
CONSENT

Bill No: AB 1119
Author: Patel (D)
Amended: 6/27/25 in Senate
Vote: 21

SENATE EDUCATION COMMITTEE: 7-0, 7/9/25
AYES: Pérez, Ochoa Bogh, Cabaldon, Choi, Cortese, Gonzalez, Laird

SENATE APPROPRIATIONS COMMITTEE: Senate Rule 28.8

ASSEMBLY FLOOR: 79-0, 6/4/25 - See last page for vote

SUBJECT: Teacher credentialing: dual credentialing

SOURCE: Author

DIGEST: This bill requires the Commission on Teacher Credentialing (CTC), by March 1, 2027, to develop, establish, and promulgate regulations to create efficient routes to dual credentialing for teacher candidates and existing credential holders.

ANALYSIS:

Existing law:

- 1) Establishes minimum requirements for obtaining a multiple subject, single subject, or education specialist credential. (Education Code (EC) § 44259)
- 2) Authorizes the CTC to establish standards for teacher preparation programs and to approve and oversee those programs. (EC §§ 44225, 44372)
- 3) Requires the CTC to adopt performance expectations for teacher candidates and credentialing requirements based on a candidate's area of instruction. (EC § 44225)
- 4) Establishes a "common trunk" approach to credentialing to align general and special education preparation around a shared set of core competencies.

This bill:

- 1) Requires the CTC, by March 1, 2027, to establish and adopt, through the regulatory process, efficient routes to dual credentialing, with input from the education field. These routes must apply to:
 - a) Teacher candidates pursuing any combination of a multiple subject, single subject, or PK–3 early childhood education specialist instruction credential and an education specialist credential.
 - b) Existing holders of multiple subject, single subject, or PK–3 early childhood education specialist instruction credentials seeking an education specialist credential.
 - c) Existing holders of education specialist credentials seeking a multiple subject, single subject, or PK–3 early childhood education specialist instruction credential.
- 2) Requires CTC to consider the following in developing these routes:
 - a) Existing routes and supplementary authorizations already available.
 - b) Shared content across credential types to create efficiencies.
 - c) Possibility of developing supplementary authorizations that apply to teaching pupils with or without disabilities.
 - d) Barriers and opportunities for both teacher candidates and preparation programs.
 - e) Relevant practices in other states.
 - f) Any necessary statutory changes to establish the new routes.

Comments

- 1) *Need for this bill.* According to the author, “AB 1119 addresses California’s long-standing special education teacher shortage by directing the CTC to form a workgroup tasked with understanding ways to bolster California’s special education workforce and work toward inclusive classroom environments for all students. Under current conditions, California will not have the supply of special education teachers needed to address the large increase in students with disabilities or achieve its goal of 100% integration of students with disabilities in general education classrooms. This workgroup will analyze how to

effectively and appropriately improve dual credentialing programs to meet California’s needs and goals.”

- 2) *What is dual credentialing, and why does it matter?* California’s teacher credentialing system is divided into general education credentials—such as multiple subject, single subject, and PK–3 early childhood instruction—and education specialist instruction credentials, which authorize educators to teach students with disabilities. Education specialists may serve students in a range of settings, from general education classrooms to specialized programs, and within defined specialty areas, such as mild to moderate support needs, extensive support needs, or early childhood special education.

Dual credentialing refers to teachers who hold both a general education credential and an education specialist credential. These educators are authorized to serve all students, including those with disabilities, across a variety of instructional settings. From a policy perspective, dual credentialing represents a promising approach to workforce development and inclusive education. It increases staffing flexibility, supports the implementation of co-teaching models, and strengthens schools’ capacity to meet the individualized needs of diverse learners in the least restrictive environment.

Research suggests that dually credentialed teachers are more likely to integrate Universal Design for Learning strategies, participate in collaborative instructional teams, and hold more positive dispositions toward inclusive education. Studies also associate dual credentialing with stronger instructional differentiation and improved outcomes for students with disabilities, particularly in content areas like mathematics.

However, relatively few candidates pursue dual credentials in California. While a handful of teacher preparation programs—primarily at California State University (CSU) campuses—offer integrated pathways, most candidates must earn each credential separately. For in-service teachers, adding a second credential typically involves navigating a separate clinical placement, meeting additional testing and assessment requirements, and shouldering additional cost and time commitments. AB 1119 seeks to address these barriers by requiring the CTC to establish more efficient, scalable routes to dual credentialing through regulation.

- 3) *Current dual credentialing landscape.* While California has taken steps in recent years to promote inclusive practices—most notably through the 2016 adoption of a “common trunk” of teaching performance expectations—there is still no standardized, systemwide approach to dual credentialing. A small

number of institutions, including several CSU campuses, offer programs that allow teacher candidates to earn both a general education and an education specialist credential concurrently. However, these programs are limited in number, and access varies significantly across the state. Existing teachers who seek a second credential often face duplicative coursework, rigid clinical placement requirements, and structural hurdles such as internship eligibility and misaligned assessment processes. As a result, most teachers in California still hold only a single credential, and the state continues to face challenges in staffing inclusive classrooms with dually credentialed educators.

- 4) *What this bill would do.* This bill directs the CTC to systematically identify and address the structural and regulatory barriers that limit broader implementation of dual credentialing. By requiring the development and promulgation of regulations establishing efficient pathways for both teacher candidates and current credential holders, this bill seeks to create a more coherent and accessible dual credentialing system statewide. It also charges the CTC with reviewing national models, identifying potential statutory changes, and gathering input from educators, administrators, and preparation programs. If implemented effectively, these efforts could reduce time and cost burdens for credential seekers, expand the pool of qualified staff for inclusive classrooms, and increase instructional flexibility across the educator workforce.
- 5) *CTC authority without legislation.* The CTC already holds broad authority under existing law to revise credentialing standards and adopt new regulations through the formal rulemaking process. Nothing in current statute prevents the CTC from undertaking the type of regulatory and stakeholder engagement work outlined in this bill. In fact, the CTC has previously led similar reform efforts, including development of the common trunk framework and the redesign of education specialist credentials. As such, this bill does not confer new authority but rather imposes a timeline, structure, and reporting obligation on work the CTC could undertake on its own initiative.
- 6) *Legislative reporting as a mechanism for change.* This bill requires the CTC to submit a report of the workgroup's findings and recommendations to the appropriate fiscal and policy committees of the Legislature by July 1, 2027. This reporting requirement serves as a formal mechanism for the CTC to elevate any statutory changes it identifies as necessary to support dual credentialing reforms. In practice, such reports often serve as a basis for subsequent legislation or budget proposals. Outside of this bill, the CTC may also communicate statutory or funding needs through its annual legislative

priorities, budget change proposals, or by sponsoring legislation in coordination with the Administration or legislative members.

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

SUPPORT: (Verified 8/18/25)

Alameda County Office of Education
California Charter Schools Association
California County Superintendents
California Teachers Association
CleanEarth4/Kids.org
Delta Kappa Gamma International - Chi State
San Diego Unified School District
Teach for America
Teach Plus California

OPPOSITION: (Verified 8/18/25)

None received

ASSEMBLY FLOOR: 79-0, 6/4/25

AYES: Addis, Aguiar-Curry, Ahrens, Alanis, Alvarez, Arambula, Ávila Farías, Bains, Bauer-Kahan, Bennett, Berman, Boerner, Bonta, Bryan, Calderon, Caloza, Carrillo, Castillo, Chen, Connolly, Davies, DeMaio, Dixon, Elhawary, Ellis, Flora, Fong, Gabriel, Gallagher, Garcia, Gipson, Jeff Gonzalez, Mark González, Hadwick, Haney, Harabedian, Hart, Hoover, Irwin, Jackson, Kalra, Krell, Lackey, Lee, Lowenthal, Macedo, McKinnor, Muratsuchi, Nguyen, Ortega, Pacheco, Papan, Patel, Patterson, Pellerin, Petrie-Norris, Quirk-Silva, Ramos, Ransom, Celeste Rodriguez, Michelle Rodriguez, Rogers, Blanca Rubio, Sanchez, Schiavo, Schultz, Sharp-Collins, Solache, Soria, Stefani, Ta, Tangipa, Valencia, Wallis, Ward, Wicks, Wilson, Zbur, Rivas

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