concept for dual language and heritage language expansion that specifically requires the state to collect data about students who participate in bilingual programs** (including current, former, and never English learners).

- **When determining how data will be collected about all students in bilingual programs, ODE may wish to reconsider the program model definitions being used.** Information about a variety program model definitions is available in the section [Additional Resources for Gap 2](#).

Gap 3: Multilingual Educators

Current Reality: ODE's staff position collection includes a field for the teacher's "language of origin." In addition, the Teacher Standards and Practices Commission (TSPC) maintains information about teacher licensure, including whether teachers hold a Bilingual Specialization and/or a Dual Language specialization. However, there are a variety of limitations to these sources of information. First, for the staff position collection, many teachers who are bilingual may not select a language other than English when asked to indicate their language of origin. In particular, teachers who learned another language through later life experience and/or education will likely not indicate that they have a "language of origin" other than English. In addition, only one language can be entered in the "language of origin" field. Therefore, individuals who grew up bilingual but chose to indicate English as their "language of origin" would not be captured as multilingual in ODE's current data system. Second, the data from TSPC is incomplete because many teachers who are bilingual may not hold a Bilingual specialization or Dual Language specialization. Furthermore, no information in either of these data collections indicates whether a teacher is currently teaching in a bilingual program. Oregon

does not require that teachers in a bilingual program hold a Bilingual specialization or Dual Language specialization, and teachers who do hold these specializations may or may not currently be teaching in a bilingual program.

Rationale for Addressing This Gap:
The lack of complete information about multilingual educators in Oregon poses a variety of problems, including:

- **Obscured Data on Teacher Diversity:** Inadequate information about teachers' language proficiencies and their roles in bilingual programs may mask important trends in teacher diversity, particularly in how well the teacher workforce reflects the linguistic and cultural diversity of the student population, which is an explicit goal in Oregon (House Bill 4031, 2022).

- **Difficulty in Addressing Workforce Shortages:** Accurate data on multilingual educators is crucial for understanding and addressing workforce shortages. If ODE does not have a clear picture of how many multilingual educators there are in the state, it cannot effectively strategize recruitment, retention, or support initiatives. This limitation can exacerbate shortages in bilingual education, impacting students who rely on these educators for effective language instruction and support.

- **Challenges in Teacher Support and Development:** The absence of complete and accurate multilingual educators data makes it difficult to provide targeted professional development and support to teachers in bilingual programs, which is crucial for maintaining high-quality bilingual education.

In addition, the lack of complete data on multilingual educators in Oregon hampers a variety of state initiatives, including House Bill 4031, Senate Bill 232, House Bill 3375, Senate Bill 182, Grow Your Own and Bilingual Teacher Pathway Programs, the Oregon State Board of Education Strategic Plan 2022-2025, and the Oregon Multilingual Learner Strategic Plan. For example, House Bill 3375 requires the state to report on the state's progress towards diversifying the educator workforce, and current data does not fully capture information about the state's multilingual educators.

Recommendations:
Building on strategies Oregon districts have used to collect data about multilingual educators, we have the following short- and long-term recommendations:

Short-Term Recommendations:
- **As part of the EL Plan template that districts must complete, ODE could include a section for data about teachers in bilingual programs.** As demonstrated in survey results about financial incentives for multilingual educators, many Oregon districts provide additional compensation to teachers working in bilingual programs and have accurate counts of the numbers of these teachers in their districts. This data could serve as a starting place for future planning.

Long-Term Recommendations

- As stipulated in the [Oregon Multilingual Learner Strategic Plan](#), **ODE should "collaborate with the Educator Advancement Council, Teacher Standards and Practices Commission, Higher Education Coordinating Commission, Coalition of Oregon School Administrators, and other multilingual leaders to construct a definition of a multilingual educator, gather data on the number of multilingual educators in the state, and incorporate findings into the annual Oregon Educator Equity report"** (Priority area 3, Goal 1, Action 1.2).

- Preliminary recommendations about how to modify ODE's Staff Position collection include:
  - **Adding an option that allows for multiple languages of origin to be selected.** This allows individuals who grew up bilingual to have their languages of origin documented correctly.
  - **Adding an additional field that captures information about the languages educators speak (regardless of whether those languages were languages of origin).** This allows ODE to better understand the language skills of the educator workforce, not only which educators have a language of origin other than English.
  - **Adding an additional field that flags whether the educator works in a bilingual program.** This allows ODE to have accurate information about the number of educators in bilingual programs across the state, which enables the state to better understand and address the bilingual teacher shortage and evaluate the effectiveness of its investments to expand the bilingual teacher workforce.

By expanding information about schools with bilingual programs, students in bilingual programs, and multilingual educators, Oregon will be better able to meet its ambitious goals to improve students' opportunities and outcomes.

Introduction

As part of the Oregon Department of Education's (ODE's) investments of Elementary and Secondary School Emergency Relief Fund III (ESSER-III) dollars to "strengthen high-quality, culturally-sustaining and revitalizing instruction, leadership, and programming" (ODE, 2021), ODE's Multilingual and Migrant Education team contracted with Oregon State University (OSU) to provide recommendations about how the information the state has about schools with bilingual programs, students in bilingual programs, and multilingual educators could be improved. Specifically, the charge for this project as stipulated in ODE's intergovernmental agreement with OSU was, in part:

> *The COVID-19 pandemic impacted teacher recruitment and retention and destabilized existing bilingual education programs in Local Educational Agencies (LEAs) at a time when students need greater access to instruction in their home language. Research shows that academic disparities and unfinished learning are addressed best when students receive high quality instruction by educators that mirror their racial, ethnic, and linguistic diversity.*
>
> *Research shows that bilingual education programs are the most effective method for ensuring that emergent bilingual students can meet the high academic standards of the State, while developing their knowledge and skills in English. The overall purpose of this project is to systematically enable access to bilingual education, which in turn will address learning loss for emergent bilingual students. In order to ensure access to bilingual education, Oregon needs better information and data about the status of bilingual programs, educators, and students in the state.*

The end goal of this project was to develop a roadmap for ways in which ODE could improve the information it has about schools with bilingual programs, students in bilingual programs, and multilingual educators.

Towards this end, OSU conducted a variety of activities from March 2024-September 2024. First, we met with a variety of ODE staff to gather information about the agency's current data regarding schools with bilingual programs, students in bilingual programs, and multilingual educators. Second, we met with other partners with relevant contextual information, such as staff from Education Northwest leading the development of the state's Multilingual Learner Strategic Plan. Third, we met with researchers and leaders from other states to gather information about ways other education agencies were collecting data about schools with bilingual programs, students in bilingual programs, and multilingual educators. Fourth, we developed a survey for Oregon districts about the financial incentives they provide for multilingual educators and how they assess multilingual educators' language proficiency. Throughout this process, we met regularly with ODE to share findings, better understand agency needs and questions, and get feedback on our work.

Our report is organized into three sections corresponding to the three key types of data needed to better understand and support bilingual education in the state: 1) Schools with Bilingual

Programs; 2) Students in Bilingual Programs; and 3) Multilingual Educators. Each section is organized similarly. For each section, we begin by describing the current reality, meaning the existing data that ODE has on this topic and gaps in this data. We then describe the rationale for addressing the gap in available data, including why the gap is problematic, the inequities the gap perpetuates, and state initiatives that are impacted by the gap. Next, we describe strategies other state education agencies use and strategies Oregon districts use to address the gap. Finally, we provide short- and long-term recommendations for addressing the gap in available data on the topic. Finally, we provide additional resources related to each of the three major data topics addressed in the report (schools with bilingual programs, students in bilingual programs, and multilingual educators).

Oregon has ambitious goals for improving student outcomes and educational systems in ways that expand opportunities for all students in the state, with particular attention to historically and currently marginalized students (ODE, 2024; Oregon State Board of Education, 2022). By expanding information about schools with bilingual programs, students in bilingual programs, and multilingual educators, Oregon will be better able to meet these important goals.

Gap 1: Schools with Bilingual Programs

Current Reality

Because bilingual programs—and specifically dual language (DL) programs—have positive effects on student outcomes, the Oregon Department of Education has invested in expanding them. However, currently, **there is no list of Oregon schools with bilingual programs** maintained by ODE and regularly updated.

The most comprehensive list of Oregon bilingual programs currently available was developed by Dr. Nelly Patiño-Cabrera of Oregon State University in 2023. Dr. Patiño-Cabrera wrote background information about the list and created a spreadsheet with information about each program. For each program, the spreadsheet includes information about the language of instruction, program model, language allocation, and school website. Dr. Patiño-Cabrera created this list on a volunteer basis, and it is not currently being updated. The list is linked from an OSU's webpage and is not easily located via a web search.

As part of its English Learner (EL) data collection, Oregon does collect information about whether students currently classified as English learners are enrolled in bilingual programs. However, this information is at the student level and is only available for students currently classified as ELs. If ODE attempted to use this data to generate a list of schools with bilingual programs, the list would leave out schools with bilingual programs that do not enroll current English learners. Also, past analysis of the bilingual program information contained in Oregon's EL data collection suggested possible validity and reliability issues. For example, there are multiple schools in Oregon where only one student is listed as participating in a bilingual program in a given year, potentially indicating a data entry issue.

Rationale for Addressing This Gap

Why This Gap is Problematic

- **Barrier to Informed Decision-Making:** Policymakers, educators, and multilingual families cannot make informed decisions about bilingual education options without clear information on where these programs are available and how they operate. In fact, the Every Student Succeeds Act (ESSA) mandates that schools provide accessible information about language instruction educational programs, reinforcing the need for a comprehensive database to ensure all families have the information they need to make informed educational choices.

- **Impediment to Effective Resource Allocation:** Without accurate data, the state cannot effectively allocate resources, such as funding and professional development, to support and expand bilingual programs across the state.

- **Challenges to Program Expansion:** The lack of information on schools with bilingual programs impedes efforts to strategically expand access to bilingual programs, particularly for students classified as English learners.

Inequities Perpetuated

This gap contributes to inequities in educational access by potentially leaving out schools in underserved areas from receiving the support they need to implement or sustain bilingual programs. It also limits transparency, which can prevent families from advocating for bilingual education in their communities.

State Initiatives that Are Impacted by This Gap

Initiative	Section	Impact of Gap
State Board of Education Strategic Plan, 2022-2025	Goal 2, Strategy 3: "The State Board of Education commits to cooperation on joint priorities that promote responsive, high-quality, dual language integration in Oregon's school systems."	Without information about which schools have bilingual programs, it is impossible to carry out key activities listed under this strategy, including, "develop a strong vision for the expansion of dual language immersion programs as a critical element for ensuring educational equity in Oregon's school systems." Planning for strategic expansion of DLI programs is very difficult without comprehensive, up-to-date information about where programs currently exist. The State Board of Education recognizes that Oregon does not currently have the information about schools with bilingual programs needed for strategic planning purposes, and an action specifically listed under this strategy is, "The Board works closely with the ODE Director to advocate for a statewide inventory of: bilingual programs, including student profiles and program type."
Oregon Multilingual Learner Strategic Plan	Priority area 4, Goal 1: "Oregon educational entities implement high-quality dual language programs that prioritize students designated as English learners."	Without accurate information about schools with bilingual programs, ODE cannot monitor the implementation of dual language programs across the state. This gap also makes it challenging to understand if dual language programs are prioritizing students who are designated as English learners. Additionally, this gap hampers the state's ability to identify gaps in program availability and plan for the expansion of dual language programs.
Oregon	Priority area 4, Goal 2:	Understanding where bilingual programs

Multilingual Learner Strategic Plan	"Oregon educational entities offer and support Tribal language course options that promote language revitalization and preservation."	exist would help identify schools and districts that may be suitable sites for heritage, Indigenous, and Tribal language programs. The gap in data makes it difficult to support language revitalization efforts effectively, as it hinders ODE's ability to identify and collaborate with schools that have existing language programs or the potential to develop new ones.
Oregon Multilingual Learner Strategic Plan	Priority area 4, Goal 3: "All multilingual learners earn the Seal of Biliteracy/Multiliteracy."	Reliable data on bilingual program availability is crucial for supporting students' pathways to earning a seal of biliteracy. Without knowing where bilingual programs are offered, it is challenging to ensure that multilingual learners are receiving the necessary instruction to achieve biliteracy.
ODE Equity Stance	"Education equity is the equitable implementation of policy, practices, procedures, and legislation that translates into resource allocation, education rigor, and opportunities for historically and currently marginalized youth, students, and families including civil rights protected classes. This means the restructuring and dismantling of systems and institutions that create the dichotomy of beneficiaries and the oppressed and marginalized."	The absence of reliable, easily accessible data on schools with bilingual programs disproportionately affects students classified as English learners. These students are the most likely to benefit from bilingual education, which supports their linguistic and cultural assets while providing equitable access to educational opportunities. Without accurate information about current bilingual programs, it is difficult to allocate resources and make strategic investments that expand access to bilingual programs for this important group.

Strategies Other Education Agencies Use to Address This Gap

Based on web searches, a survey of state EL directors, and meetings with individuals involved in multilingual education, we identified several promising approaches to gathering and posting information about schools with bilingual programs. We now provide examples of these strategies.

Colorado's Online List of Schools with Bilingual Programs

The Colorado Department of Education posts a simple list of districts and schools with bilingual programs. On the webpage with the list, **there is a** link **to a Google Form that district or school administrators can use, requesting that their district/school's information be added to the list**. The form collects information about the language of

instruction, type of bilingual program (one-way or two-way dual language program), and dual language model (50/50, 80/20, 90/10, other). In addition to providing a way for districts/schools to submit information about their bilingual programs, the Office of Culturally and Linguistically Diverse Education in Colorado sends out emails to districts requesting that they submit information about their dual language programs. Colorado's list of dual language programs is revised annually.

Washington's Interactive Map of Dual Language Programs

Washington's state report card includes information about dual language programs, including the overall number of dual language programs in the state and the number of schools with DL programs. (Click "Dual Language Programs" in the left hand sidebar of the state report card to access this information.) A separate tab on this page contains a detailed list of DL programs. The entry for each program includes information about program design, language of instruction, program model, and program website. In addition, **another tab on the page contains an interactive map of dual language programs.** Programs are color-coded by language of instruction, and users can zoom in or out to view the distribution of DL programs across the state. Clicking on the marker for any DL program on the map displays that program's details. Creating the list and map of dual language programs was an initiative of the state Multilingual and Migrant Education team. Washington leaders caution that the list of dual language programs is not comprehensive because information for the DL program list was gathered from applications that districts submitted to a state grant competition. Therefore, the list only contains DL information for districts that applied to the grant competition.

Strategies Oregon Districts Use to Address This Gap

Many Oregon districts with bilingual programs have information on their district website about the schools where these programs are located. Some districts also provide information about the program model, as well, along with a variety of resources for families. For example, the Beaverton School District website contains several pages about the district's dual language programs, including an overview, details about the elementary, middle, and high schools where the programs are located, and information about how to apply to the programs. Similarly, the Phoenix-Talent School District website includes information about the schools where the program is located, the program's history, selection and placement information, and a video about the program, among other resources. Thus, **while information about many Oregon schools with bilingual programs is available via district websites, there is no system for aggregating this information at the state level**, and district websites are not always updated with the most recent information.

Please see Additional Resources for Gap 1 to view additional information about ways states and districts provide information about schools with bilingual programs, including screenshots of Colorado and Washington's information.

Recommendations

Short-Term Recommendations

Given the logistical, financial, and resource challenges required to initiate a new ODE data collection or modify an existing collection to gather information about schools with bilingual programs, we propose steps to immediately address this gap in the short-term. Specifically, **ODE Multilingual and Migrant Education staff can:**

- **Convert the list of Oregon schools with bilingual programs created by Dr. Patiño-Cabrera into a page within ODE's website.**

- **Create a form that district or school representatives can use to submit information about their bilingual program for inclusion in the list.** The form can be linked from the ODE page listing bilingual programs and can include questions about the language of instruction, program model, language allocation, and school website (as Dr. Patiño-Cabrera's list already does for the schools currently on it).

- **Each year, as part of regular communication with districts, request that districts verify and update information on the list.**

- **Meet with IT staff to explore the feasibility of creating an interactive map based on the list of bilingual programs**

Long-Term Recommendations

In the long term, if ODE has student-level information about all students who are enrolled in bilingual programs (as recommended below), a list of schools with bilingual programs could be generated from this data. This change would be superior to the short-term strategy described above because there would be a clear system in place for updating the list every year, and it would be comprehensive rather than relying, in part, on schools and districts to voluntarily submit information about their bilingual programs.

Gap 2: Students in Bilingual Programs

Current Reality

As part of Oregon's EL data collection, ODE collects data about the instructional program model through which students classified as English learners receive access to core content instruction. The possible codes for this variable are:

- Two-way immersion
- Transitional bilingual
- Developmental bilingual
- Other bilingual
- Sheltered instruction
- Newcomer program

Thus, **ODE has information about students currently classified as English learners who are enrolled in bilingual programs.** However, **the state collects no information about bilingual program participation for other students, including students formerly classified as English learners and students never classified as English learners.** Thus, the state has only a limited picture of bilingual program enrollment. Because most students classified as English learners enter Oregon schools in kindergarten and are reclassified by middle school, this data collection issue particularly limits the state's ability to understand bilingual program participation at the secondary level. In addition, the state cannot analyze the possible gentrification of bilingual programs because no information about bilingual program participation among non-English learner students is collected. Finally, the state also cannot fully understand the long-term impacts of bilingual programs on student outcomes, given the data limitations.

Rationale for Addressing This Gap

Why This Gap is Problematic

- **Incomplete Picture of Bilingual Program Participation:** Without data on all students participating in bilingual programs, ODE cannot accurately assess the reach and impact of these programs across different student demographics, especially at the secondary level, when most ELs have been reclassified.

- **Inability to Address Gentrification:** The lack of data on non-EL students in bilingual programs makes it difficult to identify trends in gentrification (Delavan, 2021), where bilingual programs might be increasingly accessed by non-EL students at the expense of EL students, potentially altering the original intent of these programs (Delavan et al., 2024). (For more information, see Additional Resources for Gap 2, where we provide a brief summary of research on gentrification in bilingual education and why it matters.)

- **Limited Understanding of Long-Term Outcomes:** Not tracking former and never ELs' participation in bilingual programs means ODE and partners are unable to evaluate the long-term effects of bilingual education on these students' academic and linguistic outcomes; as a result, we may be missing opportunities to improve program outcomes.

Inequities Perpetuated

This gap perpetuates inequities by preventing ODE, educators, multilingual families, and the general public from understanding who has access to bilingual programs and how well programs are serving students.

State Initiatives that Are Impacted by This Gap

Initiative	Section	Impact of Gap
State Board of Education Strategic Plan, 2022-2025	Goal 2, Strategy 3: "The State Board of Education commits to cooperation on joint priorities that promote responsive, high-quality, dual language integration in Oregon's school systems."	Without information about which students are in bilingual programs, it is impossible to carry out key activities listed under this strategy, including, "Board leadership works closely with the ODE Director to identify the costs and benefits of dual language immersion programs, starting in districts with a substantial number of same-grade English-learners from the same language background." It is impossible to understand the full costs and benefits of dual language programs without complete information about all students enrolled in the programs, including students formerly classified as English learners who have reclassified out of EL services.
ORS 327.016	This rule directs ODE to prepare an annual report on English learner program funding and student outcomes. The report's intention is to describe the population of English learners in Oregon and provide a summary of district and state progress toward meeting their needs and objectives.	Bilingual programs are a key strategy for effectively educating multilingual students, as stated Oregon's State Board of Education Strategic Plan and Oregon's Multilingual Learner Strategic Plan. Without accurate, complete information about all students enrolled in bilingual programs—including current, former, and never EL-classified students—it is impossible to fully understand the outcomes of these programs and how well they are meeting the needs of all students who enter Oregon schools classified as English learners.
Oregon Multilingual	Priority area 4, Goal 1: "Oregon educational entities implement	Without accurate information about all students in bilingual programs, ODE

Learner Strategic Plan	high-quality dual language programs that prioritize students designated as English learners."	cannot monitor the implementation of dual language programs across the state or fully understand the extent to which programs are prioritizing students designated as English learners.
Oregon Multilingual Learner Strategic Plan	Priority area 4, Goal 3: "All multilingual learners earn the Seal of Biliteracy/Multiliteracy."	Expanding data collection to include all students in bilingual programs, not just current ELs, would provide valuable information on how bilingual education supports students in achieving biliteracy. This is crucial for implementing a multiple measures framework and ensuring that all students, including those formerly classified as ELs, have the opportunity to earn a seal of biliteracy.
Oregon Multilingual Learner Strategic Plan	Priority area 2, Goal 1: "Increase the quality of instruction to meet the diverse strengths and needs of multilingual learners while reflecting and affirming their intersectional identities."	A key action under this goal is, "In collaboration with the Oregon Cross-District Dual Language Cadre, ODE develops and disseminates a dual language instructional framework aligned to national standards and best practices for pre-K–12 education." A dual language instructional framework must be informed by comprehensive data that includes all students participating in bilingual programs. This data would ensure that the instructional framework developed by ODE is based on a full understanding of the student populations being served, leading to more effective and equitable bilingual education practices.
ODE Equity Stance	"Education equity is the equitable implementation of policy, practices, procedures, and legislation that translates into resource allocation, education rigor, and opportunities for historically and currently marginalized youth, students, and families, including civil rights-protected classes. This means the restructuring and dismantling of systems and institutions that create the dichotomy of beneficiaries and the oppressed and marginalized."	By not collecting data on bilingual program enrollment for all students, including those who are no longer classified as ELs or who were never classified as ELs, Oregon may inadvertently overlook disparities in access to bilingual education that impact marginalized groups. Expanding data collection would allow for a more thorough analysis of how different groups—including different racial and ethnic groups and groups with different language backgrounds—are participating in and benefiting from bilingual programs, helping to identify and address any inequities.

Strategies Other Education Agencies Use to Address This Gap

Because federal policy only requires that states collect information about the instructional program models in which students currently classified as ELs are enrolled, most states with bilingual programs do not have information about bilingual program enrollment for all students. However, based on information from national experts, we identified two states that are working to collect this information. In addition, from meetings and email exchanges with Oregon administrators involved in multilingual education at the district level, we also learned how many Oregon districts already collect this information. We now provide examples of these practices.

Massachusetts' Student-Level Flag for Bilingual Program Participation

With the recent passage of legislation to expand bilingual programs in Massachusetts, the state has made changes in its data collection practices so that it can collect information about bilingual program participation for all students.

Previously, like Oregon, Massachusetts only collected information about bilingual program participation for students currently classified as ELs. Now, **Massachusetts is shifting so that within the state's Student Information Management System, there will be a field for program model information that will be filled out for all students**—including those currently, formerly, and never classified as English learners. Massachusetts is using the same program model codes it had previously used when collecting data only for English learners. However, now the field will be filled out for all students. The possible codes are: not enrolled in an English language education program; sheltered English immersion, dual language education, transitional bilingual education; other bilingual programs; or an EL student whose parents/guardians have opted out of all English language education programs. (See Additional Resources for Gap 2 for Massachusetts' full program model codes and definitions, as well as sample program model codes from other sources.)

Currently, **Massachusetts is conducting multiple training sessions for EL directors and data liaisons within districts regarding this shift.** Leaders from the state's Office of Language Acquisition and the Office of Data and Accountability jointly facilitate the training sessions. Massachusetts leaders have found that they need to proactively make sure that both EL directors and data liaisons within districts attend these trainings, and they intend to continue providing the trainings, timed to coordinate with the data collection windows. In addition, **Massachusetts leaders are using the state's Title III monitoring process to identify differences between what state data shows about bilingual program enrollment within districts and what they see as part of the monitoring process.** Leaders can then address these gaps directly, including refining training and data collection practices so that data are more accurate.

Washington's Course-Level Flag for Classes in Bilingual Programs

One of Washington's data collections is a course catalog file with information about each course offered in the state. As part of this file, **Washington collects information about whether each course is part of a dual language program and, if so, what the partner language is.** The

first field is called Dual Language Instruction Type. <mark>If the course is not part of a dual language program, the field is left blank. If the course is part of a dual language program, the possible Dual Language Instruction Type codes are:</mark> <mark>one-way dual language program</mark>, <mark>two-way dual language program</mark>, <mark>world language enrichment program</mark>, or <mark>world language immersion program</mark>. (See [Additional Resources for Gap 2](#) for definitions for these codes and information about program model codes in other locations.) If a code is entered for the Dual Language Instruction Type field (i.e., if the field is not left blank because the course was not part of a dual language program), then the second field, <mark>Dual Language Instruction Language</mark>, must be completed, indicating the partner language used in the course.

Because Washington also collects information about the courses in which each student in the state is enrolled, it is possible to determine whether each student was in one or more courses that were part of dual language programs. Thus, information about dual language program enrollment is available for all students in the state, including students currently, formerly, and never classified as English learners.

Oregon School Districts' Information about Students in Bilingual Programs

Many Oregon school districts with bilingual programs have student-level flags indicating whether each student in the district participates in a bilingual program. For example, the Beaverton School District, Portland Public Schools, the Salem-Keizer School District, the Hillsboro School District, the Woodburn School District, and the Corvallis School District all have student-level flags in their student information system Synergy that indicates whether each student in the district is enrolled in a bilingual program. This student-level flag includes students currently, formerly, and never classified as English learners. Each district uses this information in a variety of ways. Below are two examples.

In Portland Public Schools, staff use the student-level dual language program flag to run reports that allow them to examine data about DL enrollment at the school and district levels. Specifically, district administrators regularly run reports in Synergy to disaggregate DL enrollment by race/ethnicity, home language, and EL status for each school with a DL program and in the district overall. These reports enable district administrators to understand in detail who participates in DL programs and who does not, surfacing potential equity issues and facilitating strategic planning.

In Beaverton, as dual language programs expand, particularly at the secondary level, district staff are refining their data systems to make data about students' enrollment in dual language programs even more easily accessible to teachers and other educators. Beaverton has taken advantage of an option in Synergy that enables districts to create icons for specific data elements that then appear on class lists. Now, when teachers pull a class list, if a student is enrolled in a dual language program, a particular icon will appear next to their name. This tool is particularly useful at the secondary level, when students have many teachers throughout the day, most of whom are not part of the dual language program. With the icon feature, these other

teachers—and school administrators—will easily be able to see which students are part of the dual language program.

Recommendations

Short-Term Recommendations

Considering the barriers to starting a new data collection or altering an existing one to gather information on students in bilingual programs, we suggest some short-term actions that ODE Multilingual and Migrant Education staff can take to build knowledge in this area:

- **As part of the EL Plan template that districts must complete, ODE could include a section for data about students in bilingual programs.** This section could ask districts to provide information, including:
  - Whether the district has a flag in its student information system for bilingual program enrollment.
  - Tables reporting the number and percentage of district students in bilingual programs, both overall and, ideally, disaggregated by race/ethnicity, home language, and EL status.

Long-Term Recommendations

The new state Multilingual Learner Strategic Plan specifies, "ODE advances state policies that promote the growth of dual language programming, heritage language programs, and access to the Seal of Biliteracy/Multiliteracy" (Priority area 4, Goal 1, Action 1.2). Furthermore, the Plan describes specific actions around data collection: "ODE updates state data collection procedures to include data on schools with bilingual programs, the types of bilingual programs at each school, and students who participate in bilingual programs and then reports this information" (Priority area 4, Goal 1, Action 1.1).

- **Because ODE typically collects data that is legislatively mandated, we recommend that ODE advance a legislative concept for dual language and heritage language expansion that specifically requires the state to collect data about students who participate in bilingual programs** (including current, former, and never English learners). Staff from the Office of Multilingual and Migrant Education and the Office of Research, Assessment, Data, Accountability, and Reporting can collaborate to determine the most viable and useful structure for this data collection, determining whether it should be part of an existing collection or a new collection. As noted above, once this student-level bilingual program enrollment information is available, this data could be used to generate information about all schools in Oregon with bilingual programs.

- **When determining how data will be collected about all students in bilingual programs, ODE may wish to reconsider the program model definitions being used.** The State Leadership for Multilingual Learner Equity Working Group, which includes

leaders across multiple states, has been working to develop a set of program model definitions that could potentially inform this work. Other information about program model definitions from a variety of sources is available in the section Additional Resources for Gap 2.

Gap 3: Multilingual Educators

Current Reality

Information about multilingual educators exists in several places in Oregon's data system. ODE's Staff Position collection includes a field for the teacher's "language of origin." In addition, the Teacher Standards and Practices Commission (TSPC) maintains information about teacher licensure, including whether teachers hold a Bilingual Specialization and/or a Dual Language specialization. However, there are a variety of limitations to these sources of information. First, for the Staff Position collection, many teachers who are bilingual may not select a language other than English when asked to indicate their language of origin. In particular, teachers who learned another language through later life experience and/or education will likely not indicate that they have a "language of origin" other than English. In addition, only one language can be entered in the "language of origin" field. Therefore, individuals who grew up bilingual but chose to indicate English as their "language of origin" would not be captured as multilingual in ODE's current data system. Second, the data from TSPC is incomplete because many teachers who are bilingual may not hold a Bilingual specialization or Dual Language specialization. Furthermore, no information in either of these data collections indicates whether a teacher is currently teaching in a bilingual program. Oregon does not require that teachers in a bilingual program hold a Bilingual specialization or Dual Language specialization, and teachers who do hold these specializations may or may not currently be teaching in a bilingual program.

Rationale for Addressing This Gap

Why This Gap Is Problematic

The lack of comprehensive data about multilingual educators—including those who are actively teaching in bilingual programs—hinders the state's ability to understand and address the needs of these educators and the students they serve. In particular, **it is difficult to address the multilingual teacher shortage without a clear understanding of the current multilingual teacher workforce.**

Inequities Perpetuated

- **Obscured Data on Teacher Diversity:** Inadequate information about teachers' language proficiencies and their roles in bilingual programs may mask important trends in teacher diversity, particularly in how well the teacher workforce reflects the linguistic and cultural diversity of the student population, which is an explicit goal in Oregon (House Bill 4031, 2022).

- **Difficulty in Addressing Workforce Shortages:** Accurate data on multilingual educators is crucial for understanding and addressing workforce shortages. If ODE does not have a clear picture of how many multilingual educators there are in the state, it cannot effectively strategize recruitment, retention, or support initiatives. This limitation

can exacerbate shortages in bilingual education, impacting students who rely on these educators for effective language instruction and support.

- **Misalignment of Teacher Skills and Program Needs:** Without detailed information on multilingual educators, there may be a mismatch between teachers' language skills and bilingual program offerings, leading to instruction that does not effectively support student learning.

- **Challenges in Teacher Support and Development:** The absence of complete and accurate data about multilingual educators makes it difficult to provide targeted professional development and support to teachers in bilingual programs, which is crucial for maintaining high-quality bilingual education.

- **Inequitable Representation and Support:** The absence of detailed information about multilingual educators perpetuates inequities in representation and support within the education system. Multilingual educators often bring unique cultural and linguistic assets that are vital for supporting multilingual learners. Without recognizing and valuing these educators, their contributions may be overlooked, and their specific needs may remain unaddressed, leading to unequal treatment compared to their monolingual counterparts and negatively impacting teacher retention. (For more information, see Additional Resources for Gap 3, where we provide a brief summary of research on bilingual teacher retention and why it matters.)

State Initiatives That Are Impacted by This Gap

Initiative	Section	Impact of Gap
House Bill 4031, Senate Bill 232, and House Bill 3375	House Bill 4031 defines the state's educator workforce diversity goals: "(1) As a result of this state's commitment to equality for the diverse peoples of this state, the goals of the state are that: a) The percentage of diverse educators employed by a school district or an education service district reflects the percentage of diverse students in the public schools of this state or the percentage of diverse students in the district. b) The percentage of diverse employees employed by the Department of Education reflects the percentage of diverse students in the public schools of this state."	Having information about educators who have a first language other than English is important and should continue to be collected and reported. However, this information does not fully capture information about the state's multilingual educator workforce. As noted above, ODE's current data system only allows individuals to have one "language of origin," including English. This system may prevent individuals who grew up speaking more than one language from being counted as among the state's "linguistically diverse" educators. In addition, it is useful for ODE to collect and report information about educators whose first language is English but who later learned another language. Teachers and other educators who speak

	Senate Bill 232 requires reporting on progress made towards the state's goal for educator workforce diversity, as described in HB4031. House Bill 3375 defines the term "diverse educators" to mean "culturally or linguistically diverse characteristics of a person," including having a first language other than English.	students' home languages—regardless of how and when they learned those languages—play a crucial role in making educational settings accessible to multilingual families and supporting students' socioemotional wellbeing and opportunity to learn. Without more complete information about all multilingual educators in Oregon, strategic planning to enhance linguistic access for multilingual students and their families is compromised.
Senate Bill 182	Established the Educator Advancement Council and requires that the Council: ● "Establish a system by which every educator in this state has access to professional learning opportunities." ● "Continuously assess the needs of educators in this state and coordinate future priorities …." ● "Enhance access for educators to high-quality professional learning that: (i) Supports culturally responsive and sustaining practices; (ii) Is guided by the needs of educators in the region served by the network; (iii) Maximizes collaborative leadership among teachers and administrators; and (iv) Reflects professional learning standards. (C) Strengthen and enhance existing evidence-based practices that improve student achievement …."	Because the state and, therefore, the Educator Advancement Council does not have information about educators who teach in bilingual programs, this makes it challenging to assess bilingual teachers' needs and design professional learning accordingly. Nationally, bilingual teachers frequently report that professional learning is not aligned with their needs, and this is a factor impacting bilingual teacher retention (Gándara & Maxwell, 2005; Howard et al., 2018).
Grow Your Own and Bilingual Teacher Pathway Programs	This $4 million investment of ESSER III funds had a goal to "increase the number of bilingual educators in Oregon." Grants were awarded to 33 districts "to recruit, retain, and develop linguistically and culturally diverse educators…."	Without accurate data about the current number of multilingual educators in Oregon, including a specific count of those working in bilingual programs, it is impossible to know whether the number of multilingual educators and teachers working in bilingual programs has increased. This gap limits ODE's ability to evaluate the impact of its

		investments effectively.
[State Board of Education Strategic Plan, 2022-2025](#)	Goal 2, Strategy 3: "The State Board of Education commits to cooperation on joint priorities that promote responsive, high-quality, dual language integration in Oregon's school systems."	A key activity under this goal is, "The Board works closely with the ODE Director to advocate for a statewide inventory of bilingual programs, including student profiles and program type and bilingual teachers by content area and endorsement." Thus, executing the State Board of Education Strategic Plan requires complete and accurate data about the number of bilingual teachers in Oregon. As noted above, tabulating the number of teachers with Bilingual and Dual Language Specializations is not sufficient because these specializations are not required to teach in bilingual programs, and many bilingual teachers do not have them.
[Oregon Multilingual Learner Strategic Plan](#)	Priority area 3, Goal 1: "Oregon districts recruit, hire, retain, and advance multilingual educators of color who mirror the intersectional identities of students designated as English learners."	A key action within this goal is, "ODE collaborates with the Educator Advancement Council, Teacher Standards and Practices Commission, Higher Education Coordinating Commission, Coalition of Oregon School Administrators, and other multilingual leaders to construct a definition of a multilingual educator, gather data on the number of multilingual educators in the state, and incorporate findings into the annual Oregon Educator Equity report" (Action 1.2). Thus, defining the multilingual educator category and collecting data accordingly is essential to meeting the plan's goal of diversifying the educator workforce. Another action under this goal is, "In collaboration with the Educator Advancement Council, Teacher Standards and Practices Commission, Oregon Education Association, and others, ODE advances statewide guidance to ensure equitable compensation for multilingual staff members" (Action 1.4). Without complete and accurate information about multilingual educators in the state, it will be impossible to understand the financial implications of

		compensation plans.
Oregon Multilingual Learner Strategic Plan	Priority area 3, Goal 3: "In-service teachers, administrators, and school staff engage in ongoing, high-quality professional learning to support multilingual learners."	Expanding access to dual language programs is also a goal of the Multilingual Learner Strategic Plan (Priority area 4, Goal 1). Thus, information about educators who teach in bilingual programs (particularly dual language programs) is essential for identifying and targeting professional learning opportunities that address their specific needs.
ODE Equity Stance	"Education equity is the equitable implementation of policy, practices, procedures, and legislation that translates into resource allocation, education rigor, and opportunities for historically and currently marginalized youth, students, and families including civil rights protected classes. This means the restructuring and dismantling of systems and institutions that create the dichotomy of beneficiaries and the oppressed and marginalized."	The Equity Lens emphasizes the importance of allocating resources and support where they are most needed. Clear, comprehensive data on multilingual educators is essential for targeting resources and support effectively. Without these data, there is a risk of misallocating resources or failing to address specific areas where multilingual educators might need additional support.

Strategies Other Education Agencies Use to Address This Gap

Because data about multilingual educators is not federally required, many states do not collect this information. In some states, such as Massachusetts, where a bilingual teaching endorsement is required to teach in a bilingual program, tabulating information about the number of teachers with bilingual endorsements comes closer to a count of the number of teachers working in bilingual programs than in Oregon, where this certification is not required. Nonetheless, it is still not fully accurate since some teachers with bilingual endorsements may not be teaching in bilingual programs.

Meanwhile, **at the district level, many districts in Oregon and across the country have implemented stipends for multilingual educators as a recruitment and retention strategy.** To pay these stipends, districts must clearly define the criteria teachers must meet. Below, we report results from a survey of Oregon districts focused on stipends and assessments for multilingual educators.

Stipends for Multilingual Educators in Oregon Districts

In a survey about compensation for multilingual educators, many Oregon districts reported offering stipends or other forms of extra compensation, using a variety of payment structures, including:

Payment Structures	Examples
Annual stipend (ranging from $1200 to $3000)	- The Canby School District pays a $2500 annual stipend to dual language teachers. - Dual language teachers in the Jefferson County School District receive an annual stipend of $3000. - In the Hillsboro School district, educators can receive one of two possible stipends: - Educators who are bilingual in Spanish or Vietnamese and score at least at an intermediate level on a language assessment receive an annual stipend of $1,200. - Bilingual Dual Language Teachers teaching in Spanish receive an annual $2,330 yearly stipend.
Percentage-based pay differential (ranging from 4-8%)	- In the Salem-Keizer School District, bilingual teachers who teach "in a bilingual setting in which the second language is a requirement of daily instructional delivery" may receive an 8% pay differential. - In the Umatilla School District, dual-language classroom teachers receive a 4% annual pay differential. - Clackamas Education Service District employees who speak a language in addition to English and use that language in their work are eligible for a 5% pay differential.
Hourly pay for additional hours worked and/or additional preparation time.	- In the Tigard-Tualatin School District, dual language teachers have access to supplemental funds to account for additional workload associated with planning. - West Linn-Wilsonville School District compensates educators who teach in dual language programs for ongoing collaborative professional learning and provides an additional preparation period in secondary schools.

The recipients of these stipends varied, including dual language teachers, multilingual classroom teachers not working in DLI settings, and classified staff. When districts offered both types of stipends, dual language teachers received greater compensation. Examples of how districts defined the intended audience for these stipends include:

Recipients of Additional Compensation	Examples
Dual language teachers	- The Gresham-Barlow School District currently has a stipend of $2500 for DLI teachers only. Efforts are underway to potentially add another stipend for bilingual educators outside the DLI program. - The Salem-Keizer School District specifies that dual language

	teachers receive an 8% pay differential.
Multilingual teachers not working in DLI settings	● In the Umatilla School District, staff who have the bilingual specialization on their license (but are not teaching in DLI classrooms) receive a $1591 stipend per year. (This is in contrast to DLI teachers, who receive a 4% pay differential.) ● In Portland Public Schools, financial incentives are also offered to bilingual educators not working in a DLI classroom, who (if they qualify) receive a $1500 annual stipend. These educators must be working at schools where at least 5% of students speak a common language other than English, and the educators must speak the identified language. ● In Salem-Keizer, educators who are bilingual may receive a 4% per year pay differential if they provide direct service to students and families in another language, pass a language proficiency assessment, and meet additional criteria set forth by the district. (This is in contrast to teachers working in bilingual classrooms, who receive an 8% pay differential.)
Classified staff	● In Portland Public Schools, classified staff who regularly use another language in the course of their job may be eligible for a 5% pay differential. ● In the South Lane School District, classified staff can qualify for $1/hour more if they pass an assessment and will use their bilingual skills in their job.

Please see Survey Results about Financial Incentives for Multilingual Educators in the Additional Resources for Gap 3 section of this report for full survey results about districts' compensation practices.

Assessments of Multilingual Educators' Language Proficiency in Oregon Districts

Oregon districts reported using a variety of assessments to evaluate multilingual educators' language proficiency. In some cases, these assessments are to determine bilingual teachers' language proficiency. In other cases, they are to determine whether other educators or classified staff are eligible for additional compensation provided for multilingual employees. Many districts rely on formal, standardized assessments, but some allow for the use of other measures.

Ways employees can demonstrate language proficiency include:

Type of Measure	Examples
Locally evaluated performance assessment	● In the West Linn Wilsonville School District, as part of the interview process, there is a task for dual language candidates to plan and teach a content lesson, then debrief the rationale behind the lesson, in the language other than English.

	● In the Hillsboro School District (non-DLI program) educators interested in receiving a bilingual stipend create a video answering questions. The language liaison department evaluates the videos and gives the educator a proficiency score. ● In Beaverton, a district-determined assessment is provided to determine bilingual proficiency.
Standardized assessment	● In the Tigard-Tualatin School District, DL teachers must pass the STAMP assessment with scores of 7 (advanced proficiency) in all domains. ● In the Central Point School District, DL teachers must score Intermediate High or above on the ACTFL Oral Proficiency Interview. ● In Portland Public Schools, educators not working in DLI programs who are interested in receiving the district's multilingual educator stipend must pass an oral and written language assessment through ALTA language services.
Other measures	● In the Newberg School District, secondary dual language teachers must hold a World Language endorsement. ● In the Phoenix-Talent School District, candidates can demonstrate proficiency by having a high school or college diploma from another country. Otherwise, they must score advanced low or higher on the ACTFL Oral Proficiency Interview. ● In the Canby School District, a B.A. degree from a Spanish-speaking university or college can serve as proof of language proficiency. For other candidates, district staff ask questions in both English and Spanish during the interview process and evaluate the candidate's proficiency using a district-created rubric.

Please see Survey Results about Language Proficiency Assessments for Multilingual Educators in the Additional Resources for Gap 3 section of this report for full survey results about districts' assessment practices.

Recommendations

Short-Term Recommendation
- **As part of the EL Plan template that districts must complete, ODE could include a section for data about teachers in bilingual programs.** As demonstrated in survey results about financial incentives for multilingual educators, many Oregon districts provide additional compensation to teachers working in bilingual programs and have accurate counts of the numbers of these teachers in their districts. This data could serve as a starting place for future planning.

Long-Term Recommendations
- As stipulated in the Oregon Multilingual Learner Strategic Plan, **ODE should "collaborate with the Educator Advancement Council, Teacher Standards and Practices Commission, Higher Education Coordinating Commission, Coalition of Oregon School Administrators, and other multilingual leaders to construct a**

definition of a multilingual educator, gather data on the number of multilingual educators in the state, and incorporate findings into the annual Oregon Educator Equity report" (Priority area 3, Goal 1, Action 1.2).

- Preliminary recommendations about how to modify ODE's Staff Position collection include:
    - **Adding an option that allows for multiple languages of origin to be selected.** This allows individuals who grew up bilingual to have their languages of origin documented correctly.
    - **Adding an additional field that captures information about the languages educators speak (regardless of whether those languages were languages of origin).** This allows ODE to better understand the language skills of the educator workforce, not only which educators have a language of origin other than English.
    - **Adding an additional field that flags whether the educator works in a bilingual program.** This allows ODE to have accurate information about the number of educators in bilingual programs across the state, which enables the state to better understand and address the bilingual teacher shortage and evaluate the effectiveness of its investments to expand the bilingual teacher workforce.

Additional Resources for Gap 1: Schools with Bilingual Programs

Colorado's List of Schools with Bilingual Programs

The Colorado Department of Education maintains an online list of schools with dual language programs. The webpage with the list includes a link to a form district or school administrators can use to request that a school be added to the list. Below is a screenshot of the list.

Figure 1. Screenshot of Colorado's List of Schools with Bilingual Programs

Districts & Schools Implementing

Colorado Districts and Schools Implementing Dual Language Immersion Programs

- Aurora Public Schools
  - Global Village Academy
- Boulder Valley School District
  - Columbine Elementary School
  - Manhattan Middle School of Arts and Academics
  - Angevine Middle School
  - Casey Middle School
  - Escuela Bilingue Pioneer
  - University Hill Elementary
  - Pioneer Bilingual
  - University Hill Elementary
- Colorado Charter School Institute
  - Colorado International Language Academy
- Colorado Springs School District 11
  - Will Rogers Elementary
- Denver Public Schools
  - Denver Center for International Studies at Fairmont
  - Denver Language School
  - Bryant Webster K-8
  - KIPP Sunshine Peak Elementary
  - Sandoval Montessori
  - Valdez

- Eagle County School District
  - Avon Elementary
  - Berry Creek Middle 6-8
  - Edwards Elementary
  - Eagle Valley Elementary
  - Gypsum Elementary
  - Homestake Peak School K-8
  - June Creek Elementary
- Falcon School District 49
  - Stetson Elementary School
- Greeley-Evans School District 6
  - Salida del Sol Academy
- Jefferson County School District R-1
  - Edgewater Elementary School
  - George E. Eiber Elementary School
  - Lasley Elementary
  - Foster Dual Language PK-8
  - Lumberg Elementary
- Mesa County School District 51
  - Dual Immersion Academy
- Morgan County School District Re-3
  - Columbine Elementary

- Poudre School District
  - Boltz Middle
  - Harris Bilingual
  - Irish Elementary
  - Axis Academy (Authorized by CSI)
- Roaring Fork School District
  - Basalt Elementary School
  - Riverview School
- Summit School District
  - Dillon Valley Elementary
  - Silverthorne Elementary
  - Summit Middle School (DLI Programming)
- Telluride R-1 School District
  - Telluride Elementary School
  - Telluride Intermediate School
  - Telluride Middle/High School
- Thompson School District
  - Cottonwood Plains Dual Language Elementary
  - Truscott Dual Language Elementary

If you would like to have your school or district's dual immersion program listed on the CDE Dual Language Immersion webpage, please complete the following request. Please note, this must be completed ONLY by a school/district representative or authorized personnel.

- Request to Post Dual Language Schools/Program in the CDE website

For technical assistance, please contact Nelson Molina, ELD Specialist at molina_n@cde.state.co.us.

Washington's Map of Schools with Dual Language Programs

As noted above, Washington's state report card includes a variety of resources about schools with dual language programs.

First, the report card includes a tally of the total number of schools with dual language programs and the total number of dual language programs in the state.

Figure 2. Screenshot of Website with Number of Dual Language Programs in Washington
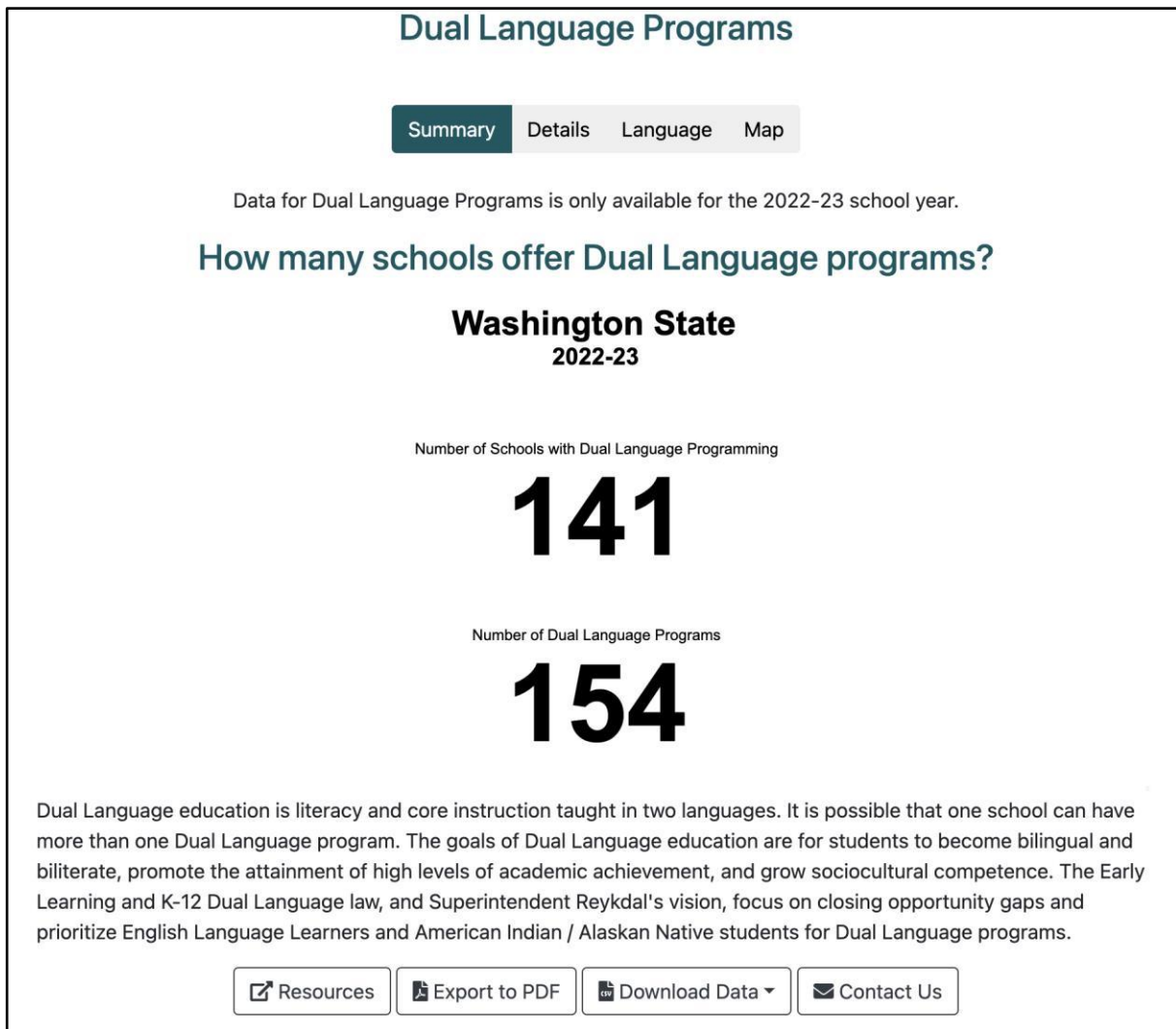
Next, under a "Details" tab, Washington posts a list of all dual language programs in the state with district name, school name, program design, language of instruction, program model, and program website. A sample of this list is shown in the screenshot below.

Figure 3. Screenshot of Details Page about Dual Language Programs in Washington
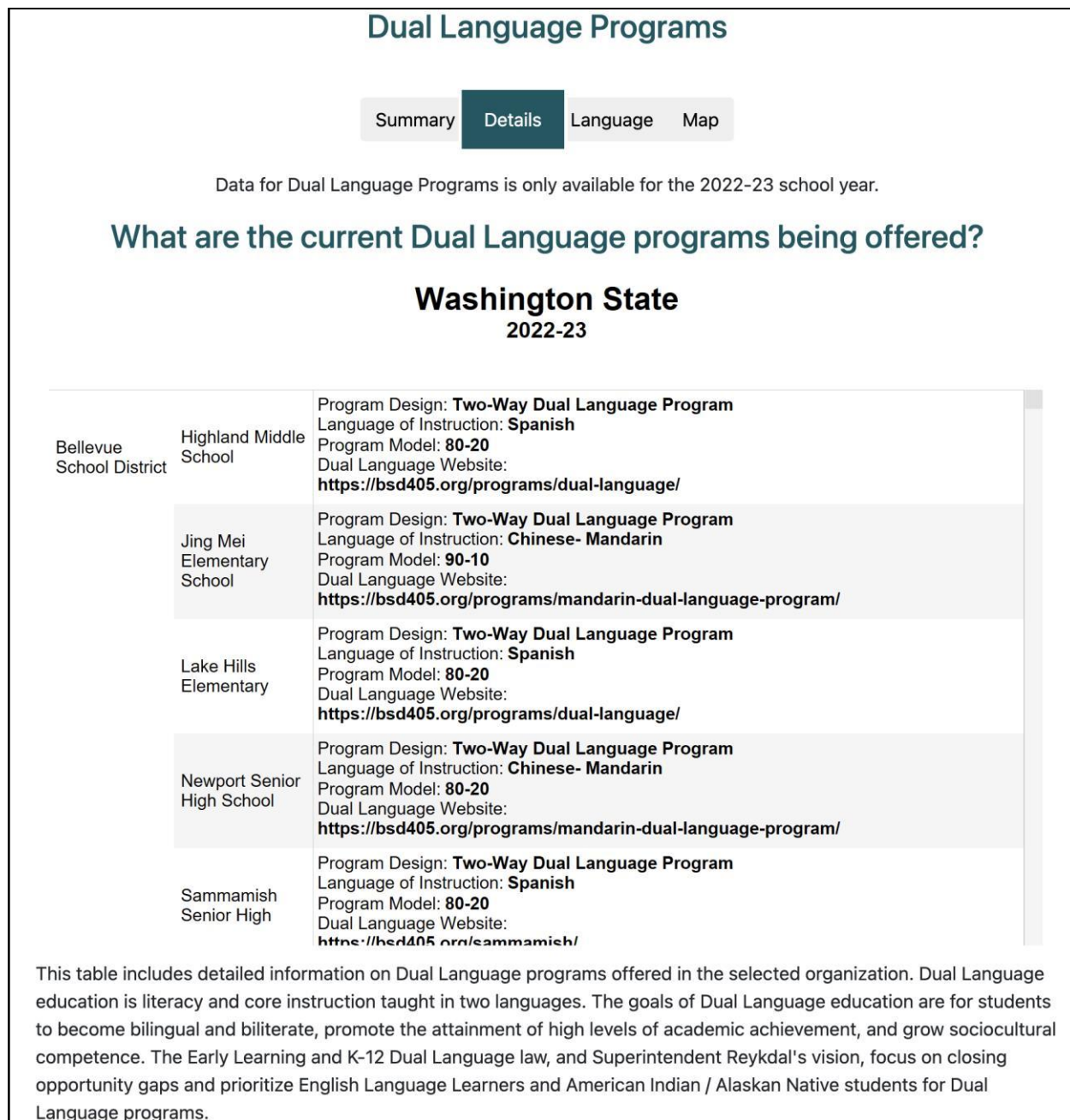
Washington also provides a graph illustrating the number of dual language programs available by partner language, as shown below.

Figure 4. Screenshot of Language Page with Information about Washington's Dual Language Programs
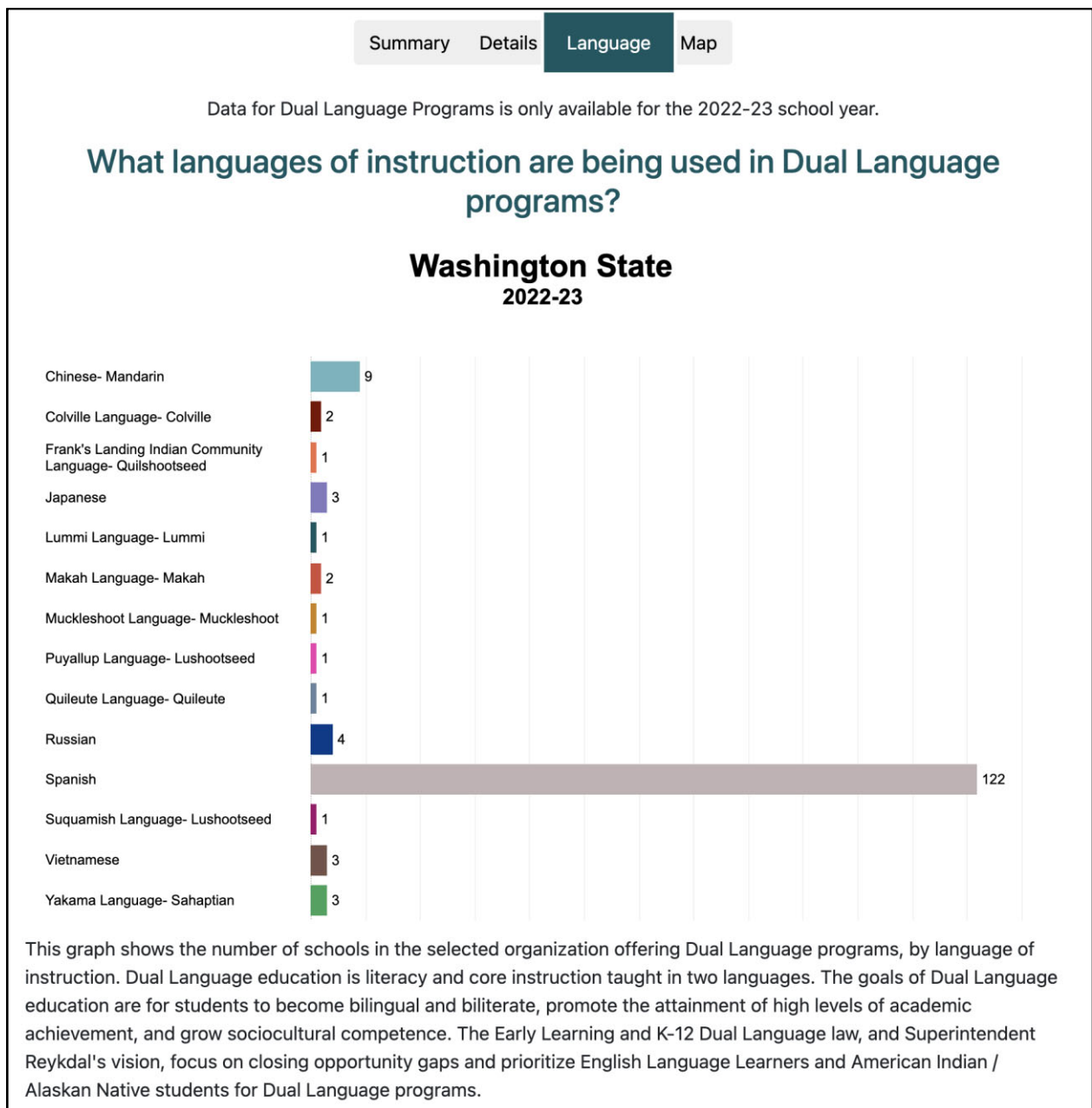
Finally, Washington provides an interactive map showing the location of the state's dual language programs. Clicking on the icon for a program brings up details about that program, as illustrated below

Figure 5. Screenshot of Washington's Interactive Map of Dual Language Programs

Where are Dual Language programs located?

Washington State
2022-23

School Name: **Tillicum Middle School**
LEA Name: **Bellevue School District**
Program Design: **Two-Way Dual Language Program**
Language of Instruction: **Chinese- Mandarin**
Program Model: **80-20**
Dual Language Website: **https://bsd405.org/programs/mandarin-dual-language-program/**

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Click below to highlight schools by language of instruction

- Chinese- Mandarin
- Colville Language- Colville
- Frank's Landing Indian Community Language- Quilshootseed
- Japanese
- Lummi Language- Lummi
- Makah Language- Makah
- Muckleshoot Language- Muckleshoot
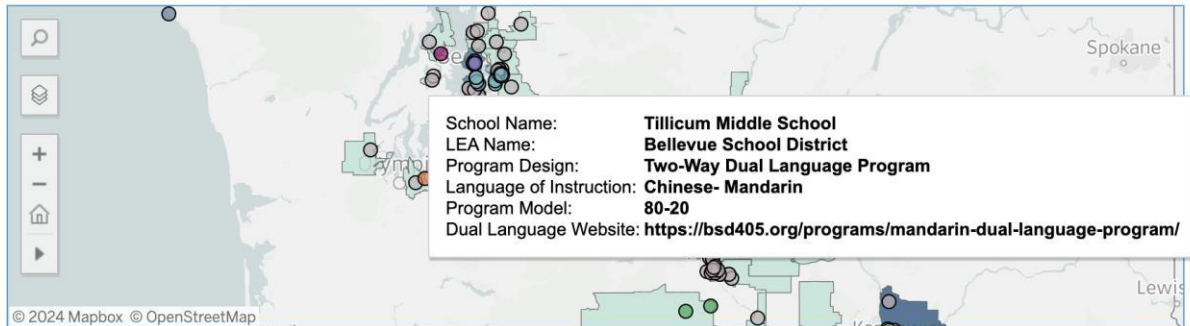- Puyallup Language- Lushootseed
- Quileute Language- Quileute
- Russian
- Spanish
- Suquamish Language- Lushootseed
- Vietnamese
- Yakama Language- Sahaptian

LEA-Level Count of Dual Language Programs

1 ——————————————————————— 20

This map shows schools within the selected organization which offer Dual Language programs. Dual Language education is literacy and core instruction taught in two languages. The goals of Dual Language education are for students to become bilingual and biliterate, promote the attainment of high levels of academic achievement, and grow sociocultural competence. The Early Learning and K-12 Dual Language law, and Superintendent Reykdal's vision, focus on closing opportunity gaps and prioritize English Language Learners and American Indian / Alaskan Native students for Dual Language programs.

Additional Resources for Gap 2: Students in Bilingual Programs

Brief Summary of Research on Gentrification in Bilingual Programs and Why It Matters

Gentrification of bilingual education programs, particularly dual language bilingual education programs, refers to privileged families occupying the physical and discursive spaces of these programs while minoritized students are pushed out (Valdez et al., 2016; Delavan, 2023). In her seminal work, Valdés (1997) examined two-way DLBE programs and cautioned against (a) inequitable attention paid by educators to racial/ethnic/linguistic groups and (b) unfair exchange of linguistic resources between ethnoracial groups. Since then, numerous scholars have taken up the notion of gentrification in bilingual education programs and extended our understanding of gentrification beyond these two original forms (Delavan et al., 2024).

Although gentrification can be demographic, discursive, or programmatic, demographic gentrification is the most common (Freire & Delavan, 2021). This form of gentrification involves the disproportionate enrollment of more privileged students. Research on gentrification in bilingual programs has highlighted inequities in access and representation among minoritized students in these programs (Cervantes-Soon et al., 2017). For example, analysis of a database of over 1,600 schools in the U.S. created by The Century Foundation and the Children's Equity project revealed that many dual language programs are at risk of tilting towards language enrichment for English-dominant children rather than advancing linguistic equity for English learners (Williams et al., 2023). This trend underscores the need for bilingual, particularly dual language programs, to focus on expanding educational opportunities for all students, especially those who are marginalized.

Students with disabilities, racialized students, and economically disadvantaged students are often excluded from bilingual education programs. Regarding students with disabilities, Henderson (2019) found that deficit ideologies and a lack of combined English as a Second Language (ESL) and special education support created barriers for these students, limiting their access to bilingual education. In a separate study, Scanlan and Palmer (2009) highlighted that special education students were often placed in general programs rather than being included in bilingual settings, thus reinforcing their exclusion. Racialization within bilingual programs also leads to exclusionary practices. Even when Black students are enrolled in bilingual programs, associating native English speakers with Whiteness perpetuates anti-Blackness (Flores, 2016). Moreover, the Brown-White binary used in bilingual discussions overlooks the unique needs of Black students (Blanton et al., 2021)

Scholars argue that two-way immersion programs have been portrayed as enrichment education to market the program to the majority population and policymakers (Valdez et al., 2016). Data collection about all students enrolled in all forms of bilingual education across Oregon would inform ODE and districts of possible gentrification patterns, potentially prompting

leaders to reflect on the programs into which marginalized students are assigned. Only by naming gentrification practices can they be reversed to ensure bilingual programs benefit marginalized communities, as intended when established.

The growth of bilingual education programs across the U.S. is not a new phenomenon. Gándara (2021) warned, "Good educational policies can be subverted, either through direct actions or by the failure to remain vigilant of the social justice intentions of the policies" (p. 525). To ensure bilingual programs are inclusive spaces that support racialized and minoritized students, educators and policy makers must address gentrification (Delavan et. al., 2021). Reframing current data collection methods across state, district, and school levels would be a step toward ensuring equitable access to bilingual education programs among K-12 public school students across Oregon.

Program Model Codes

We provide information about program model codes used in a variety of locations, including Oregon's program model codes, Massachusetts's program model codes, Washington's dual language course catalog codes, and a synthesis of program model codes from a range of additional sources.

Oregon's Current Program Model Codes

Currently, Oregon collects data about the program model through which students currently classified as English learners receive content instruction. The possible program model codes were revised in 2015-16, based on input from a statewide workgroup convened by ODE. The codes and their definitions, as listed in the state's EL Program Guide (see pp. 18-19), are provided below.

Table 1. *Oregon's Access to Core Content Program Models*

Oregon Program Model Codes for How EL-Classified Students Receive Access to Content Instruction	Description
12	**Two-Way Immersion** Also referred to as Dual Language Immersion, this is a program in which the language goals are full bilingualism and biliteracy in English and a partner language. Students study language arts and other academic content (math, science, social studies, arts) in both languages over the course of the program, and the program lasts at least through elementary school (and many programs continue through high school). These programs use an immersion approach (maximizing the teacher's use of the target language during the target language's instructional time) and enroll both native English speakers and native speakers of the partner language, with neither group making up more than two-thirds of the student population. Because of this student composition, these programs also emphasize cross-cultural awareness as a key goal of the program. If your program enrolls primarily ELs, it should be coded as a Developmental Bilingual program.
13	**Transitional Bilingual (13)** The primary goal of a Transitional Bilingual program is to facilitate the EL student's transition to an all-English instructional program while receiving academic subject instruction in the native language to the extent necessary. 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. Typically, transition to all English occurs by mid- to late elementary school. These programs are designed for ELs.
14	**Developmental Bilingual (14)** Like Two-Way Immersion programs, these programs share the goals of bilingualism and biliteracy, and thus typically last through elementary school or longer (preferably through high school). Also referred to Dual Language Immersion, Maintenance Bilingual or Late-Exit Bilingual Education programs, these are programs that use two languages, the EL student's primary language and English, as a means of instruction. The instruction builds upon the student's primary language skills and develops and expands the English language skills of each student to enable him or her to achieve proficiency in both languages, while providing access to the content areas. These programs are designed for and typically enroll only ELs
15	**Other Bilingual (15**) This could include Heritage language preservation or other bilingual program models that are not easily classifiable into another program definition. You must have prior approval to use this code and will need to include a description of your program's goals, instructional approach, duration of the program, and target population when this code is used.

Oregon Program Model Codes for How EL-Classified Students Receive Access to Content Instruction	Description
30	**Sheltered Instruction** Teacher provides instruction that simultaneously introduces both language and content, using specialized techniques to accommodate ELs' linguistic needs. Instruction focuses on the teaching of academic content rather than the English language itself, even though the acquisition of English may be one of the instructional goals. Some examples of sheltered instruction models may include SIOP, GLAD, SDAIE, and CM. Classes using a Sheltered Instruction approach can be designed exclusively for ELs or for a mixture of ELs and non-ELs.
31	**Newcomer Program – Core Content instruction** Separate, relatively self-contained instructional program designed to meet the academic and transitional needs of newly arrived immigrants. Typically, students attend these programs on a short-term basis (usually no more than two years) before they enter more traditional programs (e.g., Bilingual, English language development and/or Sheltered Instruction courses or programs). ELs receive their core content instruction in this program. These programs enroll ELs exclusively.
60	**Monitored year 1 –** Exited as proficient in the prior school year - Category 5-M
61	**Monitored year 2 –** Exited as proficient two school years prior - Category 5-M
62	**Monitored year 3 –** Exited as proficient three school years prior - Category 5-M
63	**Monitored year 4 –** Exited as proficient four school years prior - Category 5-M
70	**Former EL –** Exited as proficient more than 4 school years prior - Category 5-F

51	**Not participating in a program. NOTE: Used only for students in**
	        Category 3 – EL Placement score excludes ELD program eligibility (3-H) or
	        Category 4 – ELD Program eligible but declined services (4-N,4-O, 4-P)
	        Category 1-E – only if the student exited as proficient at the beginning of the academic year.

Massachusetts Student-Level Program Model Codes, Used for All Students

As noted above, Massachusetts is collecting student-level data about whether each student in the state is enrolled in a bilingual program. Below is a table listing the possible codes for this field and their definitions, as outlined in Massachusetts' Student Information Management System Data Handbook Version 3.0, School Year 2023-24 . As stipulated in the note, only students classified as English learners can be listed as being in Sheltered English

immersion, Other bilingual programs, Opting out of EL services, or Transitional bilingual education. Students not classified as English learners must either be identified as Not enrolled an English language education program or as enrolled in Dual Language Education.

Table 2. *Massachusetts Program Model Codes*

<div>

Field: DOE026 English Language Education Program Status

Definition: An indication of the type of English Language Education Program in which a student is enrolled as of the time of reporting (e.g., October 1).

Acceptable Values/Code Description:

00	Not enrolled in an English language education program.
01	*Sheltered English immersion* — A full day of sheltered grade-level content instruction and English as a Second Language (ESL) instruction. Sheltered content instruction is content instruction that is modified such that an EL student may comprehend it and participate in the class at his or her level of English proficiency. All instruction and materials are in English.
02	*Dual Language Education* — A bilingual program designed to promote bilingualism and biliteracy, cross-cultural competency and high levels of academic achievement for both native English speakers and English learners from a single language background.
03	*Other bilingual programs* – Other bilingual instructional program for English learners (not Dual Language Education or Transitional Bilingual Education)
04	EL student whose parent/guardian has consented to opt out of all ELE programs offered in the district.
05	*Transitional Bilingual Education* - An instructional program in which the native language of the EL student is used to support the student's development of English and content learning and is then gradually phased out of instruction as a student's English proficiency increases.

Dependencies:
If DOE026= 01, 03, 04 or 05, then DOE025 (English Learner) has to = 01.

</div>

Washington's Dual Language Course Catalog Codes

As noted <u>above</u>, Washington collects information about whether each course offered in the state's schools is part of a dual language program. Then, for courses identified as part of a dual language program, the language of instruction is specified. The codes for these fields are listed in the state's <u>Comprehensive Education Data and Research System (CEDARS) Data Manual</u> (see pp. 71-72) and reproduced below.

Table 3. *Washington's Dual Language Course Catalog Codes*

<div>

Element D14 – Dual Language Instruction Type

</div>

Field Name: DualLanguageInstructionType Data
Type: Int
Allow NULL? Yes.
Conditional Description: The dual language program model used.
- **One-way programs** provide content-based instruction to students in two languages (English and a partner language other than English spoken in the local community). Students in the classroom are multilingual/English learners and/or Native American students.
- **Two-way programs** provide content-based instruction to students in two languages (English and a partner language other than English spoken in the local community). The program is designed to close opportunity gaps and prioritizes multilingual/English learners and Native American students. The classroom has balanced numbers of multilingual/English learners and native English speakers in the classroom.
- **World Language Enrichment courses** provide an introductory level world language experience.
- **World Language Immersion Programs** provide content-based instruction in almost entirely the partner language and are designed for English proficient students.

Business Rules: Data is required for Dual Language Courses.
Example: 1
Valid Values: 1 – One-way Dual Language Program
                 2 – Two-way Dual Language Program
                 3 – World Language Enrichment Program
                 4 – World Language Immersion
Last Updated: October 2020

Element D15 – Dual Language Instruction Language
Field Name: DualLanguageInstructionLanguage
Data Type: Int
Allow NULL? Yes
Description: Conditional Element D15 collects the instruction language being used.
Business Rules: Data is required if Element D14 – Dual Language Instruction Type is not NULL. Must be a valid value from the Language Codes listed in Appendix K.
Example: 015
Valid Values: Refer to valid values table in Appendix K, found in the CEDARS Appendices, located at www.ospi.k12.wa.us/data-reporting/reporting/cedars.
Last Updated: February 2019

Synthesis of Program Model Codes from Multiple Sources

As Oregon considers potential modifications to its program model codes related to bilingual education, we have synthesized definitions from a variety of sources. Comparing the similarities and differences across definitions for the same term may provide useful information to guide possible changes.

One-Way Immersion

- "One-Way Immersion provides instruction in English and another language for non-speakers of the other language, with the goals of language proficiency and academic achievement in English and the other language, and cross-cultural understanding. This program is typically found in kindergarten through grade eight" (California Department of Education, 2024).
- "One-way immersion programs (also known as world language immersion programs) are very similar to two-way dual language programs in terms of implementation, but have different student populations. In one-way dual language programs, students are predominantly from one language group and are usually native English speakers, although programs also may include some ELs or heritage language learners of the partner language (Gómez, Freeman, & Freeman, 2005; Howard et al., 2007; Parkes & Ruth, 2011)" (USED, 2015, p.22).

Dual-Language Immersion (DLI) / Two-Way Dual-Language Immersion

- "An educational program that **offers academic instruction in two languages with the goal of producing high academic achievement, sociocultural competence, and bilingual and biliterate students**" (Williams et al., 2023).
- "Dual-Language Immersion (Two-Way Immersion) is language learning and academic instruction for native speakers of English and native speakers of another language. The goals of dual-language immersion programs are **language proficiency and academic achievement in students' first and second languages, and cross-cultural understanding.** This program is typically found in kindergarten through grade eight, but may be offered through grade twelve" (California Department of Education, 2024).
- A DLI program that enrolls linguistically integrated classrooms, **with roughly equal shares of native English speakers and native speakers of the program's non-English partner language**" (Williams et. al., 2023).
- "Also referred to as Dual Language Immersion, this is a program in which **the language goals are full bilingualism and biliteracy in English and a partner language.** Students study language arts and other academic content (math, science, social studies, arts) in both languages over the course of the program, and the program lasts at least through elementary school (and many programs continue through high school). **These programs use an immersion approach (maximizing the teacher's use of the target language during the target language's instructional time) and enroll both native English speakers and native speakers of the partner language, with neither group making up more than two-thirds of the student population**. Because of this student composition, these programs also emphasize cross-cultural awareness as a key goal of the program. If your program enrolls primarily ELs, it should be coded as a Developmental Bilingual program" (Oregon Department of Education, 2023).
- "Two-way immersion (TWI). Like DBE models, **TWI models have bilingualism and biliteracy as their goals.** They, too, typically follow either a **90-10 or 50-50 model** and

typically begin in kindergarten. The 90-10 TWI model often strongly resembles 90-10 DBE programs (i.e., all students receive 90 percent of their instruction in the non-English language starting in kindergarten, then phase English in gradually, usually starting in the second or third grade), with the difference being that TWI programs also enroll English speakers" [(U.S. Department of Education, 2012, p. 56)](#).

- **"Two-way dual language programs (also referred to as two-way bilingual or dual language immersion programs) enroll equal populations of ELs and non-ELs and instruct both groups in English and the non-English partner languag**e. The goals of the program are academic achievement, **bilingualism, biliteracy, and biculturalism**. Programs generally follow either a 50:50 model (with 50 percent of instruction taking place in English and 50 percent taking place in the partner language) or a 90:10 model (which begins by delivering 90 percent of instruction in the partner language and 10 percent of instruction in English, and then gradually transitions to a 50:50 balance of instruction between the two languages over the course of several years). Programs may balance languages by dividing instructional time based on content area, class period, instructor, day, week, unit, or semester. Each group of students acquires language and content-area knowledge in their own language, as well as in the partner language (Faulkner-Bond et al., 2012)" ([USED](#), 2015, p.19).

- "Dual Language Program: Also known as two-way or developmental, the goal of these bilingual programs is for students to develop language proficiency in two languages by receiving instruction in English and another language in a classroom that is usually comprised of half native English speakers and half native speakers of the other language" ([U.S. Department of Education, n.p., 2020](#)).

Transitional Bilingual

- **"The primary goal of a Transitional Bilingual program is to facilitate the EL student's transition to an all-English instructional program while receiving academic subject instruction in the native language to the extent necessary.** 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. Typically, transition to all English occurs by mid- to late elementary school. **These programs are designed for ELs**." ([Oregon Department of Education, 2023](#))

- "**Transitional Bilingual provides instruction for English learners utilizing English and students' native language for literacy and academic instruction, with the goals of language proficiency and academic achievement in English**. Students typically transition to "**English only**" instruction by third grade. This program is typically found in kindergarten through grade three, but may be offered at higher grade levels" [(California Department of Education, 2024)](#).

- "Transitional bilingual education (TBE). Although this review includes TBE models under

the bilingual heading, it is important to note that many in the field do not consider TBE models to be truly bilingual, **because bilingualism is not a goal for these programs**. Menken and Kleyn (2010) argue that ELs who enroll in subtractive TBE models are not able to experience the academic benefits that come with L1 development in schools because they do not have the advantage of a strong academic literacy foundation established in their L1 on which to build as they acquire English. This is compounded by the fact that these students are often moved in and out of bilingual, ESL and mainstream classrooms, thereby prolonging the length of time it takes to acquire sufficient academic English to succeed in the classroom. Transitional bilingual models are sometimes referred to as early-exit bilingual models, based on their design to have children receiving ESL instruction by the end of elementary school at the latest, and usually by grade 3. TBE models generally begin by providing L1 instruction for literacy and content for the first 2 to 3 years of school (usually grades K or 1 through grades 2 or 3), and then transition to instruction in English only over the course of 2 to 3 years (Genesee 1999; Gersten and Woodward 1995; Bahamonde and Friend 1999)" [(U.S. Department of Education, 2012, p. 54)](#)

- "Transitional Bilingual Education 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 ELL student's transition to an all English instructional program while receiving academic subject instruction in the native language to the extent necessary" ([U.S. Department of Education, n.p., 2020](#)).

Developmental Bilingual

- "Like Two-Way Immersion programs, **these programs share the goals of bilingualism and biliteracy, and thus typically last through elementary school or longer** (preferably through high school). Also referred to Dual Language Immersion, Maintenance Bilingual or Late-Exit Bilingual Education programs, **these are programs that use two languages, the EL student's primary language and English, as a means of instruction.** The instruction builds upon the student's primary language skills and develops and expands the English language skills of each student to enable him or her to achieve proficiency in both languages, while providing access to the content areas. **These programs are designed for and typically enroll only ELs"** ([Oregon Department of Education, 2023](#))

- "Developmental Bilingual provides instruction for **English learners** utilizing English and students' native language for **literacy and academic instruction,** with the goals of language proficiency and academic achievement in students' first and second languages.

This program is typically found in kindergarten through grade eight" (California Department of Education, 2024).

- "Developmental bilingual education (DBE). Developmental models (also referred to as maintenance bilingual and late-exit models in the literature) generally follow one of two configurations for distribution of the two languages: **50-50 or 90-10**.14 In 50-50 models, instruction is split equally between the two languages throughout, so that students spend 50 percent of their class time receiving instruction in each language. In 90-10 models, the program begins such that the non-English language is used for 90 percent of the instructional time, and English the other 10 percent (Genesee 1999; Thomas and Collier 2002). Over time, this balance shifts to an even **50-50**. In either design, the nature of this 50-50 split may vary from program to program—instructional time may be split by content area (e.g., students are taught certain subjects in each language for the duration of the year), by time (e.g., students are taught subjects in both languages and alternate by time periods such as weeks, months, semesters, or units) or by proportion (e.g., students receive instruction for all subjects in both languages)" (U.S. Department of Education, 2012, pp. 55-56).

- "Developmental bilingual education programs (also referred to as maintenance bilingual programs) are generally for ELs only. These programs offer a balance of instruction in the non English partner language and English **to promote academic achievement, bilingualism, and biliteracy**. Programs follow either a 50:50 model or a 90:10 model and may balance languages by dividing instructional time based on content area, class period, instructor, day, week, unit, or semester. Students acquire language and content-area knowledge in English and the non-English partner language (Faulkner-Bond et al., 2012)" (USED, 2015, p.22).

Heritage Language/Indigenous Language/Other Bilingual

- "This could include Heritage language preservation or other bilingual program models that are not easily classifiable into another program definition. You must have prior approval to use this code and will need to include a description of your program's goals, instructional approach, duration of the program, and target population when this code is used" (Oregon Department of Education).

- "Heritage Language or Indigenous Language **provides instruction in English and another language for non-English speakers or students with limited literacy skills in their first language. Indigenous language programs support endangered minority languages in which students may have limited receptive and no productive skills. Both programs often serve American Indian students.** This program is typically found in **kindergarten through grade twelve**" (California Department of Education, 2024).

- "Heritage or native language programs are **language development programs that are designed or tailored to address the needs of heritage language learners.** A heritage language learner has a family background in, or a cultural connection to, the language he or she is studying (Kelleher, 2010). **Heritage language programs also may seek to rejuvenate an indigenous language, in addition to promoting bilingualism and biliteracy** (with English). Indigenous communities commonly call this type of program a native language program. In some cases, this type of language program is designed to respond to the potential extinction of the language and culture of indigenous people (Pacific Policy Research Center, 2010)" (USED, 2015, p.23).

FLEX: Foreign Language Elementary Experience

- "FLEX: Foreign Language Elementary Experience provides instruction for non-native speakers of the target language, with the goals of exposure, enrichment, and language experience. Typically during a designated period of the school day or after-school program (usually a few times a week) providing basic exposure to a language. This program is typically found in kindergarten through grade eight" (California Department of Education, 2024).

FLES: Foreign Language in Elementary Schools

- "FLES: Foreign Language in Elementary Schools provides instruction for non-native speakers of the target language during a designated period of the school day or after-school program dedicated to language study. This program is typically found in kindergarten through grade eight" (California Department of Education, 2024).

Sheltered Instruction

- "Teacher provides instruction that simultaneously introduces both language and content, using specialized techniques to accommodate ELs' linguistic needs. Instruction focuses on the teaching of academic content rather than the English language itself, even though the acquisition of English may be one of the instructional goals. Some examples of sheltered instruction models may include SIOP, GLAD, SDAIE, and CM. Classes using a Sheltered Instruction approach can be designed exclusively for ELs or for a mixture of ELs and non-ELs" (Oregon Department of Education, 2023).
- "Sheltered English immersion — A full day of sheltered grade-level content instruction and English as a Second Language (ESL) instruction. Sheltered content instruction is content instruction that is modified such that an EL student may comprehend it and participate in the class at his or her level of English proficiency. All instruction and materials are in English" (Massachusetts Department of Elementary and Secondary Education, 2024, p. 33).
- "Sheltered English Instruction: An instructional approach used to make academic instruction in English understandable to ELL students. In the sheltered classroom, teachers

use physical activities, visual aids, and the environment to teach vocabulary for concept development in mathematics, science, social studies, and other subjects" (U.S. Department of Education, n.p., 2020).

Newcomer Program – Core Content Instruction

- "Separate, relatively self-contained instructional program designed to meet the academic and transitional needs of newly arrived immigrants. Typically, students attend these programs on a short-term basis (usually no more than two years) before they enter more traditional programs (e.g., Bilingual, English language development and/or Sheltered Instruction courses or programs). ELs receive their core content instruction in this program. These programs enroll ELs exclusively" (Oregon Department of Education, 2023).
- "Newcomer Program: Newcomer programs are separate, relatively self-contained educational interventions designed to meet the academic and transitional needs of newly arrived immigrants. Typically, students attend these programs before they enter more traditional interventions (e.g., English language development programs or mainstream classrooms with supplemental ESL instruction)" (U.S. Department of Education, n.p., 2020).
- "ELs who are recent immigrants and typically have low literacy and are new to formal education settings receive specialized schooling designed to acclimate them to the American school setting and prepare them to participate in mainstream classes" (U.S. Department of Education, 2012, p.xiii).
- "Newcomer programs are separate, relatively self-contained educational interventions designed to meet the academic and transitional needs of newly arrived immigrants. Typically, students attend these programs before they enter more traditional interventions (e.g., English language development programs or mainstream classrooms with supplemental ELD instruction)" (Oregon Department of Education, 2023, p. 11).

Native Speakers Courses

- "Native Speakers Courses are courses of language study designed for native speakers of the target language, typically offered in grades seven through twelve" (California Department of Education, 2024).

Additional Resources for Gap 3: Multilingual Educators

Brief Summary of Research on Retention for Bilingual Teachers and Why It Matters

Oregon's struggle to recruit and retain bilingual teachers mirrors a national trend. Over twenty-five states nationwide are experiencing bilingual teacher shortages, and the states with the most acute shortages are those that provide bilingual education to the greatest numbers of English learners (Gibney, et. al., 2021). Bilingual teachers, who are able to more effectively meet English learners' needs (Gándara & Santibañez, 2016), have higher than average attrition rates. Scholars have found that bilingual teachers leave teaching at higher rates than non-bilingual teachers because they do not receive sufficient curricular materials in languages other than English, high-quality professional development, or support tailored to their needs (Amanti, 2019; Amos, 2016). Despite these challenges, scholars have also identified ways to support and retain bilingual teachers.

Districts are able to curtail high attrition rates among bilingual teachers by offering peer mentoring and active engagement in professional networks (Dunn et al., 2022; Gibney, et. al., 2021; Palmer, 2018). Moreover, bilingual teachers who participate in bilingual learning communities benefit from greater personal and professional development (Valenciana et al., 2006), which impacts their pedagogical practices, with positive effects on their minoritized students' academic achievement (Wiggan, et al., 2021). Relatedly, Colomer and colleagues (2023) interviewed bilingual in-service teachers who completed an online DL teacher certification program and found that most participants attributed their successful completion of the program to the ongoing mentoring embedded in the program and the community networks—or sense of acompañamiento (Sepúlveda, 2011)—they developed with peers enrolled in the course. Consequently, many bilingual teachers purposefully embedded similar practices (i.e., peer dialogue) into their classrooms and found that their own K-12 bilingual students benefited from the teaching methods modeled for their bilingual teachers in bilingual teacher education courses. Empowering bilingual teachers with mentoring and creating a sense of community by facilitating professional networks and ongoing professional development offer effective approaches to bilingual teacher retention.

Why it Matters
Despite the positive impact bilingual teachers have on English learners' academic growth, teacher demographics do not reflect the growing number of Latinx and Spanish-speaking students (Wiggan et al., 2020). Furthermore, bilingual teacher shortages are the primary reason districts struggle to implement bilingual programs in Oregon (Martinez, 2015). This attrition negatively impacts student achievement and imposes large costs on school districts (Carver-Thomas & Darling-Hammond, 2017). Collecting data about the bilingual teacher workforce in

Oregon could help the state and districts understand how their investments in bilingual teacher pathways are playing out and devise data-based strategies for further improving bilingual teacher recruitment and retention.
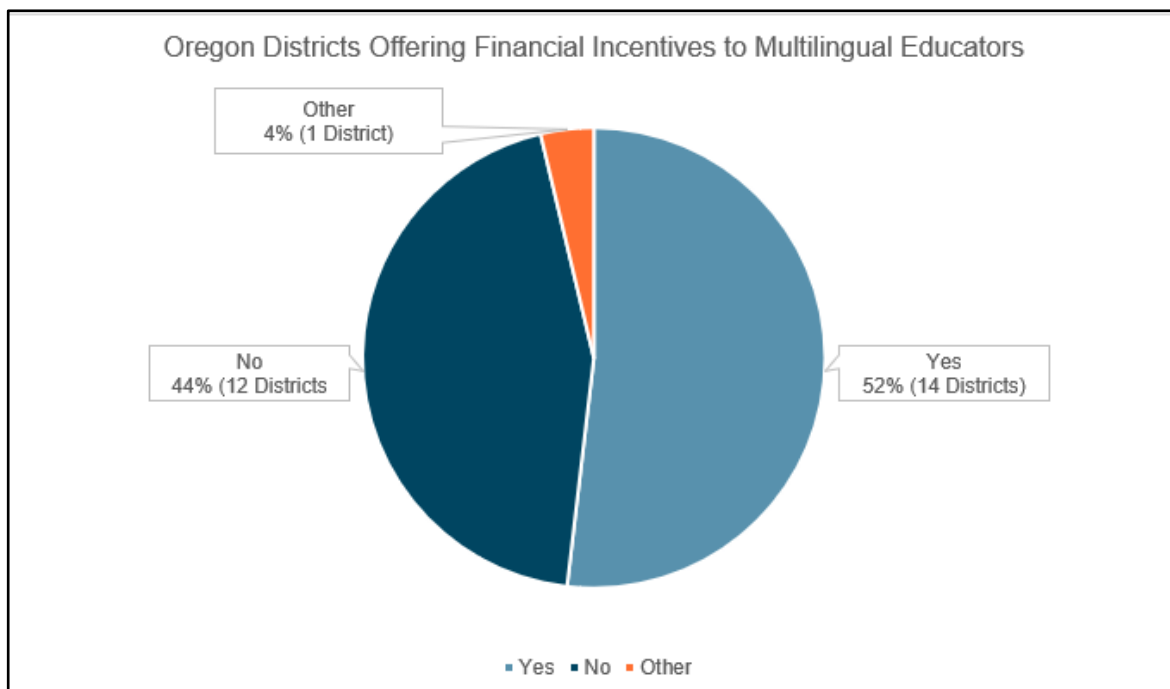
Survey Results about District Practices for Multilingual Educators

To gather information about financial incentives and assessments used for multilingual educators, we designed a brief survey using the Qualtrics platform in July 2024. We first sent the survey to all Oregon Title III Directors of districts with dual language programs listed on Dr. Nelly Patiño-Cabrera's Oregon dual language program directory. We later also sent the survey to all individuals on the Oregon Title III Directors listserv. In total, after sending two reminders from our doctoral student and two from Dr. Nelly Patiño-Cabrera, we received a total of 37 responses.

Survey Results about Financial Incentives for Multilingual Educators

Below are the results for questions about the financial incentives districts provide to multilingual educators.

Question: Does your school district offer any type of financial incentives, such as a stipend, bonus, or salary increase, for bilingual/dual language educators whose regular duties include the regular use of a second language used by your school community (i.e., Spanish, Russian, Vietnamese, or any language other than English)?

Oregon Districts Offering Financial Incentives to Multilingual Educators

- Other 4% (1 District)
- No 44% (12 Districts
- Yes 52% (14 Districts)

▪ Yes ▪ No ▪ Other

Question: If financial incentives are offered, please provide details about the type and amount of these incentives. Indicate whether the stipend is provided annually and how much educators receive.

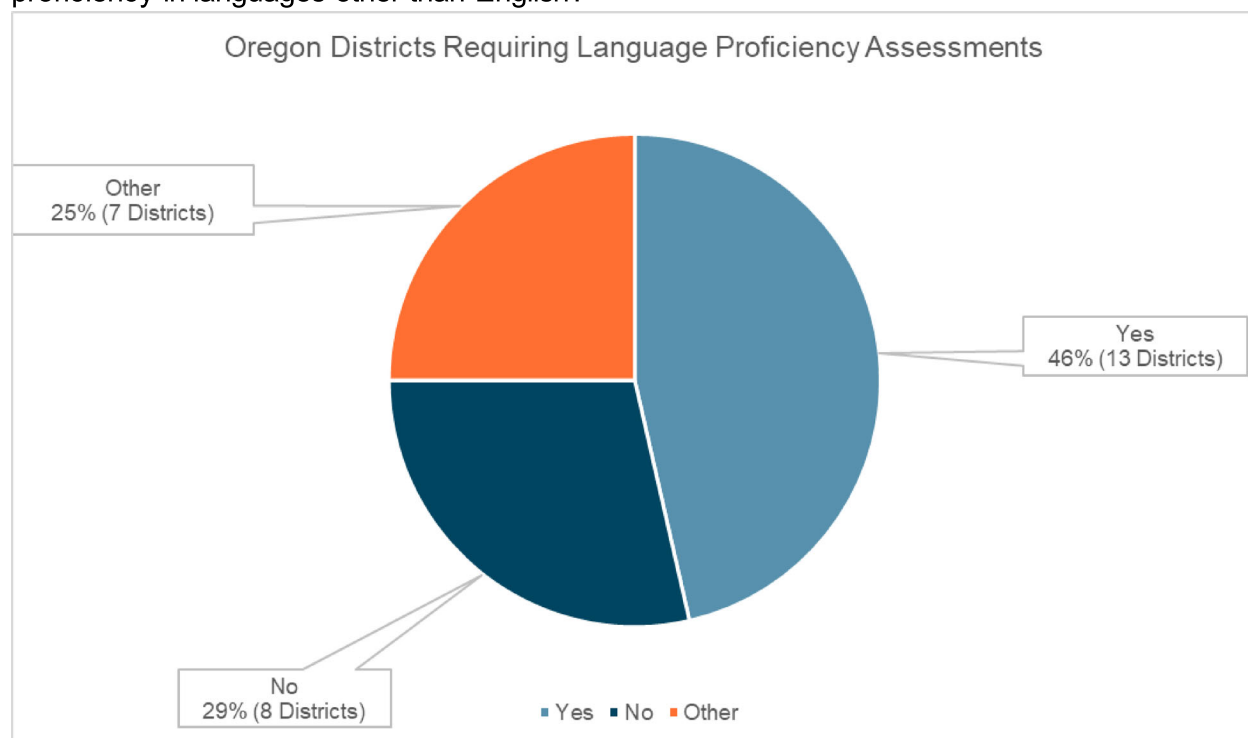| District	Synthesis	Amount	Response or Language from Collective Bargaining Agreement
Beaverton	Annual Stipend	At least $1,200	"Starting with the 2022-2023 school year, educators who have proficiency in English as well as a language spoken in the households of at least 5% of the student population shall receive an annual stipend in the amount of $1,200. Proficiency in a language other than English will be as measured by a District-determined assessment. The District will collaborate with the Association in determining appropriate assessments to determine bilingual proficiency" (BEA Contract, p. 42).
Canby	Annual stipend	$2500/year	Annual stipend of $2500 reported.
Clackamas Education Service	Percentage-based pay differential	5% of employee's salary	Annual stipend of 5% of employee's salary. For me, that was $4,723.58 in the 23-24 school year.
Corvallis	Pay increase	N/A	We provide financial incentive for both being bilingual as well as they receive an additional step on the pay scale.
David Douglas	No stipend	$0	Currently no, however we are in bargaining and this is something we anticipate will be happening under this next contract. It would be an annual stipend, amount to be determined under the current bargaining.
Gresham-Barlow	Stipend	$2,500	We currently have a stipend for DLI teachers only. We are advocating for another stipend for bilingual educators outside the DLI program. It is a percentage of the first step that DLI teachers receive. Currently is 2,500.
Hillsboro	Annual stipend	$1,200/year OR $2,330/year	Educators who are bilingual in Spanish or Vietnamese and score at an intermediate level in those languages receive an annual stipend of $1,200. Bilingual Dual Language Teachers teaching in Spanish receive an annual $2,330 yearly stipend. These teachers can't

			receive both stipends.
Jefferson County	Annual stipend	$3,000/year Spanish proficiency $1,000	Annual stipend for DL teacher of $3,000 and Annual stipend for any bilingual certified educator who can pass a Spanish language proficiency assessment of $1,000.
Lake County-7	Stipend, salary increases	N/A	Extra Duty Stipend, Salary increases, additional financial educational schooling support for bilingual staff.
Newberg	Stipend	N/A	There is a DL stipend.
Phoenix-Talent	Stipend (with additional stipends with each language proficiency)	N/A	Teachers that teach in our TWI program receive a stipend, and all staff that demonstrate proficiency in another language also receive a stipend
Portland Public	Annual Stipend or percentage-based pay differential	$3,000, $1,500, or 5% (depending on position)	For DLI teachers: "DLI classroom educators receive a $3,000 stipend for teaching in the partner language in a DLI program for the 2023-2024 school year" and must have a minimum of 5% of their students as multilingual learners in their class to qualify (HR) For multilingual educators not working in DLI: Educators may be eligible for an annual stipend of $1500 if they: - work at a school where a minimum of 5% of students speak a common language other than English; and - the educator is fluent in the identified language. For classified staff: "If the regular duties of an employee includes the regular use of a second language used by your school community, the employee may be eligible to

			be paid a 5% annual stipend. This applies to positions which do not already have a second language required as the regular duties of the position.
Salem-Keizer	Percentage-based pay differential	4%-8%	"...classroom teachers who are assigned to work as a teacher in a bilingual setting in which the second language is a requirement of daily instructional delivery shall receive a differential of 8% per year based on the rate of MA+0, step 4. This does not include world language teachers." Less than 0.50 FTE is 4% differential (Collective Bargaining Agreement). There is also a bilingual differential for non-teacher positions of 4% per year if they pass all the checkmarks listed on p. 17.
South Lane	Higher hourly pay	$1/hour more	Classified staff can qualify for $1/hour more if they test and pass to show that they are bilingual and will use that in their job
Tigard-Tualatin	Additional resources	N/A	Dual language teachers have access to supplemental funds to account for additional workload associated with planning. This is not contractually obligated, but a resource provided by the department of teaching and learning.
Umatilla	Annual stipend or percentage-based pay differential	$1591/year or 4% (depending on position)	Staff who have the bilingual specialization on their license receive a $1591 stipend per year. Staff teaching in a Dual Language Classroom receive a 4% annual pay bump.
Woodburn	Stipend	N/A	Stipends - it varies, but it is a percentage for licensed and a set amount for classified. I don't know the exact amounts.

Survey Results about Language Proficiency Assessments for Multilingual Educators

Below is information districts provided about whether and how they assess multilingual educators' language proficiency.

Question: Does your school district require an assessment for educators to prove their proficiency in languages other than English?

Oregon Districts Requiring Language Proficiency Assessments

Other 25% (7 Districts)

Yes 46% (13 Districts)

No 29% (8 Districts)

■ Yes ■ No ■ Other

Question: If your district does require proof of proficiency in languages other than English, what proof is required?

District	Type	Response or Language from Collective Bargaining Agreement
Beaverton	Assessment (Does not specify additional information on what the assessment is)	"Proficiency in a language other than English will be as measured by a District-determined assessment. The District will collaborate with the Association in determining appropriate assessments to determine bilingual proficiency" (BEA Contract, p. 42).
Canby	BA Degree, otherwise interview	If candidates have a BA degree from a Spanish speaking university or college we accept that as proof of their language proficiency. We have a district created rubric and during the

		interview process we ask questions in both English and Spanish.
Central Point-6	Assessment (OPI)	OPI Intermediate High minimum score, district developed writing sample scored with a rubric
Clackamas Education Service	Assessment (Language Testing International)	Oral and Written test through LTI Language Testing International
Corvallis	Interview - oral	We do an oral interview
David Douglas	EdTPA?	If the staff are in our dual language immersion program (preschool - incoming 3rd currently at one site) then yes. Those staff must hold ESOL endorsement and go through EdTPA.
Gresham-Barlow	N/A	Avant- and we require an intermediate- advanced level of proficiency for all bilingual educational assistants. We have not implemented that for licensed staff.
Hillsboro	Assessment (Does not specify additional information on what the assessment is)	"Successful completion of a language proficiency assessment is required" (Licensed Professional Agreement, p. 47).
	HSD Video Internal Assessment	The bilingual stipend is determined by an educator's proficiency in Spanish or Vietnamese. They create an HSD video answering questions. Our language liaison department evaluates the videos and give the educator a proficiency score.
Jefferson County	Assessment (STAMP, ACTFL)	STAMP Assessment with an ACFTL score of 7 in all 4 domains
Lake County-7	Assessment	Second Language basics skills test.
Lebanon Community Schools	Interview - oral and written	Language skills are assessed informally via the interview process, both verbal & written and both in English and the target language.
Newberg	Assessment (WL Endorsement)	For secondary they must have a WL endorsement, the assessment is informal via the interview process.

Phoenix-Talent	OPI	Advance low or higher on the OPIc, or a high school/college diploma from another country.
Portland Public	Assessment	"To apply for the stipend, please complete this form no later than Wednesday, December 13. On the form, you will indicate if you have already completed the language assessment or need to take it. If you need to complete the assessment, a Human Resources representative will connect with you to schedule the oral and written language assessment through ALTA language services. After you complete each assessment, ALTA will send the results to Human Resources. Results usually arrive within a few business days. In order to be eligible for the bilingual stipend you must pass both the oral and written assessments with a score of 7 or higher" (HR for PPS).
Salem-Keizer	Assessment (Does not specify additional information on what the assessment is)	No assessment noted for teachers who instruct in "a bilingual setting in which the second language is a requirement of daily instructional delivery" (p. 16), but there are assessments for bilingual differentials for other positions of a district assessment paid for by the district (p. 17).
South Coast	N/A	If staff are going to serve as interpreters, they must show language proficiency.
South Lane	Assessment	Basic language skills - not sure the test
Tigard-Tualatin	Assessment (STAMP)	STAMP, level 7 in all domains (advanced proficiency)
Umatilla	Assessment	The assessment is required to receive the stipend, but receiving the stipend is optional [for non-DLI teachers].
	TSPC Specialization	We require the TSPC specialization [for dual language teachers].
West Linn-Wilsonville	Interview and mock lesson	As part of the interview process, there is a task for dual language candidates to plan and teach a content lesson, then debrief the rationale behind the lesson, in the language other than English.
Woodburn	Assessment (OPI)	OPI

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