**California Department of Education**

**Report to the Legislature and Department of Finance –** **Evaluating the Impact of the Early Education Teacher Development Grant Expenditures and Outcomes**

 

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**Early Education Division**

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*Description*: A review of the first two years of the Early Education Teacher Development expenditure of funds and relevant outcome data for the purpose of evaluating the impact of the grant, across fiscal years 2022–23 and 2023–24.

*Authority*: *Education Code* Section 8281.5(e)(10) authorized by Assembly Bill (AB) 130

*Recipient*: The Legislature and the Department of Finance

*Due Date*: October 1, 2024

**California Department of Education**

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**California Department of Education**

**Report to the Legislature and Department of Finance – Evaluating the Impact of the Early Education Teacher Development Grant Expenditures and Outcomes**

# Executive Summary

This report is required by California *Education Code (EC)*, Section 8281.5(e)(10), authorized by Assembly Bill (AB) 130, (Chapter 44, Statutes of 2021). *EC* 8281.5(e) authorizes the Early Education Teacher Development (EETD) grant to increase the number of highly qualified teachers available to serve California State Preschool Programs (CSPP) and transitional kindergarten (TK) pupils and to provide CSPP, TK, and kindergarten (K) teachers with training in providing instruction in inclusive classrooms, culturally responsive instruction, supporting dual language learners, enhancing social-emotional learning, implementing trauma-informed practices and restorative practices, and mitigating implicit biases to eliminate exclusionary discipline. The report will focus on the expenditure of funds and relevant outcome data to evaluate the impact of the grants awarded pursuant to *EC* 8281.5(e)(10).

Seventy-two local educational agencies (LEAs) were awarded a portion of the $100 million in one-time funding. As a condition of receiving funding, grantees were required to report to the California Department of Education (CDE) the expenditure of funds and relevant outcome data related to grant activities. Based on the data submitted, grantees have spent $963,338 on tuition and stipends to support CSPP and TK teacher candidates and $15 million overall. Additionally, EETD grantees have hosted professional development opportunities for 21,132 early educators in CSPP, TK, and K programs.

Grantees report that a primary use of EETD grant funding is to offer tuition stipends to recruit educators. However, grantees have also reported that tuition stipends are significantly more effective when they cover 75 percent of tuition costs. Rising costs to attend college make it difficult for grantees to offer competitive stipends at the success rate that is needed to meet the high workforce demands in early education. Additionally, low wages have made retention difficult in the early education workforce. This has resulted in continued needs for sustainable early education workforce development and support as Universal PreKindergarten (UPK) expands.

This report is available on the EETD grant legislative report web page at <https://www.cde.ca.gov/sp/cd/lr/eetdlegreport.asp>. If you have any questions regarding this report, please contact Kerra Lancaster, Child Development Consultant, EED, by phone at 916-323-4905 or by email at KLancaster@cde.ca.gov.

# Introduction

California launched UPK in fiscal year (FY) 2021–22 in alignment with the recommendations from the Master Plan for Early Learning and Care (Master Plan), in an effort to ensure that all four-year-old children in the state would have access to one year of high-quality prekindergarten (pre-K) by 2025–26. UPK is an umbrella term that includes the CSPP and TK at the CDE, as well as Head Start, district and local community-based preschool programs, early learning services for students with disabilities, private pay preschool, and expanded learning options to support access to a full day of services. Implementation of UPK includes TK, which is the only universal option, and which is being gradually phased in until 2025–26, and which operates alongside an array of other preschool options, including the CSPP.

In addition to specifying the timeline for UPK implementation, the 2021–22 Budget Education Trailer Bill (AB 130; Chapter 44, Statues of 2021) also appropriated funds to support planning and implementation of UPK. Specifically, AB 130 established the UPK Planning and Implementation (P&I) grant and the EETD grant, codified in *EC* Section 8281.5, to support expanded access to UPK programs.

Specifically, AB 130 allocated $100 million in one-time funding for the EETD grant, and directed the CDE to distribute the funds as competitive grants to LEAs to:

1. Increase the number of highly qualified teachers available to serve CSPP and TK pupils
2. Provide CSPP, TK, and K teachers with training to increase specific competencies in instruction in inclusive classrooms, culturally responsive instruction, supporting dual language learners (DLLs), enhancing social–emotional learning, implementing trauma- and healing-informed practices and restorative practices, and mitigating implicit biases to eliminate exclusionary disciplinary practices

As a way to fulfill this mandate, the CDE released a competitive request for applications (RFA) for the EETD grant in spring 2022 to distribute the $100 million to eligible LEAs, which, per statute, includes school districts, county offices of education (COEs), and charter schools, or a consortium of the aforementioned entities. The CDE received 112 applications for the EETD grant, and after scoring the applications according to the RFA’s scoring rubric, 72 grantees were selected to receive the EETD grant. Of the 72 selected grantees, 42 were COEs, 27 were school districts, and three were charter schools. In total for the state, 52 of California’s 58 counties are receiving some form of funding through the EETD grant. However, every region (defined by the California County Superintendents [CCS]) in the State of California benefits from the EETD grant funds. To date, about $15 million in total has been spent, and grantees have until June 30, 2026, to spend the remainder of the funds. The CDE expects expenditures to increase over the next FY now that grantees have spent time creating local plans for spending the funds and have their systems in place.

This report is being provided in accordance with the requirements of *EC* 8281.5(e)(10), which requires the CDE to provide a report on the expenditure of funds and relevant outcome data in order to evaluate the impact of the EETD grant. This report is to be provided to the Department of Finance and the appropriate policy and fiscal committees of the Legislature on or before October 1, 2024.

In keeping with these statutory requirements, this report will use the fiscal and programmatic data submitted by EETD grantees to indicate the outcomes of the EETD grant activities and the related expenditures incurred. The report also provides additional background information on the EETD grant in the context of the early education workforce needs and current initiatives.

# Background

### Universal Prekindergarten Implementation

As stated above, the Master Plan recommended “expanding access over time to achieve one year of free, universally available and inclusive pre-K for all four-year-old children and expanding targeted access to an additional year of publicly funded pre-K for all three-year-old children from income-eligible households, as well as children with disabilities.”

California took the first step toward this goal in the 2021–22 State Budget by setting a timeline for expanding TK to be universal for all four-year-old children and appropriating $130 million for expanding CSPP to create more available spaces for eligible three- and four-year-old children. By 2025–26, UPK will exist for all four-year-old children in California through a mixed-delivery system that will bring together programs across early learning and TK through grade twelve (TK–12).

The 2021–22 State Budget also included funding opportunities for workforce development, which includes investments for recruitment and retention to help increase the pipeline for the early education workforce. These additional workforce investments are described on the UPK Teacher Pipeline Resource Compendium in Appendix A.

UPK is an umbrella under which both TK and CSPPs are seeing an accelerating expansion to serve all eligible children in California. The vision for full UPK implementation is a free and high-quality year of pre-K for all four-year-old children in California.

To reach this goal, the CDE anticipates two needs: (1) to increase the number of teachers and (2) to increase the competencies of existing teachers to serve the diverse population of children in California.

In order to support the implementation of TK as one of the pillars of the UPK system, the state has engaged LEAs in a roll-out of TK programs, including collaboration and integration with early education programs that are already in operation. *EC* Section 48000(c) provides guidance to LEAs on the age-eligibility expansion requirements for TK implementation. Starting in the 2022–23 school year, LEAs must serve four-year-olds in TK classrooms if they meet the age requirement of turning five years old between September 2 and February 2 of the same year. The age eligibility continues to expand each school year until full implementation in 2025–26, when all children turning four years old by September 1 are eligible for TK enrollment. Currently, school districts and COEs operating K programs are required to offer TK for age-eligible children to attend. Charter schools are not currently required to offer TK programs, though many are choosing to do so.

To support the alignment of the early education system, the CDE strongly encourages LEAs to offer TK at all elementary school sites, with particular focus on neighborhoods where children have the least access to preschool education. Additionally, the CDE suggests that LEAs consider pairing TK programs with access to CSPP and the federal Head Start program for age- and income-eligible three- and four-year-old children to further bolster program quality, either through the LEA’s own CSPP or Head Start or via a contract partnership with a community-based organization (CBO) that administers a CSPP or Head Start. The vision for full UPK implementation is a free and high-quality year of pre-K for all four-year-old children in California.

The EETD grant program, together with the UPK P&I Grant Program, was established with the goal of expanding access to classroom-based pre-K programs at LEAs and to support costs associated with planning and implementing UPK. In total, across the 2021–22 and 2022–23 State Budgets, the Legislature has appropriated a total of $600 million for the two grants, with $500 million for the UPK P&I grant and an additional $100 million for the EETD. The UPK P&I grant has a broader focus on supporting planning and implementation for UPK, though the grant funds may be used to support staff training and professional development. The EETD grant program provides funding on a competitive basis to LEAs to identify, recruit, and retain a robust early education workforce, as well as increase specific competencies for their workforce.

The EETD grant addresses the Master Plan recommendation to “support children’s learning and development by enhancing educator competencies, incentivizing and funding career pathways, and implementing supportive program standards,” and this work directly impacts the expansion and implementation of UPK, supporting the foundational elements of early education that will make the Universal TK (UTK) implementation and broader UPK system successful. While preparing for full UPK implementation, there is a need to plan to increase the number of credentialed and permitted teachers entering the workforce to meet the growing needs and the professional development opportunities for the current workforce. Moreover, there is a need to support early educators to meet the upcoming certification requirements of 24 units of higher education classes focused on early childhood education (ECE) by August 1, 2025, per *EC* Section 48000(g)(4).

California seeks to create equitable pathways for preparation, career development, and career advancement of educators across early education settings to ensure they reflect the racial and cultural diversity of the children served. The availability of an early education workforce has been an ongoing challenge not just in California, but nationwide. California has a critical shortage of highly skilled early educators, which impedes efforts to expand high-quality, early education programs. The challenge was further exacerbated by the coronavirus disease 19 (COVID-19) pandemic, as California has seen unmet workforce needs across multiple sectors, including education and early learning and care.

### Current Early Education Workforce Demographics

The UPK workforce needs in California are vast, as the expansion of TK programs and CSPPs are anticipated to serve upwards of 450,000 children at full implementation of UTK in 2025–26, according to a report from the Learning Policy Institute (LPI).[[1]](#footnote-2) In 2021, as the EETD grant was being designed, the LPI estimated that 4,100 lead TK teachers were needed for the existing TK programs. The LPI additionally estimated that over 15,000 additional TK teachers will be needed by full implementation in 2025–26, to meet the second adult requirement for TK classrooms.

Currently, TK teacher data is primarily gathered through the UPK P&I grant reporting. In the most recent UPK P&I programmatic reporting collected by the CDE, LEAs indicated their staffing needs in the 2022–23 school year and the anticipated need for the 2023–24 school year. Table 1 (below) illustrates the TK teaching staff data collected from LEAs implementing TK programs. Table 2 (below) data was also from the 2022–23 UPK P&I Grant Reporting data, which provides the anticipated number of teachers and second adults in the 2023–24 school year. The data from the UPK P&I Grant Report from the 2023–24 school year has not yet been collected and processed.

**Table 1: Transitional Kindergarten Teaching Staff 2022–23 School Year**

| **Position Type** | **TK Educators** | **TK Second Adults** |
| --- | --- | --- |
| Current Positions | 7,740 | 7,513 |
| Positions Needed | 93 | 596[[2]](#footnote-3) |

Source: UPK P&I Grant Reporting Data

**Table 2: Anticipated Transitional Kindergarten Teaching Staff 2023–24 School Year**

| **Position Type** | **TK Educators** | **TK Second Adults** |
| --- | --- | --- |
| Anticipated Positions  | 9,229 | 8,475 |

Source: UPK P&I Grant Reporting data, 2022–23

While the TK teacher counts are self-reported by LEAs in the UPK P&I reports, CSPP teacher data is less accessible. For this report’s purposes and understanding the scope of CSPP workforce needs, the CDE estimates CSPP teachers and teacher assistants by using the total CSPP enrollment number. Using October 2023 data, CSPP had 101,335 children enrolled across all programs. Using a formula of one lead teacher per 24 children (assuming fully enrolled CSPP classrooms), this would indicate a minimum of 4,223 teachers needed in the 2023–24 school year. Each fully enrolled classroom needs two additional educators (often called aides or other adults). Using the same enrollment data, it is estimated that at least 8,445 aides were needed in CSPP classrooms during this period. In total, 12,668 teaching staff were needed to support all CSPPs in the 2023–24 school year.

To obtain a more holistic picture of the workforce at preschools in California, the California Preschool Data Collection (CAPSDAC) system is being built and tested. The first iteration of teacher workforce data in CAPSDAC, which is in its initial phases, will provide data specific to CSPP teachers at LEAs and is expected to be available by October 2024.

For more information on the data available pertaining to California’s ECE workforce landscape, see the attached California Department of Education Early Education Workforce Fact Sheet, 2023–24, in Appendix B.

### Existing and Previous Initiatives in the Early Education Workforce

The State of California has made large strides investing in the early education workforce in recent years. Universal Prekindergarten Teacher Pipeline Resource Compendium in Appendix A summarizes the current and existing state initiatives that invest in the early education workforce starting in 2021, sourced from the [CDE UPK Workforce Compendium](https://www.cde.ca.gov/ci/gs/p3/documents/upkteachercompendium.pdf).

In accordance with the Master Plan recommendation, the EETD grant is an investment made directly in support of the existing early education workforce. Compared to all other existing initiatives, the EETD grant is novel in that part of its statutory charge is directed to leveraging the existing early education workforce to support teacher candidates in obtaining a credential, permit, or other schooling to provide authorization to work in CSPP and TK programs.

# Methods

The EETD grant data was collected from grantees semi-annually via a survey designed in collaboration with the UPK Research Design Team convened by the CDE, which comprises external subject matter by experts and researchers, which also includes input from the LPI. The survey design was reviewed regularly by the CDE Early Education Division and has undergone subtle revisions for clarity based on grantee feedback. Over time, questions have been refined to be more user friendly and to improve the collection of data; however, overall content has not changed. Each EEDT grantee submitted this survey and reports in accordance with the grant duration requirements.

To date, grantees have submitted data and reports to the CDE in April 2023, September 2023, March 2024, and September 2024, which covers activities funded by the grant from July 1, 2022, through June 30, 2024. Data received in September 2024 (covering activities from January 1 through June 30, 2024) has not been included in this report as this report is due October 1, 2024. Table 3: Early Education Teacher Development Grant Reporting (below) depicts the activity periods, reporting dates, and if the data was able to be included in this report.

**Table 3: Early Education Teacher Development Grant Reporting**

| **Activity Period** | **Reporting Due Date** | **Included in this Report** |
| --- | --- | --- |
| July 1–December 31, 2022 | April 15, 2023 | Yes |
| January 1–June 30, 2023 | September 15, 2023 | Yes |
| July 1–December 31, 2023 | March 15, 2024 | Yes |
| January 1–June 30, 2024 | September 15, 2024 | No |

Data was collected in the following categories:

* Professional development (PD) topics
* PD length and format
* PD long-term goals
* Concurrent roles held while participating in PD
* Coursework taken
* Funding allocated to stipends and coursework
* Recruitment strategies

The CDE analyzed over 90 questions from 72 grantees semi-annually and compared the data across reporting periods to identify patterns and points for further analysis. Information gathered from surveys was compared to larger existing data sets, such as the UPK P&I reporting, the data the CDE has compiled in the Workforce Fact Sheet, data from California and national research studies, the CDE TK–12 data, U.S. Department of Education data, and California Childcare Resource and Referral Network data to better contextualize the impact of funds on the early education workforce and future needs.

The statute has two requirements: the first is increasing the number of highly qualified teachers available in the early education workforce, and the second is providing professional development for the existing early education workforce. For this report’s purposes, the CDE defines

* **increasing highly qualified teachers in the early education workforce as** *activities related to recruitment of teacher candidates and addressing the workforce pipeline*; and
* **professional development for the early education workforce** **as** *professional development activities to support current early childhood educators’ competencies*.

# Summary of Findings

As stated in the Introduction, *EC* Section 8281.5(e)(1)(A) directs that the EETD grant must be used to:

1. Increase the number of highly qualified teachers available to serve in CSPPs and TK settings
2. Provide CSPP, TK, and K teachers with training in providing instruction in inclusive classrooms, culturally responsive instruction, supporting DLLs, enhancing social–emotional learning, implementing trauma-informed practices and restorative practices, and mitigating implicit biases to eliminate exclusionary disciplinary practices

Additionally, EETD can be used to support educators that hold the appropriate Multiple Subject Credential (MSC) but have not yet completed 24 units of higher education classes focused on early childhood education, which will become required August 1, 2025, per *EC* Section 48000(g)(4). With an already existing educator shortage, sites are met with the challenge of potentially losing existing educators who do not meet the upcoming certification requirements.

Through a competitive RFA, 72 grantees were awarded the $100 million allocated to the EETD grant. In addition, authorized by *EC* 8281.5(c)(4)(C), $7.7 million was reallocated from unused UPK P&I funding from FY 2021–22 and made available to eligible EETD grantees in the spring of 2024. EETD grant obligations and expenditures began in December 2022. As with any new grant program, it has taken time for grantees to build programs, hire staff, and advertise the opportunities to the educator candidates in their communities. As of March 2024, reporting (which represents data from July 1, 2022, through December 31, 2023), grantees have expended about 15 percent of the total allocation of $100 million.

The following section will provide a summary of recruitment efforts, including the number of individuals concurrently serving in the early educator workforce while receiving funding, an overview of related grant expenditures incurred thus far, and a summary of PD activities offered to current educators.

### California State Preschool Program and Transitional Kindergarten Teacher Recruitment Efforts

Recruitment includes individuals who do not hold the required credentials or permits to serve as qualified early educators. This definition is inclusive of existing educators who do not hold the required credentials and non-educators interested in joining the educator workforce. However, PD only includes existing educators (with or without the required credentials) receiving training for their role.

As part of the required programmatic reporting for this grant, the CDE surveyed grantees on recruiting practices, teacher candidate concurrent roles, and funding to better understand the successes and challenges in increasing the number of highly qualified teachers in the early education workforce. Grantees have reported on their recruitment efforts and shared successes and challenges with recruiting participants for the CSPP and TK teacher candidate tracks.

* Grantees reported that the most common recruiting approaches include disseminating informational materials through various means, which are decided on or created at the local level, such as online parent platforms, social media, listservs, and college campuses; surveying existing staff on professional goals; and offering financial incentives such as tuition reimbursement, grants, and stipends to cover anywhere from a portion of the cost to the whole cost of higher education. Grantees also reported coordinating with agencies that administer other early education workforce-related funds to ensure that prospective early educators can get financial assistance through the appropriate grant.

The number and type of recruitment activities are categorized by type in Table 4: Recruitment Effort Instances Made by Early Education Teacher Development Grantees by Teacher Candidate Type (below). The data shows all 72 grantees’ total recruitment activities over the duration of the grant reporting. Across all reporting periods, grantees reported completing the following activities (recorded by instance) to recruit both CSPP teacher candidates and TK teacher candidates. Events that targeted both types of candidates are reflected in both categories. In total, across the year 2023, EETD grantees conducted 371 recruitment events for CSPP candidates and 368 recruitment events for TK candidates.

**Table 4: Recruitment Effort Instances Made by Early Education Teacher Development Grantees by Teacher Candidate Type**

| **Recruitment Efforts** | **Number of Recruitment Events for California State Preschool Program Candidates** | **Number of Recruitment Events for Transitional Kindergarten Candidates** |
| --- | --- | --- |
| Developed and disseminated informational materials for prospective teacher candidates such as advertisements or announcements on websites, job boards, and media | 83 | 83 |
| Provided financial incentives to teachers (for example, stipends, signing bonuses, wage increases) | 62 | 60 |
| Surveyed existing staff to identify qualifications and career goals  | 58 | 72 |
| Hosted recruitment events as part of general teacher recruitment (for example, job fairs) | 55 | 57 |
| Hosted specific informational sessions for prospective teacher candidates  | 50 | 47 |
| Other recruitment effort(s) for teachers | 39 | 33 |
| None | 24 | 16 |
| **Total Instances of Recruitment Efforts** | **371** | **368** |

* Grantees conveyed in their reporting that the most common pool they recruited from were existing educators and staff already working in education settings within the community. While this was beneficial for recruiting from within the workforce pipeline, grantees still cited challenges in supporting current educators because of tuition cost. For example, as reported in the Communities of Practice, Santa Clara County Office of Education (SCCOE) reported experiencing challenges with recruiting candidates. They first offered an education stipend that covered 25 percent of the cost of tuition but did not receive many applicants. Subsequently, the SCCOE increased the stipend amount to 50 percent of the cost, and still did not receive applicants. Finally, after offering a stipend of 75 percent of the cost of tuition, a surge of candidates began applying. The SCCOE conducted an inquiry and realized that most of the applicants were currently employed in education settings and have access to a small amount of additional funds through their employers (often school districts) that cover a fraction of the tuition cost. Because the cost of tuition is so high and wages for many CSPP early educators are typically low, it is likely educators could not afford even 25 percent of the cost of tuition. Thus, grantees noted that CSPP educators (who are typically paid lower due to district classifications) needed major financial support to attend college courses. With the minimal funding provided by the school district and the addition of EETD funding provided, the close-to-fully-paid tuition allowed educator candidates to return to school. Similarly, other grantees have cited that the tuition stipends need to cover most of the tuition cost, books, and supplies to effectively recruit participants in the program.

To best support teacher and educator candidates, EETD grantees have been efficient in creating workforce pipeline programs that blend and braid funding sources.

* For example, most grantees report using other streams of funding to bolster the workforce programs that are also supported by EETD funding. One example is the California Department of Social Services (CDSS) Workforce Pathways grant, which has a similar goal of increasing the number of early educators in California. While CDSS’s Workforce Pathways grant has different candidate requirements and less funding, EETD grantees have found success in creating streamlined programs that use both types of funding to support teacher and educator candidates.

Table 5: Educator Candidates Supported by the Early Education Teacher Development Grant and Their Current Roles (below) shows the landscape of the current roles educator candidates receiving EETD funding hold, with a strong majority already working in an educational setting. This data displays important information on how educator candidates are moving through the educator pipeline and provides insight into the professional goals of early educators.

**Table 5: Educator Candidates Supported by the Early Education Teacher Development Grant and Their Current Roles**

| **Candidates Current Roles** | **TK Teacher Candidates** | **CSPP Teacher Candidates** | **Totals** |
| --- | --- | --- | --- |
| CSPP Staff | 42 | 360 | 402 |
| Head Start Staff | 27 | 196 | 223 |
| Family Child Care Staff | 3 | 25 | 28 |
| Private Early Childhood Staff | 12 | 26 | 38 |
| TK Staff | 452 | 29 | 481 |
| K Staff | 61 | 2 | 63 |
| First through Grade Twelve Staff | 107 | 10 | 117 |
| High School Student | 0 | 0 | 0 |
| College Student | 32 | 45 | 77 |
| Unemployed and Not a Student | 2 | 2 | 4 |
| Teacher Candidates in Other Roles | 34 | 24 | 58 |
| **Totals\*** | 772 | 719 | 1491 |

\*Note that the totals may include double counts of teacher candidates.

For the purposes of this reporting, the CDE has defined CSPP, Head Start, Family Child Care, Private Early Childhood, TK, K, and first through grade twelve staff as anyone employed at a CSPP, TK program, K program, Family Child Care Home Education Network provider, or Head Start in any capacity, including, but not limited to, as an educator, a paraprofessional, administrative staff, and other on-site employees.

This data provides important insight on how educator candidates are progressing through the teacher pipeline. Notably, most TK teacher candidates are employed as TK staff or as staff in first through twelfth grade. Similarly, the majority of CSPP teacher candidates are already currently working as CSPP staff or in Head Start programs, indicating that the EEDT is positively impacting the teacher pipeline for early education by elevating current educators to meet their next goal within a similar setting.

Tables 6 through Table 11 convey EETD educator candidate goals supported by the funds and activities.

For Table 7: The CDE recognizes there are more teacher candidates who have chosen the Multiple Subject Credential as their educational goal. The PK–3 ECE Specialist credential, while specifically designed for candidates to have the necessary knowledge, skills, and abilities to provide developmentally appropriate learning for all young children, is a relatively new credential option for California (credential approved in April 2024). Additionally, the first institute of higher education to offer the PK–3 credential will start enrolling students in fall 2024.

**Table 6: Educational Goals of Early Education Teacher Development Grant Teacher Candidates: Child Development Permit**

| **Goals** | **CSPP Teacher Candidates** | **TK Teacher Candidates** |
| --- | --- | --- |
| Assistant | 23 | 3 |
| Associate | 160 | 2 |
| Teacher | 200 | 49 |
| Master Teacher | 19 | 10 |
| Site Supervisor | 45 | 29 |
| Program Director | 24 | 2 |

**Table 7: Educational Goals of Early Education Teacher Development Grant Teacher Candidates: Teaching Credential**

| **Goals** | **CSPP Teacher Candidates** | **TK Teacher Candidates** |
| --- | --- | --- |
| Multiple Subject | 83 | 215 |
| PK–3 ECE Specialist | 7 | 22 |
| Special Instruction in ECE | 4 | 7 |
| Provisional, Short-Term, or Intern | 4 | 1 |

**Table 8: Educational Goals of Early Education Teacher Development Grant Teacher Candidates: Supplemental Credential Authorization**

| **Goals** | **CSPP Teacher Candidates** | **TK Teacher Candidates** |
| --- | --- | --- |
| Bilingual Authorization | 0 | 16 |
| Early Childhood Special Education Credential | 5 | 13 |

**Table 9: Educational Goals of Early Education Teacher Development Grant Teacher Candidates: Degree**

| **Goals** | **CSPP Teacher Candidates** | **TK Teacher Candidates** |
| --- | --- | --- |
| Associate’s | 87 | 8 |
| Bachelor’s | 84 | 105 |
| Master’s | 11 | 36 |

**Table 10: Educational Goals of Early Education Teacher Development Grant Teacher Candidates: Credit-Bearing Unit Coursework to Meet California Education Code 48000(g)(4) Apportionment Requirements**

| **Goals** | **CSPP Teacher Candidates** | **TK Teacher Candidates** |
| --- | --- | --- |
| At least 24 units of ECE or child development, or both | 120 | 556 |
| Professional experience in a classroom setting with preschool-age children meeting the criteria established by the governing board or body of the LEA that is comparable to the 24 units of ECE or child development, or both | 40 | 90 |
| A child development teacher permit or an early childhood specialist credential | 153 | 84 |

**Table 11: Educational Goals of Early Education Teacher Development Grant Teacher Candidates: Totals**

| **CSPP Teacher Candidates** | **TK Teacher Candidates** |
| --- | --- |
| 1069 | 1248 |

As shown in Table 10: Educational Goals of Early Education Teacher Development Grant Teacher Candidates: Credit-Bearing Unit Coursework to Meet California *Education Code* 48000(g)(4) Apportionment Requirements (see above), the highest number of educators, 556 TK candidates, have the goal of earning 24 ECE units. This information, coupled with the data from Table 5: Educator Candidates Supported by the Early Education Teacher Development Grant and Their Current Roles, indicates that the largest pool of candidates supported by EETD funding is staff that already has a credential, and are preparing to meet the requirements in *EC* Section 48000(g)(4), which states the following:

Credentialed teachers who are first assigned to a TK classroom after July 1, 2015, must have, by August 1, 2025, one of the following:

* 1. at least 24 units in ECE or child development, or both;
	2. as determined and documented by the LEA employing the teacher, professional experience in a classroom setting with preschool age children meeting the criteria established by the governing board or body of the LEA that is comparable to the 24 units of education; or
	3. a Child Development Teacher Permit, or an ECE specialist credential, including the Pre-K ECE Specialist Credential, issued from the Commission on Teacher Credentialing (CTC); Permit options: Child Development Teacher Permit, Child Development Master Teacher Permit, Child Development Site Supervisor Permit, or the Child Development Program Director.

Table 7: Educational Goals of Early Education Teacher Development Grant Teacher Candidates: Teaching Credential shows a smaller group of educator candidates whose goal is to obtain a Prekindergarten through third grade (PK–3) ECE Specialist Instruction Credential (PK–3 Credential). As of April 1, 2024, the CTC began accepting applications for colleges to offer the PK–3 Credential. As of August 20, 2024, only five institutions in California have been accepted into the approval process to create a PK–3 Credential program or pathway: California State University, Fresno, Riverside COE, San Diego COE, San Jose State University, and Vanguard University. CDE anticipates the number of EETD candidates pursuing a PK–3 credential will increase as more colleges are approved to offer the credential and more candidates become aware of this option.

### Recruitment Expenditures

Table 12: Early Education Teacher Development Grantees Expenditures to Support Teacher Candidates (below) provides a breakdown of direct assistance provided to educators participating in EETD activities. This table includes information from September 2023 and March 2024 reporting only, as grantees had marginal expenditures for March 2023.

**Table 12: Early Education Teacher Development Grantees Expenditures to Support Teacher Candidates**

| **Expenditure Category** | **Totals** |
| --- | --- |
| Tuition assistance | $896,665 |
| Associated costs | $35,317 |
| Linked-courses | $0 |
| Apprenticeship models | $18,684 |
| Counseling and Navigation  | $12,672 |
| **Total** | **$963,338** |

As of March 2024 reporting, grantees have expended about $15 million of the total allocation of $100 million. Though around $1 million has been expended to directly support educator candidates (see Table 12: Early Education Teacher Development Grantees Expenditures to Support Teacher Candidates above), it is anticipated that this number will rise dramatically for the remaining duration of the grant period. Grantees have spent most of the $15 million to build local programs, to hire staff to engage with the community, and on other activities to create internal infrastructure to support the early educator workforce pipeline.

In March 2024, the CDE extended the spending period of the grant until June 30, 2026. This will give grantees more opportunities to fully expend funds and continue to build the community outreach to engage with local teacher candidates.

### Demographics of Educator Candidates

Additional data is needed to better understand the diversity and representation in California’s early education workforce. Tables 13–15 provide demographic information on candidates and teachers receiving support from the EETD grant. Due to grantees self-reporting, the totals expressed in each table do not equal the same number of candidates. This is likely due to reporting errors. As a result, the data in Tables 13–15 may not represent the current workforce’s demographics for educators in CSPP and TK. In future reporting, the CDE will ensure grantees understand the importance for each candidate to be represented in all reporting questions and will provide support with the survey model to ensure that grantees have accurate totals across their reports that fully represent the workforce benefiting from these funds.

**Table 13: California State Preschool Program Teacher Candidates Receiving Early Education Teacher Development Grant Funding by Race**

| **Race** | **CSPP Teachers** | **Percent** |
| --- | --- | --- |
| White | 251 | 43.28% |
| Decline to state | 179 | 30.86% |
| Two or more races | 45 | 7.76% |
| American Indian or Alaska Native | 34 | 5.86% |
| Black or African American | 21 | 3.62% |
| Laotian | 9 | 1.55% |
| Filipino | 9 | 1.55% |
| Other Asian | 8 | 1.38% |
| Chinese | 5 | 0.86% |
| Vietnamese | 5 | 0.86% |
| Hawaiian | 5 | 0.86% |
| Asian Indian | 4 | 0.69% |
| Korean | 2 | 0.34% |
| Hmong | 2 | 0.34% |
| Cambodian | 1 | 0.17% |
| Japanese | 0 | 0.00% |
| Guamanian | 0 | 0.00% |
| Samoan | 0 | 0.00% |
| Tahitian | 0 | 0.00% |
| Other Pacific Islander | 0 | 0.00% |
| **Totals** | **580** | **100.00%** |

**Table 14: Transitional Kindergarten Teacher Candidates Receiving Early Education Teacher Development Grant Funding by Race**

| **Race** | **TK Teachers** | **Percent** |
| --- | --- | --- |
| White | 404 | 54.37% |
| Decline to state | 133 | 17.90% |
| Two or more races | 98 | 13.19% |
| Black or African American | 22 | 2.96% |
| Other Asian | 18 | 2.42% |
| Chinese | 17 | 2.29% |
| Filipino | 15 | 2.02% |
| American Indian or Alaska Native | 12 | 1.62% |
| Vietnamese | 7 | 0.94% |
| Korean | 6 | 0.81% |
| Asian Indian | 5 | 0.67% |
| Japanese | 2 | 0.27% |
| Cambodian | 2 | 0.27% |
| Hmong | 1 | 0.13% |
| Hawaiian | 1 | 0.13% |
| Laotian | 0 | 0.00% |
| Guamanian | 0 | 0.00% |
| Samoan | 0 | 0.00% |
| Tahitian | 0 | 0.00% |
| Other Pacific Islander | 0 | 0.00% |
| **Totals** | **743** | **100.00%** |

**Table 15: Transitional Kindergarten and California State Preschool Program Teacher Candidates by Ethnicity**

| **Ethnicity** | **CSPP Teachers** | **TK Teachers** | **Totals** | **Percent** |
| --- | --- | --- | --- | --- |
| Hispanic | 297 | 269 | 566 | 44.08% |
| Non-Hispanic | 140 | 337 | 477 | 37.15% |
| Unknown | 93 | 21 | 114 | 8.88% |
| Decline to State | 33 | 94 | 127 | 9.89% |
| **Totals** | **563** | **721** | **1284** | **100%** |

**Table 16: Transitional Kindergarten and California State Preschool Program Candidates by Gender**

| **Gender** | **CSPP** | **TK** | **Totals** | **Percent** |
| --- | --- | --- | --- | --- |
| Female | 542 | 684 | 1226 | 89.95% |
| Decline to State | 29 | 66 | 95 | 6.97% |
| Male | 10 | 31 | 41 | 3.01% |
| Non-binary | 1 | 0 | 1 | 0.07% |
| **Totals** | **582** | **781** | **1363** | **100%** |

While not a requirement of the EETD grant, the CDE included the following question to grantees in the reporting survey:

 *“As the lead LEA, what are you or other agencies in your consortium doing to recruit CSPP teachers who reflect the background of the students they serve, such as teachers who are multilingual and teachers of color?”*

 In the most recent reporting collected in March 2024:

* 58 of the 72 grantees answered this question.
* Thirty percent reported that they had success with partnering with local colleges, aimed at creating pathways for students from diverse backgrounds to pursue careers in ECE, providing scholarships, tuition assistance, and credential-related test support.
* Twenty-two percent reported that they were focusing on hiring their staff from the community they serve, using local recruitment to reflect the demographics of the area being served.

As the EETD grant continues, CDE will continue to provide support for grantees to increase the number of teachers of color and multilingual teachers to support early education programs in their communities. As we move forward, understanding community needs and the diversity of the workforce will be an important task.

### Professional Development for Early Educators

Pursuant to *EC* Section 8281.5(e)(1)(A), the EETD grant is tasked “to provide CSPP, TK, and K teachers with training in providing instruction in inclusive classrooms, culturally responsive instruction, supporting DLLs, enhancing social-emotional learning, implementing trauma-informed practices and restorative practices, and mitigating implicit biases to eliminate exclusionary discipline.”

Along with the previously stated recruitment and education efforts to support teacher candidates, EETD grantees have used funding to host collaborative and job-embedded professional development opportunities to current CSPP, TK, and K staff and administrators. When referring to CSPP, TK, and K “staff,” the term is not limited to classroom teachers, but rather also includes all members of a teaching team that support students directly, including, but not limited to, instructional aides, TK second adults, and other classroom support staff. Many grantees report combined professional development opportunities across the three settings, creating streamlined and unified support for all early educators.

The type of professional development was captured in the EETD grantee survey. As seen in Table 17: Total Participants in Professional Development by Length and Role (below), grantees reported on one-time instances of professional development, mid-term (multiple instances, short-term), and ongoing types of professional development opportunities. The number of participants for each type is displayed in the table, and the total participants in all types of professional development for the duration of the EETD grant equals 21,132 participants.

**Table 17: Total Participants in Professional Development by Length and Role**

| **Professional Development Length** | **CSPP Staff** | **TK Staff** | **K Staff** | **CSPP Admin** | **TK/K Admin** | **Total Participants** |
| --- | --- | --- | --- | --- | --- | --- |
| One-time, Short-term Professional Development  | 5,330 | 2,970 | 1,829 | 652 | 1,112 | 11,893 |
| Mid-term Professional Development | 2,193 | 1,729 | 1,140 | 342 | 765 | 6,169 |
| Ongoing Professional Development | 1,152 | 829 | 409 | 272 | 408 | 3,070 |
| **Totals** | **8,675** | **5,528** | **3,378** | **1,266** | **2,285** | **21,132** |

### General Professional Development Offered

Table 18: General Professional Development Opportunities for Staff (below), which includes information for grant activities reported in March 2023, September 2023, and March 2024, indicates the number of general professional development opportunities for CSPP, TK, and K educators across the duration of the reported grant activities. As indicated by the table, most of the professional development offered was in this category as 74.26 percent of all professional development opportunities were focused on the general scope of early education and best practices. With 553 opportunities, TK staff received the most opportunities to participate in professional development. CSPP staff had 457 and K staff had 421 opportunities, respectively. These figures capture all modes of professional development: in-person, virtual, and hybrid opportunities.

**Table 18: General Professional Development Opportunities for Staff**

| **Topic (For Teachers)** | **CSPP** | **TK** | **K** | **Percent of Total Opportunities** |
| --- | --- | --- | --- | --- |
| Children’s social–emotional development (aligned with the *California Preschool Learning Foundations*)  | 73 | 84 | 59 | 15.09% |
| Curriculum implementation and lesson planning aligned with play-based and developmentally appropriate practices | 67 | 86 | 62 | 15.02% |
| Creating developmentally informed environments  | 65 | 82 | 61 | 14.54% |
| Effective and responsive adult–child interactions  | 66 | 76 | 58 | 13.98% |
| Children’s literacy and language development (aligned with the *California Preschool Learning Foundations*)  | 59 | 76 | 58 | 13.49% |
| Children’s developing math and science skills (aligned with the *California Preschool Learning Foundations*)  | 48 | 67 | 51 | 11.60% |
| Administration and use of child assessments to inform instruction (for example, Desired Results Developmental Profile [DRDP] or other assessment training)  | 45 | 55 | 44 | 10.06% |
| Other topic(s) of professional development offered to teachers | 34 | 27 | 28 | 6.22% |
| **Totals** | **457** | **553** | **421** | **100.00%** |

### Successes and Challenges in Coordinated Professional Development

Across all professional development opportunities, including those in Table 17: Total Participants in Professional Development by Length and Role and Table 18: General Professional Development Opportunities for Staff (above), grantees reported many successes and challenges with coordinating cohesive and streamlined opportunities for all early educators supported by EETD. For example, 32 percent of grantees stated that a success of providing coordinated professional development opportunities to CSPP, TK, and K staff members included the ability to form collaborative partnerships and communities across different types of programs. Thus, COEs, LEAs, and CBOs were often included in these professional development instances, allowing for staff across these types of programs to receive coordinated and cohesive information to support all children.

Through the EETD grant opportunity it is the expectation that the grantee provides coordinated professional development to all inclusive of CSPP, TK, and K. The most common challenges that grantees have noted as experienced when coordinating professional development across different program types were attendance and staffing issues. Thirty percent of grantees reported challenges with encouraging and requiring staff attendance at professional development opportunities, and 22 percent of grantees cited staffing issues and substitute shortages as a major roadblock to attendance. As the EETD grant continues to progress, CDE staff will continue to engage grantees to provide technical assistance through a quarterly Community of Practice meeting. Meeting with grantees directly provides support, input on activities, and possible solutions to those experiencing challenges.

### Providing Instruction in Inclusive Classrooms

*EC* 8281.5(e)(10) requires the EETD grant to provide opportunities to teaching staff to increase their competencies in instruction of inclusive classrooms. Grantees were surveyed on professional development instances provided to CSPP, TK, and K staff members for the grant’s duration. In total, the number of inclusion-focused opportunities came to 1,003 total instances, as seen in Table 19: Inclusion-Focused Professional Development Opportunities for Teachers (see below) disaggregated into educator category.

* The most common topic of inclusion for professional development was “Adapting routines and classroom management strategies to better support children with disabilities,” as almost 15 percent of inclusion professional development opportunities focused on this topic. Universal Design for Learning (UDL), Positive Behavior Interventions and Supports (PBIS), and Center on the Social Emotional Foundations for Early Learning (CSEFEL) Pyramid Model are all specific curricula utilized to increase competencies for early educators to support children with disabilities in inclusive settings. These training courses made up about 33 percent of the total inclusion-focused professional development opportunities funded by the EETD grant.

As the CDE works to create more opportunities for funding to support inclusion and inclusive practices, such as through the Inclusive Early Education Expansion Program grant and serving more children with individualized education programs per AB 210 from 2021–22, the need increases for early educators to gain competencies in inclusive practices. As the EETD grant continues, the CDE is committed to continuing to provide support and technical assistance to grantees on the type, topic, and resources for inclusive professional learning for early educators.

**Table 19: Inclusion-Focused Professional Development Opportunities for Teachers**

| **Inclusive Topics (For Teachers)** | **CSPP** | **TK** | **K** | **Percent of Inclusion Professional Development** |
| --- | --- | --- | --- | --- |
| Adapting routines and classroom management strategies to better support children with disabilities  | 48 | 56 | 44 | 9.87% |
| Adapting physical environments and materials to support children with disabilities | 42 | 50 | 43 | 9.01% |
| Adapting lesson plans and curriculum to be inclusive of children with disabilities  | 38 | 49 | 40 | 8.47% |
| Implementing Universal Design for Learning | 36 | 44 | 43 | 8.21% |
| Strategies to support collaboration and play between children with disabilities and their typically developing peers  | 36 | 44 | 35 | 7.67% |
| Implementing the CSEFEL Pyramid Model (for example, Teaching Pyramid) | 39 | 39 | 33 | 7.40% |
| Other professional development topic(s) to support inclusive CSPP classrooms | 30 | 33 | 40 | 6.87% |
| Implementing PBIS program  | 25 | 40 | 33 | 6.54% |
| Communicating with families on early identification and referrals | 24 | 0 | 19 | 2.87% |
| We did not offer professional development related to supporting inclusive classrooms | 47 | 34 | 53 | N/A |
| **Totals** | **365** | **389** | **383** | **66.91%** |

### Culturally Responsive Instruction and Supporting Dual Language Learners

Across the state, on average, 58 percent of children enrolled in CSPPs are DLLs. With the majority of children learning more than one language, it is imperative that the teaching staff and workforce supporting these classrooms are well-versed in strategies and supports to engage with DLLs and their families. Teachers and staff have the task of supporting home language development, supporting English language development, and incorporating responsiveness to children’s home language into the program. Creating an environment of support where DLL children can thrive is no small task, and educators need to be equipped with the skills and knowledge to be successful.

EETD grantees reported on the number of instances of professional development offered to staff to support their knowledge of engaging with multilingual learners, as well as culturally and linguistically diverse families. Table 20: Dual Language Learner Professional Development Opportunities for Early Educators (see below) shows the number of instances of professional development offered by EETD grantees in the respective topics, as well as the percentage of instances compared to total professional development topics offered. Of all instances, almost 15 percent were focused on the two topics below. This indicates that while grantees are trying to provide teaching staff with the knowledge and competencies, it has not made up most professional development instances. As the EETD grant continues through 2026, the CDE will continue to provide EETD grantees with technical assistance and resources through Community of Practice meetings.

**Table 20: Dual Language Learner Professional Development Opportunities for Early Educators**

| **Topic**  | **CSPP** | **TK** | **K** | **Percent of Total Opportunities** |
| --- | --- | --- | --- | --- |
| Support for multilingual learners, including home language development and strategies for a bilingual classroom  | 46 | 57 | 46 | 9.94% |
| Engaging with culturally and linguistically diverse families  | 37 | 51 | 39 | 8.47% |
| **Totals** | **83** | **108** | **85** | **18.41%** |

### Implementing Trauma-Informed Practices and Restorative Practices and Mitigating Implicit Biases to Eliminate Exclusionary Discipline

EETD grantees reported on the number of professional development instances provided to early educators around increasing competencies in mitigating implicit biases and trauma-informed practices. Table 21: Trauma-Informed Practices and Mitigating Implicit Biases Professional Development Opportunities for Early Educators (see below) provides insight into the number of opportunities provided throughout the grant reporting period. Just shy of 11.5 percent of the total, the professional development offered has been focused on increasing these competencies in early educators. This table indicates that while this topic is required and important, it is not incorporated into most of the professional development offered. The CDE will continue to provide resources and support to grantees through the Community of Practice meetings and targeted technical assistance meetings as needed.

**Table 21: Trauma-Informed Practices and Mitigating Implicit Biases Professional Development Opportunities for Early Educators**

| **Topic**  | **CSPP** | **TK** | **K** | **Percent of Total Opportunities** |
| --- | --- | --- | --- | --- |
| Implicit bias and culturally and linguistically responsive practice  | 34 | 45 | 39 | 7.87% |
| Adverse Childhood Experiences (ACEs) and trauma- and healing-informed practice  | 34 | 36 | 32 | 6.80% |
| **Totals** | **68** | **81** | **71** | **14.67 %** |

### Successes and Challenges in Providing Robust Professional Development Opportunities

Grantees noted both successes and challenges in providing robust professional development opportunities in the aforementioned topics of inclusive classrooms, culturally responsive instruction, supporting DLLs, enhancing social-emotional learning, implementing trauma-informed practices and restorative practices, and mitigating implicit biases to eliminate exclusionary discipline. These topics are undeniably important to serve the diverse and unique needs of children across the state, but some grantees have reported difficulties in finding accessible and robust professional development resources to adequately support early educators in increasing these specific competencies.

In providing professional development opportunities in the above categories, grantees have found the most success in increasing access to opportunities for staff, as more programs have become available. Many grantees also cited success in forging partnerships with external agencies and organizations to coordinate resources to support professional development.

The main challenges that grantees find in providing focused professional development are scheduling conflicts and lack of participation. This may be due to attempting to provide coordinated professional development opportunities across CSPP, TK, and K staff, as the difference of non-instructional time granted to the programs varies. For example, CSPPs are only allowed two non-instructional days for staff development, though CSPP policies and the availability of substitutes prevent many from availing of staff development days. Another challenge highlighted by grantees was the struggle to find quality training programs and instructors to meet the diverse needs of teachers. While some larger grantees have qualified individuals on staff to provide professional development, smaller grantees and those who are in rural areas may have more difficulty accessing qualified instructors to provide professional development.

# Future Considerations

The EETD grant data on activities and spending provides a window into the needs of the early education workforce pipeline. Grantees have worked diligently to design and implement local supports tailored to the unique needs of their communities in the areas of CSPP and TK teacher recruitment and professional development for early educators. As the EETD grant continues through June 2026, the CDE anticipates future reporting from grantees to signal the successes and needs of the grantees specific to how the funds are being allocated locally to support the unique needs of each county and LEA.

A significant factor affecting the EETD grant activities is the rising cost of college tuition. As college costs rise with inflation, fewer students can be supported by tuition stipends, or the stipend costs will decrease to continue to try to reach more candidates. Many grantees, including SCCOE, have reported that offering partial tuition coverage was an unsuccessful recruitment tool for teacher candidates. As shared above, it was only when 75 percent of educator candidates’ tuition was covered by the stipend that they saw a large increase in participation and demand for the program. While early educators need to go back to school to reach their credential or permit goals, it is an expense that many cannot afford.

Based on the projections provided by LPI, cited earlier in the report and in Appendix B, the need for TK teachers is significant. At full implementation of TK, there is an anticipated need for up to 15,000 TK lead credentialed teachers and an additional 15,000 TK second adults to provide the 1:10 ratio, which will be required in the 2025–26 school year. Increased support is needed for teachers to meet the TK credential requirements, as well as increased professional development opportunities to support educators in serving diverse populations of children to meet the needs of California’s children and families. While the EETD grant is a critical support to attain this goal, workforce development funds need to be sustained for a longer period of time to support teacher preparation, recruitment, and professional development during and after TK expansion to ensure there are sufficient teachers to meet the demand and to support TK program quality. In addition, given the low wages for early learning and care and the turnover the field has experienced, continued funding to support workforce development in the CSPP is essential as UPK continues to expand. With additional funding and time, the EETD grant can continue to provide integral supports in the early educator pipeline to continue to provide high-quality early education opportunities to California’s youngest learners.

# Appendix A

**Universal Prekindergarten Teacher Pipeline Resource Compendium**

**Grant Programs**

**California Prekindergarten (Pre-K)** **Planning and Implementation (P&I) Grant**

**Additional Information:** <https://www.cde.ca.gov/ci/gs/em/upkpi.asp>

**Available Funds:** $500 million available until June 30, 2026

**Authority:** *EC* Section 8281.5, added by Section 4 of AB 130 (Chapter 44, Statutes of 2021) and amended by Section 7 of AB 181 (Chapter 52, Statutes of 2022) and Section 4 Senate Bill (SB) 141 (Chapter 194, Statutes of 2023)

**Application Deadline, If Applicable (not the same as fund availability):**

There are two parts to the grant:

1. The California Pre-K P&I grant – Allocation, also known as the California UPK P&I grant, is not a competitive grant but an allocation awarded to LEAs to expand access to pre-K programs. Allocations were released in summer 2022 and summer 2023.
2. The California Pre-K P&I Grant – Competitive, also known as the EETD Grant, is for increasing the number of highly qualified teachers and providing training and professional development. The grant application was released in spring 2022.

**Administering Agency:** CDE

**Eligible Applicants:** LEAs

**Description:**

* The California UPK P&I Grant funds support LEA planning and implementation costs associated with creating or expanding CSPP or TK programs.
* The California Pre-K P&I Grant – Allocation, also known as the California UPK P&I Grant:
	+ This grant requires the State Superintendent of Public Instruction (SSPI) to allocate $500 million to LEAs and COEs as base grants, enrollment grants, and supplemental grants for specified purposes, including workforce development, based on 2020–21 and 2021–22 K enrollment numbers. LEAs were required to develop plans by June 30, 2022, or March 30, 2023, for board consideration.
	+ Funds may be used for costs associated with creating or expanding CSPP or TK programs, or to establish or strengthen partnerships with other providers of pre-K education within the LEA, including Head Start programs, and for recruitment and hiring, training, professional development, materials, and supplies.
* The EETD Grant funds support the increase of highly qualified early educators to implement UPK and is funded in combination with the UPK P&I Grant.

**Educator Effectiveness Block Grant**

**Additional Information:** <https://www.cde.ca.gov/pd/ee/eef2021.asp>

**Available Funds:** $1.5 billion available until June 30, 2026

**Authority:** *EC* Section 41480, added by Section 22 of AB 130 (Ch. 44, 2021) and amended by Section 9 of AB 167 (Ch. 252, 2021) and Section 18 of AB 181 (Chapter 52, Statutes of 2022)

**Application Deadline, If Applicable (not the same as fund availability):**

None; funds were allocated to specified LEAs. However, the funding was conditioned on these LEAs developing and adopting a plan for the expenditures of funds and the plan must be presented in a public meeting before its adoption in a subsequent meeting on, or before, March 31, 2023.

**Administering Agency:** CDE

**Eligible Entities:** School districts, COEs, charter schools, and state special schools

**Description:**

* This program requires the SSPI to apportion funds to school districts, COEs, charter schools, and state special schools to provide professional learning for teachers, administrators, paraprofessionals who work with students, and classified staff that interact with students.
* Funds can be used for professional learning related to ten allowable uses including, but not limited to:
	+ Coaching and mentoring;
	+ Instruction and education to support implementing effective language acquisition programs for English learners;
	+ New professional learning networks for educators;
	+ Instruction, education, and strategies for certificated and classified educators in ECE or childhood development; and
	+ Practices to create a positive school climate including restorative justice training around implicit bias and providing positive behavioral support.

**Teacher Residency Grant Program**

**Additional Information:** <https://www.ctc.ca.gov/educator-prep/grant-funded-programs/Classified-Sch-Empl-Teacher-Cred-Prog>

**Available Funds:** $350 million available until June 30, 2026

**Authority:** *EC* Section 44415.5, added by Section 45 of AB 130 (Ch. 44, 2021)

**Application Deadline, If Applicable (not the same as fund availability):**

Three grants are available:

1. The Teacher Residency Capacity Grant is for building capacity or designing a program. Proposals were due February 2022.
2. The Teacher Residency Expansion Grant, to support residents, was released in 2022.
3. The Teacher Residency Grant, to support residents, was released in 2022.

**Administering Agency:** CTC

**Eligible Applicants:** LEAs

Description:

* The CTC can award one-time grants to develop new or expand, strengthen, or improve access to existing teacher residency programs that support:
	+ Designated shortage fields including TK, K, and bilingual education; and
	+ Local efforts to recruit, develop support systems for, provide outreach and communication strategies to, and retain a diverse teacher workforce that reflects an LEA community’s diversity.
* Grant recipients shall work with one or more commission-approved teacher preparation programs. A grant applicant may consist of one or any combination of the following:
	+ A school district
	+ A COE
	+ A charter school
	+ A regional occupational center or program operated by a joint-powers authority or a COE
* Grants can be up to $25,000 per teacher candidate in the residency program of the jurisdiction of the grant recipient, matched by the grant recipient at a rate of 80 percent of the grant amount received per participant. Match of grant funding can be in the form of one or both of the following:
	+ Eighty cents for every one dollar of grant funding received per participant, to be used in a manner consistent with allowable grant activities
	+ An in-kind match of program director personnel costs, mentor teacher personnel costs, or other personnel costs related to the Teacher Residency Grant Program, provided by the grant recipient
* Funds can be used for any of the following:
	+ Teacher preparation costs
	+ Stipends for mentor teachers including, but not limited to, housing stipends
	+ Residency program staff costs
	+ Mentoring and beginning teacher induction costs following initial preparation
* A grant recipient may not use more than 5 percent of a grant award for program administration costs.
* Teacher residents are also eligible for other forms of federal, state, and LEA financial assistance to support the cost of their preparation.
* Teacher residents must serve in a school within the jurisdiction of the school district that sponsored them for at least four school years after completing an initial year of preparation and obtaining a preliminary teaching credential.
* Teacher residents must be paired with a mentor teacher 50 percent of the school week, allowing the resident teacher to blend their residency with other jobs, such as part-time teaching or paraeducator work.
* The funding can be used for capacity, expansion, and residency.
* Capacity: The CTC may allocate up to $25 million for LEAs working to establish partnerships and build capacity to run or expand a residency program. These grants shall not exceed $250,000 per recipient.
* Expansion: The CTC may allocate funding for LEAs working to expand existing residency programs.
* Residency: The CTC may allocate funding for LEAs ready to implement a new residency program.

**California Classified School Employee Teacher Credentialing Program**

**Additional Information:** <https://www.ctc.ca.gov/educator-prep/grant-funded-programs/Classified-Sch-Empl-Teacher-Cred-Prog>

**Available Funds:** $125 million available until June 30, 2026

**Authority:** *EC* Section 44393, added by Section 129 of AB 130 (Ch.44, 2021)

**Application Deadline, If Applicable (not the same as fund availability):**

Application was released in 2022.

**Administering Agency:** CTC

**Eligible Entities:** LEAs

**Description:**

* Recruits classified school employees who already hold an associate degree to participate in a program designed to encourage and support them to complete their bachelor’s degree or enroll in teacher preparation programs to earn a California teaching credential and become qualified to provide instructional service as teachers in public schools.
* The grant program is intended to meet the demand for bilingual teachers and teachers in shortage areas such as TK, K, and grades one through twelve, inclusive. It also supports LEAs to create a new or expand an existing program that recruits and supports expanded learning and preschool program staff, as well as to address K and ECE teacher shortages.
* The maximum grant to an LEA will be $24,000 over five years per participant teacher candidate.
* Grants will be awarded for at least 5,208 new participant teacher candidates, and priority will be given to LEAs that meet any of the following parameters:
	+ Have not previously received funding for this program
	+ Have a higher share than other applicants of unduplicated pupils
	+ Have a plan to create a new or expand an existing program that recruits and supports expanded learning and preschool program staff to address TK and K teacher shortages

**Golden State Teacher Grant Program**

**Additional Information:** <https://www.csac.ca.gov/golden-state-teacher-grant-program>

**Available Funds:** $500 million available until June 30, 2026

**Authority:** *EC* Section 69617, added by Section 58 of SB 75 (Ch 51, 2019)

**Application Deadline, If Applicable (not the same as fund availability):**

Applicants are currently being screened and accepted until funding runs out.

**Administering Agency:** California Student Aid Commission (CSAC)

**Eligible Applicants:** Individual students

**Description:**

* CSAC will provide $100 million per fiscal year between 2021 and 2026 in one-time grant funds of up to $20,000 to each student enrolled on, or after, January 1, 2020, in a professional preparation program leading to a preliminary teaching credential, approved by the CTC, as long as the student commits to working in a high-need field at a priority school for four years after the student receives the teaching credential.
* Grant recipients must:
	+ Be enrolled in, or have successfully completed, a teacher preparation program approved by the CTC
	+ Maintain good academic standing
	+ Upon completion of the teacher preparation program, satisfy the state basic skills proficiency test requirement
	+ Complete the required teaching service following completion of the recipient’s teacher preparation program
	+ Teach in a high-need field at a priority school
	+ Complete obligations within five years
* This funding expands the Golden State Teacher Grant Program to include TK as a high-need field.
* “Priority school” is defined as a school with 55 percent or more of its pupils being unduplicated pupils.

**California National Board for Professional Teaching Standards Certification Incentive Program**

**Additional Information:** <https://www.cde.ca.gov/pd/ps/nbptsprogram.asp>

**Available Funds:** $250 million available until June 30, 2026

**Authority:** *EC* Section 44395

**Application Deadline, If Applicable (not the same as fund availability):**

The subsidy application for candidates was due January 2022. <https://www.cde.ca.gov/pd/ps/nbptsprogram.asp>. The incentive application was released in 2022.

**Administering Agency:** CDE

**Eligible Applicants:** School districts

**Description:**

* This program will award grants of up to $25,000 to any teacher who has attained certification from the National Board for Professional Teaching Standards, as long as the teacher agrees to teach at a high-priority school for at least five years.
* It will also award grants of $2,500 to any teacher who initiates the process of pursuing National Board certification when teaching at a high-priority school.

**Dual Language Immersion Grant Program**

**Additional Information:** <https://www.cde.ca.gov/fg/fr/eb/yr21ltr0811.asp>

**Available Funds:** $10 million

**Authority:** Section 158 of AB 130 (Ch. 44, 2021)

**Application Deadline, If Applicable (not the same as fund availability):**

A minimum of 25 applicants will be awarded. The application deadline is currently unknown.

**Administering Agency:** CDE

**Eligible Applicants:** LEAs

**Description:**

* The CDE will award $10 million for 25 grants at up to $380,000 each for three-year implementation of multilingual programs.
* The CDE will identify criteria for evaluation of applicants and awarding grants.
* Grants will support:
	+ Development of instructional materials and resources;
	+ Professional development for teachers and school administrators;
	+ Development of curriculum and family and pupil outreach; and
	+ Teacher recruitment.

**Antibias Education Grant Program**

**Additional Information:**

<https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=202120220AB130>

**Available Funds:** $10 million available until June 30, 2022

**Authority:** Section 157 of AB 130 (Ch 44, 2021)

**Application Deadline, If Applicable (not the same as fund availability):**

None; allocation.

**Administering Agency:** CDE

**Eligible Applicants:** LEAs

**Description:** This grant is established to prevent, address, and eliminate racism and bias in all California public schools and make all public schools inclusive and supportive of all people.

**Other Investments**

**Credential Fee Waiver**

**Additional Information:** <https://www.ctc.ca.gov/docs/default-source/commission/coded/2021/coded-21-04.pdf>

**Available Funds:** $20 million available until June 30, 2022

**Application Deadline, If Applicable (not the same as fund availability):**

Applications are due by June 30, 2022.

**Description:** The 2021–22 California State Budget includes $20 million to provide a credential fee waiver between July 1, 2021, and June 30, 2022, for individuals entering the pre-K to grade twelve educator workforce. The funds can be applied to an applicant’s initial application for the credentials and permits listed on CTC’s website at <https://www.ctc.ca.gov/docs/default-source/commission/coded/2021/coded-21-04.pdf>, if the application is received by the CTC on, or after, July 1, 2021, through June 30, 2022.

**Supporting Inclusive Practices**

**Additional Information:**

<https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=202120220AB130>

**Administering Agency:** CDE for allocation to the Riverside County Office of Education and the El Dorado County Office of Education

**Available Funds:** $15 million available until June 30, 2026

**Authority:** AB 128 (Ch. 21, 2021)

**Application Deadline, If Applicable (not the same as fund availability):**

None; allocation.

**Description:** Supporting Inclusive Practices funding will provide tiered technical assistance and grants to LEAs focused on envisioning, building, implementing, and scaling up evidence-based practices to increase inclusion of children and pupils with disabilities in pre-K, K, and grades one through twelve, in general education.

**Early Math Initiative**

**Additional Information:** <https://aimscenter.org/caemi>

**Available Funds:** $45 million over three years

**Authority:** Section 131 of AB 130 (Ch. 44, 2021)

**Application Deadline, If Applicable (not the same as fund availability):**

None; allocation.

**Administering Agency:** Fresno County Office of Education

**Description:**

* The Early Math Initiative is aimed at developing a statewide strategy to unite COEs, infant and toddler programs, preschool programs, LEAs, teacher associations, higher education, state agencies, administrators, teachers, and parents to:
	+ Develop knowledge and understanding of early math and science with teachers, care providers, and parents
	+ Bridge the gaps in math education between early education, K through grade twelve (K–12), and higher education programs
	+ Develop and disseminate innovative math and science activities, strategies, and resources
	+ Develop a model for teacher coaching and leadership throughout California, starting with the Central Valley

**Options to Meet the Statutory Basic Skills and Subject Matter Competence Requirements**

**Additional Information:**

<https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=202120220AB130>

**Authority**: Section 38 of AB 130 (Ch. 44, 2021)

**Description:**

* The 2021–22 State Budget provides additional options for teacher candidates to meet the statutory Basic Skills Requirement, including exempting teacher candidates who earn at least a letter grade of B in qualifying coursework from having to take the basic skills proficiency test to meet this requirement. Another option added by AB 130 is to allow an applicant who has demonstrated proficiency in the basic skills through a combination of qualifying coursework and passage of components of the state basic skills proficiency test to be exempted from having to take the full state basic skills proficiency test to meet the Basic Skills Requirement.
* AB 130 also provides new options for candidates to meet the statutory Subject Matter Competence requirement through prior qualifying coursework in the domains of the applicable subject matter content for the credential sought, completion of a major in the specific content area of the credential sought, or through a combination of applicable, prior qualifying coursework coupled with passing individual subtests of the applicable California Subject Examinations for Teachers (CSET) in the subject matter for the credential sought.

# Appendix B

**California Department of Education Early Education Workforce Fact Sheet, 2023–24**

High-quality early education programs are driven by early educators who can support children’s cognitive, social-emotional, and physical development, and who provide the types of experiences and environments that build on children and families’ cultural and linguistic assets. Research has shown that positive high-quality teacher–child interactions and classroom environments promote children’s engagement in learning and are associated with stronger school readiness skills. However, there are challenges in recruiting, preparing, and retaining an extensive qualified and diverse workforce in early education programs. This fact sheet will discuss the existing workforce in California’s early education programs, the extent and effect of the workforce shortage, and the need for more educators to serve in the expanded TK programs. Finally, a summary of the supports available to support the recruitment, preparation, and retention of early educators in California is provided.

**California’s Early Education Workforce**

California’s early learning and care workforce comprises licensed and license-exempt family childcare providers; center-based directors, teachers, and assistants; and TK teachers and second adults, as well as an unknown number of individuals providing Family, Friend, and Neighbor (FFN) care.

The University of California Berkeley Center for the Study of Child Care Employment (CSCCE) estimated the size of California’s center-based and family childcare home early education workforce using the average number of staff per program from their 2020 study and the total number of center and family childcare programs in the state in 2019 (see Table 1: Estimated Size of California’s Early Education Workforce by Position). Their estimated workforce of 128,700 educators provides care to children birth to age 12 in the 958,000 licensed childcare program slots available in California.Data on the number of TK teachers and a second adult in a TK classroom is reported by UPK P&I grantees’ program reports. Overall, 92 percent of LEAs reported having enough fully qualified staff to accommodate TK classrooms in 2022–23. Table 2: Estimated Size of the TK Workforce by Position indicates the number of TK teachers and second adults at the beginning of the school year in 2022–23, as well as the number of teachers and second adults anticipated to be needed in 2023–24.

**Table 1: Estimated Size of California’s Early Education Workforce by Position**

| **Position** | **Estimated Number** |
| --- | --- |
| Center Assistant Teachers | 23,000 |
| Center Teachers | 60,800 |
| Family Childcare Owners | 24,700 |
| Family Childcare Paid Assistants | 13,200 |
| Family Childcare Unpaid Assistants | 7,000 |
| **Total** | **128,700** |

**Table 2: Estimated Size of the TK Workforce by Position**

| **Position** | **School Districts** | **Charter Schools** | **Total** | **Estimated Needed in 2023–24** |
| --- | --- | --- | --- | --- |
| TK Teachers | 5,815 | 1,798 | 7,613 | 9,229 |
| TK Second Adults | 6,044 | 469 | 6,513 | 8,475 |
| **Total** | **11,859** | **2,267** | **14,126** | **17,704** |

The existing workforce to meet the needs of the 2.5 million children aged from birth to five (before K) in California in all settings comprises the educators in these two groups of early childhood educators (estimated 142,800).

**Workforce Shortage**

Across the United States, both early education programs and K–12 schools are experiencing teacher shortages after the COVID-19 pandemic. In California K–12 schools, there are identified shortages in 2023–24 at both the elementary and secondary levels. Across the state, LEAs reported that they would need to hire an additional 24,794 TK–12 teachers in 2023–24.

Similarly, early education programs are experiencing a significant workforce shortage with many additional teachers and staff needed. Table 3: National Staffing Challenges in Early Education Programs (below) illustrates staffing challenges reported by early education programs across the US and in California, in an October 2022 survey by the National Association for the Education of Young Children (NAEYC).

**Table 3: National Staffing Challenges in Early Education Programs**

| **Program Experience** | **National**  | **California** |
| --- | --- | --- |
| Program is currently experiencing a staffing shortage | 67.0% | 56.7% |
| And serving fewer children | 45.4% | 45.9% |
| And has a longer waitlist | 37.4% | 26.6% |

At the same time, fewer new teachers are being prepared for careers as educators, and those that are already qualified are leaving the field at a high rate. One pre-COVID study found that the average rate of turnover was 26 percent in childcare settings, 15 percent in pre-K settings, and 16 percent in K through third grade settings. Given the high turnover and the existing workforce shortage, strategic consideration is needed for the recruitment, preparation, and retention of early educators.

**California State Preschool Program**

CSPPs report not having enough staff as one of the primary reasons that 33,200 CSPP slots were estimated to be unfilled in 2022–23. For every 24 children in CSPP, three staff are needed—one lead teacher and two other adults—to meet ratio requirements. If all 33,200 slots were not filled due to low staff, then another 4,150 staff would be required to fully staff CSPP programs—nearly 1,400 teachers and at least 2,750 assistant teachers and aides.

**Transitional Kindergarten Expansion**

The number of TK teachers needed increased with the expansion of TK eligibility to more four-year-old children in 2023–24. Based on population data, the Learning Policy Institute estimated 450,000 children will be eligible for TK by 2025–26. One teacher for every 20 students by 2025–26 means that up to 15,000 more TK teachers may be needed in TK classrooms. TK classrooms also require a second adult to meet the 1:12 adult-to-child ratio in the 2022–23 through 2024–25 school years, and the 1:10 ratio beginning in 2025–26. Assuming one second adult for every 20 students, up to 15,000 additional staff members may be needed to meet demand in TK classrooms by 2025–26. For LEAs offering early enrollment TK, the required ratio is 1:10 in any classroom with an early enrollment child beginning in 2023–24, thus potentially increasing the number of teachers needed now.

**Diversity of Workforce**

In addition to building the size of the early education workforce, supporting the diversity of this workforce is critical to supporting the diverse children and families across California.

The early childhood education and care workforce is predominantly women, both in California (estimated 98 percent of childcare workers) and across the US (95 percent of childcare workers and 98 percent of pre-K and K teachers). California’s early education and care workforce aligns with the racial/ethnic diversity of California’s children from birth to age five (see Table 4: Demographics of California’s Population and Early Educators Across Settings below).

However, as Table 4 shows, higher paying and leadership roles in early learning and care settings (such as center director) are less likely to be filled by women of color than other roles. Racial pay gaps also harm women of color, particularly Black and Latina women, who are paid lower wages than other educators both overall and when they have a bachelor’s degree. TK teacher demographics tend to mirror the rest of TK–12, where 61 percent of teachers were white in 2018–19. However, TK teachers’ median salary is about double what a lead teacher with a bachelor’s degree in a childcare center earns ($84,700 for TK and $42,600 for center-based teacher).

**Table 4: Demographics of California’s Population and Early Educators Across Settings**

| **Race/Ethnicity** | **Children in California Birth to Age 5** | **Family Childcare Providers** | **Center Teaching Staff** | **Center Directors** |
| --- | --- | --- | --- | --- |
| Asian | 10% | 12% | 10% | 9% |
| Black/African American | 5% | 12% | 5% | 6% |
| Hispanic/Latino | 52% | 37% | 39% | 20% |
| Multi-Racial | 4% | 6% | 8% | 7% |
| White | 28% | 29% | 34% | 55% |
| Other | 1% | 4% | 3% | 3% |

**Supporting Workforce Development**

The CDE and other state partners have several initiatives designed to support the retention of the existing workforce and increase the recruitment and preparation of new people entering the early education workforce.

* The 2021–22 and 2022–23 Budget Acts allocated a total of $500 million for the UPK P&I Grant. Grant funds may be used for costs associated with creating or expanding CSPP or TK, or to establish or strengthen partnerships with other providers of pre-K within the LEA, including Head Start programs, to ensure that high-quality options for pre-K education are available for four-year-old children. Allowable costs for the grant include hiring and recruitment costs and staff training and professional development.
* The EETD Grant allocated $100 million to ensure there are enough qualified teachers in the UPK system as it expands. The 2023–24 State Budget allocated an additional $7.7 million from returned UPK P&I grant funds, which will only increase the reach of these opportunities. Funds will be redistributed to 10 or more of the highest-need EETD grantees based on the initial application scores. Eligible grantees were notified in February 2024, and funds will be awarded in spring 2024. The main purpose of this funding is to increase the number of highly qualified TK and CSPP teachers and increase specific competencies for TK, CSPP, and kindergarten teachers. Grant funds were awarded to increase the number of highly qualified teachers available to serve CSPP and TK pupils and to provide CSPP, TK, and K teachers with training in providing instruction in inclusive classrooms, culturally responsive instruction, supporting DLLs, enhancing social-emotional learning, implementing trauma-informed practices and restorative practices, and mitigating implicit biases to eliminate exclusionary discipline.
* The P–3 ECE Specialist Instruction Credential will focus on developmentally appropriate practice for young children. This credential also offers a pathway for members of the early education workforce that hold Child Development Permits to transition to the P–3 credential and teaching in a P–3 setting. The regulatory packet with requirements for the P–3 ECE Specialist Instruction Credential was approved by the Office of Administrative Law with an official adoption date of April 1, 2024.
* The Golden State Teacher Grant Program, an ongoing grant with $100 million in funding per fiscal year between 2021 and 2026, administered by the California Student Aid Commission, provides up to $20,000 in individual grants to students in CTC-approved professional preparation programs who commit to working in high-needs fields such as TK at a priority school for four years after receiving their credential.
* The Teacher Residency Grant Program, administered by the CTC, provides a total of $650 million from 2021 to 2023 in ongoing funding for LEAs to develop or expand and improve teacher residency programs that support designated shortage fields such as TK and local efforts for recruitment and retention of a diverse teacher workforce that reflects an LEA community’s diversity.
1. Melnick, H., Garcia, E., and Leung-Gagné, M. (2022). *Building a Well-Qualified Transitional Kindergarten Workforce in California: Needs and Opportunities* [Brief]. Learning Policy Institute. [↑](#footnote-ref-2)
2. Source: UPK P&I Grant Reporting Data [↑](#footnote-ref-3)