



MINDING THE GAP:

How Do New LCAP Requirements Address Equity for English Learners?

A Review of the 2024 – 2027
Local Control and Accountability Plans (LCAPs)

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ACKNOWLEDGMENTS

The authors are grateful to the 38 reviewers whose names are listed in Appendix A. We also greatly appreciate our partnership with our Californians Together colleagues, Martha Hernandez, Executive Director, Xilonin Cruz-Gonzalez, Deputy Director, Shelly Spiegel Coleman, Strategic Advisor

This report was made possible by the generous funding and support, in part, from the Sobrato Philanthropies, California Community, Gates, Stuart, Silver Giving, Weingart and Hewlett Foundations. Special recognition to the support from the Consortium for Multilingual Learner Success for their support and advocacy for improved and comprehensive Local Control and Accountability Plans (LCAPs) for dual language learners and English learners.

Lavadenz, M., Gonzalez, R, Armas, E. G., O'Brien, G., Catron, H. & Estrada-Miller, J. (2025). *Minding the Gap: How do new LCAP requirements address equity for English Learners? A review of the 2024-2027 Local Control and Accountability Plans (LCAPs)*. Californians Together | Center for Equity for English Learners, Loyola Marymount University.

Dear Reader,

Since 2015, the team at the Center for Equity for English Learners (CEEL) at Loyola Marymount University, in partnership with Californians Together, has undertaken a multi-year review of Local Control and Accountability Plans (LCAPs). This year included a collaboration with the Consortium for Multilingual Learner Success. Each year, our goal has been to highlight the ways districts are meeting the equity intent of the Local Control Funding Formula (LCFF), particularly for English Learners (ELs). Over the past decade, these reports have documented both promising practices and persistent shortcomings. This year's findings reaffirm that, while progress has been made in areas such as educational partner engagement, we continue to see too few districts setting specific goals, measurable milestones, and concrete actions tied to improving outcomes for ELs and Long-Term English Learners (LTELs).

LCAPs remain one of the most important vehicles for districts to demonstrate their intentional efforts to close opportunity and achievement gaps. Yet the absence of differentiated growth targets and strategies, a consistent theme across our multi-year reviews of EL practices in LCAPs, continues to represent a missed opportunity to use this tool as a driver of equity. Best practices are already articulated in the California English Learner Roadmap, which emphasizes coherent EL Master Plans, integrated and designated English Language Development (ELD), and authentic family engagement. Embedding and intentionally implementing these practices into district LCAPs could transform them from compliance documents into meaningful equity blueprints.

This report also comes at a time of heightened need. Across California, many of our EL families are experiencing uncertainty, instability, and in many cases, direct harm. Schools remain a critical refuge, and many educators have shown extraordinary leadership in protecting and supporting immigrant students and families during moments of crisis. But showing up for ELs requires advocating for their safety and continuing the steady, intentional work of implementing what we know works for multilingual learners. That means designing LCAPs that set ambitious yet achievable goals, include subgroup-specific metrics, and invest in the instructional and social-emotional supports that ELs need to thrive.

It is our hope that the findings and recommendations presented in this report will serve as a guide for state leaders, county offices, and districts alike. Together, we can ensure that the promise of equity embedded in LCFF and the LCAP process becomes a lived reality for English learners across California.

In partnership,



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EXECUTIVE SUMMARY

California's school funding policy—the Local Control Funding Formula (LCFF)—mandates that Local Education Agencies (LEAs) document goals, actions, services, and funding allocation to support student outcomes via the Local Control and Accountability Plan (LCAP), particularly for high-needs students. This report is the fifth in a series of analyses of LCAPs focused explicitly on English learners (ELs) since the inception of LCFF in 2013. The LCAPs we reviewed over the years are from districts with the largest number and highest percentages of English learners.

Over the past 10 years of these analyses and reports, results continue to reveal that public school districts have missed the mark in detailing explicit support for English learners (ELs). This year's analyses and results continue to tell the same story. Despite the evolution of the LCAP template and increased attempts by the California legislature to require additional transparency and accountability, districts still fall short of articulating metrics, goals, and actions to support ELs. This report presents the analyses of 2024-27 LCAPs from 26 public school districts that serve either high percentages or high numbers of ELs.

Key Findings

The mixed methods analysis revealed these major findings:

- FINDING 1** **District plans for English learners remain generic, with little evidence of exemplary practice.** Across six focus areas, nearly half of rubric ratings were designated as *Weak* and only 4% were rated *Exemplary*. Most districts describe strategies and programs, but few demonstrate depth, coherence, or a clear link to improved outcomes for ELs.
- FINDING 2** **Educational partner engagement is increasing, but is rarely accompanied by differentiated measurable change.** While the vast majority of districts reported sharing data and discussing disparities with families, educators, and students, only about half translated these conversations into differentiated goals and actions for ELs.
- FINDING 3** **Differentiated growth targets for ELs are still the exception, not the rule.** Just half of districts set subgroup-specific goals, and even fewer applied them broadly across metrics. Without accelerated targets, achievement gaps are unlikely to close.
- FINDING 4** **Supports for Long-Term English Learners (LTELs) are limited.** Most districts mentioned LTEL-related actions (such as professional development, interventions, or reclassification procedures), but only one included a specific LTEL goal. With the California School Dashboard now including LTEL outcomes separately, future LCAP cycles will reveal whether districts strengthen intentional planning for this subgroup.

These findings reveal that, while progress has been made, there are seldom plans that include disaggregated EL data and/or demonstrate engagement with education partners to describe actions and services that can be rated as *Exemplary*. Even fewer provide accelerated growth targets for ELs to reduce disparities. New California School Dashboard data on LTELs can potentially put a spotlight on these students, yet it remains to be seen whether these more targeted EL metrics are sufficiently detailed to provide the right guidance, and whether they will motivate districts to implement meaningful changes. The following recommendations call on state and local leaders to strengthen accountability and supports.

KEY RECOMMENDATIONS

State-Level Recommendations

- **Require disaggregation of data for ELs, LTELs, and other EL profiles in the Dashboard and LCAP template** to enable more precise monitoring, targeted programs, services, enrichment and interventions.
- **Update the County Office of Education (COE) LCAP Approval Manual and Differentiated Assistance** support to include explicit requirements that LCAPs identify differentiated goals and metrics for ELs and LTELs. These updates should reflect the intent of LCFF and the California English Learner Roadmap by ensuring that county reviewers examine whether districts are setting subgroup-specific outcomes, addressing persistent disparities, and articulating goals that accelerate progress for English Learners, including LTELs.
- **Sustain and expand EL-focused professional learning beyond the Educator Workforce Investment Grant: Effective Language Acquisition Programs (EWIG: ELAP)**, which will end in June 2026. Future cycles should include explicit alignment to LCAP planning and require external evaluation, similar to the EWIG: Computer Science program.
- **Strengthen the role of the California Collaborative for Educational Excellence (CCEE) in supporting English learners** by encouraging its technical assistance and the System of Support to more explicitly align with implementation of the California English Learner Roadmap and monitoring of EL progress.
- **Strengthen state guidance with the California Department of Education and CCEE** by providing exemplars, models, and technical resources that demonstrate how LCAPs can function as tools for equity-driven strategic planning rather than solely compliance documents, especially during the Differentiated Assistance process.
- **Require the use of a standard definition** for LTELs to include the number of years and limited or stagnant progress. To prevent LTEL status, the template should include a goal to also address students “At-Risk” of becoming Long Term English Learners (AR-LTELs).

District-Level Recommendations

- **Set differentiated growth targets** for ELs, newcomers, dual language learners (DLLs), AR-LTELs, and LTELs that are distinct from “all students” targets, and designed to accelerate gap closure.
- **Include LTEL-specific** Focus Goals or Actions nested within an EL-focused goal to ensure intentional attention and accountability for this student group.
- **Develop and implement targeted supports** tied to these goals, including evidence-based instructional strategies, professional development for teachers of ELs/LTELs, and staffing strategies that increase district and educator capacity.
- **Leverage state and county resources** such as COE, CCEE, and the newly funded Regional English Learner consultants for technical assistance, state-provided exemplars, and model practices from other districts to strengthen planning, implementation, and monitoring of EL-focused goals and actions.



The Search for Equity for English Learners

LCFF History: The Promise of Equitable Funding

In the 2013-14 school year, California began full implementation of the Local Control Funding Formula (LCFF).¹ The LCFF was developed after several years of multi-layered planning, educational partner (stakeholder) engagement, and design. It was developed in the wake of the Great Recession. The LCFF was a bold education finance reform that provided local flexibility and was intended to foster equity by allocating resources based on student needs. LCFF specifically targets four groups—English Learners (ELs), low-income students, homeless students, and foster youth. The LCFF provides each district with a base grant, determined by the size and grade levels of the student population, as well as supplemental and concentration grants that are based on the number of ELs, low-income students, homeless students, and foster youth. The LCFF also promoted democratic engagement by requiring districts to engage parents, teachers, students, and community members in developing the Local Control and Accountability Plan (LCAP), a document that details the district's goals and strategies for leveraging LCFF funds in a commitment to equity and continuous improvement.

“Equal treatment for children in unequal situations is not justice.”

Governor Jerry Brown in his
2013 State of the State Address

While some research has suggested improved outcomes for students as a result of the LCFF,² the evidence is limited on the impact of LCFF on ELs.

While one study found the achievement gap narrowed through third grade, based on data through 2019,³ another study found no significant effects on English proficiency or reclassification, and negative effects on math and English Language Arts (ELA) standardized tests.⁴ This finding, though disheartening, is not surprising given our prior findings from LCAP analyses that show little evidence-based programming being implemented by districts to support ELs.

LCAP Reviews: The Drive to Strengthen Equity and Accountability

A year after the LCAP was first implemented, the Center for Equity for English Learners (CEEL), in partnership with Californians Together, led a study to investigate to what degree the actions and services in LCAPs demonstrate funding priorities, program development, and educational partner (stakeholder) engagement based on research-based practices for achieving language proficiency and improving the academic achievement of ELs. The inaugural report, published in 2015, was written as a call to action for local and state policymakers. It sought to engage and inform policy and practice at the local and state-levels to strengthen LCAP development and program implementation for ELs.

Ten years later, this report continues this tradition, analyzing how California school districts create and implement LCAPs to support ELs. This report provides insights for local and state policymakers and districts, highlighting the ways in which LCAPs attempt to support ELs and the areas where this accountability system still needs to evolve to deliver on the promise of educational opportunity for English learners.

LCAP Changes: The Evolution of Policy to Support ELs

Over the last few years, the LCAP template has been refined in ways that hold promise for improving how California districts support ELs. The 2023–24 template required all local education agencies (LEAs) with a significant English Learner population to include specific actions related to, at a minimum, describing their language acquisition programs (as defined in EC Section 306) and professional development for educators of English Learners.⁵ The 2024–27 template goes further, requiring LEAs to include actions in the LCAP to address any instance where a school or student group within the LEA performs at the lowest level on one or more state indicators on the California School Dashboard.

The three-year LCAP template requires districts to demonstrate how they “address and reduce disparities in opportunities and outcomes between pupil groups” performing at the lowest level on state indicators, as set forth in Education Code (EC) Section 52064(e)(1). This deepens the accountability framework by requiring districts to document not just actions, but their rationale and intended impact on closing equity gaps. Yet, as with earlier reforms, its impact will depend on whether it drives transformative changes in classroom practice or remains primarily a procedural exercise for districts.

These shifts in the LCAP template are accompanied by new state reporting requirements. Beginning in 2024, the California School Dashboard separately reports outcomes for Long-Term English learners (LTELs)—students who have been classified as English learners for seven or more years—across all state indicators. LTELs now appear distinctly in measures such as Suspension Rate, Graduation Rate, College/Career Indicator (CCI), Chronic Absenteeism, Academic Performance, and the English Learner Progress Indicator (ELPI). Previously, LTEL outcomes were reported only within the broader EL category, limiting districts’ ability to monitor progress and tailor supports for this subgroup.



This report examines how districts responded to the recent changes in the LCAP template by analyzing a sample of district plans.⁶ Specifically, this report seeks to answer the following questions:

- 1 How did policy changes in the LCAP template result in greater evidence of equity for ELs in districts with high numbers/percentages?
- 2 To what degree were the needs of the different EL profiles, including LTELs, considered when identifying actions addressing language programs and professional development specific to these student subgroups?
- 3 Did the districts identify metrics to reduce the disparities in outcomes and opportunities between ELs and other student groups?
- 4 How were educational partners engaged in the development of a plan to address and reduce the disparities of opportunities and outcomes between ELs and other student groups?

The report also spotlights three districts that demonstrate promising approaches for supporting English learners. These examples highlight concrete ways districts are taking action to support ELs.

LCAP Evaluation: **Our Approach to the Analysis**

District Sample

To create our sample of districts for review, we identified 26 districts that had either a high number of ELs ($\geq 1,000$ students) or a high percentage of ELs ($>42\%$ of the student population and at least 700 students), based on 2023-2024 English learner enrollment data from DataQuest⁷ (Appendix A). These data were pulled from the 2023-2024 school year because districts used 2023 Dashboard data to establish baseline data and develop goals, actions, and services in collaboration with educational partners during the first year (2024-25) of the 2024-2027 LCAP cycle. Charter schools were excluded in this data, as they are not included in the sample districts' LCAPs. The sampled districts were consistent with the distribution of ELs statewide and were representative of all regions, including Geographic Lead Agencies (Geo Leads)⁸ and informed by California County Superintendents Regions⁹ (see Figure 1). All 26 districts were included in the previous CEEL LCAP studies.¹⁰ Fourteen of the sampled districts served high school students.

FIGURE 1

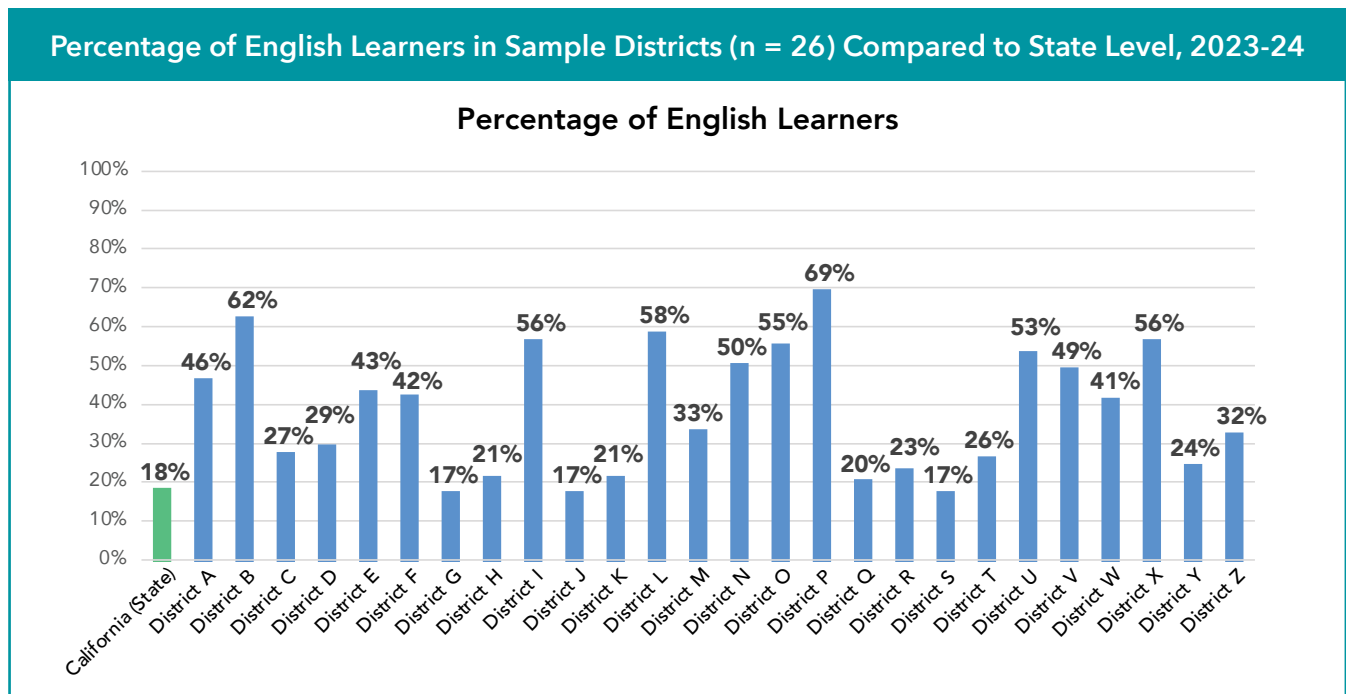


Sources: Esri, TomTom, Garmin, FAO, NOAA, USGS, (c) OpenStreetMap contributors, and the GIS User Community, Esri, USGS



Figure 2 illustrates the distribution of sampled districts and their percentage and numbers of EL enrollment levels relative to the state average. While the statewide average EL enrollment is 18%, the sampled districts ranged from 17% to 69%, with an average of 38%.

FIGURE 2



ELs are classified as LTELs in grades 6-12 after having been enrolled for six or more years and remaining at the same English language proficiency level for two or more consecutive years prior, or having regressed to a lower English language proficiency level, as determined by the English Language Proficiency Assessments for California (ELPAC), without being reclassified (EC. Section 313.1). This means that while districts with high schools are more likely to have higher numbers of LTELs, ELs may be labeled as LTELs as early as middle school.

Figure 3 compares the percentages of ELs classified as LTELs in each sample district that does not include high schools (n = 12) to the statewide percentage of middle school ELs classified as LTELs. Half of the sampled districts without high schools have rates of LTELs that exceed the statewide rate of LTELs in middle schools.

FIGURE 3

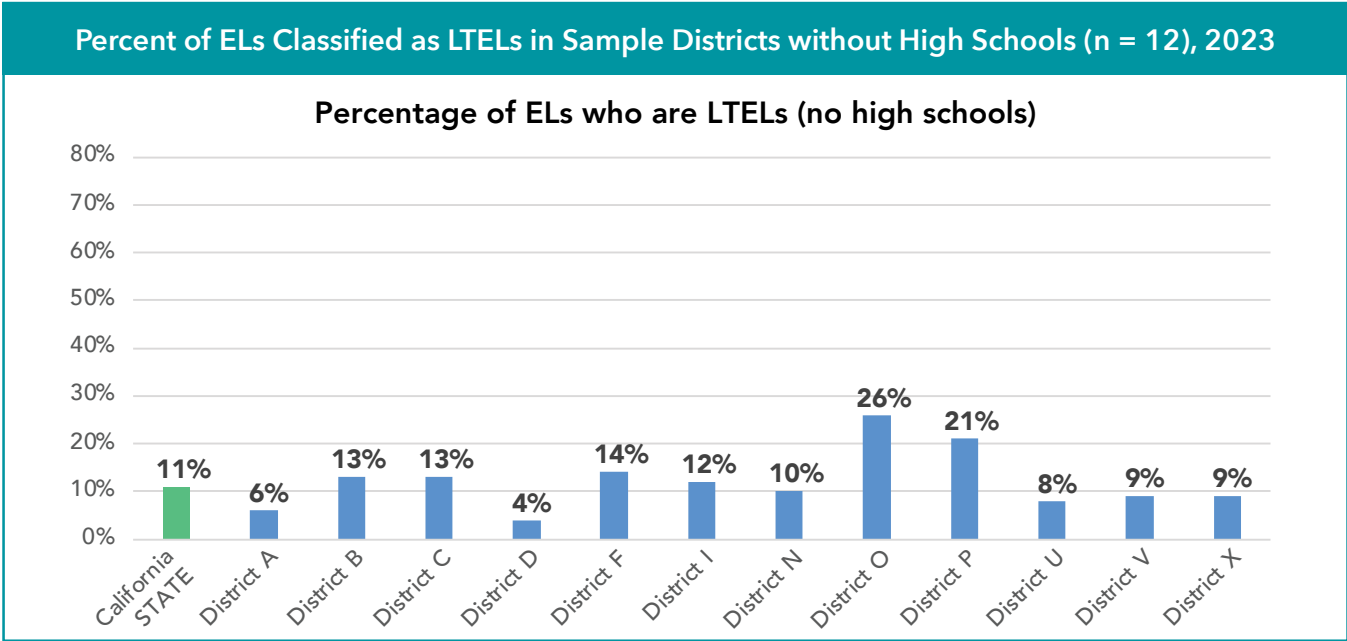
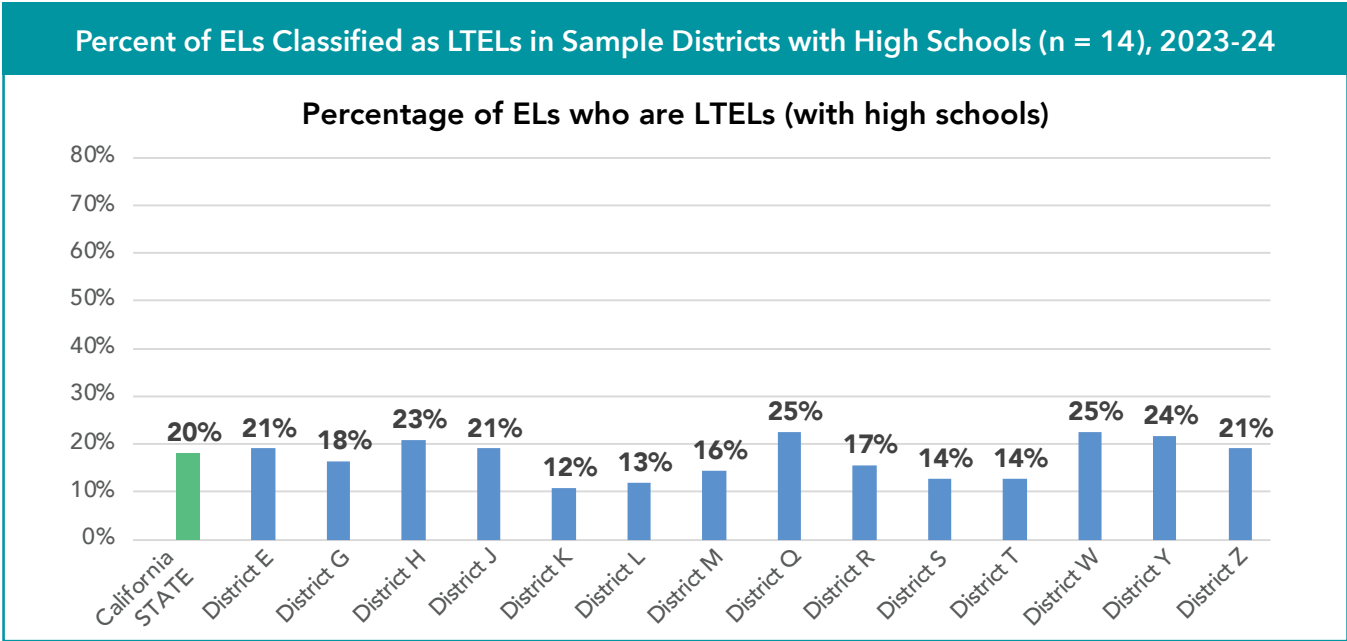


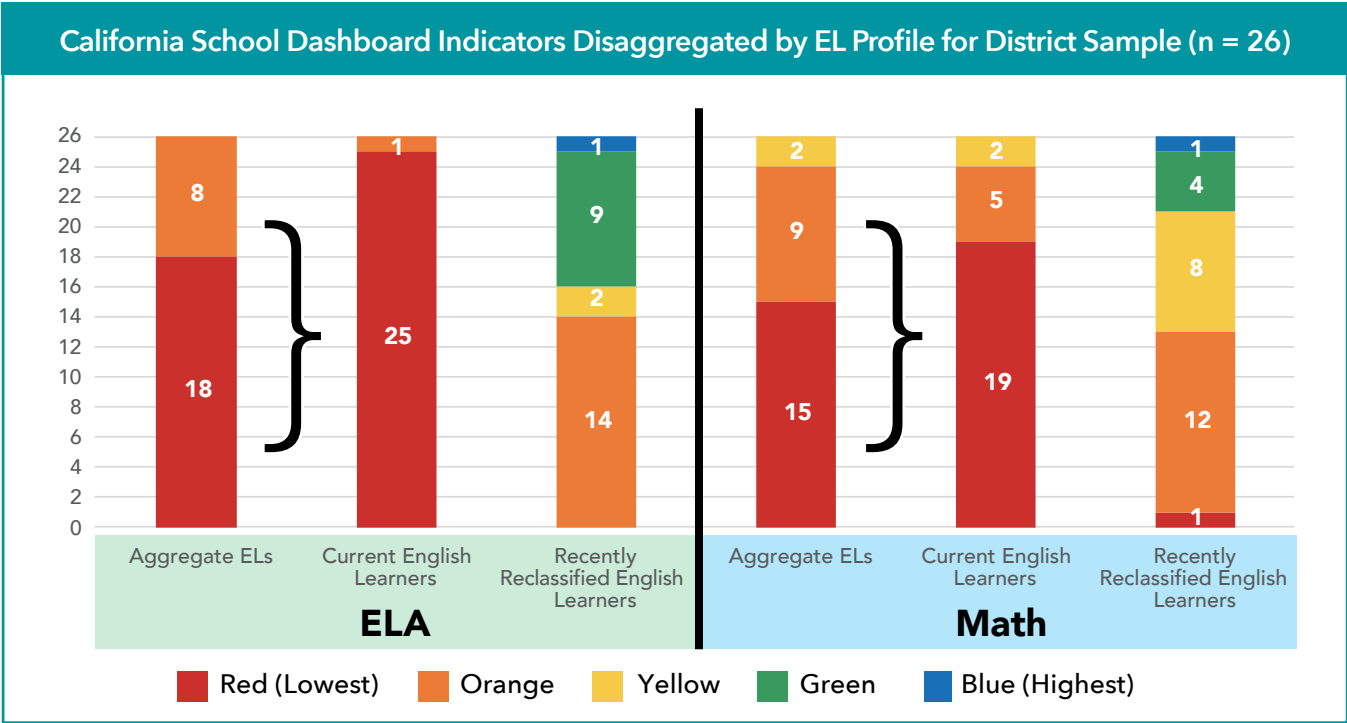
Figure 4 compares the percentage of ELs classified as LTELs in each sample district that includes high schools (n = 14) to the statewide total percentages of ELs classified as LTELs. Half of the sampled districts that include high schools have rates of LTELs that equal or exceed the statewide rate of LTELs at all grade levels.

FIGURE 4



To better understand the needs of ELs in the sample districts, we analyzed two California School Dashboard¹¹ indicators. On the Dashboard, colors represent performance levels: blue (highest), followed by green, yellow, orange, and red (lowest). These colors indicate how well districts are meeting state indicators. Although the Dashboard reports colors only for ELs as an aggregate group, disaggregating into “Current ELs” and “Recently Reclassified English Learners” (RFEs) highlights key areas of need in ELA and mathematics, as shown in Figure 5. All but one of the sampled districts are rated at the lowest performance level (“red”) in ELA for current ELs, and 19 of the districts (73%) have current ELs rated at the lowest performance level in mathematics.

FIGURE 5



Source: 2023 California Dashboard

LCAP Rubric Updates

For this report, the *English Learner Research-Aligned* LCAP Rubrics used to analyze the LCAPs from the 2022 report¹² were revised to reflect recent policy changes and to ensure alignment with the 2024-2027 LCAP template¹³. The revised LCAP Rubrics can be found in Appendix B, along with our Crosswalk of LCAP Rubric Focus Areas, State Priorities and EL Roadmap Principles.

These updates emphasize:

- Specialized programs designed to meet the needs of LTELs.
- A focus on “expected academic growth targets for ELs” to align with the LCAP requirement that LEAs “identify metrics for specific student groups [e.g., English learners], as appropriate, including expected outcomes that address and reduce disparities in outcomes between student groups”.¹⁴
- An expanded definition of a “Comprehensive PD Program for Teachers of ELs” to explicitly include teachers of LTELs in response to LCAP requirements that professional development actions address both ELs and LTELs.¹⁵

- Attention to evidence indicating that, “data on disparities were shared, and ways to reduce them were discussed with educational partners” consistent with LCAP instructions that states:

“Significant and purposeful engagement of parents, students, educators, and other educational partners...should support comprehensive strategic planning, particularly to address and reduce disparities in opportunities and outcomes between student groups...”¹⁶

This statement underscores that “reducing disparities between student groups” includes LTELs as a subgroup of ELs.

In summary, the revised *English Learner Research-Aligned LCAP Rubrics* are designed to ensure that the analysis more accurately reflects updated state policy expectations, and provides a sharper focus on advancing equity for English learners and Long-Term English Learners.

Approach to Examining LCAPs

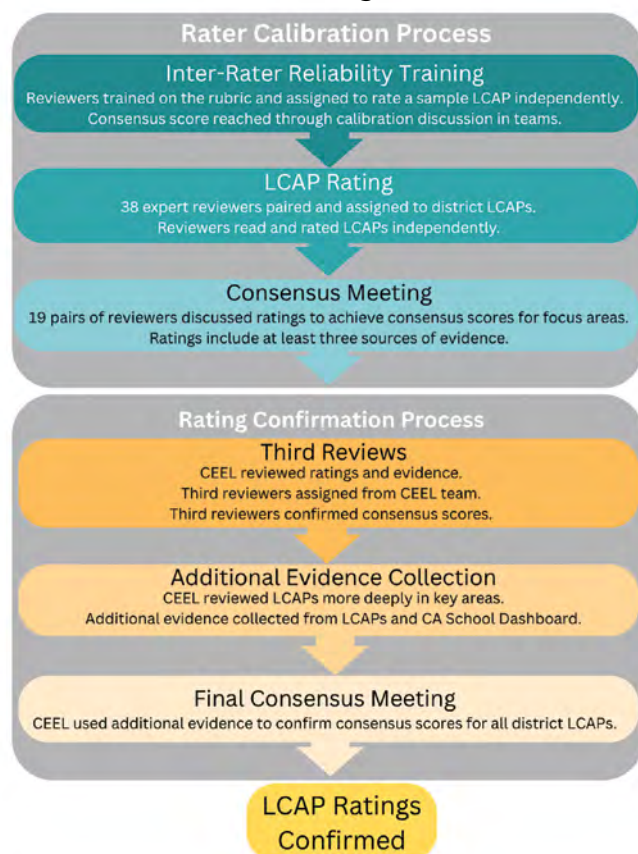
A panel of 38 reviewers (Appendix C) representing California educators, researchers, and advocates convened to analyze the 2024-2027 LCAPs in January 2025. The reviewers represented advocacy groups, districts, and nonprofit organizations and engaged in a series of calibration and rating processes.

CEEL conducted two calibration sessions to train reviewers and ensure familiarity with CEEL’s *English Learner Research-Aligned LCAP Rubrics* (2024-2027) which were used to examine evidence in the selected LCAPs. The rubrics, aligned to recent revisions in the state’s LCAP template and instructions, represent key facets of comprehensive programs for ELs. The indicators were explained across a four-point rating scale ranging

from low to high: *No Evidence*, *Weak*, *Good*, and *Exemplary* (the full approach is detailed in Appendix B). For this cycle, updates to the CEEL LCAP Rubrics include refining criteria on LTEL programs, gap reduction, and professional development; adding an item to ensure disparities and strategies to reduce them were explicitly addressed with educational partners; and renaming “Stakeholder Input” to “Educational Partner Input” to reflect current state terminology. For all LCAP rubrics and a comparison of the rubric focus areas, state priorities, and California English Learner Roadmap Principles, see Appendix B.

To ensure consistency in rating LCAPs across all districts, reviewers practiced rating a sample district LCAP using the rubrics to establish inter-rater reliability. Subsequently, the reviewers were partnered to form teams who first independently read and rated their assigned LCAP and then paired up to discuss ratings and agree upon a consensus rating for each of the six Focus Area Rubrics. Reviewers also documented key evidence for the assigned rubric ratings using excerpts from the district LCAP narratives.

FIGURE 6 LCAP Rating Process



CEEL researchers then reviewed the initial ratings and identified select district rubrics (either partial or entire district rubrics) for a third review where inconsistencies or insufficient evidence were noted. The third round of ratings was conducted internally by CEEL researchers and compared against the consensus established by the original reviewers. In a few cases, ratings were revised to ensure greater calibration and consistency.

Additionally, because of the priority emphasis placed on gap reduction and LTEL Programs, the CEEL team conducted internal calibration of ratings for these categories to gather additional evidence and confirm ratings. These category ratings were compared to the Focus Area consensus scores (Focus Area 3 for Gap Reduction, Focus Area 2 for LTEL Programs) to ensure proper weighting had been considered and minor changes were made as a result of this additional review.

After all LCAPs were rated and reviewed, CEEL researchers compiled all rubric ratings to identify patterns, trends, and evidence of increased or improved services for English Learners including LTELs (Figure 8).



Approach to Examining Gap Reduction

Additional analyses were conducted on the LCAPs to better understand efforts to reduce the gap in outcomes between ELs and their peers. Underlying this analysis is the assumption that closing achievement gaps for ELs requires a sequence of intentional steps. First, districts must identify relevant metrics to monitor progress. Next, districts should disaggregate these metrics by student subgroup (e.g., ELs and LTELs) to see where gaps exist. Finally, once gaps are understood, districts can set differentiated Year 3 targets that are tailored to close those gaps. Without this stepwise approach, uniform targets applied to all students may raise overall performance but still leave disparities intact, because ELs and LTELs need accelerated growth compared to their peers in order to close gaps.

For these analyses, all 26 LCAPs were reviewed and each metric included in the documents was evaluated with a series of Yes/No questions:

- 1 Was the metric mentioned in the LCAP?
- 2 Were ELs disaggregated in the data?
- 3 Were LTELs disaggregated in the data?
- 4 Were differentiated growth targets set for ELs compared to the aggregate All Students group?
- 5 Were differentiated growth targets set for LTELs compared to the aggregate All Students group?

In addition to ELs and LTELs, few ($n = 3$, 12%) districts disaggregated data for students “At Risk” of becoming Long Term English Learners (AR-LTELs), RFEPs, current ELs, and/or English Learner Students with Disabilities (EL SWD). We thus limited the focus of the analysis to ELs and LTELs.

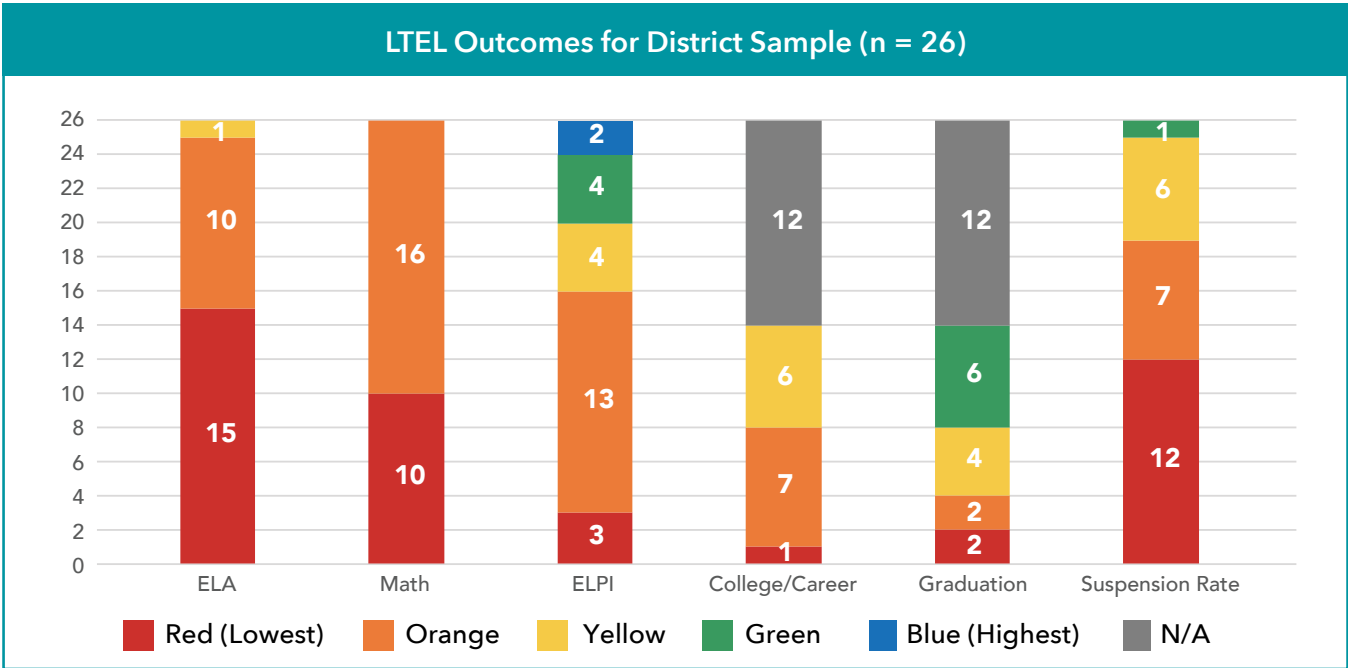
Questions 4 and 5 were scored by comparing the baseline and Year 3 target metrics in the LCAPs for ELs, LTELs, and the All Students group. If the growth targets for ELs or LTELs were higher than those for All Students (indicating an intentional effort to close the achievement gap), the item was marked “yes.” In cases where ELs or LTELs already performed as well as or better than the All Students group at baseline, the metric was recorded as “no gap” rather than requiring differentiated growth targets.

Approach to Examining LTEL Programs

Evaluation of LTEL Programs in the LCAPs centered on Focus Area 2, which addresses program and course access. LTEL programs were given priority in the overall focus area rating to reflect the study’s emphasis on supports for LTELs (EC Section 52052).

Findings from the 2024 California Dashboard (Figure 7) indicate that LTELs underperform in ELA and mathematics across districts, and in college/career preparation in high schools. LTELs perform better on some metrics in a few districts such as graduation and suspension rates. However, most districts show yellow or worse performance. These data for the 2024 Dashboard data were not available to districts during the development of the 2024–27 LCAPs. We share these data to provide contextual information but did not use them to evaluate the LCAPs.

FIGURE 7

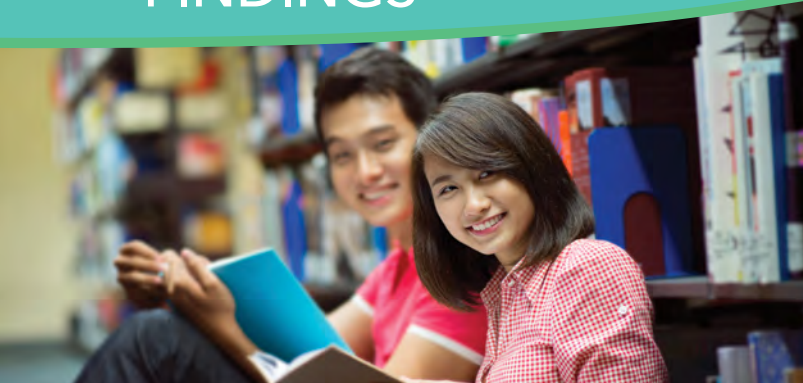


Source: 2024 California Dashboard Key Indicators

To identify trends in LTEL policy planning across LCAPs, we used a mixed-methods approach that allowed us to: (1) quantify the number of goals and actions that explicitly targeted LTELs or ELs more generally and (2) thematically code qualitative evidence from Focus Area 2 rubrics to identify trends in programming.

District Spotlights

We developed district spotlights by conducting case studies of three districts that demonstrated promising practices for English Learner support. We use the term spotlight as a brief narrative that illuminates promising examples rather than exemplary practices for the focus areas of this report.¹⁷ Districts were selected based on their rubric ratings and evidence of coherence among actions, services, and outcomes. For each case, CEEL researchers reviewed the district’s LCAP in greater depth to examine how EL goals were articulated, how actions and services were aligned, and whether outcomes were connected to these supports. These spotlights provide concrete illustrations of LCAP design and implementation, intended to inform both research and practice.



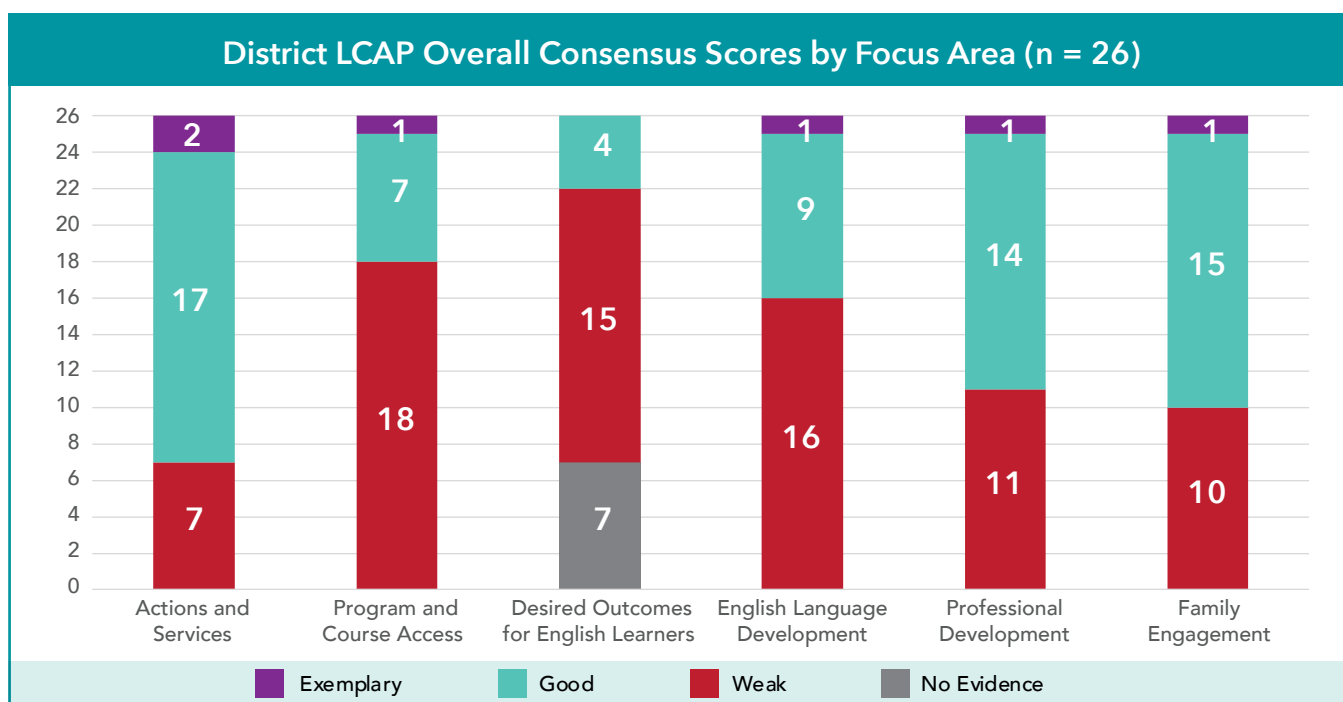
Missed Opportunities in Advancing EL Equity

Overall Ratings: Some Progress, Ongoing Challenges

Out of 156 total rubric ratings (26 districts × 6 rubrics) of district LCAPs across six focus areas, the majority fall in the *Weak* (77, ~49%) or *Good* (65, ~42%) categories (see Figure 8 below). Very few districts are *Exemplary* (7, ~4%) or *No Evidence* (7, ~4%). These ratings suggest districts overall are doing something in most areas, but rarely is it strong enough to be exemplary practice. In many cases, districts provided weak evidence or none at all.

Seventy three percent of districts (n = 19) received *Good* or *Exemplary* scores in Focus Area 1 – Actions and Services. These ratings suggest districts are generally able to describe the specific strategies, programs, or activities they plan to implement to meet goals and improve outcomes for students. In contrast, for Focus Area 3 – Desired Outcomes for English Learners, 84 percent of districts received scores of *Weak* or *No Evidence*. This points to a systemic challenge: districts are struggling to articulate differentiated outcomes for ELs and LTELs, or to connect services to measurable progress. In addition, the lack of *Exemplary* ratings underscores that few districts have fully integrated, high-quality EL strategies across focus areas.

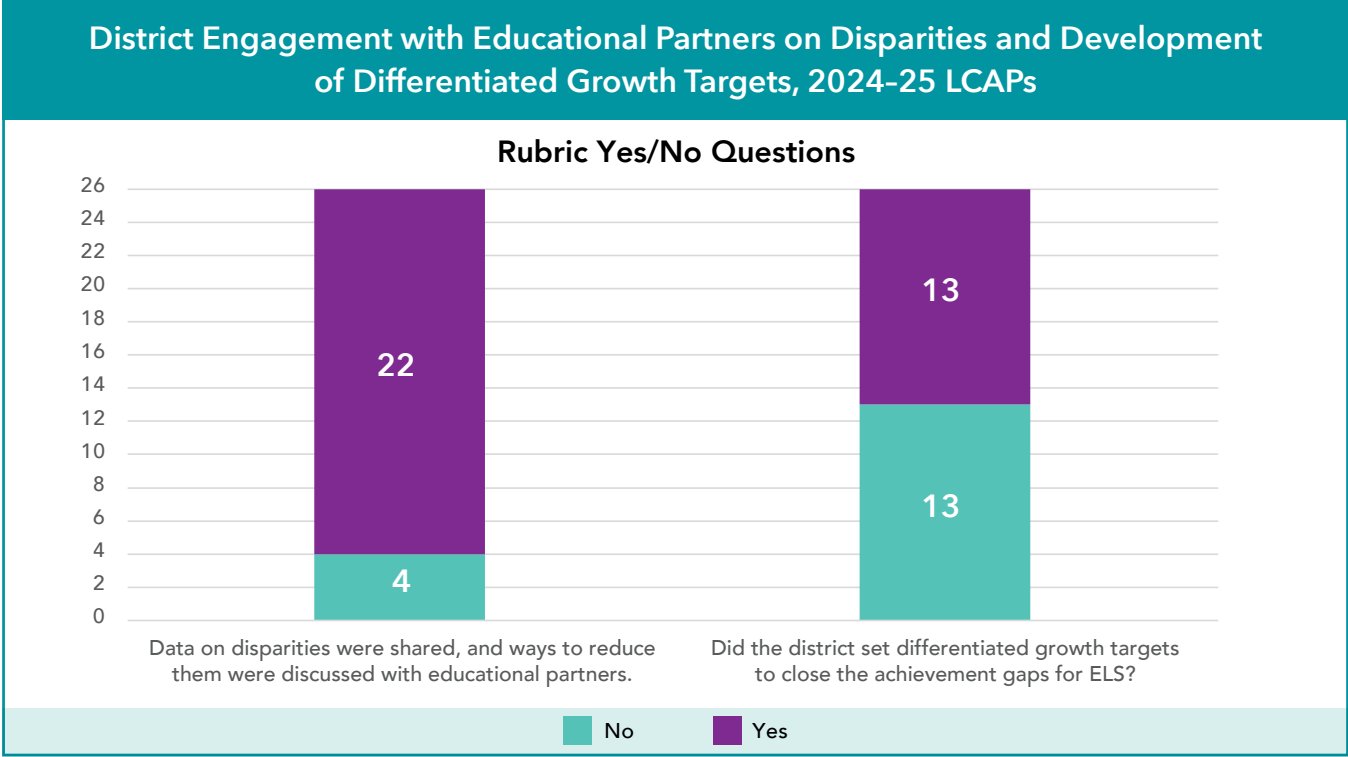
FIGURE 8



Educational Partners: Engagement without Consistent Action

The 2024-27 LCAP rubric for Focus Area 6 - Family Engagement added a new Yes/No item asking whether data on disparities were shared and ways to reduce them were discussed with educational partners. This additional item signals the state's expectation for more intentional engagement with parents, educators, and students. As shown in Figure 9, most districts (85%) reported doing so. Districts reported engaging with partners in different ways, including developing packets of information to share, attending parent meetings to explain the data and gather feedback, hosting focus groups and roundtable discussions, administering surveys, and engaging in needs assessments. Districts described incorporating feedback from Educational Partners into their LCAPs. Indeed, some districts explicitly referenced this feedback in their goals and actions. See the District Spotlights for additional examples of engagement with educational partners.

FIGURE 9



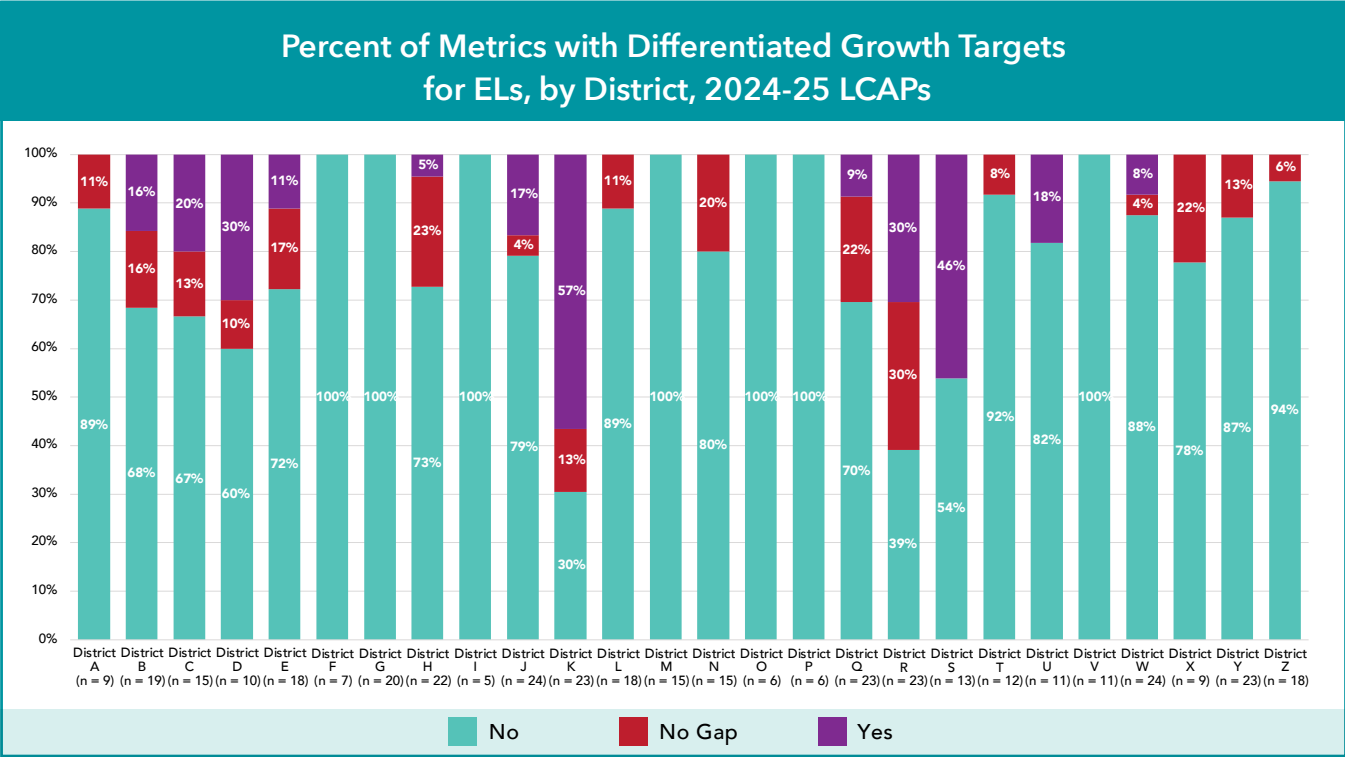
While it is promising that districts are having conversations about disparities with partners, our analysis suggests these conversations do not always translate into concrete goals or actions to close the achievement gap. We find that just half of the districts set differentiated growth targets for ELs in at least one metric, suggesting that partner discussions are not consistently driving measurable action to improve outcomes for students who are furthest behind.

Gap Reduction: Absence of Differentiated Growth Targets for ELs

Overview

Overall, a majority of districts (53%) did not set differentiated Year 3 growth targets for ELs in their LCAPs. Figure 10 shows, in percentage terms, the share of metrics for which each district set differentiated growth targets for ELs allowing comparisons across districts despite variation in the total number of metrics developed. While all districts included the minimum state-required metrics, some included additional ones. Among the 26 districts that set differentiated targets in at least one metric, three applied them to fewer than 10% of metrics, five applied them to 11–20%, and four applied them to 30% or more. Without differentiated growth targets, districts lack the information and focus needed to monitor EL progress, making it less likely strategies will be developed to accelerate learning and close persistent achievement gaps.

FIGURE 10



Findings by State Priorities

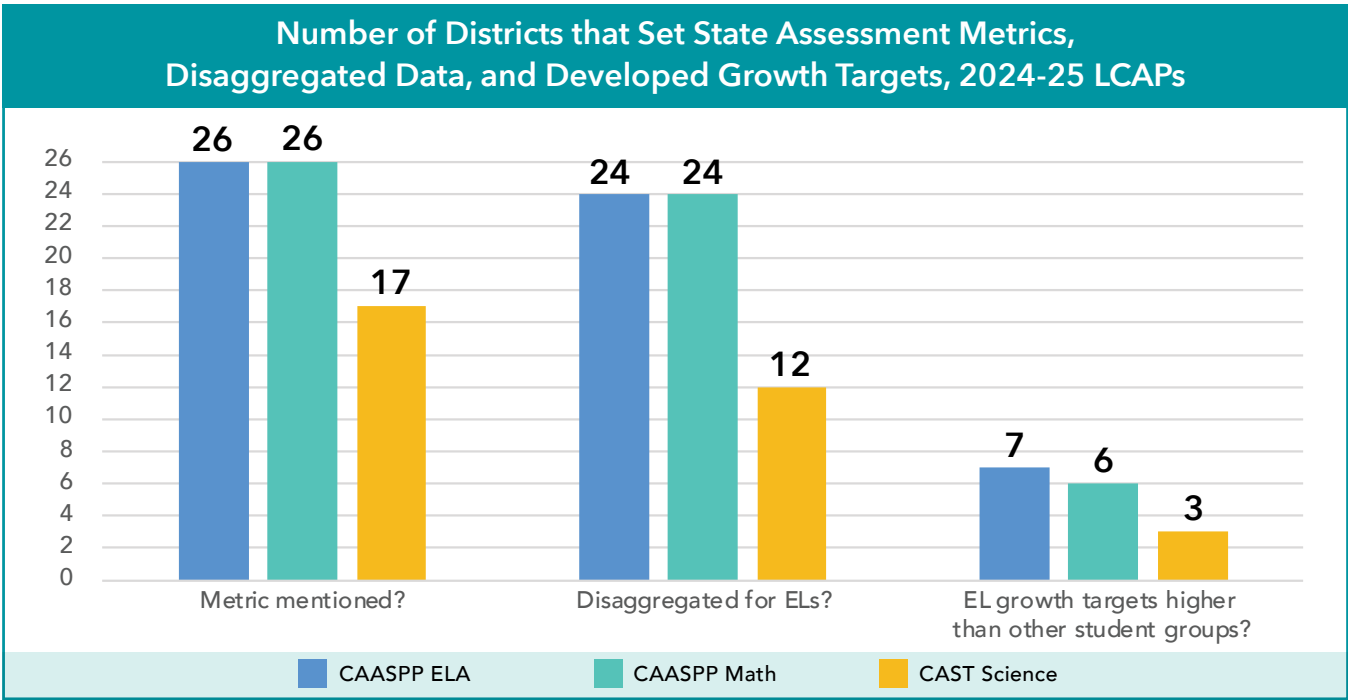
Our analysis shows that districts developed metrics for some state priorities and often disaggregated data for ELs. This finding is promising in that it indicates some attention to disparities. However, few districts set differentiated growth targets for ELs. Without group specific goals, ELs may improve but not fast enough to close gaps with their peers. As a result, existing achievement gaps are likely to persist. Below we present results by priority area.

FINDINGS: Priority 4 – Student Achievement

This priority focuses on whether districts are monitoring and setting goals for EL performance on state assessments.

State Assessments. All districts included metrics for ELA and mathematics achievement. Most districts (92%) disaggregated state assessment data for ELs, reflecting interest in achievement differences (see Figure 11). Yet only 26% set differentiated growth targets for ELs in ELA, 23% in math, and 12% in science.

FIGURE 11

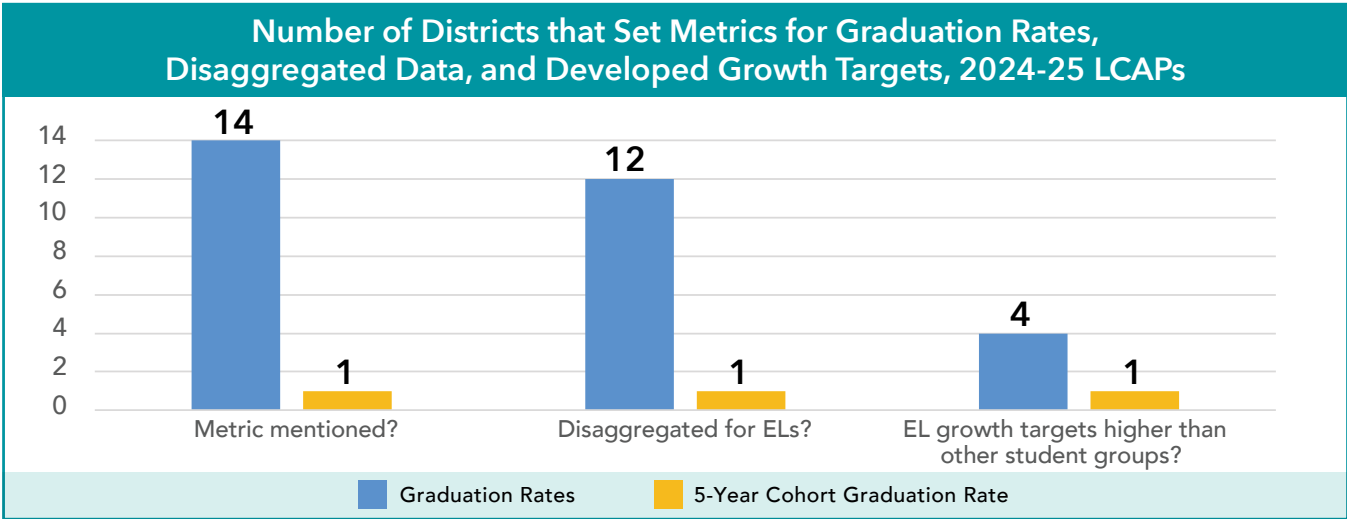


FINDINGS: Priority 5 – Student Engagement

This priority captures how districts measure ELs’ connection to school through graduation, attendance, and chronic absenteeism.

Graduation. Twelve of the fourteen districts serving high school students disaggregated graduation data for ELs (see Figure 12). About one-third also set differentiated growth targets, though only one district applied this to the five-year cohort graduation rate.

FIGURE 12

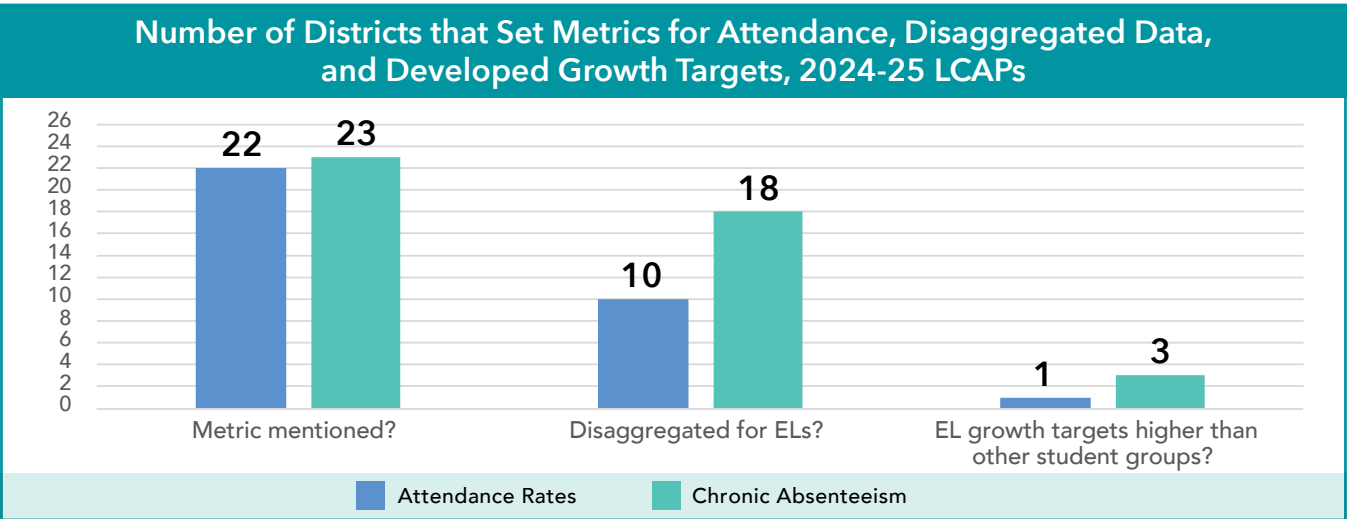


Attendance. Only 10 districts disaggregated attendance data for ELs, compared to 18 that did so for chronic absenteeism (see Figure 13). In a few districts, ELs had stronger outcomes than their peers, with 6 districts reporting higher attendance rates and 10 districts reporting lower rates of chronic absenteeism. Still, districts rarely set higher growth targets in this area for ELs (n=4).

★ **Bright Spot**

6 districts show that there were no gaps between ELs and All Students in attendance rate and 10 districts show no gaps between ELs and All Students in chronic absenteeism.

FIGURE 13

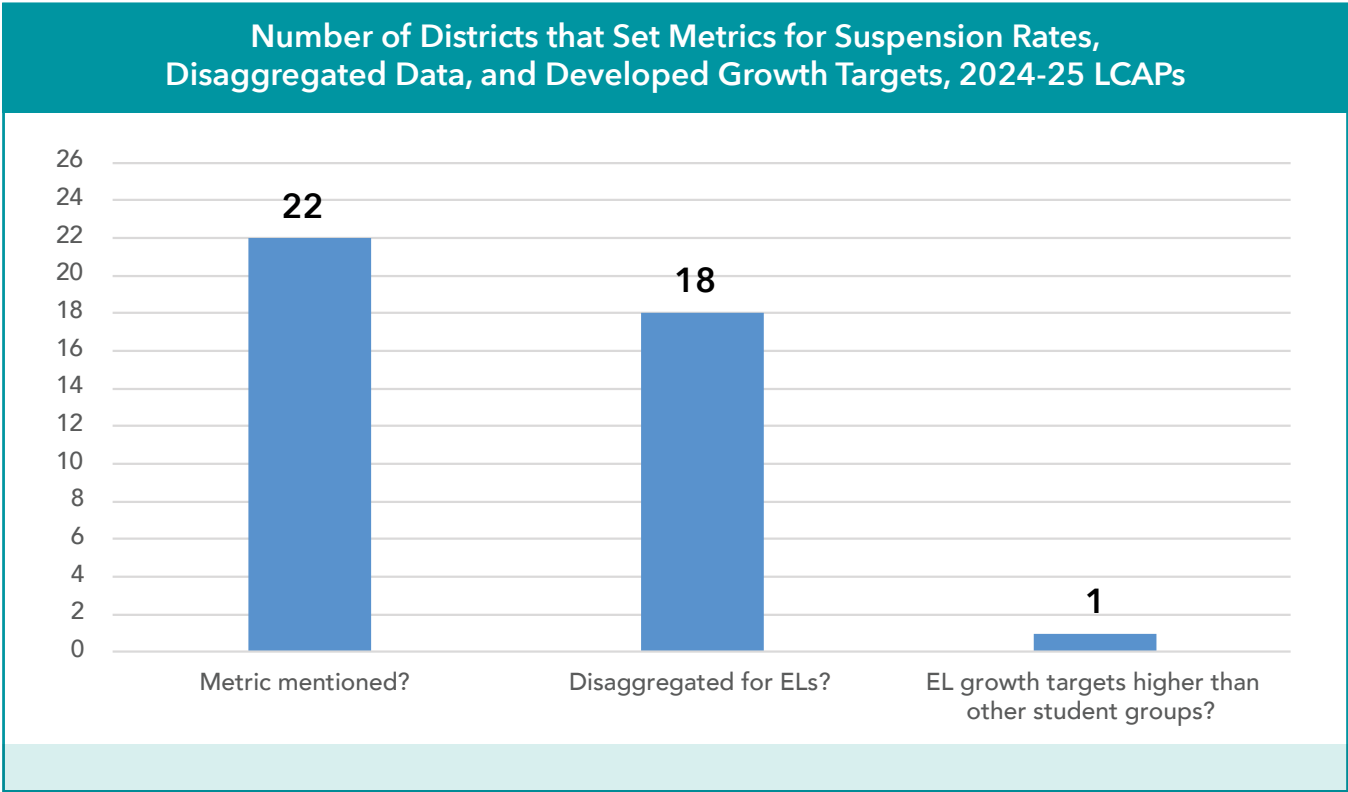


Priority 6 – School Climate

This section examines how districts report and set goals for EL suspension rates as an indicator of school climate.

Suspension. Most districts (18 of 22) that included suspension data in their LCAPs disaggregated the data for ELs (see Figure 14). Although only one of these districts set higher growth targets for ELs. In many districts, ELs (n=15) were already equal to or outperforming the aggregate *All Students* data. The fact that ELs are already at or above the level of the aggregate *All Students* group in suspension, attendance, and chronic absenteeism in several districts, brings extra context to the issue of achievement gaps for ELs. ELs are not falling behind in academic outcomes due to missing classes - rather due to various factors other than attendance.

FIGURE 14

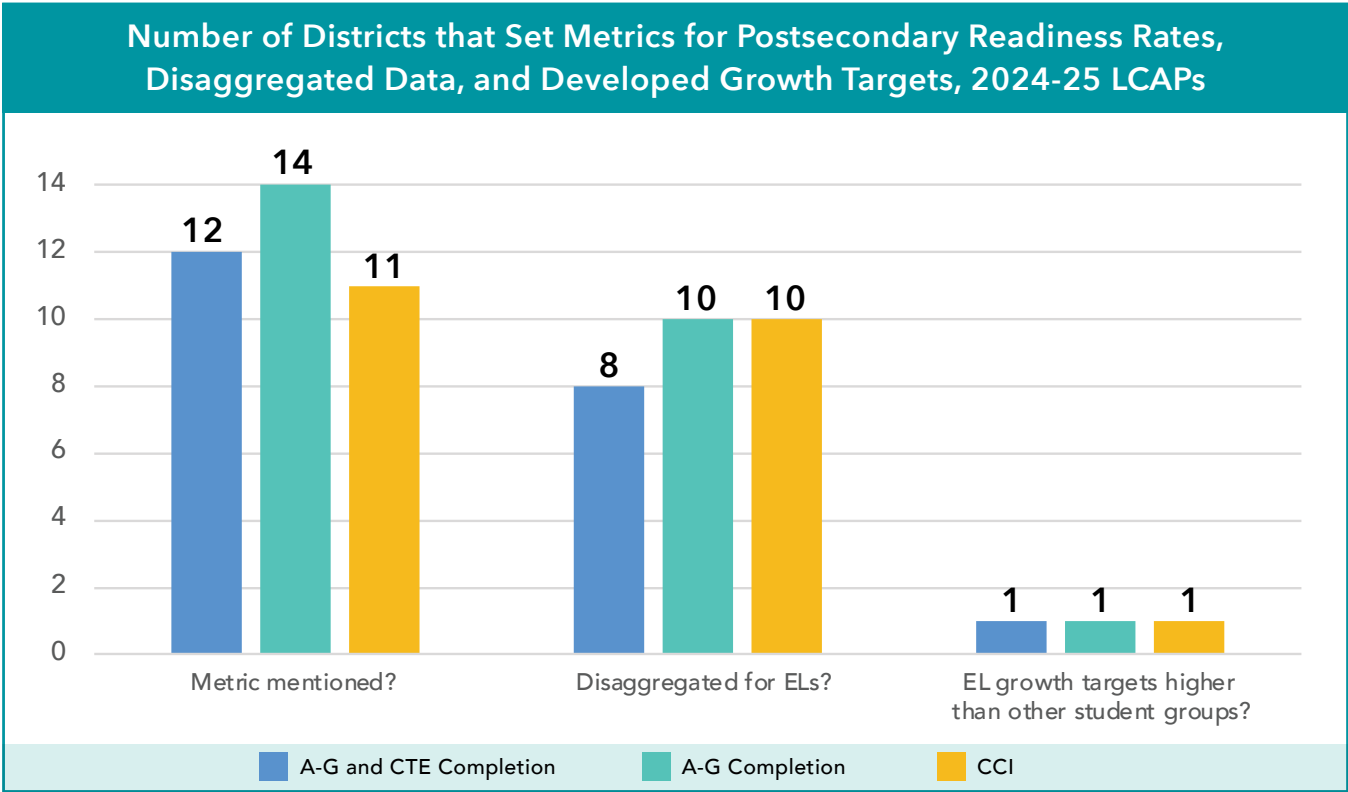


Priority 7 – Outcomes in a Broad Course of Study

This priority looks at whether districts are tracking and setting goals for ELs’ readiness for postsecondary opportunities.

Postsecondary Readiness. Postsecondary readiness in the LCAP is measured by students completing a series of courses (represented as A-G completion) required for eligibility to apply to California’s public university systems, completing Career Technical Education (CTE) pathways, and meeting the College/ Career Indicator (CCI). Of the 14 districts serving high school students in our sample, eight disaggregated data for ELs on A-G completion, 10 on A-G/CTE completion, and 10 on CCI (see Figure 15). Yet, only one district set higher growth targets for ELs in postsecondary readiness, aiming to close the gap of postsecondary readiness.

FIGURE 15



Early Steps in LTEL Data Disaggregation

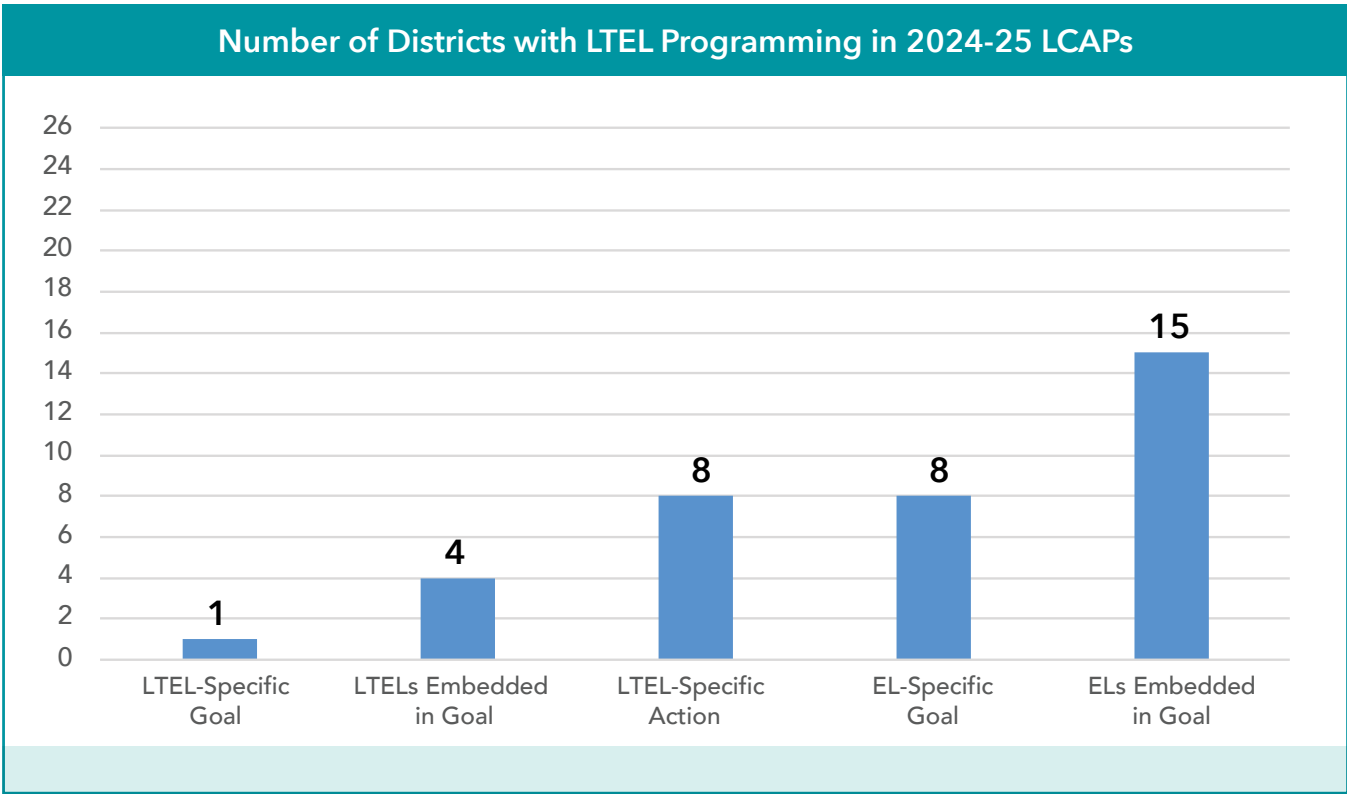
The California School Dashboard reported LTEL data for the first time in 2024. Although districts were not required to include it in their 2024-2027 plans because they used 2023 Dashboard baseline data, a few districts moved ahead on their own. Four districts disaggregated LTEL data for CAASPP ELA and mathematics, but only one of these set differentiated growth targets in each subject. This reflects a broader pattern in which data are disaggregated but not used to drive strategies that accelerate LTEL progress. For most districts, the absence of LTEL data reflects timing, not lack of attention. Districts are required to have actions describing the language acquisitions program for LTELs and PD for teachers of LTELs in the Year 2 (2025-26) LCAP if the LEA has 15 or more LTELs.

LTEL Programs: Limited Goals, Inconsistent Supports

Quantitative Findings

District attention to LTELs is reflected in explicit goals, embedded goals, or targeted actions focused on this subgroup. When LTELs are folded into the broader EL category, it is unclear whether districts are intentionally addressing their specific needs. In our sample, only one district included a goal specifically for LTELs. Four districts embedded LTELs within broader EL goals, and eight included actions for LTELs without a corresponding goal.

FIGURE 16





Qualitative Findings

Similarly, naming specific supports for LTELs signals intentional focus on their needs. In our sample, 22 of 26 districts described some form of LTEL support in their LCAPs. Common practices included using data to inform instruction, implementing differentiated and targeted interventions, providing professional development focused on LTELs, and improving reclassification procedures.

Use of LTEL Data

Many districts described the use of LTEL data for various purposes. Four districts used data to monitor LTELs and reclassification rates. One district held data-focused collaboration meetings to identify students at risk of becoming LTELs and provide more intensive interventions. Two districts described methods of data analysis to identify areas of need for LTELs; the other two districts described using data on LTEL students to inform instruction.

LTEL-Specific Supports

Five districts described methods of differentiated instruction and targeted intervention specifically for LTELs, such as after school EL literacy support. Another 11 districts mentioned LTEL supports but did not describe them in detail.

Staffing

Five districts hired staff to support LTELs and even students at-risk of becoming LTELs, including instructional certificated staff and personnel to develop programming and professional development.

Professional Development Focused on LTEL Supports

Ten districts provided professional development to teachers specifically on how to support LTELs. Professional development topics included understanding of language equity issues for LTELs, linguistic needs of LTELs, methods to differentiate instruction, and development of procedures to monitor student progress.

Improved Procedures for Reclassification

Three districts described improved reclassification procedures for quicker pathways to fluency for LTELs. One district described how they had collaborated with their special education department to ensure students with disabilities had equitable procedures for reclassification.

Trending Towards Equity and Policy

In the following section, we highlight three districts with promising practices for EL and LTEL supports. Each spotlight includes a graph of the **district's overall focus area rubric ratings (outer circle)** and the **focus area rubric priority emphasis category ratings (inner circle)** that informed them (see Figure 17, Figure 18, and Figure 19). In many cases, discrepancies between these inner and outer ratings indicate areas for further improvement to achieve full policy coherence. Nonetheless, these districts present examples of intentional planning in their LCAPs related to educational partner engagement, gap reduction, LTEL programs, and professional development.

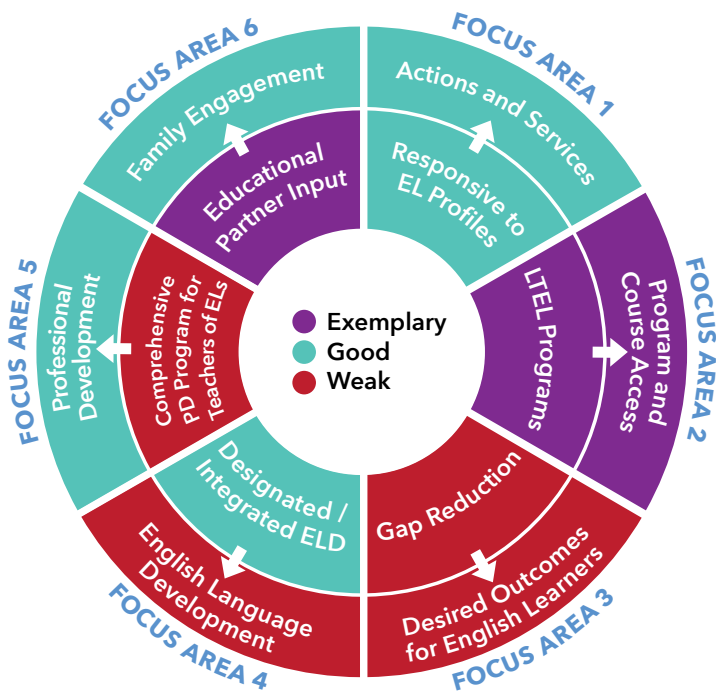
Spotlight on District W: Striving for Coherence

Demographics. District W is one of the fifteen largest districts in California serving approximately 40,000 TK-12 students. Nearly 42% of the students are ELs with 25% identified as LTELs. Spanish, Vietnamese, and Khmer are the most common languages spoken at home. The district is in Year 1 of Differentiated Assistance.

Background

Starting with the 2024-2027 LCAP, District W has committed to an ambitious Framework for the Future, focusing on a systemic approach to producing the type of high school graduate who can communicate, collaborate, and participate fully in their community, and the global economy. This Framework serves to integrate the various strategic plans being implemented in the district. It also describes their instructional model to be implemented in the three years of this LCAP cycle. The district is making great efforts to increase educational partners' involvement, to provide equitable quality educational programs for ELs, and to provide services that recognize and differentiate for the various EL profiles.

FIGURE 17
District W Focus Area and Priority Emphasis Category Ratings



Addressing the Major Changes in LCAP Policy

Educational Partners Engagement: Lost in Translation.

District W conducted six community “Listening Sessions” across various formats to maximize accessibility, along with sessions at the district and school sites with staff and students. Using a virtual platform, educational partners shared their ideas on the most important things the district should do to ensure student success. They also rated others’ ideas within their group, i.e., parents, to help identify priorities. The district’s multi-pronged approach reflects intentional efforts to gather broad input and create avenues for voice, showing responsiveness to state guidance on inclusive participation.

However, there is no indication that questions were tailored to identify how parents could support a “[consistent with statute] *comprehensive strategic planning to particularly address and reduce disparities among student groups*” as stated in the Purpose of the Educational Partners Section of LCAP instructions (p.4). It is also difficult to ascertain what data was shared with educational partners, specifically families, to highlight the disparities between groups or if a potential plan was discussed.

LCAP reporting often emphasizes how districts engage (e.g., number and type of meetings) without clarifying what data was shared, how well partners understood disparities, or how input shaped equity-driven planning. In District W, the process was robust, but alignment to statutory intent—ensuring partners could support strategic planning to close the achievement gaps—remains uncertain. This raises the question of whether districts are paying attention to certain parts of the LCAP Instruction pages, in this case the Purpose in the Engaging Educational Partner section.

District W’s LCAP Goal 2

Forming equitable partnerships among families, educators, and community partners emphasizing trusting relationships and shared leadership.



District W's LCAP Goal 1

Delivering a high-quality educational program for all students.

Reducing Disparities/Gap Reduction: Disaggregation without Differentiated Targets.

District W has a particular focus within Goal 1 to address the academic needs of unduplicated student groups, including ELs/LTELs, to ensure their success and address gaps through differentiated assistance efforts. There are also plans to monitor

the progress of the targeted student groups by consistently disaggregating their metrics and adjusting as needed to improve outcomes. The district acknowledges a need to improve core instructional programs and close disparities for ELs in ELA, Mathematics, College and Career Readiness, and Graduation Rates. Although the district disaggregated EL data, it applied the same expected percentage increase across all groups, as shown in the ELA Year 3 targets (see Table 1), rather than setting differentiated outcome targets to reduce disparities. The only metrics with growth targets aiming to close achievement gaps were for High School Graduation and Dropout Rates.

TABLE 1. DISTRICT W EXAMPLE METRICS

Metric	Baseline - 2022-2023	Target Year 3 Outcome
CAASPP ELA	All: 30.74%	Baseline +9% for all targeted student groups
DataQuest (% Meets or Exceeds Standard for ELA)	ELs: 7.7%	

As part of their Framework for the Future, District W has committed to a three-year implementation plan for their instructional model that emphasizes strengthening programs and services. This plan spans high-quality instruction, tiered interventions, academic and language progress monitoring, and ensuring access to a broad course of study in high school. Particular attention is being given to monitoring academic and language development, as well as to data analysis across all grade levels. If these actions are implemented consistently, they should yield positive outcomes for all students—especially English learners—and contribute to narrowing the academic achievement gap.

Programs and Actions for LTELs: Designing a Program Tailored to Their Needs.

Aligned to its English Learner Master Plan, various EL profiles in District W will receive a comprehensive English Learner Program that emphasizes integrated and designated ELD and addresses the needs of newcomers. Ongoing assessments will monitor readiness for reclassification. Attending to the specific needs of LTELs, the district is planning for the development and implementation of an LTEL curriculum, which will apply targeted interventions to address their academic and language proficiency gaps and expand the use of data to tailor instruction. The district will continue to offer dual language programs, as well as enrichment and expanded learning opportunities, emphasizing equitable access for ELs, LTELs and other subgroups.

District W is taking a three-pronged approach to support LTEL needs that includes (1) tailored language and academic instruction; (2) targeted intervention and tutoring; and (3) increase family engagement to support learning and school-family partnerships. This coherent and differentiated effort has the potential to put LTELs on the path to reclassification and greater academic success.

Professional Development (PD): At the Core of their Framework for the Future.

District W is committed to implementing ongoing, site-based professional learning through the 3-year cycle that includes the use of professional learning communities, coaching, and data inquiry cycles, and is focused on developing teachers' knowledge and skills to meet the needs of all students, including ELs. This plan for

professional learning extends to training that targets and differentiates strategies for supporting the instruction of LTELs. Additionally, professional learning around MTSS processes, SEL practices, and Positive Behavior Interventions and Supports (PBIS) model training will be provided.

Supporting their Framework for the Future, District W has a far-reaching professional learning plan focusing on high leverage strategies such as differentiation, engagement and individualized instruction, each of which requires dedicated and carefully planned training. The fact that the district has committed to a 3-year process is a positive sign, and one that could serve as a model for other districts. Nevertheless, the results will depend on the degree of collaboration and planning afforded towards consistent quality implementation.

Conclusion

District W strives for an equity-focused vision and policy coherence built around a common instructional Framework for the Future. It also serves as an exemplar in aligning efforts with the California English Learner Roadmap and its local Multilingual English Learner (MEL) Master Plan—building coherent systems of professional learning and addressing LTEL program design. If these actions are consistently carried out, it should result in positive outcomes for all students, especially ELs. However, the absence of differentiated growth targets for ELs and LTELs, and data during family engagements about disparities, suggests the need for a more nuanced and targeted approach that goes beyond actions intended to benefit all students, and consider targeted approaches for reducing gaps. The district has taken a promising first step by including a specific action tailored to LTELs that considers the ways their language and academic skills can be advanced. The next step is to set differentiated growth targets to accelerate this effort.

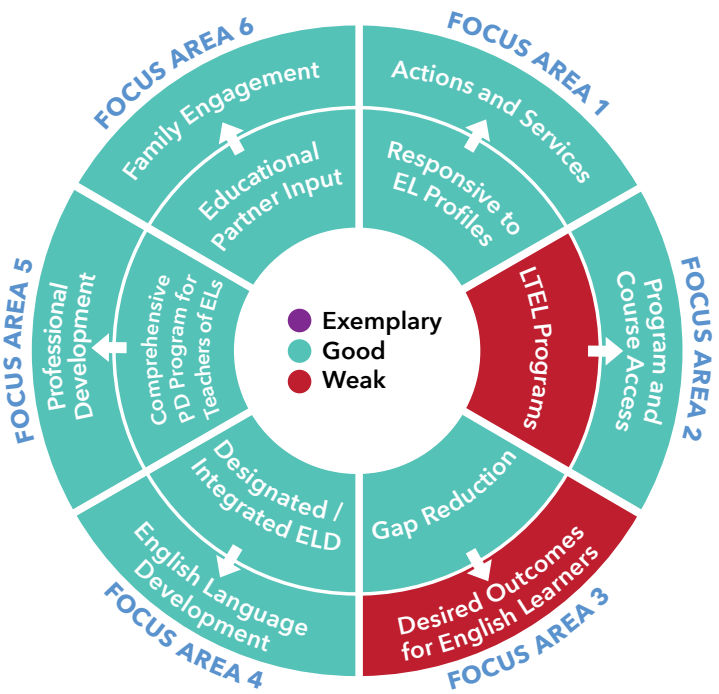
Spotlight on District D: Integrating Supports

Demographics. District D is a large urban district located in Southern California. It serves over 22,000 TK-6 students. Twenty eight percent of students are ELs. Within the EL population, 226 students (4%) are identified as LTELs. The district is in Year 1 of Differentiated Assistance.

Background

The district’s vision emphasizes valuing each child’s uniqueness, and promoting high achievement, innovation, and multiliteracy through joyful, meaningful, and relevant learning experiences. Families, staff, and the entire community are named as full partners. The district offers Spanish Dual Language Immersion (DLI) programs, extended learning through the Lead - Enrich - Aspire - Develop (LEAD) program, and Innovation Stations. District D also has a growing number of community schools, high parent engagement, and community partnerships to support student success. The district’s mission highlights a collaborative, inquiry-driven approach that fosters imagination, intellect, and social responsibility, preparing students to thrive as lifelong learners and difference makers in a 21st-century context.

FIGURE 18
District D Focus Area and Priority Emphasis Category Ratings



Addressing the Major Changes in LCAP Policy

Coherent Policies: The Potential to Reach Equitable Outcomes.

District D states its commitment to building an equity-focused system that integrates policy engagement, data-driven decision-making, and coherent professional learning to prevent long-term English learner status and accelerate achievement. For example, the district’s LCAP refers to the California English Learner Roadmap Policy and the district-adopted Multilingual English Learner (MEL) Master Plan.

Engagement and Targeted Supports Evident: Gaps Require Intentional Action to Reduce Disparities.

District D’s LCAP describes intentional opportunities for families and other educational partners to shape priorities, maintain transparency in data use, and identify opportunities to differentiate supports. Actions within each of the identified goals reflect a commitment to consistent implementation of Integrated and Designated ELD across Structured English Immersion (SEI) and Dual Language Immersion (DLI) programs while expanding access to innovative learning opportunities. Corresponding metrics include some evidence of disaggregated data for ELs with limited disaggregation for students at risk of becoming LTELs (AR-LTELs) or LTELs. For example, metrics for Goal 1 (Student Achievement and Equitable Learning) and Goal 3 (Academics and Language Proficiency for ELs) focused on English Language Arts, Mathematics Pupil Achievement, and the English Learner Progress Indicator (see Table 2), among others. They specify a noted gap for ELs and address differentiated growth targets for the aggregate EL student group. Over the course of the three-year LCAP, District D set a target to reduce the number and percentage of AR-LTELs and LTELs by 5% and 2% (respectively); however, there is no evidence of disaggregated outcomes for AR-LTELs or LTELs.

Educational Partner Input Mechanisms

- **Surveys (Parents, Teachers, Community)**
- **Focus groups (Parents, Teachers, Community)**
- **DELAC/ELAC Input**
- **Student Empathy Interviews and Input Forums**

TABLE 2. DISTRICT D GOAL 1 AND GOAL 3 METRICS

Metric	Baseline - 2022-2023	Target Year 3 Outcome
CAASPP Percent of students at or above standard in ELA (CA School Dashboard)	All Students: +4.5 Distance from Standard (DFS), Maintained 0.6 points. English Learners - 39.8 DFS, Declined 10.8 points.	All Students will increase 30 DFS points. English Learners will increase 40 DFS points.
CAASPP Percent of students at or above standard in Math (CA School Dashboard)	All Students: 16.4 DFS, Increased 5.1 points. English Learners: 54.1 DFS, Maintained 2.3 points.	All Students will increase 30 DFS points. English Learners will increase 55 DFS points.
English Learner Progress Indicator (ELPI)	52.9%, Increased +2.6 points.	ELPI will increase by 2-3 points per year on Dashboard with a target of 60%.

With regard to Goal 2 (Safe and Inclusive Environments), District D focused on metrics such as chronic absenteeism and average daily attendance (ADA), among others. The LCAP included disaggregated data for Multilingual English Learners and differentiated targets for English Learners for chronic absenteeism but not for ADA (see Table 3).

TABLE 3. DISTRICT D GOAL 2 METRICS

Metric	Baseline - 2022-2023	Target Year 3 Outcome
Chronic Absenteeism	All Students: 22.6% Multilingual English Learners: 28.4%	All Students will decrease in percentage of students with chronic absenteeism. All Students: 9% English Learners: 10%
Average Daily Attendance (ADA)	All Students: 93.19% ADA	All Students will increase in ADA. Average daily attendance will increase each year by 1%.

District D is well-positioned to use comprehensive data systems to monitor progress across proficiency levels and academic achievement, and ensure responsive actions (instructional adjustments, reclassification pathways, and targeted supports) in addition to identifying AR-LTEs early to prevent LTEL status. This would require using disaggregated ELPI, CAASPP, and student profile data to drive equity-focused decision-making at the classroom, school, and district-levels.

Data is utilized to make programmatic and instructional decisions for ELs based on their individual profile/typology including English language proficiency, prior school experiences, academic progress and time in the U.S. Implementing this action provides teachers, school principals, parents, and district administration the necessary data and information to develop specific goals and actions for our ELs, specifically our At-Risk for Long-Term English Learners (AR-LTEs) and LTELs.

Building a Coherent System of Professional Learning Across Roles and Programs.

District D emphasizes a comprehensive and focused commitment to EL academic achievement, “harnessing the key principles of the California English Learner Roadmap, which are aligned to [District D’s] Multilingual English Learner Master Plan.” This includes Tier 1 standards-based instruction, designated and integrated English Language Development and professional development for teachers, principals and district-level leadership to support the varied needs of different EL profiles. This coherence has the potential to build a unified approach to supporting ELs across programs and strengthening accountability by aligning site-level practices with district and state policy.

District D’s LCAP describes a comprehensive professional development system that integrates other district initiatives such as Multi-tiered Systems of Support (MTSS), the National Center for Urban School Transformation (NCUST) Instructional Framework, and Title III-funded District Bilingual Resource Teacher supports. Together, these initiatives have the potential to advance the LCAP goals focused on bolstering language proficiency and academic growth for Newcomers, AR-LTEs, and LTELs through coaching, collaboration, and support

systems. The District LCAP also specifies additional actions that support goal implementation such as, “enhanced ELD curriculum for top unduplicated schools and schools with the lowest performance level on ELPI and ELA for English learners.”

District D schools will continue to implement and leverage the National Center for Urban School Transformation (NCUST) Instructional Framework. Each school will identify one NCUST researched-based instructional practices to improve teaching and learning across the district.

Conclusion

District D’s LCAP illuminates exemplars in building coherent systems of professional learning, fostering strong family and community partnerships, and aligning efforts with the California English Learner Roadmap and its local MEL Master Plan policy. At the same time, it highlights persistent gaps evident across other LCAPs in addressing LTEL program design, disaggregated data use, and achievement in core content areas, underscoring the need for more intentional and targeted approaches to accelerate growth and reduce disparities.

Spotlight on District K: Prioritizing the Prevention of LTELs

Demographics. District K serves over 381,000 TK-12 students. About 21% of the students are ELs with 12% identified as LTELs. Spanish, Armenian, Korean, Filipino, and Russian are the most common languages spoken at home. The district is in Year 2 of Differentiated Assistance.

Background

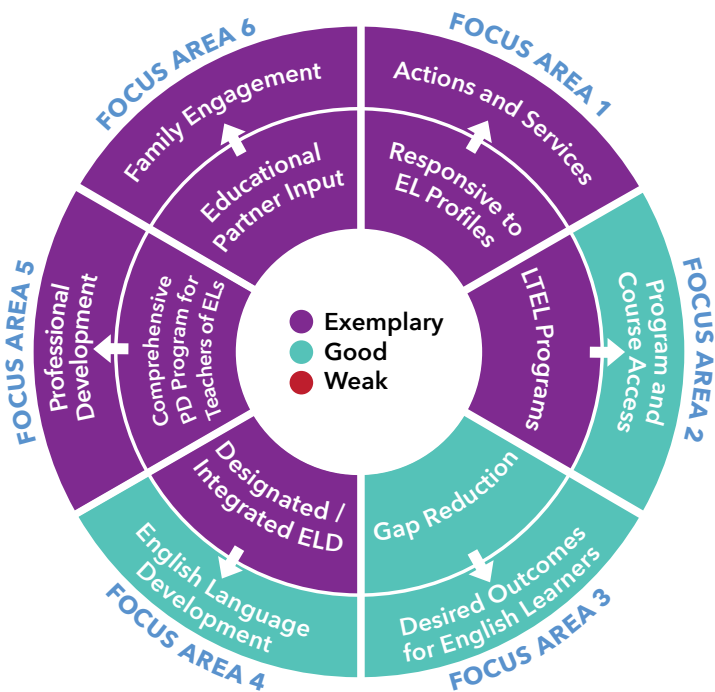
District K faces both unique challenges and opportunities in advancing equity and academic excellence. The 2024-2027 LCAP illustrates the district’s effort to address opportunity gaps, particularly for ELs, LTELs, and other historically underserved student groups. Key features of the district’s approach include family engagement, disparity reduction, LTEL programming, and professional development.

Addressing the Major Changes in LCAP Policy

Educational Partners Engagement: Inclusive and Systematic Processes.

One of the strongest elements of District K’s plan is its systematic and inclusive approach to family engagement. The district prioritizes authentic collaboration with parents, guardians, and other educational partners, ensuring that their input is embedded in both goal

FIGURE 19
District K Focus Area and Priority
Emphasis Category Ratings



development and action planning. Traditionally required activities include advisory committees such as the Parent Advisory Committee (PAC) and District English Learner Advisory Committee (DELAC), the *ThoughtExchange* virtual platform, surveys, regional presentations, and student focus groups. Participation on the *ThoughtExchange* platform (a virtual opinion-sharing platform) more than doubled from almost 6,000 participants in 2022–23 to over 14,000 participants in 2023–24, demonstrating District K’s emphasis in broadening stakeholder voice. The district also highlights innovations such as the Parent & Family Engagement Micro-Credential, which positions family engagement not only as a parent responsibility but also as a professional development pathway for educators. Through these structures, District K has created a feedback loop where family and student perspectives are explicitly linked to LCAP goals, particularly around social-emotional supports, academic priorities, and EL programming.

District K’s LCAP Goal 3

Engagement and Collaboration: [District K] understands parents, families, and communities are critical partners in ensuring students are college and career ready.

Reducing Disparities: Targeted Metrics and Accountability.

District K does not always explicitly frame its work under “gap reduction,” its use of disaggregated data and differentiated growth targets demonstrates a concerted effort to reduce disparities for ELs. The LCAP includes ambitious Year 3 outcome targets that show larger targeted gains for ELs compared to the overall student population, as shown in ELA, Mathematics, and Graduation Rate metrics (see Table 4). Importantly, District K balances academic outcomes with attention to wellbeing and attendance. Differentiated growth targets for ELs in Chronic Absenteeism aligns with Goal 2’s emphasis on joy and wellness. However, the lack of differentiated growth targets in the area of attendance could be an area for future refinement. Taken together, the district’s strategy represents a strong alignment of equity with accountability, even as disaggregation by LTEL subgroups remains absent due to the lack of availability of LTEL data on the CDE Dashboard at the time of LCAP writing.

TABLE 4. DISTRICT K GOAL 3 METRICS

Metric	Baseline - 2022-2023	Target Year 3 Outcome
Smarter Balanced Results: Distance from Standard (DFS) Met in English Language Arts – Grades 3-5	All: –27.6 ELs: –114.4	All: –6.0 [+21.6] ELs: –91.4 [+23]
Smarter Balanced Results: Distance from Standard (DFS) Met in Mathematics – Grades 3-5	All: –37.4 ELs: –103.7	All: –4.5 [+32.9] ELs: –10 [+93.7]
Four-Year Cohort Graduation Rate	All: 84% ELs: 62.4%	All: 95.0% [+11%] ELs: 83.2% [+20.8%]
Chronic Absenteeism Rate (State Calculation: 90% or Lower) – Grades K-8	All: 30.0% ELs: 32.3%	All: 8.7% [–21.3%] ELs: 9.8% [–22.5%]
Student Attendance: Percent of All Students with Excellent Attendance (96% or Higher)	All: 35.5% ELs: 32.7%	All: 67.5% [+32%] ELs: 64.7% [+32%]

Programs and Actions for LTELs: A Comprehensive Approach.

Perhaps the most distinctive feature of District K's LCAP is its comprehensive focus on LTELs and Potential LTELs (PLTELs). To address this population's needs, the district has built a multi-layered system of supports.

District K creates an Individual Reclassification Plan (IRP) for every PLTEL. This personalized roadmap shared with families and teachers monitors progress toward reclassification and identifies needed supports. Targeted Interventions for PLTELs include literacy acceleration, study skills development, and organizational strategies are emphasized to prevent students from becoming LTELs.

For students who are already LTELs, District K offers accelerated programs such as Literacy and Language for ELs and Advanced ELD, which provide intensified language and literacy development opportunities. Student Support and Progress Teams monitor progress, tailor interventions, and ensure coordinated supports for LTELs. Teachers also receive training in integrated and designated ELD practices, including research-based strategies like active listening, extended communication, and complex text engagement.

This approach reflects not only instructional interventions but also systemic planning that bridges pedagogy, monitoring, and family engagement. However, the lack of LTEL-specific outcome data remains a limitation, as it hinders full analysis of the effectiveness of these targeted programs.

Professional Development (PD): Building Educator Capacity.

District K's LCAP underscores that teacher and leader capacity is central to EL success. Professional development is characterized by breadth, depth, and alignment with district goals. Overall, District K's PD system is exemplary in both design and implementation. It integrates EL-specific content, collaborative structures, and culturally sustaining frameworks that directly align with the needs of LTELs and multilingual learners.

District K teacher professional development include integrated and designated ELD training. This ongoing, targeted PD ensures teachers can differentiate instruction and use evidence-based practices with ELs. The district also provides culturally relevant and sustaining pedagogy training framed to value student assets and linguistic repertoires, reinforcing equity goals. Instructional Rounds and Inquiry Cycles are collaborative structures that promote reflective practice, peer observation, and continuous improvement. In District K, teachers are trained to foster academic interactions, strengthen complex output, and use the *Elegance of 12 Strategies* to scaffold language development.

Conclusion

The 2024-27 District K LCAP demonstrates a district invested in equity, inclusion, and continuous improvement. It highlights systematic family engagement, differentiated targets to reduce disparities, comprehensive LTEL supports, and focused professional development for EL educators. Areas for further attention include disaggregating data for LTEL outcomes and balancing attendance strategies to emphasize both absenteeism reduction and promotion of positive attendance.

As the district continues to refine its LCAP, the integration of partners' voices with ambitious outcome goals positions District K as a model for how large urban districts can embrace accountability while centering equity for ELs and multilingual students.



LCAP Gaps and Opportunities for ELs Across the Years: Multi-Year Recommendations from 2015 to 2022

Since 2015, Californians Together and the CEEL at Loyola Marymount University have conducted a series of reviews of district LCAPs. This multiyear process has consistently documented patterns in how districts do—and often do not—plan effectively for ELs. Across all four reports, the trends continue to emphasize the importance of:

- 1 Differentiated goals and metrics for ELs, including LTELs;
- 2 Adoption of coherent district English Learner Master Plans aligned to the California English Learner Roadmap addressing all the EL student typologies;
- 3 Systematic implementation of integrated and designated English Language Development (ELD); and
- 4 Meaningful engagement of families as authentic partners in planning, monitoring, and improvement.

This report also arrives at a moment when English learners and their families are experiencing conditions of heightened vulnerability. Across California, immigration raids and enforcement actions have disrupted families, with students witnessing parents detained or deported and entire communities living in fear. Teachers report that students come to school traumatized, unsure if their families will remain intact, and in some cases qualifying for homeless services when parents are taken into custody.¹⁸ Schools that once represented safety and affirmation for immigrant students are now themselves immigration raid targets, at the epicenter of fear. Because of this, new challenges emerge that undoubtedly impact attendance, emotional well-being, and students' ability to focus on academics.

These realities underscore that the recommendations in this report must be understood not only as technical improvements to planning documents, but as urgent and intentional supports that require addressing both the academic and social-emotional needs of English learners, now, in a time of crisis.

The tables below synthesize recommendations across reports at a high-level issued between 2015 and 2022, identifying areas of continuity and persistent need for both state-level policy guidance and district-level planning and implementation.

TABLE 5. STATE RECOMMENDATIONS ACROSS LCAP REVIEWS AND PUBLICATIONS (2015-2022)

Year	Recommendations
2015 Falling Short on the Promise	• Provide stronger state guidance in the LCAP template to require specificity in EL goals, metrics, and actions. • Clarify proportionality and require districts to show how supplemental/ concentration funds increase or improve services for ELs. • Strengthen the role of County Offices of Education (COEs) and the California Collaborative for Educational Excellence (CCEE) in providing technical assistance with explicit EL expertise.
2016 Weak Response to ELs	• Require districts to include EL-specific metrics and outcomes, not only aggregate measures. • Direct COEs to ensure approval processes include evidence of differentiated EL services. • Modify template to explicitly ask districts to document improved or increased services for ELs relative to prior years.
2018 Masking the Focus on ELs	• Discontinue the use of aggregated EL subgroups (ELO + RFEP) in the Dashboard; report data separately to prevent masking of EL needs. • Embed the California English Learner Roadmap into the System of Support. • Build capacity of COEs by increasing program and personnel resources with EL expertise. • Require technical assistance providers to use tools aligned to the roadmap and LCFF priorities when supporting districts.
2022 In Search of Equity	• Revise the LCAP template to require differentiated growth targets for ELs, LTELs, and other typologies. • Disaggregate Dashboard indicators to inform eligibility for Differentiated Assistance. • Fund and develop a statewide initiative to support high quality, integrated and designated ELD. • Require LEAs to adopt or update a local English Learner Master Plan that complements the LCAP.

TABLE 6. DISTRICT RECOMMENDATIONS ACROSS LCAP REVIEWS AND PUBLICATIONS (2015-2022)

Year	Recommendations
2015 Falling Short on the Promise	• Conduct EL-specific needs assessments and use results to set meaningful goals for language proficiency, academic growth, and access to a full curriculum. • Adopt research-based practices such as dual language programs and targeted LTEL courses. • Increase transparency of site-level funding for EL services. • Strengthen EL parent engagement beyond DELAC to ensure authentic input into LCAP planning.
2016 Weak Response to ELs	• Provide professional development focused on integrated and designated ELD aligned to new standards. • Articulate coherent program options for EL subgroups, including LTELs, newcomers, and students at risk of becoming LTELs. • Differentiate interventions and services according to EL typologies. • Ensure EL parents and communities are meaningfully included in engagement processes.
2018 Masking the Focus on ELs	• Revise LCAPs using English Learner Research-Aligned Rubrics to identify gaps and areas for improvement. • Identify differentiated outcomes for EL subgroups, with metrics sensitive to language and academic development. • Provide sustained professional development on the California English Learner Roadmap for all educators. • Ensure professional learning addresses both integrated and designated ELD, differentiated from generic PD.
2022 In Search of Equity	• Use the LCAP Toolkit and Roadmap-aligned rubrics for continuous improvement and annual updates. • Adopt or refine local English Learner Master Plans and align them with the EL Roadmap. • Set differentiated goals and actions for distinct EL profiles (current ELs, LTELs, newcomers, RFEPs, DLLs). • Include preschool and TK in LCAPs with goals and actions for Dual Language Learners. • Expand professional learning for teachers, counselors, and administrators to build capacity in research based EL practices. • Make visible in LCAPs the goals and actions recommended by parents, students, and community partners.

2025 LCAP Review Recommendations:

Continuity in Challenges and Opportunities

The review of 2024–27 LCAPs reflects continuities with earlier years and underscores new areas of emphasis. As in prior analyses, districts generally describe actions to support ELs and LTELs but struggle to set meaningful outcomes or metrics for monitoring progress. This disconnect continues to limit the ability of local communities and county reviewers to assess whether strategies are improving student outcomes. Similarly, while educational partner engagement processes have expanded, the evidence indicates that this engagement is too often disconnected from measurable, differentiated goals for ELs. These recurring challenges echo the themes of past reports, reinforcing that accountability and equity will remain elusive without sharper, subgroup-specific planning and monitoring.

This year's recommendations reinforce the ongoing need to sharpen both state-level policy guidance and district-level planning, while adding renewed attention to ensuring that the LCAP becomes more than a compliance document.

State-Level Recommendations

- **Require disaggregation of data for ELs, LTELs, RFEPs, and other EL profiles in the Dashboard and LCAP template** to enable more precise monitoring, targeted programs, services, enrichment and targeted interventions.
- **Update the County Office of Education (COE) LCAP Approval Manual and Differentiated Assistance** support to include explicit requirements that LCAPs identify differentiated goals and metrics for ELs and LTELs. These updates should reflect the intent of LCFF and the California English Learner Roadmap by ensuring that county reviewers examine whether districts are setting subgroup-specific outcomes, addressing persistent disparities, and articulating goals that accelerate progress for English Learners, including LTELs.
- **Sustain and expand EL-focused professional learning beyond the Educator Workforce Investment Grant: Effective Language Acquisition Programs (EWIG: ELAP)**, which will end in June 2026. Future cycles should include explicit alignment to LCAP planning and require external evaluation, similar to the EWIG: Computer Science program.
- **Strengthen the role of the California Collaborative for Educational Excellence (CCEE) in supporting English Learners** by encouraging its technical assistance and the System of Support to more explicitly align with implementation of the California English Learner Roadmap and monitoring of EL progress.
- **Strengthen state guidance with the California Department of Education and CCEE** by providing exemplars, models, and technical resources that demonstrate how LCAPs can function as tools for equity-driven strategic planning, especially during the Differentiated Assistance process.
- **Require the use of a standard definition** for LTELs to include the number of years and limited or stagnant progress. To prevent LTEL status, the template should include a goal to also address students “at-risk” of becoming Long Term English Learners (AR-LTELs).

District-Level Recommendations

- **Set differentiated growth targets** for ELs, newcomers, dual language learners (DLLs), AR-LTELs, and LTELs that are distinct from “all students” targets, and designed to accelerate gap closure.
- **Include LTEL-specific** Focus Goals or Actions nested within an EL-focused goal to ensure intentional attention and accountability for this student group.
- **Develop and implement targeted supports** tied to these goals, including evidence-based instructional strategies, professional development for teachers of ELs/LTELs, and staffing strategies that increase district and educator capacity.
- **Leverage state and county resources** such as COE, CCEE, and the newly funded Regional English Learner consultants for technical assistance, state-provided exemplars, and model practices from other districts to strengthen planning, implementation, and monitoring of EL-focused goals and actions.

CONCLUSION

Patterns that Persist Over a Decade of LCAP Planning

More than a decade into LCAP implementation, the findings of this review show both progress and persistent challenges. Districts are generally disaggregating data for ELs and documenting actions and services, but very few describe activities that rise to the level of exemplary practice. The new focus on LTELs is a welcome development, made possible by the new disaggregated data in the California School Dashboard. It will be important to understand how districts use these data moving forward. Across LCAP plans, what remains largely absent is a coherent theory of action that connects targeted supports to ambitious, differentiated growth targets. Without the throughline – from strategy to measurable outcomes – LCAPs risk remaining as exercises rather than as equity blueprints.

Moving forward, California must couple sharper expectations with stronger supports. At the **state-level**, clearer guidance and accountability are needed to ensure districts set subgroup-specific goals and link them to differentiated metrics. At the **county-level**, approval and technical assistance processes must press districts to go beyond generic actions, and demonstrate how their plans will accelerate learning for ELs and LTELs. At the **district-level**, leaders need the capacity and expertise to design intentional supports, align them to the California English Learner Roadmap, and track their impact over time.

At the same time, simply layering on new requirements will not be enough. A focused study of districts could help uncover why the LCAPs do not produce more ambitious goal-setting or generally under-specify targeted actions and supports for ELs. Possible explanations include limited staff capacity, competing priorities, lack of clarity in guidance, or insufficient access to research-based exemplars. Understanding these barriers is critical to crafting the right mix of policy, professional learning, and support.

When Governor Brown signed the LCFF into law in 2013, he aptly noted that “Equal treatment for children in unequal situations is not justice.”¹⁹ Twelve years later we are still striving to meet Governor Brown’s sense of equity. LCAPs can still be the vehicle for closing persistent opportunity and achievement gaps, but only if they evolve from documents into intentional, equity-driven blueprints that set ambitious goals, embed targeted supports, and deliver meaningful results for ELs.

APPENDIX A: SAMPLE DISTRICT CHARACTERISTICS

DISTRICT CHARACTERISTICS					
District	Grade Span	Location (NCES data)	# of ELS	% of ELS	Demographics
A	TK-6	City: Large	6,560	46.0%	HN, HP
B	TK-8	Town: Fringe	1,814	62.2%	HN, HP
C	TK-8	City: Large	7,864	27.3%	HN
D	TK-6	City: Large	6,357	28.5%	HN
E	TK-Adult	Suburb: Large	6,848	42.7%	HN, HP
F	TK-8	Town: Distant	830	42.5%	HP
G	TK-Adult	Suburb: Large	10,463	16.8%	HN
H	TK-Adult	City: Large	14,064	20.6%	HN
I	TK-8	Town: Remote	1,422	55.7%	HN, HP
J	TK-12	City: Large	10,730	16.8%	HN
K	TK-Adult	City: Large	80,819	21.2%	HN
L	TK-12	Town: Distant	2,273	57.6%	HN, HP
M	TK-12	City: Large	11,157	32.9%	HN
N	TK-8	City: Midsize	6,706	50.0%	HP, HN
O	TK-8	Suburb: Large	781	55.2%	HP
P	TK-6	City: Midsize	1,026	69.3%	HN, HP
Q	TK-12	City: Large	7,177	19.5%	HN
R	TK-Adult	City: Midsize	10,197	22.8%	HN
S	TK-Adult	City: Large	15,927	16.7%	HN
T	TK-13	City: Large	12,493	25.6%	HN
U	TK-8	City: Small	2,301	52.8%	HN, HP
V	TK-8	City: Large	2,077	49.4%	HN, HP
W	TK-12	City: Large	15,444	41.0%	HN
X	TK-8	City: Midsize	9,690	56.5%	HN, HP
Y	TK-12	City: Large	7,846	24.2%	HN
Z	TK-Adult	Suburb: Large	8,102	31.7%	HN

*TK includes Transitional Kindergarten as well as Preschool.

KEY:

HN = (High Number) Districts with an EL population greater than 999.

HP = (High Percentage) Districts with at least 700 ELS and an EL population greater than 42%.

Rubric Focus Area #1 – Actions and Services

Overall Focus Area Rating:				
	CA English Learner Roadmap Alignment	Principle 1: Assets-Oriented and Needs-Responsive Schools Principle 2: Intellectual Quality of Instruction and Meaningful Access Principle 3: System Conditions that Support Effectiveness		
	EXEMPLARY	GOOD	WEAK	NO EVIDENCE INCLUDED
+Responsive to EL Profiles	☐ Services, programs, and actions, including interventions, address the differentiated language and academic needs of the various profiles of ELs: Newcomers, L1/ L2 proficient students, LTELs, students at risk of becoming LTELs, preschool – 12th grade.	☐ Services, programs, and actions, including interventions, address the linguistic and academic needs of some profiles of ELs: Newcomers, L1/ L2 proficient students, LTELs, students at risk of becoming LTELs, preschool –12th grade.	☐ Minimal services, programs, and actions, including interventions, are described and do not differentiate for EL proficiency levels or are not specific to the various profiles of English Learners.	☐ No mention of services, programs, and actions, including interventions, by EL proficiency level or profiles.
Assessments inform Placement & Services	☐ Program placement, and services for ELs are informed by formative (ongoing) and summative (annual) academic and language development results, including L1 assessments when appropriate.	☐ Program placement and services for ELs are informed by annual (summative) academic and language development results.	☐ ELs are assessed annually on language development but results play no role in program placement or services.	☐ No mention of language development assessments for placement in program or services.
Program Options	☐ EL program options (e.g., Dual Immersion, Structured English Immersion, Bilingual, Native-speaker courses, etc.) for ELs are based upon the needs of ELs, preferences of the parents and community; district resources are aligned.	☐ Some EL program options (e.g., Dual Immersion, Structured English Immersion, Bilingual, Native-speaker courses, etc.) for ELs are offered based upon the needs of ELs and district resources to determine program design and placement.	☐ EL program options (e.g., Dual Immersion, Structured English Immersion, Bilingual, Native-speaker courses, etc.) are limited and are not based upon the needs of ELs or district resources to determine program design and placement.	☐ No mention of how EL students are placed in programs (e.g., Dual Immersion, Structured English Immersion, Bilingual, Native-speaker courses, etc.) and provided services; difficult to distinguish EL programs from those for English-only students.
Targeted Use of Supplemental and Concentration Funds	☐ Explicit description of improved or increased services provided through supplemental and concentration funding AND mention of how they add additional support, opportunities, personnel, resources, etc., to enhance the base program for all ELs.	☐ General description of improved or increased services provided through supplemental and concentration funding AND mention of how they add additional support, opportunities, personnel, resources, etc., to enhance the base program for all ELs.	☐ Supplemental and concentration funds are identified for ELs, but the targeted use of funds is not described.	☐ Supplemental and concentration funds are not used to improve or increase services for English Learners.

+ More heavily weighted category(s)

++ Priority emphasis where two categories are highlighted

* If rubric category does not apply to the district context, do not score.

APPENDIX B: ENGLISH LEARNER RESEARCH-ALIGNED RUBRICS

Rubric Focus Area #2 – Program and Course Access

Overall Focus Area Rating:				
	CA English Learner Roadmap Alignment	Principle 1: Assets-Oriented and Needs-Responsive Schools Principle 2: Intellectual Quality of Instruction and Meaningful Access		
	EXEMPLARY	GOOD	WEAK	NO EVIDENCE INCLUDED
*Preschool	☐ Explicit description of preschool program(s) and activities for DLLs, including the development of both primary language and English.	☐ General description of preschool program(s) and some activities for DLLs, including support in both primary language and English.	☐ Limited description of preschool program(s) and activities for DLLs OR no mention of primary language support.	☐ No mention of the availability of preschool program(s) for DLLs OR no mention of primary language support.
+Access to Rigorous Core Content	☐ Explicit description of the approach to provide ELs full access to rigorous academic content in all core content areas, TK-12th grade, including the development of both primary language and English.	☐ General description of the approach to provide ELs full access to rigorous academic content in all core content areas, TK-12th grade, including support in both primary language and English.	☐ Minimal description of the approach to provide ELs full access to rigorous academic content in all core content areas, TK-12th grade, with no mention of primary language support.	☐ No evidence of programs and activities to increase EL access to rigorous academic content and no mention of primary language support.
++LTEL Programs	☐ Explicit description of a specialized LTEL language acquisition program including comprehensive ELD, differentiated curriculum, assessments, and targeted support services.	☐ General description of an LTEL language acquisition program, including comprehensive ELD, differentiated curriculum, and assessments.	☐ Mention of LTELs but minimal description of an LTEL language acquisition program, such as provision of specialized courses only.	☐ No mention of Long Term English Learners support.
Enrichment and/or Extracurricular Opportunities	☐ Detailed description of programs and activities to increase EL participation in enrichment and/or extracurricular opportunities (e.g., sports, clubs, GATE, Visual and Performing Arts).	☐ General description of programs and activities to provide/promote EL participation in enrichment and/or extracurricular opportunities (e.g., sports, clubs, GATE, Visual and Performing Arts).	☐ Limited description of programs and activities to promote EL participation in enrichment and/or extracurricular opportunities (e.g., sports, clubs, GATE, Visual and Performing Arts).	☐ No evidence of programs or activities for increased EL participation in enrichment and/or extracurricular opportunities (e.g., sports, clubs, GATE, Visual and Performing Arts).
Extended Learning	☐ Detailed description of programs and activities to provide extended learning time specific to the language and academic needs of ELs.	☐ General description of programs and activities to provide extended learning time specific to the language and academic needs of ELs.	☐ Minimal description of programs and activities to provide extended learning time not specific to the language and academic needs of ELs.	☐ No evidence of programs and activities for extended learning for ELs.

+ More heavily weighted category(s)

++ Priority emphasis where two categories are highlighted

* If rubric category does not apply to the district context, do not score.

APPENDIX B: ENGLISH LEARNER RESEARCH-ALIGNED RUBRICS

Rubric Focus Area #3 - Desired Outcomes for English Learner Activities

Overall Focus Area Rating:				
	CA English Learner Roadmap Alignment	Principle 3: System Conditions that Support Effectiveness Principle 4: Alignment and Articulation Within and Across Systems		
	EXEMPLARY	GOOD	WEAK	NO EVIDENCE INCLUDED
L1/L2 Data Reporting	☐ Assessment results in English and the primary language are reported in the LCAP whether or not ELs receive instruction in their home language (L1).	☐ Assessment results in English and the primary language are reported in the LCAP for ELs receiving instruction in their home language (L1).	☐ Only assessment results in English are reported in the LCAP for ELs, even though some ELs receive instruction in their home language (L1).	☐ No assessment results for ELs in English or primary language are reported in the LCAP.
+ GAP Reduction	☐ The expected academic growth targets for ELs exceed that of English Only students across many measures (e.g. SBAC, A-G, Graduation rate, AP, IB, and EAP passing scores) to close the achievement gap and address disparities.	☐ The expected academic growth targets for ELs exceed that of English Only students across some measures (e.g. SBAC, A-G, Graduation rate, AP, IB, and EAP passing scores) to close the achievement gap and address disparities.	☐ The expected academic growth targets for ELs exceed that of English Only students across few measures (e.g. SBAC, A-G, Graduation rate, AP, IB, and EAP passing scores) to close the achievement gap and address disparities.	☐ The expected academic growth targets for ELs equal that of English Only students. Efforts to close the achievement gap and address disparities are not addressed .
*Transcript Evaluation (High School Only)	☐ Transcripts from non-U.S. schools are evaluated so students can be accurately placed and receive credit for courses taken and passed outside the U.S.	☐ Transcripts from non-U.S. schools are evaluated so students can be accurately placed in grade level and appropriate courses.	☐ Transcripts from non-U.S. schools are evaluated but are not considered for placement, OR no credit is given for courses from non-U.S. schools.	☐ Transcripts from non-U.S. schools are not evaluated .
Increase in Seal of Biliteracy, Pathway Awards	☐ The numbers of students receiving the State Seal of Biliteracy and Biliteracy Pathway Awards (if appropriate) increase every year . The numbers of former ELs and EOs are disaggregated in Seal and Pathway award reports.	☐ The numbers of students receiving the State Seal of Biliteracy and Biliteracy Pathway Awards (if appropriate) increase every year .	☐ The numbers of students receiving the State Seal of Biliteracy or other students receiving Biliteracy Pathway awards (if appropriate) remain the same .	☐ District does not mention the State Seal of Biliteracy or Biliteracy Pathway Awards.

Did the district set differentiated growth targets to close the achievement gaps for ELS? ☐ Yes ☐ No

+ More heavily weighted category(s)

++ Priority emphasis where two categories are highlighted

* If rubric category does not apply to the district context, do not score.

Rubric Focus Area #4 - English Language Development

Overall Focus Area Rating:				
	CA English Learner Roadmap Alignment	Principle 2: Intellectual Quality of Instruction and Meaningful Access Principle 3: System Conditions that Support Effectiveness		
	EXEMPLARY	GOOD	WEAK	NO EVIDENCE INCLUDED
+ Designated & Integrated ELD Program	☐ Focus on the implementation of designated and integrated ELD includes explicit goals, evidence-based (research, assessment tools, and data results) strategies/practices for an articulated ELD program and standards-based ELD curricular materials.	☐ Focus on the implementation of designated and integrated ELD includes several goals and evidence-based (research, assessment tools, and data results) strategies for an articulated ELD program and standards-based ELD curricular materials.	☐ Focus on implementation of designated or integrated ELD includes minimal goals or minimal evidence-based (research, assessment tools, and data results) strategies and standards-based ELD curricular materials.	☐ No mention of an ELD program or designated ELD instruction.
Knowledge of ELD Standards	☐ Focus on ELD standards is identified as an explicit , targeted set of ongoing activities to allow teachers, administrators, and counselors to understand the standards for implementation of designated ELD and integrated ELD in content areas.	☐ Focus on ELD standards is identified with several activities to allow teachers and administrators to understand the standards for implementation in designated ELD.	☐ Focus on ELD standards is identified with minimal activities that focus only on teachers' understanding of the standards for implementation in designated ELD.	☐ No mention of ELD standards.
ELD Standards Implementation	☐ Priorities are set with explicit goals and activities for ELD standards implementation based on needs assessment and student language proficiency and academic data (assessment tools and data results).	☐ Priorities are set with several goals and activities for ELD standards implementation based on student language proficiency and academic data (assessment tools and data results).	☐ Minimal goals and activities are set for ELD Standards implementation and do not consider student language proficiency or academic data (assessment tools and data results).	☐ No student language proficiency or academic data (assessment tools and data results) is considered to set goals or specific activities for implementation related to ELD standards.
ELD Standards Professional Development	☐ Aligned , simultaneous professional development of California Core Standards and ELD standards were strategically designed for teachers and administrators of ELs.	☐ Sequential professional development of California Core Standards and ELD standards were strategically designed for teachers and administrators of ELs.	☐ Professional development of California Core Standards for teachers with minimal inclusion of ELD standards .	☐ Professional development of California Core Standards for teachers without inclusion of ELD standards .

+ More heavily weighted category(s)

++ Priority emphasis where two categories are highlighted

* If rubric category does not apply to the district context, do not score.

APPENDIX B: ENGLISH LEARNER RESEARCH-ALIGNED RUBRICS

Rubric Focus Area #5 – Professional Development

Overall Focus Area Rating:				
	CA English Learner Roadmap Alignment	Principle 2: Intellectual Quality of Instruction and Meaningful Access Principle 3: System Conditions that Support Effectiveness		
	EXEMPLARY	GOOD	WEAK	NO EVIDENCE INCLUDED
PD Educational Partner (Stakeholder) Input	☐ District gathered input by conducting data-driven needs assessments/meetings with teachers, other educators (e.g. administrators, specialists, etc.) and educational partners (stakeholders) multiple times to identify differentiated teaching and learning needs for EL/DLLs.	☐ District gathered some input by conducting needs assessments/meetings with teachers and other educational partners (stakeholders) to identify differentiated teaching and learning needs for EL/DLLs.	☐ District gathered minimal input from teachers OR educational partners (stakeholders) to identify differentiated teaching and learning needs for EL/DLLs.	☐ No mention of teacher/educational partner(stakeholder) input or needs assessment for EL/DLL teaching or learning.
CA English Learner Roadmap	☐ District PD plan includes all elements of the EL Roadmap, including site/classroom level implementation and a plan for articulated implementation (e.g., coherence in site-level plans and policy documents).	☐ District PD plan includes some elements of the EL Roadmap, including awareness and site/classroom level implementation.	☐ District PD plan includes minimal evidence of the EL Roadmap focused only on awareness.	☐ No mention of EL Roadmap elements.
PD Content	☐ EL PD activities explicitly identify training for district and site administrators, teachers, instructional support staff, AND counselors, including but not limited to implementation of ELD Standards, addressing the language and social-emotional assets and needs of different EL profiles (e.g., newcomers, Long Term English Learners), literacy and content instruction in L1 and English.	☐ EL PD activities identify some training for district/site administrators, teachers, instructional support staff, OR counselors, such as the implementation of ELD Standards, addressing the language and social-emotional assets and needs of different EL profiles (e.g., newcomers, Long Term English Learners) literacy or content instruction in L1 and English.	☐ EL PD activities identify limited training for administrators, teachers, support staff OR counselors, such as the implementation of ELD Standards, addressing the language and social-emotional assets and needs of different EL profiles (e.g., newcomers, Long Term English Learners) literacy or content instruction in L1 and English.	☐ No EL PD activities described for administrators, teachers, support staff or counselors.
Comprehensive PD Program for Teachers of ELs	☐ Detailed professional development (PD) plan includes short and long-term goals for teachers of ELs/ LTELs and describes many effective PD elements, such as ongoing teacher collaboration, classroom-based application, AND teacher reflection or inquiry cycles.	☐ Professional development plan includes some goals for teachers of ELs and effective PD elements such as teacher collaboration, classroom-based application, OR teacher reflection or inquiry cycles.	☐ Limited activities described for professional development of EL teachers without any reference to specific professional development goals.	☐ No mention of professional development goals or plan for teachers of ELs.
PD Cultural Proficiency/ Competency	☐ Explicit PD activities for all certificated and classified staff to address key elements of cultural proficiency/ competency training, including cross-cultural interactions, cultural differences in communication patterns, role of culture and impact on EL learning and achievement, and culturally responsive instruction and curriculum.	☐ Some cultural proficiency/ competency training elements are identified in PD for all certificated and classified staff, such as cross-cultural interactions, cultural differences in communication patterns, role of culture and impact on EL learning and achievement, and culturally responsive instruction and curriculum.	☐ Minimal cultural proficiency/ competency training elements are identified in PD for all certificated or classified staff, such as cross-cultural interactions, cultural differences in communication patterns, role of culture and impact on EL learning and achievement, and culturally responsive instruction and curriculum.	☐ No mention of PD for cultural proficiency or responsiveness.

Rubric Focus Area #6 - Family Engagement

Overall Focus Area Rating:				
CA English Learner Roadmap Alignment		Principle 1: Assets-Oriented and Needs-Responsive Schools Principle 3: System Conditions that Support Effectiveness		
++ Educational Partner (Stakeholder) Input	EXEMPLARY	GOOD	WEAK	NO EVIDENCE INCLUDED
	☐ Explicit plans to provide families with LCAP Orientations are focused on the legal requirements of the policy and the role of families. Includes training and strategies for parents to provide meaningful educational partner input.	☐ General plans to provide families with an LCAP Orientation are focused on the legal requirements of the policy and the role of families.	☐ Limited plans to provide families with an LCAP Orientation are focused on the legal requirements of the policy and the role of families.	☐ No mention of plans to provide families with an LCAP Orientation focused on the legal requirements of the policy and the role of families.
	☐ Explicit plans for the DELACs and other parent committees to meet regularly to review and monitor the development and implementation of the LCAP.	☐ General plans for the DELACs and other parent committees to meet regularly to review and monitor the development and implementation of the LCAP.	☐ Limited plans for the DELACs or other parent committees to meet regularly to review and monitor the development and implementation of the LCAP.	☐ No mention of plans for the DELACs or other parent committees to meet regularly to review and monitor the development and implementation of the LCAP.
	☐ Explicit plans for conducting parent surveys AND focus groups with school leaders to provide input on the development and implementation of the LCAP.	☐ General plans for conducting parent surveys OR focus groups with school leaders to provide input on the development and implementation of the LCAP.	☐ Limited plans for conducting parent surveys OR focus groups with school leaders to provide input on the development and implementation of the LCAP.	☐ No evidence of plans for conducting parent surveys OR focus groups with school leaders to provide input on the development and implementation of the LCAP.
Communication	☐ Explicit plan for oral and written translation of official district policies, plans, student progress, and other data (e.g., school climate survey) in multiple languages, beyond minimum legal requirement of 15% of the EL population, as required by law.	☐ General plan for oral and written translation of official district policies, plans, student progress, and other data (e.g., school climate survey) in target languages spoken by at least 15% of the EL population, as required by law.	☐ Limited plan for oral and written translation of official district policies, plans, student progress, and other data (e.g., school climate survey) in target languages spoken by at least 15% of the EL population, as required by law.	☐ No mention of a plan for oral and written translation of official district policies, plans, student progress, and other data (e.g., school climate survey) in target languages spoken by at least 15% of the EL population, as required by law.
Staffing to Support Family Engagement	☐ Explicit plan for hiring practices to ensure the presence of qualified bilingual staff (e.g., office staff, community representatives, parent liaisons, and other classified or certificated personnel).	☐ General plan for hiring practices to ensure the presence of qualified bilingual staff (e.g., office staff, community representatives, parent liaisons, and other classified or certificated personnel).	☐ Limited plan for hiring practices to ensure the presence of qualified bilingual staff (e.g., office staff, community representatives, parent liaisons, and other classified or certificated personnel).	☐ No evidence of a plan for hiring practices to ensure the presence of qualified bilingual staff (e.g., office staff, community representatives, parent liaisons, and other classified or certificated personnel).

Rubric Focus Area #6 - Family Engagement (continued)

Overall Focus Area Rating:				
	CA English Learner Roadmap Alignment	Principle 1: Assets-Oriented and Needs-Responsive Schools Principle 3: System Conditions that Support Effectiveness		
	EXEMPLARY	GOOD	WEAK	NO EVIDENCE INCLUDED
Staff Development	☐ Explicit plan for professional learning for teachers, administrators, AND other staff on family engagement, welcoming environments, and cultural sensitivity.	☐ Some description of professional learning for teachers OR administrators and other staff on family engagement, welcoming environments, and cultural sensitivity.	☐ Limited description of professional learning for teachers or administrators and other staff on family engagement, welcoming environments, and cultural sensitivity.	☐ No mention of professional learning for teachers or administrators and other staff on family engagement, welcoming environments, and cultural sensitivity.
+Decision-Making Processes	☐ Explicit plan to provide EL parental involvement in committees beyond DELAC for input on LCAP development and other district/school-wide decision-making (e.g., hiring practices, EL programs, etc.).	☐ General plan to provide EL parental involvement in committees beyond DELAC for input on LCAP development and other district/school-wide decision-making (e.g., hiring practices, EL programs, etc.).	☐ EL parental involvement is limited to DELAC committee(s) input on LCAP development or other district/school-wide decision-making (e.g., hiring practices, EL programs, etc.).	☐ No evidence of a plan for EL parental involvement for input on LCAP development or other district/school-wide decision-making (e.g., hiring practices, EL programs, etc.).
Leadership Development	☐ Explicit, long-term plan to build capacity for parent leadership development, specifically targeting EL parental population, such as bilingual parent workshops on leadership strategies, creating an EL parent panel to address concerns, etc.	☐ General, short-term plan for parent leadership development programs specifically targeting EL parental population (e.g., bilingual parent workshops on leadership strategies).	☐ Limited plan for parent leadership development programs specifically targeting EL parental population (e.g., bilingual parent workshops on leadership strategies).	☐ No evidence of a plan for parent leadership development programs specifically targeting EL parental population (e.g., bilingual parent workshops on leadership strategies).
Family Professional Learning	☐ Explicit, long-term plan to provide families with professional learning opportunities including but not limited to Parent-led workshops and trainings connected to LCAP EL goals and how they support their students learning (e.g., Student Data workshops, How to assist English Learners at home, etc.).	☐ General, short-term plan (current year only) for providing families with professional learning opportunities including but not limited to workshops and trainings connected to LCAP EL goals and how they support their students learning (e.g., Student Data workshops, How to assist English Learners at home, etc.).	☐ Limited plan for providing families professional learning opportunities includes only minimally required trainings for EL parents/guardians such as initial identification and reclassification requirements and processes.	☐ No evidence of a plan for providing families with professional learning opportunities.

Data on disparities were shared, and ways to reduce them were discussed with Educational Partners. ☐ Yes ☐ No

+ More heavily weighted category(s)

++ Priority emphasis where two categories are highlighted

* If rubric category does not apply to the district context, do not score.

Crosswalk of LCAP Rubric Focus Areas, State Priorities, and EL Roadmap Principles

Rubric Focus Areas	Actions and Services (Rubric 1)	Program and Course Access (Rubric 2)	Desired Outcomes for English Learner Activities (Rubric 3)	English Language Development (Rubric 4)	Professional Development (Rubric 5)	Family Engagement (Rubric 6)
State Priorities	2, 4, 7, 8	2, 7	4, 5, 8	2	2, 3, 6	3, 8
CA EL Roadmap Alignment	Principle 1: Assets-Oriented and Needs-Responsive Schools Principle 2: Intellectual Quality of Instruction and Meaningful Access Principle 3: System Conditions that Support Effectiveness	Principle 1: Assets-Oriented and Needs-Responsive Schools Principle 2: Intellectual Quality of Instruction and Meaningful Access	Principle 3: System Conditions that Support Effectiveness Principle 4: Alignment and Articulation Within and Across Systems	Principle 2: Intellectual Quality of Instruction and Meaningful Access Principle 3: System Conditions that Support Effectiveness	Principle 2: Intellectual Quality of Instruction and Meaningful Access Principle 3: System Conditions that Support Effectiveness	Principle 1: Assets-Oriented and Needs-Responsive Schools Principle 3: System Conditions that Support Effectiveness
Rubric Categories	Responsiveness to EL Profiles+ Assessments Inform Placement and Services Program Options Targeted Use of Supplemental and Concentration Funds	Preschool* Access to Rigorous Core Content+ LTEL Programs++ Enrichment and/or Extracurricular Opportunities Extended Learning	L1/L2 Data Reporting GAP Reduction+ Transcript Evaluation* Increase in Seal of Biliteracy, Pathway Awards	Designated & Integrated ELD Program+ Knowledge of ELD Standards ELD Standards Implementation ELD Standards Professional Development	PD Educational Partner (Stakeholder) Input+ CA English Learner Roadmap PD Content Comprehensive PD Program for Teachers of ELs++ PD Cultural Proficiency/Competency	Educational Partner (Stakeholder) Input++ Communication Staffing to Support Family Engagement Staff Development Decision Making Process+ Leadership Development Family Professional Learning

+ More heavily weighted category(s)

++ Priority emphasis where two categories are highlighted

* If rubric category does not apply to the district context, do not score.

APPENDIX C: LIST OF REVIEWERS

Thank you to the educators, researchers, and the advocates who participated in the review of the LCAPs.

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APPENDIX D: ENDNOTES

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A young woman with long, dark, wavy hair is smiling warmly at the camera. She is wearing a blue, short-sleeved top with a white geometric pattern. The background is a blurred bookshelf filled with books of various colors. The lighting is soft and natural, highlighting her face and the texture of her hair.

Moving forward, California must couple sharper expectations with stronger supports.

ABOUT THE AUTHORS

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Dr. Magaly Lavadenz is the Leavey Presidential Endowed Chair in Ethics and Moral Leadership and founding Executive Director of the Center for Equity for English Learners in the School of Education at Loyola Marymount University. Her research addresses the intersections and impact of policies and practices for culturally and linguistically diverse students, their teachers and school leaders. She has held various leadership positions as President of Californians Together, California Association for Bilingual Education (CABE), the California Association for Bilingual Teacher Education, and the California Council on Teacher Education. Her work is published in over 120 articles, chapters, and books, including *Questioning our Practices: Bilingual Teacher-Researchers and Transformative Inquiry* and *Latino Civil Rights in Education: La Lucha Sigue*, co-edited with Anaida Colón Muñiz, and research on Newcomer programs and Central American immigrant children, war trauma and schooling. Dr. Lavadenz completed a Ph.D. in Education, specializing in Language, Literacy and Learning from the University of Southern California. Her K-12 teaching career includes serving as a bilingual paraprofessional, elementary bilingual educator, and as a K-12 English as a Second Language Teacher Specialist.

Raquel Gonzalez, Ph.D.

Dr. Raquel Gonzalez is a researcher and evaluator specializing in early childhood and K-20 education policy and evaluation. She has over 20 years of experience conducting studies on education systems, with a particular focus on policymaking in California. Her work focuses on the implementation and impact of education policy, using mixed-methods research to examine how systems shape outcomes for families and schools. Her recent work includes a Dual Language Learner study for First 5 California, a study of Los Angeles Unified School District's School Equity Needs Index, and an outcomes study for First 5 Monterey County. She previously served in research roles at Abt Global, Social Policy Research Associates, and the American Institutes for Research. Gonzalez received her PhD in Education Policy from the University of Maryland, College Park, and her BS in Economics from the Wharton School at the University of Pennsylvania.

Elvira G. Armas, Ed.D.

Dr. Elvira G. Armas is the Director of the Center for Equity for English Learners (CEEL) and Affiliated Faculty in the School of Education at Loyola Marymount University, where she leads and supports CEEL's P-21 local and national collaborative engagement initiatives. She has served as a bilingual classroom teacher, mentor, district advisor, staff developer, grant writer, and curriculum materials developer. With over 35 years of experience, Dr. Armas has successfully led initiatives at the school, district, county, and university levels that include co-design, implementation and evaluation efforts focused on advancing equity and opportunity for English Learner and Multilingual students. She has served as writer, coordinator, director, and co-principal investigator of over 25 federal, state, and foundation-funded projects, managing up to \$3 million dollar budgets. Dr. Armas prepares and partners with pre-service, intern and in-service educators in the areas of leadership, curriculum, integrated standards-based instruction, assessment, and family/community engagement in culturally and linguistically diverse settings. She is the co-author of numerous articles, policy briefs, and book chapters based on her research related to teacher preparation, teaching and learning in bilingual settings, parent/community engagement, and assessment. She also co-authored and served as project consultant for the K-12 curriculum *Supporting Refugee and Immigrant Students*. Dr. Armas holds a teaching credential, with bilingual authorization in Spanish as well as an administrative credential. She earned an Ed.D. from the University of Southern California with an emphasis in Language, Literacy and Learning.



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Dr. Gisela O'Brien supports the Center's efforts in research, curriculum, and professional development focusing on the education of English Learners. She provides technical assistance to implement effective bilingual and dual immersion programs in districts across the state. A life-long educator, she has worked as a bilingual teacher, staff developer, curriculum/materials designer, and curriculum specialist in the areas of literacy, ELD, and SDAIE. Dr. O'Brien has served as an advisor at the state and national level in the areas of Language Arts and Second Language instruction and has published articles and book chapters on bilingual education and models for staff development. Dr. O'Brien received her Ph.D. in Education with an emphasis on Language, Literacy, and Learning from the University of Southern California and her M.S. degree in Educational Leadership from California State University, Los Angeles. An Affiliated Faculty member in the Department of Educational Leadership at LMU, she teaches courses in reading, writing, and second language learning methods across the School of Education.

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CALIFORNIANS TOGETHER

CHAMPIONING THE SUCCESS
OF ENGLISH LEARNERS

Californians Together, a coalition of education, civil rights, parent/caregiver, community, and advocacy organizations, champions the educational success of California's more than 1.1 million English learners. Californians Together serves as a trusted voice, source of expertise, and steadfast advocate standing for the educational rights of access for California's English learners, immigrants, and linguistically and culturally diverse students. Seeking to overcome and transform the harms of systemic racial, language, and cultural inequality in education and to close opportunity gaps from early childhood through post-secondary education, the coalition exposes timely issues, advocates for cutting-edge policy and practice solutions grounded in research, and mobilizes to provide capacity-building support to multiple levels of the educational system.

This report can be downloaded in pdf format from
www.californianstogether.org

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