

Date of Hearing: April 30, 2025

ASSEMBLY COMMITTEE ON EDUCATION

Al Muratsuchi, Chair

AB 753 (Garcia) – As Amended April 10, 2025

**[Note: This bill was double referred to the Assembly Human Services Committee and was heard by that Committee as it relates to issues under its jurisdiction.]**

**SUBJECT:** Childcare: facility licensure: teacher requirements

**SUMMARY:** Commencing July 1, 2026, provides temporary flexibility for preschool and childcare programs by allowing interim associate teachers up to two years from the date of hire to obtain required credentials while remaining employed. Clarifies that preschool and childcare programs that are in compliance would not face penalties, and interim associate teachers would not be considered in violation of certification laws while pursuing their credentials. Specifically, **this bill:**

- 1) Authorizes a California state preschool program (CSPP) and a general childcare and development (CCTR) program, commencing July 1, 2026, to allow two years from the date of hire of an interim associate teacher to pursue necessary credentials or complete additional coursework to obtain a Child Development Associate Teacher Permit, or equivalent permit, from the Commission on Teacher Credentialing (CTC) if the following conditions are met:
  - a) No more than one interim associate teacher per classroom is permitted to work toward their credential or complete additional coursework;
  - b) The interim associate teacher meets all requirements enumerated in state regulations regarding childcare center personnel requirements;
  - c) The interim associate teacher has at least six units from an accredited institution of higher education in early childhood education (ECE), child development, or human development, or a combination thereof;
  - d) The interim associate teacher remains enrolled in courses to meet the requirements for the position; and,
  - e) The contracting agency employing the interim associate teacher documents and keeps in the employee's file the following information:
    - i) The date that the interim associate teacher is required to complete requirements to remain in the teaching position not more than two years after their date of hire; and,
    - ii) The coursework or applicable requirements the interim associate teacher must complete.
- 2) Provides that an interim associate teacher who is pursuing necessary credentials or completing additional coursework while employed not be in violation of any law requiring

that they be certified or permitted prior to in an instructional capacity in a CSPP or a CCTR program.

- 3) Prohibits a CSPP or CCTR program from being penalized for employing an individual as an interim associate teacher in compliance with 1) and 2) above.
- 4) Defines “interim associate teacher” to mean an employee who is authorized to provide program supervision and instruction that includes supervision of aides, volunteers, and groups of children.
- 5) Provides that the provisions of this bill become inoperative on July 1, 2029, and, as of January 1, 2030, are repealed.

#### **EXISTING LAW:**

- 1) Establishes the Child Care and Development Services Act to provide childcare and development services as part of a comprehensive, coordinated, and cost-effective system serving children from birth to 13 years of age and their parents, including a full range of supervision, health, and support services through full- and part-time programs. (Welfare and Institutions Code (WIC) 10207 et seq.)
- 2) Establishes the Early Education Act to provide high quality, inclusive and culturally responsive preschool to eligible children. (Education Code (EC) 8200 et seq.)
- 3) 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. (WIC 10383; EC 8301)
- 4) 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 80107)
- 5) Requires applicants for a Child Development Associate Teacher Permit to comply with the application requirements specified and requires the applicant to meet one of the following:
  - a) Completion of a minimum of 12 units in ECE/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)

- 6) 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 a Child Development Assistant Permit Holder and an aide. (5 CCR 80111)
- 7) To be a fully qualified teacher requires an individual to have one of the following:
  - a) Completed 12 postsecondary semesters or equivalent quarter units in ECE or child development, as specified, with passing grades, at an accredited or approved college or university; and at least six months of work experience in a licensed center or comparable group childcare program, as specified;
  - b) A current and valid Child Development Associate credential with the appropriate age-level endorsement issued by the National Credentialing Program of the Council for Early Childhood Professional Recognition, as specified; and at least six months of on-the-job training and/or work experience in a licensed center or comparable group childcare program, as specified; or,
  - c) One of the following Child Development Permits issued by the CTC:
    - i) Child Development Associate Teacher Permit;
    - ii) Child Development Teacher Permit; or
    - iii) Child Development Master Teacher Permit. (22 CCR 101216.1)

**FISCAL EFFECT:** Unknown

**COMMENTS:**

***Need for the bill.*** According to the author, “Our childcare industry is in crisis. Programs are being forced to shut down and staff are leaving the field to find better wages and benefits elsewhere. With over 2 million children in the state currently awaiting care, an urgent solution is needed. AB 753 provides a temporary fix by expediting lengthy permit processes and providing a pathway for early childhood education teachers, ensuring programs can remain open, are fully staffed and are able to better serve our children.”

***Key provisions of this bill.*** AB 753 would allow an individual to serve as an interim Associate Teacher for two years while they are earning the required credits to qualify as an Associate Teacher, given certain conditions. This would allow the individual to serve in an instructional capacity and supervise assistants as an Associate Teacher is qualified to do, without the individual or the program facing any penalties as long as they are under the direct supervision of a fully qualified lead teacher and meet other specified conditions.

***Child Development Permit Matrix.*** The Permit Matrix serves as a foundational reference for ECE teacher licensing requirements. The permit matrix has six levels: 1) Assistant, 2) Associate Teacher, 3) Teacher, 4) Master Teacher, 5) Site Supervisor, and 6) Program Director. Each permit level includes requirements for education, experience, and alternative qualifications. Each

level also specifies what authorization the permit holder has, and requirements for renewal of the permit at the five-year mark.

The Permit Matrix was established in 1993 and has only been updated once, in 2002, when the School Age Emphasis was added for holders serving children up to 14 years of age in before- and after-school programs. In August 2023, the CTC established a Child Development Permit Workgroup to reexamine the Permit Matrix after the release of the Master Plan for Early Learning and Care and the Department of Education's Pre-Kindergarten initiatives. The workgroup released proposed changes in October 2024 aimed at simplifying the permit structure, which included, but were not limited to:

- Reducing the number of permit levels from six to five;
- Changing titles from descriptive (e.g. Assistant Teacher) to numeric levels (e.g., ECE 1, ECE 2, etc.);
- Updating the scope of authorizations for all permit levels; and
- Increasing the requirements for most permit levels and incorporating entry pathways that reflect current Child Develop Permit-standards.

**CTC Child Development Permit Matrix:**

<b>Title</b>	<b>Education Requirements</b>	<b>Experience Requirements</b>	<b>Authorization</b>	<b>5-year Renewal</b>
Assistant	6 units of or child development (CD)	None	Assist in the instruction of children under supervision of Associate Teacher or above	105 hours of professional growth
Associate Teacher	12 units ECE/CD	50 days of 3+ hrs/day within 2 years	May provide instruction and supervise Assistant	Prior to April 30, 2025: One renewal with 15 units; must meet Teacher Permit requirements within 10 yrs  After April 30 2025: 105 hours of professional growth
Teacher	24 units ECE/CD, + 16 units GE	175 days of 3+ hrs/day within 4 years	May provide instruction and supervise all above	105 hours of professional growth

<b>Title</b>	<b>Education Requirements</b>	<b>Experience Requirements</b>	<b>Authorization</b>	<b>5-year Renewal</b>
Master Teacher	24 units ECE/CD +16 units GE + 5 units specialization + 2 units adult supervision	350 days of 3+ hrs/day within 4 years	May provide instruction and supervise all above May also serve as coordinator of curriculum & staff development	105 hours of professional growth
Site Supervisor	AA with 24 units ECE/CD + 6 units admin + 2 units adult supervision	350 days of 3+ hrs/day within 4 years, including 100+ days of supervising adults	May supervise single-site program, provide instruction; and serve as coordinator of curriculum & staff development.	105 hours of professional growth
Program Director	BA with 24 units ECE/CD + 6 units admin + 2 units adult supervision	Site supervisor status and one program year of site supervisor experience.	May supervise multiple-site program; provide instruction; and serve as coordinator of curriculum & staff development	105 hours of professional growth

The author notes that, “the CTC recently approved significant changes to the Child Development Permit Matrix that, when implemented in the future, will help to relieve California’s ECE staffing challenges. Among the changes approved by the CTC is the opportunity for aspiring staff to work in child care and preschool settings while earning credits and gaining the requisite experience to obtain their permit. The CTC estimates that it could take 5 years to implement the changes to the permit. In the meanwhile, staffing challenges require urgent attention by state policymakers.”

***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 various racial and ethnic backgrounds are not represented equitably across job roles relative to their population within the workforce. Black educators are overrepresented among FCC providers, and in center director positions, Latina educators are underrepresented, and White educators are overrepresented. (Center for the Study of Child Care Employment, 2024)

***The Committee may wish to consider*** whether it would be helpful to require contractors to report to the CDSS and the CDE on the number of individuals being hired under the provisions of this

bill, and whether the bill should more clearly state that the interim Associate Teacher must be under the direct supervision of a fully permitted teacher.

**Arguments in support.** Kidango, one of the co-sponsors writes, “AB 753 provides workforce pathways for professionals aspiring to become ECE educators by allowing them to work while earning the credits and experience they need to acquire their permit from the CTC.

The ongoing staffing crisis in ECE programs across California threatens the stability and availability of care for families with young children. Childcare programs are struggling with insufficient staff for existing classrooms, let alone the additional classrooms needed to ensure that every California family has access to high-quality ECE opportunities. Furthermore, child care providers are facing increasingly long wait times for licensing approval to serve younger children. Without action, California families will continue to struggle to access care, which impacts their ability to remain in the workforce, maintain financial stability, and secure high-quality ECE opportunities for their infants and toddlers. AB 753 addresses these barriers to meet the urgent needs of California families.”

**Related legislation.** AB 1930 (Reyes), Chapter 687, Statutes of 2024, required the CTC to authorize a holder of a Child Development Associate Teacher Permit authorized to serve in a CSPP to renew their permit without a limitation on the number of renewals if the permit holder completes specified hours of professional growth activities.

AB 1245 (McCarty) of the 2023-24 Session would have required a community college district to provide a fee waiver for students who are employed as a childcare provider for courses related to early childhood education or courses offered in an approved educational program leading to an associate degree or an associate degree for transfer. This bill was held in the Assembly Appropriations Committee.

## **REGISTERED SUPPORT / OPPOSITION:**

### **Support**

Alameda County Office of Education  
All for Kids  
California Child Care Resource and Referral Network  
California School Employees Association  
Californians Together  
Child Action  
Child Care Alliance of Los Angeles  
Child Care Resource Center  
Early Edge California  
Family Resource and Referral Center of San Joaquin  
Head Start California  
Inland Empire Children's Cabinet  
Kidango  
Santa Clara County Office of Education  
Thriving Families California  
Unite-LA  
5 individuals

**Opposition**

None on file

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