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Information/Action

Legislative Committee of the Whole

Analyses of Bills of Interest to the Commission

AGENDA INSERT

Executive Summary: Staff will present analyses of educator preparation or licensing bills introduced by Legislators. The analyses will summarize current law, describe the bills' provisions, estimate its costs and recommend amendments if applicable.

Information will be provided in an Agenda Insert.

Recommended Action: The Commission may take a position on the measures. Positions of the Commission to consider are: Sponsor, Support, Support if Amended, Seek Amendments, Watch, Oppose Unless Amended, Oppose, or No Position.

Presenter: Bonnie Parks, Director, Office of Governmental Relations

Strategic Plan Goal: 4

Continue effective and appropriate involvement of the Commission with policymaker's on key education issues.

- ♦ Influence legislation regarding the preparation and certification of professional educators

ANALYSIS OF BILLS OF INTEREST TO THE COMMISSION

Bill Number: Senate Bill 1209

Author: Senator Jack Scott

Sponsor: Senator Jack Scott

Subject of Bill: Implementation of recommendations by The
Center for the Future of Teaching and Learning:
Status of the Teaching Profession, 2005

Date Introduced: January 4, 2006

Date Last Amended: May 26, 2006

Status in Leg. Process: Assembly Desk

Recommended Position: Support

Date of Analysis: May 31, 2006

Analysts: Anne Padilla and Marilyn Errett

*Summary of Current Law and Summary of Current Activity by the
Commission*

SB 1209 would make changes to several sections of the Education Code related to the work of the Commission on Teacher Credentialing (Commission). This section of the analysis offers a summary of current law and current activity related to the following functions of the Commission:

- Intern programs and funding;

- Teacher Examinations [California Basic Skills Test (CBEST), California Subject Examinations for Teachers (CSET) and Reading Instruction Competence Assessment (RICA)];
- The Teaching Performance Assessment (TPA);
- Professional clear credential requirements for multiple and single subject credentials: Fifth-year/beginning teacher induction program standards;
- Beginning Teacher Support and Assessment (BTSA) program and funding;
- Requirements for the education specialist credential;
- California requirements for out-of-state prepared teachers;
- Professional growth requirements for the renewal of professional clear credentials.

In addition to the functions of the Commission noted above, SB 1209 proposes new functions for the California Department of Education (CDE) including the establishment of: 1) a Certificated Staff Mentoring Program to encourage excellent experienced teachers to teach in staff priority schools and to assist teacher interns during their induction and first years of teaching; and 2) Personnel Management Assistance Teams and grant funding for alternative salary schedules to compensate teachers for the “additional responsibilities, time, and effort required to serve in challenging school settings, and reward teachers for professional growth tied to their particular assignments.”

Intern programs and funding¹: Intern programs provide an alternative pathway for earning a credential. Intern programs are accredited by the Commission and are required to meet the Commission’s standards of program quality. Interns must first meet California’s basic skills requirement, the subject matter knowledge requirement and undergo the fingerprint and teacher fitness background check. They then complete a pre-service program covering basic teaching necessities such as classroom organization and management, reading instruction, and basic teaching techniques. They become the salaried “teacher of record” and teach while they continue coursework and receive supervision provided by mentors from the program and from the school district. Upon completion of the internship, the candidate can be recommended by the program for a preliminary credential and then move into a supported induction program. Intern programs may be offered by colleges and universities or by a school district or county office of education. The Commission administers a grant program to support intern programs.

Teacher Examinations:

*The California Basic Skills Test (CBEST)*²: Passage of the CBEST is required for the initial issuance of California’s teaching and services permits and credentials with the exception of those that do not require a baccalaureate degree, such as the designated subject vocational education credential. Once the examination has been passed, the candidate does not need to re-take it or provide evidence of passage for the issuance of subsequent permits or credentials.

¹ Education Code sections 44325-44329, 44350-68, 44380-44386 and 44830.3

² Education Code section 44252, 44222,44830

*The California Subject Examinations for Teachers (CSET)*³: Candidates for a multiple subject teaching credential must demonstrate subject matter knowledge competence by passing a subject matter examination covering the subjects commonly taught in self-contained classrooms. Candidates for a single subject teaching credential may demonstrate subject matter knowledge by completing a Commission-approved subject matter program (usually a baccalaureate degree program with a minimum of 45 semester units in the subject and aligned with California's K-12 academic content standards) or by passing a Commission-approved subject matter examination in the subject(s) listed on their credential. The current set of examinations approved by the Commission for this purpose is the California Subject Examinations for Teachers (CSET). All CSET examinations are aligned with the state's K-12 academic content standards and frameworks. Candidates for education specialist credentials must also meet a subject matter knowledge requirement.

*The Reading Instruction Competence Assessment (RICA)*⁴: Passage of the reading instruction competence assessment is required for all candidates for the multiple subject teaching credential and the education specialist teaching credential. The Education Code requires the Commission to offer the examination in two forms to accommodate the testing preferences of the candidates: one testing option is a written exam and the other is a video performance option.

The Teaching Performance Assessment (TPA)⁵:

Senate Bill 2042 (Alpert/Mazzoni, Chapter 548, Statutes of 1998) requires all Preliminary Teaching Credential candidates to pass a teaching performance assessment (TPA). The purpose of this assessment is for teacher candidates to demonstrate that they have the knowledge, skills and abilities needed as a beginning teacher in California. Professional teacher preparation programs may use the California Teaching Performance Assessment (CA TPA) developed by the Commission on Teacher Credentialing or they may develop their own assessment that meets Commission standards. The use of the TPA or other assessment instrument by teacher preparation programs is currently voluntary. The Commission contracted with Educational Testing Service (ETS) in 2001-03 to develop the performance assessment tasks, benchmark cases, independent scoring cases, and training materials. The initial development work of the CA TPA system was funded by an HEA Title II federal Teacher Quality grant. The Commission does not charge for assessor training and the teacher preparation programs fund the assessor's travel expenses.

For the past three years, the Commission has conducted statewide lead assessor trainings to train faculty from the institutions that are implementing the CA TPA on a voluntary basis. Each task-specific training consists of a three day module, with an average of 30 participants in each training session. The Commission has trained to date more than 600 assessors (or about half of all assessors who will need initial training), most in all four TPA tasks. Currently, training and materials are only

³ Education Code sections 44280-44282

⁴ Education Code sections 44283, and 44283.2

⁵ Education Code section 44320.2

available in high demand programs: multiple subjects and single subjects, mathematics, English, science and social science. Subject specific training and materials in lower demand single subject programs such as foreign language, home economics, agriculture, physical education, music, art, still need to be developed.

Professional clear requirements for the multiple subject and single subject teaching credentials: Fifth-year/beginning teacher induction standards⁶:

Candidates for a professional clear multiple subject or single subject teaching credential are required to first hold the preliminary credential and to then complete a Commission-approved program of beginning teacher induction, if available. If a beginning teacher induction program is not available to the candidate, or if the beginning teacher is required under the federal No Child Left Behind Act to complete subject matter coursework to be qualified for a teaching assignment, the candidate must complete a "fifth-year" of graduate study that includes the study of health education, study and field experience in education services to students with exceptional needs and study of advanced computer-based technology.

Beginning Teacher Support and Assessment (BTSA) program and funding⁷:

The Beginning Teacher Support and Assessment (BTSA) program is established in law as a program jointly administered by the Commission and the California Department of Education. The program is intended to provide essential support, assessment, and feedback to beginning teachers during their critical first years in the classroom. Funding for this program is provided through the Categorical Education Block Grant in which the Teacher Credentialing Block Grant contains only the BTSA program. Funding is provided to the CDE for program administration and is intended to provide support and assessment for all beginning teachers in the state.

Requirements for the education specialist credential⁸:

The Education Code authorizes the Commission to establish specialist credentials based on a baccalaureate degree from an accredited institution of higher education and a program of professional preparation as determined by the Commission. Education specialist credentials are established through regulation by the Commission. The Commission currently issues the following education specialist credentials:

- Mild/Moderate Disabilities
- Moderate/Severe Disabilities
- Deaf and Hard of Hearing
- Visual Impairments
- Physical and Health Impairments
- Early Childhood Special Education

California requirements for out-of-state prepared teachers⁹:

⁶ Education Code sections 41500-41570, 44259(c) and 44279.1-44279.7

⁷ Education Code section 44279.1

⁸ Education Code section 44265

⁹ Education Code sections 44274-44274.5 and 44275.3-44275.4

Current Education Code sections outline specific options and requirements for teachers prepared in other states who wish to become credentialed in California. These sections pertain to multiple subject teaching credentials, single subject credentials and education specialist credentials. Teachers with a minimum of three years successful experience in another state qualify for a preliminary credential and are required to pass CBEST within one year. Teachers with fewer than three years of experience may qualify for this option if they were prepared in a state found by the Commission to have comparable teacher preparation requirements. For professional clear credentials, teachers with fewer than five years of experience are required to complete a beginning teacher induction program and those with five or more years of experience are required to complete 150 hours of professional development. Teachers who do not fit into any of the options above and those prepared in other countries may submit transcripts to the Commission for an individual review of course work comparability.

Professional growth requirements for the renewal of professional clear credentials¹⁰

Individuals who earn a professional clear teaching or service credential are currently required to meet professional growth requirements every five years to renew their credential. The requirements are: one half of a school year serving in a school setting and 150 hours of individualized professional growth. Credential holders work with a professional growth advisor in the school district to determine appropriate professional goals and to identify professional growth activities. Individuals may choose from a wide variety of activities including, university course work, professional conferences and workshops, professional activities outside of normal job responsibilities and an individualized program of reading and study.

Analysis of Bill Provisions

Intern programs and funding:

SB 1209 would specify that, subject to verification and approval by an induction program director, a beginning teacher shall not be required to demonstrate that an induction standard has been met, or complete an element of an approved induction program designed to assist a candidate in mastering a given standard, if the candidate previously met the induction standard while participating in a commission-approved preparation program. Additionally, the bill proposes to establish an enhanced intern grant program to address the distribution of beginning teachers to any school district or county office of education that agrees to enrich their intern program by offering 40 additional hours of preservice that includes training of methods to address the needs of English language learners, as specified. In addition, the program would provide funding for an additional 40 hours of classroom observation, supervision, assistance and assessment by experienced teachers for all program interns, as specified.

¹⁰ Education Code sections 44277-44279

Programs that serve schools ranked in deciles 1-3 of the API would receive first priority for enhancement funding. Programs would be required to maintain a ratio of no less than one experienced teacher to five teacher interns at the same school site. To continue receiving enhanced intern program funding, a school district would need to demonstrate to the Commission that no high priority school will have a higher percentage of beginning teachers than the district wide average of beginning teachers at a school in that year.

Increased funding of up to a total of \$4,000 (\$1,500 above the current state contribution of \$2,500 per intern) may be awarded to a school district or county office of education that meets program requirements.

Teacher Examinations: *The California Basic Skills Test (CBEST), California Subject Examinations for Teachers (CSET), Reading Instruction Competence Assessment (RICA):*

SB 1209 proposes to allow specified scores on the Graduate Record Examination (GRE) General Test, the Scholastic Aptitude Test (SAT) Reasoning Test and the ACT Plus Writing test to satisfy the basic skills testing requirement for a preliminary credential, in lieu of a passing score on the CBEST. The bill would require the Superintendent of Public Instruction (SPI), in consultation with the Commission, to set a passing rate for the GRE, SAT and ACT by July 31, 2007.

In addition, the bill requires that by July 1, 2007, the CSET: Multiple Subjects examination be modified to assess basic writing skills. Candidates taking this modified examination would not be required to take the CBEST.

Also, SB 1209 would require the Commission to modify the CSET: English and CSET: Mathematics examinations to assess basic skills in reading, writing and mathematics by July 1, 2009. Candidates taking these modified examinations would not be required to take the CBEST. The bill would require the Commission to study and report on the feasibility of modifying all other existing CSET Single Subject examinations to include basic skills in reading, writing, and mathematics no later than July 1, 2009.

Finally, SB 1209 would require the Commission to study the feasibility of incorporating the RICA examination into the Teaching Performance Assessment and report to the Governor and Legislature by July 1, 2009.

The Teaching Performance Assessment (TPA):

SB 1209 would require that the TPA be instituted as a statewide requirement for teacher preparation programs beginning July 1, 2008. Currently, the assessment is being used voluntarily at a number of teacher preparation programs. Statewide implementation of the TPA will require that the Commission provide training and materials for all program assessors, as required in statute. In addition, the

Commission will need to develop subject-specific training, validate the TPA and oversee the administration of the assessment.

Professional clear credential requirements for multiple and single subject credentials: Fifth-year/beginning teacher induction standards

The bill recasts requirements for professional clear credential programs to focus on application of knowledge and skills previously acquired in a preliminary credential. SB 1209 proposes to delete references to “the study of” specific subjects in favor of applied knowledge and skill in the areas of health, mainstreaming, and advanced computer-based technology.

Beginning Teacher Support and Assessment: program review and program funding:

SB 1209 requires that by December 1, 2007, the SPI and the Commission report on the current status of the BTSA system. The report at a minimum is to review the articulation of teacher preparation programs and teacher induction programs to eliminate duplicative requirements and address the following:

- Revisions to laws, regulations or policies to eliminate duplicative requirements between teacher preparation and teacher induction programs, with particular attention paid to eliminating duplication between induction requirements and requirements for completion of state-approved alternative certification programs;
- Revisions to the system to ensure that teacher credential candidates achieve teaching competence and programs use best practices to transition candidates from teacher preparation programs to induction programs;

By July 1, 2008, the SPI and the Commission is to review and revise (as necessary) the *Standards of Quality and Effectiveness for Professional Teacher Induction Programs of March 2002* and ensure that these standards address the application of knowledge and skills previously acquired in a preliminary credential program and to remove any requirements or activities that require candidates to duplicate the acquisition of knowledge through coursework. The SPI and the Commission are also charged with revising the formative assessment system, as necessary.

The measure would also modify the current block grant funding by allowing for changes based on the number of program participants. In addition, SB 1209 specifies that a candidate may participate in the program for up to two years.

Requirements for the education specialist credential:

SB 1209 requires the Commission to report to the Legislature and the Governor on the current process and requirements for obtaining a specialist credential in special education and recommend modifications to enhance and expedite these procedures, by December 1, 2007.

California requirements for out of state prepared teachers:

SB 1209 proposes to streamline the options available to out-of-state prepared teachers by directing the Commission to issue a five-year preliminary credential to a teacher who meets the following requirements:

- Earned or qualified for a teaching credential in a state other than California. (Multiple subject, single subject or education specialist teaching credential.)
- Meets California requirements for fingerprint and character and identification clearance.

The measure would delete the California Basic Educational Skills Test (CBEST) requirement for out-of-state prepared teachers as a credentialing requirement, but would require the employing school districts to ensure that the teachers either passed a basic skills test in the state in which they originally earned their credential or that they pass a basic skills test administered by the employing school district.

To simplify the options for earning a professional clear teaching credential and to ensure that teachers are prepared to educate students who are English learners, SB 1209 would require the following:

For teachers with less than two years of out-of-state teaching experience --

- Complete a Commission-approved beginning teacher induction program, or for the education specialist credential, a Level II education specialist credential program.
- Earn an authorization to teach English learners.

For teachers with two or more years of out-of-state teaching experience –

- Complete 150 hours of professional development.
- Earn an authorization to teach English learners.

If an out-of-state teacher meets these requirements based on course work completed out-of-state when first applying for a credential in California, the measure directs the Commission to issue a professional clear credential instead of a preliminary credential.

Education Code section 44274.5 pertaining to teachers prepared in other countries is up-dated for technical reasons in SB 1209.

Professional growth requirements for the renewal of professional clear credentials:

Education Code sections 44277 through 44279, outlining the professional growth requirement for the renewal of professional clear teaching and service credentials, are deleted in SB 1209. Instead, professional growth would become the responsibility of the local education agency.

The measure would retain the five-year validity period of professional clear credentials and would retain the update on the background check for renewal.

Analysis of Fiscal Impact of Bill

The May Revision of the Governor's Budget set aside \$20 million to implement the provisions of SB 1209.

Analysis of Relevant Legislative Policies by the Commission

The following Legislative policies apply to this measure:

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

Organizational Positions on the Bill

Support¹¹:

Asian Pacific Islander Youth Promoting Advocacy and Leadership
California ACORN (Association of Community Organizations
for Reform Now)
California State University
Community Asset Development Re-defining Education (CADRE)
PICO California
Public Advocates

Opposition

None

Reason for Suggested Position

SB 1209 is based on many of the same educational principles that are held by the Commission: support of new teachers, strengthening professional requirements, streamlining the credentialing process and bringing new understanding to issues related to teaching, and ensuring that all students have access to well-prepared teachers. For this reason, staff is recommending a SUPPORT position on SB 1209.

¹¹ Senate Floor Analysis, May 26, 2006