



CONSORTIUM for
**MULTILINGUAL
LEARNER SUCCESS**

2025 2026 POLICY AGENDA



The Consortium is proudly led by:



ABC
Alliance for a
Better Community



**CALIFORNIANS
TOGETHER**
CHAMPIONING THE SUCCESS
OF ENGLISH LEARNERS

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Introduction

The Consortium for Multilingual Learner Success remains steadfast in its commitment to advancing a public education system that uplifts, honors and cultivates the native language, cultures, and identities of multilingual learners in California. The Consortium views the success of the 1.1 million multilingual students in California as critical to the State's economic and civic future, and representative of the considerable contributions that these students can offer their local communities as adults. As Los Angeles County's public education system serves 209,529 million multilingual students, the Consortium is focused on accelerating learning opportunities and success in this region. Each component of this tool applies to the work led by the Consortium in Los Angeles County.

This policy agenda update comes at a moment when California's public education system is confronting the impact of seismic shifts in federal education policy and overwhelming concern for the safety of immigrant and international newcomer youth, and their families. Multilingual learners are at the center of this disinvestment policy and direct action to marginalize this student population. The update aims to balance the urgent needs of multilingual students in the current public education environment while accounting for the existing policy priority areas that need further advocacy based on the Consortium's comprehensive, well-structured, and research-based 2020-21 inaugural policy agenda.

Building on Success

This policy agenda update builds on the Consortium's success in advocating for key changes to the State of California's Local Control Accountability Plan (LCAP) template that became effective in 2024-25. The template changes reflect the Consortium's policy priorities focused on greater accountability for English learner (EL) academic outcomes and investments in supporting educators. As a result of Consortium advocacy, Local Educational Agencies (LEAs) were required to include specific goals and actions in their three-year (2024-2027) LCAP plans to support English learners such as:

- LEAs with 30 more English learners and/or 15 or more long-term English learners must include specific actions in the LCAP related to language acquisition programs provided to students and professional development for teachers.
- LEAs must identify metrics for specific student groups, including expected outcomes that address and reduce disparities in outcomes between student groups.
- LEAs must describe how the adopted LCAP was influenced by educational partners. Engaging educational partners should support comprehensive strategic planning, particularly to address and reduce disparities in opportunities and outcomes between student groups indicated by the California School Dashboard.
- LCAP Focus Goals for Equity Multiplier schoolsites must address all student groups that have the lowest performance level on one or more state indicators on the California School Dashboard. These goals must identify specific metrics for each identified student group.

These new planning requirements are much-needed system-level strategies to minimize the educational success disparities experienced by California's English learners. **The hard-won advocacy success behind these new requirements sets the stage for future Consortium efforts to accelerate the priorities outlined in this policy agenda update.**

Community Voice

To ensure that community voice informed the Consortium's policy priorities, Alliance for a Better Community (ABC), a Consortium Co-Chair, conducted 3 listening sessions throughout LA County to hear directly from parents about their children's experience and needs as multilingual learners. Thirty-three parents participated representing the experience of 47 K-12 students. The sessions were conducted in collaboration with Consortium member organizations based in the Boyle Heights neighborhood of Los Angeles, the city of Pomona, and the Southeast Los Angeles region of Los Angeles.

The questions for the listening sessions were informed by established research methods and previous listening sessions conducted by ABC. Each listening session was recorded by a scribe as well as audio recorded. Participants were asked five sets open-ended questions:

- What interests, abilities, or mindsets do you believe your child brings to their classroom and school community?
- Has your child's school created an environment that encourages your child to engage in their interests or use the abilities that they bring to their school community? What specifically have you experienced or observed?
- How well do you think your children's teacher(s) engage or support your child based on what you know about your child?
- What do you think about the language schools use to describe your child as students? What do you think about the language schools use to explain how your child is performing academically in the classroom?
- How do you think schools and school districts should use the funds they receive from the State to support your children?

The following themes emerged across the three listening sessions:

More comprehensible information is needed on the reclassification process.

Parents remarked consistently that the reclassification process is not clear to them, and the information provided to them by their children's school is not easy to understand. Parents expressed a desire for more frequent communication about the process and more opportunities to clarify their understanding. Parents also voiced concern about the length of time reclassification takes.

More effective parent engagement is needed. Parents emphasized that they need clear and concise information from schools, and indicated that information with too many terms can be confusing. Parents expressed that the English Language Advisory Council

(ELAC) format that schools offer is not engaging enough, and does not provide enough two-way interaction between parents and school and district staff. Parents also highlighted a need for more overall parent involvement in school activities and planning.

Learning engagement is critical. Parents had more stories to share about how engaged their children were in elementary school than in middle or high school. Parents were vocal about the need for high school teachers to be more empathetic about their students' lives and their personal situations. Many parents indicated that their children in high school did not find the curriculum challenging enough or they considered the learning content irrelevant to their future needs.

Invest in the whole child. Mental health supports, nurses and enrichment programs were top of mind for parents when asked how schools and school districts should use state funds to support their children. Parents also emphasized a need for teacher professional development, support for special education students, and tutoring for English learners. Parents made a point of considering not just their own children's needs, but also the needs of their children's classmates and their school's overall environment.

LA County Multilingual Learners At-A-Glance



1,009,066 multilingual learners are served by the State of California's public schools.



209,529 multilingual learners are served by LA County public schools.



35,662 students are designated as Long-Term English Learners, students enrolled in a U.S. school for six years or more who have not yet been reclassified as English proficient.

Top Languages Spoken At Home

- Spanish
- Mandarin
- Armenian
- Russian
- Cantonese
- Vietnamese
- Korean
- Arabic
- Japanese
- Philippine languages

*Data sources hyperlinked in the title.

The 2025-2026 Policy Agenda

Policy Value 1: Strengthen and Protect Accountability Measures

Accurate data on English learner (EL) students, beginning in the early years, is critical to ensuring districts and schools are receiving the support they need to build capacity around continuous improvement and effectively address inequities in EL student outcomes. It is critical to:

- Ensure the state and federal accountability systems include indicators and metrics that accurately display data for English learner students by typology. (Endnote 1)
- Ensure meaningful family and community engagement is incorporated into policy implementation efforts related to Dual Language Learners (DLL) and EL students.

Policy Priorities

- Create stronger accountability mechanisms and greater transparency to ensure that Local Control Funding Formula (LCFF) funds generated by EL students reach them and are used effectively.
- The definition for the academic indicator on the CA Dashboard for English learners should be changed from an aggregate of data on current ELs plus Reclassified Fluent English Proficient (RFEPs) students to provide more clarity on the outcomes and needs of current EL students.
- The English Learner Progress Indicator (ELPI) on the Dashboard should be rigorous and aspirational for annual performance and growth.

State Policy Recommendations:

Provide additional guidance and support to local education agencies (LEAs) and school districts to address EL needs in Local Control and Accountability Plans (LCAPs) and meaningfully engage families in the process using culturally relevant frameworks or approaches.

Revise the EL definition for the academic indicator to include current ELs only (with separate data for RFEPs) and include a growth metric for both current and reclassified ELs as part of the Academic Indicators growth model.

Establish Dashboard change cut-points for growth on the ELPI indicator to reflect a rigorous and inspirational annual change in performance.

Local Policy Recommendations

County Offices of Education should incorporate an analysis of the data for current English Learner (EL) students and Reclassified Fluent English Proficient (RFEP) students into their technical support for writing and reviewing LCAPs in order to demonstrate the progress of our diverse student populations.

LEAs should provide differentiated growth targets in the LCAP and annual updates for various EL typologies based on differentiated needs identified by the data. Annually evaluate and report the progress of students who have been reclassified.

Schools should provide annual status and change targets for the ELPI indicator on the 2025 and 2026 data dashboard.

LEAs should provide annual updates on the ELPI indicator for parents, educators, and the community.

Schools should establish parent decision-making processes regarding EL and RFEP services at the school site level to ensure that parents are engaged where they can see the impact of their contributions.

Policy Value 2: Close Opportunity Gaps Through Equitable Access

EL students must be provided with immediate and full access to grade-level core content and college preparatory courses that are linguistically accessible and comprehensible. (Endnote 2). The vast majority of DLL and EL students are not accessing multilingual programs, which have been shown to support their academic success. California must distribute its resources equitably to ensure DLL and EL students are able to access and participate in programs, supports, and services that develop their home language as an asset and improve their language and academic achievement in early childhood and TK-12 settings.

Policy Priority

Provide EL students across all grade levels with immediate and full access to grade-level core content with appropriate language support, and include EL course enrollment as a statewide indicator of student success.



State Policy Recommendations:

Monitor the local implementation of AB 2735 to ensure English learners have equitable access to courses required for graduation such as A-G, and other advanced learning opportunities, as well as enrollment in designated ELD, through Federal Program Monitoring and annual district and school site reviews.

Report on monitoring findings along with recommendations for ensuring equitable course access for English learners.

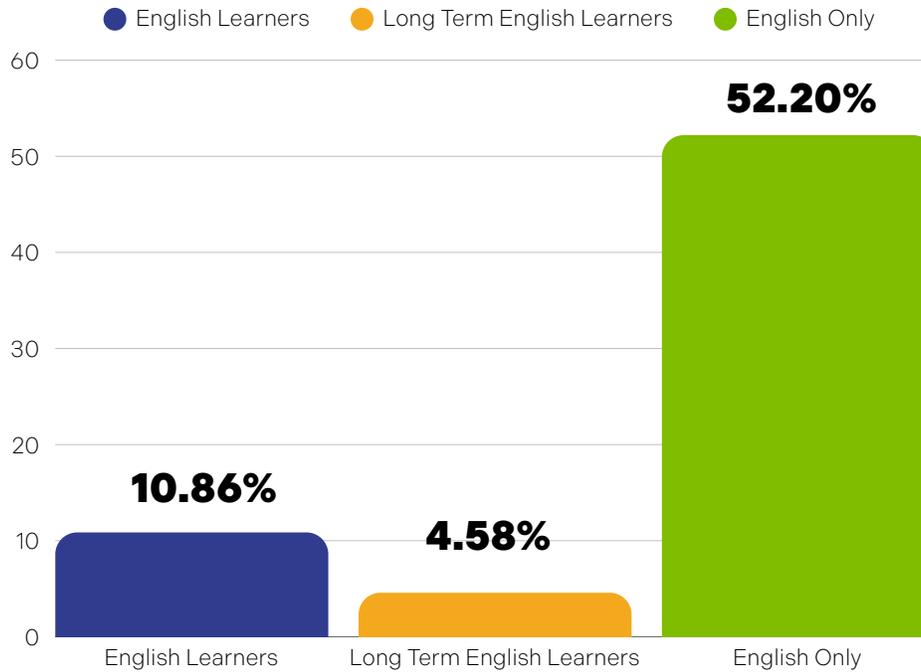
Local Policy Recommendations:

Schools should create opportunities for ELs to complete the A-G course sequence in order to increase access to, preparation for, and success in college and career, and provide immediate and appropriate language support for English learner students of all levels.

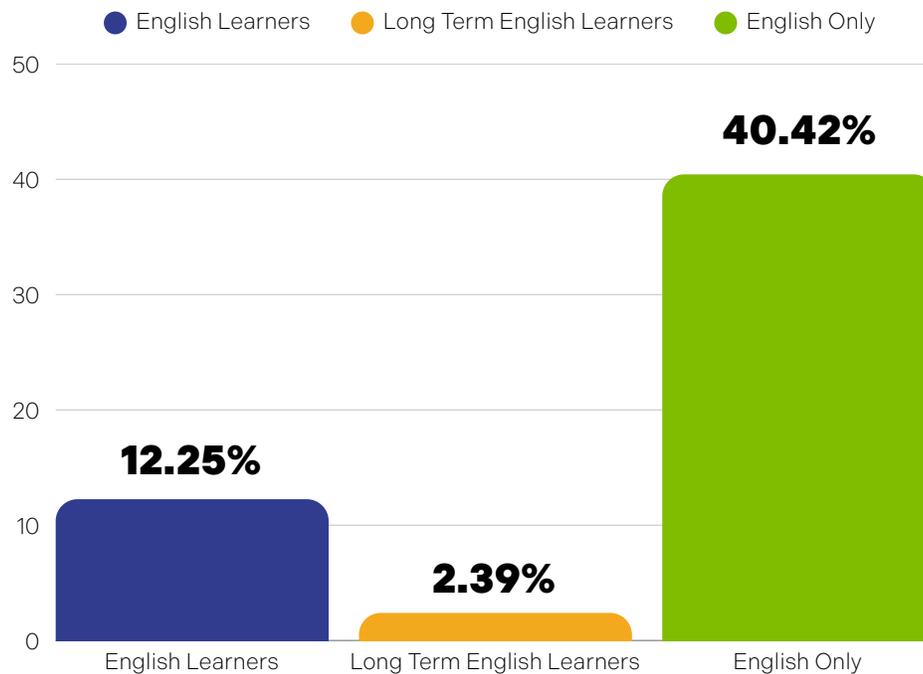
Schools should Introduce A-G coursework offerings in other than English.

2023-24 Smarter Balanced Summative Assessments Los Angeles County

English Language Arts **Percent of Students Within Each Student Population** **that Met or Exceeded Standard**



Math **Percent of Students Within Each Student Population** **that Met or Exceeded Standard**



*Data sources hyperlinked in the title.

Policy Value 3: Educators Are Fully Equipped with Knowledge of Culturally Responsive Pedagogy and Rigorous Core Curriculum

The California English Learner Roadmap states that all educators are educators of DLL and EL students and therefore have a shared responsibility to help them succeed. All current and future teachers must receive essential and specialized support and training in order to address the varied needs of DLL and EL students. California faces a major shortage of teachers with the bilingual authorization required to serve TK-12 EL students in bilingual or dual language immersion programs.(Endnote 3) California must pursue innovative policies, practices, and strategies to support and equip teachers of DLL and EL students in all classrooms.

Policy Priority

Increase funding for Bilingual Teacher Professional Development Program and DLL professional development to support the implementation of the EL Roadmap.

State Policy Recommendations:

Monitor the local implementation of AB 2735 to ensure English learners have equitable access to courses required for graduation such as A-G, and other advanced learning opportunities, as well as enrollment in designated ELD, through Federal Program Monitoring and annual district and school site reviews.

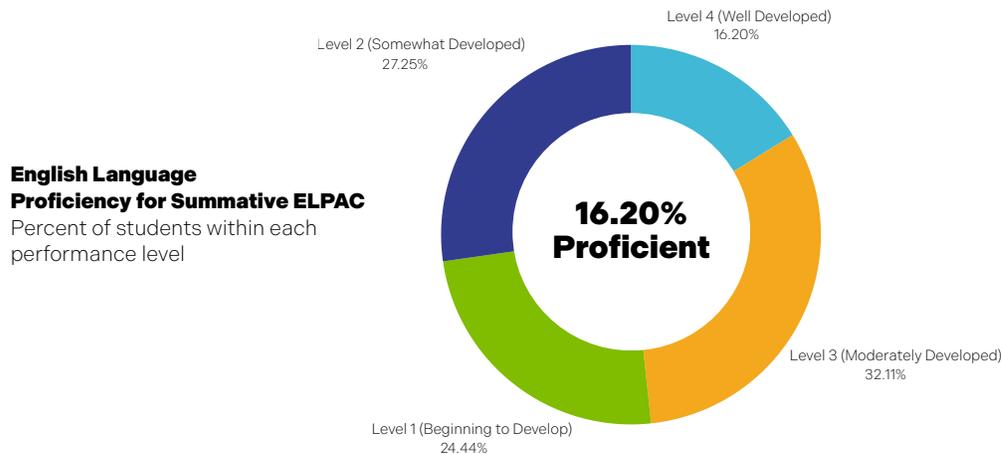
Report on monitoring findings along with recommendations for ensuring equitable course access for English learners.

Local Policy Recommendations:

Schools should create opportunities for ELs to complete the A-G course sequence in order to increase access to, preparation for, and success in college and career, and provide immediate and appropriate language support for English learner students of all levels.

Schools should Introduce A-G coursework offerings in languages other than English.

2023-2024 English Learner Proficiency Assessment for California **English Learners - Los Angeles County**



*Data source hyperlinked in the title.

Policy Value 4: Accelerate the Asset-based Approach to Multilingual Education

The California English Learner Roadmap’s asset-focused vision for DLLs and ELs across the education pipeline from ECE through grade 12 means that DLLs and ELs access classes, programs, and services that support them and respect and uplift their native language by developing bilingualism and biliteracy.(Endnote 4) The state must provide teachers, schools, districts, administrators, and county offices of education with the support, guidance, and funding needed to effectively implement this vision.

Policy Priorities

- Provide state grant funding to districts to expand or initiate new dual immersion and biliteracy programs for DLLs and ELs beginning in early childhood (PreK/TK).
- Monitor the implementation on AB 2074 and provide input on the State’s English Learner Roadmap implementation plan.

State Policy Recommendations:

The State should develop a compromise definition of LTELs to eliminate the confusion in the districts with the two current definitions.

The California Department of Education (CDE) should provide information about the enrollment of EL students disaggregated by language instructional program from CALPADS in its summary of reports available to the public through DataQuest.

The state should provide guidance, technical assistance and funds to create support in language programs specifically for unaccompanied minors and newcomer ELs.

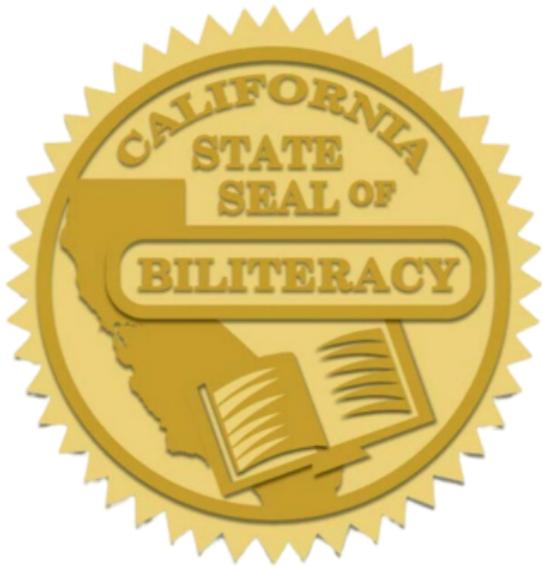
The state should disaggregate data for AANHPI students in DataQuest for all reports for school district and school accountability measures.

The state should provide funds specifically for AANHPI language programs with technical assistance from the state. Support SB 865 addressing resources and programs in the top Asian five languages.

Local Policy Recommendations:

Ensure proficiency in home language and English is developed and valued for DLLs and ELs. Courses taught in the home language and bilingual programs should receive equal credit and count toward high school graduation.

Schools should be transparent if lacking resources to start a multilingual program when there is high parent interest in the program.



In 2023-24, 94
Los Angeles County
School Districts
awarded a total of
20,129 State Seals of
Biliteracy to qualifying
students.

*Data source hyperlinked in the text above..



Policy Value 5: Acknowledge EL Diversity, Typology, and Whole-child Approach

DLL and EL students are not a monolithic student group and may have multiple overlapping social identities. They have varying levels of proficiency in their home language and English and distinct backgrounds and identities. Therefore, services and programs targeted to EL students should take into account the distinct barriers that EL students face based on their needs and typology (e.g. reclassified EL students, Long Term EL, immigrant newcomer, etc). And, it is important to:

- Build on assets and address the needs of underrepresented DLL and EL groups, such as Asian American, Native Hawaiian, and Pacific Islander (AANHPI) students.
- Build on assets and address the needs of Long-Term English learners and dually classified students.(Endnote 5)

Policy Priorities

- Incorporate Long-Term English Learners (LTELs) in the state's accountability system as a separate subgroup.
- Create an emergency state fund to support unaccompanied minors.
- Disaggregate data for Asian American, Native Hawaiian, and Pacific Islander (AANHPI) ELs according to home language and use as a subgroup for all indicators of student success on the CA Dashboard.

State Policy Recommendations:

The State should develop a compromise definition of LTELs to eliminate the confusion in the districts with the two current definitions.

The California Department of Education (CDE) should provide information about the enrollment of EL students disaggregated by language instructional program from CALPADS in its summary of reports available to the public through DataQuest.

The state should provide guidance, technical assistance and funds to create support for language programs specifically for unaccompanied minors and immigrant newcomer ELs.

The state should disaggregate data for AANHPI students in DataQuest for all reports for school district and school accountability measures.

The state should provide funds specifically for AANHPI language programs with technical assistance from the state. Support AB 865 addressing resources and programs in the top Asian five languages.

Local Policy Recommendations:

The Student Data Visualization tool under construction by the Los Angeles County Office of Education (LACOE) should disaggregate data for the different EL typologies and highlight the needs and progress made by LTELs.

LEAs should establish robust partnerships with other public, community, private or non-governmental agencies to provide socioemotional support and wraparound services to unaccompanied minors and newcomer ELs and strengthen dual language programs.

LEAs should disaggregate language development and academic data for AANHPI EL students by their home language when preparing to write their LCAPs.



Policy Value 6: Adequate and Equitable Funding for DLL and EL Students in all Language Acquisition Programs.

The underlying intent of public school funding in California is equity, where more funding, resources, and support go to students who face the highest barriers to being successful in school. (Endnote 6) Funding mechanisms should also ensure that funds targeted for EL students reach them and are used effectively.

Policy Priorities

- Grow state support to local districts for more effective implementation of bilingual programs and increase resources for early education students from higher need schools.
- Include an additional weight in the LCFF funding formula for reclassified EL students (up to four years post-reclassification for monitoring progress).
- Continue to target school districts with high percentages of EL students to implement the California EL Roadmap.
- Expand asset-based DLL identification and data collection across CA's early learning and care programs to ensure the allocation of resources to support DLL children's bilingual and overall development.

State Policy Recommendations:

The CDE should provide guidance to school districts on Prop. 58 clarifying the inclusion of TK/ETK, the "feasibility" requirement, and the definition of "having sufficient resources."

CDE should work to ensure that 100% of districts are eligible to offer the Seal of Biliteracy.

Local Policy Recommendations:

School districts offering dual immersion and biliteracy programs at the TK-12 level should expand these programs into the early learning years and create dual immersion "Equity Maps."

Districts should develop professional development plans for teachers and administrators to implement the EL Roadmap.

Definitions

Multilingual Learner (MLL): A child, young person, or student from early childhood through post-secondary education who is acquiring two or more languages simultaneously, or who is learning a second language while continuing to develop proficiency in their home language or languages.

For the purposes of federal compliance, "Multilingual Learner" includes those students who meet the criteria for "English learner" under federal law.

English Learner (EL) - Refers to a student enrolled in a California school from any grade level, from transitional kindergarten through twelfth grade, who has a language other than English identified on the Home Language Survey and, upon assessment, is found to have a level of English proficiency that necessitates additional programs and services.

Dual Language Learner (DLL): A child, birth to age 5, who is learning two (or more) languages at the same time, or is learning a second language while continuing to develop their first (or home) language.

About the Consortium

The **Consortium for Multilingual Learner Success** was established in 2018 just after the passage of Proposition 58 and the establishment of the California English Learner Roadmap. The regional collective now comprises nearly 100 civil rights, policy, research, philanthropic, educator and community-based organizations working to strengthen the prosperity of California and Los Angeles County by advocating for an educational system that fully supports the needs and embraces the assets of multilingual students.

The Consortium operates two workgroups, one focused on policy and another focused on grassroots organizing. The workgroups concentrate on addressing the barriers to advancing multilingual education that parents, researchers, policymakers, advocates, and local leaders elevate through their unique lenses. The Consortium is led by two Co-Chairs, Alliance for a Better Community and Californian Together, as part of a nine-member Advisory Committee that includes the organizations represented in the logos below.



Endnotes

1. Magaly Lavadenz, Ph.D., Elvira Armas, Ed.D., Sylvia Jáuregui Hodge, M.Ed., “Masking the Focus on English Learners: The Consequences of California’s Accountability System Dashboard Results on Year 4 Local Control and Accountability Plans (LCAPs),” Californians Together, Loyola Marymount University, The Center for Equity for English Learners, accessed March 2019.
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2. Tanya Lieberman, “Assembly Committee on Education Bill Analysis: A.B. 2735 English learners: participation in standard instructional programs,” California Legislative Assembly, accessed May 2019.
http://leginfo.legislature.ca.gov/faces/billAnalysisClient.xhtml?bill_id=201720180AB2735#.
3. Vickie Ramos Harris and Araceli Sandoval-Gonzalez, “Unveiling California’s Growing Bilingual Teacher Shortage: Addressing the Urgent Shortage, and Aligning the Workforce to Advances in Pedagogy and Practice in Bilingual Education,” Californians Together, last modified June 2017. https://californianstogether.org/resources/?sf_s=unveiling
4. California Department of Education, California English Learner Roadmap State Board of Education Policy: Educational Programs and Services for English Learners.
<https://www.cde.ca.gov/sp/ml/elroadmappolicy.aspCaC>
5. Callahan, R. M., & Shifrer, D. (2016). Equitable Access for Secondary English Learner Students: Course Taking as Evidence of EL Program Effectiveness. Educational administration quarterly: EAQ, 52(3), 463–496.
<https://www.ncbi.nlm.nih.gov/pmc/articles/PMC4941630/>
6. Jennifer Imazeki, Paul Bruno, Jesse Levin, Iliana Brodziak de los Reyes, Drew Atchison, “Working Toward K-12 Funding Adequacy: California’s Current Policies and Funding Levels,” Getting Down to Facts II, last modified October 2018. [Working Toward K-12 Funding Adequacy: California’s Current Policies and Funding Levels | Getting Down to Facts II](#)

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CONSORTIUM for
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LEARNER SUCCESS**

The Consortium for Multilingual Learner Success is a regional collective in Los Angeles led by co-chairs, Alliance for a Better Community and Californians Together, with an advisory committee of nine organizations to uplift what we know about good policies, programs, and practices for multilingual learners.

 www.afabc.org/consortium-for-multilingual-learner-success
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