

California Department of Education

**Report to the Legislature: California English Learner Roadmap
Statewide Implementation Plan**



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Description: California English Learner Roadmap Statewide Implementation Plan Legislative Report

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Report to the Legislature
Executive Summary

Assembly Bill (AB) 2074 (Statutes of 2024) established California *Education Code* (EC) Section 361, which requires the California Department of Education (CDE) to develop a statewide implementation plan for the California English Learner Roadmap State Board of Education Policy: Educational Programs and Services for English Learners (EL Roadmap Policy).

AB 2074 requires the CDE to convene an Advisory Committee with representatives from all of the following:

- Local educational agencies (LEAs)
- Teachers who teach pupils in preschool, transitional kindergarten, kindergarten, or any of grades one to twelve, inclusive
- Parents of pupils who are English learners
- Nonprofit organizations with experience in implementing the EL Roadmap Policy

The CDE convened the EL Roadmap Advisory Committee to inform the EL Roadmap Statewide Implementation Plan (attached).

This plan is a leaping-off point for LEAs and partners to support the goal of full and comprehensive policy implementation. Each partner and interest holder may identify the entry point that best aligns with their planned destination for the optimal outcomes for multilingual English learner (EL) students. The plan is also suited to serve as inspiration for local innovation to help further a concerted effort toward the realization of the EL Roadmap Policy across the state.

The plan includes steps that districts, schools, charter schools, county offices of education (COEs), and the California Statewide System of Support (SSOS) may take to fully realize the EL Roadmap Policy. LEAs and partners are encouraged to view this plan as a menu of options, identifying their strengths and next steps as they work to implement the EL Roadmap Policy at their level of the system.

This report is available on the CDE EL Roadmap Statewide Implementation Plan web page at <https://www.cde.ca.gov/sp/ml/implementationplan.asp>.

If you have any questions regarding this report or need a copy, please contact the CDE Multilingual Support Division (MSD) by phone at 916-319-0845 or by email at ELROADMAPPROJECT@cde.ca.gov.

Background

California's multilingual EL students represent the state's greatest source of linguistic and cultural assets. About one in six students in California meet the criteria for English learner, or EL, designation. Further, almost 60 percent of children ages zero to five have multilingual experience. Overall, nearly 40 percent of students in California have multilingual experience in the home. Over the past decade and a half, the state has built an increasingly coherent policy foundation to support this significant student group, from new academic standards and funding reforms, through the landmark 2017 EL Roadmap Policy, to the most recent legislative mandate for the EL Roadmap Statewide Implementation Plan. The sections below trace that progression chronologically, showing how each development was built on the last, and set the stage for the EL Roadmap Statewide Implementation Plan attached to this legislative report.

Beginning in 2010, California adopted the *Common Core State Standards for English Language Arts* and the *Common Core State Standards for Mathematics*, along with the *Next Generation Science Standards*. In 2012, the state followed this with the adoption of the corresponding *California English Language Development Standards*, marking an important shift toward emphasizing academic uses of language for all students and student engagement with college and career-ready curriculum in English and other languages. Together, these standards underscored the tightly interconnected nature of disciplinary content understanding, analytical practice, and academic language development, which moved the system beyond remediating English skills for EL students toward simultaneously building language, literacy, and content knowledge. Also in 2012, California established the State Seal of Biliteracy (SSB) to honor students who achieve proficiency in speaking, reading, and writing in English and one or more additional languages. California paved the way as the first state to establish an SSB, with all states and the District of Columbia following suit over the next decade.

Shortly after, in 2013, the Local Control Funding Formula (LCFF) set the expectation that local school districts provide equitable learning conditions, student outcomes, and effective engagement of EL students. Districts, working with parent and community partners, were now expected to set meaningful goals that ensured full access to curriculum, progress toward academic English proficiency, and closing achievement gaps for EL students. LCFF gave districts added resources to build local capacity for evidence-based practice, with the Local Control and Accountability Plan (LCAP) process providing a mechanism for coherent, continuous improvement-oriented guidance from the state.

In 2016, California voters overwhelmingly approved Proposition 58, the California Education for a Global Economy Initiative (CA Ed.G.E. Initiative), establishing Proposition 58 to amend Proposition 227, which had, since 1998, required California

public schools to teach EL students primarily in English through short-term immersion programs, effectively limiting bilingual/multilingual education. Proposition 58 moved the state toward a more flexible framework that supports multiple language acquisition approaches and multilingual programs, prioritizes research-based instruction, and empowers parents and communities in shaping language programs for EL students.

Building on this momentum, the California State Board of Education (SBE) unanimously approved the EL Roadmap Policy in 2017. This policy explicitly centers EL students within the state's broader efforts to improve educational quality and outcomes, aligning standards, curriculum, assessment, accountability, educator quality, early childhood education, family and community engagement, and higher education around a shared goal: building local capacity through continuous improvement to support EL students across California schools. It offers LEAs guidance for welcoming, understanding, and educating the state's diverse population of multilingual EL students. While not statutorily mandated, the EL Roadmap Policy has the potential to enhance EL student success and positively impact educational outcomes across the state.

The vision of the EL Roadmap Policy is that multilingual EL students fully and meaningfully access a twenty-first century education from early childhood through grade twelve, achieving high levels of English proficiency, mastery of grade-level standards, and opportunities to develop proficiency in multiple languages.

The EL Roadmap Policy includes four interrelated principles that provide the foundation for this work. These principles are intended to guide all levels of the system toward a coherent and aligned set of practices, services, relationships, and approaches to teaching and learning that together create a powerful, effective, twenty-first century education for EL students. Underlying this systemic application of the principles is the foundational understanding that developing EL students' linguistic and academic capacities is a shared responsibility of all educators, and that all levels of the schooling system (governing boards, superintendents, school leaders, general education and special education staff, counselors, classified staff, early learning educators, families, students, and community partners) all hold interconnected roles in advancing the EL Roadmap Policy.

- **Principle One: Assets-Oriented and Needs-Responsive Schools:** Pre-schools and schools are responsive to different EL student strengths, needs, and identities and support the socio-emotional health and development of EL students. 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.
- **Principle Two: Intellectual Quality of Instruction and Meaningful Access:** EL students engage in intellectually rich and 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. EL students have meaningful access to a full standards-based and relevant curriculum and the opportunity to develop proficiency in English and other languages.

- **Principle Three: System Conditions that Support Effectiveness:** 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 EL students and their communities and who use valid assessment and other data systems that inform instruction and continuous improvement. Each level of the school 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 EL students.
- **Principle Four: Alignment and Articulation Within and Across Systems:** EL students 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, 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, twenty-first century world.

In 2018, the state set forth the goals of the [Global California 2030](#) Initiative, extending the EL Roadmap Policy's multilingual vision.

In 2021, the CDE created the Biliteracy Pathway Recognitions, an optional program that LEAs may participate in to recognize multilingual learners (ML) in preschool through grade eight on the path to biliteracy and the SSB. These recognitions represented a step toward implementing principle four of the EL Roadmap Policy, creating an aligned and articulated path to biliteracy across California. In January 2024, California further expanded the pathways for demonstrating proficiency toward the SSB, including additional coursework, standardized tests, and Advanced Placement and International Baccalaureate exam options.

By 2024, with the EL Roadmap Policy, the CA Ed.G.E. Initiative (Proposition 58), Global California 2030, the SSB, the Biliteracy Pathway Recognitions, and expanding dual language education efforts all in motion, California faced the question of how to ensure consistent, sustained implementation of the EL Roadmap across all levels of the educational system. In response, the California Legislature, through AB 2074, required the CDE to develop a statewide implementation plan for the EL Roadmap Policy. The CDE is required to submit this report and the Statewide Implementation Plan to the Legislature on or before November 1, 2026, with annual

reports to follow beginning January 1, 2027, documenting engagement in implementing the plan.

The Statewide Implementation Plan builds on the 2017 EL Roadmap Policy and the four principles of the EL Roadmap Policy, proposing activities at each level of the education system to promote a shared responsibility for statewide implementation. The plan arrives at a moment of opportunity and transition. With changes in state leadership and governance of California's education system, the CDE sees a chance for greater statewide coherence across EL, multilingual, and dual language education efforts. The EL Roadmap Implementation Plan maps a path through California's multiple policy initiatives, guidance, and resources, toward an aligned, coherent, and cohesive multilingual California.

State Statute and Authority

AB 2074, Chapter 946, Section 360, Statutes of 2024, established *EC* Section 361, which requires the CDE to develop a statewide implementation plan for the EL Roadmap Policy. In developing the plan, the bill required the CDE to convene an advisory committee with representatives from all of the following:

- LEAs
- Teachers who teach pupils in preschool, transitional kindergarten, kindergarten, or any of grades one to twelve, inclusive
- Parents of pupils who are EL students
- Nonprofit organizations with experience in implementing the EL Roadmap Policy

Per AB 2074, the EL Roadmap Statewide Implementation Plan is required to include all of the following:

- A brief summary at the beginning of the plan that states why the statewide implementation plan is being created and its importance to bring awareness, a sense of urgency, and opportunity as it relates to the plan
- Clear and measurable statewide goals of implementation
- Alignment and coherence across state initiatives that reflect the EL Roadmap Policy and principles
- How to incorporate the EL Roadmap Policy meaningfully within the statewide system of support established pursuant to *EC* Section 52059.5
- Guidance for LEAs to incorporate and build alignment and coherence at the local level across programs and services

- A system of monitoring and accountability of the implementation of the CDE plan

Legislative Reporting Requirements

The CDE is required to submit a report with the EL Roadmap Statewide Implementation Plan to the appropriate policy and fiscal committees of the Legislature on or before November 1, 2026.

The CDE is also required 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.

Committee Process

In developing the statewide implementation plan, the CDE, led by the MSD, was required to convene an advisory committee with representation from LEAs, teachers who teach pupils in preschool, transitional kindergarten, kindergarten, or any of grades one through twelve, inclusive; parents of pupils who are EL students, and nonprofit organizations. The CDE MSD promoted the opportunity and facilitated an open application process. To be considered for appointment to the advisory committee, prospective advisory committee members were required to commit to all of the following:

- Engaging in open discourse about the merits of different policy recommendations in a way that is productive, respectful, and equity oriented
- Attending a virtual committee orientation session
- Attending an in-person work session (expenses reimbursed with funding provided through a grant from Sobrato Philanthropies)
- Participating in ad hoc meetings
- Reviewing draft plan materials and providing feedback
- Facilitating the collection of information from networks and constituencies
- Facilitating connections with parents of EL students to gather specific parent input and invite them to participate in a focus group

More than 60 applicants applied via the call for applicants that the CDE MSD released in September 2025, and ultimately, 15 individuals were selected to participate on the committee.

The committee included the following representatives:

- Alfonso Ceja, Executive Director, Multilingual Education Programs, Bakersfield City School District
- Anya Hurwitz, Executive Director, Sobrato Early Academic Language (SEAL)
- Carolina Moreno, Director of Multilingual Services and Migrant Education, Los Banos Unified School District
- Devon Guerra, Coordinator, Multilingual Academic Supports, Los Angeles COE, Geo-Regional Expert for Multilingual Students (GEMS) Lead for Los Angeles Region
- Eduardo Muñoz-Muñoz, Assistant Professor, Bilingual Program Coordinator, San José State, Parent of an EL Student

- Hushi Vang Natividad, Coordinator, English Language Development and Dual and World Languages, Santa Clara COE
- Izela Jacobo, Senior Director, Multilingual Education and Global Achievement (MEGA), San Diego COE
- Kristen O'Connor, Teacher on Special Assignment, Roseland School District
- Manuel Cavazos, State and Federal and Inclusion Coordinator, Merced COE
- Martha Hernandez, Executive Director, Californians Together
- Min Tang, Educator and Resource Teacher, Orange Unified School District, Parent of an EL Student
- Pamela Low, TK–12 Policy Analyst, EdTrust-West
- Patricia Lozano, Executive Director, Early Edge California
- Sandra Bravo, Educator, Santa Maria-Bonita School District
- Susana Stanziano, Multilingual Learners Department Classified Support Staff, Multilingual Learners Program Specialist, Conejo Valley Unified School District

Committee members participated in the following meetings to develop the EL Roadmap Statewide Implementation Plan:

- Virtual launch meeting and orientation (October 21, 2025)
- Full-day in-person committee meeting (January 22, 2026)
- Virtual committee meeting (May 12, 2026)
- Virtual committee meeting (May 19, 2026)

The EL Roadmap Advisory Committee also met separately as subcommittees (districts, COEs, and SSOS) and worked asynchronously between January and June 2026 to inform the EL Roadmap Statewide Implementation Plan.

In addition to the EL Roadmap Advisory Committee, the CDE MSD provided opportunities for other interest holders to review the draft plan and provide input prior to publication.

Additional input opportunities provided to interest holders not on the committee:

- Listening session (December 2, 2025)
 - This listening session was open to all committee applicants who were not selected to participate in the EL Roadmap Advisory Committee and presented them with an opportunity to inform the plan's development.

- Virtual parent listening sessions (April 23, 2026)
 - These sessions (noon and 6 p.m. options) were an opportunity to hear from parents of EL students to ensure that parent voice is fully included in the EL Roadmap Statewide Implementation Plan. A total of 28 parents participated between the two sessions.
- State partner meeting (June 10, 2026)
 - This session was an opportunity for state partners, including representatives from divisions across the CDE, the SBE, the California Collaborative for Educational Excellence (CCEE), the California Commission on Teacher Credentialing (CTC), the California Teachers Association, and the California Department of Social Services (CDSS), to provide input on the draft plan.
- Current or former EL student roundtable discussion (September 3, 2026)
 - This session was an opportunity for the CDE to enlist the perspectives and ideas of current EL students, reclassified fluent English proficient (RFEP) students, and graduates of preschool through grade twelve public schools who held EL designation at any time during their enrollment. Youth voice was elicited to understand student experience in relation to the plan's goals.

Please see Appendix III: Contributors for a complete list of interest holders who provided input that informed the final EL Roadmap Statewide Implementation Plan.

Plan Structure

To meet the statutory requirements set by the Legislature, the EL Roadmap Statewide Implementation Plan includes all elements required by AB 2074 (see page 6).

The plan is structured around priority areas, with specific and phased actions identified for LEAs, COEs, and the SSOS. For the purposes of this statewide implementation plan, the SSOS is composed of state entities and agencies including, but not limited to, CDE, the CCEE, the CTC, the CDSS, the SBE, and statewide education partner organizations. Also critical to statewide implementation are state leaders and legislative partners. This plan acknowledges that each entity, including staff, parents and families, and community members in schools and districts, provides a unique vantage point and sphere of influence to support the educational outcomes of multilingual EL students and propel forward this statewide effort. To operationalize these requirements, the plan organizes actions around nine Strategic Levers.

1. Multilingual Pathways

2. Supporting Special Populations
3. Professional Learning and Coaching
4. Curriculum, Instruction, and Assessment
5. Workforce
6. Parent and Family Partnerships and Communication
7. Leadership and Data-Informed Planning
8. Technical Assistance
9. Accountability

Each strategic lever has its own general expected outcomes that districts, charter schools, COEs, and the SSOS can use to guide local and regional implementation.

The plan is designed to be useful for every level of California's education system, including for external education interest holders in the community. Districts and charter schools may translate the Strategic Levers into local EL Master Plans, LCAPs, and daily instructional practice; COEs provide regional leadership, coaching, technical assistance, and oversight while supporting districts at varying states of implementation; and the SSOS coordinates statewide guidance, resources, and support so that all levels can access consistent assistance. Each level may engage with the plan as a flexible menu of options, identifying where its own current structures already reflect the Strategic Levers and where there are opportunities for growth or improvement.

With the understanding that implementation is a mission-oriented process rather than a one-time event, typically taking two to five years to fully operationalize a new practice, implementation of the plan is aligned to the University of North Carolina at Chapel Hill National Implementation Research Network theory of implementation science (see <https://implementation.fpg.unc.edu/resource/implementation-practice-interactive-lessons/> and <https://implementation.fpg.unc.edu/wp-content/uploads/Implementation-Stages-Overview.pdf>). The plan follows a suggested five-year, three-phase continuous improvement cycle and is applied in parallel across all levels of the system. Phase 1, Exploration and Installation (years 1–2) focuses on building awareness and taking initial steps toward incorporating the Strategic Levers into existing plans and structures. Phase 2, Initial Implementation (years 2–4) focuses on capacity building and more systemic integration across departments and support structures. And Phase 3, Full Implementation (years 4–5) focuses on deepening implementation, ensuring sustainability, and strengthening partnerships across districts and charter schools, COEs, and state agencies. Because entities may be at different phases across different Strategic Levers simultaneously, the timeline is intended to be suggested, iterative, and responsive, rather than fixed. Progress will be tracked through the plan's accountability structures and reported to the Legislature according to required timelines.

Next Steps

The CDE anticipates sharing the EL Roadmap Implementation plan statewide through a phased communication and capacity-building approach. Prior to any external rollout, the CDE anticipates reviewing the plan across relevant divisions to help support consistent messaging and alignment with other departmental initiatives, as capacity allows. In addition, the CDE may present the plan to the SBE for review. The CDE intends to explore regional engagement with the GEMS agencies and California's 58 COEs, who may serve as a key channel for this dissemination strategy, with the goal of reaching districts in a generally consistent and coordinated manner. The CDE also intends to explore internal and external partnerships to help develop resources aimed at making the plan more accessible, which could include materials such as briefing documents, talking points, frequently asked questions, or slide decks for various audiences. The CDE intends to leverage existing communication channels to help share the plan and relevant accompanying guidance with LEA leadership and staff, as needed. Additionally, the CDE may look for opportunities to reference the plan within existing processes, such as LEA planning cycles or support provided by the GEMS to LEAs through differentiated assistance, where appropriate, to support engagement among LEAs that have not yet begun local adoption. The CDE also plans to consider a feedback mechanism, potentially a survey, or an ongoing convening of COEs and GEMS to help inform future updates to plan-related resources over time.

As the plan is implemented, the CDE expects to see overall growth in equity, access, and outcomes for ML and EL students. Growth will be tracked through existing statewide data collections (e.g., progress monitoring on Global California 2030 goals, California Schools Dashboard indicators, and data on adopting and implementing the EL Roadmap Policy). Monitoring these measures over time will allow the CDE to assess implementation progress, identify trends, pinpoint where additional support or attention is needed, and continue to develop statewide goals to ensure meaningful progress.

In addition, the CDE will provide the Legislature an annual progress report that identifies LEAs that engaged with the implementation of the plan, including, but not limited to, LEAs that contacted the department for assistance in implementation and those that offered professional development opportunities to assist educators in implementing the plan, commencing January 1, 2027.

For additional implementation steps that would fully actualize the plan, see the Resource-Dependent Innovation section of the EL Roadmap Statewide Implementation Plan.

Conclusion

The EL Roadmap Statewide Implementation Plan provides schools, charter schools, school districts, COEs, and agencies within the SSOS with clear phased steps that they can take to fully implement the EL Roadmap Policy. Statewide implementation can take shape over multiple years and can be augmented through investment and infusion of resources.

Since the SBE unanimously approved the EL Roadmap Policy in 2017, California has worked to implement its aspirational vision and principles across educational systems. This plan is the next step to guide each level of the system toward full implementation. Each school, charter school, school district, COE, and agency is at a different phase of implementation with different strengths and needs in each of the nine Strategic Levers. This plan provides multiple entry points so that each LEA and education partner may identify their own progress and next steps, engaging in a continuous improvement cycle to work toward full EL Roadmap Policy implementation locally.

Through each classroom, school, district, COE, and level of the SSOS's individual implementation work guided by this plan, California will move closer to seeing the EL Roadmap Policy's vision that multilingual learners 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 become a reality across our state.

The EL Roadmap Statewide Implementation Plan provides LEAs and education partners with the guidance they need to make this vision a reality in California and to ensure that all California schools affirm, welcome, and respond to a diverse range of strengths, needs, and identities, preparing graduates with the linguistic, academic, and social skills and competencies they require for college, career, and civic participation in a global, diverse, and multilingual world, thus ensuring a thriving future for California.