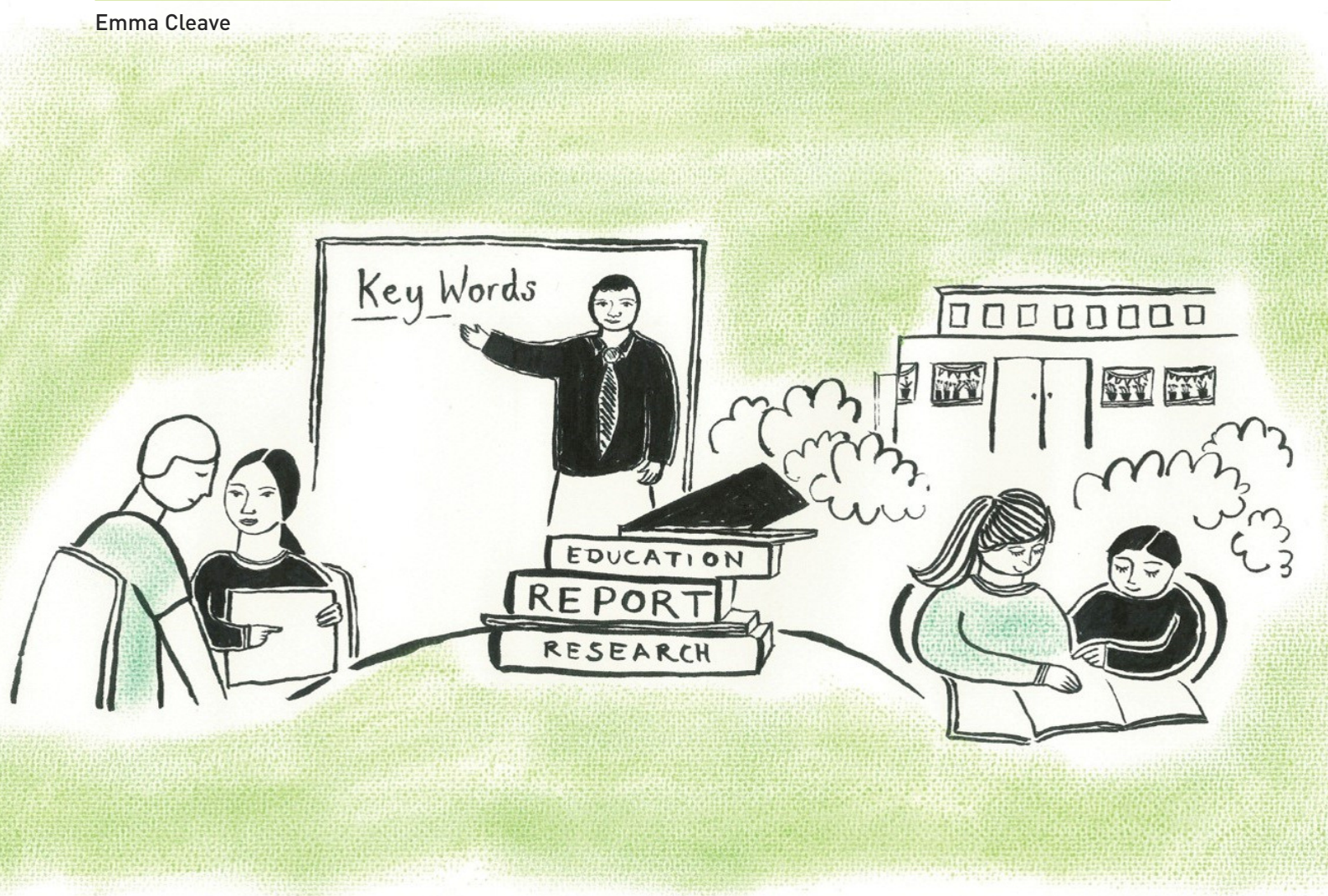# Language, education and social justice:
International strategies for systems change in multilingual schools

AUTHOR

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About the author

Emma Cleave is interested in system change and social justice in the education, migration and arts sectors. Emma's work in the non-profit sector has allowed her to collaborate with young people and colleagues to design programmes that ensure more equitable access to systems, services and society for diverse communities in the UK. Over the past five years, Emma has worked as a Programme Officer at The Bell Foundation to develop and scale the English as an Additional Language (EAL) Programme for diverse, multilingual schools across England. Alongside her work at The Bell Foundation, Emma was also a Founding Trustee of the Literacy Pirates, a charity which enables young people to develop their literacy, confidence and perseverance in a creative learning environment, and she served as a board member for six years. Emma studied languages at university and has spent some time teaching French, Spanish and English in the classroom.

About The Bell Foundation

The Bell Foundation is a charity which aims to overcome exclusion through language education by working with partners on innovation, research, training and practical interventions. Through generating and applying evidence, it aims to change practice, policy and systems for children, adults and communities in the UK disadvantaged through language.

The Foundation works in two key areas:

The EAL Programme aims to improve the educational outcomes of children with English as an Additional Language in the UK to benefit the individual child and society as a whole. The Foundation works in partnership with a range of organisations across the education system to provide training and resources in order to build capacity, develop and evaluate models of good practice, and provide thought leadership.

The Criminal Justice Programme seeks to break down the language barrier to accessing justice and rehabilitation for individuals in contact with the criminal justice system for whom English is an Additional Language. In 2017 the Foundation developed a long-term strategy for its work in the sector, with a focus on both victims and offenders of crime. The Foundation works through interventions in research, policy, practice and service support.

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About the Winston Churchill Memorial Trust

The Winston Churchill Memorial Trust (WCMT) runs the Churchill Fellowships, a unique programme of overseas research grants. These support UK citizens from all parts of society in travelling the world in search of innovative solutions for today's most pressing problems.

Every year the Trust awards 150 fellowships. These fund outstanding individuals to travel for 4–8 weeks, anywhere in the world, researching a topic of their choice among global leaders in their field. On their return, WCMT helps them to share their global learning with professions and communities across the UK.

These are not academic research grants. They support practical inquiries into real-world issues that the Fellows have encountered in their daily lives. They cover eight universal themes in society: arts and culture, community and citizenship, economy and enterprise, education and skills, environment and resources, health and wellbeing, governance and public provision, and science and technology.

Any UK adult citizen can apply, regardless of qualifications, age or background. Fellows are chosen not for their past achievements, but for the power of their ideas and their potential to be change-makers.

The Fellowship was created by public subscription in 1965 as the living legacy of Sir Winston Churchill. Since then WCMT has made over 5,500 grants to inspiring individuals who possess the passion and commitment to make a real difference. For many, it has been a life-changing opportunity.

At the heart of all this is a simple but enduring concept. WCMT is empowering individuals to learn from the world, for the benefit of the UK. Today this idea is more valuable than ever.

www.wcmt.org.uk

About the Linbury Trust

The Linbury Trust is a UK-based grant-making foundation; part of the wider Sainsbury Family Trust network. You can read more about the Sainsbury Family Trusts here: http://www.sfct.org.uk/.
The Linbury Trust was established by Lord Sainsbury of Preston Candover KG, and his wife Anya, Lady Sainsbury CBE, the former ballerina, Anya Linden. The Linbury Trust made its first grant award in 1973 and since then has awarded grants of almost £200million.

Contents

> **“** *At one point in our recent past, English Learners were viewed only as a challenge to the educational system because these students needed extra support. Today, we recognize that these young people are assets to our state and their local communities. Like all students, they bring a rich cultural and linguistic heritage to our classrooms, making our schools more vibrant and diverse.* **”**
>
> (Global California 2030, Speak. Learn. Lead. P.6.)
> California Department of Education

Foreword

The Bell Foundation supported Emma Cleave in undertaking this international Fellowship as a Churchill Fellow in the migration category. She undertook the Fellowship at a time when the climate and rhetoric around migration, refugees and asylum seekers is increasingly negative.

The Fellowship has provided an opportunity for her and the Foundation to learn from international organisations and their strategies for achieving system change to improve educational outcomes for multilingual learners, and this report contains valuable learning and insights from practice in other countries.

What struck me most on reading the findings was the positivity with which some countries embrace multilingual learners and the assets that they bring.

England has much to learn from these approaches.

Diana Sutton
Director, The Bell Foundation

Executive summary

About this report

This report presents practical ideas on how to design a more equitable, inclusive and coherent education system in England with better outcomes for multilingual learners. Findings are presented through five themes and accompanied by five case studies. International learning was gathered across different state and provincial contexts, all with their own complex historical, social, legal, economic, cultural and linguistic nuances.

Whilst not all examples are directly transferable to England, they serve as models of best practice to draw on. This report focuses on what unites these different contexts; a drive towards education systems in which diverse, multicultural and multilingual schools are considered 'the norm'.

About the research

In 2018, Emma Cleave visited education systems across Australia, the USA and Canada to research services and strategies that create better outcomes for multilingual learners. The research aimed to gain a better understanding of how access to the language of the curriculum, and wider attitudes towards multiculturalism, multilingualism and diversity, operate within education systems where the 'dominant' language of instruction is English.

Five education systems were selected for the research, all of which were highlighted for their good practice and progressive approaches to supporting multilingual learners. The research draws on a series of semi-structured interviews with 60 professionals working across policy and practice in 24 organisations across the five jurisdictions.

Whilst not a focus of this research, it is important to acknowledge that the countries featured have been defined as settler colonies in which colonial languages (English, and in the case of Canada, English and French) have replaced indigenous languages as the 'official' languages of education. In these countries, English is the language through which learners access the curriculum, the language in which they are assessed, and, ultimately, the language through which they demonstrate their academic abilities, a process which impacts on their future opportunities and success.

Terminology

The term 'multilingual learners' is used in this report to describe those learners who speak English as an Additional Language[1] (EAL). This is because several different terms were used across the five jurisdictions, but it is worth noting that the term 'multilingual learners' was used regularly in interviews, and some state Departments of Education in the USA were considering formally adopting this term. Whilst this term is employed for consistency, it is also used intentionally to emphasise the positives of learners' linguistic resources. It is important, however, to acknowledge that the multilingual learners referred to in this report require English language support in school. Their language learning needs, and the educational support obligations for these learners, are recognised and respected.

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[1] The EAL (English as an Additional Language) definition describes children who speak another language at home other than English. This includes children who are British citizens who speak another language at home, as well as refugees and migrants (Hutchinson, 2018).

Overview of international jurisdictions

This table sets out the main policies and services of support for multilingual learners across the five education systems featured in this report:

New South Wales (NSW)

New South Wales has the largest immigrant population in Australia. The state policy for supporting multilingual learners is set out in the Multicultural Education Policy. NSW has shifted from a centralised to a localised programme management and implementation model 'Local Schools, Local Decisions'. The NSW Department of Education requires teachers to use the national English as an Additional Language or Dialect (EAL/D) Learning Progression to assess and report the English language proficiency of students annually to inform funding allocations and programme planning. Specialist professional learning is provided to teachers in the EAL Program. EAL/D teachers working in schools and Intensive English Centres that support secondary-aged new arrivals before integration into mainstream school are required to have pre-service specialist training.

California

California has the largest immigrant population in the USA. The CA Education for a Global Economy Initiative authorises school districts to offer bilingual education programmes and allows parents to request language acquisition programmes that best suit their child[2]. The state policy for supporting multilingual learners is set out in the English Learner Roadmap. The state has shifted from a centralised to a Local Control Funding Formula, along with a requirement for school districts to file a Local Control and Accountability Plan. There is a federal mandate to report on proficiency in English, administered through English Language Proficiency Assessments for California (ELPAC). Training and resources are available and teachers have opportunities to train as bilingual teachers.

Illinois

Illinois's Transitional Bilingual Education statute requires school districts to offer bilingual education. The state's policy for supporting multilingual learners is set out in the Equitable Access to Educational Excellence policy. There is a federal mandate to report on proficiency in English and Illinois assesses and reports through WIDA. Training and resources are provided by the state for mainstream classroom teachers.

New York State

New York State's bilingual statute requires school districts to offer bilingual education programmes. The state's policy for supporting multilingual learners is set out in the Blueprint for English Language Learner/Multilingual Learner Success. There is a federal mandate to report on proficiency and the state's English as a Second Language Achievement Test (NYSESLAT) is used for assessment. For trainee teachers, 50% of professional development must have a focus on supporting multilingual learners; for established teachers, it is 15%.

Ontario

Ontario has the largest immigrant population in Canada. The French Language Services Act describes government services that are provided in French. The province's policy for supporting multilingual learners is set out in the English Language Learner Policy. There is no mandate to report on proficiency in English, but there is a requirement to monitor and assess multilingual learners with statutory guidance and resources. Training and guidance for teachers is provided.

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[2]   Parents can choose a language acquisition programme from those offered at their child's school. They can also make a special request if the programme they prefer is not offered. School districts are required to offer language acquisition programmes to the extent possible if 30 parents at a school (or 20 parents at a grade level) have requested the programme.

Findings

During interviews, multilingualism and language education were not described as niche concepts understood by trained specialists and academics alone, but rather as something that global citizens are participating in every day.

This research raises the challenge of working towards an education system in which all teachers see themselves as teachers of language: a system that not only meets the needs of multilingual learners, but which recognises their assets, e.g. the linguistic, cultural and cognitive diversity they bring.

This report captures some of the work being carried out internationally to shift attitudes towards multilingualism and to design more inclusive policies fit for 21st Century communities and classrooms around the world.

The following five themes were observed across the education systems featured in this report:

Five themes

A learning system

When applied as part of a strong learning system that guides, tests and constantly refines strategy, these themes were observed to have played key roles in enabling policymakers and practitioners to achieve change in international education systems and to improve educational outcomes for multilingual learners.

Learner voice

Education systems that engage multilingual learners and their families directly in policymaking are more likely to have an equitable approach to language education and diversity, with policies that are conceived, designed and owned by diverse, multilingual communities themselves.

Collective teacher autonomy

Teacher training programmes that build on teachers' social commitment to making a difference in children's lives, and that encourage autonomy, collaboration, flexibility and innovation when applying language education pedagogies in practice, have created communities of practitioners that value multilingualism in the classroom as a learning resource and as an asset.

Diverse and shared leadership

Leadership strategies that employ principles of shared and distributed leadership, and that actively seek to address institutional racism and structural barriers to broader leadership within the education system, are pro-actively building school leadership teams that are more representative of the diverse, multilingual communities they serve.

Asset-based approaches

Education policies and programmes that actively promote multilingualism as an asset and apply a 'can do' philosophy to learner assessment are creating a tangible shift in the way that languages are perceived and valued, moving away from a monolingual, 'English only' mindset to a more flexible approach which encourages linguistic diversity in the classroom.

Social justice and equity in education

Education systems that view language education as a social justice issue, and that promote equitable access to the curriculum in English through clear policies, guidance and assessment practices, demonstrate more comprehensive support and better outcomes for learners.

Multilingual Schools in England: Challenges and Opportunities

The challenge: Delivering an equitable education system for all learners

England has no current official policy or statutory guidance on supporting multilingual learners. Between 1999 and 2009 the Department for Education produced the National Strategies guidance for schools with a focus on multilingual learners, which is now archived. There is no requirement for schools to report on proficiency in English (briefly introduced in 2016 but removed) and there are no government training programmes or guidance on assessment, although some information is provided in the National Curriculum and the Teacher Standards. The Education Policy Institute states that "the most potentially damaging feature of EAL policy in England is the absence of any national oversight or provision of professional qualifications, staff development and specialist roles for teachers and other school staff working with children with EAL" (Hutchinson, 2018, p. 9). The Ethnic Minority Achievement Grant (EMAG), which replaced Section 11 grants to local authorities in 1999, aimed to narrow the achievement gap for Black and Asian minority ethnic pupils and to fund additional support for multilingual learners, led to a period of relatively comprehensive support for children identified as speaking EAL in the system. In 2011, EMAG was absorbed into general schools funding and no longer ring-fenced for Black and Asian minority ethnic or EAL learners. The Education Policy Institute warns that "it is not safe to assume that this need will be met from universal core pupil funding … there is now a funding squeeze, and local authorities have retreated from offering central support services" (Hutchinson, 2018, p. 22). Schools are finding it increasingly difficult to access support in the system, and "financial constraints were reported to place limits on the support schools could give migrant pupils…some respondents said they felt their arrangements were not ideal, that they were better in the past when EAL attracted specific funding" (Manzoni & Rolfe, 2019, p. 8). These factors are affecting the provision of equitable access to education for learners in schools across England.

The opportunity: Building on England's linguistic and cultural diversity as an asset

Statistics show that over 1.5 million pupils in schools in England are registered as speaking 'English as an Additional Language', representing a fifth of primary pupils (21.2%) and 16.9% of secondary school pupils, speaking over 300 languages collectively. The 2018 OECD Teaching and Learning International Survey (TALIS) shows that 27% of teachers in England work in classes where at least 10% of learners whose first language is different from the language of instruction, which is higher than the OECD national average. In fact, between 2013 and 2018, the share of teachers working in schools with multilingual settings increased by 14 percentage points, from 28% in 2013 to 41% in 2018, one of the highest increases across the OECD TALIS countries. Teaching in a multicultural or multilingual setting is therefore, perhaps unsurprisingly, one of the top three topics where teachers report a high need for professional development. In an increasingly globalised and interconnected world, cultural diversity and multilingualism is valued as an asset across education, business and society. However, this linguistic diversity in schools in England is still a relatively new phenomenon and presents a significant opportunity for England's education system to become a global leader in setting standards for what a multicultural, multilingual education system looks like by preparing all teachers and learners to participate in global society. In addition, the TALIS survey shows that 93% teachers in England are motivated to join the profession to contribute to society and to make a difference in children's lives; this appetite for social change amongst teachers presents an opportunity to drive forward policy and practice in the diverse, multilingual setting.

Case studies

The following case studies demonstrate how others are building on their linguistic and cultural diversity, and making change happen through five key themes.

Ontario
CANADA

California
USA

New York State
USA

Illinois
USA

New South Wales
AUSTRALIA
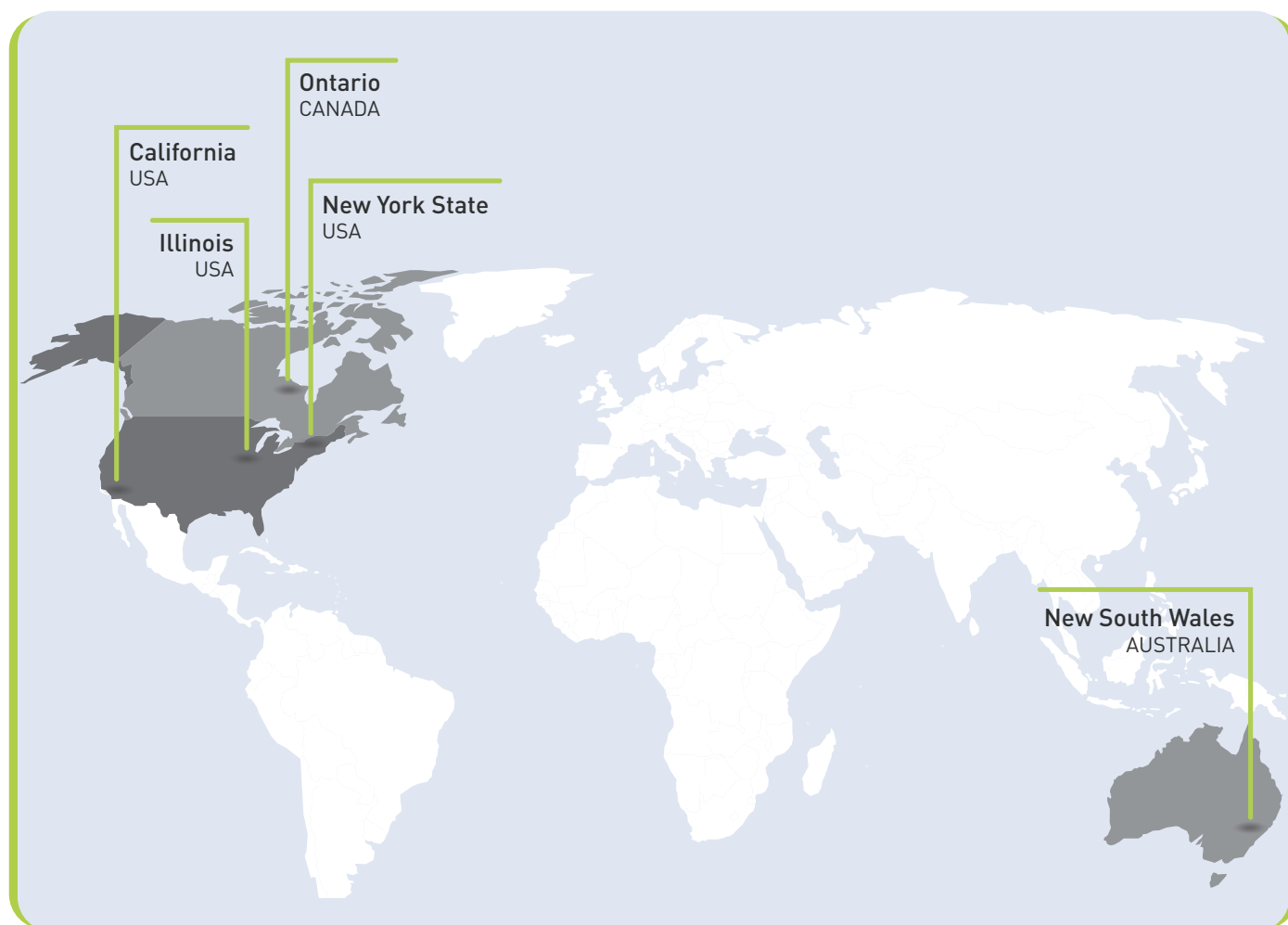
Learner voice

Multilingual learners, their families and communities should have opportunities to participate directly in shaping a better system for themselves

> 66 *We should reflect on those voices that we want to give a megaphone to... we really need to interrogate: who is making the decisions? Whose voices are heard?* 99
>
> Margie McHugh
> Director, National Centre on Immigrant Integration Policy, Migration Policy Institute

Across education systems, colleagues talked of the need to go beyond advocating on behalf of multilingual learners and raised the importance of listening to, and implementing, their ideas and strategies to make change happen. Opportunities for learners to share their experiences and to lead discussions about diversity and multilingualism were cited as a crucial part of this.

If values, attitudes and personal qualities are developed in the school setting (Halstead & Taylor, 2000), then there is huge potential for learners to challenge negative attitudes towards migration, multilingualism and diversity.

As well as working with learners, parents and communities to address attitudes towards diversity and multilingualism in schools, there was a reported need for both more granular data about learners' proficiency in English, as well as a review of teacher bias and expectations. Colleagues demonstrated how meaningful analysis of this data can inform policies that prioritise language, with better outcomes for learners.

CASE STUDY 1:
Participation and learner voice in Garden Grove School District

Garden Grove is one of the largest and most diverse urban school districts in the Los Angeles area with over 42,000 students, 68% of whom are multilingual learners and over 70% of whom are eligible for free and reduced-price meals. As a district, Garden Grove values strong community relations as well as learner and parent leadership. They work with local advocacy groups, 'student aids' and have an active drive to 'home grow' a new generation of teachers from their diverse, multilingual learner population who share and believe in their outward-looking values. In their district-wide strategy, Garden Grove underlines the importance of proficiency in English for all learners and identifies this as a key factor in gaining academic skills: "Mastery of Academic English is crucial for all learners, whether English is their first or second language. We will support all students' academic English so they can excel in reading, writing, listening and speaking" (The Garden Grove Way).

Garden Grove is one of the most improved urban districts in California. Proficiency rates in English language and mathematics have increased to the point where Garden Grove now outperforms both state and county averages on high school graduation rates and they are considered an exemplary district, well-known for their success in supporting multilingual learners (Knudson, 2013). In 2018, Garden Grove noted that, despite their overall high performance as a district, the Latino learners were not performing as well as the Vietnamese learners. In response, they carried out a review of identity, language, race and ethnicity to gain a greater understanding of the stereotypes, perceptions and unconscious bias in their schools. This work was carried out with support from the AVID programme, which supports schools in challenging the belief systems and practices that keep students from achieving their full potential. Through the programme, senior leaders spent significant amounts of time with multilingual learners in the classroom to gain a better understanding of how factors like language and bias might be affecting expectations.

To measure their wider success as a district, Garden Grove continually engages with a wide range of stakeholders, including learners, their families, and local community representatives. They analyse various data beyond test scores, with a focus on social and emotional well-being. They do this through shadowing learners, and this has been particularly important in developing their understanding of the multilingual learner experience in their schools. District leaders, teachers and learners do this together as a collaborative exercise, analysing the results and triangulating their experiences and reflections with other data sets. It is through conversations with individual learners that decisions are made about how to target support. Annual strategic plan surveys are also made, whereby staff and learners can contribute anonymously to inform district-wide policies. These contributing factors continue to improve the district's strategy for student achievement. Garden Grove's overall approach is designed to identify what is going well for multilingual learners and to establish what needs to improve through a process of collective action.

Garden Grove provides an example of how a large school district has worked collectively with learners and communities to create policies fit for the diverse, multilingual context. Their policy points to the fundamental role that language plays in education. Schools in England could adapt Garden Grove's approach and prioritisation of language at policy level, and their commitment to ensuring all learners acquire the academic language they need to succeed.

Collective teacher autonomy

Teachers who engage with a wider social mission can act as agents of school reform

> " *Teachers in our network have discussions about how to use and apply evidence-informed approaches meaningfully in their own context. They lead action research projects and pool the learning, sharing ideas and challenging or questioning approaches. In that sense the community and the work are always evolving: The learning is the work.* "
>
> Tanya Baker
> Director, National Programmes, National Writing Project

To effect real change in the way language is valued and used in the classroom, professional development initiatives are engaging teachers in a wider social mission. Training that builds on teachers' social commitment to making a difference in the lives of learners, whilst encouraging autonomy, innovation and regular opportunities for collaboration have shown evidence of impact on teaching practice in the multilingual setting. To create an education system in which all teachers see themselves as teachers of language, colleagues interviewed for this research called for a shift in reform ownership, arguing that, to see widespread and sustainable change in classroom practice, school reform needs to be owned and led by teachers themselves.

International programme developers have drawn on Cynthia Coburn's paper 'Rethinking scale' when designing language education training for teachers in mainstream settings, assessing impact through four interrelated measures: depth, sustainability, spread, and shift in reform ownership. Coburn's key challenge to the sector is to move beyond measuring scale in quantitative terms, an approach which focuses on increasing the number of teachers, schools, or improvement bodies involved in a programme. This "says nothing about the nature of the change envisioned or enacted or the degree to which it is sustained, or the degree to which schools and teachers have the knowledge and authority to continue to grow the reform over time." (Coburn, 2003).

CASE STUDY 2:
Collective teacher autonomy and the Pathway Project (National Writing Project)

The Pathway Project is a teacher-led professional development programme at the University of California Irvine. Although the project was originally designed to support the needs of multilingual learners, in a randomised controlled trial, it was also found it to be effective in raising the achievement of first language English learners and demonstrates statistically significant impact on both teacher practice and learner outcomes.

The training draws on the pedagogy of instructional scaffolding[3] in the curriculum, and is informed by research into reading, writing and the intersection with cognitive strategies that are required for successful educational outcomes (summarising, analysing, interpreting, drawing conclusions, evaluating, assessing, revising, and reflecting). The project requires fidelity, but it remains flexible and school sites can supplement, modify, celebrate and share their successes and innovations with the whole network. There is no set curriculum for the project; it is a 'curricular approach' backed up with practical tools and strategies to empower teachers. The result is not only increased student performance but a whole school system of beliefs: a 'mindset' which is embedded through teacher learning and commitment to a wider social mission.

The National Writing Project (NWP), within which the Pathway Project sits, aims to develop writing and literacy skills in learners, and to develop expertise and leadership in educators. They have a national approach with a set of shared principles and practices, but individual programmes like Pathway are always customised to local contexts. Their organisational values highlight that:

- Teachers are agents of reform.
- Teachers should have access to effective programmes and resources.
- Teachers should have opportunities to become leaders.
- Teacher leaders are the greatest agents of educational reform.

The NWP has been working with communities of teachers for several decades. A crucial part of its approach is creating a network and giving teachers a way of moving beyond their local context to a broader network (and then back again), so they can make connections with a wider reform effort. This allows teachers to get their head above the water and see different ways of approaching challenges. It provides new ways to talk about practice with a community of people. More recently, such approaches have been described as 'networked improvement communities'[4], a model researched and developed by Tony Bryk at the Carnegie Foundation.

As well as building a sense of autonomy amongst participating teachers, learners are also engaged as co-assessors on the Pathway Project, i.e. they are involved in chronicling their own progress over time. Both teachers and learners have revision planners which help them to analyse and review their own work and ask the crucial question, 'to what can I attribute this progress to?' This encourages self-reflection and is accompanied by self-efficacy surveys which suggest that those who actively used the planner (both learners and teachers) had higher results as they were pro-actively investigating their progress. Pathway builds teacher autonomy and leadership through an 'apprenticeship' model whereby participating schools have a 'team lead' who has been developed through coaching. With their deep understanding of local context, team leads are able to shape, adapt, promote and embed the Pathway approach.

The Pathway Project provides an example of a teacher-led training programme that connects practitioners with a wider social mission. Pathway's focus on empowering teachers as agents of reform, with opportunities for collaboration, practical application of research and self-reflection, has had an impact on teacher practice, multilingual learner attainment and wider school culture. Training providers in England should review the principles underpinning this model when designing programmes for classroom teachers.

16   3   Instructional scaffolding can be defined as support provided by a teacher, parent, peer, or a computer- or a paper-based tool that allows students to meaningfully participate in and gain skill at a task that they would be unable to complete unaided (Belland, 2014).
     4   A networked improvement community is a distinct network form that arranges human and technical resources so that the community is capable of getting better at getting better (Englebart, 2003).

Diverse and shared leadership

Leaders that represent the classrooms and communities they serve and that prioritise language education are needed to drive change at school and system level

> *Who gets to be a leader? Who gets the 'tap on the shoulder'? Do the teaching staff within a school represent the community they serve, or is there a striking lack of diversity? What does a teacher look like? Leaders should be committed to the diversification of the workforce; there is still an issue of representation in teacher and leadership positions, and there is a need to look at demographic barriers to leadership as part of the whole system.*

Michelle Newlands
Education Officer, Ontario Ministry of Education

Across education systems, colleagues interviewed for this report talked of the pressing need for leaders who represent the school communities they serve, who prioritise support for multilingual learners, and who are willing to drive the language agenda forward at individual school, regional and national level. The need for leaders of education who not only challenge negative narratives, but who actively promote positive stories and develop infrastructure and expertise amongst teachers to support multilingualism and diversity in their schools was also noted by many of those interviewed.

Several colleagues reported that top-down approaches and punitive accountability requirements in their settings had stifled innovation and educational reform. Many also highlighted the institutional barriers that some leaders still face within such structures. There was a notable move towards 'shared and distributed' leadership models which focus on capacity building, collaboration, constant learning and coherence across the system, and which engage a more diverse group of local leaders.

CASE STUDY 3:
'Leading from the Middle' and 'Deep Diversity' in Ontario

Canada is one of the highest-performing and most equitable educational systems in the world and is well known for its position at the top of international performance tables. In the Ontario province, the achievement gap between English and French language learners and the rest of the population reduced by 83% over a period of significant reform, almost eliminating the attainment gap for multilingual learners altogether (Fullan & Rincón-Gallardo, 2016).

During the reform effort, which was carried out between 2003 and 2014, the Ministry of Education brought in ideas and innovation from practitioners 'on the ground' to co-design system-level strategy. To do this, the Ministry focused on capacity building through 'Leading from the Middle'[5] (LfM), an approach based on the principle that local teachers and leaders know what works in their setting and should be part of setting the province-wide agenda. This goes beyond "joining up the dots between policies at the top and practice at the bottom. Instead, they lead 'from' the middle with shared, professional judgment, collective responsibility for initiating and implementing change" (Hargreaves & Shirley, 2018).

One of the driving forces behind this was a strong moral imperative amongst the province officials centred on creating a more equitable education system that closed the attainment gap for all learners. This was underwritten by a whole system commitment to developing capacity, sharing ideas and learning, and building a common purpose in schools. This 'system cohesion', i.e. the alignment and consistency between policies and different government departments, was identified as a key factor in the province's success. One of the key policies emerging from this period, 'Achieving Excellence', foregrounds the importance of equity in education and diversity as an asset. Change was also driven through the Ontario Leadership Framework which was co-developed with the sector, as well as a commitment to initial and continuous professional development for teachers through initiatives like the Teacher Learning and Leadership Programme, which gives teachers the opportunity to apply individually or in small groups for grants to develop innovations that they believe have an impact on practice.

Alongside system reform led by the Ministry of Education, leadership programmes like Deep Diversity have been designed to challenge the status quo in educational leadership, encouraging schools to ask pertinent questions and to reflect on who exactly gets the opportunity to lead. The approach aims to prompt dialogue and honest conversation on racism and systemic discrimination in education through a holistic framework and series of workshops for leaders, for example 'Leadership Skills for Inclusive Schools and Workplaces'. Anima Leadership, the organisation delivering Deep Diversity, reports the following outcomes for leaders and organisational staff teams that have participated and implemented their framework:

- Increased buy-in as well as reduced resistance on issues of diversity, equity and inclusion.
- Enhanced ability for people to talk openly about issues related to race, identity and exclusion.
- Improved employee engagement and positivity.
- Increased willingness of organisational leaders to commit resources and develop programmes to support the advancement of historically marginalised groups.

Deep Diversity was described by leaders at the Ministry of Education as a powerful tool to enable teachers and leaders to talk more openly about issues of institutional racism and the lack of diversity in Ontario schools, where colleagues observed the majority of leadership positions still being occupied by staff that do not represent the diverse communities they serve. The programme highlights the role of system and school leaders in pro-actively diversifying the workforce, first and foremost by understanding the systemic, demographic barriers to accessing leadership positions for certain groups, some of whom may well be multilingual learners.

[5]   The term 'Leading from the Middle' came out of a study led by Andy Hargreaves and Dennis Shirley, supported by the Council of Ontario Directors of Education (CODE). The report looks at a group of ten School Boards which, over more than a decade, built on an approach "to advance deep learning not by imposing reform from the top, or by supporting a multitude of initiatives among teachers and schools at the bottom of the system, by what educators themselves describe as "Leading from the Middle".

In addressing institutional barriers around equitable recruitment, hiring and promotion, the Ministry of Education supports boards to collect staff identity-based data. Workforce demographic data and examination of policies, procedures and practices around hiring and promotion, will allow for evidence-based decision making to create diverse workforces.

'Leading from the Middle', 'Achieving Excellence' and the 'Ontario Leadership Framework' have contributed to the creation of a high-performing, highly equitable education system. LfM has been adopted by Singapore, New Zealand, Scotland and Wales and could be further explored for its potential to be adapted for England. Programmes like Deep Diversity challenge the education sector to address systemic barriers to leadership for diverse communities and could also provide a model for leadership programmes in England.

Asset-based approaches

Systems and programmes that build on the assets of multilingual learners can help shift schools away from a 'monolingual mindset'

> *A key challenge we face is shifting the conversation from a deficit to an asset-based discussion. Rather than focusing on the barriers and disadvantages multilingual learners face, we should be asking, What are the opportunities? We need to shift the mindset and empower teachers and educators as advocates of change.*

Jon Nordmeyer
Director of International Programs, WIDA, University of Wisconsin-Madison

International policymakers, programme designers and classroom-based practitioners alike described asset-based approaches to language as a valuable tool to move schools away from a monolingual or 'English only' mindset. "An asset-based approach in education focuses on strengths. It views diversity in thought, culture and other traits [like language] as positive assets. Teachers and learners alike are valued for what they bring to the classroom rather than being characterised by what they might need to work on or lack." (NYU Steinhardt, 2018).

Many of those interviewed for this report shared examples of their own 'light bulb' moments when they started thinking and talking about language in this way. In schools, asset-based approaches can encourage a shift in attitudes and energy, whereby teachers move from seeing a new arrival with no English as a potential hazard and a learner they might let down, to seeing them as a capable learner with a wealth of skills and assets to build on. Alongside training and resources, this can create a change in the way language education is valued and prioritised in schools. Above all, this approach serves as an important reminder that multilingualism is associated with high attainment once certain levels of proficiency are achieved in English and other languages.

CASE STUDY 4:
Asset-based approaches and 'can do' philosophies at WIDA

WIDA, based at the University of Wisconsin–Madison, was established shortly after the No Child Left Behind Act was introduced in 2001. In 2003, they received an 'Enhanced Assessment Grant' to develop the first edition of the WIDA English Language Proficiency Standards and accompanying tests. Since 2014, a suite of online tests have been available alongside high-quality professional development programmes to provide a whole system of support for teachers based in multilingual settings. The standards and 'can do descriptors' empower teachers to think differently about what multilingual learners can already do and what they can go on to achieve.

One of WIDA's central goals is to dispel misconceptions around multilingualism, and to lead a shift in the way that mainstream teachers think and talk about language in the classroom. They also aim to influence policy and system-wide thinking from 'multilingual learners as a liability' to 'multilingual learners as an asset'. At its core, WIDA provides a model and a 'common language' for teachers to describe multilingual learner progress and attainment. The Illinois state Department of Education, which uses WIDA tools and resources in schools across the state, observed that, the more precise and consistent the language used by teachers, the better the outcomes for learners, because this creates a shared sense of purpose and means of articulating what success looks like.

According to the WIDA team, applying an asset-based approach requires constant reflection on the language used to describe their work in this field. The WIDA team regularly reviews training and resources for terminology, assumptions and bias that may slip into their work unintentionally. WIDA purposefully avoids the language of 'intervention', for example, which they see as being tied up with a deficit perspective in that it suggests that something is wrong and needs to be fixed. In a context where English is the language of the curriculum, framing language as a 'disadvantage' or a barrier that needs to be overcome implies that it is a problem or something shameful if one does not speak English.

WIDA aims to create multilingual classrooms in schools across the USA that are language and literacy rich, where conversations about curriculum content are driven by learners themselves. To do this, WIDA are continuously innovating and trialling new practices for diverse classrooms. Building on evidence that student-led learning approaches can create a more language-rich environment, an approach identified as being particularly successful amongst 'traditionally underserved students', WIDA collaborated with the National Science Foundation on a STEM project, 'Doing and Talking Math and Science'. The project has created a set of teacher and student 'moves' to guide 'constructive talk' in lessons, and feedback indicates that this gives learners concrete examples of how to talk about maths and science, using appropriate and linguistically complex language.

WIDA do not engage schools in a strict system of compliance, nor do they push one specific pedagogy. Participating schools are encouraged to view WIDA as a resource to enhance the learning environment, as opposed to a quick-fix solution to 'a problem'. They provide a continuum of services to support schools, but this is not an 'intervention'.

The WIDA model demonstrates that an asset-based approach to multilingualism is compatible with an equitable education system. Their philosophy emphasises that all learners should have access to the support they need to develop their English language skills and their academic skills. This approach could be adopted by training providers in England and supported by the Department for Education.

Social justice and equity in education

As well as developing proficiency in multiple languages, learners need equitable access to the curriculum in English, the language of instruction: this is a social justice issue

> *Equity in education is about addressing imbalances, it's about providing additional support for learners that need more in order to achieve. Language is misunderstood in education, and, with the right support, the majority of multilingual learners outperform.*

Michael Michell
Research Fellow, University of New South Wales, Australia

Social justice is an important frame that some are using to highlight inequities within the education system. In interviews, colleagues described equity in education as a means of addressing imbalances within the system which have become institutionalised, and a way of ensuring that targeted support reaches those who need it the most, especially those who are most at risk of underachievement.

Many of those interviewed also emphasised the distinction between equity and equality, warning that equal treatment can perpetuate inequalities and entrench issues like institutional racism and unconscious bias in schools. This framing, coupled with an asset-based approach to multilingualism, could encourage a powerful shift in the way that multilingual learners in education systems are perceived, moving away from the notion that they are a 'burden' in need of additional time and resources, to a broader focus on the importance of equitable access to the language of the curriculum and quality-first education for *all learners*.
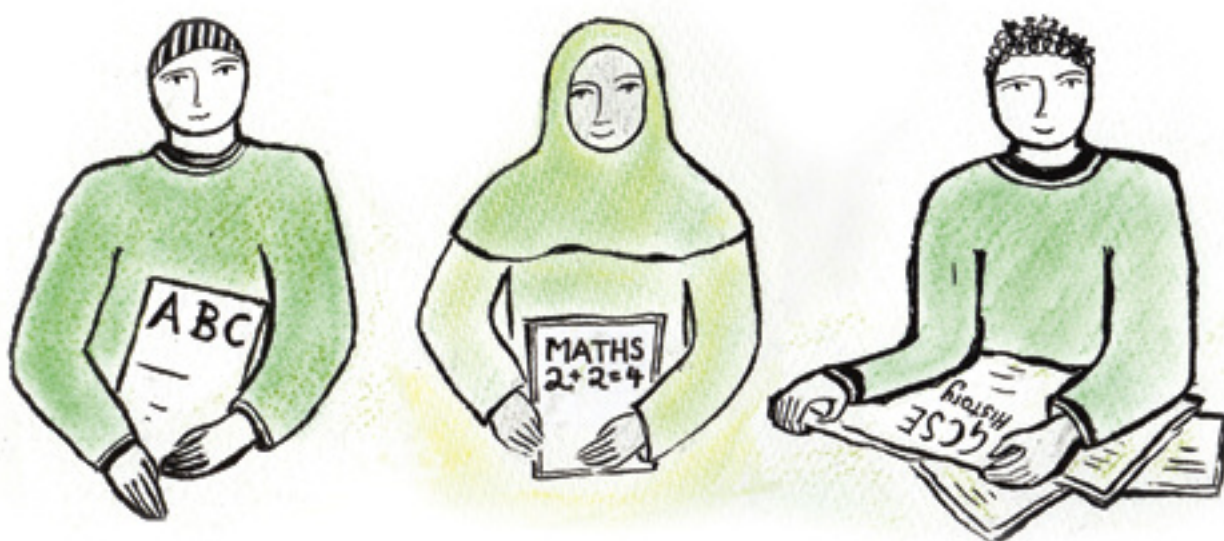
Illinois, Equitable Access to Educational Excellence

Illinois's Transitional Bilingual Education statute, passed in 1973, requires school districts to offer bilingual education. The state has 852 districts, 650 of which have large populations of multilingual learners, and schools look to the Illinois State Board of Education's English Learners Division for guidance. The Equitable Access to Educational Excellence Policy is "framed through the equity lens to ensure that English Learners (ELs) in Illinois receive adequate access to the excellent education that is guaranteed to them". The policy is built on an asset-based approach, recognising that multilingual learners "bring value to the educational institution, and their bilingual and biliteracy abilities should be celebrated, especially in today's multilingual world". In carrying out research and designing policies, the Illinois State Department aims to systematically capture understanding from practitioners and pupils. The state also works closely with parents to convey to them the message that multilingualism is an asset through bilingual parent advisory groups and the Seal of Biliteracy (see below), which was adopted in 2012, and through which the state has already given over 8860 awards to multilingual learners. In general, multilingual learners who receive adequate access and support in Illinois are now outperforming their peers, but this is not the message that gets publicised. State policy highlights that multilingual learners possess real assets in their language skills, but colleagues are calling for this message to move beyond the 'inner circle' of English Language specialists and academic education journals into the community.

New York State, Blueprint for English Learner/Multilingual Learner Success

New York State passed a bilingual statute in 1974[6] which requires school districts to offer bilingual education programmes. More recent updates to legislation in 2014 resulted in the Blueprint for English Learner/Multilingual Learner Success, which came out of a three-year public consultation. The policy outlines the expectations, processes and approach to providing equitable provision for multilingual learners. The blueprint has gained buy in amongst school leaders and created a shift in teacher mindset; a move towards building on the assets of multilingual learners in classrooms across the state. Whilst 'buy in' is key, the policy mandate to report on proficiency in English is also very important as it sets an expectation state-wide and addresses the issue of consistency through standardised approaches to assessment, quality standards and a clear accountability structure. The blueprint emphasises that serving multilingual learners is not optional, and all districts are expected to demonstrate that they provide equitable provision. In practice, this means that there is a formal requirement for teachers to train in multilingual learner support. The team behind the blueprint believe that its success is routed in the emphasis it places on the importance of home language maintenance as well as English development, which translates practically to the provision of high-quality bilingual education programmes for learners. New York State is now also offering native language accommodation in their exams, so that multilingual learners are given multiple opportunities to demonstrate their content knowledge. From the state's perspective, if exams are the gatekeepers to future success, it is imperative that multilingual learners have equal opportunities to demonstrate their abilities.

Such an initiative would not necessarily be applicable in England due to the vast range of languages spoken in schools, however providing opportunities for multilingual learners to maintain, develop proficiency and gain qualifications in their home languages should be prioritised.

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6   In the USA there is federal policy in place which legislates that all schools need to support and track multilingual learner progress and report on English proficiency. This came about after the landmark 1974 ruling, Lau v. Nichols, when the United States Supreme Court established the right of English Language Learners (ELLs) to have "a meaningful opportunity to participate in the educational program". The US education system also allows for reclassification and 'exiting' of English Language Learner status following identification of needs and targeted support. Each US state has its own interpretation of when they judge that multilingual learners have reached proficiency in English.

California, English Learner Roadmap

In the 1990s, legislation was introduced in California that required instruction for multilingual learners to be conducted overwhelmingly in English, which therefore resulted in fewer bilingual programmes in the state. This was overturned in 2016, in part by Proposition 58, or the California Education for a Global Economy Initiative, a piece of legislation that holds great meaning to a whole generation of people who felt their bilingualism, and their very identity, was being undermined at policy level. The legislation ensures that "all children in California public schools receive the highest quality education, master the English language, and access high-quality, innovative, and research-based language programs that prepare them to fully participate in a global economy". This is written into the four principles of the state's English Learner Roadmap as an "example to the rest of the country of what it means to honor equity, to ensure meaningful access and to embrace our wonderfully diverse population". The core principles include: assets-oriented and needs-responsive schools, intellectual quality of instruction and meaningful access, system conditions that support effectiveness, and alignment and articulation within and across systems. The English Learner Roadmap policy was driven by a group of system leaders, advocacy groups and associations working collaboratively, which has generated a sense of collective ownership of the policy. The Roadmap, alongside the California Education for a Global Economy Initiative, speaks directly to issues of equity and asset-based approaches, and enshrines this in policy, i.e. it is mandatory that multilingual learners have access to the language and content of the curriculum (for example through dual language programmes or other evidence-based language acquisition programmes).

California, New York, Illinois and many other states also offer a Seal of Biliteracy, which plays a significant role in shifting mindsets around multilingualism. Through the California State Seal of Biliteracy, multilingual learners across school districts can receive an award that formally recognises their proficiency in two or more languages. The aim of the Seal is to help students recognise that their multilingualism is an asset, and to connect bilingual students with potential employers and prospects. The scheme was developed by Californians Together, a state-wide coalition of parents, teachers, and advocacy groups committed to improving policy and practice for multilingual learners.

The Blueprint, English Learner Roadmap and Equitable Access to Educational Excellence provide examples of how progressive state Departments of Education foreground language education as the responsibility of all teachers, underpinned by an asset-based approach. Policymakers and training providers in England could draw on such policies to move schools away from an 'English only' mindset. It is clear that a statutory requirement to report on proficiency encourages schools to gather better data and establish more equitable provision for multilingual learners.

New South Wales, Multicultural Education Policy and ESL program

New South Wales is one of Australia's most linguistically and culturally diverse states. All public schools in New South Wales are required to support multilingual learners as part of the state's Multicultural Education Policy, and further guidance for schools (and some training) continues to be provided by the government. Policy objectives include:

- Schools ensure inclusive teaching practices which recognise and respect the cultural, linguistic and religious backgrounds of all students and promote an open and tolerant attitude towards cultural diversity, different perspectives and world views.
- Schools provide programmes that enable students learning English as an additional language or dialect (EAL/D) to develop their English language and literacy skills so that they can fully participate in schooling and achieve equitable educational outcomes.
- Schools deliver differentiated curriculum and targeted teaching and learning programmes to address the specific learning and wellbeing needs of students from culturally diverse backgrounds, including newly arrived and refugee students.

Funding allocations are based on the 'EAL/D Learning Progression' which is used to collect language proficiency data for this group of learners to inform targeted programme planning in schools. In addition, the more detailed assessment measure, the 'ESL Scales', are used to identify the English language learning needs and progress of individual learners. PISA[7] data from 2012 demonstrates that 'foreign born' and 'first-generation' immigrant students in New South Wales achieved higher test scores in maths, science and literacy, achieving parity with, and in some case exceeding, their monolingual peers by the end of schooling. However, colleagues put these high outcomes down to a period of protected funding alongside the comprehensive 'ESL Program' and policies promoting equity in education. In 2015, the Department of Education introduced a devolved funding model, 'Local Schools, Local Decisions'. Under the new model, funding forms part of a more flexible 'equity' funding pool and is no longer protected. Transparency and accountability of targeted funding to support multilingual learners is therefore greatly weakened and reduced. This change effectively shifts responsibility for provision onto mainstream teachers, who are assumed to have sufficient expertise for effective programme implementation. However, without clear guidance, protected funding and training in place, there are concerns that schools may not be able to access high-quality specialist support.

There are overlaps between New South Wales and England's education systems, both of which are transitioning from a period of protected funding and targeted provision for multilingual learners to a devolved model. New South Wales's Multicultural Schools Policy prioritises equity, but such a policy needs to be backed up by protected funding, statutory guidance, training and resources in order to be adopted in England.

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7 PISA is the OECD's Programme for International Student Assessment. Every three years it tests 15-year-old students from all over the world in reading, mathematics and science.

Ontario, English Learner Policy

Ontario is home to people of over 200 ethnic origins and over 70 languages are spoken across the province. As a diverse region, there is a mandate to welcome and provide relevant services for newly arrived refugees and migrants. In schools, initial assessment of English proficiency is a crucial part of this. There is no mandate to report on English proficiency, but there is a requirement to consistently monitor and assess multilingual learners through the English Language Learner (ELL) Policy. This is accompanied with guidance, training and resources.

As part of the English Language Learner (ELL) policy, the Ontario Ministry of Education have designed the STEP Assessment Framework, which outlines clear steps to English language proficiency. To encourage engagement, school boards in Ontario can apply for funding to support implementation. The Peel District School Board, for example, applied for funding to trial and develop an online application (app) to accompany the STEP Framework. Teachers at Thornwood Public School, based in the Peel school district, spoke about the collection of 'live', dynamic and authentic data (voice memos, videos, etc.) which created a bank of rich evidence and helped mainstream teachers to see academic language development in context, so they were better able to support language acquisition. The team reflected that the app has helped them move away from the language 'guru' or specialist model, whereby teachers see language education as a job for experts rather than part of their own role. In practice, this meant that the school started shifting to an environment in which all teachers see themselves as teachers of language, recognising that they too have a role in designing approaches to, and setting the ethos and values around, supporting multilingual learners. The ELL policy and STEP guidance enabled mainstream educators to teach the curriculum in a more responsive way through Collaborative Inquiry[8] in the classroom. Educators also receive training through Culturally Responsive and Relevant Pedagogy[9] (CRRP) on the foundational principles of equity and human rights issues, setting high academic and behavioural expectations for all students, and unpacking biases to make school and classroom practices responsive to the diversity of students, parents and communities. CRRP supports school board efforts to address institutional barriers to educational success, especially for students from ethno-racial groups experiencing obstacles in school. Through collaborative inquiry and CRRP training, teachers could more meaningfully connect with the experiences and perspectives of multilingual learners through this process, taking a shared responsibility in investigating progress.

Ontario's ELL Policy provides a clear vision for what support for multilingual learners should look like at school and provincial level, and this is backed up with statutory guidance, training, resources for teachers. This approach has had a notable impact on multilingual learner outcomes. Statutory guidance plus ongoing monitoring of proficiency could present a model for adoption in England, in the absence of a mandatory reporting requirement.

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8   Collaborative Inquiry (CI) is a practice of engaging educators as researchers which is shown to be an effective means to professional learning and enhanced student learning (Comber, 2013; Hannay, Wideman & Seller, 2010; Timperley, & Lee, 2008).
9   Through the Education Equity Action Plan, the Ontario Ministry of Education supports school boards "to implement teaching practices, curriculum and assessment that are culturally reflective of and responsive to the students they teach, so that all students see themselves, and their own and classmates' lived experience reflected in what and how they are learning".

Learning systems

An effective learning system guides, tests and constantly refines education strategy

> 66 *The claim that people don't know how to change their practice is not a judgment on their individual intelligence, potential capacity or commitment. It is rather an observation about whether they have had the opportunity in the past to develop their collective capacity to change instruction in a way that will meet the needs of diverse learners. The change also relates to the pervasive role of organizational culture, and in particular what it is that people are used to doing.* 99

Michael FullanGlobal Leadership Director, New Pedagogies for Deep Learning
(Fullan & Rincón-Gallardo, 2017 P.10)

Ontario's education strategy was, in part, informed by an evaluation of a large-scale reform effort in England to drive up attainment in literacy and numeracy (Leithwood & Jantzi 2007). The report found that "early results in effect achieved by the strategy were obtained because a relatively loose system had been tightened up, but that these results would most likely wane because they did not develop enough ownership and conditions for innovation at the school and local authority level" (Fullan & Rincón-Gallardo, 2016, p. 178).

The evaluation found that "'strong (punitive) accountability' on balance had negative effects and that 'obsession with targets' (specific targets had been set by local authorities for literacy and numeracy that were monitored and reported publicly in the media) was a 'dysfunctional distraction'" (Fullan & Rincón-Gallardo, 2016 p. 178). Ontario's school improvement measures are reported to be much more focused on 'system learning', with an emphasis on ongoing professional development and support for school leaders, as opposed to setting targets and ranking school and individual learner outcomes. To achieve this, the Ministry of Education in Ontario took a different approach to accountability through their standardised Education Quality and Accountability Office (EQAO) tests, which are used more formatively by school boards and staff teams to inform school improvement. The Ministry use EQAO data to inform their offer of training and to provide support for schools around specific areas of practice, with the aim of closing attainment gaps.

"The two positive forces identified in the evaluation of the literacy and numeracy reform in England were identified as 'focus' (naming the direction and maintaining the focus), and 'capacity building' (investing in coaching, excellent curriculum, and teaching resources) that built pedagogical and leadership competencies of educators at all levels" (Rincón, 2016, p. 178). Based on these findings, the Ministry of Education prioritised the following for 'whole system improvement': a small number of ambitious goals, leadership at all levels, high standards and expectations, investment in leadership and capacity building related to instruction, mobilizing data and effective practices as a strategy for improvement, intervention in a nonpunitive manner, supporting conditions/reducing distractions, being transparent, relentless and increasingly challenging (Fullan & Rincón-Gallardo, 2016, p. 179).

This approach is designed to review how well the overall education system is performing, identify any significant gaps in learner attainment and get an overview of how well the system is serving its diverse community of learners. These principles should inform the learning system that underpins any reform effort to improve multilingual learner outcomes in England.

Call to Action: Systems Change in Multilingual Schools

> **"***The education sector needs to draw on examples of other movements as vehicles for social change. We need to organise around a common agenda and use this as a source of energy amongst educators. This movement needs to shift social norms and create dialogue, cultural learning, and build mindsets for democracy.* **"**

Santiago Rincón-Gallardo
Education Consultant and Chief Research Officer, Michael Fullan Associates

This research demonstrates the appetite for collaboration and convening amongst policymakers, researchers, school leaders, teachers, parents, communities and learners. Several colleagues interviewed for this report referred to their work as a movement for social change, and all were working towards a society in which multicultural, multilingual schools are considered 'the norm', and in which all languages, and those who speak them, are valued.

This report presents five interrelated themes around which international colleagues are building this social movement via a systemic approach across education policy and practice to create a profound change in the way multilingualism is perceived in their settings. In order to have real impact, this work is owned collectively and driven by multilingual learners, parents, communities and by teachers themselves: this is where the real energy lies.

Ideas to make change happen

> *There are grassroots movements around bilingualism that are growing despite the rise in xenophobia. Together with progressive state leaders and a motivated and passionate group of educators, this is growing into a national movement which gives multilingual learners and their communities recognition.*
>
> Rebecca Vonderlack-Navarro
> Manager of Education Research and Policy, Latino Policy Forum

The following steps could bring about change in classrooms across England:

1   **Engage learners, parents and communities** to co-create a strategy and shared vision for what best practice looks like in the multilingual school setting.

2   **Shift mindsets** through asset-based approaches to language and create clear career pathways for teachers.

3   **Collaborate with a diverse range of school leaders** to prioritise language and equity as a lever for change.

4   **Design a new national policy for teaching in Diverse, Multicultural, Multilingual Classrooms** including detailed statutory guidance on implementing equitable provision and formative assessment in schools.

5   **Embed a learning system** that guides, tests and constantly refines the strategy and approach.

Engage learners, parents and communities to co-create a strategy and shared vision

A learner-led review of provision and attitudes towards language for diverse, multilingual schools: Researchers and trained specialist teachers of language observe that schools are not always equipped to meet the needs of their multilingual learners, but what do the learners say, and how do they envisage a better system? A review of whole school provision and attitudes towards multilingualism gathered through surveys, focus groups and school-wide discussions, and carried out in collaboration with young learners, parents and communities, could enable school leaders to see their strategies for supporting multilingual learners (and wider attitudes towards language) through a different lens. This could lead to the co-creation of language policies for diverse, multilingual schools with learner voice at the heart; setting out a shared vision for the school community's ethos, attitudes, values and approach to multilingualism, and their readiness to meet the needs of the diverse classrooms of today. These policies could be a key tool for prioritising the mastery of academic English for *all* learners and promoting the fundamental role that language plays in education amongst classroom teachers and policymakers.

To make this happen, this review could begin with a small network of schools to pilot this work, carried out in partnership with funders, initiatives like Inclusive Cities, the Multilingual Cities Movement and organisations that have existing links with schools, local communities and faith settings. Inspiration could be sought from progressive and inclusive school district policies like The Garden Grove Way in California.

Shift mindsets through asset-based approaches and create clear career pathways for teachers

Dedicated and streamlined career pathways for the diverse, multilingual setting: A large number of teachers in England cite the opportunity to influence children's development or contribute to society as a major motivation for joining the profession. This highlights the opportunity of shifting mindsets towards language education by embedding asset-based approaches in schools and motivating teachers through flexible, adaptive training programmes which build autonomy, encourage 'buy in' and promote a curricular approach (rather than a strict pedagogy). As schools and communities become increasingly diverse and multilingual, there is an opportunity to create clear and comprehensive career routes for teachers who want to lead the way as 'teachers of language' in the multilingual classroom.

To make this happen, the Department for Education should develop clear routes for teachers to continuously develop their role in the diverse classroom. This could be delivered through a dedicated and coherent progression pathway for teaching in the multilingual setting, aligned with the Early Career Framework, ensuring progression through high quality EAL training programmes from Initial Teacher Education through to National Professional Qualifications for leadership. This would be in line with the Teacher Recruitment and Retention Strategy, which states that it will "develop specialist qualifications to support clearer non-leadership career pathways for teachers that want to stay and excel in the classroom". Training programmes that build skills in formative curriculum assessment, mentoring and coaching, and scalable, high-impact initiatives like The Pathway Project and WIDA's professional learning programmes provide examples of how others are developing and scaling best practice by engaging classroom teachers in a wider social mission to deliver quality first teaching in the diverse, multilingual setting.

Collaborate with a diverse range of school leaders to prioritise language and equity in education

Work with Equality and Diversity hubs and leaders that prioritise language education: This report highlights the strength of England's diverse communities and the importance of building a school workforce that is truly representative of the classrooms and communities it serves. Systemic discrimination, institutional racism and unconscious bias remain a barrier to diverse leadership in education. Sector initiatives should ensure future school leadership teams in England reflect a broader range of perspectives and cultural backgrounds.

To make this happen, the Department for Education should continue to invest in Equality and Diversity hubs and work with organisations like BAMEed to reach a more linguistically, culturally diverse range of upcoming leaders for school-led leadership opportunities. Equality and Diversity hubs should also engage with issues of equity, drawing on the international models highlighted in this report which focus on equity in education alongside leadership development, for example the Ontario leadership framework, 'Leading from the Middle', Deep Diversity in Ontario, AVID in California and the Council of School Supervisors and Administrators in New York. Looking further ahead to the multilingual school leaders of the future, the Department for Education alongside Further Education (FE), Higher Education (HE) institutions and careers advisors could also consider creative new campaigns to inspire multilingual learners and their communities to 'get into teaching' and join the profession.

Design a national policy for Diverse, Multicultural, Multilingual Schools

A new national policy for Diverse, Multicultural, Multilingual Schools: This report provides examples of how international policymakers are prioritising equitable education systems that meet the needs of all learners, especially those most at risk of underachievement. Formative assessment of proficiency in English and the context in which language is being used is a key feature of some of the most progressive, outward-looking and high-performing systems which foreground the fundamental role that language plays in education at policy level, with demonstrably better and more equitable outcomes for multilingual learners.

To make this happen, the Department for Education should align their policies and guidance for schools with other international (and national) examples of best practice, where schools are required to monitor the English proficiency of multilingual learners and ensure that support is appropriately targeted through formative assessment. As outlined above, policymakers should collaborate with learners, parents, teachers and school leaders to create a shared vision for a new national policy for Diverse, Multilingual Schools, alongside statutory guidance on how to embed EAL assessment in practice in the multilingual setting. The Department for Education could draw on New South Wales's Multicultural Education Policy and ESL Program, Ontario's ELL Policy, California's EL Roadmap, New York State's Blueprint and Illinois's English Learner program, all of which provide comprehensive statutory guidance on how to provide equitable provision whilst promoting an asset-based approach to language.

Other ideas emerging from this research

An equity benchmarking tool for schools in England: The international models featured in this report prioritise equity in education and are built on the principle that, with the right policies and training in place, heterogeneous classroom environments can lead to more inclusive teaching practice and better outcomes for all learners. To support this work, there are several international tools and programmes designed to review equity of access, opportunity, and outcomes for multilingual learners in diverse settings. Schools in England should also be able to systematically review their policies, provision and practice for multilingual learners, and to gain a better understanding of the impact on teacher expectations and learner attainment.

To make this happen, all schools in England should have access to practical tools that help school leadership teams review issues of equity, equality, diversity and inclusion and attitudes towards language education in their setting. Tools should be comprehensive, and point schools towards guidance, evidence-informed training and wider initiatives to promote asset-based approaches in their setting. Existing self-assessment tools designed by The Bell Foundation and others could be developed to help schools understand the assumptions, prejudice, expectations and unconscious bias that may be underpinning current provision for multilingual learners, with the aim of establishing a new whole school approach. Such tools could also enable schools to articulate to school improvement bodies how they are meeting the needs and honouring the assets of multilingual learners. This work could be promoted widely by the Department for Education and Equality and Diversity Hubs in particular.

Investment in leadership programmes for multilingual learners: Further funding and investment in leadership programmes that are designed by and for young people could build the confidence and skills needed for changemaking, as well as opportunities to influence future education policy and challenge negative narratives around migration, starting in the classroom. A learner-led approach enables multilingual learners to drive system change and school reform from their own perspective of what it means to grow up and be educated in a diverse, multilingual setting.

To make this happen, further scoping could be carried out by learners in school councils across England to assess the potential for adapting models like Global Minds in the US and the Good Human Project in New Zealand. Investigation into the Ethical Leadership Programme (SSAT) and the Global Youth Award in England could also explore the extent to which these initiatives address multilingualism and diversity in education from the learners' perspective.

Officially recognised awards for bilingualism and biliteracy: Fluency in another language opens opportunities for academic success and prepares learners for 21st century careers. To participate fully in an increasingly globalised and interconnected world, all learners in schools across England should have the opportunity to gain proficiency in multiple languages, and those who achieve this should be formally acknowledged and rewarded for developing literacy skills in more than one language. The Seal of Biliteracy is now recognised in several states across the USA and multilingual learners receiving the award gain tangible rewards, including university credits as well as opportunities to connect with businesses and obtain placements with potential future employers.

To make this happen, initiatives like The Global Seal of Biliteracy, could be considered as a model for adaptation to the UK context, and actively promoted across schools, universities and employers in England to raise the profile and the value of multilingualism and biliteracy in education and employment. This work could be further investigated by funders and other research academies for development.

Fellowships, sabbaticals and network improvement communities for teachers: Fellowships, sabbaticals and active research networks that focus on preparing teachers for the multilingual, diverse school setting could engage with teachers' intrinsic motivation to make a difference 'in the lives of young people. As part of their development, teachers should lead and participate in global conversations, with opportunities to apply their learning to drive forward change in national policy and local classroom practice in England. International learning not only broadens understandings of what best practice in multilingual settings looks like but could also motivate and incentivise linguistically and culturally aware teachers to stay in the profession.

To make this happen, school funders could invest in fellowships and opportunities for teachers to travel abroad so they can see how high-performing education systems and schools approach teaching in diverse, multilingual settings.

Conclusion

> *Multilingual learners are not inherently disadvantaged, by language or otherwise: it is the system that lets them down. Rather than asking 'Are the kids ready?' We should be asking 'Are the institutions ready?' This is not about the achievement gap; it's about the opportunity gap. Are kids getting what they need? Are they getting access to rigorous classes, to the support they need to make sure that access is appropriate? Are they able to develop their English language skills and their academic skills?*

Tim Boals
Executive Director of the WIDA Consortium

Across different education systems, three key factors were identified in successful multilingual schools and classrooms: 1) involving learners directly in designing policy and in shaping their own progress, 2) engaging a higher proportion of teaching staff in a wider social mission through professional development and 3) diversifying school leadership teams.

Framing access to the language of the curriculum as a social justice issue alongside asset-based approaches to language and multilingualism also stood out as a particularly powerful approach being taken internationally to make change happen and to ensure that multilingual learners have access to an equitable education system.

Fundamentally, this required schools and teachers to recognise and acknowledge that language is crucial to every learners' success, and that every teacher is therefore a language teacher. When there is coherence and cooperation between policymakers, school leaders, teachers, learners, their parents and communities, the outcome is beneficial to all. Teachers are more engaged and enjoy their role as language teachers in the classroom, learners are enthusiastic and successful in their learning, and policymakers are praised instead of criticised.

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