

Date of Hearing: April 9, 2025

ASSEMBLY COMMITTEE ON EDUCATION
Al Muratsuchi, Chair
AB 1306 (Muratsuchi) – As Introduced February 21, 2025

SUBJECT: School employees: English learner authorization

SUMMARY: Authorizes the Commission on Teacher Credentialing (CTC) to approve a teacher education program offered by a local educational agency (LEA) for purposes of enabling candidates to earn a cross-cultural language and academic development certificate (CLAD) or a bilingual authorization certificate, including a California Teacher of English Learners (CTEL) program. Specifically, **this bill**:

- 1) Authorizes the CTC to approve a teacher education program offered by an LEA for purposes of earning a CLAD certificate or a bilingual authorization certificate, including a CTCL program.
- 2) Requires the CTC to apply the standards for approval of a program of professional preparation offered by a regionally accredited institution of higher education (IHE) to a program of professional preparation offered by an LEA for these purposes.

EXISTING LAW:

- 1) Requires the CTC to issue an authorization for a teacher to provide all of the following services to limited-English-proficient pupils:
 - a) Instruction for English language development in preschool, kindergarten, grades 1 to 12, inclusive, and classes organized primarily for adults
 - b) Specially designed content instruction delivered in English. (Education Code (EC) 44253.4)
- 2) Establishes the minimum requirements for this authorization, which may be completed at the same time as the initial preparation for the prerequisite credential or at a later date, to include the following:
 - a) Possession of a valid California teaching credential or services credential;
 - b) Passage of one or more examinations, or by completing an approved program that consists of coursework or a combination of coursework and examinations, that the commission determines is necessary;
 - c) Completion of at least six semester units, or nine quarter units, of coursework in a second language at a regionally accredited institution of higher education. Requires the commission shall establish minimum standards for scholarship in the required coursework. The commission also shall establish alternative ways in which the requirement can be satisfied by language-learning experience that creates an awareness of the challenges of second-language acquisition and development; and

- d) Completion of coursework in human relations in accordance with the CTC's standards of program quality and effectiveness that includes, at a minimum, instruction in all of the following:
 - i) The nature and content of culture;
 - ii) Cross-cultural contact and interactions;
 - iii) Cultural diversity in the United States and California;
 - iv) Providing instruction responsive to the diversity of the pupil population;
 - v) Recognizing and responding to behavior related to legally protected characteristics; and
 - vi) Techniques for the peaceful resolution of conflict. (EC 44253.3)
- 3) Requires the CTC to establish alternative requirements for a teacher to earn the authorization, to be awarded as a supplementary authorization. (EC 44253.4)
- 4) Permits a teacher who possesses a credential or permit to present a valid out-of-state credential or certificate that authorizes the instruction of English language learners to qualify for the authorization by submitting an application and fee to the CTC. (EC 44253.4)
- 5) Authorizes the CTC to issue an authorization if the applicant possesses a valid California teaching credential and holds one of two specified certificates issued by the National Board for Professional Teaching Standards. (EC 44253.4)
- 6) Requires the CTC to develop and administer examinations on which a teacher can demonstrate his or her competence in the knowledge and skills necessary for effective teaching of limited-English-proficient pupils, including the following domains of professional knowledge and skill:
 - a) First- and second-language development and the structure of language;
 - b) Methodology of English language development and specially designed content instruction in English;
 - c) Culture and cultural diversity;
 - d) Methodology of content instruction in the pupil's primary language;
 - e) The culture associated with a specific language group; and
 - f) Competence in a language other than English that is spoken by limited-English-proficient pupils in California. (EC 44253.5.)
- 7) 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. (EC 44253.7)

- 8) States that these authorizations may be issued to persons holding an appropriate credential or authorization issued by the CTC. (EC 44253.7)
- 9) Requires 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, to demonstrate all of the following either at the same time as the initial preparation for the prerequisite credential or at a later date:
 - a) That the person is competent in both the oral and written skills of a language other than English;
 - b) That the person is competent in both the oral and written skills in the English language;
 - c) That the person has both the knowledge and understanding of the cultural and historical heritage of the limited-English-proficient individuals to be served; and
 - d) That the person has the ability to perform the services the candidate is certified or authorized to perform in English and in a language other than English. (EC 44253.7)

FISCAL EFFECT: Unknown

COMMENTS:

Need for the bill. According to the author, “In 2017, the California State Board of Education unanimously approved the English Learner Roadmap Policy to guide local educational agencies in effectively educating the state’s diverse English learners. A key goal of this policy was to strengthen teacher training. However, eight years later, California continues to experience a significant shortage of teachers, particularly those with bilingual certification.

AB 1306 addresses this issue by allowing school districts and county offices of education to offer bilingual certification programs that meet existing state standards. By expanding access to bilingual certification, this bill ensures that more teachers receive the specialized training necessary to support California’s English learners.”

English learner authorization, CLAD, and bilingual authorization. This bill would allow LEAs to provide programs allowing teachers to earn a CLAD or a bilingual authorization.

There are several documents issued by the CTC which authorize teaching English learners and bilingual settings. Candidates enrolling in California Multiple Subject, Single Subject, or Education Specialist Credential teacher preparation programs earn an English Learner Authorization through their program. This authorization allows them to teach English Language Development (ELD) to students within the subjects authorized by their credential, as well as Specially Designed Academic Instruction in English (SDAIE). They are not authorized to provide departmentalized ELD instruction – for example teach an ELD course in high school.

Teachers who earn the ELA that only authorizes ELD within the content being taught may complete either a CTC-approved CTCL program or the CTCL exam to expand their authorization to include departmentalized ELD.

Teachers can also earn a bilingual authorization which allows holders to provide ELD, instruction for primary language development, SDAIE, and content instruction delivered in

primary language. To earn a bilingual authorization, individuals must possess a California teaching credential, an English learner authorization, and have earned passing scores on an assessment of world languages, or coursework in a CTC-approved bilingual program, or a combination of the two.

Trend toward LEA-based preparation, driven by workforce shortages. This bill proposes to authorize LEAs to operate programs enabling teachers to earn English learner and bilingual authorizations.

Since 1983, candidates have been able to pursue a teaching credential through district internship programs. This route allows candidates to serve as teachers of record while earning their credential. According to the CTC, intern programs tend to attract a more diverse pool of teacher candidates, and allow candidates to earn a salary right away. However, teachers prepared through intern programs are more likely to leave the profession early than teachers who have completed a residency, traditional, or integrated undergraduate program pathway.

Recently, this Committee has heard other bills that would authorize LEAs to provide preparation for different aspects of credentialing, including for school nurses, pupil personnel services, and administrative services credential internship programs. Like this bill, these measures require approval from the CTC that the programs meet its program standards. ***The Committee may wish to consider*** that these proposals are a response to increasingly acute workforce shortages, and may provide a faster and less expensive route for candidates than IHE-based programs.

Arguments in support. The Los Angeles Unified School District writes, “Despite already having authorization to provide teacher preparation leading to multiple subject or single subject teaching credentials, school district- and county office-based programs may not offer the California Teacher of English Learners (CTEL) program because existing law requires a minimum number of semester credits, effectively limiting this authority only to institutions of higher education.

AB 1306 will increase the number of programs that can train bilingual teachers and teachers of English Learners. School district- and county office-based programs are often more adaptable to a teacher’s existing schedule and are more affordable than higher education-based programs, making them better options for working professionals.”

Recommended Committee amendments. *Staff recommends that this bill be amended* to add a clause to notwithstanding any other provision of law (instead of the specific code referenced in the bill), and add authorization the CTC to approve a program enabling candidates to earn English learner authorizations.

Related legislation. AB 959 (Hadwick) of the 2025-26 Session would authorize a county office of education (COE), a school district, or a regionally accredited institution of higher education (IHE) to offer a one year internship program for candidates for a preliminary administrative credential.

AB 606 (Quirk Silva) of the 2025-26 Session would allow the CTC to approve a preparation program for pupil personnel services offered by an LEA if the program meets its standards of program quality and effectiveness.

AB 815 (Luz Rivas), Chapter 688, Statutes of 2021, authorizes the CTC to approve a clear credential program offered by an LEA for school nursing, and requires the CTC to apply the standards for approval of a program of professional preparation offered by a postsecondary educational institution to a program of professional preparation offered by a LEA.

REGISTERED SUPPORT / OPPOSITION:**Support**

Alameda County Office of Education
Californians Together
Los Angeles Unified School District
Office of The Riverside County Superintendent of Schools

Opposition

None on file

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