IMPROVING TEACHER PREPARATION TO SUPPORT CALIFORNIA’S DUAL LANGUAGE LEARNERS

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INTRODUCTION

Young children exposed to two or more languages simultaneously or young children who learn a second language while continuing to develop their first are known as Dual Language Learners (DLLs). DLLs, who make up sixty percent of children ages birth to five in California, possess the natural advantage of being able to acquire native-level fluency in both English and another language, if they are provided with the right support. However, Early Learning teachers in California are not currently required to receive preparation to help support DLLs. As a result, these children may enter kindergarten without the skills needed to succeed and lose the opportunity to develop a strong foundation in their home language.

This report addresses the state of teacher training and preparation for Early Learning teachers serving DLLs.

DLLs make up sixty percent of children ages birth to five in California.

METHODOLOGY

Early Edge California, with support from Dr. Giselle Navarro-Cruz, conducted a comprehensive review of the status of Early Learning teacher preparation. The researchers gathered data from the following sources:

1. A survey of 141 faculty members teaching Early Childhood Education (ECE) or Child Development courses at community colleges, California State Universities (CSUs), and private colleges.iii (conducted from Sept. 2018 – Aug. 2019)


3. Interviews with nine faculty members at community colleges, CSUs, and private colleges.v (conducted from April – Aug. 2019)

4. Advisory groups of Early Learning teachers, including representatives from Head Start and Early Head Start, California State Preschool Program, private childcare centers, Transitional Kindergarten, and family childcare.vi, vii, viii

RESULTS AND RECOMMENDATIONS

The survey, website analysis, interviews, and advisory groups revealed that many colleges and universities offer limited or no coursework regarding best practices in dual language development, and consequently, that many Early Learning teachers receive little to no training in supporting DLLs. In order to create an Early Learning system in which every DLL child has the opportunity to develop and sustain their bilingualism, Early Learning teachers will need specialized preparation and ongoing training and coaching. In order to accomplish this, California must develop an IHE system that prepares all Early Learning teachers to support and nurture DLLs.

This document uses the term “Early Learning teachers” to refer to both teachers and childcare providers for children ages 0–5 in all settings.
HISTORY
California has a history of failing to provide opportunities for children to fully develop their home language and biliteracy skills in public school settings. In 1998, voters passed Proposition 227, which restricted bilingual education. Bilingual education remained severely limited in California until 2016, when voters overwhelmingly supported Proposition 58, which repealed key provisions of Proposition 227.\(^{ix}\)

California is now working towards rebuilding an Early Learning workforce that can support all young children to become bilingual and biliterate. In 2017, the State Board of Education adopted the English Learner Roadmap state policy, which implemented key provisions of Proposition 58 by strengthening educational policies, programs, and practices for DLLs and English Learners (ELs)\(^2\) from early childhood through 12th grade.\(^9\) In 2018, State Superintendent of Public Instruction (SSPI) Tom Torlakson launched Global California 2030, which aims to double the number of bilingual teachers authorized, triple the number of students receiving the State Seal of Biliteracy, and quadruple the number of dual immersion programs by 2030. Current SSPI Tony Thurmond has recently shared support for this initiative.\(^{xi}\)

CHALLENGES AND LONG-TERM IMPACTS FACING DLLS AND ELS
Failure to support DLLs has significant long-term academic and economic consequences. DLLs who do not receive language and literacy support, such as consciously incorporating the child’s home language and culture into lessons, often fail to develop a strong foundation in either English or their home language, causing them to struggle with academic language and literacy throughout their school career.\(^{xii}\) For example, the 2013 National Assessment of Educational Progress found that, from a group of surveyed 8th grade ELs, only 31% were proficient in mathematics, compared to 75% of their monolingual peers and only 30% were proficient in reading, compared to 79% of English speakers. Additionally, ELs are far less likely to graduate from high school than their monolingual classmates, even classmates from similarly low socioeconomic backgrounds.\(^{xiii}\)

While some disparity may be expected given the challenges that DLLs and ELs face, the vast degree of difference indicates that the current system is inadequate to meet their needs and must be improved.\(^{xiv}\) In contrast, DLL children who receive consistent support in developing their home language during their Early Learning years are far more likely to match and even exceed the academic performance of their monolingual peers, extending into the middle and high school years and beyond.\(^{xv}\)

LOS ANGELES MISSION COLLEGE—A SPECIALIZATION IN DUAL LANGUAGE LEARNING
Los Angeles Mission College is one of the few California Community Colleges to offer a Child Development Certificate with a specialization in Dual Language Learning. As part of the Dual Language Learning certificate, students take two three-unit classes devoted to dual language learning and pursue a practicum in a child development program that models strong dual-language practices. In addition to the dedicated DLL certificate, Los Angeles Mission College makes an effort to incorporate dual language learning principles throughout all its coursework so that all students are prepared to teach in a diverse classroom.

Los Angeles Mission College offers extensive support to Early Learning teachers who do not speak English as a first language. The college offers four core child development classes bilingually in English and Spanish and a child development resource center that offers bilingual tutors and resources, including a lending library of textbooks and curriculum materials in multiple languages.
Inadequate academic preparation carries high costs to both the individual and to society at large, consisting of foregone lifetime earnings for the individual and a decrease in the associated tax revenues for society. This cost is particularly acute for DLLs who have the capacity to develop native-level skills in two or more languages, as fully bilingual individuals have a higher-than-average expected lifetime earnings.

In addition to the academic and economic costs, DLL children who do not receive support to maintain and develop their home language as they begin to develop their English language skills face a variety of social and psychological challenges. Many DLLs who attend English-only school programs successfully acquire verbal fluency in English but lose competence in their home language. This results in young people who struggle to communicate with relatives, including their own parents, and who face the emotional challenge of feeling disconnected from their own language and community.

**SKILLS TEACHERS NEED TO SUPPORT DLLS**

Research suggests that teachers who speak children’s home languages can better support these children’s linguistic and academic development than teachers who speak only English. Bilingual teachers not only have the linguistic skills to communicate with children in their home language; they also often share their student’s culture. This allows teachers to better involve children in classroom activities, which increases students’ motivation to succeed. In addition, bilingual teachers have the ability to communicate with parents who share their language. This is of particular importance as parent communication is crucial for student success and communicating with DLLs’ parents is among the biggest challenges for Early Learning teachers working with DLLs.

While bilingual teachers have an advantage in working with DLLs, the diversity of California’s young children makes it difficult to provide each child with a teacher who speaks his or her language—some teachers report routinely having five or more non-English languages spoken in a single classroom. However, regardless of the teacher’s ability to speak the languages of the children in their classroom, there are strategies that can support language development of DLLs. For example, recruiting parents or other community members who are native speakers to volunteer in the classroom to allow children to hear, speak, read, and practice their home language, and using visual cues to link content to vocabulary can help DLLs gain proficiency in English while continuing to develop their home language skills. In order to effectively serve DLLs, it is crucial that Early Learning teachers learn these skills in their teacher preparation programs and have the opportunity to continue to develop and improve their skills through ongoing professional development and training opportunities.

**FINDINGS: CHALLENGES FOR CALIFORNIA TEACHERS IN OBTAINING ADEQUATE TRAINING AND PREPARATION TO SUPPORT DLLS**

In order to provide children with the English-language skills they need to succeed in school while also fostering their home language development, Early Learning teachers need specialized training and preparation. Yet, despite the fact that the majority of children ages birth to five in California are DLLs, most Early Learning teachers have received minimal or no training in how to support their English language and home language development.

Challenges include:

1. The Child Development Permit does not currently require teachers to demonstrate any competency in serving DLLs.

2. Early Learning teachers do not receive any formal recognition in the form of a certificate or authorization proving competency in serving DLLs.

3. Current ECE degree completion requirements impede students from pursuing DLL-specific coursework.
4. Many colleges and universities do not offer DLL-specific courses.

5. Professional development opportunities to learn DLL-specific strategies are limited.

1. Lack of DLL requirement within the Child Development Permit leads to lack of interest in pursuing DLL-specific coursework

The current Child Development Permit matrix does not require Early Learning teachers to complete any coursework or demonstrate competency in serving DLLs, nor is there any requirement that teacher preparation programs incorporate competencies regarding DLLs into their curriculum. Faculty at universities and community colleges indicate that, without this requirement, many ECE students do not pursue DLL-specific coursework. In interviews with faculty who have offered DLL-specific courses in the past, many indicated that low student enrollment leads to the class not being offered at many campuses: “The challenge that we’ve been facing is that the course [teaching DLL strategies] is currently an elective so it’s not part of any of our degrees or certificates. We have probably tried to offer that course four times and we just can’t get the enrollment and so, it’s been canceled.”

2. Early Learning teachers do not receive any formal recognition proving competency in serving DLLs

California does not provide any authorization or other documentation to demonstrate competency in serving DLLs. This stands in contrast to the K-12 system, in which all teachers must demonstrate competency in working with EL children and teachers working in dual language programs must receive a bilingual authorization. The creation of a certificate demonstrating skill in supporting DLLs and an authorization verifying linguistic and pedagogical skills necessary to work in a dual-immersion Early Learning program would encourage students to pursue DLL-specific coursework; possession of either or both would increase the teacher’s employability. One faculty member recommended that a DLL certificate or authorization be combined with a pay differential in order to motivate teachers to pursue DLL coursework. Creating a certificate may additionally incentivize community colleges and universities to offer a DLL-specific class. One faculty member stated, “Unless this standalone (DLL) course is tied to a degree or certificate, most (community colleges) won’t let us offer the class.”

3. Current requirements for Early Learning teachers make adding DLL coursework difficult

In order to obtain the ECE Associate’s Degree for Transfer, students must complete the 24 or 25 major-specific units required by the CAP-8 in addition to 37–39 General Education units. This means that ECE students have very little flexibility to pursue elective or other courses while remaining within the 60-unit ADT program. One professor reported that when the ECE ADT was being developed, a class on language and literacy, which would have included DLL-specific competencies, was considered, but program officers were told that this would create a program that required too many units. Several survey respondents cited concerns with existing major requirements, with one stating that “a one- or two-unit (DLL) class would also be great but we already have so many requirements for our students, I am reluctant to add another hurdle to a permit.” While some universities have successfully introduced DLL-specific coursework and require it of their ECE bachelor’s degree students, the research indicates that no community college has introduced DLL-specific coursework as a requirement at the associate’s degree level.

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At some community colleges, certain classes may require four semester hours rather than three, resulting in a total of 25 units to complete the CAP-8.
CURRENT REQUIREMENTS FOR EARLY LEARNING TEACHERS

Most Early Learning teachers in California receive their training through a combination of the community college and CSU systems. Early Learning teachers who wish to obtain a Teacher or Master Teacher Permit must complete eight core classes of specific ECE instruction in addition to General Education units. These eight classes were developed by the Curriculum Alignment Project in order to standardize the Early Learning curriculum statewide and are known as the CAP-8. Teachers who hold an Associate Teacher permit must complete four courses of the CAP-8 sequence.

In addition to being the basis for a Teacher or Master Teacher permit, the CAP-8 forms the basis of the ECE Associate Degree for Transfer (ADT). The ADT pathways were created in order to foster efficient and effective transfers from community colleges to CSU institutions, allowing students to pursue a bachelor’s degree. ADT articulation pathways may consist of no more than 60 units that meet the requirements for transfer to the CSU. The CSU then must allow the student to complete their degree with 60 upper division units, allowing the student to achieve a bachelor’s degree with 120 units, resulting in a quicker path to graduation and less debt for the student.

Pathways to Child Development Permits and Degrees for California Early Learning Teachers via the CAP-8

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<tr>
<th>Permit Type</th>
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<th>General Education Units Required</th>
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<tr>
<td>Associate Teacher Permit</td>
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<tr>
<td>Teacher Permit</td>
<td>24–25</td>
<td>16</td>
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<td>Master Teacher Permit</td>
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<td>Associate’s Degree for Transfer</td>
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“You need a standalone course because understanding dual language learning takes a lot of time and you would never be able to incorporate it into any of the other general courses. You need sufficient time to develop those concepts and one or two sessions isn’t enough.”

–Carola Oliva Olson, Ph.D., California State University Channel Islands.

There are additional options to receive a child development permit other than by following the CAP-8. Learn about permit options.
Faculty are divided on the question of how to balance the number of units already required in the ECE program with the need to adequately train Early Learning teachers to serve DLLs, resulting in a split on recommendations for course delivery. A majority of faculty surveyed (71%) believe that a DLL-specific course should be a requirement for ECE students. Approximately 26% of faculty indicated that embedding DLL-specific teaching strategies would be superior to creating a standalone course, due to concerns with requiring additional coursework, and the belief that strategies for teaching DLLs should inform all ECE preparation. When asked which classes should incorporate DLL teaching strategies, a majority of survey respondents believed that strategies to support DLLs should be incorporated into every required class.

However, embedding DLL strategies in already-required classes in lieu of a standalone course presents its own challenges. Some faculty in the field cited concerns that instructors teaching the core child development courses lack the capacity to effectively teach DLL-specific coursework and that most would not be able to effectively embed the information without the development of a curriculum module and training in how to teach these competencies. Additionally, several faculty members indicated that each required class already covers a significant amount of information and that adding additional strategies to serve DLLs would be a challenge.

Many Early Learning teachers feel that information on how to teach DLLs is so critical that it merits both specific coursework as well as being woven throughout the existing curriculum. One survey participant stated: “California is a diverse state. Many children are DLL students…I believe both embedded information in current courses as well as standalone courses are required to fully serve the needs of the community.”

### 4. College preparation for Early Learning teachers working with DLLs is limited

Current or prospective teachers who recognize the need to support DLLs often find that they have limited options to receive education and training. A review of California Community Colleges, where most Early Learning teachers receive part or all of their education, found that fewer than one in five (17%) offer a single class focusing on teaching DLLs and only four schools out of 110 offer a specific DLL concentration in their ECE program. At the university level, no school offers a concentration in serving DLLs, and only one-third of CSUs and a single University of California institution offer a specific class in supporting DLLs.

![Few California Institutes of Higher Education (IHEs) Offer at Least One DLL-Specific Course](image-url)
A major barrier to offering DLL-specific classes at some colleges and universities is the lack of faculty who are equipped to deliver a course on DLL-specific teaching strategies and language acquisition research.

Seventy-four percent of respondents indicated that “more instructors with DLL expertise” were needed in order to effectively offer DLL-specific coursework and community college administrators likewise reported that “lack of faculty expertise in teaching young children who are dual language learners” was one of the top challenges that their college faced.

In addition, community colleges are under significant pressure to improve on-time graduation rates. In some circumstances, this may lead to students being discouraged from pursuing electives, minors or additional certifications if doing so will delay the student’s time until graduation. There is a “tension between too many units and a robust education,” stated one survey participant.

Even in departments that are supportive of additional coursework, funding can be a critical issue. ECE Departments struggle with a consistent lack of funding compared to other departments within the same institution. Despite the workload associated with developing curriculum and offering a class, most faculty at colleges and universities offering DLL-specific coursework indicated that they received no financial support from their institution to further this goal. One faculty member even reported hiring a graduate researcher for the specific purpose of searching for philanthropic grants. These structural barriers mean that even in schools where

CALIFORNIA STATE UNIVERSITY CHANNEL ISLANDS—ONLINE TRAINING FOR CURRENT TEACHERS, COACHES, ADMINISTRATORS, AND FACULTY

CSU Channel Islands is piloting an online and face-to-face program offering professional development in best practices for serving children who are DLLs. Funding for the pilot program was provided as part of a one-time $5 million budget allocation awarded in 2018 to provide Early Learning teachers with training on effective strategies for serving DLLs. The curriculum, which is offered in both English and Spanish, is targeted towards current teachers, coaches, and others working directly with children birth to age five. Program Directors request participation for their staff in the program and must commit to allowing teachers to implement new practices in the classroom. Class participants are placed in a cohort and meet weekly online for sixteen weeks. Participants pay no tuition and receive two units of college credit and a stipend at the successful completion of the course.

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the ECE Department recognizes the need for DLL-specific training, they may be prevented from doing so by lack of funding, lack of administrative support, or lack of qualified available faculty.

5. Lack of professional development opportunities for current Early Learning teachers

Professional development to help current teachers serve DLLs is likewise limited. Early Learning teachers in Fresno indicated that one class on supporting DLLs is offered annually through the County Office of Education, but that it is the same curriculum every year, with no opportunities to expand or develop skills beyond the single class. Early Learning teachers in the Bay Area reported that they had “zero” opportunities for professional development in serving DLLs, despite routinely working with DLLs in their classrooms.

RECOMMENDATIONS TO EXPAND DLL-SPECIFIC TRAINING IN CALIFORNIA

It is clear that the current Early Learning system is not designed to help DLLs maintain their natural advantage of bilingualism and inadequately prepares DLLs to succeed in kindergarten and beyond. In order to prepare students who have the skills to succeed in school and the 21st century economy, California must invest more in support and skill-building for Early Learning teachers working with DLLs.

After two generations of educational policies that disadvantaged DLLs, California now has the opportunity to build the infrastructure that can provide all California children, not only DLLs, with the opportunity to achieve bilingualism and biliteracy. In addition to the strong public support for bilingual education demonstrated by the overwhelming passage of Proposition 58, the political climate favors investments in DLLs. Governor Newsom and the First Partner, Jennifer Siebel Newsom, are making a conscious decision to raise their children as bilingual and the new SSPI, Tony Thurmond, has likewise indicated that support for DLLs and ELs will be a priority for the California Department of Education.

RECOMMENDATION 1:
California Early Child Development Permit and DLL Authorization

The Commission on Teacher Credentialing is considering possible revisions to the Child Development Permit to base it on demonstrated teacher competency rather than simply completing units. This is a perfect opportunity to incorporate the need to support and nurture DLLs’ bilingualism as a required competency. If the Child Development Permit is amended to require competency in supporting DLLs, community colleges, CSUs, and training programs will be incentivized to develop and implement the necessary curriculum that ensures all Early Learning teachers are prepared to work with California’s diverse children.
RECOMMENDATION 2: Expand Capacity of Institutions of Higher Education to offer DLL-specific Coursework through Leveraging Existing Resources and Increasing Investment

Faculty at community colleges and CSUs overwhelmingly agree that information on how to best support DLLs and their families should be required knowledge for Early Learning teachers—88.7% agree that “strategies to support the dual language development of DLLs” is something that teachers need to know and 91.5% indicated that teachers need to understand “the role of home-language development in English development.”

It is possible that with the necessary support, the capacity of college and university instructors to teach a class on DLLs could be improved—nearly a third of survey respondents (29%) indicate that they would be open to teaching a DLL-specific course. Of those who indicated that they were “maybe interested” or “not interested” in teaching a class, many identified that the reason they were hesitant to teach a class was that they lacked the specific knowledge necessary to teach such a course. “If I was able to learn and have training [regarding DLLs], my service would be more beneficial to the student population,” stated one survey participant. This demonstrates that teaching capacity could be improved if there were a greater availability of professional development or training available for IHE instructors.

Increase the capacity of Institutions of Higher Education to provide training in the best practices for serving DLLs:

- 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.

- 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.

- 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.

Ensure that competency in serving DLLs is included in the Child Development Permit:

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- Develop a bilingual authorization to accompany the Child Development Permit. This would be similar to the K–12 Bilingual Authorization. Without such an authorization, it is difficult to identify teachers who are trained to teach in dual language settings. In addition, it is important to tie additional compensation to the authorization.

- Ensure that competency in serving DLLs is included in the Child Development Permit:

- 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.
• **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 practical resources including lesson plans, children’s literature, and family engagement approaches.

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**RECOMMENDATION 3:**
Invest in Professional Development for the Current Early Learning Teacher Workforce

In addition to providing training to prospective teachers, it is critical that the existing workforce have opportunities to expand their capacity to serve DLL children in their programs. In 2018, the Legislature allocated $5M in order to fund professional development opportunities for current Early Learning teachers to improve their skills in working with DLLs. This money is currently funding six pilot projects statewide.

**Provide professional development opportunities for the current workforce to develop their skills in serving DLLs:**

• **Augment and sustain funding for professional development focused on capacity-building in Early Learning programs to serve DLLs.** Currently, the grantees funded through the 2018 California state budget’s $5 million investment in Early Learning professional development focused on DLLs cannot meet the high demand.

• **Fund professional development efforts for coaches who can support teachers 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) 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 Early Learning workforce supports to augment the AB 212 funds.

• **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.

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5 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.
RECOMMENDATION 4:
California’s Master Plan for Early Learning and Care

As part of the Newsom Administration’s commitment to the Early Learning field, the Governor and Legislature have agreed to provide $5 million for the creation of a Master Plan for Early Learning and Care (MPELC), which will provide a timeline and financing mechanism to expand and improve the Early Learning system in California over the years to come. The MPELC will draw on the work of the Assembly Blue Ribbon Commission on Early Childhood Education, which recommended that California “recognize the assets of DLLs, increase language access and cultural competence, remove systemic barriers due to cultural and linguistic bias, and expand investments in professional development opportunities to support all DLL children.” Specific recommendations included establishing evidence-based instructional approaches for DLLs and expanding investments in access and professional development opportunities that will enhance the capacity of the Early Learning workforce to effectively support all children who are DLLs.\textsuperscript{xxiii}

It is imperative that the MPELC include investments in the capacity and expansion of teachers’ abilities to support DLL children. Doing so will both uphold California’s values of diversity and inclusion while also paying the dividends of having a workforce that is equipped for the global economy.

Ensure that the needs of DLLs and their families are represented in the Governor’s Master Plan for Early Learning and Care:

- Include Early Learning DLL experts when developing the MPELC and the cradle-to-career data system. Given that the majority of children under age six are DLLs, state leaders should call on those with appropriate expertise when making decisions on Early Learning policies.

- Provide opportunities for meaningful DLL parent engagement when developing the MPELC and other major Early Learning policy efforts. Meaningful engagement includes equitable access for DLL parents and families to learn about and inform Early Learning 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.

- Adequately fund policy initiatives on higher program standards, teacher preparation, ongoing professional development, and compensation. One of the charges for the MPELC is to develop a plan to finance the Early Learning system. An effective workforce is the foundation on which all other improvements rest and in no small measure will guide what is possible going forward.


Bay Area Advisory Group. (2019, October 19). Focus Group interviews conducted by Early Edge California.

Fresno Advisory Group. (2019, August 24). Focus Group interviews conducted by Early Edge California.

Los Angeles Advisory Group. (2019, November 2). Focus Group interviews from Early Edge California.


Espinosa (2013); NAS (2017).

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ibid

Espinosa (2013); NAS (2017).


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NAS (2017).


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Zepeda (2019); Navarro Cruz & Crolotte (2019).


Thurmond (2019).
