

## ASSEMBLY THIRD READING

AB 2325 (Alvarez)

As Amended April 20, 2026

Majority vote

**SUMMARY**

Establishes the Pathways to Bilingual Teaching program, to be administered by the Commission on Teacher Credentialing (CTC) to award, on a competitive basis, grants to consortia of local educational agencies (LEAs), community colleges, and four-year institutions of higher education (IHEs) for the purpose of establishing or expanding existing pathways to bilingual teaching to enable bilingual students to earn a multiple or single subject, or education specialist credential with a bilingual authorization.

**Major Provisions**

- 1) Establishes the Pathways to Bilingual Teaching program, to be administered by the Commission on Teacher Credentialing (CTC) to award, on a competitive basis, grants to consortia of local educational agencies (LEAs), community colleges, and four-year institutions of higher education (IHEs) for the purpose of establishing or expanding existing pathways to bilingual teaching to enable bilingual students to earn a multiple or single subject, or education specialist credential with a bilingual authorization.
- 2) Establishes the Pathways to Bilingual Teaching program, to be administered by the CTC, for the purpose of increasing the number of California teachers qualified to teach in bilingual settings.
- 3) Requires the CTC to develop and implement a program to award, on a competitive basis, grants of up to \$600,000, to be expended over five years, to consortia of LEAs, community colleges, and four-year IHEs for the purpose of establishing or expanding existing pathways to bilingual teaching which enable bilingual students to earn a multiple or single subject, or education specialist credential, with a bilingual authorization.
- 4) Defines a pathway to bilingual teaching as an articulated, guided sequence of secondary education, postsecondary education, and teacher preparation, including preparation to earn a bilingual authorization, leading to employment as a bilingual teacher.
- 5) States that a pathway to bilingual teaching involves a partnership between LEAs, community colleges, and four-year IHEs to develop and implement the following sequence:
  - a) Recruitment of students by LEAs as candidates for the pathway based on their interest in teaching, including participation in a career technical education (CTE) pathway in education, and their proficiency in a language other than English, including those likely to be eligible to receive the State Seal of Biliteracy (SSB);
  - b) Partnership with a community college to use dual enrollment, including early and middle college programs, to enable these students to earn part or all of their associate's degree prior to graduation;
  - c) Partnership with an IHE with an integrated program of professional preparation into which these students transfer and in which they earn their baccalaureate degree and a

multiple subject, single subject, or education specialist credential, with a bilingual authorization; and

- d) An agreement with one or more LEAs, including but not limited to LEAs enrolling students in the pathway, to hire qualified graduates of the pathway in bilingual teaching positions.
- 6) Requires the CTC to conduct outreach to eligible institutions to encourage applications and support institutions that need assistance in developing partnerships.
- 7) Requires the CTC to award one-time grants to consortia through grants to LEAs for proposals to establish new or expand existing pathways to bilingual teaching that support any proper purpose in support of the measure, as specified.
- 8) Requires, as a condition of the receipt of a grant, a consortium to provide to the CTC program and outcome data for at least five years after receiving the grant, as specified.
- 9) Requires the CTC to require applicants for grants to provide specified assurances.
- 10) Authorizes the CTC to use up to \$250,000 of funds appropriated for purposes of the act to administer the grants.
- 11) Requires the CTC to annually report to the appropriate fiscal and policy committees of the Legislature on the progress of the program, as specified.
- 12) Makes the requirements of this act contingent upon the appropriation of funds for its purposes in the annual Budget Act or another statute. States the intent of the Legislature to provide \$10 million in one-time funding for this purpose.

## COMMENTS

*Bill aims to "stack" recent policies to create an efficient and robust pathway to bilingual teaching.* This bill proposes to address the state's shortage of bilingual teachers by creating a program to provide grants to create articulated and guided pathways for high school students to become bilingual teachers. The grants would be made on a competitive basis to consortia of LEAs, community colleges, and four-year IHEs.

This bill proposes to "stack" several recent policies to create pathways to bilingual teaching:

- 1) State Seal of Biliteracy: The SSB recognizes proficiency in two languages in the form of a seal affixed to students' high school diplomas. In the 2024-25 school year nearly 76,000 students received the SSB.
- 2) CTE Pathways in Education: The CTE Model Curriculum Standards adopted by the State Board of Education (SBE) in 2013, include a pathway in Education, Child Development, and Family Services sector. This bill does not create a new CTE pathway, but identifies students engaged in this CTE pathway as potential participants in the bilingual pathway.

- 3) Dual enrollment: Dual enrollment allows high school students to take community college courses and earn credit toward their degree or a certificate. California has several forms of dual enrollment, including CCAPs, Early College and Middle College High Schools, and individual dual enrollment.
- 4) Integrated teacher preparation programs: Integrated teacher preparation enables college students to complete their preparation to become a teacher while earning their baccalaureate degrees. AB 181 (Committee on Budget), Chapter 52, Statutes of 2022, created an incentive grant program to develop or expand integrated preparation programs, similar to the one proposed by this bill.

*State Seal of Biliteracy recipients are a potential source of bilingual teachers.* This bill proposes to create pathways for students to become bilingual teachers, by recruiting bilingual students, including those likely to be eligible to receive the SSB, into the pathways.

The SSB, established by AB 815 (Brownley), Chapter 618, Statutes of 2011, recognizes proficiency in two languages in the form of a seal affixed to students' high school diplomas. In the 2024-25 school year nearly 76,000 students received the SSB in over 70 languages. As the goal of bilingual and dual language immersion programs is to enable students to develop their home languages, and California students are estimated to speak over 100 languages, *the Assembly may wish to consider that* these students are a potential source of future bilingual teachers. Californians Together, sponsor of this bill, estimates that if only 5% of SSB recipients became teachers, the state's bilingual teaching shortage would be eliminated.

*Shortage of bilingual authorized teachers.* This bill proposes to support the development of pathways to bilingual teaching in order to increase the supply of bilingual teachers in California.

According to the CTC, in the 2024-25 year there were 2,302 documents authorizing bilingual teaching issued. Of those, 506 documents, or 22%, were issued to teachers who are considered underprepared because they have not yet obtained a bilingual authorization. Of those, there were 177 waivers, 277 teaching permits, and 52 university or district intern permits. As of April this year, EdJoin.com, a job listing website, listed 169 openings for bilingual certificated staff.

These data provide a limited picture of the shortage of bilingual teachers, because the availability of bilingual positions depends on LEAs' willingness to initiate DLI and other bilingual programs. LEAs are often hesitant to start such programs due to the shortage of qualified teachers.

A related constraint is the availability of bilingual teacher preparation programs. In the *Global California 2030* report, published by the California Department of Education (CDE) in 2019, the CDE set a goal of 90 bilingual teacher preparation programs. According to the CTC, in 2024-25, there were 50 such programs. In recognition of these constraints, the state has established initiatives to increase the supply of teachers with bilingual authorizations in recent years, including through the Bilingual Teacher Professional Development Program, established by AB 99 (Committee on Budget), Chapter 15, Statutes of 2017, and an appropriation to the California State University (CSU) Asian Language Bilingual Teacher Education Program Consortium in the 2022-23 state budget.

### **According to the Author**

The author states, "California is uniquely positioned to leverage its linguistic diversity as a key asset. However, our education system has not fully supported this strength. AB 2325 creates the

"Pathways to Bilingual Teaching" program to develop a pipeline of highly qualified bilingual teachers, so every student can succeed in a multilingual environment. By supporting high school recruitment, dual enrollment, integrated credentialing, and guaranteed employment, this bill removes barriers for multilingual students to become future bilingual teachers. It provides the resources, structure, and accountability needed to increase the number of qualified bilingual educators, foster more inclusive classrooms, and build a stronger, more equitable education system."

### **Arguments in Support**

Californians Together writes, "California serves one of the largest multilingual student populations in the country, yet the state continues to face a persistent shortage of qualified bilingual teachers.

Despite this need, the bilingual teacher workforce has not kept pace with demand. While California has more than doubled the number of bilingual authorizations issued over the last decade (from 617 in 2014-15 to 1,370 in 2023-24), there continues to be a significant mismatch between student language and bilingual teachers. According to a 2023 report from the California Budget and Policy Center, the student to bilingual teacher ratio in Spanish was 240 to 1, with significant gaps in all other languages. Global California 2030 projected the state would have 90 approved bilingual teacher preparation programs by 2025. Yet according to the California Commission on Teacher Credentialing, there are only 48.

AB 2325 provides a strategic investment in sustainable bilingual educator workforce development by supporting coordinated pathways that help multilingual students become bilingual teachers and meet the growing demand for multilingual instruction across California schools."

### **Arguments in Opposition**

None on file

## **FISCAL COMMENTS**

According to the Assembly Appropriations Committee, one-time Proposition 98 General Fund cost pressure of \$10 million for the Legislature to appropriate funds to support the grant program established by this bill. The bill authorizes CTC to use up to \$250,000 of funds appropriated to administer the grant program. However, according to CTC, costs associated with implementation of this bill would be approximately \$315,000 General Fund ongoing annually.

## **VOTES**

### **ASM EDUCATION: 9-0-0**

**YES:** Patel, Hoover, Alvarez, Bonta, Castillo, Garcia, Lowenthal, Pellerin, Zbur

### **ASM APPROPRIATIONS: 15-0-0**

**YES:** Wicks, Hoover, Aguiar-Curry, Calderon, Caloza, Dixon, Fong, Mark González, Krell, Pacheco, Pellerin, Sharp-Collins, Solache, Ta, Tangipa

**UPDATED**

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