

**CALIFORNIA
COMMISSION ON TEACHER CREDENTIALING**

May 7-8, 2003

AGENDA ITEM NUMBER: LEG-2
COMMITTEE: LEGISLATIVE COMMITTEE
TITLE: ANALYSES OF BILLS OF INTEREST TO THE COMMISSION

XX **Action**
_____ **Information**

Strategic Plan Goal(s):

Continue effective and appropriate involvement of the Commission with policy makers on key education issues.

Presented By: _____ **Date:** 4/17/03
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Bill Analysis
California Commission on Teacher Credentialing

Bill Number:	Assembly Bill 791
Author:	Assembly Member Pavley
Sponsor:	Author
Subject of Bill:	Merger of Commission on Teacher Credentialing and Department of Education
Date Introduced:	February 20, 2003
Status in Leg. Process:	Assembly Education Committee (April 23, 2003)
Current CCTC Position:	None
Recommended Position:	Seek Amendments
Date of Analysis:	March 28, 2003
Analyst:	Anne L. Padilla

Summary of Current Law

The Commission. Teachers were first licensed at the county level. In the 1930's California began to license teachers at the state level at the Department of Education. In 1970, the California Legislature and Governor created a permanent, independent commission to strengthen the effectiveness of teachers and teacher education in the state. Originally named the Commission for Teacher Preparation and Licensing, the agency was renamed the Commission on Teacher Credentialing in 1983. In 1988, the Legislature strengthened the Commission's autonomy as the state's primary agency for implementing educator preparation and licensing laws, by removing the requirement that Title 5 regulations governing teacher licensing be reviewed and approved by the State Board of Education.

The Commission is the oldest of the state standards boards in the country. The Commission is an instrument of the Legislature in implementing laws related to educator preparation and licensing; accredits over eighty four-year private and public colleges and universities; licenses K-12 public educators; and takes adverse action on credential and license holders pursuant to specific provisions of the Education Code.

Department of Education. The Department of Education, under the direction of the State Board of Education and the Superintendent of Public Instruction, administers California's

public education system at the state level. California currently educates approximately 6.2 million students from infants to adults.

Legislative Analyst's Office. The Legislative Analyst's Office (LAO) provides fiscal and policy advice to the Legislature. The Joint Legislative Budget Committee, a 16-member, bipartisan committee oversees the LAO. The LAO ensures that the executive branch implements legislative policy in a cost efficient and effective manner by reviewing and analyzing the operations and finances of state government.

Summary of Current Activity by the Commission

MGT Study: The 1999 State Budget included a provision that required the transfer of up to \$250,000 from the Teacher Credentials Fund to the Legislative Analyst's Office (LAO) for the purpose of contracting for a comprehensive management study of the Commission on Teacher Credentialing's (CCTC) organizational structure and credential processing protocols. The LAO contracted with MGT of America to complete the study. The study was, at a minimum, to review the following:

- Identification of regulations and statutes related to teacher credentialing that may be modified to improve the efficient processing of credentials;
- Evaluation of the extent to which the CCTC's information technology plans achieve improvements in efficiency and timeliness in credential processing and other service areas and recommendations for further improvement in this area;
- Recommendations regarding the appropriate level of staff to process credentials in an efficient and timely manner;
- Recommendations for any customer service improvements, including, but not limited to, accessibility;
- Recommendations for an appropriate credential fee structure to support the CCTC's average cost to process a credential, including the costs of potential discipline review, professional standards development, institutional accreditation, and agency administration; and
- Recommendations for further topics of study.

The study was released on March 1, 2000 to the Legislature and the Governor by the LAO. The study revealed no major structural issues for the CCTC, but proposed 32 recommendations that could generally be divided into three categories: 1) those that the CCTC could implement given sufficient resources (18 recommendations); 2) those that require the coordination and cooperation of other agencies (6 recommendations); and 3) those where costs may outweigh the benefits (8 recommendations).

The primary recommendations proposed by the study were to reduce application turn-around time, expand web-site capabilities, improve readability of CCTC publications and forms, and maintain the current standard of customer service. MGT noted that the Commission has implemented numerous technological and procedural changes in the past several years that have enabled the Commission to cope with the unprecedented workload demands imposed by Class Size Reduction during a time when resource levels remained relatively stable.

In addition, the study found that the Commission had improved customer satisfaction and continues to work toward implementing customer-driven solutions. Finally, the study confirmed that the Commission's current credential application fee level appears reasonable and appropriate.

The study also recommended that the Commission consider pursuing several business process changes that could result in a modest improvement in credentialing processing times and customer service levels. MGT also suggested that the Commission could improve its operations through both staff increases and the further application of information technology.

The LAO's final report on the study, *Commission on Teacher Credentialing: Efforts to Implement Management Study Reforms*, noted that the Commission had undertaken several initiatives in response to the report's recommendations; considerable progress had been made in developing an updated technology improvement plan and in restructuring the credential analysts' training program. Some efforts, however, were in preliminary stages of implementation and the LAO recommended that the Commission report on the progress of these efforts at the end of the year. The Commission complied with this reporting request and continues to make improvements in services to its constituency.

CAW Customer Service Survey: The Certification, Assignment and Waiver Division annually responds to over 260,000 phone calls, processes over 226,000 applications for credentials, receives approximately 33,000 e-mails and 8,000 letters. As a part of the Commission's ongoing commitment to high quality customer service, several customer service surveys were developed and implemented during fiscal year 2000-01. During fiscal year 2001-02, (the latest available survey data) three separate surveys were conducted including an application processing survey, an ongoing front-office (walk-in) survey and an e-mail survey. In response to overall customer satisfaction (all survey types), 81.5 percent rated the Commission's overall service as "above average" or "excellent."

Analysis of Bill Provisions

This measure would require the Legislative Analyst's Office to:

1. Review the success of the Commission in performing its assigned functions.
2. Assess the feasibility of merging the Commission with the Department of Education.
3. Submit the report on its findings and recommendations to the Legislature and the Governor by July 1, 2004.

Comments

Reasons for mergers: Organizations merge for several reasons. The benefits of a combined organization may be cost savings due to efficiencies or economies of scale, increased revenue, increased market share, or improved service to its customers or clients. Cost savings may

result from eliminating or consolidating programs, eliminating or reducing duplicative administrative functions, or cutting operating budgets. However, any cost savings must be offset by the cost to merge. Merger costs include the costs to integrate systems, such as telecommunications, computer, administrative, and others. There may also be costs to eliminate, reduce or consolidate programs or administrative functions

According to research on mergers, many mergers do not realize all the anticipated benefits. The most successful mergers are those in which the merging organization's missions are similar, the organizations are geographically close, they share the same clients, and goals, offer similar services and when both organizations support the merger.

Moving the Commission would involve both short-term (moving and administrative) and long-term (existing lease obligations; new lease obligations at CDE which would cost two times the existing; increased administrative costs relative to existing State Board and CDE indirect costs). Any savings (eliminating duplicative administrative infrastructure) would be outweighed by both short-term and long-term cost increases. In addition, embedding the CTC in the CDE would lead to fund "bleeding"-- it would no longer be easy to trace funds generated by teacher credential applications or test fees. (See fiscal analysis below.)

National Trends: The trend nationally is toward independent standards boards, to give appropriate attention to the issues of teacher standards, program accreditation, "reciprocity" and fitness.

Workload: Ten times a year the Commission meets to review issues involving the safety of children, teacher preparation standards, and program approvals. Can the State Board schedule another full day or two of work each month to address matters that require deliberation by a representative board, particularly with respect to teacher discipline? Alternatively, can/should a Superintendent of Public Instruction be responsible for teacher discipline appeals?

Representation: The Education Code requires the Commission to be comprised of a majority of educators (six teachers and one administrator). Commissioners come from diverse racial, ethnic, geographic, and professional groups. State Board representation does not require teacher representation.

Fiscal Analysis

This measure could have direct fiscal impact on the Commission, in that the required study by the LAO could involve extensive time and effort by CCTC staff. The recent mandated study by the independent consultants involved the equivalent of months of staff time and effort for a variety of CCTC staff to meet with the independent consultants, prepare written materials, gather data and respond to specified questions and numerous requests.

Any estimate of the costs to merge the Commission and the Department of Education would depend on several unknown factors, such as whether the Commission would move to the new Department of Education building and the administrative structure of the merged agency. However, Commission staff has estimated that a merger could result in increased costs of

approximately \$2.3 to \$5.4 million annually. These costs would include moving, increased rent, and administrative fees to the Department of Education and control agencies (detailed fiscal analysis available).

Any merger costs or savings would not impact the General Fund but would impact the teacher credentialing and exams funds.

Analysis of Relevant Legislative Policies by the Commission

The following Legislative policy applies to this measure:

- 1. The Commission supports legislation which proposes to maintain or establish high standards for the preparation of public school teachers and other educators in California, and opposes legislation that would lower standards for teachers and other educators.**

- 4. The Commission supports the maintenance of a thoughtful, cohesive approach to the preparation of credential candidates, and opposes legislation which would tend to fragment or undermine the cohesiveness of the preparation of credential candidates.**

- 5. The Commission supports legislation which strengthens or reaffirms initiatives and reforms which it previously has adopted, and opposes legislation which would undermine initiatives or reforms which it previously has adopted.**

Organizational Positions on the Bill

Support

No known support on this version of the bill.

Oppose

No known opposition on this version of the bill.

Suggested Amendments

Staff recommends that AB 791 be amended to include an appropriation to cover both LAO and Commission costs associated with the LAO study.

Absent funding for the study, staff recommends that the bill be amended to direct the Commission to make specified improvements, to the extent improvements are not already implemented or underway as a result of the recent LAO study.

Reason for Suggested Position

The proposed study would duplicate the \$250,000 study already funded by teachers credentialing fees.

There is no duplication or overlap between the duties of the CCTC and the duties of the CDE.

Moving the CCTC would entail substantial short-term and long-term costs.

This measure could have direct fiscal impact on the Commission, in that the required study by the LAO could involve extensive time and effort by CCTC staff. The recent mandated study by the independent consultants involved the equivalent of months of staff time and effort for a variety of CCTC staff to meet with the independent consultants, prepare written materials, gather data and respond to specified questions and numerous requests. Given the current job freeze and state cuts to government agencies, the Commission is not able to absorb additional demands on staff time without affecting mandated functions.

Bill Analysis California Commission on Teacher Credentialing

Bill Number:	Assembly Bill 1575
Author:	Assembly Member Pavley
Sponsor:	Author
Subject of Bill:	Beginning Teacher Support and Assessment
Date Introduced:	February 21, 2003
Status in Leg. Process:	Assembly Education Committee
Current CCTC Position:	None
Recommended Position:	Oppose Unless Amended
Date of Analysis:	March 20, 2003
Analyst:	Anne L. Padilla

Summary of Current Law

Education Code Section 44256.6 requires the Commission on Teacher Credentialing to report to the Legislature and the Governor by April 15 of each year on the number of teachers who received credentials, internships and emergency permits in the previous fiscal year, as specified.

Education Code Section 44279.1 (b), which governs the California Beginning Teacher Support and Assessment System (BTSA), requires that the BTSA system include an effective, coherent system of performance assessments that are based on the California Standards for the Teaching Profession.

AB 1023 (Mazzoni, Chapter 404, Statutes of 1997) mandated a two level computer technology requirement for teachers, with basic computer technology addressed in preparation for the preliminary credential and advanced computer technology addressed in preparation for the professional clear credential. AB 1059 (Ducheny, Chapter 711, Statutes of 1999) requires that teachers be prepared to teach English Language Learners and that both the preliminary preparation level and the professional clear preparation level address instructional issues for English Learners. Under SB 2042, credential requirements in health and special education are addressed at both the preliminary credential preparation level and at the professional clear

credential preparation level. Under SB 2042, a professional clear credential may be earned through an approved induction program or through specified course work.

Education Code Section 44259(c) establishes the minimum requirements for the professional clear multiple or single subject teaching credential, including requirements for candidates to complete a program of induction, subject to funding in the annual Budget Act, accessibility statewide and availability to the candidate. In the event that induction programs are not fully funded, accessible statewide, and available to all candidates, candidates may complete advanced course work through an approved university program in lieu of an induction program. The code specifies that, absent statewide induction funding, any teacher with a preliminary credential can complete advanced course work through an approved university program, securing that institution's formal recommendation for the professional clear credential.

Education Code Section 44265 establishes the requirements for credentials for teaching specialties, including bilingual, early childhood education and special education. These requirements include a baccalaureate degree from an accredited institution, a program of professional preparation and any other standards that the Commission may establish, including core subject matter in California public schools and experience with nonspecial education pupils.

Summary of Current Activity by the Commission

Report on Teacher Supply: The Commission annually issues a report on Teacher Supply pursuant to AB 471 (Chapter 381, Statutes of 1999) which requires the Commission to report to the Governor and the Legislature each year on the number of teachers who receive credentials, certificates, permits and waivers to teach in California public schools. This year, in cooperation with the California Employment Development Department, CCTC was able to issue a preliminary report on teacher retention in California and compare these findings with national teacher retention data.

Professional Clear Credential and Teacher Induction: Since the inception of the BTSA program in 1998 the Commission and the California Department of Education (CDE) have worked to implement a system that supports new teachers pursuant to Education Code Sections 44259 (c) and 44279.1 (b). In years past, the Governor and Legislature have invested millions of dollars annually to ensure that statewide, every beginning teacher would have access to a system that provided an effective transition into teaching. In March 2002, the Commission and the State Superintendent of Public Instruction adopted new standards for beginning teacher induction.

Educators teaching in today's classrooms hold a variety of credentials, depending on when they obtained certification. Below is a detailed summary of current statutory options for candidates to obtain a professional clear teaching credential:

1. Individuals pursuing a Ryan credential are "grandfathered in" indefinitely; they may obtain a professional clear credential by completing one year of the equivalent of post-B.A., course work. (Many candidates complete statutorily required courses in health, special education and computer technology during this postgraduate study.)

2. Individuals pursuing a SB 2042 credential may complete one of the following, as available to them:
 - A Commission-accredited Professional Teacher Induction Program (offered by a college or university --approved programs include health, mainstreaming, computers and English language learner competencies); or
 - An approved Induction Program (offered by a school district, county office or consortia--approved programs include health, mainstreaming, computers and English language learner competencies); or
 - A Beginning Teacher Support and Assessment (BTSA) Program that met the pre-SB 2042 standards AND coursework meeting the requirements of health education and special education and course work or exam in advanced computer technology (per current law) and teaching English language learners (per AB 1059, Ducheny).
3. SB 2042 expresses a preference for induction over university course work, but only when induction is fully funded statewide. During the past year, induction has been “fully funded” statewide. However, given the current state budget crisis in general and the uncertainty over funding for induction in particular, the law continues to provide for candidates to complete the statutory requirements for advanced preparation in technology, health, mainstreaming, and (in 2005) teaching English language learners through a state-subsidized induction program, a university induction program, or through advanced university course work.
4. The Commission, during the April Commission meeting, directed staff to prepare coded correspondence detailing the provisions of current law to eliminate any confusion on the part of candidates or districts concerning what options the Education Code provides.
5. *The California Formative Assessment and Support System for Teachers*: As a part of the new Beginning Teacher Support and Assessment System, the Commission developed the California Formative Assessment and Support System for Teachers (CFASST). CFASST is an integrated assessment and support model intended to provide new teachers information that will be more comprehensive and more responsive to their developmental needs, while still providing an accurate and reliable basis for determining the course of each new teacher’s extended preparation. This formative test has also been adapted to meet the needs of new special education teachers

Analysis of the Bill Provisions

This bill proposes four changes that would impact upon the Commission’s operations and affect teaching candidates in the following ways:

1. *Additions to the report on teacher supply*: AB 1575 proposes to add several elements to the Commission’s annual report on teacher supply, specifically:
 - the status of CFASST guidelines and supporting materials for special education teachers;
 - additional program support standards to be developed by the Commission to align the requirements for obtaining an education specialist credential with the requirements for professional clear multiple clear or single subject credentials;

- information on induction programs, including the type of professional development program, the location of the professional development program and the number of participants in the professional development program.

Comments: The AB 471 report is a statistical report about the supply of teachers. The information proposed to be added to the report concerning BTSA is statistical in nature and may be an appropriate addition. However, the bill proposes other additions concerning the status of guidelines and the development of support. These are not statistical issues and therefore inappropriate for this type of report. This type of information should be in a separate report. Meanwhile, it is unclear what is intended by the requirement of additional program support standards being developed to align with other credential types.

4. *Professional Clear Credential and Teacher Induction:* AB 1575 proposes to clarify that the completion of advanced university course work after the completion of a baccalaureate degree is an alternative to the completion of a program of beginning teacher induction.

Comments: Current law provides numerous options for candidates and districts to obtain a professional clear credential. (See above description under “Summary of Current Activity by the Commission, *Professional Clear Credential and Teacher Induction*”). These proposed changes are unnecessary given current flexibility for candidates to complete requirements for their professional clear credential.

5. *Changes the “grandfather” provisions of SB 2042:* Changes the effective date of credentials subject to the new program standards from 1998 (the effective date of SB 2042) to 1993, especially since SB 2042 was not enacted until 1998.

Comments: It is unclear why the “grandfathering” provisions of this statute were changed from the effective date of the legislation to 1993, especially since SB 2042 was not enacted until 1998.

6. *Requires induction for specialized teaching credentials, as specified:* Specifies that candidates for teaching specialties, including special education, shall have access to an induction program.

Comments: The laws governing special education credentialing call for a two tier credential. Unlike the laws governing regular teaching, these laws call for the second tier to be completed through university coursework. Currently, the induction programs are not geared to provide this intensive, additional preparation. Commission staff is preparing an agenda item to recommend that the Commission review whether more of the preparation for a special education credential should be contained in Tier 1, thereby reducing the pressure on beginning special education teachers to complete course work.

Fiscal Analysis

Costs to the Commission: Unknown costs to the Commission to add new information to the AB 471 report and issue new report on CFASST guidelines and supporting materials. (Analysis being developed—to be provided at the Commission meeting)

Analysis of Relevant Legislative Policies by the Commission

The following Legislative policy applies to this measure:

- 1. The Commission supports legislation which proposes to maintain or establish high standards for the preparation of public school teachers and other educators in California, and opposes legislation that would lower standards for teachers and other educators.**

Organizational Positions on the Bill

California Teachers Association (technical support)

Recommended Position:

Staff is recommending a “seek amendments” position on the bill. The amendments recommended would make the following changes to AB 1575:

1. Delete provisions relating to the professional clear credential;
2. Delete the “grandfathering” date, thereby restoring grandfather to the effective date of SB 2042 (1998);
3. Make requirements for reporting on the status of CFASST guidelines and supporting materials for special education teachers and additional program support standards to be developed by the Commission to align the requirements for obtaining an education specialist credential with the requirements for professional clear multiple clear or single subject credentials, separate reports from the AB 471 report.
4. Fund the additional costs involved in preparing and reporting to comply with the mandates of this measure.

Reason for Recommended Position:

1. *Delete provisions relating to the professional clear credential:* Current law provides numerous options for candidates and districts to obtain a professional clear credential. The changes proposed by AB 1575 are unnecessary given current flexibility for candidates to complete requirements for their professional clear credential.
2. *Delete the change in the “grandfathering” date):* It is unclear why the “grandfathering” provisions of this statute were changed from the effective date of the legislation, to 1993.
3. *Make requirements for reporting on the status of CFASST guidelines and supporting materials for special education teachers and additional program support standards to be developed by the Commission to align the requirements for obtaining an education specialist credential with the requirements for professional clear multiple clear or single subject credentials, separate reports from the AB 471 report:* This type of information is not statistical information and therefore should be in a separate report.
4. *Fund the reporting requirements.* To the extent that any measure mandates additional costs on the Commission, these costs should be covered by an appropriation.

Bill Analysis
California Commission on Teacher Credentialing

Bill Number:	Senate Bill 187 (As proposed to be amended)
Author:	Senator Karnette
Sponsor:	Los Angeles Unified School District
Subject of Bill:	District Intern Programs
Date Introduced:	February 12, 2003
Status in Leg. Process:	Senate Education Committee (April 30, 2003)
Recommended Position:	Seek Amendments
Date of Analysis:	April 15, 2003
Analyst:	Marilyn Errett and Linda Bond

Summary of Current Law

Article 7.5, Sections 44325 through 44329 of the California Education Code establishes the District Intern Program as an alternative preparation route for multiple subject and single subject teaching credentials (including options for B/CLAD Emphasis), and Education Specialist Credentials in Special Education for students with mild/moderate disabilities. Education Code Sections 44380 through 44386 establish a program of funding for intern programs, and Education Code Sections 44450 through 44467 establish the Teacher Education Internship Act of 1967 for university internship programs.

AB 1023 (Mazzoni, Chapter 404, Statutes of 1997) mandated a two level computer technology requirement for teachers, with basic computer technology addressed in preparation for the preliminary credential and advanced computer technology addressed in preparation for the professional clear credential. AB 1059 (Ducheny, Chapter 711, Statutes of 1999) requires that teachers be prepared to teach English Language Learners and that both the preliminary preparation level and the professional clear preparation level address instructional issues for English Learners. Under SB 2042, credential requirements in health and special education are addressed at both the preliminary credential preparation level and at the professional clear credential preparation level. Under SB 2042, a professional clear credential may be earned through an approved induction program or through specified course work.

Summary of Current Activity by the Commission

There are currently eight District Intern Programs approved by the Commission, some of which are a consortium of school districts. Altogether, there are approximately eighty school districts involved in District Intern Programs.

District Intern Programs

Project Pipeline

San Joaquin District Intern Program

Los Angeles Unified School District Intern Program

Ontario-Montclair School District Intern Academy

Orange County Department of Education District Intern Program

Long Beach Alternative Certification Program

Compton District Intern Program

Bilingual education Credential Alternative District Intern

Analysis of Bill Provisions

SB 187 as proposed to be amended would:

1. Change the name of the document issued to district interns from *District Intern Certificate* to *District Intern Credential*.
2. Delete the mandated two-year program length (other than the expedited internship option provided through SB 57 (Scott, Chapter 269, Statutes of 2001), and provide more program length flexibility at the discretion of the program sponsor and the Commission based on *service sufficient to meet program standards and performance assessment*.
3. Clarify that district interns would earn a preliminary teaching credential upon completion of the district intern teacher preparation program and a professional credential upon completion of an approved induction program for beginning teachers.
4. Establish the measure as an urgency statute to become effective immediately upon the Governor's signature and filing with the Secretary of State.

Analysis of Fiscal Impact of Bill

Staff estimates a cost of \$7,552 in staff time for computer re-programming and information leaflet changes. Costs of this amount are generally considered "minor absorbable" expenses.

Analysis of Relevant Legislative Policies by the Commission

The following Legislative policies apply to this measure:

4. The Commission supports the maintenance of a thoughtful, cohesive approach to the preparation of credential candidates, and opposes legislation which would tend to fragment or undermine the cohesiveness of the preparation of credential candidates.

5. The Commission supports legislation which strengthens or reaffirms initiatives and reforms which it previously has adopted, and opposes legislation which would undermine initiatives or reforms which it previously has adopted.

6. The Commission supports alternatives to existing credential requirements that maintain high standards for the preparation of educators, and opposes alternatives that do not provide sufficient assurances of quality.

Organizational Positions on the Bill

Sponsored by Los Angeles Unified School District.

Suggested Amendments

Staff suggests further clarification to number (1) above regarding the issuance of a professional teaching credential. Specifically, staff recommends the following two amendments:

- Clarify that a professional multiple subject or single subject teaching credential can be earned upon successful completion of an approved induction program or in accordance with Section 44259 (c) (C) (5) which allows for the completion of statutorily mandated course work in advanced technology, health, special education and teaching English Language Learners through university study.
- Clarify that a professional special education specialist instruction credential that authorizes the holder to teach special education pupils with mild/moderate disabilities shall be awarded upon successful completion of a program accredited by the commission for this purpose.

Reason for Suggested Position

SB 187 brings into conformity the statutes governing university intern programs and district intern programs by 1) describing the document issued to the intern as a *credential* rather than a *certificate*, and 2) allowing flexibility in program length as long as the program can meet the teacher preparation standards to the Commission's satisfaction. Additionally, SB 187 brings district intern programs into conformity with the provisions of SB 2042 by clarifying that a preliminary credential is granted upon the successful completion of a teacher preparation program and a professional clear credential is granted upon successful completion of a Commission-approved beginning teacher induction program.

Staff suggests that further clarification is needed regarding the option of completing an induction program or specified university course work to earn the professional clear credential. Further clarification is also recommended regarding the professional clear Education Specialist Credential in Special Education for serving students with mild/moderate disabilities due to the fact that the current Level II professional clear requirements for this credential introduce additional concepts in specialized knowledge and skills for teaching this population students.

For the above reasons staff recommends a position of **Seek Amendments** on SB 187.

Bill Analysis
California Commission on Teacher Credentialing

Bill Number:	Senate Bill 789
Author:	Senator Johnson
Sponsor:	Author
Subject of Bill:	Suspension of Statutes
Date Introduced:	February 21, 2002
Status in Leg. Process:	Senate Education Committee
Recommended Position:	Seek Amendments
Date of Analysis:	March 26, 2003
Analyst:	Anne L. Padilla

Summary of Current Law

AB 1023 (Mazzoni, Chapter 404, Statutes of 1997) mandated a two level computer technology requirement for teachers, with basic computer technology addressed in preparation for the preliminary credential and advanced computer technology addressed in preparation for the professional clear credential. AB 1059 (Ducheny, Chapter 711, Statutes of 1999) requires that teachers be prepared to teach English Language Learners and that both the preliminary preparation level and the professional clear preparation level address instructional issues for English Learners. Under SB 2042, credential requirements in health and special education are addressed at both the preliminary credential preparation level and at the professional clear credential preparation level. Under SB 2042, a professional clear credential may be earned through an approved induction program or through specified course work.

Senate Bill 2042 (Chapter 548, Statutes of 1998), sponsored by the Commission on Teacher Credentialing, set forth reforms in teacher education to improve the preparation of K-12 teachers. Specifically the legislation: 1) created a two-tier system of credentialing that is aligned with the California Standards for the Teaching Profession (CSTP) that all preparation programs must meet; 2) created a teaching performance assessment requirement for teacher preparation programs; 3) authorized institutions of higher education (IHE's) to offer undergraduate minors in education; 4) required that teacher candidates complete a program of teacher support and assessment that meets Commission standards; 5) specified that teacher preparation programs must prepare candidates to assist students in meeting the K-12 Academic Content Standards for Students; and 6) specifically authorized integrated programs of subject matter and teacher preparation.

SB 1666, (Chapter 70, Statutes of 2000) instituted a number of programs for teacher recruitment and retention including: incentives to recruit retired teachers back to the classroom; the Teaching As a Priority (TAP) Block Grant; the Teaching Recruitment Initiative Program (TRIP); the Governor's Teaching Fellowship; and expansion of the Assumption Program of Loans for Education (APLE). The bill also contained two provisions that most directly effected the Commission:

1. An increase in the grant amount (and district matching funds) in the Alternative Certification (Intern) program from \$1,000 to \$2,500 per participant; and
2. Authorization to shift funds from the Alternative Certification Program to the Pre-Internship Teaching Program, based on the local needs of both programs.

The Federal *No Child Left Behind Act* of 2001 (NCLB) requires that new teachers hired to teach in Title I schools after July 1, 2002 be "highly qualified," as defined. "Draft Guidance" issued by the United States Department of Education (Section C-3) states that teachers in an alternative program may be considered to be "highly qualified" if they are participating in an alternative route program under which they (1) receive high-quality professional development that is sustained, intensive, and classroom-focused; (2) participate in a program of intensive supervision that consists of structured guidance and regular ongoing support for teachers, or a teacher mentoring program ; (3) assume functions as a teacher only for a specified period of time not to exceed three years; and (4) demonstrate satisfactory progress toward full certification as prescribed by the State. Candidates participating in California's Alternative Certification Program (Education Code Sections 44325-44328) meet the requirements of the federal draft guidance.

Summary of Current Activity by the Commission

Over the last four years, the Commission and its constituencies have implemented provisions of SB 2042 by: 1) adopting new standards for a two-tiered credential system that requires teacher preparation programs to be aligned with the CSTP and that prepare teachers to assist students in meeting the K-12 Academic Content Standards; 2) creating a model teaching performance assessment for teacher preparation programs; 3) authorizing institutions of higher education (IHE's) to offer undergraduate minors in education; 4) working with the California Department of Education to expand statewide a standardized program of beginning teacher support and assessment (BTSA); and 6) providing incentive funding for IHE's to create integrated programs of subject matter and teacher preparation.

In addition, the Commission has implemented provisions of SB 1666 by collaborating with participating districts to provide Intern participants with a higher level of service with increased funds to better support their matriculation to a full credential and better serve students while they are fulfilling requirements for the preliminary credential. With respect to the authorization to shift funds from the alternative Certification Program to the Pre-Internship Teaching Program, approximately 3,900 more Pre-Interns have been served without any reduction in the number of qualified Interns through the use of this existing fund source, thus accelerating the number of prospective teachers in California.

Most recently, the Commission has acted to modify existing practices and programs to ensure that all teachers who currently meet the requirements of NCLB are authorized to be in the classroom on the basis of the most appropriate certification document. Over the next four

years, California will need to transition approximately 45,000 individuals who are currently serving on a Pre-Intern Certificate, Emergency Permit or a Waiver to a full credential. Given the federal requirements to meet the definition of “highly qualified” many teachers will qualify based on their participation in California’s Alternative Certification Program. It is important, therefore, that the Commission reconfigure programs and policies to assist teachers in meeting the federal requirements and local districts in their efforts to staff classroom in compliance with NCLB. These efforts can only be realized through sustained support for the Alternative Certification (Intern) Program, both at the state and local level.

Analysis of Bill Provisions

This bill, an urgency measure, would suspend seven statutes, including the provisions of SB 2042 and SB 1666, until the Governor issues a proclamation declaring that the California economy has fully recovered from the recession that began in 2000.

Comments

1. The Commission has adopted standards for teacher subject matter requirements and teacher preparation as required by SB 2042. By suspending this statute, implementation by the field to comply with these new standards would be suspended. Particular hardship could be on those entities and institutions that are ready to come within full compliance of these statutes. They have invested and moved forward to comply with this educator reform measure. What happens to candidates currently in this pipeline?
2. The increased per-capita funding authorized by SB 1666 has enabled both the Commission and the Intern programs to provide enhanced support and training for Intern candidates. What affect will this reduced funding have on a candidate’s ability to attain a preliminary credential? What affect will this reduced funding have on districts to comply with requirements of the federal No Child Left Behind Act?
3. Districts have been well-served by the flexible funding between the Intern and Pre-Internship programs to serve more candidates through the use of existing funds. How will this suspension affect a district’s ability to serve local needs?

Analysis of Fiscal Impact of Bill

Specific fiscal analysis has only been estimated on the suspension of the SB 1666 provisions that relate to the Intern program. If the per participant state grant is decreased from \$2,500 to \$1,500 per participant, Intern programs would lose approximately \$8.6 million.

Analysis of Relevant Legislative Policies by the Commission

The following Legislative policies apply to this measure:

4. The Commission supports the maintenance of a thoughtful, cohesive approach to the preparation of credential candidates, and opposes legislation which would tend to fragment or undermine the cohesiveness of the preparation of credential candidates.
5. The Commission supports legislation which strengthens or reaffirms initiatives and reforms which it previously has adopted, and opposes legislation which would undermine initiatives or reforms which it previously has adopted.

Organizational Positions on the Bill

None.

Suggested Position

Staff recommends a “seek amendments” position on SB 789. The amendment requested would be to delete those provisions that have already been enacted, as well as provisions that provide for ongoing Commission service to candidates, school districts and the public.

Reason for Suggested Position

Should this measure pass, statutes put into law to maintain services and to provide assistance to candidates, school districts and the public to comply with federal law (NCLB) would be jeopardized.