

Date of Hearing: April 5, 2017

ASSEMBLY COMMITTEE ON EDUCATION

Patrick O'Donnell, Chair

AB 952 (Reyes) – As Amended March 28, 2017

SUBJECT: Teachers: Bilingual Teacher Professional Development Program

SUMMARY: Establishes the Bilingual Teacher Professional Development Program, to provide professional development to teachers seeking to provide instruction in multilingual settings.

Specifically, **this bill:**

- 1) States that the article established by the bill is to be known as the Bilingual Teacher Professional Development Program.
- 2) States that the purpose of the act is to ensure that California can meet the demand for bilingual teachers necessary for the implementation of dual language and other bilingual education programs as authorized by the California Education for a Global Economy Initiative, approved by the voters (as Proposition 58), at the November 8, 2016 election, and to be able to meet the demand in preparing bilingual education teachers.
- 3) Establishes the Bilingual Teacher Professional Development Program for teachers seeking to provide instruction in bilingual and multilingual settings, and states that it shall be administered by California Department of Education (CDE), in consultation with the Commission on Teacher Credentialing (CTC).
- 4) Requires that, by July 1, 2019, the CDE establish minimum standards and criteria for the program.
- 5) Requires the CDE to allocate funding to consortia of two or more specified entities for the purposes of providing professional development services to specified teachers, including:
 - a) county offices of education
 - b) community colleges
 - c) public or private four-year institutions of postsecondary education
 - d) professional organizations with English learner expertise
 - e) school districts with significant and successful bilingual education programs for pupils in prekindergarten, kindergarten, and grades 1 to 12, inclusive
 - f) non-profit organizations with English learner expertise
- 6) Require that a participating teacher:
 - a) possess a bilingual authorization and has provided instruction solely in English-only classrooms for three years or more, or

- b) is fluent in a language other than English, and seeks to qualify for bilingual authorization
- 7) Requires that, in awarding funding to consortia, the CDE adopt criteria demonstrating a consortium's ability to provide professional development services, to include:
- a) demonstrated commitment to bilingual and multilingual education and bilingual teacher development
 - b) demonstrated capability to fully prepare and update a teacher's knowledge and skills relating to biliteracy, English language acquisition, English language development, pupil assessment in English and other languages, and instruction in the components of a high-quality bilingual or multilingual education program
 - c) the availability of bilingual education staff with demonstrated experience and knowledge of bilingual and multilingual education for purposes of providing professional development programs
 - d) demonstrated management and support services necessary to efficiently and effectively use funding to help meet the demand for bilingual teachers
 - e) matching funds, or other in-kind matching resources, offered by the consortium in support of teachers participating in a professional development program
 - f) an evaluation of a professional development program offered by the consortium for the purpose of identifying areas of strength, areas requiring improvement, and recommendations for making improvement.
- 8) Requires the CDE to ensure that consortia selected for purposes of this article are, to the maximum extent possible, balanced with regard to geographic regions and urban and rural settings.
- 9) Requires the Superintendent of Public Instruction (SPI) to convene a workgroup to provide ongoing evaluation of the Bilingual Teacher Professional Development Program and to recommend the standards and criteria for the program as well as assist in developing criteria for evaluation of the program. Requires that the workgroup be composed of:
- a) bilingual educators
 - b) representatives from schools of education of private and public institutions of higher education
 - c) English learner professionals from school districts with bilingual education programs for pupils in prekindergarten, kindergarten to grade 12
 - d) professional associations or non-profit organizations with English learner expertise
 - e) teacher organizations and community colleges with transfer agreements leading to teacher credentials in high-needs areas

- 10) Appropriates an unspecified sum in support of the program.
- 11) Requires that a consortium selected to receive funding be approved for a period of three consecutive years, with funding allocated annually, contingent upon the availability of funds and the submission of an acceptable plan to the CDE and the modification of a plan upon request of the CDE.
- 12) States that the amount allocated by the CDE may not be less than an unspecified amount of funding.
- 13) States that, upon completion of one three-year period, a consortium shall be eligible to reapply for continued funding for additional three-year grants.
- 14) Requires that, by July 1, 2020, the CTC, in consultation with the Committee on Accreditation, develop a process for the purpose of identifying additional short term, high-quality pathways for the preparation of bilingual education teachers.
- 15) Requires that such alternative routes developed must include all of the following:
 - a) online professional development certificate programs relating to English language development and dual language for academic literacy certification in two languages
 - b) the establishment of a recruitment center with a focus on recruiting high school seniors awarded the State Seal of Biliteracy, bilingual paraprofessionals, and credentialed teachers prepared in countries other than the United States who speak at least one of the top 10 primary languages spoken by English learners in California
 - c) training California teachers in other countries, such as Mexico, to support the development of academic language proficiency in a primary language other than English for the purpose of obtaining bilingual authorization
 - d) recruitment and preparation of high school seniors awarded the State Seal of Biliteracy and bilingual para-educators who speak the top ten primary languages spoken by English learners in California
 - e) a career ladder for early childhood education paraprofessionals
- 16) Requires that, by July 1, 2020, the CTC provide recommendations that identify the most effective incentives for enabling existing schools of education in public institutions of higher education to establish, maintain, or expand a bilingual education program of professional preparation.
- 17) Requires that, by July 1, 2019, the CTC submit an initial report to the appropriate policy committees of the Legislature regarding the development of alternative routes for the preparation of bilingual education teachers.
- 18) Requires the CTC to submit a final report to the Legislature on or before July 1, 2021.

- 19) States that the measure shall be implemented only upon an appropriation in the annual Budget Act or other legislation for these purposes.

EXISTING LAW:

- 1) Establishes authorizations for teachers to teach English learners in their primary languages.
- 2) 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 language learners.
- 3) States that these authorizations may be issued to persons holding an appropriate credential or authorization issued by the commission, including, but not limited to, counselors; special education professionals, including, but not limited to, the holders of special education credentials, clinical services credentials, and school psychologist authorizations; and child development and preschool professionals.
- 4) Requires that candidates for the 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 is:
 - 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.
- 5) 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 CTC.
- 6) Through initiative statute, requires that public schools ensure students obtain English language proficiency. Requires school districts to solicit parent/community input in developing language acquisition programs. Requires instruction to ensure English acquisition as rapidly and effectively as possible. Authorizes school districts to establish dual-language immersion programs for both native and non-native English speakers. Fiscal Impact: No notable fiscal effect on school districts or state government.
- 7) Establishes the Bilingual Teacher Training Assistance Program (BTTP), administered by the 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. (EC 52181)

- 8) Requires the CDE to establish minimum standards and criteria for the BTTP and conduct appropriate training programs, or provide for training services by allocation to existing state staff development resource centers, county offices of education, public or private four-year institutions of postsecondary education, bilingual programs consortia, or cooperatives formed among two or more of these groups.
- 9) Directs allocations in the BTTP program toward school districts with high concentrations of pupils of limited-English-proficiency and teachers on waiver, and requires that allocations to be made on the basis of specified criteria.
- 10) Requires that agencies maintaining BTTP program have approval for a three year, renewable grant cycle, and requires that agencies submit an annual evaluation that demonstrates that participants have made significant progress toward passing competency requirements leading to bilingual teachers certification.

FISCAL EFFECT: Unknown

COMMENTS:

Need for the bill. The author's office states: "California is experiencing a significant teacher shortage as revealed by the latest report of the Learning Policy Institute (LPI), *Addressing California's Growing Teacher Shortage 2017 Update*. In their update they show that, consistent with school district survey data, teacher workforce trends have worsened in the past year with especially severe consequences in special education, math, science, and bilingual education.

With the passage of Prop 58, a demand for increased dual language and other bilingual programs is anticipated, however the availability of bilingual teachers is a challenge faced by school districts/schools. California issued over 1,200 bilingual authorizations a year between 2003-04 and 2009-10. Since 2010, new bilingual authorizations have declined steadily, with fewer than 700 teachers authorized in 2015-16. Of the 200 representative school districts survey by LPI in 2016, before Proposition 58 was passed, fourteen percent reported shortages of bilingual teachers.

The intent of the bill is to increase the number of bilingual teachers in California. The bill proposes to do two things: 1) provide a faster approach for increasing the number of bilingual teachers by providing targeted professional development to two groups of teachers, and 2) requesting that the CTC look at other options for increasing the number of bilingual teachers other than through the teacher preparation year (4/5 years) and paraprofessional route. The two groups of teachers that would receive the targeted professional development are: 1) teachers with current bilingual authorizations who have taught solely in mainstream English classrooms and who wish to teach in a dual or bilingual classroom and 2) teachers who are fluent in another language and who have taught solely in mainstream English classrooms and who would like to proceed with obtaining a bilingual authorization. CTC is requested to develop a process to identify other pathways in addressing the bilingual teacher shortage."

Overall teacher shortage. According to the LPI's 2016 report, "Addressing California's Emerging Teacher Shortage," the supply of new teachers in California is at a 12-year low. Enrollment in educator preparation programs dropped by more than 70 percent over the last decade, and has fallen below the number of estimated hires by school districts around the state. The LPI notes:

- In mid-October, two months after the school year started, EdJoin, the statewide educator job portal, still listed more than 3,900 open teaching positions. This is double the number listed at the same time in 2013.
- Estimated teacher hires for the 2015–16 school year increased by 25 percent from 2014–15, while the number of preliminary credentials issued increased by less than 1 percent from the previous year. Enrollment in UC and CSU teacher preparation programs increased by only about 3.8 percent.
- 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.
- The number of 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.

Bilingual teacher shortage. In addition to the overall shortage of credentialed teachers in the state, there are chronic and severe shortages in certain areas, such as math, science, and special education. California annually reports shortage areas to the U.S. Department of Education for the purpose of federal loan and grant deferral or forgiveness for teachers. According to the U.S. Department of Education, California reported a shortage of bilingual teachers from 1990-1991 to 1999-2000, but has not done so since.

However, there is growing evidence that the state is facing a shortage of bilingual teachers. According to testimony provided at an information hearing of this Committee in December, 2015, the number of bilingual authorizations issued by the CTC declined from 2,195 in 2003-04 to 733 in 2013-14. At the same time, language immersion and dual language immersion programs have gained in popularity, increasing the demand for certified bilingual teachers.

According to the Learning Policy Institute, before the passage of Proposition 227, about 30% of ELs were served by bilingual programs. A decade later, the number of EL students served by bilingual programs decreased to just 5%. The Learning Policy Institute also notes:

- “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.
- 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.

- 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% 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.”

According to testimony presented at an informational hearing of this Committee earlier this year on Asian and Pacific Islander students, very few Asian language bilingual authorizations are issued annually. According to testimony from faculty at California State University, Long Beach, only 15 Mandarin-speaking candidates are currently enrolled in the CSU training consortium for Asian languages, in spite of high demand for bilingual teachers with that language skill.

This bill proposes the establishment of programs to accomplish two goals: 1) increasing the supply of bilingual authorized teachers to meet the growing demand for qualified bilingual instructors, and 2) upgrade the skills of already authorized bilingual teachers who have been out of bilingual programs for three years, in order to support high quality bilingual instruction should they return to bilingual settings. In light of the data shown above and the significant mismatch between supply and anticipated demand for bilingual authorized teachers, *staff recommends that the bill be amended* to indicate that increasing the supply of newly authorized teachers is a high priority.

Bilingual Teacher Training Program rolled into LCFF in 2013. Until 2013, when the program was rolled into the Local Control Funding Formula (LCFF), the state provided funding for the Bilingual Teacher Training Program (BTTP), which assisted K–12 teachers who already possessed a basic credential, to attain bilingual authorizations so they could provide primary language instructional services to English learners. The program prepared teachers for examinations leading to authorizations. Grants were awarded through an application process to 14 centers that provide specialized training to teachers who were assigned to English learners. The program was funded at \$1.7 million in 2012-13 budget.

Bilingual authorizations a priority area in grant funding for integrated programs. The 2016-17 budget included \$10 million to be awarded by the CTC to institutions of higher education for the development of integrated (sometimes called blended) teacher preparation programs. Integrated preparation programs allow teachers to earn their credential while earning their bachelor’s degree. The appropriation was targeted at particularly acute areas of shortage, including special education, math and science, and bilingual education.

Recommended amendments: Staff recommends the following amendments to this measure:

- 1) Require that the consortia eligible to receive funding under the program include at least one local educational agency (school district or county office of education), and delete community colleges from the list of entities which may be part of a consortium.
- 2) In the provision specifying which teachers are eligible for professional development, add to (2) “Possesses a teaching credential...”

- 3) In the provisions relating to the criteria for choosing consortia to operate the program, add “to obtain bilingual authorization” to the paragraph on the ability to prepare teachers.
- 4) Include in the evaluation of the program the extent to which the program has led to an increase in bilingual authorizations issued to participants in the program, and the number of previously authorized teachers who have returned to bilingual settings.
- 5) In the provision establishing a workgroup, add a requirement that the majority of the workgroup be comprised of bilingual authorized, current classroom teachers. Create separate lines for teacher organizations and community colleges with transfer agreements leading to teacher credentials in high-need areas.
- 6) In the provisions requiring the CTC to identify pathways to address the shortage of bilingual teachers, delete the paragraph regarding training California teachers in other countries, and replace with “Opportunities for California teachers to develop proficiency in languages other than English.” Add high school career pathways to a line regarding paraprofessional career pathways.
- 7) Technical and conforming changes.

Related and prior legislation. AB 169 (O’Donnell) of this Session would establish the Golden State Teacher Grant Program to provide one-time grant funds of \$20,000 to each student enrolled on or after January 1, 2018, in a professional preparation program leading to a preliminary teaching credential, if the student commits to working in a high-need field, including bilingual education, for four years after he or she receives a teaching credential.

AB 463 (Salas) of this Session would require the CTC to issue 7,200 new warrants for the Assumption Program of Loans for Education program commencing with the 2017–18 fiscal year.

AB 234 (Steinorth) of this Session, an urgency statute, would require the CTC to issue 7,200 new warrants for the Assumption Program of Loans for Education program commencing with the 2017–18 fiscal year.

SB 436 (Allen) of this Session would establish the California STEM Professional Teaching Pathway to recruit, train, support, and retain qualified science, technology, engineering and mathematics (STEM) professionals, including military veterans, as mathematics and science teachers in California. The bill also includes an unspecified and ongoing appropriation, beginning in 2017-18, for allocation to the California Center on Teaching Careers (Cal-Teach) to support the purposes of the bill.

AB 1217 (Bocanegra) of this Session would California Teacher Corps Act of 2017, under which the SPI would make grants to LEAs to assist these agencies in establishing, maintaining, or expanding teacher residency programs.

AB 2248 (Holden) Chapter 103, Statutes of 2016 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 in students primary language to qualify for the authorization by submitting an application and fee to the CTC.

AB 1756 (Bonilla) would have provided \$10 million in grants for the development of integrated teacher preparation programs, including those producing bilingual authorizations. This bill was held on the Assembly Floor, but funding and the text of the bill became part of the 2016-17 budget.

REGISTERED SUPPORT / OPPOSITION:

Support

California Association for Bilingual Education (sponsor)

Californians Together (sponsor)

Advancement Project

California Language Teachers Association

Early Edge California

Los Angeles Unified School District

The AVID Center

Opposition

None on file

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