

Date of Hearing: April 10, 2019

ASSEMBLY COMMITTEE ON EDUCATION
Patrick O'Donnell, Chair
AB 1658 (Carrillo) – As Amended March 25, 2019

SUBJECT: Teacher credentialing: adult education: workgroup

SUMMARY: Requires the Commission on Teacher Credentialing (CTC) to establish a workgroup to study issues relating to adult education teacher credentialing. Specifically, **this bill:**

- 1) Requires the CTC to convene a workgroup to study issues relating to adult education teacher credentialing, including, but not limited to, all of the following:
 - a) Employment patterns and options for adult education teachers across the state that may include consideration of both of the following:
 - i) Teacher permanency relative to concerns regarding underemployment.
 - ii) The impact funding levels for adult education may have on underemployment and teacher permanency.
 - b) Reciprocity between community colleges and local educational agencies (LEAs), and the qualifications for an adult education teacher.
 - c) The current processes and practices by which a person obtains a preliminary and clear designated subjects adult education teaching credential, and identified challenges within those processes that limit access, such as prohibitive costs and limited accessibility to professional coursework.
 - d) For classes required to obtain a clear designated subjects adult education teaching credential, accessibility, cost, and availability.
 - e) Impact of pupil attendance patterns on class scheduling and teacher assignments.
- 2) Specifies that the workgroup shall include all of the following:
 - a) Representatives from labor unions representing certificated adult education employees.
 - b) Representatives from statewide adult education organizations.
 - c) Adult education representatives from school administrator organizations.
 - d) Representatives from the statewide noncredit community college organization.
 - e) The Superintendent, or the Superintendent of Public Instruction's (SPIs) designee.

- 3) Requires the workgroup to submit a report to the Legislature on its findings, with policy recommendations to improve reciprocity between community colleges and LEAs that ensure access and capacity for adult education pupils.

EXISTING LAW:

- 1) Establishes the minimum requirements for the three-year preliminary designated subjects adult education teaching credential to be all of the following:
 - a) For nonacademic subjects:
 - i) Three years of adequate, successful, and recent experience in, or a combination of experience and education in, the nonacademic subject to be named on the credential.
 - ii) Possession of a high school diploma or the passage of an equivalency examination as designated by the CTC.
 - b) For academic subjects:
 - i) A baccalaureate or higher degree from a regionally accredited institution of postsecondary education that includes a minimum of 20 semester units, or the equivalent quarter units, of coursework in the subject to be named on the credential.
 - ii) Passage of the state basic skills requirement.
 - c) Satisfaction of the requirements for teacher fitness.
- 2) Establishes the minimum requirements for the five-year clear designated subjects adult education teaching credential to be all of the following:
 - a) A valid three-year preliminary designated subjects adult education teaching credential.
 - b) Two years of successful teaching, or the equivalent, as authorized by the preliminary designated subjects adult education teaching credential.
 - c) A program of personalized preparation as approved by the CTC.
 - d) The study of health education as specified.
 - e) Completion of two semester units or passage of an examination on the principles and provisions of the United States Constitution.
 - f) The study of computer-based technology, including the uses of technology in educational settings. (Education Code 44260.3)
- 3) Requires the CTC and the Academic Senate for California Community Colleges to meet to review their current requirements for noncredit adult education and adult education instructors, and to develop and submit recommendations to the appropriate policy and fiscal

committees of the Legislature for modifying or establishing reciprocity standards for instructors of adult education courses by July 1, 2016.

FISCAL EFFECT: Unknown

COMMENTS: *Background on Adult Education:* According to the Adult Education Administrators Association, “Adult education is a public education program for all adults that was established in the mid-1800s. Adult schools offer free to low-cost classes for adults 18 and older. Students can get a high school diploma or equivalency, obtain workforce and career technical education training, learn to speak English, and learn how to become a U.S. citizen. Adult schools are located across the state within the K-12 system, providing significant access for adults in need of basic skills and training. Under the California Adult Education Program, adult education is offered by both K-12 adult schools and community colleges. While the two sectors are collaborative, they have distinctly different requirements for educators who deliver classroom instruction within their respective systems.”

According to the Author: “Under the California Adult Education Program (CAEP), adult education is offered by both K-12 adult schools and community colleges. While the two sectors are collaborative, they have distinctly different requirements for educators who deliver classroom instruction within their respective systems. AB 1658 would require the Commission on Teacher Credentialing to establish a workgroup that includes representatives from the adult education field, labor, and more, to study issues related to adult education teacher credentialing.”

Credential Requirements and Recent Reform Efforts: Currently, adult education teachers must apply for the CTC Preliminary Designated Subjects Adult Education Teaching Credential to teach within the K-12 system. Within three years of applying for a Preliminary credential, applicants must complete a CTC-approved preparation program to obtain a Clear credential that is valid for five years. Preparation programs are typically offered through LEAs and consist of nine semester units or 135 hours of preparation at a cost of \$3,000 – \$5,000.

As specified by the CTC, adult education preparation programs must include adult learning theory, curriculum and instructional planning, technology in the classroom, instructional practices, student learning assessments, school and community resources and an early orientation during the first month of instruction. By maintaining these requirements, preparation programs promote a standard of professionalism that must be met by adult education instructors, teaching strategies to ensure achievement of positive student outcomes and assurance that an instructor is prepared to accommodate the unique needs of the adult student population in the K-12 system.

In contrast, community college adult education instructors are not required to obtain a credential but instead must meet minimum qualifications such as having a Master’s Degree, a Bachelor’s Degree, or an Associate’s Degree for Associated California Community Colleges. Instructors in noncredit programs, in particular, are typically required to have a specific bachelor’s degree in the discipline where instruction will occur, but are not required to have a teaching credential or any specific pedagogical and andragogical training in teaching adults.

As passed by the Legislature and signed by the Governor, SB 173 (Liu) from 2014 required the CTC and the Academic Senate for the community colleges to meet to review their current requirements for noncredit adult education and adult education instructors, and develop and submit recommendations to the appropriate policy and fiscal committees of the Legislature for

modifying or establishing reciprocity standards for instructors of adult education courses, as defined in statute. The CTC and the Academic Senate suggested consideration of hours of experience and/or performance evaluations and an early completion option. That said, neither entity formalized any specific recommendation to move reciprocity between the two systems forward.

LAO Recommendations for Changes to Adult Education Credentialing: According to a 2018 Legislative Analysts Office report, “Despite teaching similar content, instructors from community colleges and adult schools are subject to different minimum qualifications for employment. Whereas both community colleges and adult schools generally require instructors to have a bachelor’s degree or higher, statute places higher requirements on adult school instructors. Specifically, adult school instructors also must have a state-approved teaching credential. This inconsistency results in instructors who can teach at one segment but not the other. It also can make hiring instructors at adult schools more difficult than at community colleges.

We recommend the Legislature amend statute so that individuals no longer need a teaching credential to serve as instructors at adult schools. By aligning qualifications for instructors, instructors could readily teach adult education courses at both community colleges and adult schools. Moreover, the change could help adult schools in hiring teachers. If the state has concerns about the quality of adult education instructors, it could encourage consortia to provide professional development as needed.”

Arguments in Support: According to the California Council for Adult Education and the Adult Education Administrators Association, “AB 1658 would require the Commission on Teacher Credentialing to establish a workgroup with involvement of representatives from the adult education field, labor, and more to further study issues related to adult education teacher credentialing with the goal of formally addressing key issues related to employment patterns, permanency, funding levels and reciprocity that serve as challenges for identifying qualified teachers to teach adult education in K12 adult schools and community colleges. The end goal would be to rely upon the workgroup’s discussions and more formal recommendations to address the issue of reciprocity between the two adult education delivery systems.”

Prior Legislation: SB 173 (Liu) Chapter 545, Statutes of 2014, required the CTC and the Academic Senate for the CCC to meet to review their current requirements for noncredit adult education and adult education instructors, and develop and submit recommendations to the appropriate policy and fiscal committees of the Legislature for modifying or establishing reciprocity standards for instructors of adult education courses, as defined in statute.

Committee Amendments: *Staff recommends* the following committee amendments:

- 1) Delete the requirement that the workgroup study employment patterns and options for adult education teachers across the state.
- 2) Specify that the workgroup shall include the following:
 - a) Two adult education teachers in K-12 schools.
 - b) Two adult education instructors in community colleges.

- c) One school administrator responsible for overseeing adult education teachers.
- d) One community college administrator responsible for overseeing adult education instructors.
- e) One credential specialist from a school district.

REGISTERED SUPPORT / OPPOSITION:

Support

California Adult Education Administrators Association
California Council For Adult Education

Opposition

None on file

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