

---

**SENATE COMMITTEE ON EDUCATION**  
**Senator Carol Liu, Chair**  
**2015 - 2016 Regular**

---

**Bill No:** AB 2248  
**Author:** Holden  
**Version:** April 21, 2016  
**Urgency:** No  
**Consultant:** Lenin DelCastillo  
**Hearing Date:** June 8, 2016  
**Fiscal:** Yes

**Subject:** Teacher credentialing: out-of-state trained teachers: English learner authorizations

## **SUMMARY**

This bill requires the Commission on Teacher Credentialing (CTC) to issue bilingual learner authorizations to out-of-state teachers who hold equivalent credentials, as specified.

## **BACKGROUND**

Existing law:

- 1) Establishes authorizations for teachers to teach English learners in English and also establishes authorizations for teachers to teach English learners in their primary languages. (Education Code § 44253.3 and § 44253.4)
- 2) Authorizes a teacher who possesses a credential or permit and is able to present a valid out-of-state credential or certificate that authorizes the instruction of English language learners may qualify for the English learner teaching authorization by submitting an application and fee to the commission. (Education Code § 44253.3)

## **ANALYSIS**

This bill requires the CTC to issue authorizations to teach English learners in a primary language to out-of-state teachers who are applying for a preliminary or clear teaching credential, and who hold valid out-of-state credentials or certificates that authorizes the equivalent instruction of English learners.

## **STAFF COMMENTS**

- 1) ***Need for the bill.*** According to the author's office, "California is experiencing one of the worst teacher shortages with unprecedented unfilled teaching positions and teaching positions filled by underqualified teachers. The teacher shortage disproportionately impacts low-income students of color, English language learners and students with special needs, contributing to the growing achievement and opportunity gap. Currently if a teacher possesses an out of state bilingual teaching credential and moves to California to continue teaching in

their focus area, an out-of-state teacher must take multiple professional tests and course work regardless of education level, prior teaching evaluations, and previous experience teaching in another state.” This bill seeks to address this issue by expediting the ability of qualified bilingual teachers to teach in California classrooms.

- 2) ***Bilingual authorizations for out-of-state teachers.*** Current law allows teachers who hold an out-of-state credential that authorizes instruction of English learners to earn an English learner authorization to teach in California. However, the enabling legislation for this provision (SB 1209, Scott, Chapter 517, Statutes of 2006) did not extend that authorization to out-of-state bilingual teachers. The Commission on Teaching Credentialing currently reviews each bilingual teacher’s authorization from out-of-state on an individual basis. This measure would allow an out-of-state teacher who holds a bilingual teacher authorization in another state to earn an equivalent authorization in California. However, the Commission on Teacher Credentialing (CTC) does not currently review or maintain a list of equivalent bilingual teacher authorizations as it does for equivalent English learner authorizations. Presumably, the CTC would need to do a similar review of other states’ bilingual authorizations to administer the bill’s provisions.
- 3) ***Teacher shortage.*** The Learning Policy Institute (LPI) recently released a report, “Addressing California’s Emerging Teacher Shortage: An Analysis of Sources and Solutions.” In this report, the LPI included the following summary: “After many years of teacher layoffs in California, school districts around the state are hiring again. With the influx of new K-12 funding, districts are looking to lower student-teacher ratios and reinstate classes and programs that were reduced or eliminated during the Great Recession. However, mounting evidence indicates that teacher supply has not kept pace with the increased demand.” The report included the following findings:
  - a) Enrollment in educator preparation programs has dropped by more than 70 percent over the last decade.
  - b) In 2014-15, provisional and short-term permits nearly tripled from the number issued two years earlier, growing from about 850 to more than 2,400.
  - c) The number teachers hired on substandard permits and credentials nearly doubled in the last two years, to more than 7,700 comprising a third of all the new credentials issued in 2014-15.
  - d) Estimated teacher hires for the 2015-16 school year increased by 25 percent from the previous year while enrollment in the University of California (UC) and the California State University (CSU) teacher education programs increased by only about 3.8 percent.
- 4) ***Legislative Analyst Office (LAO) assessment.*** As part of its Proposition 98 Education Analysis for the 2016-17 Governor’s Budget released in February 2016, the LAO includes a section on teacher workforce trends in which it examines evidence for teacher shortages in specific areas, identifies and

assesses past policy responses to these shortages, and raises issues for the Legislature to consider going forward in terms of new policy responses. In the report, the Legislative Analyst's Office (LAO) indicates that the statewide teacher market will help alleviate existing shortages over time and that the shortages may decrease without direct state action. However, the LAO notes there are perennial staffing difficulties in specific areas, such as special education, math, and science, for which they encourage the Legislature to address with narrowly tailored policies rather than with broad statewide policies.

- 5) ***Related budget activity.*** The Senate's version of the proposed 2016-17 budget includes \$7 million in one-time Proposition 98 funding to re-establish the California Center on Teaching Careers and \$60 million in one-time Proposition 98 funding to establish or expand teacher residency programs. Both programs would be required to target chronic teacher shortage areas, including special education and bilingual teachers.
- 6) ***Fiscal impact.*** The Assembly Appropriations Committee indicates minor or absorbable costs for the Commission on Teacher Credentialing to review out-of-state bilingual teacher credentials.

## **SUPPORT**

Arc and United Cerebral Palsy California Collaboration  
 Association of California School Administrators  
 California Alliance for Arts Education  
 California Art Education Association  
 California Association for Bilingual Education  
 California Association for Health, Physical Education, Recreation and Dance  
 California Association of Private School Organizations  
 California Catholic Conference, Inc.  
 California Charter Schools Association  
 California Federation of Teachers  
 California Language Teachers Association  
 California Music Educators Association  
 Californians Together Coalition  
 EdVoice

## **OPPOSITION**

None received.

-- END --