

Date of Hearing: March 20, 2024

ASSEMBLY COMMITTEE ON EDUCATION  
Al Muratsuchi, Chair  
AB 2074 (Muratsuchi) – As Introduced February 5, 2024

**SUBJECT:** Student instruction: English Learner Roadmap Policy: statewide implementation plan

**SUMMARY:** Requires the California Department of Education (CDE) to develop a statewide implementation plan for the English Learner (EL) Roadmap Policy. Specifically, **this bill:**

- 1) Requires the CDE to develop a statewide implementation plan for the EL Roadmap Policy, as specified.
- 2) Defines the EL Roadmap Policy for purposes of this measure to mean the California English Learner Roadmap State Board of Education Policy: Educational Programs and Services for English Learners adopted by the State Board of Education (SBE) on July 12, 2017.
- 3) Defines local educational agency (LEA) for purposes of this measure to mean a school district, county office of education (COE), or charter school.
- 4) Requires the CDE to develop a statewide implementation plan for the EL Roadmap Policy. In doing so, requires the CDE to:
  - a) Convene an advisory committee with representation from all of the following:
    - i) LEAs;
    - ii) Teachers who teach students in preschool, transitional kindergarten, kindergarten, or any of grades 1 to 12, inclusive;
    - iii) Parents of students who are ELs; and
    - iv) Nonprofit organizations with experience in implementing the EL Roadmap Policy.
  - b) Identify three positions within the CDE that will be funded and designated to develop the EL Roadmap Policy statewide implementation plan and support LEAs in implementing the plan.
- 5) Requires the CDE to submit an annual progress report to the appropriate policy and fiscal committees of the Legislature, commencing January 1, 2027, that identifies LEAs that engaged in the implementation of the plan, including, but not limited to, LEAs that contacted the CDE for assistance in implementation and those that offered professional development opportunities to assist educators in implementing the plan.

**EXISTING LAW:**

**FISCAL EFFECT:** Unknown

**COMMENTS:**

***Need for the bill.*** According to the author, “California enrolls 1.1 million English learner students and 60% of young children in the state have a home language other than English. For these students, academic gaps persist with too many never achieving English proficiency, and academic outcomes remaining unacceptably low. AB 2074 will ensure the vision to adequately serve California’s English learners truly gets to the classroom.”

***EL Roadmap for California.*** In July, 2017, the SBE adopted the California EL Roadmap Policy. The Roadmap is intended to articulate a common vision and mission for educating ELs and to assist the CDE in providing guidance to LEAs in order to welcome, understand, and educate the diverse population of students who are ELs attending California public schools.

The vision of the Roadmap is: “ELs fully and meaningfully access and participate in a twenty-first century education from early childhood through grade twelve that results in their attaining high levels of English proficiency, mastery of grade level standards, and opportunities to develop proficiency in multiple languages.” The principles of the Roadmap are shown below:

<p><b>Principle One: Assets-Oriented and Needs-Responsive Schools</b></p>	<p><b>Preschools and schools are responsive to different EL strengths, needs, and identities and support the socio-emotional health and development of ELs. Programs value and build upon the cultural and linguistic assets students bring to their education in safe and affirming school climates. Educators value and build strong family, community, and school partnerships.</b></p>
<p><b>Principle Two: Intellectual Quality of Instruction and Meaningful Access</b></p>	<p>ELs engage in intellectually rich, developmentally appropriate learning experiences that foster high levels of English proficiency. These experiences integrate language development, literacy, and content learning as well as provide access for comprehension and participation through native language instruction and scaffolding. ELs have meaningful access to a full standards-based and relevant curriculum and the opportunity to develop proficiency in English and other languages.</p>
<p><b>Principle Three: System Conditions that Support Effectiveness</b></p>	<p>Each level of the school system (state, county, district, school, pre-school) has leaders and educators who are knowledgeable of and responsive to the strengths and needs of ELs and their communities and who utilize valid assessment and other data systems that inform instruction and continuous improvement. Each level of the system provides resources and tiered support to ensure strong programs and build the capacity of teachers and staff to leverage the strengths and meet the needs of ELs.</p>

<p><b>Principle Four: Alignment and Articulation Within and Across Systems</b></p>	<p>ELs experience a coherent, articulated, and aligned set of practices and pathways across grade levels and educational segments, beginning with a strong foundation in early childhood and appropriate identification of strengths and needs, and continuing through to reclassification, graduation, higher education, and career opportunities. These pathways foster the skills, language(s), literacy, and knowledge students need for college- and career-readiness and participation in a global, diverse, multilingual, 21st century world.</p>
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*A different kind of policy.* The EL Roadmap is described in a report, *Moving the California EL Roadmap Forward: Lessons Learned from EL RISE!*, published by Californians Together and EL Roadmap Implementation for Systemic Excellence (EL RISE!), as:

A different kind of policy—a state policy for a local control era and a broad policy embracing the language and cultural assets of students after two decades of a narrow English-only policy in the state. The policy is:

- Aspirational: It turns the tide from bottom-line, compliance-prescriptive approaches to instead describing the system of education we want for our state’s 1.1 million ELs for equitable access, academic success, and active participation in this multilingual global world—including the promise of biliteracy.
- Research-based: It draws upon the knowledge and accumulated expertise related to effective approaches to dual language development, second language development, and culturally and linguistically supportive pedagogy.
- Principles-driven: It describes a core set of principles to guide aligned action across the P-12 system meant to be enacted by all educators and multiple levels of our educational system.
- Comprehensive: The EL Roadmap covers all aspects of EL schooling, from school climate to support services to classroom practice to the philosophy.”

***What does EL Roadmap implementation look like?*** The CDE notes that the EL Roadmap principles and elements are general enough that they can be applied in ways that fit each LEA’s context and can be implemented to reflect the unique strengths and needs of ELs across California.

The CDE has produced a self-reflection rubric for use by LEAs which provides descriptors of different levels of implementation, from minimally to very responsive. Recognizing that local implementation will look different in each LEA, below is a sample of those descriptors, at the highest level of implementation, shown for Roadmap Principle 1.

Principle #1: Assets-Oriented and Needs-Responsive Schools

<b>Element</b>	<b>Very Responsive (high degree of implementation)</b>
<p>A. The languages and cultures ELs bring to their education are assets for their own learning and are important contributions to learning communities. These assets are valued and built upon in culturally responsive curriculum and instruction and in programs that support, wherever possible, the development of proficiency in multiple languages.</p>	<p>School is multilingual focused and dedicated to a culturally responsive pedagogy and climate for all students. School has multilingual programs, materials, and celebrations. School engages students in many opportunities to build proficiency in multiple languages.</p>
<p>B. Recognizing that there is no single EL profile and no one-size-fits-all approach that works for all ELs, programs, curriculum, and instruction must be responsive to different EL student characteristics and experiences. EL students entering school at the beginning levels of English proficiency have different needs and capacities than do students entering at intermediate or advanced levels. Similarly, students entering in kindergarten have different needs than students entering in later grades. The needs of long term ELs are vastly different from recently arrived students (who in turn vary in their prior formal education). Districts vary considerably in the distribution of these EL profiles, so no single program or instructional approach works for all EL students.</p>	<p>School programs, curriculum, and instruction are tailored toward each individual student in order to promote the greatest amount of learning for each individual. Programs, curriculum, and instruction provide options for students that embrace their strengths and are responsive to their individual needs. These options respond to all EL profiles represented at the school.</p>
<p>C. School climates and campuses are affirming, inclusive, and safe.</p>	<p>School climate is safe and affirming towards all students and their families. Programs and practices celebrate diversity. Programs and practices affirm, value, and uplift all groups represented at the school and treat all students and families in a responsive, fair way.</p>
<p>D. Schools value and build strong family and school partnerships.</p>	<p>School engages families with opportunities to be meaningfully involved in their children's learning experience. School has proactive supports for two-way engagement with families. Participation reflects the demographics of the school.</p>

Element	Very Responsive (high degree of implementation)
<p>E. Schools and districts develop a collaborative framework for identifying ELs with disabilities and use valid assessment practices. Schools and districts develop appropriate individualized education programs (IEPs) that support culturally and linguistically inclusive practices and provide appropriate training to teachers, thus leveraging expertise specific to ELs. The IEP addresses academic goals that take into account student language development, as called for in state and national policy recommendations.</p>	<p>School accurately identifies ELs with disabilities and has systems in place to support them and to identify and distinguish language needs from special education needs. School has IEP practices and teacher training support systems specific to addressing the needs of ELs with disabilities.</p>

***What has prevented wider adoption of the EL Roadmap?*** According to a report, *Moving the California EL Roadmap Forward: Lessons Learned from EL RISE!*, published by Californians Together and EL RISE!, there are a number of challenges to widespread implementation of the EL Roadmap:

- We recognize the deep implications of how the EL Roadmap policy differs from previous policy. The EL Roadmap represents a sea-change in how EL policy is approached. Compared to previous EL policies it signals a mindset paradigm shift in content, and requires more intensive meaning-making, engagement, collaboration, and planning to implement.
- We are facing a basic lack of understanding and capacity for meeting the needs and leveraging the assets of ELs. California educators’ current baseline understanding of ELs is inadequate as a foundation for translating the EL Roadmap policy into action and for delivering effective instruction, programs, and services.
- We know EL expertise matters. EL expertise is desperately needed throughout the system and is inadequately staffed.
- We see a lack of alignment and coherence across the system. Result: ELs and EL work remain largely siloed and marginalized, and the comprehensive vision of the EL Roadmap is a challenge to implement.
- We need to focus our leaders’ and administrators’ attention. When the attention of school leaders and administrators is thoroughly applied, powerful movement occurs, and ELs benefit. All our leaders’ energy to achieve intersectionality, form partnerships, and direct investments in time and capacity-building must be concentrated on the four ELR Principles for multiple roles in the system. Simple to say, but not easy to do.

***Educator Workforce Investment Grants (EWIG).*** The 2019-20 Budget appropriated \$10 million to create and deliver professional learning opportunities designed to implement the California EL Roadmap Policy. The CDE awarded two EWIG: EL Roadmap Policy

Implementation grants for \$5 million each, with a grant period beginning April 3, 2020, and ending June 30, 2023. Those grants went to Californians Together/EL RISE! and the California Association for Bilingual Education (CABE) Multilingual California Project (MCAp). Some of the grant outcomes include:

- Working with a network of 20 partnering COEs, EL RISE! designed and delivered 44 different professional learning modules addressing a comprehensive range of EL education issues, preschool through graduation, and explicitly focusing on a wide range of roles within the system (district leaders, site administrators, classroom teachers, counselors, school board members, higher education faculty, parents, and families). These offerings were delivered multiple times, for a total of 645 sessions facilitated across the 20 COEs. These covered preschool, elementary and secondary levels, and both dual language and English-instructed classrooms. A variety of delivery modalities addressed local contexts and needs and accommodated the realities of a COVID-impacted system. Over the course of the three-year grant, EL RISE! served educators from 547 LEAs and 18 public and private universities across the state, which included over 8,000 teachers, 53 paraprofessionals, over 2,700 administrators, over 1,700 support staff, nearly 100 counselors, over 180 school board members, and nearly 30 higher education staff.

An external evaluation elicited participant feedback surveys at the close of each session. Four out of five (81%) participants reported that EL RISE! increased their skills and strategies for implementing research based practices to enact the EL Roadmap; almost all (95%) reported that the resources provided through the trainings (e.g., reflection and planning tools, case studies, “playbooks” and toolkits) were useful to them implementing the policy.

- CABE's Multilingual California Project (MCAp) was a statewide alliance with Butte COE, Fresno County Superintendent of Schools, Orange County Department of Education, San Bernardino County Superintendent of Schools, San Diego COE, and San Diego State University. CABE and its partners, known collectively as the MCAp Alliance, are recognized statewide as expert leaders in professional learning, coaching, EL instruction, and research in PK-16 education. The Multilingual California Project over a 3-year period delivered a statewide professional learning model to strengthen the capacity of districts in implementing the four principles of the California EL Roadmap Policy and accelerate the academic and multilingual opportunities, and outcomes of ELs across California. Using a four-stage implementation model, MCAp provided statewide access to and understanding of the EL Roadmap Policy and its implementation, while also providing guidance and support to districts for focused, in-depth strategic development and implementation of the EL Roadmap. Despite the disruptions and challenges posed by the COVID-19 pandemic, MCAp annually served over 13,000 educators across 491 LEAs and 54 COEs, served approximately 400 families and indirectly impacted over 44,000 students. In total, they offered 231 professional learning opportunities to educators and over 30 parent and family engagement sessions.

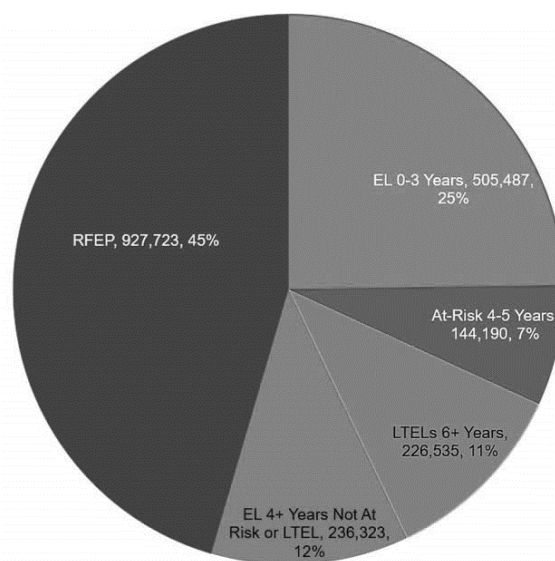
AB 185 (Committee on Budget), Section 54, provided \$20 million, through the 2024-25 fiscal year, to support one or more competitive EWIG grants for professional learning opportunities for teachers and paraprofessionals, including \$10 million for qualified entities for developing and delivering professional learning opportunities which support the implementation of effective

language acquisition programs (ELAP) for EL students, which may include integrated language development within and across content areas, bilingual and biliterate proficiency, and building and strengthening capacity to implement the EL Roadmap Policy. Professional learning opportunities for teachers, paraprofessionals, school leaders, and counselors are to include strategies for high-quality instruction aligned to the Quality Professional Learning Standards. The CDE awarded the EWIG: ELAP funds to four COEs that formed consortia to provide free professional development to interested LEAs.

According to the CDE, in the first six months of implementation, EWIG: ELAP lead grantees provided 11 professional learning sessions for 807 participants, addressing topics such as integrated and designated ELD, dual language pedagogy, and the implementation of ELD through the lens of the EL Roadmap Principles.

***ELs in California.*** According to the CDE, as of the 2022-23 school year, over 2 million students, comprising **roughly 35% of all students, were either current or former ELs. This total was composed of:**

- A total of 2,310,311 students (ELs and Fluent English Proficient students) speak a language other than English in their homes. This number represents about 39.5% of all students;
- **1,112,535** were current ELs, or **19.0%** of all students;
- **927,723** were Reclassified Fluent English Proficient (RFEP), or **15.9%** of all students;
- 144,190, or 7.1% of ELs, were At-Risk of becoming LTELs;
- 226,535, or 11.1% of ELs, were LTELs;
- 236,323, or 11.6% of ELs had been ELs for more than four years but were not At-Risk or LTELs; and
- Spanish was the most commonly spoken home language, at 82% of all ELs. Vietnamese was second at 2% of all ELs.



***Arguments in support.*** The California Association for Bilingual Education writes, “As an asset based, comprehensive, aspirational and principles-based policy, the EL Roadmap differs significantly from previous EL policies – by requiring involvement of multiple roles, departments and functions within the school system, as well as alignment across initiatives and across levels of the system. Yet the road to fulfilling its promise has not yet been adequately scoped or supported.

Currently there is no state plan for building awareness, a sense of urgency, and opportunity related to implementing the EL Roadmap policy. There is no alignment and no coherence across state initiatives reflecting the EL Roadmap policy and principles – nor is there guidance for Local Educational Agencies to incorporate and build alignment and coherence at the local level across programs and services. There is no monitoring of the implementation of the EL Roadmap, nor is there accountability for its

implementation. Importantly, no CDE positions are state funded and designated to support the implementation of this critically important state policy for English learners. This bill will ensure the vision to adequately serve English learners truly gets to the students by having a statewide plan for implementation and staff at CDE to oversee/guide the implementation.”

**Related legislation.** AB 2071 (Juan Carrillo) of the 2023-24 Session would establish the English Learner Roadmap Implementation Grant Program and make an appropriation for this purpose, and requires the SBE to develop and adopt a California English Learner Roadmap Parent Toolkit.

AB 185 (Committee on Budget), Chapter 571, Statutes of 2022, appropriates \$20 million, through the 2024-25 fiscal year, to support one or more competitive EWIG grants for professional learning opportunities for teachers and paraprofessionals, including \$10 million for qualified entities for developing and delivering professional learning opportunities which support the implementation of effective language acquisition programs for EL students, which may include integrated language development within and across content areas, bilingual and biliterate proficiency, and building and strengthening capacity to implement the EL Roadmap Policy.

SB 75 (Committee on Budget and Fiscal Review), Chapter 51, Statutes of 2019, appropriated \$10 million to create and deliver professional learning opportunities designed to implement the California EL Roadmap Policy.

SB 594 (Rubio) of the 2019-20 Session would have established the California EL Roadmap Initiative under the administration of the CDE and California Collaborative for Educational Excellence (CCEE). This bill was held in the Assembly Education Committee.

AB 714 (McCarty), Chapter 342, Statutes of 2023, requires the CDE to maintain information on its website relating to the education of recently arrived immigrant students (newcomers), to annually publish enrollment and other information about newcomers on its website; requires the Instructional Quality Commission (IQC) to consider adding content to help teachers meet the unique needs of newcomers to the next revision of the English Language Arts (ELA)/ELD curriculum framework and recommended instructional materials; and revises the definition of newcomers to align with the federal definition for purposes of specified educational rights in existing law.

SB 952 (Limon) of the 2021-22 Session would have revised and recasted an existing three-year competitive dual language grant program administered by the CDE for schools. This bill was held in the Assembly Appropriations Committee.

AB 2514 (Thurmond), Chapter 763, Statutes of 2018, establishes the Pathways to Success Grant Program, for the purpose of providing grants for the establishment and expansion of dual language immersion programs, developmental bilingual programs for ELs, and early learning dual language learners (DLL) programs.

AB 130 (Committee on Budget), Chapter 44, Statutes of 2021, appropriates \$10 million for a dual language immersion grant program, to award 25 one-time grants over a period of 3 fiscal years to eligible entities to expand or establish dual language immersion programs.



AB 1363 (L. Rivas), Chapter 498, Statutes of 2021, requires the Superintendent of Public Instruction (SPI) to develop procedures for providers to identify and report data on DLLs enrolled in the California State Preschool Program (CSPP).

AB 1012 (Reyes) of the 2019-20 Session would have required, upon appropriations for this purpose, the CDE to provide grants to LEAs for, among other purposes, professional learning for child development providers so that they can support the development of DLLs. This bill was held in the Assembly Appropriations Committee.

AB 952 (Reyes) of the 2017-18 Session would have required the Commission on Teacher Credentialing (CTC) to establish a process to identify short-term, high-quality pathways to address the shortage of bilingual education teachers. This bill was vetoed by the Governor, who stated:

California recently provided funds to support teachers and paraprofessionals interested in becoming bilingual teachers. This past spring the Commission awarded one-time grants to higher education institutions that sought to create or improve four-year integrated teacher education programs, including for bilingual teachers. Before making additional investments on this matter I believe it's wise to first assess the success of our current programs.

AB 99 (Committee on Budget), Chapter 15, Statutes of 2017, establishes the Bilingual Teacher Professional Development Program and requires the CDE to allocate grant funding for purposes of providing professional development services to specified teachers and paraprofessionals to provide instruction to ELs.

## **REGISTERED SUPPORT / OPPOSITION:**

### **Support**

Association of Two-way Dual Language Education  
 California Association for Bilingual Education  
 California Charter School Association  
 California Teachers of English to Speakers of Other Languages  
 Californians Together  
 Children Now  
 Parent Institute for Quality Education  
 Sobrato Early Academic Language  
 Teach Plus  
 The Center for Equity for English Learners, Loyola Marymount University  
 The Children's Partnership  
 Unidos US  
 Approximately 600 individuals

### **Opposition**

None on file

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