

# THE DUAL LANGUAGE LEARNER POLICY PLATFORM:

## Informing California's Early Learning and Care Policies and Investments in 2020–21 and Beyond



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# ABOUT US



## ADVANCEMENT PROJECT CALIFORNIA

Advancement Project California is a next generation, multiracial civil rights organization working on systems change. California staff in Los Angeles and Sacramento work to expand opportunities in our educational systems, create healthy built environments, build participatory and representative communities, and shift public investments toward equity. We develop rigorous, evidence-based solutions, innovate technology and tools with coalition partners to advance the field, broker partnerships between community advocates and the halls of power, and build racial and economic equity. With the understanding that education is an essential component in improving the lives and opportunities of all Californians, we work across the state and with a diverse set of stakeholders to improve the early learning and K–12 education systems. We believe that effective and respectful partnerships are the bedrock of fixing a system responsible for educating California's children.



## EARLY EDGE CA

Early Edge California focuses on advancing policy changes to expand high-quality Early Learning programs for all children from birth to age 8. We believe all California children should have access to high-quality learning experiences, so they can have a strong foundation for future success. Our statewide efforts are centered on increasing availability of quality programs for infants through age 8, as well as increasing compensation and training for Early Learning teachers and specialized support for dual language learners. We work to inform lawmakers, leaders, and others about the need for investment in quality Early Learning programs; build coalitions to recommend statewide funding levels and inspire policy change; and, promote quality programs that are working, to increase their availability and strengthen understanding of what quality learning means at every stage. We are proud to serve as a voice for the needs of families and Early Learning teachers.

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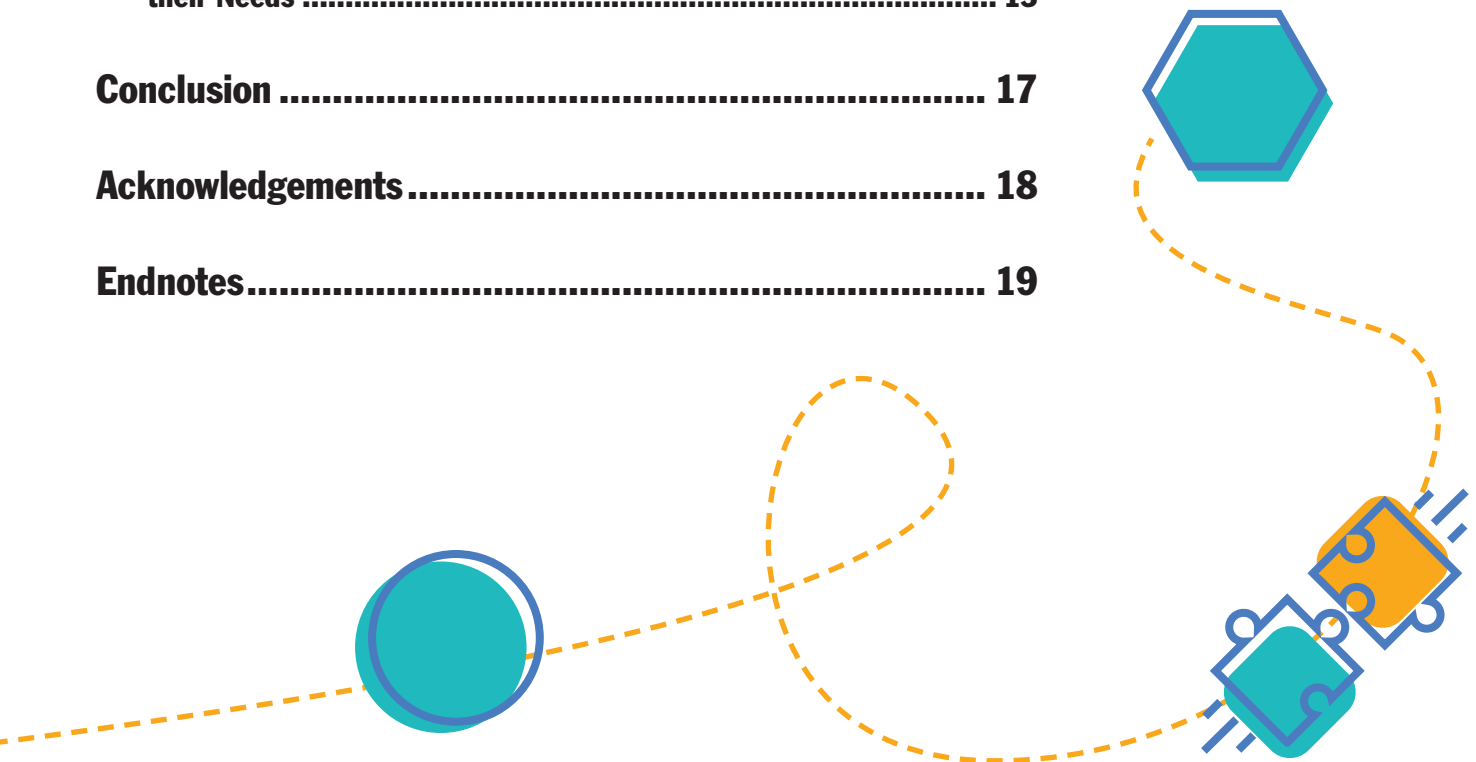
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# INTRODUCTION

**“To renew California’s dream, we need to renew our promise to our children.”**

- Governor Gavin Newsom, 2018

Governor Gavin Newsom has kept his campaign promise to support California’s youngest children and their families by investing \$2.3 billion to improve and expand a range of early childhood supports and services. As the state works to strengthen and expand its early learning and care (ELC) system, it is critical that policymakers keep the strengths and needs of dual language learners (DLLs)<sup>i</sup> and children of color foremost in mind.

**Without this intentionality, the state will design a system that does not serve the majority of its youngest learners.**

**Dual Language Learners (DLLs)** are children, birth to age five, learning two or more languages simultaneously or learning a second language while developing their home language.



More than two-thirds of California’s young children are children of color.<sup>ii</sup>



California is home to the nation’s largest population of DLLs.<sup>iii</sup>



60 percent of children under age six are from homes in which languages other than English are spoken.<sup>iv</sup>

**“Dual Language Learners are the youth of our state. They are a large percentage of the students in our schools, and an increasing number of kids in our state. It would be an enormous gift to California if we invest properly in their future.”**

- Laurie Olsen, Sobrato Early Academic Language (SEAL) Founding Director

Given the rich diversity of California, it is critical that children of color and DLLs are central to major policy and budget decisions that define and support high-quality early learning. This includes critical opportunities to inform early learning investments and policies, such as the Master Plan for ELC and the cradle-to-career data system.<sup>v</sup>



The governor allocated \$5 million to develop a Master Plan for ELC by October 2020. The plan is overseen by the governor's office and will build on the recommendations of the California Assembly Blue Ribbon Commission on Early Childhood Education and the federal government's Preschool Development Grant.<sup>vi</sup> The Master Plan is an important opportunity to include DLLs when building a high-quality early learning system.

The political climate in the state today favors bilingualism and multiculturalism, as recent policies such as Proposition 58 (the California Education for a Global Economy initiative) and California English Learner (EL) Roadmap demonstrate. The EL Roadmap is a comprehensive policy that declares biliteracy as a state goal and strongly promotes multilingual proficiency. The spirit and focus of the Roadmap should be a guide for the Master Plan and other ELC state legislation and budget priorities.

**To support policymakers in their efforts to strengthen the ELC system, we present a DLL Policy Platform with a set of short- and long-term recommendations to:**

- align the ELC system with the California EL Roadmap State Policy;
- promote high-quality ELC programs for DLLs; and
- support California's ELC workforce to build on the strengths of DLLs and meet their needs.

To create the recommendations, Advancement Project California and Early Edge California consulted with a wide array of early childhood experts and stakeholders.





# THE CONTEXT FOR THE DLL POLICY PLATFORM

**California is the fifth largest economy in the world, whose commercial competitiveness benefits from its diverse and multilingual population.<sup>vii</sup>**

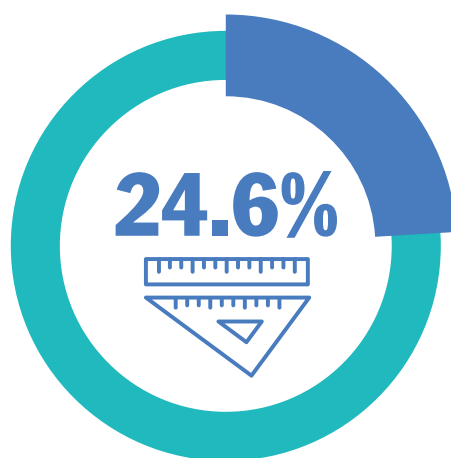
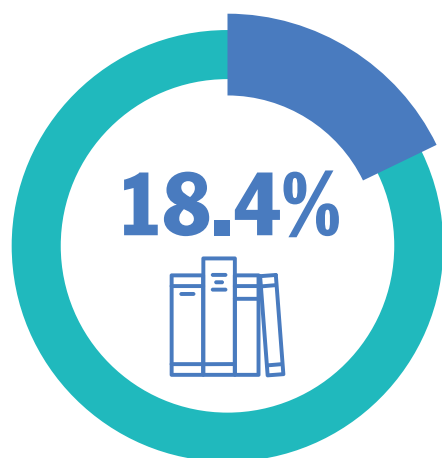
Employers and educators increasingly recognize that the ability to speak two or more languages is a valuable asset that contributes to the state's economic success.<sup>viii</sup> Both Proposition 58 and the EL Roadmap focus on what is needed to meet the needs of children whose home language is not English.

Given how quickly language develops in a child's early years, it is critical that our state's DLLs are set up for success. Policies must reflect the fact that language and culture are intimately intertwined and are fundamental to academic success.<sup>ix</sup> ELC settings must be given the resources to support DLLs and strengthen the foundation of their home language. Access to high-quality programs is a first step.

**Governor Newsom's cradle-to-career educational focus reflects his commitment to equity and to closing the opportunity gap among California's children.**



According to data from the California Assessment of Student Performance and Progress, only 18.4 percent of ELs met or exceeded standards in English Language Arts and 24.6 percent of ELs met or exceeded standards in Mathematics at 3rd grade (School Year 2018–2019).<sup>x</sup>

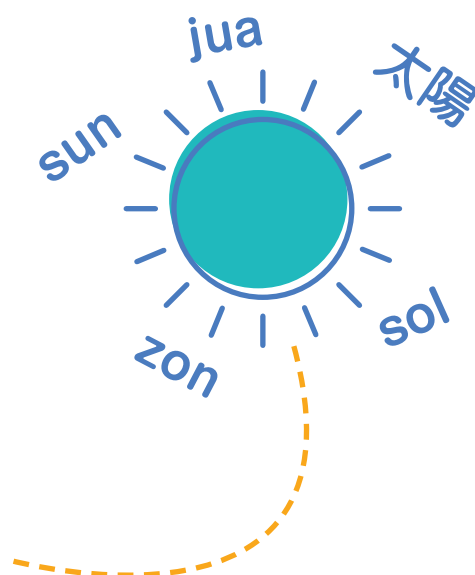


It is estimated that 30-50 percent of DLL/EL children entering kindergarten will not acquire the necessary English skills needed for academic participation after six years or more of instruction.<sup>xi</sup>



Over time, with inadequate English language development and home language loss during the early years, these students are at greater risk of dropping out of high school,<sup>xii</sup> which in turn narrows job options and future prospects.

Among working families, children of immigrant families are most likely to be living in poverty,<sup>xiii</sup> and these children are likely to be DLLs. To advance the well-being of all young children, it is critical to acknowledge that different groups of children and families continue to face additional barriers because of structural exclusion and marginalization based on race and socioeconomic status. To address racial and economic disparities, the California Assembly Blue Ribbon Commission on Early Childhood Education adopted the strategy of “targeted universalism,” which recognizes that although all children can benefit from a particular early childhood service, resources should target groups most in need.<sup>xiv</sup>



# RECOMMENDATIONS

The DLL Policy Platform guides decision-makers to build on the assets of DLLs and recognize the needs of these children and their families when strengthening and expanding the ELC system. The Platform's recommendations align with the asset-based approach to DLLs in the EL Roadmap and reflect its values and spirit. Recommendations identify both short-term (two to three years) and long-term goals. The Platform can guide major decisions in the 2020–21 budget as well as future budget and legislative priorities.

## RECOMMENDATION 1: ALIGN THE EARLY LEARNING AND CARE SYSTEM WITH THE CALIFORNIA ENGLISH LEARNER ROADMAP STATE POLICY

As noted, the EL Roadmap declares biliteracy as a state goal. A major tenet of the EL Roadmap is to create equitable access to curricula which ELs did not have access to under California's English-only policy, and to affirm and validate the language and culture of all students. DLLs and ELs have not fared well in California's English-only environment as evidenced by the academic disparities between them and their monolingual counterparts.<sup>xv</sup> The EL Roadmap provides a blueprint to begin to close those gaps.

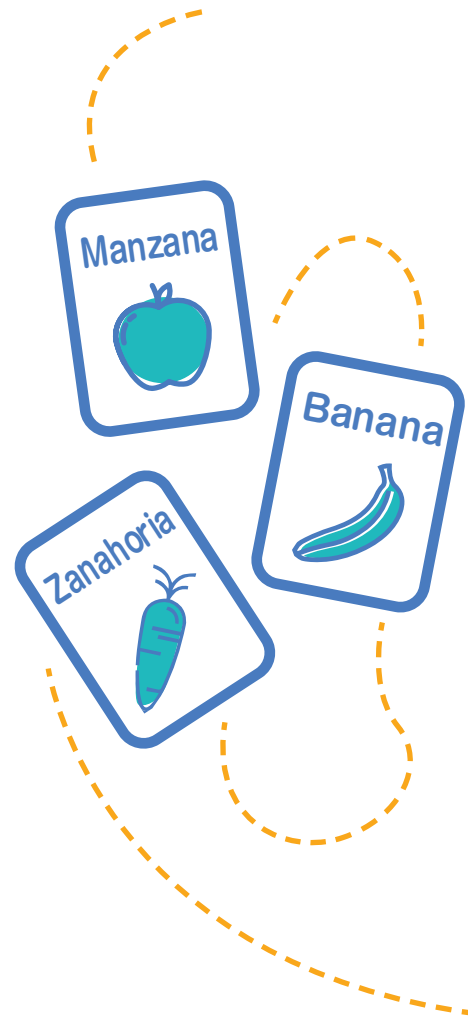
Prior to the passage of Proposition 58, the conventional thinking was that the earlier children learned English, the better they would do in school. Research has since refuted this thinking. We know now that when classrooms support students with bilingual programs, the children will, over time, outperform their peers in English immersion programs.<sup>xvi</sup> Supporting the home language is key to young children's English facility as well.<sup>xvii</sup> Beyond language and literacy, a child's home language is critical to his or her psychosocial development; it is through language that parents and families socialize their children. Support for the home language helps to prevent language loss, promotes positive identity development, and strengthens family relations,<sup>xviii</sup> all of which are critical to academic success.

### SHORT-TERM RECOMMENDATIONS

- **In developing the Master Plan for ELC and the cradle-to-career data system, incorporate the asset-based framework and principles for DLLs found in the California English Learner Roadmap state policy.**

The Roadmap's main principles through an ELC lens are:

- incorporating and affirming the child's culture and language into the early learning setting and valuing family engagement;
- high-quality, linguistically, and culturally appropriate services that reflect age-appropriate expectations and value play as important in learning;
- supportive systems that include an intentional language approach, appropriate child assessment, and a prepared workforce; and
- a system that is aligned across early learning and care sectors (age 0 to 8) that has an orientation to child development and learning informed by the science of human development.







- **Include early learning DLL experts when developing the Master Plan and the cradle-to-career data system.** Given that the majority of California children under age six are DLLs, state leaders should call on those with appropriate expertise when making decisions on ELC policies.
- **Provide opportunities for meaningful DLL parent engagement when developing the Master Plan and other major ELC policy efforts.** Meaningful engagement includes equitable access for DLL parents and families to learn about and inform ELC policy conversations and decisions. This includes appropriate language supports integrated through communication outreach and opportunities for feedback that allow for the full participation of DLL families.
- **Include and prioritize programs that serve infants, toddlers, and preschool-aged children in EL Roadmap implementation funding allocations.** The 2019–20 state budget includes \$10 million to implement the EL Roadmap; a portion of these resources should apply to ELC.

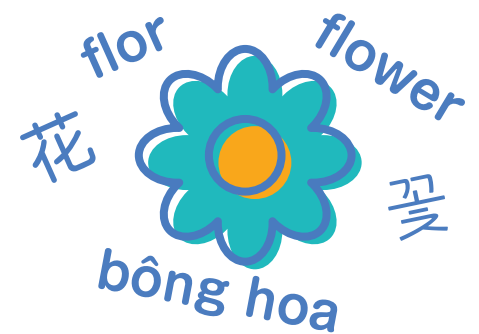


**“Start early. The earlier you start the better. And you’ll be amazed at what they are capable of.”**

- Nancy, Parent (Orange County)

#### BRIGHT SPOT: CASE STUDY

Westminster School District offers both Spanish and Vietnamese early learning dual language programs, with the Spanish program starting as early as in infancy. The district also offers Pathways to Biliteracy Awards to encourage children on their journey toward obtaining the State Seal of Biliteracy upon high school graduation.



- **Expand early childhood dual language programs in communities with large populations of children of color, DLLs, and low-income students, by providing seed funding to local educational agencies.** The EL Roadmap calls for opportunities for ELs to participate in research-based programs that can develop children's proficiency in multiple languages. ELC programs should be included when expanding K–12 dual language programs (e.g., infants/toddlers, preschool, Early Transitional Kindergarten, and Transitional Kindergarten). Additional support is needed to expand dual language programs beyond Spanish, particularly in high-need communities.

**“The dual language program at Los Angeles Unified School District opened up a whole new world for my two children. They can now communicate with their grandma and better understand each other.”**

- Sandra, Parent (Los Angeles County)

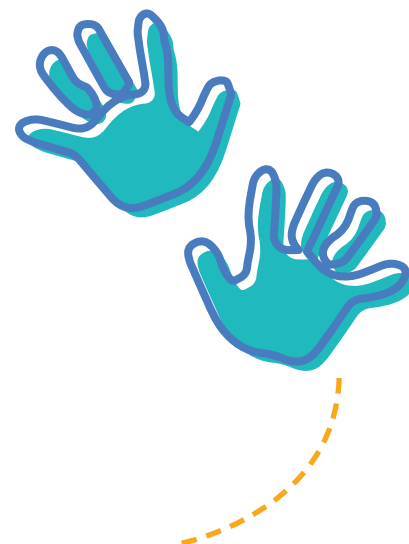
**“Language is a gift. As a parent, I feel like giving them this opportunity to be in this [Vietnamese dual language] program is the greatest gift I can give them.”**

- Nancy, Parent (Orange County)

## LONGER-TERM RECOMMENDATIONS

- **Educate families about the importance of bilingualism with a statewide campaign that leverages state leadership and public-private partnerships.** The campaign would help families understand how they can support their children's language development from birth onward, how to find dual language programs, and counter myths and misconceptions about learning and speaking in two or more languages.





**“Parents sometimes don’t want their children to speak their home language because they want them to learn English. Parents need to understand that good language skills in their native language will help their child learn English faster.”**

- Fawzia, Head Start Teacher (Bay Area)

**“Other professionals, such as doctors and adult school teachers, will tell parents to only speak English so as not to confuse their child. We need a public relations campaign on the value of maintaining the home language.”**

- Paula, Transitional Kindergarten Teacher (Bay Area)

## RECOMMENDATION 2: PROMOTE HIGH-QUALITY EARLY LEARNING AND CARE PROGRAMS FOR DLLS

**Quality early learning programs are critical to all children.**<sup>xxix</sup> However, the criteria used in assessing quality may overlook the specific needs of DLLs, such as the use of the home language in pedagogical practice.<sup>xx</sup> It is important to define, assess, and support quality that comprehensively integrates the needs and strengths of DLLs. Research shows that when DLLs participate in high-quality early learning programs they advance faster on a number of important developmental domains than their monolingual peers.<sup>xxi</sup> Unfortunately, DLLs are less likely to have access to high-quality programs.<sup>xxii</sup> The current national political climate also discourages families of DLLs from accessing and participating in public programs.

Another area that merits serious attention is improving quality in family child care. Given the governor’s and Blue Ribbon Commission’s focus on increasing access to early learning and care, expanding home-based early learning will be key. Family child care providers care for more infants and toddlers than center-based settings.<sup>xxiii</sup> Given the demographics of California’s children, DLLs likely make up a large proportion of children in home-based settings.

The California Quality Counts (QC) initiative is the state’s flagship effort to improve early learning quality. However, the QC statewide matrix, a set of criteria to evaluate program quality, has minimal content specific to DLLs and fails to comprehensively acknowledge the role of language and culture in pedagogical practice. If DLLs are to fully benefit from quality ELC, learning environments, program requirements, improvement efforts, and evaluation processes must intentionally address DLLs. Policymakers should ensure that ELC quality improvement requirements and supports include DLL-specific indicators and resources.

Because the majority of California’s children are DLLs, the QC matrix’s shortcomings are problematic. The National Association for the Education of Young Children states that “children’s learning is facilitated when teaching practices, curricula, and learning environments build on children’s strengths and are developmentally, culturally, and linguistically appropriate for each child.”<sup>xxiv</sup> The appropriateness of the QC matrix for accountability and as a continuing improvement tool is therefore inadequate.







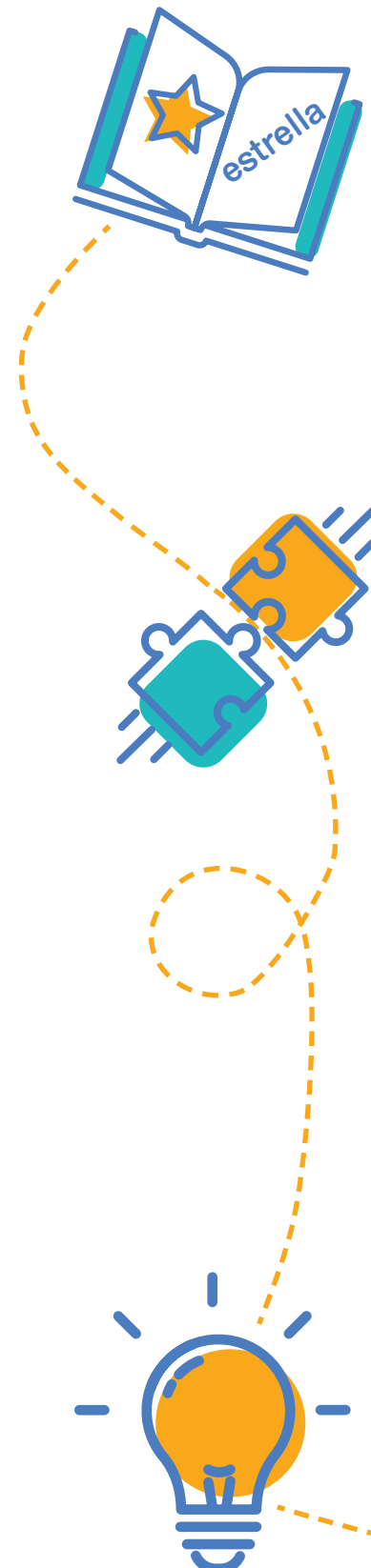
To support the development of DLLs, the federal government recommends incorporating the following criteria in quality rating and improvement systems:

- establishing a process to identify DLLs when they enroll;
- requiring that program materials reflect and value DLLs' home cultures and languages;
- providing written plans for best practices in working with DLLs;
- communicating with families in their home language;
- supporting children's home language in addition to English development;
- requiring professional development on culturally and linguistically responsive practices;
- requiring bilingual staff proficient in the language of the majority of DLLs in a program.<sup>xxv</sup>

Two local educational agencies in Fresno and San Mateo can serve as models for addressing the needs of DLLs in the QC. Fresno County includes quality indicators on culturally responsive lesson plans and resources, and designated professional development hours on serving DLLs. San Mateo County offers professional development modules and resources with a focus on family engagement as an intentional strategy for creating culturally and linguistically responsive learning experiences for DLLs.<sup>xxvii</sup>

For continuous improvement, the state must also collect more data on languages spoken in early learning settings. Currently, there is no consistent and uniform process for defining and collecting information on DLLs across the ELC system. As DLL researcher Alexandra Figueras-Daniel wrote, "Without consistency on even the identification of who is a DLL and who is not, states cannot determine clear-cut policies to support these children in a systematic way. Data on enrollment [are] crucial if states are to make sound decisions about how and where to allocate resources supporting DLLs."<sup>xxvi</sup>

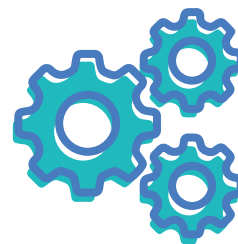
Moreover, workforce is a foundational component of quality. It is critical to train the ELC workforce, including those in leadership. Although program quality is closely tied to the skills and abilities of all educators, program quality for DLLs also rests on the knowledge and direction of those in leadership. Unfortunately, California does not require any education or training specific to DLLs. Support for DLLs should translate into support for those that educate and care for them.





**“In my 20 years of teaching, I have never received data from any provider or center on the kids that are entering my classroom. We are reinventing the wheel and wasting resources.”**

- Carmen, Transitional Kindergarten Teacher (Los Angeles County)



**“As a family child care provider, there is no formal process for me to share information about a child as they transition to kindergarten. I think all information should be shared that is relevant to children’s learning.”**

- Steffanie, FCC Provider (Fresno County)



**“You have to make sure DLLs are embedded into the system, in our case in the Quality Counts (QC) local requirements, which helps support the streamlining of this effort to make systemic change.”**

- Lupe Jaime, Senior Director of Early Care and Education, Fresno County Superintendent of Schools (Fresno County)

## SHORT-TERM RECOMMENDATIONS

- **Develop a uniform process to identify DLLs across the ELC system.** Accurate data is critical to continuous quality improvement and supports for DLLs. The use of the currently mandated Desired Results Developmental Profile could be modified to provide data on language used by the child. Family intake forms or family interviews through a meaningful and intentional process could identify language use. It is important to integrate any new requirements into existing mandates to not overburden early educators.
- **Ensure that DLLs are meaningfully included in the Quality Counts (QC) system requirements, including the rating framework, incentive system, and professional development provisions.** As the drivers of quality improvement, California Department of Education and First 5 California must neither postpone consideration of DLLs nor confine them to a “supplemental” category in its revision of the QC system.

## BRIGHT SPOT: CASE STUDY

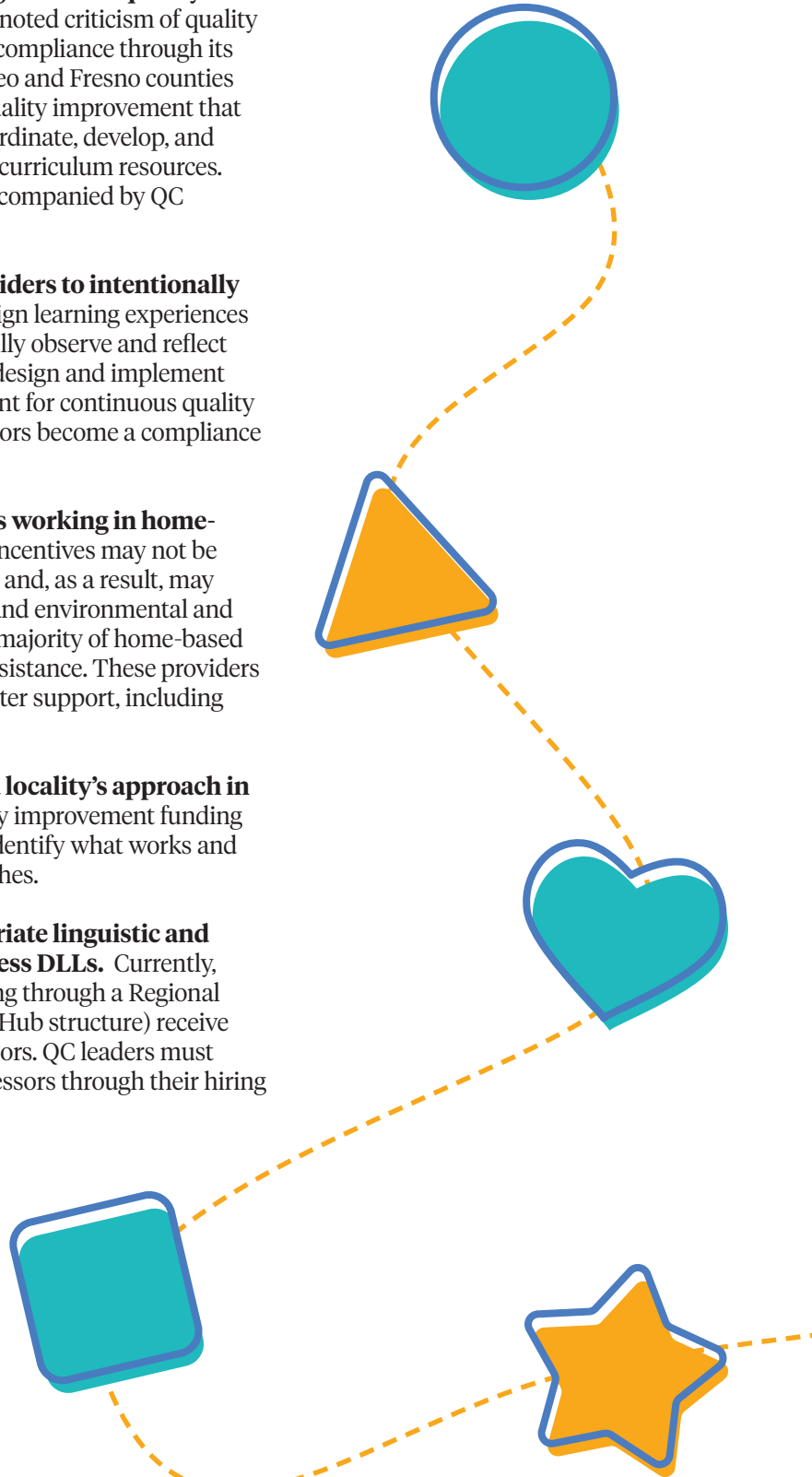
**Early Stars**, the Fresno County QRIS, approaches DLL as a standard for all children and all sites, and embeds local indicators/requirements that are specific to supporting DLLs. This includes culturally and linguistically responsive lesson plans and resources, and designated professional development hours on DLLs.



- **Provide financial incentives for capacity building to ensure quality improvement includes a focus on DLLs.** An often-noted criticism of quality initiatives is that they have devolved into a culture of compliance through its use of standardized measures. Lessons from San Mateo and Fresno counties should be disseminated as examples of intentional quality improvement that focus on DLLs. Incentives should be developed to coordinate, develop, and share locally designed professional development and curriculum resources. Efforts to include DLLs in the QC matrix should be accompanied by QC incentive dollars for capacity building.
- **Fund planning time for early educators and providers to intentionally serve DLLs and their families.** To intentionally design learning experiences and environments, educators need time to meaningfully observe and reflect on each DLL child's progress. They also need time to design and implement new DLL-specific practices. Planning time is important for continuous quality improvement. Without such time, DLL quality indicators become a compliance exercise.
- **Examine the appropriateness of QC for educators working in home-based settings and serving DLLs.** The current QC incentives may not be appropriately designed for family child care providers and, as a result, may attract minimal participation. The upper-tier ratings and environmental and professional requirements are unrealistic for the vast majority of home-based providers without adequate supports and financial assistance. These providers need a QC system designed for their settings and greater support, including additional financial incentives.
- **Provide funding to evaluate the effectiveness of a locality's approach in general and specifically for DLLs.** Currently, quality improvement funding comes with no accountability measures. If we are to identify what works and increase quality, it is vital to identify effective approaches.
- **Require that program assessors have the appropriate linguistic and cultural competence to fairly and adequately assess DLLs.** Currently, "regional hubs" (QC funding supports capacity building through a Regional Coordination and Training and Technical Assistance Hub structure) receive training funds to coordinate and fund program assessors. QC leaders must address the linguistic and cultural competence of assessors through their hiring criteria and funding mechanisms.

**"Assessments need to reflect the child's actual knowledge. I have witnessed teachers who mark that a child cannot count to ten because the child cannot count to ten in English when the child has demonstrated that skill in Spanish."**

- Myeisha, Center-Based Teacher  
(Bay Area)





## LONGER-TERM RECOMMENDATIONS

- Fund resource and referral (R&R) agencies to provide training and technical assistance on DLLs to providers in home-based settings.**  
 Funding criteria and implementation could be modeled after programs like the Bridge Program.<sup>xxvii</sup> This approach provides training and technical assistance for family child care providers through R&Rs.
- Develop an inventory of cost models for the state's ELC system to guide sustained quality improvement that would include a focus on DLLs.**  
 Cost models should include compensation for early educators, family child care providers, and program directors. They should also include planning and professional development time.



### RECOMMENDATION 3: SUPPORT CALIFORNIA'S EARLY LEARNING AND CARE WORKFORCE TO BUILD ON THE STRENGTHS OF DLLS AND MEET THEIR NEEDS

The third component of the DLL Policy Platform is to develop and support the existing and future early learning and care workforce. A well-prepared and supported workforce is essential to quality.<sup>xxviii</sup> Early educators must understand child development as well as practices that are linguistically and culturally affirming and supportive. **Currently the state lacks specific requirements for working with young DLL children, including the minimal regulatory focus on DLLs in the certification process.**

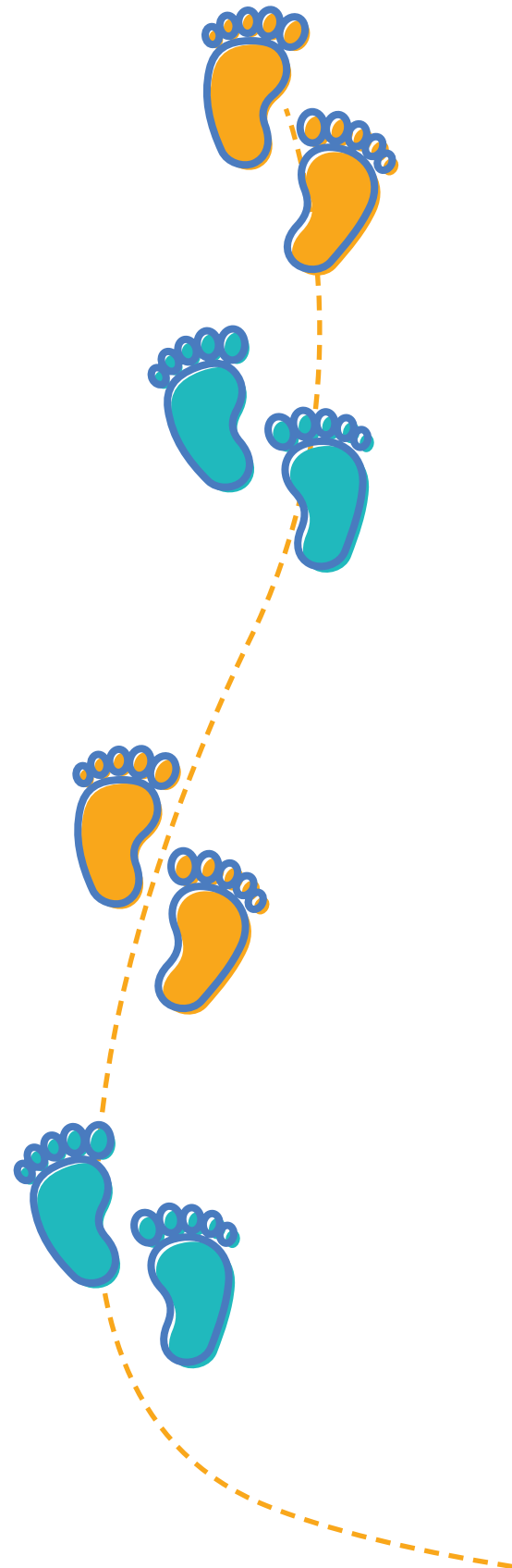
It is indisputable that the nature of the adult-child interaction is at the heart of quality early learning and care. Young children develop their socio-emotional capacity through positive adult-child interactions. These interactions help children form a sense of security about themselves and the world around them.<sup>xxix</sup> For DLLs, the characteristics of the adults who care for them are particularly important, as language and cultural barriers may inhibit interaction. When educators are able to speak some of the child's home language, DLLs demonstrate better social skills and develop closer relationships with their teachers.<sup>xxx</sup>

**Both the existing and future workforce will need additional support to effectively interact with DLLs and their families.**

Practitioners should understand the development of DLLs and appropriate teaching-learning approaches.<sup>xxxi</sup> Given the diversity of California's child population, it is likely that all educators and providers, including home visitors, will serve children whose home language and culture they may not know. For family child care providers, the primary resources for professional development are the resource and referral agencies, which offer assistance with licensing, training, and coaching. The degree to which these agencies focus their professional development on understanding DLLs is not known.

**"Investing into our teachers and the teaching workforce is probably the single biggest investment one can make to ensure our dual language programs are successful."**

- Dean Tagawa, Executive Director,  
Early Childhood Education Division,  
Los Angeles Unified School District





Although California has a set of early educator competencies focused on DLLs, these competencies are provided as general guidance by the California Department of Education and are not associated with any regulatory mechanism. California has no mandated requirement for preparing the workforce to serve DLLs in the current Child Development Permit. While the recently-developed Teacher Performance Expectations for Early Childhood Education include competencies for working with DLLs, there is no mandate for their use in teacher preparation programs. Similarly, the eight foundational courses that community colleges offer in California's Early Childhood Curriculum Alignment Project (CAP 8)<sup>xxxii</sup> lack standalone coursework on DLLs.<sup>xxxiii</sup> In addition to early educators and providers, we must consider the role of both two- and four-year institutions of higher education (IHEs) in preparing the DLL workforce. Because these institutions respond to licensing and credentialing requirements, policymakers should examine the role of the Commission on Teacher Credentialing in requiring specific coursework on DLLs.

Finally, it is impossible to address workforce capacity without considering wages. Due to meager pay, turnover is high, creating a hamster wheel of recruitment, education, and training. Indeed, as a recent report put it, "Early care and education is substantially funded through low teacher pay and inadequate supports,"<sup>xxxiv</sup> and women of color shoulder much of this burden. Fully funding the system is critical in supporting both children and educators.

## SHORT-TERM RECOMMENDATIONS

- **Appoint a commissioner to the California Commission on Teacher Credentialing with expertise in early childhood and dual language learning.** Without such a position, the views of early childhood and dual language development will not be fairly represented in licensing and credentialing.
- **Revise the Child Development Permit to include explicit competencies for serving DLLs.** For individuals who are grandfathered in, permit renewal should include DLL coursework or a minimum number of professional development hours on serving DLLs.







**“A course on dual language learners should be a requirement for all early educators.”**

- Justine, FCC Provider (Los Angeles)

#### BRIGHT SPOT: CASE STUDY

**Los Angeles Mission College** offers a Child Development Certificate with a specialization in Dual Language Learning, and the following DLL-specific courses: (1) Dual Language Development in the Early Years, and (2) Introduction to Curriculum for Dual Language Learners.

- **Augment and sustain funding for professional development focused on capacity-building in early learning and care programs to serve DLLs.** Currently, the grantees funded through the \$5 million investment for DLL-specific professional development in the 2018 State Budget cannot meet the high demand across the state.
- **Fund professional development efforts for coaches who can support educators and program leadership in serving DLLs.** One way to build capacity is to train and educate coaches. Effective coaches provide ongoing learning and support that encourages the workforce to engage in innovation and best practices.
- **Dedicate a portion of AB 212 funds for DLL coursework and professional development.** The Child Care Salary/Retention Incentive (AB 212)<sup>xxxv</sup> varies considerably across the state. Various recommendations are being considered to standardize its implementation. Among them should be a focus on coursework and professional development relevant to serving DLLs. Localities can also coordinate and specifically target funds for DLLs from the governor’s \$195 million one-time funding allocation (2019-2020) for ELC workforce supports to augment the AB 212 funds.

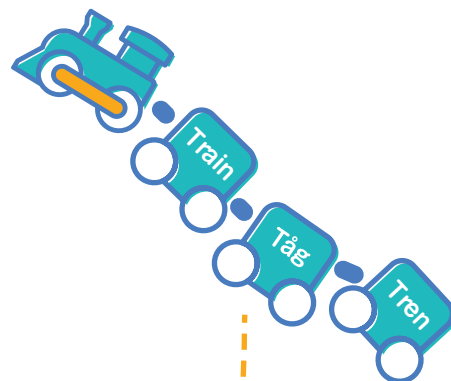




- **Require content on DLLs in the Curriculum Alignment Project.** Currently, the Curriculum Alignment Project includes a course on addressing diversity. However, it does not adequately include pedagogical practices for DLLs. Content could be delivered as either a standalone course and/or integrated within the required coursework.
- **Fund apprenticeship initiatives to build DLL-specific capacity in the workforce.** Apprenticeship programs that combine classroom-based learning and on-the-job training are ideally suited for the early learning workforce. Apprenticeships could be modeled after the Services Employees International Union's Early Educators Apprenticeship Initiative.

## LONGER-TERM RECOMMENDATIONS

- **Fund demonstration projects to train and build the DLL capacity of faculty at colleges and universities.** The projects should include practicum opportunities for faculty and a community of practice for sharing effective pedagogy.
- **Fund a clearinghouse of curated resources for university and college faculty, program administrators, and practitioners.** There is a great need for a centralized source of quality information on effectively serving DLLs and sets of practical resources. This includes lesson plans, children's literature, family engagement approaches, etc.



# CONCLUSION: DUAL LANGUAGE LEARNERS ARE CENTRAL TO QUALITY



We are at a pivotal moment in developing an equitable ELC system that builds on the strengths of California's rich multicultural and multilingual diversity. Policymakers recognize that the time has come to strengthen the early learning and care system. As DLLs constitute the majority of children under age six, California's long-term interest is best served by recognizing and accommodating their unique linguistic and developmental needs. Equitable treatment and full access to the benefits of education will be realized only when DLLs are offered a distinct pedagogical approach whose content, process, products, and learning environments are tailored to their needs. The consequences of not attending to the needs of DLLs may negatively affect their developmental outcomes, including academic achievement. With the infusion of additional resources and development of a Master Plan, the state can extend and improve the benefits of ELC to DLLs and their families. Doing so sends a clear message that these children are California's children, and in their destiny lies our future prosperity. We must make it count.



# ACKNOWLEDGEMENTS

We would like to express our gratitude to all of our partners and experts from the field that have elevated the policy priorities outlined in this Policy Platform to ensure DLL children are set up for success starting from early childhood.

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- Soodie Ansari, MS. Coordinator, Early Learning Dual Language Support, San Mateo County Office of Education.
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- Christie Baird, Ed.D. Coordinator, Orange County Department of Education.
- Martha Borquez, Director, Early Education Division, Los Angeles Unified School District.
- Fran Chasen, MA. Public Policy Liaison, California Infant Development Association.
- Elizabeth Crocker, PITC Director of Training and Certification, WestEd.
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The content of this Platform is the sole responsibility of Advancement Project California and Early Edge California and may not reflect the views of any individual or organization that assisted in its preparation.

# ENDNOTES

<sup>i</sup> Dual Language Learners (DLLs) are children exposed to two or more languages as young children or young children who learn a second language while continuing to develop their first. English Learners (ELs) are students whose native language is one other than English and face an education system that is English monolingual which creates a barrier to equal educational access. In the early childhood field, children whose home language is not English are described as DLLs whereas in K–12 these children are described as ELs.

<sup>ii</sup> D. Stipek, “Early Childhood Education in California,” *Getting Down to Facts II Research Brief*, (Palo Alto, CA: Stanford University, 2018), [https://gettingdowntofacts.com/sites/default/files/2018-09/GDTFII\\_Brief\\_Early-Childhood.pdf](https://gettingdowntofacts.com/sites/default/files/2018-09/GDTFII_Brief_Early-Childhood.pdf).

<sup>iii</sup> J. Sugarman, and C. Geary, *English learners in California: Demographics, outcomes, and state accountability policies*, (Washington, DC: Migration Policy Institute, 2018), [https://www.migrationpolicy.org/files/EL-factsheet2018-California\\_Final](https://www.migrationpolicy.org/files/EL-factsheet2018-California_Final).

<sup>iv</sup> S. Holtby et al., *Families with Young Children in California: Findings from the California Health Interview Survey, 2011–2014*, by Geography and Home Language, (Los Angeles, CA: UCLA Center for Health Policy Research, 2017), [http://healthpolicy.ucla.edu/publications/Documents/PDF/2017/Child\\_PB\\_FINAL\\_5-31-17.pdf](http://healthpolicy.ucla.edu/publications/Documents/PDF/2017/Child_PB_FINAL_5-31-17.pdf).

<sup>v</sup> The 2019–20 spending plan provides \$10 million in a one-time General Fund for the initial development of a statewide longitudinal “cradle-to-career” data system. This includes convening a workgroup with representatives from a variety of agencies and organizations, including health and human services, public and private higher education, and workforce development. This workgroup is tasked with developing two reports: on the structure of the new data system, and on recommendations on developing and administering the data system. These reports will be due to the Department of Finance and the Legislature on July 1, 2020 and January 1, 2021, respectively.

<sup>vi</sup> The Master Plan will focus on the following essential components: a financial plan to fund programs and services across the state;

a facilities plan to expand and develop sites serving young children and their families; and recommendations to expand access to quality child care and universal preschool.

<sup>vii</sup> California Department of Education, *Global California 2030*, (Sacramento, CA: California Department of Education, 2018), <https://www.cde.ca.gov/eo/in/documents/globalca2030-report.pdf>.

<sup>viii</sup> New American Economy, *Not lost in translation: The growing importance of foreign language skills in the U.S. job market*. (New York, NY: New American Economy, 2017), [http://www.newamericaneconomy.org/wp-content/uploads/2017/03/NAE\\_Bilingual\\_V9.pdf](http://www.newamericaneconomy.org/wp-content/uploads/2017/03/NAE_Bilingual_V9.pdf).

<sup>ix</sup> National Academies of Science, Engineering, and Medicine, *Promoting the Educational Success of Children and Youth Learning English: Promising Futures* (Washington, DC: National Academies Press, 2017), <https://www.nap.edu/catalog/24677/promoting-the-educational-success-of-children-and-youth-learning-english>.

<sup>x</sup> California Assessment of Student Progress and Performance, “2018–19 California Statewide, English-Language Fluency,” accessed October 2019, <https://caaspp-elpac.cde.ca.gov/caaspp/>. Note: EL data does not include Reclassified Fluent English Proficient or Initial Fluent English Proficient SBAC data. Non-EL data exclusively includes SBAC data for English-only students.

<sup>xi</sup> Marlene Zepeda, “California’s Gold: An Advocacy Framework for Young Dual Language Learners,” (Los Altos, CA: Heising-Simons Foundation, 2017), <https://dllframework.org/>.

<sup>xii</sup> L. Olsen, *Reparable harm: Fulfilling the unkept promise of educational opportunity for California’s long term English learners*, (Long Beach, CA: Californians Together, 2010), <http://www.laurieolsen.com/uploads/2/5/4/9/25499564/reparableharm2ndedition.pdf>.

<sup>xiii</sup> A. Anderson, “Among working families, children of immigrants are far more likely to live in poverty than other children,” (Sacramento, CA: California Budget and Policy Center, 2019), <https://calbudgetcenter.org/resources/among-working-families-children>

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<sup>xiv</sup> John A. Powell, Stephen Menendian, and Wendy Ake, “Targeted Universalism: Policy and Practice,” (Haas Institute for a Fair and Inclusive Society, University of California, Berkeley, 2019), <https://belonging.berkeley.edu/targeteduniversalism>.

<sup>xv</sup> Sugarman and Geary, *English learners in California*.

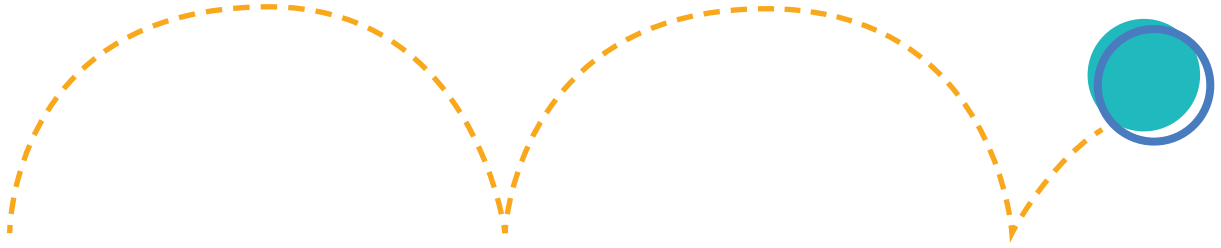
<sup>xvi</sup> I. M. Umansky, R. A. Valentino, and S. F. Reardon, “The promise of two-language education,” *Educational Leadership* 73, no. 5 (2016), 10–17.

<sup>xvii</sup> National Academies of Science, Engineering, and Medicine, *Promoting the Educational Success of Children and Youth Learning English: Promising Futures* (Washington, DC: National Academies Press, 2017), <https://www.nap.edu/catalog/24677/promoting-the-educational-success-of-children-and-youth-learning-english>.

<sup>xviii</sup> R. T. Anderson, “First language loss in Spanish-speaking children: Patterns of loss and implications for clinical practice” In B. A. Goldstein, (Ed.), *Bilingual development and disorders in Spanish-speakers* 2nd Ed., (Baltimore, MD: Brookes, 2012), 193–212; E. Higby, L. Obler, “Losing a first language to a second language,” In J. W. Schwieter (Ed.), *The Cambridge Handbook of bilingual processing* (Cambridge, UK: Cambridge University Press, 2015), 646–64.

<sup>xix</sup> High-quality early learning is the strong foundation that sets a child on a positive path toward college and a career. High-quality early learning includes learning activities that are age-appropriate and use research-based curriculum. High-quality early learning environments use effective assessments for planning and program improvement, support knowledgeable practitioners, engage families, and offer a welcoming and age-appropriate physical environment with recommended educator-child ratios. Marjorie Wechsler, David Kirp, Titilayo Tinubu Ali, Madelyn Gardner, Anna Maler, Hanna Menick, and Patrick M. Shields, *The Road to High-Quality Early Learning: Lessons From the State*, Palo Alto: Learning





Policy Institute, 2016, Accessed August 12, 2019, [https://learningpolicyinstitute.org/sites/default/files/product-files/Road\\_to\\_High\\_Quality\\_Early\\_Learning\\_REPORT.pdf](https://learningpolicyinstitute.org/sites/default/files/product-files/Road_to_High_Quality_Early_Learning_REPORT.pdf).

<sup>xx</sup> E. Peisner-Feinberg, V. Buysse, A. Fuligni, M. Burchinal, L. Espinosa, T. Halle, D. Castro, "Using early care and education quality measures with dual language learners: A review of the research," *Early Childhood Research Quarterly* 29 (2014) 786–803.

<sup>xxi</sup> W. T. Gormley, "The effects of Oklahoma's Pre-K program on Hispanic students," *Social Science Quarterly*, 89 (2008) 916–36.; C. Weiland, H. Yoshikawa, "Impacts of a prekindergarten program on children's mathematics, language, literacy, executive function, and emotional skills," *Child Development*, 84 (2013) 2112–30; Weiland, C., & Yoshikawa, H. (2013). "Impacts of a prekindergarten program on children's mathematics, language, literacy, executive function, and emotional skills." *Child Development*, 84, 2112–30.

<sup>xxii</sup> A. Hopkins, "Children whose parents speak a language other than English less likely to enroll in preschool," *EdSource*, October 18, 2017, <https://edsources.org/2017/many-children-whose-parents-speak-a-language-other-than-english-arent-enrolling-in-preschool/589062>.

<sup>xxiii</sup> A. Blasberg, J. Bromer, C. Nugent, T. Porter, B. Weber, "A conceptual model of quality in home-based child care," *OPRE Report #2019–37*, (Washington, DC: Office of Planning, Research and Evaluation, and Child Trends, 2019), [https://www.acf.hhs.gov/sites/default/files/opre/cccepra\\_hbcc\\_conceptual\\_model\\_508b.pdf](https://www.acf.hhs.gov/sites/default/files/opre/cccepra_hbcc_conceptual_model_508b.pdf).

<sup>xxiv</sup> National Association for the Education of Young Children, "Advancing Equity in Childhood Education," (Washington, DC: National Association for the Education of Young Children, 2019), <https://www.naeyc.org/resources/position-statements/equity>.

<sup>xxv</sup> US Department of Health and Human Services and US Department of Education, "Policy Statement on Supporting the Development of Children Who are Dual Language Learners in Early Childhood Programs," (Washington, DC: US Department of Health and Human Services

and US Department of Education, 2016), [https://www.acf.hhs.gov/sites/default/files/ecd/dll\\_policy\\_statement\\_final.pdf](https://www.acf.hhs.gov/sites/default/files/ecd/dll_policy_statement_final.pdf).

<sup>xxvi</sup> Alexandra Figueras-Daniel, "States Lack Information, Policy for Young Dual Language Learners," *National Institute for Early Education Research*, September 15, 2017, <http://nieer.org/2017/09/15/states-lack-information-policy-young-dual-language-learners>.

<sup>xxvii</sup> The Emergency Child Care Bridge for Foster Children Program (Bridge Program) aims to increase the number of foster children successfully placed in home-based care settings, increase capacity of child care programs to meet the needs of foster children, and maximize funding to support the child care needs of eligible families.

<sup>xxviii</sup> National Academies of Science, Engineering, and Medicine, *Promoting the Educational Success of Children and Youth Learning English: Promising Futures* (Washington, DC: National Academies Press, 2017), <https://www.nap.edu/catalog/24677/promoting-the-educational-success-of-children-and-youth-learning-english>.

<sup>xxix</sup> C. Howes, and S. Ritchie, *A matter of trust: Connecting teachers and learners in early childhood classrooms*, (New York: Teachers College Press, 2002).

<sup>xxx</sup> F. Chang, G. Crawford, D. Early, D. Bryant, ... R. Pianta, "Spanish-speaking children's social and language development in pre-kindergarten classrooms," *Early Education and Development* 18 (2007), 243–69.

<sup>xxxi</sup> E. Gould, M. Whitebook, Z. Mokhiber, L. Austin, *Breaking the silence on early child care and education costs: A value-based budget for children, parents, and teachers in California*, (Berkeley, CA: Center for the Study of Child Care Employment and Economic Policy Institute, 2019), <https://csce.berkeley.edu/files/2019/07/Break-the-Silence-on-Early-Child-Care-and-Education-Costs.pdf>.

<sup>xxxii</sup> The California Early Childhood Curriculum Alignment Project (CAP) supports transfer and curriculum consistency in the foundational preparation of early childhood education students. Eight evidence-based courses are

intended to become a foundational core for all early care and education professionals.

<sup>xxxiii</sup> They do, however, include a student learning outcome under the rubric of "diversity" that includes learning English as a second language. It is not clear, however, whether or to what degree students are exposed to pertinent information on DLLs.

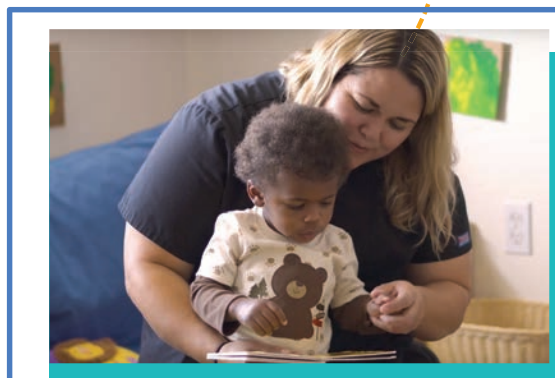
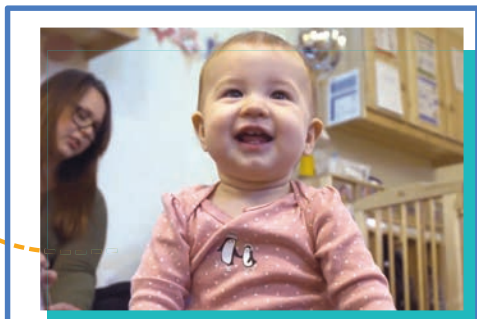
<sup>xxxiv</sup> E. Gould, et al., *Breaking the silence on early child care and education costs*.

<sup>xxxv</sup> This stipend program was initially envisioned as a way to enhance workforce retention in publicly subsidized child care settings. Administered by counties' local planning councils, the criteria for participation and use of funds vary.

<sup>xxxvi</sup> In 2012, the State Board of Education and the California Department of Education created opportunities for schools and districts to recognize bilingual proficiency at high school graduation through the Seal of Biliteracy; California Department of Education, "State Seal of Biliteracy," (Sacramento, CA: Language Policy and Leadership Office, California Department of Education, 2012), <https://www.cde.ca.gov/sp/el/er/sealofbiliteracy.asp>.

<sup>xxxvii</sup> San Mateo County's DLL professional development modules (total of 16 hours) reflect the following overarching principles: preserving and encouraging children's home languages and cultures; developing teaching and learning supports for dual language learning; fostering culturally and linguistically relevant early learning experiences, practices and policies; and cultivating meaningful connections with families of DLLs.





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