

Date of Hearing: April 9, 2025

ASSEMBLY COMMITTEE ON EDUCATION  
Al Muratsuchi, Chair  
AB 1123 (Muratsuchi) – As Amended March 18, 2025

**SUBJECT:** Commission on Teacher Credentialing: membership

**SUMMARY:** Increases the membership of the Commission on Teacher Credentialing (CTC) from 15 to 18 members in order to include representation from early childhood education (ECE) professionals, as specified. Specifically, **this bill**:

- 1) Requires that the membership of the CTC be increased from 15 to 18 members, by adding three voting members as follows:
  - a) One faculty member from an ECE or a child development department who teaches in a baccalaureate degree program at a California State University (CSU) campus or a University of California (UC) campus, or teaches at a California Community College (CCC);
  - b) One teacher holding a CTC-issued child development teacher permit who teaches at a state-funded preschool program or prekindergarten program licensed pursuant to Chapter 19 of Division 1 of Title 5 of the California Code of Regulations (CCR); and
  - c) One child development site supervisor holding a CTC-issued child development site supervisor permit, or one child development program director holding a CTC-issued child development program director permit, who is employed at a state-funded preschool program or prekindergarten program licensed pursuant to Chapter 19 of Division 1 of Title 5 of the California Code of Regulations (CCR).
- 2) Requires that these members above be appointed on or before January 1, 2027, with their terms beginning on July 1, 2027, and expiring as follows:
  - a) One member's term on November 20, 2029;
  - b) One member's term on November 20, 2030; and
  - c) One member's term on November 20, 2031.

**EXISTING LAW:**

- 1) Establishes the CTC, consisting of 15 voting members, 14 of whom to be appointed by the Governor, with the advice and consent of the Senate. (Education Code (EC) 44210)
- 2) Requires that the CTC consist of the following members:
  - a) The Superintendent or the Superintendent's designee;
  - b) Six practicing teachers from public elementary and secondary schools in California;

- c) One person who is employed on the basis of a services credential other than an administrative services credential;
  - d) One member of the governing board of a school district;
  - e) Three representatives of the public. None of these persons may have been employed by an elementary or secondary school district in a position requiring certification, or have served as a school district governing board member in the five-year period immediately before the public member's appointment;
  - f) One school administrator in a public elementary or secondary school in California;
  - g) One certificated human resources administrator in a public elementary or secondary school in California; and
  - h) One faculty member from a college or university that grants baccalaureate degrees. (EC 44210)
- 3) Requires that, with the exception of the three representatives of the public and the Superintendent, the appointment of a member terminate if the member is no longer a practicing teacher in a public elementary or secondary school, a person who is employed on the basis of a valid services credential, a school administrator, a certificated human resources administrator, a faculty member of a college or university that grants baccalaureate degrees, or a member of the governing board of a school district, as may be the case, in California. (EC 44210)
- 4) Prohibits more than one member of the CTC from being appointed from the same school district or college or university campus. (EC 44210)
- 5) Requires that, commencing July 1, 1989, four members be appointed for terms of two years, five members for terms of three years, and five members for terms of four years. (EC 44210)
- 6) Requires that each appointment expire on November 20 of the year of expiration of the applicable term, upon the expiration of the term of office of an appointive member of the CTC, requires that the member's successor be appointed for a term of four years. Prohibits individuals from being appointed by the Governor to serve more than two consecutive full terms. (EC 44210, 44213)
- 7) Requires the CTC to establish the requirements for the following:
- a) The issuance and the renewal of permits authorizing service and supervision in the care, development, and instruction of children in childcare and development programs, as well as the issuance of emergency permits for this purpose; and
  - b) The periods of duration of the permits. (EC 8301)
- 8) Requires applicants for a Child Development Permit of any type, or any renewal, to submit an application to the CTC or to the county office of education (COE) in which they are employed, and requires the application to be accompanied by a fingerprint clearance, the

applicable fees, transcripts, verification of training completed through CTC-approved non-college based training, if appropriate. (5 CCR, Section 80107)

- 9) Requires applicants for a Child Development Associate Teacher Permit to comply with the application requirements specified in (2) above, and in addition, requires the applicant to meet one of the following:
  - a) Completion of a minimum of 12 units in early childhood education/child development and 50 days of experience in an instructional capacity in a childcare and development program, working at least three hours per day within the last two years;
  - b) Completion of the Child Development Associate Credential; or
  - c) Completion of equivalent training approved by the CTC, which may include traditional college coursework and CTC-approved alternative education programs. (5 CCR 80111)
- 10) Authorizes the holder of a Child Development Associate Teacher Permit to provide service in the care, development, and instruction of children in a childcare and development program, and to supervise Child Development Assistant Permit Holders and aides. (5 CCR 80111)

**FISCAL EFFECT:** Unknown

**COMMENTS:**

***Need for the bill.*** According to the author, “The State of California issued the first Child Development Permits to early childhood educators in 1961, making it the first state to professionalize this critical workforce. But in the six decades since, early childhood education (ECE) professionals in California have never had a voting member on the commission which governs their licensure and preparation.

By adding ECE appointments to the Commission on Teacher Credentialing (CTC), AB 1123 will ensure that ECE educators, administrators, and the faculty who prepare them have a voice on issues of direct consequence to them and the families they serve. By adding these professionals to the CTC, this bill will bring valuable expertise, experience, and perspectives to the CTC.

Over the years, ECE teachers have been without a voting voice on the CTC when significant issues have arisen. Indeed, the Child Development Permit has been updated numerous times without the voting participation of ECE educators. In a recent example, stakeholders expressed concern that Child Development Permit holders had minimal opportunity to engage in the CTC’s Child Development Permit Workgroup.

AB 1123 is a long overdue measure that will provide a voice for ECE educators, administrators, and faculty on the future of their profession.”

***History of the composition of the CTC.*** According to the indispensable 419-page history of teacher credentialing in California, *A History of Policies and Forces Shaping California Teacher Credentialing*, starting at the turn of the last century, the State Board of Education (SBE) was given responsibility for establishing minimum standards for teachers. In 1917, the SBE was authorized to establish a Commission of Credentials, consisting of the three commissioners of

education. For most of the 20<sup>th</sup> century, the responsibility for teacher credentialing was vested with the SBE and the CDE. In 1961, the SBE began issuing Child Development Permits (initially known as Children's Center Permits), the first such authorization in the nation.

In 1970, over the vehement and persistent opposition of the SBE, the Ryan Act established the CTC (initially as the Commission on Teacher Preparation and Licensing), as an independent entity, as part of a host of reforms to teacher preparation and licensing. The CTC was composed primarily of educators to oversee the professional preparation and certification of all educators. This was the first agency of its kind in the country. From its inception, the CTC had representation from teachers and faculty involved in teacher preparation. ***The Committee may wish to consider*** that, in the six decades since the first child development permits were issued, there have been no voting members on the CTC representing ECE educators or faculty.

***The CTC's membership and role.*** The major purposes of the current CTC are to serve as a state standards board for educator preparation for the public schools of California, the licensing and credentialing of professional educators, the enforcement of professional practices of educators, and the discipline of credential holders.

The CTC membership currently consists of nineteen members, fifteen voting members and four ex-officio, non-voting members, appointed as follows:

- The Governor appoints fourteen voting commissioners and the Superintendent of Public Instruction (SPI) or his/her designee serves as the fifteenth voting member;
- The four ex-officio members are selected one each by the major elements of the California higher education constituency: Association of Independent California Colleges and Universities; Regents of the UC; the CSU; and CCC Chancellor's Office; and
- The Governor-appointed commissioners consist of six classroom teachers, one school administrator, one school board member, one school counselor or services credential holder, one higher education faculty member from an institution for teacher education, and four public members.

Governor-appointed Commissioners are typically appointed to four-year terms, and serve as volunteers in unpaid positions.

***CTC frequently acts on significant policy related to ECE qualifications and preparation.*** As noted above, the Child Development Permit was initially developed in 1961, when California became one of the first states to subsidize public preschool enrollment, but there have been never been voting members of the CTC to represent ECE educators or faculty.

The CTC frequently discusses and votes on issues that affect ECE educators directly. Below is a list of major issues and initiatives relating to the preparation and licensing of ECE educators that have come before the CTC over the last ten years:

- Child Development Permit Matrix
- Review of the Child Development Permit
- Regulations for Teaching Permit for Statutory Leave
- Child Development Advisory Panel

- Teaching Performance Expectations (TPEs) for the Child Development Permit
- Program Guidelines for preparation leading to the Child Development Permit
- Candidate Performance Expectations and Preparation Program Guidelines
- Program Standards for Early Childhood Special Education Added Authorization Programs
- The Master Plan for Early Learning and Care
- Preschool Development Grant-Renewal
- Establishing Multiple, Accessible Pathways to a Permit or Credential
- ECE Design Teams under the Preschool Development Grant-Renewal and Proposed Program Quality Peer Review
- PK-3 Early Childhood Education Specialist Credential
- TPEs and Program Standards for the PK-3 Early Childhood Education Specialist Credential
- Regulations Pertaining to Credential Requirements for the PK-3 Early Childhood Education Specialist Instruction Credential
- Commission Approved Teaching and Administrator Performance Assessments
- ECE Formative Teaching Performance Assessment
- Child Development Permit Workgroup Field Survey
- Teacher Supply reports to the Legislature

***ECE permits issued by the CTC.*** The CTC issues the following ECE permits:

- Child Development Assistant Permit;
- Child Development Associate Teacher Permit;
- Child Development Teacher Permit;
- Child Development Master Teacher Permit;
- Child Development Site Supervisor Permit; and
- Child Development Program Director Permit.

Additionally, a School-Age Emphasis Authorization may be added to any level Child Development Permit, authorizing the holder to provide services in the care, development, and instruction of children in before-school, after-school, and other school-age childcare programs.

***Status of existing ECE workforce.*** In California, women of color make up about two thirds (65%) of the ECE workforce, largely mirroring the racial and ethnic backgrounds of the children and families they serve. Despite the crucial role early educators play in young children’s development, the field has always struggled with poor compensation and inadequate support (McLean, 2021). Educators from the various racial and ethnic backgrounds are not represented equitably across job roles relative to their population within the workforce. Black educators are overrepresented among family child care providers, and in center director positions, Latina educators are underrepresented, and white educators are overrepresented. (Center for the Study of Child Care Employment, 2024)

***Arguments in support.*** The Child Care Resource Center writes, “In recent years, the CTC has adopted Early Childhood Education (ECE) Teaching Performance Expectations and ECE Program Guidelines, and created a new credential, the PK-3 ECE Specialist Instruction Credential. These are highly consequential decisions affecting the entire ECE sector, workforce, and children and families throughout California. According to decades of research, content

expertise in early childhood education (ECE) provides a critical foundation to ensure successful implementation of these changes, yet there are currently no voting individuals serving on the CTC who have ECE content expertise.

AB 1123 would require that the CTC include three voting members designated to represent ECE. The goal of this modification is to support the Commission's purpose of serving as a state standards board for educator preparation for the public schools of California. We commend the Commission's work thus far and are certain that this work will be stronger with the added voting representation of early childhood voices. Approving this amendment would also support the Governor's Master Plan for Early Learning and Care and, most importantly, lift up the children and families of California."

***Recommended Committee amendments.*** *Staff recommends that this bill be amended* to clarify that the appointment from an institution of higher education would be to represent all higher education institutions, not just the institution of origin.

***Related legislation.*** AB 1930 (Reyes), Chapter 687, Statutes of 2024, requires the CTC to authorize a holder of a Child Development Associate Teacher permit to renew their permit without a limit on the number of renewals, provided they complete the required hours of professional growth activities, as specified.

AB 123 (McCarty) of the 2019-20 Session would have established the Pre-K for All Act; expanded the eligibility for CSPP; increased the reimbursement rate for the CSPP and required a portion of the increase to be used to increase teacher pay; required CSPP lead teachers to hold a Bachelor's degree by a specified date; and established a program to provide financial support to childcare workers pursuing a Bachelor's degree. This bill was held in the Senate Appropriations Committee.

## **REGISTERED SUPPORT / OPPOSITION:**

### **Support**

California Community College Early Childhood Educators  
Child Action  
Child Care Alliance of Los Angeles  
Child Care Resource Center  
Early Edge California  
Head Start California  
Las Positas College Early Care and Education Program  
Options for Learning  
PEACH  
San Diego for Every Child

### **Opposition**

None on file

**Analysis Prepared by:** Tanya Lieberman / ED. / (916) 319-2087