

Date of Hearing: April 26, 2023

ASSEMBLY COMMITTEE ON EDUCATION
Al Muratsuchi, Chair
AB 934 (Muratsuchi) – As Amended April 5, 2023

SUBJECT: Commission on Teacher Credentialing: public awareness campaign.

SUMMARY: Requires the Commission on Teacher Credentialing (CTC), subject to an appropriation of no more than \$900,000, to contract with a public relations organization to develop a public awareness campaign relating to teacher recruitment. Specifically, **this bill:**

- 1) Requires the focus of this campaign to be to highlight the value and benefits of educational careers in California's public prekindergarten through grade 12 schools.
- 2) Requires the campaign to recognize the value of the contributions made by public school teachers and to encourage individuals to enter the teaching profession.
- 3) Requires the campaign to include information about the available high quality teacher credentialing pathways and financial supports available.
- 4) Authorizes the CTC to develop and distribute statewide public service announcements relating to teacher recruitment and outreach to high school and college students.
- 5) States that the requirements of this bill are subject to an appropriation of no more than \$900,000.

EXISTING LAW:

- 1) Establishes the minimum requirements for the preliminary multiple subject, single subject, or education specialist teaching credential as all of the following:
 - a) A baccalaureate degree or higher degree from a regionally accredited institution of higher education;
 - b) Demonstration of basic skills proficiency; and
 - c) Satisfactory completion of a program of professional preparation that has been accredited by the Committee on Accreditation on the basis of standards of program quality and effectiveness that have been adopted by the CTC. (Education Code (EC) 44259)
- 2) Requires the CTC to award the following types of credentials to applicants whose preparation and competence satisfy its standards:
 - a) Basic teaching credentials for teaching in kindergarten, or any of grades 1 to 12, inclusive, in public schools in the state.
 - b) Credentials for teaching adult education classes and vocational education classes.

- c) Credentials for teaching specialties, including, but not necessarily limited to, bilingual education, early childhood education, and special education. The CTC may grant credentials to any candidate who concurrently meets the CTC's standards of preparation and competence for the preliminary basic teaching credential and the preliminary specialty credential.
 - d) Credentials for school services, for positions including, but not necessarily limited to, administrators, school counselors, speech-language therapists, audiologists, school psychologists, library media teachers, supervisors of attendance, and school nurses. (EC 44225)
- 3) Authorizes the CTC to issue single subject teaching credentials in agriculture, art, biological sciences, business, chemistry, dance, English, geosciences, health science, home economics, industrial and technology education (ITE), mathematics, music, physics, physical education, science (various subjects), social science, theater, and world languages (English language development and languages other than English). (EC 44257)
- 4) Authorizes the CTC to issue credentials for teaching specialties, including bilingual education, early childhood education, and special education (education specialist). Requires education specialist teaching credentials to be based upon a baccalaureate degree from an accredited institution, completion of a program of professional preparation, and standards that the CTC may establish. (EC 44274.2)

FISCAL EFFECT: Unknown

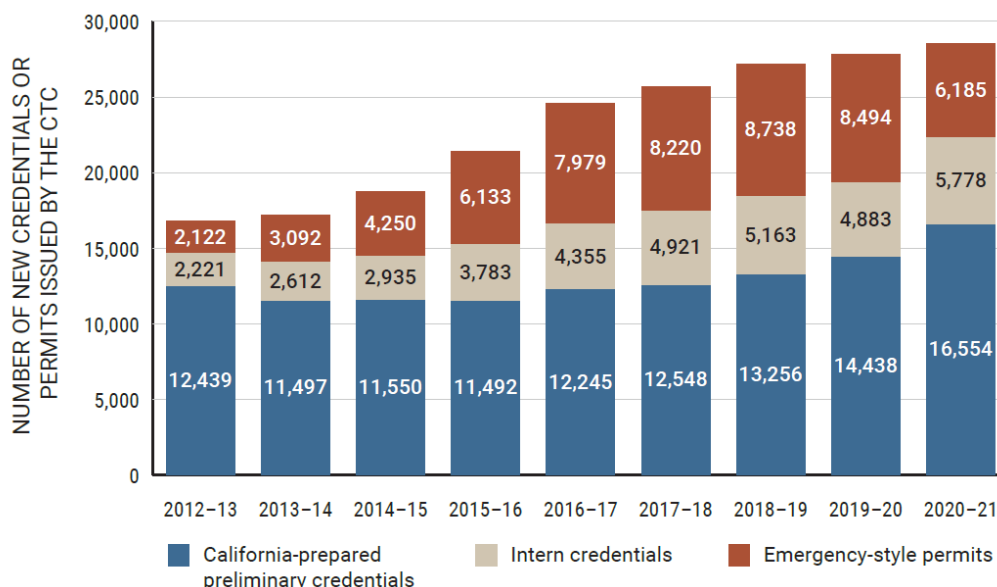
COMMENTS:

Need for the bill. According to the author, "California is experiencing a severe school workforce crisis among both certificated and classified employees. This workforce crisis is exacerbated by the lack of interest in college students pursuing a career in teaching. Most districts have found teachers to be in short supply, especially for math, science, special education, and bilingual education. Most districts are filling hiring needs with teachers on substandard credentials and permits, reflecting a statewide trend of increasing reliance on underprepared teachers. AB 934 will support the state's numerous efforts to recruit and retain high quality teachers, by building public awareness about the exciting and meaningful career of teaching. This public relations campaign will further raise awareness about careers in teaching and the financial supports available to prospective teachers, thereby increasing the supply of teachers in the coming years."

What does this bill do? AB 934 would require the Commission on Teacher Credentialing (CTC) to develop a public awareness campaign, subject to an appropriation of up to \$900,000. The focus of this campaign would be to highlight the value and benefits of educational careers in California's public prekindergarten through grade 12 schools. The campaign would focus on recognizing the value of the contributions made by public school teachers and will encourage individuals to enter the teaching profession. The campaign would include information about the available high quality teacher credentialing pathways and financial supports available. Among other things, the CTC would develop and distribute statewide public service announcements relating to teacher recruitment and outreach to high school and college students.

Governor’s 2022 budget proposal. The Governor’s proposed 2022-23 budget included \$900,000 from the General Fund for the CTC to contract for public outreach to highlight the value and benefits of educational careers in California’s prekindergarten through grade 12 schools. This budget proposal was not ultimately funded in the 2022-23 budget.

Most recent data on the status of the teacher workforce. A March 2023 Learning Policy Institute report shows, “In the two years following 2018–19, when many of the new state investments were beginning to be implemented, the number of fully prepared new entrants increased by about 3,300, while the number of emergency-style permits decreased by about 2,500. This increase represents a break from prior trends, in which the number of newly credentialed teachers had been dropping for over 10 years. Nationally, the number of individuals completing teacher preparation programs decreased by 22% between 2012–13 and 2018–19, and California was one of only eight states with increases during that period. The chart below illustrates these data.



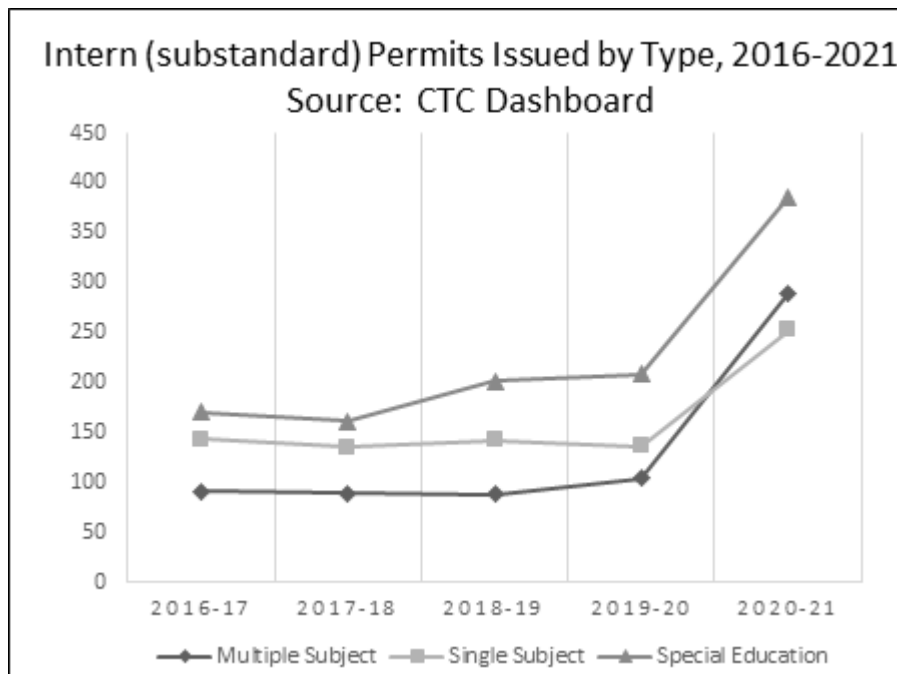
Note: This figure includes all preliminary credentials for California-prepared teachers, intern credentials, and emergency-style permits issued annually by the Commission on Teacher Credentialing. Emergency-style permits include short-term staff permits, provisional intern permits, limited assignment teaching permits, and waivers.

Source: California Commission on Teacher Credentialing. (2022). *California Educator Supply*.

Teacher shortage further worsened by COVID-19 pandemic. In the years following the Great Recession, California experienced a dramatic teacher shortage. According to the Learning Policy Institute (LPI), the number of substandard credentials and permits issued in California nearly tripled from 2012–13 to 2019–20, numbering more than 13,000 annually. Enrollment in teacher preparation programs had begun to increase modestly in the years immediately preceding the COVID-19 pandemic. The pandemic, however, has exacerbated the shortage, due to several factors:

- *Teacher shortages remain a critical problem.* Most districts have found teachers to be in short supply, especially for math, science, special education, and bilingual education. Most districts are filling hiring needs with teachers on substandard credentials and permits, reflecting a statewide trend of increasing reliance on underprepared teachers.

- New positions from federal and state funding.* According to the LPI, a further contributing factor was the creation of additional positions enabled by federal recovery funds. These funds were appropriated to address needs associated with the pandemic, but they had to be used at least in part to support learning recovery, which in turn increased staffing



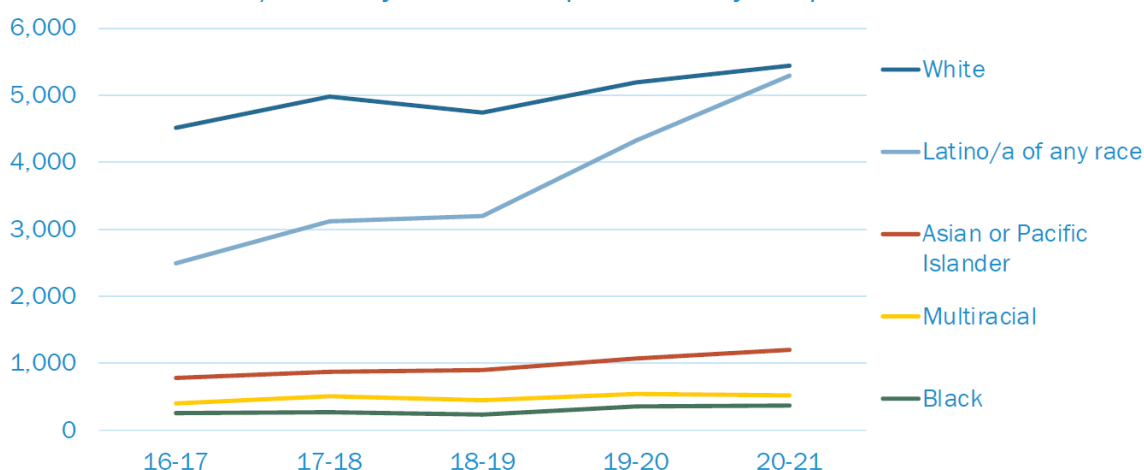
needs. LPI cited as an example the Los Angeles Unified School District, which used these funds to offer 4x4 block schedules for the 2021–22 school year, a model which requires about 25% more teachers than the traditional 6-period schedule. Other districts used funds to create intervention positions which then needed to be filled by qualified staff. The expansion of transitional kindergarten in upcoming years will also increase the demand for credentialed teachers.

- Enrollment in teacher preparation.* According to the American Association of Colleges of Teacher Education, in both fall 2020 and 2021, the majority of educator preparation programs reported the pandemic had either no impact or a minimal impact on enrollment (defined as a decline of less than 10%). However, for a sizable minority of institutions, COVID-19 had a significant effect on undergraduate enrollment in educator preparation programs. In both fall 2020 and fall 2021, 20% of institutions reported that the pandemic resulted in a decline in new undergraduate enrollment of 11% or more. The impact on graduate student enrollment is somewhat less dramatic, with 13% of respondents reporting significant declines in the number of new graduate students due to the pandemic.
- Teacher workload and burnout are major concerns.* While it is unclear how widespread and temporary this factor may be, there is suggestion that in some areas with severe shortages, staff shortages are becoming a cause of staff shortages in and of themselves. As noted in the NEA survey of reasons for teacher resignations, 80% of respondents reported “unfilled job openings leading to more work for remaining staff” as a serious problem. The shortage of substitute teachers presents a particular workload challenge to current teachers.
- Growing retirements and resignations further reduce supply.* In a 2022 report of survey data from large and small school districts serving a total of 20% of California students, the Learning Policy Institute (LPI) found that the pandemic caused an increase in teacher resignations. In one large district, resignations increased by about two-thirds, and leaves

of absence increased by about 50%. This is consistent with a nationally representative survey of 3,600 teachers published by the National Education Association (NEA) in 2022, which found that, among school employees (including classified employees), 55% of educators were considering leaving the profession earlier than they had planned, an increase from 37% from 2021, with higher rates for African American and Latino employees. 86% of respondents said that they have seen more educators leaving the profession or retiring early since the start of the pandemic in 2020. Among the most commonly cited reasons for leaving the profession or retiring early were burnout and general stress from the pandemic.

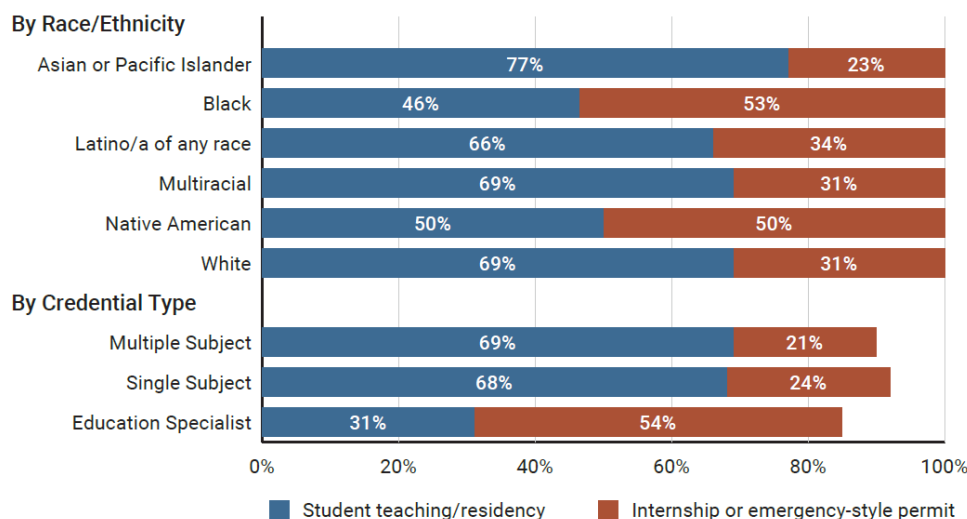
Statewide data on the diversity of teacher preparation programs. According to the LPI’s March 2023 report *Educating Teachers in California*, which analyzed teacher credentialing program completer surveys, the number of Latino/a candidates has more than doubled between 2016–17 and 2020–21, as shown in the table below. As of 2020–21, 53% of survey respondents were teachers of color, compared to 39% in 2016–17. Nationally, just 27% of recent completers identified as people of color.

Race/Ethnicity of TPP Completer Survey Respondents



Source: Learning Policy Institute analysis of Commission on Teacher Credentialing Program Completer Survey data (2023).

Clinical Pathway by Credential Type and Race/Ethnicity



The LPI report further noted, “not all completers reported equal access to the preparation experiences associated with higher ratings of program effectiveness and more positive perceptions of preparedness. Notably, access to

Source: Learning Policy Institute analysis of Commission on Teacher Credentialing Program Completer Survey data (2023).

preservice clinical experiences (i.e., student teaching or residency programs) varied considerably by race/ethnicity and credential type. As shown in Figure 3, only 46% of Black and 50% of Native American completers reported participating in student teaching or residencies, compared to at least two thirds of all other racial/ethnic groups. Fewer than one third of education specialists (i.e., special education teachers) participated in student teaching or residencies, as compared to about 7 in 10 multiple subject completers (i.e., elementary teachers) and single subject completers (i.e., secondary teachers). Education specialists were also more likely to report limited student teaching hours or low levels of clinical support from their TPPs.”

Recommended Committee Amendment. *Staff recommends* the bill be amended to clarify that the CTC may contract with a public relations organization or an organization with similar expertise.

REGISTERED SUPPORT / OPPOSITION:

Support

California Federation of Teachers
California Teachers Association

Opposition

None on file

Analysis Prepared by: Chelsea Kelley / ED. / (916) 319-2087