



CABTE
CALIFORNIA ASSOCIATION FOR
BILINGUAL TEACHER EDUCATION



**CALIFORNIANS
TOGETHER**



TOWARD 2030

*A Grounded Call for
Action to Strengthen
California's Bilingual
Teacher Pipeline*

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California's Bilingual Promise

In 2018, California made a bold declaration: by 2030, half of its students would participate in programs leading to proficiency in two or more languages by earning the State Seal of Biliteracy. Global California 2030 was more than an aspiration set forth by the State Superintendent of Public Instruction and the California Department of Education (CDE). It was a recognition that the state's extraordinary linguistic diversity is a gift, not a burden.

Nearly 60% of California children under age 5 are dual language learners, about 1.69 million children growing up with two or more languages.¹ Within TK-12 public schools, nearly 40% of students come from homes where a language other than English is spoken, over 2.1 million students.² They arrive in classrooms carrying remarkable linguistic assets. And California, to its credit, has begun building the workforce to nurture them.

The progress in building the bilingual teacher pipeline is real and worth naming. The total number of bilingual authorizations issued annually has more than doubled over the past decade, rising from 617 in 2014-15 to a record 1,370 in 2023-24, the highest number issued in the last ten years and a 35% increase over the prior year alone. Spanish bilingual authorizations, the largest category, climbed from 551 to 1,245 over the same period. Growth has also occurred across other languages, with Mandarin rising from 29 to 68, Vietnamese from three to 11, and Armenian from one to seven.³

1 Giang, I. T. N., & Park, M. (2022). *California's dual language learners: Key characteristics and considerations for early childhood programs*. Migration Policy Institute.

2 California Department of Education, DataQuest. [2025-26 Enrollment by English Language Acquisition Status \(ELAS\)](#).

3 California Commission on Teacher Credentialing. [Other Teacher Supply: Bilingual Authorizations](#).

The passage of Proposition 58 in 2016 reignited energy across the field. Dual language immersion programs have expanded. The State Seal of Biliteracy reached nearly 76,000 recipients in 2025.⁴ These are not trivial gains. They represent years of dedicated work by bilingual educators, coordinators, advocates, and institutions who refused to let the vision die.

In this policy brief by members and researchers of the California Association for Bilingual Teacher Educators (CABTE), we build on those gains honestly, celebrating what has been achieved while naming, with equal clarity, what is yet to be done. This brief provides findings from a study that involved interviews with 35 bilingual authorization coordinators, ten state-level leaders, four focus groups, and a field-wide survey (see **Appendix A: Study Methodology**). It draws from the voices of teacher educators, state-level leaders, advocates, and policy analysts, to recognize what is working, diagnose where the pipeline is still failing, and chart what it will take to close the gap before 2030.

The trajectory is moving in the right direction. The question is whether California will accelerate it with the structural commitment this moment demands, or allow another generation of progress to plateau just short of the promise.

Section 1: The Challenge

We are now beyond halfway to 2030. The results, viewed against what the moment demands, remain sobering.

The roots of this challenge date back 18 years, when, from 1998 to 2016, Proposition 227 dismantled bilingual education across California. Bilingual teacher preparation programs shuttered. An entire generation of students who could have become the bilingual teachers California needs today were instead denied the bilingual education that would have prepared them. Proposition 227 sent a signal across the entire educational system, including early childhood settings, that English-only was the standard. Early childhood education programs that had been using children's home languages pulled back, and faculty in preparation programs stopped teaching bilingual methods. As Alvarado and Williams (2025) note, these assumptions were "baked into policies, coursework, and credentialing priorities" in ways whose damage is still present today.⁵ The current shortage is the predictable consequence of a deliberate policy choice, and while California has begun to reckon with the repair that choice requires, it has not yet done so at the scale the moment demands.

From the lens of educational stakeholders in institutions of higher education, state-level leaders, advocates, and policy analysts, the state stands at a pivotal moment in the effort to build its bilingual teacher workforce.

4 California Department of Education. [State Seal of Biliteracy, 2024-25 Participation Data](#).

5 Alvarado, E., Oliva-Olson, C., & Williams, C. P. (2025). *Meeting the moment: Preparing a multilingual workforce for California's youngest learners*. The Century Foundation.

With the passage of Proposition 58 in 2016, local educational agencies (LEAs) now have the leverage to expand dual language immersion (DLI) programs. As Dr. Homayoun Ali Borjian, Professor of the Graduate College of Education at San Francisco State University mentioned, “Prop 58 brought it back after the state had moved in a very wrong direction for a number of years.” This policy shift reflected what many describe as a renaissance in bilingual education, with a renewed energy and commitment to DLI programs, biliteracy pathways, including the State Seal of Biliteracy.

At the state level, there has been measurable growth in dual language immersion programs and a continuous rise in awards for the State Seal of Biliteracy every year. Unfortunately, progress and access is inconsistent across regions, with a key barrier being the bilingual teacher shortage. Contributing to this shortage has been the insufficient number of bilingual teacher preparation programs. As Director Alesha Moreno-Ramirez, of the CDE Multilingual Support Division highlighted, “In order to meet the moment and continue to grow multilingual learning opportunities for students and expand dual language education statewide, it is imperative to grow bilingual teacher education programs and expand access to aspiring bilingual teachers.”

Per *Global California 2030*, California was projected to have 90 approved bilingual teacher preparation programs by 2025;⁶ it has 48 (see **Figure 1**). Even the record-breaking 1,370 authorizations issued in 2023–24 represent a fraction of what the scale of need requires (see **Figure 2**). Spanish accounts for the vast majority of new authorizations, while most other heritage languages continue to receive single-digit or no new authorizations in any given year.⁷ The ratio of students from Spanish-speaking homes to Spanish bilingual authorizations issued from 2012–13 to 2021–22 was 240 to one, a gap that reached 2,272 to one for Vietnamese, 7,691 to one for Filipino, and 11,345 to one for Punjabi.⁸ The momentum is real. The gap is larger.

What has followed in teacher preparation since the repeal of Proposition 227 is a revival, but also a patchwork of goodwill, underfunded programs, and institutional neglect that has kept that revival from reaching its potential. Bilingual teacher preparation programs too often operate in isolation, with inconsistent support from their own institutions, minimal state coordination, and certification processes that function more as gatekeeping mechanisms than as pathways. The educators leading these programs, bilingual authorization coordinators at California’s colleges and universities, are among the most committed professionals in the field, and among the most under-resourced, under-heard, and under-supported.

“ *In order to meet the moment and continue to grow multilingual learning opportunities for students and expand dual language education statewide, it is imperative to grow bilingual teacher education programs and expand access to aspiring bilingual teachers.*”

Alesha Moreno-Ramirez

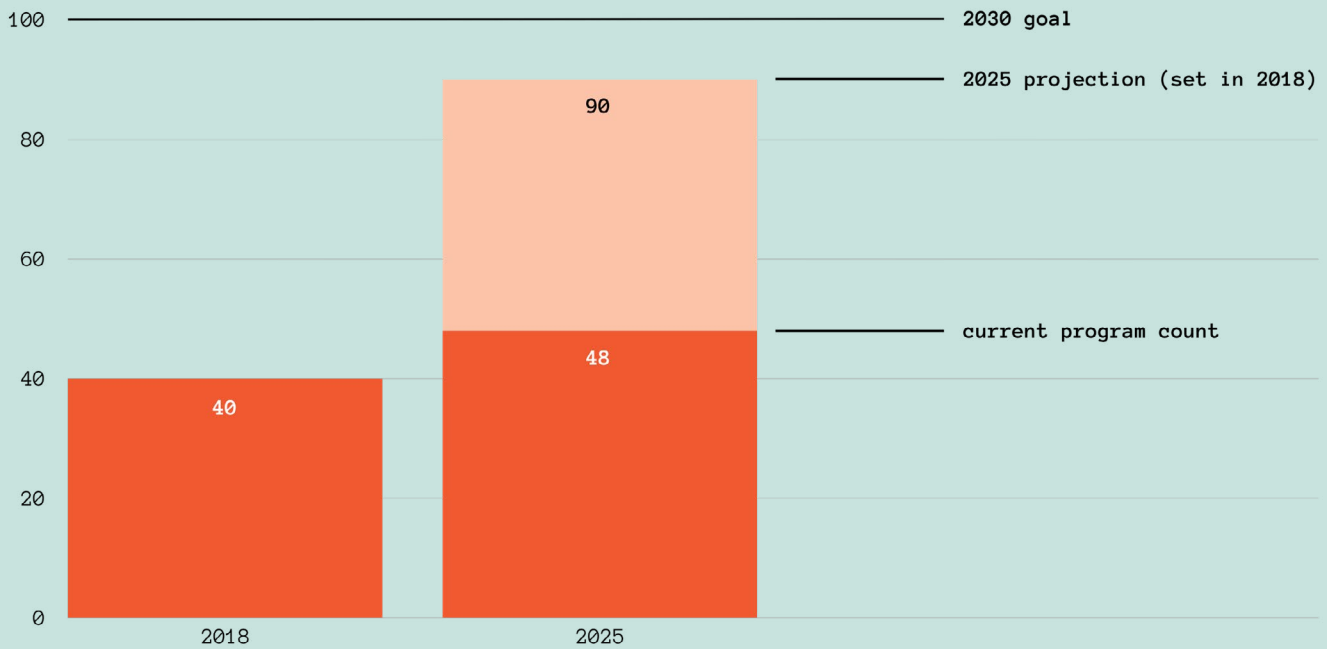
Director, Multilingual Support Division of the California Department of Education

6 California Department of Education. (2019). *Global California 2030: Speak. Learn. Lead.*

7 California Commission on Teacher Credentialing. *Other Teacher Supply: Bilingual Authorizations.*

8 Kaplan, J. (2023). *Bilingual teacher shortage threatens students’ bilingual opportunity.* California Budget & Policy Center.

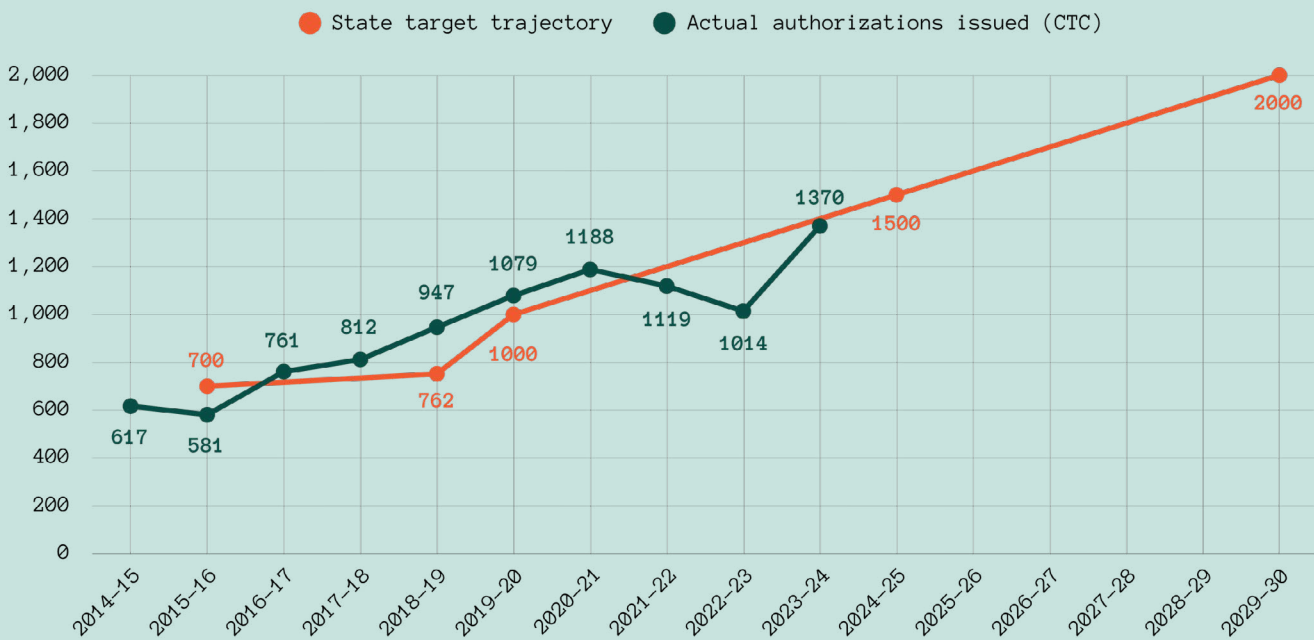
Figure 1: California Approved Bilingual Teacher Preparation Programs



Source: California Commission on Teacher Credentialing (CTC) and *Global California 2030*

Figure 2: New Bilingual Teacher Authorizations Per Year

California 2014-15 to 2029-30



Sources: California Commission on Teacher Credentialing (CTC), updated June 2025; state milestone targets from California Department of Education (CDE 2018). State target trajectory interpolated linearly between milestone years (2015-16: 700 » 2018-19: 762 » 2019-20: 1000 » 2024-25: 1500 » 2029-30: 2000).

What is a bilingual authorization coordinator?

A Bilingual Authorization Coordinator is a faculty member at a California institution of higher education (IHE) responsible for directing, designing, and sustaining a bilingual authorization program. In most institutions, this is a singular role, with one person per campus simultaneously designing curriculum, recruiting and advising candidates, coordinating clinical practice placements in bilingual K-12 settings, building partnerships with local school districts, navigating institutional credentialing processes, and advocating for the program's visibility within the broader credential suite. Because the bilingual authorization is structured as an additional layer to existing teaching credentials rather than a stand-alone program, coordinators typically operate without dedicated budgets, without guaranteed release time, and without formal representation in institutional governance. They are the most critical and most structurally underserved node in California's bilingual teacher preparation pipeline.

It is within this context that CABTE is uniquely positioned to lead critical, statewide research and action. As a professional organization situated at the intersection of policy, preparation, and practice, CABTE brings together university faculty, district leaders, classroom teachers, and advocates who collectively shape bilingual teacher education across California. Its statewide network provides both the credibility and infrastructure to conduct rigorous, practice-informed research across diverse institutional and regional contexts. Unlike isolated efforts, CABTE can generate data that informs not only scholarship, but also program design, professional learning, and coordinated policy advocacy.

The urgency of this work cannot be overstated. The clock is ticking toward 2030. California has laid important groundwork through Proposition 58 and *Global California 2030*, but without state funding and explicit implementation strategies and accountability mechanisms, the vision remains aspirational. This is a pivotal moment. Decisions made now about recruitment, clinical partnerships, funding models, and faculty investment will shape the sustainability of bilingual education for decades.

Section 2: What Is Working in Powering Bilingual Teacher Preparation

Based on experiences within programs and connections built with the greater bilingual education community, interview participants described emerging successes in the evolution and expansion of bilingual teacher preparation programs, coordination between university and TK-12 programs, and mild gains in the trajectory of meeting the Global California 2030 goals.

Bilingual teacher preparation programs through universities and LEAs motivated by dedicated, passionate, bilingual faculty, lecturers, and coordinators were acknowledged for the building, maintenance, and expansion of bilingual authorizations, despite institutional constraints. Individual commitment and expertise served here as a critical driving force in program sustainability and growth. Some of the accomplishments cited by interviewees are as follows:

- **Growth in bilingual teacher preparation programs.** Enrollment in bilingual teacher preparation programs has increased in the years following the passage of Proposition 58, particularly during periods of targeted state, federal and private funding. Since 2018, the inception of Global California 2030, programs have increased from 40 to 48, the goal being 90 programs by 2030 (see Figure 1). Initiatives such as the Los Angeles Teacher Preparation Pathway (LATPP) illustrate efforts to strengthen the multilingual teacher pipeline by supporting paraprofessionals from college enrollment through credential completion and employment.⁹ Also, the Bilingual Teacher Professional Development Program (BTPDP) offers grants to LEAs to provide professional learning services to teachers and paraprofessionals until June 2029.
- **Stronger quality and accountability in bilingual teacher education.** The implementation of the California Bilingual Teacher Performance Expectations (BTPEs), alongside program standards and full accreditation cycles aligned with the California Commission on Teacher Credentialing (CTC), has deepened rigor, coherence, and accountability within bilingual teacher preparation programs.
- **Program innovations supporting candidate language development and access.** Institutes of higher education (IHEs) have developed local language assessments and portfolios to help candidates navigate barriers associated with the California Subject Examinations for Teachers (CSET) Subtest III, while supporting academic language development. In addition, synchronous and asynchronous online program formats have expanded access for candidates pursuing a bilingual authorization, advanced degrees, and professional development across different regions.
- **Expanded demand for bilingual education and multilingual achievement.** Bilingual and dual language programs in TK-12 schools have increased as perspectives on multilingualism increasingly shift toward an asset-based view. Rising participation in California's Seal of Biliteracy, reaching nearly 76,000 students in

“ Our dual language immersion programs have gone from 3 in 2024 to 14 today and all programs have long waiting lists. So, we know the demand is there from the community, and so is the demand for bilingually authorized teachers... Districts are sharing with us that they need more bilingual teachers for more DLI programs and classrooms. We want to support our districts, especially after Proposition 58. This is why we submitted an application to the CTC and were approved to add the bilingual authorization to our credential programs.”

Dr. Carlos Pagán

Director, Santa Barbara County Office of Education

⁹ García Mathewson, T. (2025). *Why California's bilingual education progress has slowed*. CalMatters.

the 2024–25 school year, reflects growing community awareness of the benefits of multilingualism and contributes to increased demand for qualified bilingual teachers.¹⁰

- **Stronger infrastructure through partnerships and targeted investments.** Regional collaboration among LEAs, universities, and statewide advocacy organizations (e.g., California Association for Bilingual Education, CABTE, and California Council on Teacher Education) is supporting program growth, clinical placements, and employment pathways for bilingual teacher candidates. Interviewees noted increasing demand for Asian-language bilingual teacher preparation programs, supported in part by the 2022–23 California Budget allocation of \$5 million to credential bilingual teacher candidates in Asian languages.

Together, these developments, though still evolving, signal progress toward a more robust and sustainable multilingual teacher workforce in California.

Section 3: The Structural Challenges Holding Us Back

The study revealed multi-layered barriers when examined by constituency groups (bilingual authorization coordinators, state level participants, and focus groups), resulting in reiterative structural challenges across institutions in California. A preliminary analysis of IHE-level challenges shared by all participants revealed the following themes:

- **Limited and temporary faculty staffing model.** Most bilingual teacher preparation programs rely primarily on one individual who is responsible for directing, designing, supervising, and conducting clinical practice placements. Faculty lines for these programs are viewed as marginal and non-tenure track positions, responsible for many functions without approved and permanent release time, which is sometimes reduced over time. During one focus group, Dr. Vicky Xiong-Lor from California State University, Fresno mentioned, “My first year, they gave me release time ... one course release per semester. This year, I basically was given no release time for the bilingual authorization.”
- **Bilingual authorization is viewed as an “add-on.”** The bilingual authorization is not implemented as a base credential and thus, it is not a priority when conducting scheduling, advising, credentialing and/or providing financial aid support. In the words of Dr. Myriam Casimir from Cal Poly Pomona, “If we had a bilingual credential, it would be integrated into all of the parts of the program.” The current authorization model can silo bilingual teacher preparation, and render it as secondary as opposed to being considered an integral component of teacher preparation.
- **Obstacles in bilingual clinical practice placements.** Bilingual authorization coordinators also mentioned the difficulty of clinical practice systems due to bilingual placement scarcity, uneven district readiness,

¹⁰ California Department of Education. [State Seal of Biliteracy, 2024-25 Participation Data](#).

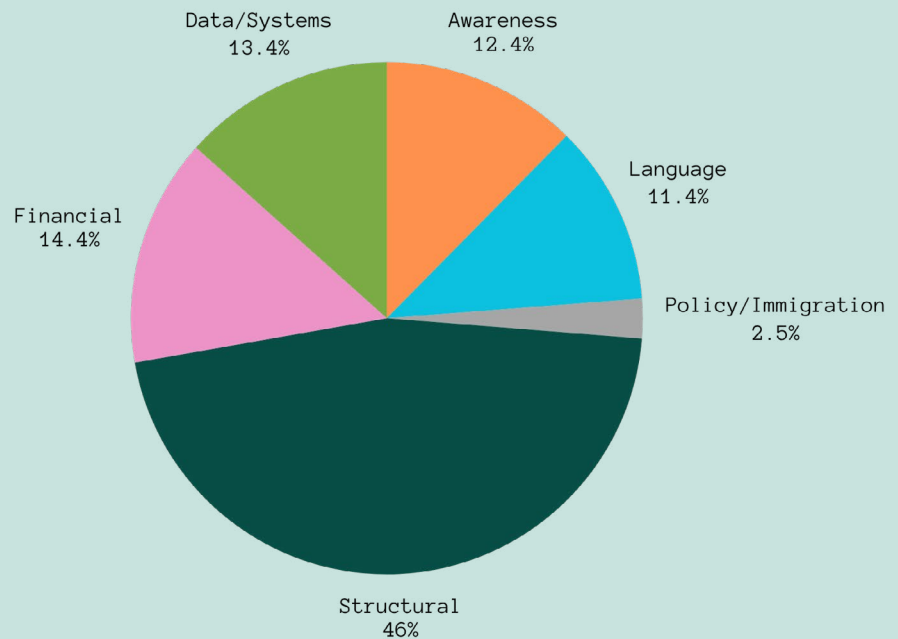
and candidate transportation challenges propelled by IHE cross-institutional disparities rather than statewide structural commitments. In the case of early childhood education, most bilingual teachers do not have formal mentoring, clinical practice, or structured feedback provided by cooperating teachers.

- **Lack of bilingual candidate affordability.** Bilingual candidates cannot afford unpaid student teaching and increasing testing costs for program admission, coupled with temporary or one-time funding streams that do not support program infrastructure and/or program completion. In the words of Dr. Soleste Hilberg from UC Santa Cruz, “Not only do we need money that’s specifically targeting students to achieve their bilingual authorization and supports them financially to get a credential, we also need something that’s very specific for undocumented students, knowing that they have additional challenges.” Stipends or incentives for newly hired bilingual teachers are not always provided by LEAs even though additional workload expectations are in place.
- **Barriers of target language proficiency assessments.** Bilingual authorization coordinators expressed that candidate proficiency assessments of the target language, especially in writing, remained a predictable barrier to program admissions due to their lack of language proficiency. According to Dr. Myriam Casimir from Cal Poly Pomona, “Most of our Latina candidates are not literate in Spanish, even if they still are able to speak.” In early childhood education, bilingual teachers speak the language, but lack understanding or skills in language allocation, purposeful bridging or maintaining immersion time. This was further supported by the fact that teacher preparation programs do not adequately prepare bilingual teachers and there is a demonstrable shortage of high-quality multilingual instructional materials for IHEs and LEAs.

Challenges Identified by Bilingual Authorization Coordinators

Figure 3: Challenges Identified by Bilingual Authorization Coordinators

N=32 Coordinators
Challenges Distribution



Source: from survey provided to 32 coordinators in study.

Bilingual authorization coordinators indicated the major challenge as **structural**, including program staffing and capacity building. The second most identified challenge was **financial**, including unpredictable grant funding that inhibits the development of personnel and resource infrastructure. Other notable challenges identified by more than one in ten coordinators included the fragmentation of **data/systems** at regional and state levels for teacher recruitment and credentialing, the variable levels of public awareness and buy-in for multilingual programs, and language proficiency assessments (see **Figure 3**).

Challenges Identified by State Level Participants and Focus Groups

An analysis of responses from state level participants and focus groups revealed the following infrastructure, capacity, and sustainability challenges:

- **Teacher preparation programs.** There is a need for hiring bilingual/multilingual faculty who can build solid systems and robust programs for all teacher candidates (monolingual and multilingual). Teacher preparation programs are not designed to develop deep academic proficiency in the target language, and therefore do not adequately prepare bilingual teachers for bilingual/dual language immersion classrooms.
- **Regional disparities.** Cross-institutional disparities do not allow for consistency of bilingual teacher preparation. It was noted that not all institutions prepare teachers with the same level of quality indicators due to a lack of personnel and basic program infrastructure.
- **Episodic grant funding.** Fiscal sustainability threatens expansion of bilingual teacher pipelines since there is no structural financial support for these programs beyond one time funding or episodic grants.
- **Data fragmentation.** Data related to teacher preparation, recruitment, assignment, and credentialing reside in different systems at the state level, impeding California's ability to strategically expand the bilingual teacher pipeline.
- **Political volatility.** Policy changes and shifts, such as moving from Proposition 227 to Proposition 58, regarding language policy and bilingual program implementation have resulted in fragmented attempts to build systems that can sustain growth over time.

In summary, California's multilingual policy ambitions are remarkable, but institutional infrastructure has yet to be developed to meet them at scale for the state.

Section 4: Unlock The Power of Bilingual Authorization Coordinators

The study identifies a critical and underutilized policy implementation lever: the bilingual authorization coordinators who run California's teacher

preparation programs. These coordinators possess the expertise, relationships, and program knowledge needed to drive systemic change, but remain structurally disconnected from the policy processes that shape their work.

Bilingual authorization coordinators report strong agency at the program level, where they design curriculum, mentor candidates, build district partnerships, and recruit promising students. However, they report little to no influence at the state level, where funding decisions are made, credential standards are written, and the policy conditions governing their daily work are set. As Dr. Rhianna Casesa of Sonoma State University stated, “Within my institution, I have a lot of autonomy from my dean... it’s the bigger policy issues that feel really defeating right now.”

This disconnect is not a personal failing, it is a structural one. Most programs rely on a single coordinator per campus, frequently without a dedicated budget, who simultaneously teaches courses, advises candidates, arranges placements, navigates institutional politics, and builds community relationships. Research confirms that individual actors without systems and infrastructure cannot sustain this work over time, and that many coordinators are reluctant to leave their positions precisely because the programs they have built would not survive their absence.¹¹ The barrier is not motivation or capacity, it is isolation and insufficient institutional support.

State-level leaders report a markedly different experience. All ten respondents described strong collective agency through coalition membership and organizational affiliation. Organizations such as Californians Together (representing a coalition of over 38 organizations), California Association for Bilingual Education (CABE), California Council on Teacher Education (CCTE), and Children Now have regular access to legislative offices, participate in budget negotiations, and shape state policy language. As one Californians Together representative noted, “When we speak, we’re speaking on behalf of all those organizations... there is so much power in being a coalition.” This advocacy infrastructure, however, is not currently reaching the bilingual authorization coordinators who most need it. Most coordinators report no meaningful connection to these bodies, and several work in isolation even from other coordinators within their own California State University (CSU) system. One participant noted that each of the 23 CSU campuses has a singular bilingual authorization coordinator “doing micro-work that shouldn’t be necessary if departments understood each other.”

The most actionable leverage point this study identifies is structural: connecting coordinator expertise to existing coalition power. CABTE is positioned to serve this function directly. Coordinators across all phases described the experience of connecting with peers as transformative; for many, it represented their first meaningful engagement

“ I feel empowered within my own community of professionals and colleagues... I feel empowered to push the needle a little bit in thought and in theory. But when it comes to a larger scale... there’s red tape around funding, there’s red tape about what can be done and what can’t be done. We need to sit at the tables. We need to be able to push policy forward. We need to be able to sit with other people that are just as committed and powerful.”

Dr. Karla Lomeli
Santa Clara University

11 Public Advocates. (2022). *Understanding educators’ experiences teaching multilingual learners.*

with a broader community of practice. This reveals both how much latent collective capacity exists in the field and how little infrastructure has been built to channel it. A formal coordinator advisory mechanism, regular statewide convenings, and systematic feedback loops between program practitioners and advocacy organizations are not ancillary supports; they are foundational to a functional policy ecosystem. Research on teacher workforce reform demonstrates consistently that sustainable change requires integrating practitioner knowledge into policy processes as a structural feature, not a symbolic gesture.¹²

The program-level work coordinators already perform deserves recognition as a policy asset. Recruitment relationships, community trust, and program innovations built with minimal resources are not incidental contributions; they are the foundation on which a scaled bilingual teacher pipeline depends.

The policy imperative is clear: replace the current reliance on individual effort with institutional structures that make coordinator agency sustainable, scalable, and connected to the systemic change the field requires.

Section 5: Policy Recommendations

California Cannot Afford to Delay

Across all phases of this study, bilingual authorization coordinators and state-level leaders articulated a convergent policy agenda—even as their vantage points differed in scale. Coordinators pressed for baseline institutional conditions: a protected faculty line, stable coordinator funding, courses integrated into regular scheduling, and access to quality bilingual clinical placements. State-level leaders called for systemic infrastructure: a statewide strategic plan, integrated data systems, and permanent budget restructuring extending the TK–16 pipeline from early childhood through credentialing.^{13,14} Three priorities commanded strong consensus across both groups: financial support for bilingual teacher candidates, reform of gatekeeper assessment pathways, and permanent institutional investment in preparation programs.

12 Darling-Hammond, L., Sutchter, L., & Carver-Thomas, D. (2018). *Teacher shortages in California: Status, sources, and potential solutions*. Learning Policy Institute.

13 Chu, M., Vélez, V. N., & Torres, D. P. (2023). *“Homegrown” Latinx educator pathways: The challenges and possibilities for early childhood teacher education*. *Journal of Early Childhood Teacher Education*.

14 Jimenez-Silva, M., Gomez, C., & Cisneros, S. (2021). *California’s mini-corps tutors as bilingual teacher candidates: Building a pipeline to address teacher shortages post-Proposition 58*. *Bilingual Research Journal*, 44(2), 134–150.

The findings of the study, drawn from interviews with 35 bilingual authorization coordinators, ten state-level leaders, four focus groups, and a field-wide survey, inform the three priorities and converge on five actionable recommendations. These are not aspirational statements. They are structural changes with identifiable actors, mechanisms, and timelines.

Recommendation 1: Formally Recognize and Resource the Role of the Bilingual Authorization Coordinator

The people responsible for running bilingual teacher preparation programs at California's colleges and universities operate without formal status, without adequate release time, and without a seat at the institutional tables where decisions about their programs are made. Coordinators are excluded from governance committees, assigned courses to Friday evenings and late time slots, and treated, in the words of one coordinator, as the "forgotten child" of the credential suite. This is not incidental neglect; it is structural.

The CTC, in collaboration with the CSU Chancellor's Office and the University of California Office of the President, should **establish a defined and protected role for the bilingual authorization coordinator**. This means **mandating a minimum workload allocation of 0.3 to 0.5 release time** (proportional to the program size maintenance and active growth activities and projections) dedicated to coordination duties at institutions with active bilingual authorization programs; **requiring that coordinators hold voting representation on institutional credential program governance committees**; and **creating a statewide Bilingual Authorization Coordinator Network with dedicated funding** through the CDE Multilingual Support Division, providing formal infrastructure for peer exchange and policy input.

Institutions that fail to provide these baseline conditions should be flagged during the CTC program review process. Elevating the role of bilingual authorization coordinators is not an administrative courtesy; it is a pipeline strategy.

Recommendation 2: Establish a Tiered, Sustained Funding Architecture for Bilingual Teacher Preparation Programs

The current funding landscape forces programs to survive on grants, goodwill, and the personal labor of bilingual authorization coordinators who absorb institutional neglect with their own time. The Legislature should create **two distinct and complementary funding streams**.

First, an **Institutional Capacity Fund** administered through the CSU Chancellor's Office and private IHE partners. The Institutional Capacity Fund should provide dedicated annual line-item allocations for **bilingual authorization faculty lines, coordinator release time, clinical placement supervisor stipends, and candidate exam fee waivers**.

Second, a **Candidate Incentive Fund** should offer **universal tuition waivers** for bilingual authorization coursework, **monthly stipends of at least \$1,500** for candidates in the final clinical practice year, and **loan forgiveness tied to a three-year teaching commitment** in a bilingual program. Funding one level of this system without the other creates bottlenecks: well-incentivized candidates will still encounter under-resourced programs, and well-supported programs will still struggle to fill seats without removing the economic barriers candidates face.

Recommendation 3: Reform Clinical Practice Placement Infrastructure

California cannot credential bilingual teachers without bilingual classrooms to place them in for student teaching. Too many candidates complete their preparation in English-only settings because districts with bilingual programs lack the capacity, or the formal incentive, to host them. The CTC should **establish a Bilingual Clinical Placement Registry**, a searchable and actively maintained statewide database of districts and schools able to accommodate bilingual authorization candidates.

Alongside the registry, the state should **create per-candidate stipends for cooperating teachers in bilingual settings**, recognizing the additional professional burden of mentoring a candidate who must demonstrate bilingual instructional competence. **Districts that expand their capacity for multilingual student teaching placements should receive priority consideration in CDE grant competitions established by the Legislature.**

Recommendation 4: Connect Coordinators to the State Policy Ecosystem

Coordinators possess irreplaceable ground-level expertise that is systematically absent from state-level advocacy and policy design. They know precisely where the pipeline leaks: which certification requirements produce unnecessary attrition, which districts cannot absorb new graduates, which institutional decisions silently kill programs. Yet state-level coalitions set advocacy priorities without formally consulting them, and legislative proposals are drafted without their input.

CABTE, in partnership with Californians Together, CABE, and the CDE Multilingual Support Division, should **formalize a Bilingual Authorization Coordinator Policy Council**, a standing body with **rotating coordinator representation that is consulted on all CTC rulemaking, legislative initiatives, and budget proposals** affecting bilingual teacher preparation. California's bilingual education policy must be designed with the people who implement it, not merely for them.

Recommendation 5: Overhaul CSET Assessment Pathways for Bilingual Authorization

The CSET Subtest III in Spanish and in Asian languages such as Mandarin, Cantonese, Korean, Japanese, Filipino, and Vietnamese, functions as a well-identified structural barrier to bilingual authorization in California. Coordinators across the state describe highly capable, deeply community-connected candidates, many of them heritage speakers, who cannot pass an exam that does not reflect their bilingual competence or their readiness to teach.

The CTC should **commission an independent equity audit of the CSET Subtest III**, with a mandate to evaluate **cultural bias, construct validity, and pass-rate disparities by candidate demographics**. In parallel, the CTC should **expand and streamline the course-based alternative pathway**, accepting **a bachelor's degree in the target language as a full waiver of the CSET Subtest III**, and recognizing **extended supervised bilingual clinical practice of 600 or more hours as evidence of language proficiency** for authorization purposes. The current assessment is simultaneously too exclusionary for heritage speakers and too blunt an instrument to measure actual instructional readiness. Without such reforms, the current testing structure risks reproducing the same gatekeeping dynamics that have limited the growth of California's multilingual teacher workforce.

Making 2030 Mean Something

Four years from now, **Global California 2030 will either stand as a turning point or a cautionary tale: a moment when California chose to honor its multilingual promise, or looked away one more time. The students in California's classrooms today will write that verdict. But only if policymakers, advocates, and educators act now.**

The evidence in this brief is not abstract. It comes from **the bilingual authorization coordinators running bilingual teacher preparation programs at universities across the state**, educators who have built something remarkable with almost nothing, who have held the pipeline together through funding cuts, institutional indifference, and certification barriers. They have not given up. **They deserve the same commitment in return.**

The role that state policymakers must play is clear: **fund the pipeline structurally, not episodically; fund and protect the professionals who run it; reform the assessment barriers that block capable candidates; and create the clinical placement infrastructure** without which no amount of preparation matters. These are the minimum conditions for a functioning system. California has spent billions on educational priorities that required far more complexity. **The bilingual teacher pipeline asks for targeted investment and political will.**

The role of multilingual advocates is equally urgent. The bilingual authorization coordinators in this study know they hold leverage; they described themselves as sitting at the intersection of policy and practice, as narrative builders, as equity leaders. But **that leverage remains latent without the coalition infrastructure to**

exercise it. Advocates must build the bridge between the program coordinators implementing bilingual education daily and the legislative offices and agency leaders who set its conditions. **That connection, formalized and sustained, could change the trajectory.**

California is, as one coordinator put it, "a state where multilingualism was once valued, where the vision was real." That vision has not expired. But **a vision without infrastructure is just a speech.** The five recommendations in this brief are the infrastructure. **The time to build it is now, to make 2030 mean something.**

“Where are all these children that we’re educating in bilingual and multilingual settings? Where are they going to go to college? Is their college going to be a bilingual, multilingual experience for them? If we’re really serious about this, we have to really extend the pipeline from early childhood through our graduate careers... I don’t just want our program to grow. I want all of the programs to grow. I want to be able to offer the equivalent that we have in all departments at Dominguez Hills.”

Dr. Elexia Reyes McGovern
CSU Dominguez Hills

Appendix A: Study Methodology

This study employed a multi-phase, mixed-methods design to examine the landscape of bilingual teacher preparation programs in California. The research was conducted in three sequential phases, consistent with best practices in qualitative inquiry that privilege depth, contextualization, and participant meaning-making (Creswell & Poth, 2018; Merriam & Tisdell, 2016).

Phase 1 consisted of 35 semi-structured individual interviews with bilingual authorization coordinators representing institutions across the California State University system, private universities, and the University of California. Semi-structured protocols allowed for systematic cross-case comparison while preserving the flexibility to follow emergent threads of participant experience (Patton, 2015).

Phase 2 extended the inquiry to 10 interviews with state-level leaders and advocacy organization representatives, broadening the analytical lens beyond individual programs to encompass systemic and policy-level perspectives. Together, these two phases generated rich qualitative data across 45 interviews.

Phase 3 employed focus groups as a member validation strategy (Lincoln & Guba, 1985), a methodologically established procedure for assessing the credibility and resonance of preliminary findings. Four virtual focus groups were facilitated via Zoom, engaging 17 participants from the coordinator pool. Researcher-generated statements derived from Phases 1 and 2 were presented to elicit confirmation, contestation, and elaboration, enabling collective deliberation that deepened the evidentiary base.

References for Study Methodology

- Braun, V., & Clarke, V. (2006). *Using thematic analysis in psychology*. *Qualitative Research in Psychology*, 3(2), 77–101.
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- Merriam, S. B., & Tisdell, E. J. (2016). *Qualitative research: A guide to design and implementation* (4th ed.). Jossey-Bass.
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To further triangulate the qualitative findings, a supplementary survey instrument was administered to 19 coordinators via Google Forms, incorporating Likert-scale items and open-ended questions. Triangulation across multiple methods strengthens the validity of the overall findings (Denzin, 1978).

All phases were analyzed thematically using an iterative coding process (Braun & Clarke, 2006), identifying convergences, divergences, and novel contributions across data sources. Significant quotes drawn from interviews and focus groups will be used throughout this article to underscore the principal findings and their implications for policy and practice.

Appendix B: Researchers & Advisors

California Association for Bilingual Teacher Education



CABTE is a professional organization uniting higher education faculty committed to advancing bilingual teacher preparation across California. Founded in response to growing demand for biliteracy programs following Proposition 58, CABTE advocates for linguistically and culturally diverse learners by amplifying a unified voice in education policy. Its membership spans university faculty,

researchers, and community education professionals working collaboratively to improve bilingual, dual-language, and multilingual teacher preparation. Organized around four pillars of emphasis, CABTE promotes research generation, cross-institutional networking, and advocacy to ensure robust preparation programs meet the needs of California's multilingual student communities.

CABTE Research Team



Dr. Eduardo R. Muñoz-Muñoz is an Associate Professor in the Critical Bilingual Authorization program "Bilingüismo y Justicia" at San José State University's Lurie College of Education. He earned his Ph.D. from Stanford (2018), plus master's degrees from Stanford (Sociology) and UC Berkeley (Educational Leadership), and a Licenciatura in English Philology from the University of Córdoba (Spain). His career spans teaching high school in Spain and the UK, elementary bilingual education, and serving as an elementary school principal.

His research focuses on linguistic access, educational opportunities, and teacher preparation. Dr. Muñoz-Muñoz is committed to developing critical teachers as transformative agents of change.



Dr. Nirmla Griarte Flores is an Assistant Professor in the Education Department at Cal Poly Pomona, where she also serves as Bilingual Coordinator. Her research centers on multilingualism, dual language immersion, transnationalism, and global competence. As a first-generation immigrant from the Philippines and a former bilingual classroom teacher, she is deeply committed to cultural and linguistic preservation. Her work critically examines how educational equity can be advanced within marginalized communities. Currently, her research foregrounds the needs and assets of speakers of Less Commonly Taught

Languages (LCTL), aiming to expand inclusive practices and strengthen language programs that honor diverse linguistic identities.



Dr. Amador-Lankster is a professor and director of the Master of Bilingual Education with Multiple/Single Subject and Bilingual Authorization. In California, she worked as a Dual Language teacher, Bilingual Coordinator and site administrator in LAUSD and Los Angeles County of Education. Nationally, she designed long term professional development for teachers of Dual Language Learners in schools across 26 states. Internationally, she has presented in Colombia, China, Lithuania, Singapore, South Africa, Costa Rica, Guatemala and has published in the United States. Her research is centered on Dual Language Education, the Bilingual Teacher Pipeline in California, Raciolinguistics, and Early Childhood Literacy.



Danna Baldwin Moreno is a retired Supervisor and Lecturer of the Department of Teacher Education at the University of California, Santa Cruz (UCSC) where she observed, coached, and evaluated bilingual and non-bilingual student teachers. As a bilingual educator, Danna spent three decades in K-5 classrooms, prioritizing asset based learning, equity, critical thinking, and student engagement in language rich environments. She earned a Masters of Public Administration from Golden Gate University, a Multiple Subject Teaching Credential with Bilingual-Cross Cultural Emphasis from the College of Notre Dame in Belmont, California, and a Bachelor of Arts degree in Social Science/Ciencias Sociales from the University of the Pacific, Elbert Covell College's dual-immersion program in Stockton, California.

Research Advisors: Californians Together



Californians Together is a coalition championing the academic success and wellbeing of California's multilingual learners. Working at the intersection of research, advocacy, practice, and policy, we dismantle historic inequities and build an education system where linguistic and cultural diversity is recognized as a strength.

We envision an education system where multilingual learners and immigrant communities are affirmed, supported, and empowered to thrive. Schools embrace linguistic and cultural assets as core strengths, preparing students to graduate ready to lead in a multilingual, multicultural world.



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