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ENGLISH LEARNERS AND IMMIGRATION: A CASE STUDY

# *Prince George's County, Maryland*

A REPORT BY ERIC RUARK, SENIOR RESEARCHER





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## **Executive Summary**

Even while Maryland's population has grown over the last decade, the number of students in the state's public schools has declined. At the same time, the number of students in Maryland schools who are not proficient in English has more than doubled.

The rapid increase in students who struggle to comprehend and communicate in English is an unwelcome cost burden for Maryland taxpayers. Furthermore, the money spent to teach students basic English-language skills depletes the resources available to fund educational programs for the children of native-born Marylanders.

Immigration patterns in Maryland also add to the strain on local schools. The overwhelming majority of students who lack proficiency in English are enrolled in public schools in the Washington, D.C. metro area. This report examines the impact that non-English speaking students are having on Prince George's County, where this population has grown by 96 percent just between 2004 and 2008 while overall student enrollment has decreased by almost 7 percent.

Prince George's County has one-third of all English-language learner students in the state of Maryland, and more than one in ten students in the County's public schools are not proficient in English. In its current school budget Prince George's County has allocated a total of \$60.2 million for the education of Limited English Proficient (LEP) students, though the total costs of these students is much higher. Based on the Prince George's Board of Education's budget for fiscal year 2010, the amount spent on LEP education could likely be over \$300 million.

Not to be lost in the discussion of the dollar cost of LEP education is the impact that non-English speaking students have on the quality of education for the children of native-born Marylanders. While this is hard to quantify, it is a question that should not be ignored. Prince George's County schools have consistently ranked at the bottom in state assessments of student performance and it is currently the only county that Maryland's Department of Education has marked for "corrective action." As the proportion of non-English speaking students continues to grow, Prince George's County schools will find it increasingly more difficult to provide its students with a quality education.

## **Introduction**

The federal government's failure to enforce immigration laws and its current policy of allowing the legal entry of over one million immigrants into the U.S. each year is profoundly felt on the local level.

Nowhere is the impact of the federal government's failed immigration policies more clearly evident than in the nation's public schools. In areas where immigration levels are high, public schools must

cope both with a rapidly increasing foreign student population, and with a larger percentage of students who do not speak English. The bulk of the funding necessary to support these students comes not from the federal government, but is paid for with state and local money, largely from property taxes levied at the city or county level.

Historically, students lacking English-language skills were concentrated in urban schools. Recent immigration patterns, however, have brought large numbers of immigrants, legal and illegal, into America's suburbs, and their children into suburban schools.<sup>1</sup> These school systems are now beginning to confront the same challenges traditionally faced by public schools in America's large cities — the struggle to accommodate immigrant students while maintaining their educational responsibilities to native-born children.

When a student speaks little to no English, public schools must concentrate considerable resources on teaching that student basic English skills. And because the poverty-rate of immigrants, particularly illegal aliens, is much higher than for citizens or legal residents, schools must also accommodate other needs, such as free and reduced lunches, and outreach programs for parents who do not speak English.<sup>2</sup>

## **The Foreign-born in Maryland**

According to an April 2009 study by the Pew Hispanic Center, immigration patterns to the United States have changed significantly over the past two decades.<sup>3</sup> While traditionally high immigration states, such as California, Texas, Florida, Illinois, and New York are still receiving large numbers of immigrants, other states have seen a marked increase in their foreign-born population. Maryland is one of many states whose recent population growth is being driven largely by immigration.

The Census Bureau estimated the foreign-born population in Maryland in 2008 at 697,609, 12.4 percent of the total population.<sup>4</sup> Foreign-born residents have contributed to over half of Maryland's total population increase since 2000.<sup>5</sup> While Maryland's native-born population grew by 3.3 percent between 2000 and 2008, its foreign-born population increased by 34.6 percent. FAIR estimates that 250,000 persons, approximately 36 percent of Maryland's total foreign-born population, are illegal aliens.<sup>6</sup>

The rapid rise in Maryland's immigrant population is a microcosm of what is happening nationally. Maryland's foreign-born population — roughly one in eight residents — mirrors that of the U.S. as a whole. However, in comparison with other states, Maryland has a higher percentage than most states, ranking 12<sup>th</sup> out of 51 (including the District of Columbia) in the percentage of foreign-born residents, and 11<sup>th</sup> overall in illegal alien population.<sup>7</sup> Maryland's immigrant population is also disproportionately concentrated in the Washington, D.C. metro area, drawn by the availability of

jobs and lax immigration enforcement measures which have encouraged large numbers of illegal aliens to settle in the region.<sup>8</sup>

## Limited English Proficiency (LEP) Enrollment

With the rise of the foreign-born population, both legal and illegal, come more students who lack proficiency in English, and evidence indicates that the children of illegal aliens are substantially less proficient in English than their peers whose parents are in the U.S. legally.<sup>9</sup> Between 2000 and 2007, the LEP population in the U.S. over the age of 5 increased by 15 percent to a total of 24,469,011.<sup>10</sup> Maryland's LEP population has grown faster than the national average, 28 percent between 2000 and 2007, to reach 314,204.<sup>11</sup>

Across Maryland, the number of LEP students in public schools almost doubled in the ten year period from 1995-96 to 2005-06, going from 15,325 to 29,778, according to the U.S. Department of Education.<sup>12</sup> The increase in the number of LEP students is concurrent with an 11.5 percent *decrease* in total student enrollment in the state, thus raising the percentage of LEP students in Maryland from 1.6 percent in 1995-96 to 3.5 percent in 2005-06.<sup>13</sup>

### LEP Enrollment in Maryland Public Schools<sup>14</sup>

	Total	LEP	%
1995-96	972,085	15,325	1.6
1996-97	924,525	16,341	1.8
1997-98	830,000	17,282	2.1
1998-99	841,671	17,568	2.1
1999-00	846,582	20,855	2.5
2000-01	852,920	23,915	2.8
2001-02	860,890	23,981	2.8
2002-03	846,174	27,422	3.3
2003-04	847,722	27,849	3.3
2004-05	865,556	24,811	2.9
2005-06	860,021	29,778	3.5

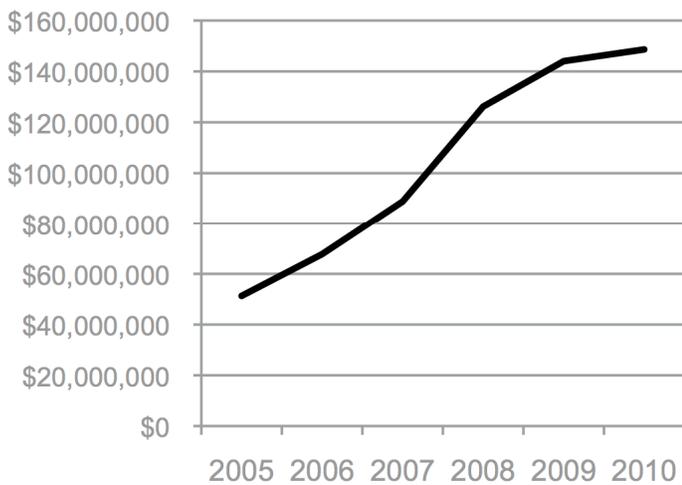
The LEP data recorded by the federal government only counts those students formally enrolled in Maryland's LEP program. The total number of students who received LEP services at some point throughout a given school year may be considerably higher. For instance, Maryland's State Department of Education put the number of LEP students in 2005-06 at 31,905, 2,127 more than are listed in the federal count.<sup>15</sup> By 2007-08, Maryland recorded its number of LEP students at 40,953, a jump of 28 percent in just two years.<sup>16</sup> Meanwhile, the overall student population in those two years decreased by 14,321 students, putting the percentage of LEP students in Maryland's school in 2008 at 4.8 percent and growing rapidly.<sup>17</sup>

## Paying for LEP Education

As the LEP student population has continued to rise in Maryland, so too has the money spent by the state to educate them. According to state budget figures, Maryland will spend \$148.6 million on LEP education in 2010.

Like other states, Maryland is currently facing a sizeable budget deficit. Even with more than three quarters of a billion dollars in budget cuts, the state is still looking at a \$1.5 billion dollar shortfall in fiscal 2011.<sup>18</sup> Governor Martin O'Malley was saved from having to make massive cuts to education funding in the current budget because of federal money received under the American Recovery and Reinvestment Act (AARA).<sup>19</sup> However, this stimulus money was a one-time payout and does not address the structural problems facing school funding — increasing budgetary demands and reduced tax revenues resulting from declining property values and the overall contraction of the economy.

Maryland LEP Budget | FY 2005-2010



Even with the infusion of federal dollars, Governor O'Malley still had to reduce sharply spending on education, including the delayed expansion of pre-kindergarten programs, the elimination of programs for gifted and talented students, and training for teachers and administrators.<sup>20</sup> School meals programs across the state are also facing mounting financial shortfalls.<sup>21</sup> Meanwhile, funding for Limited English Proficiency (LEP) programs for English-language learners has continued to increase. Just since 2005, the money spent annually by the state to fund LEP education has nearly tripled.

### The Hidden Cost of LEP Education

Despite the budgetary constraints and the influx of LEP students, Maryland's education system has received accolades. For 2008, *Education Week* ranked the public school system in Maryland first in the nation based, in part, on student performance on standardized tests, college readiness of its high school graduates, and per pupil spending on K-12 education.<sup>22</sup> *Newsweek* and the College Board also had praise for Maryland's public high schools.<sup>23</sup>

Yet, Maryland has some schools where student performance on standardized tests is well below the national average, where drop-out rates are very high, and the percentage of graduating seniors going on to college is very low.<sup>24</sup> These schools happen to be located in areas that have experienced the highest rates of immigration in the state over the last two decades.<sup>25</sup> The data used in the *Education Week* study that placed Maryland's public school first in the nation left out an important category that would have affected the state's overall score: the large and growing number of students who were classified as "English-language learners."<sup>26</sup>

The money being spent on LEP education raises the overall education budget and increases Maryland's per pupil spending. While such increases may appear to be a positive development, looking only at the raw numbers can obscure how that money is being spent. Those students who are not English proficient require a disproportionate share of education dollars – up to twice as much per LEP pupil according to some cost estimates.<sup>27</sup> Instead of money being spent to improve the classroom conditions for native-born students, ever-increasing portions of the education budget are going to LEP education.<sup>28</sup> While there have been recent cuts in state spending on education, LEP spending continues to increase.

LEP education is also time intensive. An LEP student generally spends several school years in the program. The percentage of LEP students whose language proficiency improved sufficiently to allow them to make the transition to the educational mainstream during the 2006-2007 school year was just under 19 percent.<sup>29</sup> This means that 81 percent of the existing LEP students needed further English language instruction for at least another year. Because of ongoing high levels of new immigration, these holdovers were joined by the new LEP students who were enrolled in the system. Even after many years in the public school system, LEP students score consistently lower in reading and mathematics with the gap growing larger in the upper grades.<sup>30</sup>

A 2008 study by the National Clearinghouse for English Language Acquisition, which is funded by the U.S. Department of Education, found that there is a noticeable “achievement gap” between native English speakers and students whose first language is not English, “even after these [LEP] children have spent five or six years in U.S. schools.”<sup>31</sup>

## **Prince George's County**

The impact of large-scale immigration on the education system can be best seen in places where the growth of the LEP student body has been the most dramatic. Maryland's foreign-born population has tended to settle in the Washington, D.C. metro area, with Prince George's County receiving a large share of immigrants. The County has seen the highest net increase in foreign-born population in Maryland over the last decade, and is second only to Montgomery County in both the number and percentage of foreign-born residents. Prince George's County had 155,836 foreign-born residents in 2007 — 18.8 percent of the total population. The nearly 156,000 foreign-born residents represent a 41 percent increase in that population since 2000. Taking a somewhat longer view, the 2007 foreign-born population represented a 123 percent increase over 1990, and a 289 percent increase since 1980.<sup>32</sup>

Prince George's County has also seen a large increase in its illegal alien population, resulting, in part, from its status as a “sanctuary” county, meaning that it has policies accommodating illegal residents. A 2003 resolution directed county law enforcement officers to “refrain from enforcing immigration

matters” in order to avoid “driving a wedge between immigrant communities and the police.”<sup>33</sup> FAIR estimates the illegal alien population of Prince George’s County at 70,000, or about 45 percent of the County’s total foreign-born population.<sup>34</sup>

The increase in the foreign-born population in Prince George’s County has resulted in a large concentration of people who are not proficient in English. Almost half of Maryland’s total LEP population resides in Prince George’s County, where they comprise about 17 percent of the County’s total population.<sup>35</sup> As the number of people who do not speak English has grown, so too has the LEP population in county schools, topping 10 percent of the total student population in 2007-08.

According to the Maryland State Department of Education, 70.2 percent of LEP students are located within the Washington, D.C. Metro area comprised of Prince George’s and Montgomery Counties.<sup>36</sup> Prince George’s County classified 13,825 public school students as English language learners in the 2007-08 school year.<sup>37</sup> This represents more than one-third of all English language learners in the state.<sup>38</sup>

Exacerbating the educational and budgetary challenges has been the explosive growth in the number of LEP students enrolling in Prince George’s County schools. In the last four years alone, the number has nearly doubled, now comprising approximately 11 percent of the County’s school population in the 2007-08 school year.<sup>39</sup> This increase in students whose first language is not English has occurred as the total enrollment in Prince George’s County schools has decreased over the same period by more than 8,000 students.<sup>40</sup>

While the population of Prince George’s County continues to rise, largely from its foreign-born population, the state of Maryland anticipates that the overall decline in school enrollment in Prince George’s County will continue, at least through 2012.<sup>42</sup> If the trend of increased enrollment by English-language learners continues at its current pace, by 2012 they will makeup a fifth of all students in the County.<sup>43</sup>

LEP Enrollment in PG County Public Schools<sup>41</sup>

	Total	LEP	%
2004-05	137,000	7,064	5.2%
2005-06	134,190	8,200	6.1%
2006-07	132,227	11,198	8.4%
2007-08	128,017	13,825	10.8%

Most Common Languages Other Than English Spoken by Foreign-Born students in Prince George's County Public Schools (2007)<sup>44</sup>

Language	Student Count
Spanish	15,798
French	626
Tagalog	391
Yoruba	315
Krio	292
Vietnamese	269
Ibo	218
Mandarin	159
Urdu	156
Amharic	148
Jamaican Creole	110
Arabic	106

### Cost Of LEP

The funding necessary to accommodate English-language learners is substantial. For FY 2010 the amount set aside for LEP education constitutes 3.6 percent of the total Prince George's County school budget.<sup>45</sup> Most of the LEP funding comes from the state, with the county providing supplemental spending. The federal government, which is primarily responsible for enacting and enforcing immigration laws, contributes only a negligible amount.<sup>46</sup>

### LEP Spending in Prince George's County | 2005-2010<sup>47</sup>

	2005	2006	2007	2008	2009	2010
<b>Total Education Budget</b>	<b>\$1,271,648,500</b>	<b>\$1,376,818,700</b>	<b>\$1,493,401,600</b>	<b>\$1,655,211,600</b>	<b>\$1,679,504,028</b>	<b>\$1,711,227,980</b>
LEP Spending						
State	15,867,815	21,905,449	30,078,840	46,809,700	55,117,079	52,393,353
County	6,769,893	3,588,773	6,994,990	8,867,701	5,657,163	5,226,526
Federal	1,353,653	1,741,325	1,699,848	2,393,700	2,428,789	2,609,927

The LEP student population absorbs a sizeable proportion of school funds, but much of the cost of LEP education in Prince George's County is not readily visible. Calculating the cost of LEP education simply by looking at its line item in a budget does not measure the full cost. Students who are classified as LEP have a specific curriculum tailored to meet their educational needs, requiring "high-quality language instruction."<sup>48</sup> The English for Speakers of Other Languages (ESOL) program in Prince George's County, which is tasked with the instruction of LEP students, runs from Kindergarten through Grade 12 and has extensive administrative and support services, including the International School Counseling Office, and an Interpreter Bank that can provide interpretation in 48 languages for parent/teacher conferences and various other events.<sup>49</sup>

The total cost must include teachers, aides, and administrators, and ESOL liaison, as well as the use of classroom space, textbooks, and educational materials. Prince George's County Public Schools does not make readily available the total number of administrators, teachers and staff associated with the ESOL program, nor the total cost associated with the program.<sup>50</sup> Prince George's County does list 104 out of 208 schools as having an ESOL program. The number of ESOL staff at a particular school varies, but to use Parkdale High School as an example, there are 19 staff listed in the ESOL department, according to its website.<sup>51</sup> Parkdale also states that students from 29 countries from 21 different "language groups" are in its ESOL program.<sup>52</sup>

There have been efforts made to estimate the full cost of LEP education in Maryland. A 2001 report prepared for the Maryland Commission on Education Finance, Equity and Excellence, the so-called "Thornton Commission," found that the added cost of "adequately" educating English-language learners was equal to the base cost per student, i.e., it costs twice as much to teach an LEP student as it does a native English-speaking student.<sup>53</sup> Using the Thornton Commission's cost basis and the reported per pupil spending for 2007-08, the price tag for providing a year's instruction to LEP students in Prince George's County would have been \$24,214.

Other studies estimate a somewhat lower, though still substantial additional cost for students enrolled in LEP program. A 2009 study conducted by the Maine legislature comparing the per pupil spending on English-language learners in all U.S. states estimates that in Maryland such instruction adds about 50 percent to the total cost. Applying that cost basis would place LEP per pupil annual spending in Prince George's County in FY 2008 at approximately \$18,099.<sup>54</sup> With 13,825 LEP students in Prince George's County, the cost based on a range between the two above estimates would be between \$250,218,675 and \$334,758,855 a year, or between 15 and 20 percent of the total money spent on public education in Prince George's County in FY 2008.

## **LEP and Academic Performance**

Such huge expenditures might be rationalized were they transforming non-English-speaking children into young adults ready to meet the challenges of a 21<sup>st</sup> century economy. However, despite the money spent on LEP education in Prince George's County, LEP students still lag far behind the general student population. Eighty-four percent of Prince George's County LEP students entered high school in 2008 without proficiency in reading.<sup>55</sup> Only 19.2 percent scored a passing grade on the Biology High School Assessment (HSA) test compared with 42.5 percent of the overall student population; 24.6 percent passed the Algebra HSA, compared with 46.1 percent of the total student population; and 31 percent passed the Government HSA, compared with 55.5 percent of non-LEP students. Most troubling is that only 12.6 percent (compared to 45.9 of all Prince George's students) passed the English HSA, meaning that 87.4 percent of LEP students were still not proficient in English by the 12th grade.

The high percentage of LEP students in Prince George's County is a significant factor in the poor performance of its public schools. Prince George's presently had the worst performing schools of any county in Maryland, and was the second-worst performing school system in the state behind Baltimore City. The 2008 State of Maryland Report Card identified Prince George's County as one of two systems in the state, and the only county system, in need of "corrective action," with 26 percent of all schools not meeting minimum standards. In comparison, only 7 percent of Montgomery County schools did not meet state standards, while the figure for Frederick County was just 5 percent.<sup>56</sup> The graduation rate for Prince George's County high schools is the lowest in Maryland, falling eight percentage points between 1996 and 2006, with only 63 percent of County high school students expected to earn a diploma within four years.<sup>57</sup>

The more LEP students continue to struggle, the more education dollars will be prioritized for LEP programs. Adding to this redirection of educational resources is the greater likelihood of immigrant children, particularly illegal aliens and the U.S.-born children of illegal aliens, to come from a background of poverty, requiring higher levels of spending per pupil.<sup>58</sup> The rapid influx of LEP students into public school systems lacking adequate programs and financial resources to accommodate them has created, in the words of two Urban Institute researchers, schools with a "low capacity to educate either immigrants or native-born children."<sup>59</sup>

## **Cuts in General Education**

While more money is being spent on LEP students with little beneficial results, Prince George's County is cutting funding in other areas. The proposed 2010 budget would have cut \$24 million from the school system, causing the County government to propose raising property and transit

taxes in an effort to restore some of the funding.<sup>60</sup> The original budget also proposed to cut overall spending on education by 0.3 percent, while increasing spending on LEP education by 28 percent.<sup>61</sup>

Federal stimulus money relieved Prince George's County public schools from facing a budget shortfall, providing the County with a net revenue increase of almost \$32 million, including an additional \$1.7 million for LEP education.<sup>62</sup> These funds however, do not address the long term trend of a rising LEP student population and decreasing public revenues, especially state funding. In 2010, Prince George's County will receive \$55 million less from the state government than in the previous year.<sup>63</sup>

In order to cope with its financial distress, the Prince George's County Board of Education consolidated eight schools in areas that had experienced a decline in enrollment, which effectively shut down those schools and moved the remaining students elsewhere. (It has been reported that county officials have proposed using the emptied buildings for "language immersion" classes.<sup>64</sup>) Over one hundred jobs will be pared as a result of school consolidation, including 20 classroom teachers.

Schools that were not been shuttered also felt the effects of the budget crunch. Across the county, highly successful student enrichment programs have been cut, as a larger share of a shrinking pie must be devoted to LEP education. Among the programs falling victim to budget cuts was the music and technology program at Berwyn Heights Elementary, which had been slated for replication in other schools because of its success.<sup>65</sup>

Like most other Maryland counties, Prince George's school lunch program was hard hit, and the County raised lunch prices by more than 20 percent in 2009.<sup>66</sup> County students also lost the ability to ride Metro area public buses free of charge after school.<sup>67</sup> Because of the reduction in education spending, lawmakers in Annapolis are threatening to pass legislation forbidding Prince George's County from going ahead with its plan to spend \$36 million on a new office headquarters for its school system.<sup>68</sup>

## **Conclusion**

The Pew Hispanic Center has estimated that nationally the number of school-age children of immigrants will reach 17.9 million by the year 2020, and will account for all of the growth in the K-12 student population since 2005.<sup>69</sup> It is difficult to estimate how many of these students will require LEP education, but the recent trend strongly suggests that the percentage of students in U.S. schools who lack proficiency in English will continue to rise.

Prince George's County is an example of how LEP students impact school spending, and how LEP students fair poorly in the struggle to attain basic levels of reading, mathematics, and science. The impact that a large influx of LEP students into a particular district has on native-born children is something that needs further study. Is the quality of American public school education suffering from the growing numbers of immigrant children who do not speak English? In Prince George's County, precious resources are being diverted away from the general student population and into LEP education. As the Prince George's County Board of Education cuts crucial programs and consolidates eight district schools, it is planning new "language immersion" centers.

Prince George's County schools remain well behind other Maryland districts in student performance and serious consideration must be given to how the rapidly growing LEP population in the County is affecting the education of other students. As more students who do not speak English come into Prince George's County schools, the more difficult it will be for teachers and administrators to graduate students who are prepared to enter the U.S. workforce and participate in broader American society. However, the growth of the LEP population is not inevitable.

Because the rise in the LEP population correlates with the rise in the illegal alien population, the first step in reducing the LEP population is to enforce current immigration law. Research clearly shows that illegal aliens and their children are more likely to lack English proficiency. Unsecured borders and lax interior enforcement by the federal government is compounded by jurisdictions like Prince George's County that offer themselves as "sanctuaries" for illegal aliens. These federal and local policy decisions have contributed to the presence of almost 14,000 students in Prince George's County schools who struggle to comprehend English, and speak little English at all.

State and county education officials can also do a much better job of quantifying the cost of LEP education, and assessing the impact these students have on the quality of education for the general student population. There is a great deal of research on the performance of LEP students and suggestions for improving their performance. Nearly all of these suggestions entail additional spending that neither Prince George's County nor Maryland can afford. Very little research has been done to evaluate how native-born students are faring in schools that have substantial numbers of English language learners.

Educators could also usefully concentrate their efforts on teaching English to students who speak other languages, not devising language plans that emphasize bilingual education. The Maryland State Board of Education endorsed a January 2009 report that recommended increasing the number of K-12 language programs so that students could "continue to enhance their heritage [i.e. native] language proficiency."<sup>70</sup> Rather than focusing on new, expensive educational initiatives, school administrators should work to prepare the U.S. citizen and legal resident student population for college or for entry into the U.S. workforce. Those native-born students who have only a high

school education are especially hard-hit in today's job market because they are the ones directly competing against, and often losing low-skilled jobs to, illegal aliens.

Most of all, policymakers at both the federal and local level need to examine the impact of immigration policies and the lack of enforcement against illegal immigration on our most important social institutions. While the problems affecting America's educational system are numerous and well documented, the added burdens imposed by our failed immigration policies and local sanctuary ordinances, simply exacerbate already formidable challenges.

Prince George's County's education crisis represents a prime example of the disservice such federal and local policies impose on the taxpayers who support overburdened schools and the children they are trying — and all too often, failing — to educate.

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<sup>1</sup> Richard Fry, *The Rapid Growth and Changing Complexion of Suburban Public Schools* (Washington, DC: Pew Hispanic Center, March 2009).

<sup>2</sup> Jorge Ruiz-de-Velasco and Michael Fix, *Overlooked and Underserved: Immigrant Students in U.S. Secondary Schools* (Washington, D.C.: Urban Institute, 2000), p. 2 (<http://www.urban.org/pdfs/overlooked.pdf>); Steve Camarota, *Immigrants in the United States, 2007: A Profile of America's Foreign-Born Population* (Washington, D.C.: Center for Immigration Studies, November 2007), p. 1 (<http://www.cis.org/articles/2007/back1007.pdf>). Camarota found that the poverty rate for immigrants and their U.S. born children is fifty percent higher than for native-born Americans and their children; K. G. Ballantyne, A. R. Sanderman, and N. McLaughlin, *Dual Language Learners in the Early Years: Getting Ready to Succeed in School* (Washington, D.C.: National Clearinghouse for English Language Acquisition, November 2008), p. 15 ([http://www.ncele.gwu.edu/files/uploads/3/DLLs\\_in\\_the\\_Early\\_Years.pdf](http://www.ncele.gwu.edu/files/uploads/3/DLLs_in_the_Early_Years.pdf)).

<sup>3</sup> Jeffrey Passel and D'Vera Cohn, *A Portrait of Unauthorized Immigrants in the United States* (Washington D.C.: Pew Hispanic Center, April 2009) (<http://pewhispanic.org/files/reports/107.pdf>).

<sup>4</sup> U.S. Census Bureau, 2007 American Community Survey, Selected Social Characteristics in the United States, State of Maryland.

<sup>5</sup> According to Census Bureau data, Maryland had a total population of 5,296,486 in 2000 with 518,315 (9.8%) foreign-born residents. In 2007, the total population was 5,618,344 with 694,590 (12.4%) foreign-born residents.

<sup>6</sup> "How Many Illegal Immigrants?: Illegal Immigrant Problems and Statistics," Table of State Illegal Alien Populations, [http://www.fairus.org/site/News2?page=NewsArticle&id=16859&security=1601&news\\_iv\\_ctrl=1007](http://www.fairus.org/site/News2?page=NewsArticle&id=16859&security=1601&news_iv_ctrl=1007).

<sup>7</sup> This ranking is based on the Census Bureau estimate of the foreign-born population in Maryland. For a compendium of immigration data for U.S. states see "Immigration Facts: State Data," Federation for American Immigration Reform website, [http://www.fairus.org/site/PageNavigator/facts/state\\_data/](http://www.fairus.org/site/PageNavigator/facts/state_data/).

<sup>8</sup> For a discussion of the rise in the foreign-born population in and around Washington, D.C. see, Audrey Singer, Jill H. Wilson, Brooke DeRenzis, "Immigrants, Politics, and Local Suburban Washington" (Washington, D.C.: Brookings, February 2009) ([http://www.brookings.edu/~lmedia/Files/rc/reports/2009/0225\\_immigration\\_singer/0225\\_immigration\\_singer.pdf](http://www.brookings.edu/~lmedia/Files/rc/reports/2009/0225_immigration_singer/0225_immigration_singer.pdf)).

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- <sup>9</sup> Jack Martin, "Limited English Proficiency Enrollment and Rapidly Rising Costs" (Washington, D.C.: Federation for American Immigration Reform, 2007), pp. 3-4, ([http://www.fairus.org/site/DocServer/LEP\\_Special\\_Report.pdf?docID=1581](http://www.fairus.org/site/DocServer/LEP_Special_Report.pdf?docID=1581)); Michael Fix and Jeffrey Passel, "U.S. Immigration: Trends and Implications for Schools," (Washington, D.C.: The Urban Institute, January 2003), p. 12, ([http://www.urban.org/UploadedPDF/410654\\_NABEPresentation.pdf](http://www.urban.org/UploadedPDF/410654_NABEPresentation.pdf)). See also, Lawrence Hardy, "The Divided Line," *American School Board Journal*, vol. 195, no. 09 (September 2008): p. 33.
- <sup>10</sup> Figures are taken from the Census Bureau's 2000 Decennial Census and the 2007 American Community Survey.
- <sup>11</sup> Ibid.
- <sup>12</sup> "Maryland: Rate of LEP Growth 1995/1996-2005/2006," Department of Education, National Clearinghouse for English Language Acquisition and Language Instruction Educational Programs, Office of English Language Acquisition, Language Enhancement and Academic Advancement for Limited English Proficient Students (OELA), (<http://www.ncela.gwu.edu/files/uploads/4/Maryland-G-06.pdf>).
- <sup>13</sup> Ibid.
- <sup>14</sup> "Maryland: Rate of LEP Growth 1995/1996-2005/2006," Department of Education.
- <sup>15</sup> The Fact Book, 2005-2006, Maryland State Department of Education, p. 31 (<http://www.marylandpublicschools.org/NR/rdonlyres/FCB60C1D-6CC2-4270-BDAA-153D67247324/12105/FACTBOOK2007.pdf>).
- <sup>16</sup> "Consolidated State Performance Report: Parts I and II, For State Formula Grant Programs under the Elementary and Secondary Education Act as Amended by the No Child Left Behind Act of 2001, For Reporting on School Year 2007-08, Maryland," U.S. Department of Education (<http://www.ed.gov/admins/lead/account/consolidated/sy07-08part1/md.pdf>).
- <sup>17</sup> Ibid, p. 1.
- <sup>18</sup> "O'Malley outlines \$454 million cuts, layoffs," *The Washington Times*, August 26, 2009.
- <sup>19</sup> "Governor O'Malley's StateStats," <http://statestat.maryland.gov/recovery.asp>. "O'Malley depending on nearly \$4B in stimulus aid," *The Washington Examiner*, January 28, 2008; "Federal Infusion Eases Cuts To Schools," *The Washington Post*, February 22, 2009.
- <sup>20</sup> "Cash-strapped Md. May be forced to delay expansion of preschool," *The Washington Examiner*, March 31, 2009; Nicholas Johnson, Phil Oliff, and Jeremy Koulish, "At Least 34 States Have Imposed Cuts That Hurt Vulnerable Residents, But the Federal Economic Recovery Package Is Reducing the Harm," Center on Budget and Policy Priorities, March 18, 2009 (<http://www.cbpp.org/files/3-13-08sfp.pdf>).
- <sup>21</sup> "Money Woes plague Md. School meal programs," *The Washington Examiner*, April 15, 2009.
- <sup>22</sup> "Maryland's State Education System Ranks Number One Overall," Maryland State Department of Education, News Release, January 7, 2009 ([http://www.marylandpublicschools.org/MSDE/pressrelease\\_details/2009\\_01\\_07](http://www.marylandpublicschools.org/MSDE/pressrelease_details/2009_01_07)).
- <sup>23</sup> "Another Number One Ranking For Maryland's Schools," Maryland State Department of Education, News Release, February 4, 2009 ([http://www.marylandpublicschools.org/MSDE/pressrelease\\_details/2009\\_02\\_04.htm](http://www.marylandpublicschools.org/MSDE/pressrelease_details/2009_02_04.htm)); "Maryland Public Schools Lead The Nation Once Again," Maryland State Department of Education, News Release, June 16, 2009 ([http://www.marylandpublicschools.org/MSDE/pressrelease\\_details/2009\\_06\\_16a.htm](http://www.marylandpublicschools.org/MSDE/pressrelease_details/2009_06_16a.htm)).
- <sup>24</sup> For the performance data for each public school in Maryland, see "Maryland Report Card," <http://mdreportcard.org/>. The comparisons are made using data from National Center for Education Statistics, U.S. Dept of Education, and Maryland State Department of Education. A useful website that lists the rankings of U.S. schools by state and district according to performance on standardized tests is School Digger, <http://www.schooldigger.com/>.
- <sup>25</sup> While other counties in Maryland have had a larger percentage increase in foreign-born residents (for instance the foreign-born population in Frederick County rose 154 percent between 2000 and 2007) Montgomery and Prince George's Counties have the two largest immigrant populations in the state and account for most of the LEP students in Maryland public schools. Montgomery and Prince George's are also falling behind neighboring Maryland counties that do not have large numbers of LEP students. Prince George's County Public Schools remains the poorest performing county system in the state according to the Maryland State Department of Education's annual "Report Card." Montgomery County schools, once of the top performing school systems in the nation have fallen behind Calvert and Howard Counties in the 2009 Maryland Standardized Assessment ("Students in other counties outpace Montgomery's on MSAs", *The Washington Examiner*, August 4, 2009). The graduation rate for Montgomery County schools has fallen five percentage points since 2003, placing it in eleventh place among Maryland schools and behind Frederick, Anne Arundel, and Howard counties, and two points above Prince George's ("Montgomery County graduation rates fall," *The Washington Examiner*, September 23, 2009). Overall, Montgomery County schools have fallen from a ranking of first in the state in 2002 to 14<sup>th</sup> in 2009 ("Montgomery Baffled by students quitting school," *The Washington Examiner*, October 27, 2009).
- <sup>26</sup> *Education Week*, "Detailed State Data Comparison," [http://www.edweek.org/apps/qc2009/state\\_compare.html#table\\_2](http://www.edweek.org/apps/qc2009/state_compare.html#table_2), accessed October 29, 2009.

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<sup>27</sup> A 2004 GAO report found that LEP education cost “10 to 100 percent over usual per pupil costs; for students living in poverty (independent of ELL programs), the corresponding range of estimates is 20 to 100 percent. Bringing students characterized by both poverty and limited English proficiency up to average levels of achievement could potentially increase average costs by a larger amount—perhaps 30 to 200 percent over average per pupil costs.” (“Illegal Alien Schoolchildren: Issues in Estimating State-by-State Costs,” United States General Accounting Office, GAO-04-733, June 2004, pp. 9-10.) A more specific cost estimate for LEP education in Prince George’s County is presented in this report.

<sup>28</sup> Maryland’s LEP programs are governed by Title III of the No Child Left Behind Act, and require a number of exceptions and accommodations for students classified as less than proficient in English. This means significantly more money and classroom hours of instruction – time and resources that are diverted away from native-born students. See “No Child Left Behind: A Desktop Reference,” U.S. Department of Education, [http://www.ed.gov/admins/lead/account/nclbreference/page\\_pg30.html#titleiii](http://www.ed.gov/admins/lead/account/nclbreference/page_pg30.html#titleiii); “MSDE English Language Proficiency Standards,” Maryland State Department of Education, <http://mdk12.org/instruction/curriculum/elp/index.html>

<sup>29</sup> “Detailed State Data Comparison,” Education Week ([http://www.edweek.org/apps/qc2009/state\\_compare.html#table\\_2b](http://www.edweek.org/apps/qc2009/state_compare.html#table_2b)).

<sup>30</sup> 2008 Maryland Report Card, <http://msp.msde.state.md.us/>. Statewide, LEP High School students in 2008 scored 27 percentage points lower in Algebra, 30.6 percent lower in Biology, 38.1 in English, and 23.8 in Government. The 2009 data was not available when this report was prepared.

<sup>31</sup> Ballantyne, et. al., *Dual Language Learners in the Early Years*, p. 1. The Maryland State Department of Education uses the term “National Capital” to refer to Prince George’s and Montgomery Counties. *The Fact Book for 2007-2008*, released by the Maryland State Department of Education, which touts “Maryland Public Schools: #1 in the Nation,” demonstrates the disparity between the general student population and LEP students on High School Assessment tests. While 90.2 percent of all students met the requirements on all four tests by 11<sup>th</sup> grade, only 63.7 percent of LEP students had met the same requirements ([http://www.marylandpublicschools.org/NR/rdonlyres/FCB60C1D-6CC2-4270-BDAA-153D67247324/18996/FACT\\_BOOK\\_20072008\\_12309.pdf](http://www.marylandpublicschools.org/NR/rdonlyres/FCB60C1D-6CC2-4270-BDAA-153D67247324/18996/FACT_BOOK_20072008_12309.pdf)). A 2008 report by the Pew Hispanic Center found that English language learners “are much less likely than other students to score at or above proficient levels in both mathematics and reading/language arts.” Richard Fry, “The Role of Schools in the English Language Learner Achievement Gap” (Washington, D.C.: Pew Hispanic Center, June 26, 2008), p. i.

<sup>32</sup> US Census Data, and American Community Survey.

<sup>33</sup> County Council of Prince George’s County, Maryland Resolution CR-78-2003

<sup>34</sup> This estimate is based upon the number of foreign-born non-citizen residents in proportion to the foreign-born population of PG County listed in the U.S. Census, and the concentration of LEP students in PG County. Both of these figures are measured against FAIR’s estimate of 250,000 illegal aliens residing in Maryland. Because those who come to the U.S. illegally are less likely to have English-language skills, the proportion of foreign-born who do not speak English will rise the larger the population of illegal aliens. See Jack Martin, “The Cost of Illegal Immigration to Floridians,” (Washington, D.C.: Federation for American Immigration Reform), February, 2009, p. 6 ([http://www.fairus.org/site/DocServer/fla\\_study.pdf?docID=601](http://www.fairus.org/site/DocServer/fla_study.pdf?docID=601)). Fix and Passel, “Trends and Implications for Schools,” p. 12; “A Review of the Public Education Costs of Undocumented Children,” Report to the Utah Legislature, Office of the Utah Legislative Auditor General, No. 2007-07, May 2007, p.6 ([http://www.le.state.ut.us/audit/07\\_07rpt.pdf](http://www.le.state.ut.us/audit/07_07rpt.pdf)). See also, “MPI Data Hub: Migration Facts, Stats, and Maps,” Migration Policy Institute website,

<http://www.migrationinformation.org/datahub/acscensus.cfm?CFID=2446740&CFTOKEN=52980399#>, accessed September 29, 2009. MPI analyzes Census Bureau information and states that “Naturalized citizens in the United States were less likely to be LEP than noncitizens.” It is important to note here that children born in the United States to illegal aliens are currently considered U.S. citizens and not counted among the illegal alien population. A recent Pew Hispanic Center report found that 73 percent of children born to illegal aliens are U.S. citizens (Passel and Cohn, *A Portrait of Unauthorized Immigrants in the United States*, p. ii.). U.S.-born children of illegal aliens will also tend to have greater need of LEP education than children born to native-born parents because they are likely to learn the language of the parents first.

<sup>35</sup> Ibid.

<sup>36</sup> *The Fact Book, 2007-2008*, MSDE, p. 31. The most reliable data on speakers of other languages other than English comes from the Census Bureau, which indicates that 148,747 residents of Prince George’s County over the age of five years reported speaking a language other than English at home. Of this number, 66,008 (44%) speak English other than “very well.” (U.S. Census Bureau, 2007 American Community Survey 1-Year Estimates ).

<sup>37</sup> Prince George’s County Public School, Annual Report, 2008 (<http://www1.pgcps.org/WorkArea/showcontent.aspx?id=77918>).

<sup>38</sup> *The Fact Book, 2007-2008*, MSDE, p. 31 ([http://www.marylandpublicschools.org/NR/rdonlyres/FCB60C1D-6CC2-4270-BDAA-153D67247324/18996/FACT\\_BOOK\\_20072008\\_12309.pdf](http://www.marylandpublicschools.org/NR/rdonlyres/FCB60C1D-6CC2-4270-BDAA-153D67247324/18996/FACT_BOOK_20072008_12309.pdf)). The number of ESOL students in 2008, according to the Prince George’s County Board of education is 13,825, “Children Come First,” *Annual Report, 2008*, Prince George’s County Board of Education, p. 6.

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<sup>39</sup> Because of the various designations used for students whose first language is not English and require special English-language instruction, the term “LEP” is used throughout this report to avoid confusion. ESOL (English for Speakers of Other Languages) and/or ELL (English-language Learners) are also commonly used, but LEP is the most common and consistently applied categorization.

<sup>40</sup> Prince George’s County Board of Education, *Annual Report, 2004, 2005, 2006, 2007, 2008*; Prince George’s County Public Schools, *New Teacher Resource Handbook*, July 2003. The number of students enrolled in PG schools in the 2004 annual report is listed as “more than 140,000,” which would make the decrease in enrollment even more dramatic, approximately 12,000. The number of 137,000 students in PG schools for 2004 is more in-line with subsequent figures and was used in this report.

<sup>41</sup> Data from Prince George’s County Public Schools Annual Reports 2004-2008 and *New Teacher Resource Handbook*, July 2003.

<sup>42</sup> “Statistics on Enrollment and Number of Schools Public and Non-Public, 2007: Total Public School Enrollment,” Maryland Department of Education, Maryland Department of Planning, Planning Data Services, 2008 to 2017 ([http://www.mdp.state.md.us/msdc/schenroll/k-12\\_total08.pdf](http://www.mdp.state.md.us/msdc/schenroll/k-12_total08.pdf)).

<sup>43</sup> This is based on the estimate that the rate of LEP enrollment will result in approximately 22,825 LEP students in Prince George’s County schools in 2012. The projected enrollment for Prince George’s County in 2012 by the Maryland State Department of Education is 117,740 (MSDE, “Statistics on Enrollment and Number of Schools Public and Non-Public, 2007”).

<sup>44</sup> Prince George’s County School District, International School Counseling Office, “Foreign Student Count by Language, 2007-2008.”

<sup>45</sup> Prince George’s County Public Schools, Board of Education Approved, FY 2010 Annual Operating Budget ([http://www1.pgcps.org/uploadedFiles/Offices/Business\\_Management\\_Services/Budget/FY\\_2010\\_Approved\\_Operating\\_Budget/FY%202010%20APPROVED%20Budget%20Book.pdf](http://www1.pgcps.org/uploadedFiles/Offices/Business_Management_Services/Budget/FY_2010_Approved_Operating_Budget/FY%202010%20APPROVED%20Budget%20Book.pdf)).

<sup>46</sup> For the federal requirements for LEP education and funding see the U.S. Department of Education website, “Title III — Language Instruction for Limited English Proficient and Immigrant Students,” <http://www.ed.gov/policy/elsec/leg/esea02/pg38.html>. The state formula for funding LEP education can be found here: *The Formula Behind Maryland’s K-12 Funding*, Friedman Foundation for Educational Choice and the Maryland Public Policy Institute (November, 2008), pp. 12-13 (<http://www.friedmanfoundation.org/downloadFile.do?id=329>); Prince George’s County does not publicize its formula for the allocation of LEP funds.

<sup>47</sup> Figures taken from approved Prince George’s County Board of Education Budgets FY2005-2010.

<sup>48</sup> PGCPs, Title III, <http://www1.pgcps.org/print.aspx?id=20268>, accessed September 28, 2009.

<sup>49</sup> ESOL website, Prince George’s Public Schools, <http://www1.pgcps.org/esol/index.aspx?id=13860>, accessed September 28, 2009; “Interpreter Bank,” <http://www1.pgcps.org/esol/index.aspx?id=57300>, accessed September 28, 2009.

<sup>50</sup> The Maryland State Department of Education in 2006 in compliance with Title III of No Child Left Behind listed a total of 1,210 certified Title III teachers, with the estimated number of additional Title III teachers needed in the next five years at 857. Office of English Language Acquisition, Title III Biennial Report, U.S. Department of Education, December 31, 2006, p. 27. In the FY2009 Proposed Budget, PG County lists 63.35 ESOL parental liaisons. Officials with the Prince George’s County Public Schools were not forthcoming with information about LEP education in Maryland when contacted during the course of research for this report.

<sup>51</sup> “ESOL Faculty and Staff,” Parkland High School website, <http://www1.pgcps.org/parkdale/index.aspx?id=60176>, accessed September 28, 2009.

<sup>52</sup> “Our ESOL Philosophy,” Parkland High School, <http://www1.pgcps.org/parkdale/index.aspx?id=60154>, accessed September 28, 2009.

<sup>53</sup> “Calculation Of the Cost Of An Adequate Education in Maryland in 1999-2000 Using Two Different Analytic Approaches,” prepared for the Maryland Commission on Education Finance, Equity, and Excellence (Thornton Commission), p. 2.

<sup>54</sup> “Further Review of the Limited English Proficiency (LEP) Adjustment in the Essential Programs and Services Funding Formula,” Report to The Joint Standing Committee on Education and Cultural Affairs, Maine State Legislature, January 2009, p. 17.

<sup>55</sup> Maryland Report Card, 2008, <http://mdreportcard.org/StatDisplay.aspx?PV=3|8|16|AAAA|2|N|6|3|1|2|1|1|1|1|3>.

<sup>56</sup> Maryland Report Card, 2008,

<http://mdreportcard.org/SystemsImprovement.aspx?AypPV=48|0|99|AAAA|1|000000|A>

<sup>57</sup> “Local school systems among tops in nation,” *The Washington Examiner*, June 10, 2009.

<sup>58</sup> Jorge Ruiz-de-Velasco and Michael Fix, *Overlooked and Underserved*, passim.

<sup>59</sup> *Ibid.*, p. viii.

<sup>60</sup> “Pr. George’s unveils budget; includes layoffs and furloughs,” *The Washington Examiner*, March 17, 2009.

<sup>61</sup> PGCPs, FY2010 Proposed Annual Operating Budget,

<http://www1.pgcps.org/WorkArea/showcontent.aspx?id=77726>

<sup>62</sup> PGCPs, FY2010 Approved Annual Operating Budget, <http://www1.pgcps.org/budget/index.aspx?id=93358>.

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<sup>63</sup> Ibid.

<sup>64</sup> "Pr. George's Board To Close 8 Schools, Alter Several Others," *The Washington Post*, March 27, 2009.

<sup>65</sup> "Music tech program canceled," *The Gazette*, March 5, 2009.

<sup>66</sup> "Money Woes plague Md. School meal programs," *The Washington Examiner*, April 15, 2009.

<sup>67</sup> "Metro ends free bus rides for P.G. County students," *The Washington Examiner*, August 25, 2009.

<sup>68</sup> "Senate targets new school system headquarters," *The Gazette*, April 7, 2009.

<sup>69</sup> Fry, "The Role of Schools in the English Language Learner Achievement Gap," p. iii.

<sup>70</sup> *Report of the Task Force on the Preservation of Heritage Language Skills in Maryland*, Maryland State Department of Education, January 2009.

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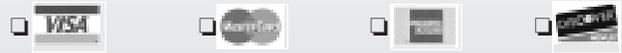
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