
SENATE COMMITTEE ON EDUCATION

Senator Benjamin Allen, Chair

2017 - 2018 Regular

Bill No: AB 1122 **Hearing Date:** July 5, 2017
Author: Limón
Version: June 13, 2017
Urgency: No **Fiscal:** Yes
Consultant: Ian Johnson

Subject: Teachers: dual-language immersion programs

SUMMARY

This bill requires the Commission on Teacher Credentialing (CTC) to establish and expand partnerships between local educational agencies and institutions of higher education to offer integrated teacher preparation programs that prepare educators to teach in dual-language immersion programs.

BACKGROUND

Existing law:

- 1) Requires the CTC to develop objective and verifiable standards for an authorization for bilingual-cross-cultural competence for holders of an appropriate credential, certificate, authorization, or permit who will be serving English learners.
- 2) States that these authorizations may be issued to persons holding an appropriate credential or authorization issued by the CTC, including holders of special education credentials, clinical services credentials, school psychologist authorizations, and child development and preschool professionals.
- 3) Requires that candidates for the bilingual authorization, by oral and written examination, or by completing an approved program that consists of coursework or a combination of coursework and examinations, demonstrate all of the following either at the same time as the initial preparation for the prerequisite credential or at a later date that he or she:
 - a) Is competent in both the oral and written skills of a language other than English.
 - b) Is competent in both the oral and written skills in the English language. States that a passing score on the reading and writing portions of the basic skills proficiency test satisfies the written skills portion of this requirement.
 - c) Has both the knowledge and understanding of the cultural and historical heritage of the limited-English-proficient individuals to be served.

- d) Has the ability to perform the services the candidate is certified or authorized to perform in English and in a language other than English.
- 4) 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 or to teach in a bilingual setting in students' primary language to qualify for the authorization by submitting an application and fee to the Commission on Teacher Credentialing (CTC).
- 5) Establishes the Bilingual Teacher Training Assistance Program, administered by the California Department of Education (CDE) in consultation with the CTC and representatives of bilingual educators, for teachers who are granted waivers and who are enrolled and participating in a program leading to a bilingual specialist credential or a certificate of competence for bilingual-crosscultural competence.
- 6) Authorizes integrated programs of teacher preparation, which allow teachers to obtain teaching credentials while earning their baccalaureate degrees.

ANALYSIS

This bill:

- 1) Requires the CTC to establish and expand partnerships between local educational agencies and institutions of higher education to offer teacher preparation programs that prepare educators to teach in dual-language immersion programs through integrated programs offering professional preparation concurrently with the completion of a baccalaureate degree.
- 2) States that the partnerships established pursuant to the act may include either private or public institutions of higher education.
- 3) Requires these partnerships to encourage the development of strategies to accomplish both of the following:
 - a) Directly address, and be responsive to, the staffing needs of individual school districts with respect to the need for multilingual teachers.
 - b) Establish or expand bilingual authorization programs in both of the following:
 - i) Languages for which it is difficult to recruit bilingual teachers.
 - ii) Languages that are commonly spoken, but for which there is a shortage of bilingual authorizations.

STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, "Proposition 58 (2016) was overwhelmingly approved by California voters to, among other things, authorize school districts to establish dual-language immersion programs for both native

and non-native English speakers. Specifically, Proposition 58 gave public schools flexibility to choose how to teach English learners, whether in English-only, bilingual, or other types of programs. Proposition 58 restores local control to school districts in choosing the most effective instructional methods for the benefit of their students.

The passage of Proposition 58 will increase demand for multilingual programs at all levels. Given this expected increase in demand, as well as the shrinking pipeline of qualified teachers to staff these programs, continued expansion of bilingual programs should be considered to increase the number of multilingual-authorized teachers in California.

AB 1122 furthers the intent of the voters to help students learn English as quickly as possible and expand opportunities for English speakers to master a second language. This bill ensures bilingual teacher candidates are prepared to teach in all bilingual program models; those serving students learning English, and models serving students developing proficiency in a second language.

The passage of Proposition 58 removes restrictions on bilingual education programs, allowing school districts to easily create or expand bilingual programs. However, California may be unprepared to meet the expected increase in demand for bilingual education teachers as schools develop and expand bilingual programs. At 700 new bilingual teachers in 2015–16, California authorizes fewer than half the number of new bilingual teachers it did when bilingual education was hiring at its peak in the mid-1990s.

Further, very few institutions of higher education offer bilingual authorizations in the less-commonly-spoken languages of Arabic, Armenian, French, Korean, Mandarin, and Vietnamese. For example, only the California State University, Northridge offers bilingual authorizations in Armenian and none currently offer authorizations in French.”

- 2) ***Learning Policy Institute (LPI) report.*** The LPI’s 2016 report, “Addressing California’s Emerging Teacher Shortage: An Analysis of Sources and Solutions” 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) Few teacher preparation institutions offer bilingual authorization training programs. After the passage of Proposition 227, bilingual teacher preparation programs were greatly reduced across the state. In 2009, the Commission on Teacher Credentialing approved a set of standards that would allow teachers to pursue bilingual authorization through multiple routes, with both coursework and examination options, likely contributing to a greater share of bilingual authorizations being issued to existing teaching credentials than to new teaching credentials. Currently, only 30

teacher preparation institutions offer bilingual authorization training programs, compared with over 80 that grant secondary and elementary teaching certifications.

- b) California authorizes fewer than half the number of new bilingual teachers than it did when bilingual education was at its peak in the mid-1990s. At its peak in 1994-95, California granted over 1,800 bilingual authorizations. After the passage of Proposition 227, California issued over 1,200 bilingual authorizations a year between 2003–04 and 2009–10. Since then, there has been a steady decline in new bilingual authorizations, with fewer than 700 teachers authorized in 2015–16.
- c) Despite the fact that bilingual education was seriously hampered in California for nearly two decades, districts already report shortages of bilingual education teachers. In a fall 2016 survey of more than 200 California school districts, 14 percent reported shortages of bilingual teachers. Now that Proposition 58 allows for the expansion of bilingual programs, LPI predicts that these shortages are likely to grow.

The Learning Policy Institute (LPI) report offered several policy recommendations for consideration. These recommendations include the reinstatement of the California Center on Teaching Careers and the establishment of incentives to attract diverse, talented individuals to teach in high-need locations and fields. The report also recommends the creation of more innovative pipelines into teaching.

- 3) ***Duplicative of a similar program funded in the 2016-17 Budget?*** To help address the state's current teacher shortage, the 2016-17 Budget appropriates \$10 million one-time for the Integrated Teacher Preparation Grant Program. The program provides \$250,000 grants to post-secondary institutions for the creation or expansion of four-year integrated teacher preparation programs. The funding is designed to increase the number of students who receive their bachelor's degree and teaching credential concurrently within a four-year program and become teachers in the areas of mathematics, science, or bilingual education. While this bill is intended to create and expand integrated dual-language immersion teacher preparation programs, the Committee may wish to consider whether the Integrated Teacher Preparation Grant Program is already doing this.
- 4) ***Author amendments.*** Concerns have been raised over the bill's requirement that the Commission on Teacher Credentialing (CTC) establish partnerships between local educational agencies and institutions of higher education. The CTC would not be given any new authority, and the bill would not provide grant funding or any other mechanism for the CTC to incentivize these partnerships. In response to these concerns, the author wishes to amend this bill as follows:
 - (a) The commission shall develop best practice guidance on the establishment of establish and expand partnerships between local educational agencies and institutions of higher education to offer integrated teacher preparation programs to teach in dual-language and multilanguage educational programs, pursuant to Section 44259.1, ~~that prepare educators to teach in dual-language immersion~~

~~programs through integrated programs offering professional preparation concurrently with the completion of a baccalaureate degree.~~

~~(b) In developing best practices, the commission shall considerThe partnerships established pursuant to this section may include either private or public institutions of higher education. These partnerships shall encourage the development of strategies to accomplish both of the following:~~

~~(1) Directly address, and be responsive to, the staffing needs of individual school districts with respect to the need for multilingual teachers.~~

~~(2) Establish or expand bilingual authorization programs in both of the following:~~

~~(A) Languages for which it is difficult to recruit bilingual teachers.~~

~~(B) Languages that are commonly spoken, but for which there is a shortage of bilingual authorizations.~~

~~(c) The commission shall make guidance available on the commission website by September 1, 2019~~

SUPPORT

Los Angeles Unified School District (sponsor)
California Association for Bilingual Education
Californians Together
EdVoice

OPPOSITION

None received

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