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THIRD READING

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Bill No: SB 995  
Author: Padilla (D)  
Amended: 4/2/24  
Vote: 21

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SENATE EDUCATION COMMITTEE: 7-0, 3/20/24

AYES: Newman, Ochoa Bogh, Cortese, Glazer, Gonzalez, Smallwood-Cuevas, Wilk

SENATE APPROPRIATIONS COMMITTEE: 7-0, 5/16/24

AYES: Caballero, Jones, Ashby, Becker, Bradford, Seyarto, Wahab

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**SUBJECT:** California State University: High-Quality Teacher Recruitment and Retention Act

**SOURCE:** Author

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**DIGEST:** This bill creates the High-Quality Teacher Recruitment and Retention Act as a pilot program to recruit high-quality teaching candidates at three California State University (CSU) campuses in partnership with three California Community College (CCC) campuses.

**ANALYSIS:**

Existing law:

- 1) Requires the segments of higher education to develop an intersegmental common core curriculum in general education for the purpose of transfer. This common core curriculum is known as the Intersegmental General Education Transfer Curriculum (IGETC). Any student who completes the IGETC course pattern is deemed to have completed the lower division coursework required for transfer to the University of California (UC) or the CSU. (Education Code (EC) § 66720)

- 2) Requests UC to identify commonalities and differences in similar majors across all UC campuses and provide CCC students with information in at least the top 20 majors. (EC § 66721.7)
- 3) Requires the governing board of each public postsecondary education segment to be accountable for the development and implementation of formal systemwide articulation agreements and transfer agreement programs, including those for general education or a transfer core curriculum, and other appropriate procedures to support and enhance the transfer function. (EC § 66738)
- 4) Requires the Chancellor of CSU, in consultation with the Academic Senate of the CSU, to establish specified components necessary for a clear degree path for transfer students, including specification of a systemwide lower division transfer curriculum for each high-demand baccalaureate major. (EC § 66739.5)
- 5) Establishes the Student Transfer Achievement Reform (STAR) Act, which, in part, requires, commencing with the fall term of the 2011-12 academic year, a student that receives an associate degree for transfer to be deemed eligible for transfer into a CSU baccalaureate degree when the student meets specified requirements. Requires a granting of this degree when a student:
  - a) Completes 60 semester or 90 quarter units eligible for transfer to the CSU and that includes the CSU General Education Breadth program for IGETC, and a minimum of 18 semester or 27 quarter units in a major area of emphasis as determined by the district; and,
  - b) Obtains a minimum grade point average of 2.0. (EC § 66745, et seq.)
- 6) Establishes the STAR Act, which, in part, requires the CSU and UC to jointly establish a singular lower division general education (GE) pathway for transfer admission into both segments, and also requires CCC to place students who declare a goal of transfer on an Associate Degree for Transfer (ADT) pathway for their intended major. Further, this bill also establishes the ADT intersegmental implementation committee to serve as the primary entity charged with oversight of the ADT.

This bill:

- 1) Establishes the High-Quality Teacher Recruitment and Retention Act.
- 2) Requires the Chancellor of the CSU, in consultation with the Chancellor of the CCCs, to develop a five-year pilot program to commence with the 2025–26 school year, to recruit high-quality teaching candidates at three CSU campuses

in partnership with three CCC campuses that apply to participate in the five-year pilot program.

- 3) Requires all of the following of the pilot program:
  - a) One pilot program shall be at a campus of the CSU that is located in a rural community.
  - b) Each pilot program at a CSU campus shall partner with a CCC that has applied to participate in the pilot program and is within close proximity to the CSU campus.
  - c) The pilot program shall comply with and build on the STAR Act.
  - d) The pilot program shall implement transfer model curriculum and an ADT at a CCC campus that can then be completed at a campus of the CSU that will allow, but not require, a participating student to complete a baccalaureate degree and a teaching credential in four years.
  - e) The pilot program shall use dual enrollment practices to fulfill the transfer model curriculum, as needed.
- 4) Specifies that if a participating student completes their associate ADT at a CCC campus and is in good academic standing, the student shall be guaranteed admission to the teacher training program at the partnering campus of the CSU.
- 5) Requires the participating campuses of the CSU, in consultation with the partnering CCC district, to conduct marketing and outreach to local high schools to recruit a diverse pool of participating students.
- 6) Requires the participating CSU campuses and the partnering CCC districts to assign counselors to participating students to ensure they are completing the correct coursework during their participation in the pilot program, with the counselors being existing counselors who work with students to meet the requirements for an ADT, a baccalaureate degree, and a teaching credential.

## Comments

- 1) *Need for the bill.* According to the author, “Schools across California are struggling with the impacts of years of increased teacher retirements while enrollment in teacher credentialing programs decline sharply. Vulnerable communities are feeling impacts of this shortage most acutely as class sizes grow. We must act to ensure that our students have the instructions and the

attention in the classroom they need to succeed. By building off the existing partnerships between California Community Colleges and California State Universities, we can broaden the pathways to a career in teaching by making it faster and more affordable. SB 995 is a crucial step towards ensuring that schools have enough teaching staff to serve the over 5.8 million K-12 students who call California home.”

- 2) *Establishment of ADTs.* Enacted a decade ago, the ADT was designed to simplify the transfer maze at CCC. Since its enactment, the ADT has made significant strides in streamlining the transfer process for students, and has become a successful pathway to earning a bachelor’s degree. The ADT is a two-year, 60 unit degree that guarantees admission to the CSU and participating private institutions of higher education. Students who earn an ADT are automatically eligible to transfer as an upper-division student in a bachelor’s degree program and need only complete two additional years (an additional 60 units) of coursework to earn a bachelor’s degree.
- 3) *Student Transfer Achievement Reform Act.* Authored by Assemblymember Marc Berman and approved in 2021, The Student Transfer Achievement Reform Act of 2021 (Assembly Bill 928) consolidates two existing general education pathways for CCC students into a single pathway to either the CSU or UC system. It also requires that community colleges place incoming students on an ADT pathway, if one exists for their major, on or before August 1, 2024.
- 4) *Learning Policy Institute (LPI) report.* The LPI’s 2016 report, “*Addressing California’s Emerging Teacher Shortage: An Analysis of Sources and Solutions*” included the following summary: “After many years of teacher layoffs in California, school districts around the state are hiring again. With the influx of new K-12 funding, districts are looking to lower student-teacher ratios and reinstate classes and programs that were reduced or eliminated during the Great Recession. However, mounting evidence indicates that teacher supply has not kept pace with the increased demand.” The report included the following findings:
  - a) Enrollment in educator preparation programs has dropped by more than 70 percent over the last decade.
  - b) In 2014-15, provisional and short-term permits nearly tripled from the number issued two years earlier, growing from about 850 to more than 2,400.

- c) The number of teachers hired on substandard permits and credentials nearly doubled in the last two years, to more than 7,700 comprising a third of all the new credentials issued in 2014-15.
- d) Estimated teacher hires for the 2015-16 school year increased by 25 percent from the previous year, while enrollment in the UC and CSU teacher education programs increased by only about 3.8 percent.

The LPI report offered several policy recommendations for consideration, including the creation of more innovative pipelines into teaching.

- 5) *Legislative Analyst's Office (LAO) assessment.* As part of the Proposition 98 Education Analysis for the 2016-17 Governor's Budget released in February 2016, the LAO included a section on teacher workforce trends in which it examined evidence for teacher shortages in specific areas, identified and assessed past policy responses to these shortages, and raised issues for the Legislature to consider going forward in terms of new policy responses. In the report, the LAO indicated that the statewide teacher market will help alleviate existing shortages over time and that the shortages may decrease without direct state action. However, the LAO noted there are perennial staffing difficulties in specific areas, such as special education, math, and science, for which they encouraged the Legislature to address with narrowly tailored policies rather than with broad statewide policies.
- 6) *Already weak teaching pipeline further damaged by COVID-19 education disruptions.* A March 2021 report by the LPI raised concerns about the effects of the COVID-19 pandemic on the teacher shortage in California:
  - a) 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. Shortages are especially concerning as a return to in-person instruction will require even more teachers to accommodate physical distancing requirements. Most districts are filling hiring needs with teachers on substandard credentials and permits, reflecting a statewide trend of increasing reliance on underprepared teachers.
  - b) Teacher pipeline problems are exacerbated by teacher testing policies and inadequate financial aid for completing preparation. Many districts attributed shortages to having a limited pool of fully credentialed applicants, with more than half reporting that testing requirements and lack of financial support for teacher education pose barriers to entry into teaching.

- c) Teacher workload and burnout are major concerns. The transition to online and hybrid learning models has had a steep learning curve and poses ongoing challenges that have been a primary contributor to some teachers' decisions to retire earlier than previously planned. With district leaders estimating that teacher workloads have at least doubled, many were concerned that the stressors of managing the challenges of the pandemic on top of the challenges of an increased workload could lead to teacher burnout and increased turnover rates.
- d) Growing retirements and resignations further reduce supply. In some districts, retirements and resignations are contributing to shortages, while in others, these retirements and resignations offset the need for anticipated layoffs due to expected budget cuts this school year. District leaders anticipate higher retirement rates next year, which could exacerbate teacher shortages.

**FISCAL EFFECT:** Appropriation: No   Fiscal Com.: Yes   Local: No

According to the Senate Appropriations Committee:

- The CSU indicates that this bill could result in General Fund costs of between \$50,000 and \$100,000 per year for each of the three selected campuses for the duration of the pilot program. The campuses would require additional administrative support for outreach, coordination, and advising for students to implement the pilot program.
- The Chancellor's Office estimates one-time Proposition 98 General Fund costs of approximately \$60,000 for the three selected community colleges to participate in the pilot program. These resources would be used to update policies and procedures regarding the availability of the teacher preparation program; update communication and outreach materials; and to coordinate with the CSU on implementation.

**SUPPORT:** (Verified 5/16/24)

Alameda County Office of Education  
Calexico Unified School District  
California Federation of Teachers  
California Music Educators Association  
California Teachers Association  
EdVoice  
Heber Elementary School District

San Diego County Office of Education  
San Diego Unified School District  
Southwestern Community College District  
Sweetwater Union High School District

**OPPOSITION:** (Verified 5/16/24)

None received

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5/17/24 10:09:16

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