
6B

Information/Action

Legislative Committee of the Whole

Analyses of Bills of Interest to the Commission

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 policymakers on key education issues.

Influence legislation regarding the preparation and certification of professional educators

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ANALYSIS OF BILLS OF INTEREST TO THE COMMISSION

Bill Number:	Assembly Bill 2802
Author:	Assembly Member Pavley
Sponsor:	Assembly Member Pavley
Subject of Bill:	Early Childhood Education Multiple Subject Teaching Credential
Date Introduced:	February 24, 2006
Date Last Amended:	May 1, 2006
Status in Leg. Process:	Assembly Appropriations Committee
Recommended Position:	Seek Amendments
Date of Analysis:	May 3, 2006
Analyst:	Marilyn Errett

Summary of Current Law

Current law defines the authorization for multiple subject teaching credentials as “the practice of assignment of teachers and students for multiple subject matter instruction, as is commonly practiced in California elementary schools and as is commonly practiced in early childhood education.”¹ Current law also establishes the minimum requirements for preliminary multiple subject credentials as well as mandating that teacher preparation programs for these credentials shall not include more than one year of professional preparation course work.² In addition to the early childhood education authorization of the multiple subject teaching credential, current law gives the Commission on Teacher Credentialing (Commission) the authority to establish a specialist credential in early childhood education.³ Additionally, current law grants the Commission the authority to “establish professional standards, assessments, and examinations

¹ Education Code section 44256 (b)

² Education Code section 44259

³ Education Code section 44265

for entry and advancement in the education profession.” And last, current law recognizes that the Commission will exercise its prerogative to determine those requirements.⁴

Summary of Current Activity by the Commission

The Commission sets standards for and issues multiple subject teaching credentials primarily for use in self-contained, elementary school settings. Included in the teacher preparation program are “developmentally appropriate practices for teaching students at varying grade levels in self-contained classrooms. Below is an excerpt from the Commission’s Teaching Performance Expectations for a candidate’s demonstration of knowledge and skill related to teaching young students:

TPE 6A: Developmentally Appropriate Practices in Grades K-3

During teaching assignments in Grades K-3, candidates for a Multiple Subject Teaching Credential understand how to create a structured day with opportunities for movement. They design academic activities that suit the attention span of young learners. Their instructional activities connect with the children’s immediate world; draw on key content from more than one subject area; and include hands-on experiences and manipulatives that help students learn. Candidates teach and model norms of social interactions (e.g., consideration, cooperation, responsibility, empathy). They understand that some children hold naïve understandings of the world around them. Candidates provide educational experiences that help students develop more realistic expectations and understandings of their environment. They know how to make special plans for students who require extra help in exercising self-control among their peers or who have exceptional needs or abilities.

Multiple subject teaching credential professional preparation programs generally consist of 30-36 semester units of instruction including field work and student teaching. In addition to professional preparation, verification of subject matter competence in liberal studies must be demonstrated by passing an examination. Currently, this examination is the California Subject Examinations for Teachers (CSET): Multiple Subjects.

As stated earlier, the Commission is authorized to issue a specialist credential in early childhood education. This type of specialist credential requires that the candidate first hold a “basic” credential such as a multiple subject credential. The authorization of the early childhood education specialist credential indicates a high level of professional knowledge, but does not specify any duties that can only be performed by the holder of the credential. Because of this, the credential is considered an option for employers to consider when hiring, but it is not required. There has been little interest on the part of institutions of higher education in sponsoring programs for the early childhood specialist credential.

Prior to the implementation of the SB 2042 teaching credential standards, the Commission had standards for and approved programs for a multiple subject teaching credential with an emphasis in early childhood education. The emphasis credential indicated special knowledge and skills in teaching children in preschool and K-3 classrooms while still authorizing the teacher to serve in

⁴ Education Code section 44225

any grade level self-contained classroom. Most emphasis programs consisted of 12 semester units that were incorporated into the multiple subject teaching credential program. Again, because the credential authorization for the emphasis credential indicated a concentration in early childhood education, but did not require an individual to hold the emphasis in order to teach in a K-3 classroom and did not differ from the authorization for a regular multiple subject credential, there were very few programs offered.

At one time, the Commission issued a credential under the Fisher Act that was restricted to service in preschool and K-3 classrooms. This credential, the standard early childhood teaching credential, was issued from 1961 to 1970. School administrators and school district human resource directors indicated that a credential with such a restricted grade level authorization was a barrier to flexibility for teacher assignments in the elementary school setting. The Commission has since allowed the holders of these restricted credentials to teach in elementary grades beyond grade three at the discretion of the school administrator and with the teacher's consent.⁵

At the university level, some undergraduate programs in liberal studies offer a concentration in child development and others offer a stand-alone child development major. Graduates often continue their education by earning a multiple subject teaching credential.

Analysis of Bill Provisions

AB 2802 as amended May 1, 2006, would add section 44265.2 to the Education Code to establish an optional early childhood education credential for kindergarten and grades 1 and 2. The measure specifies that this credential "shall be built into the multiple subject teaching credential." The optional early childhood education credential would consist of 24 semester units of early learning training to be determined by the Commission and the California Department of Education. These units would be incorporated into the existing multiple subject credential program and would not add more units to the existing program.

Analysis of Fiscal Impact of Bill

Between \$30,000 and \$60,000 depending on the author's intent regarding the placement of the 24 semester unit requirement. Please see the suggested amendment.

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.

⁵ California Code of Regulations, Title 5 section 80020(c)

Organizational Positions on the Bill

Support:

None

Opposition:

None on this version of the bill

Reason for Suggested Amendments

According to the author, the purpose of the early childhood education credential is to provide teachers with the option of selecting a specialization in early childhood education for kindergarten and grades 1 and 2 to improve the quality of instruction for young children. The author states that, “the skills necessary to successfully teach young pupils differs greatly from the skills necessary to teach middle school pupils. The benefits include improved pupil performance and making teachers more marketable in an area of teaching they enjoy.”

Included in the Commission’s agenda for this meeting (May 31 – June 1, 2006), is an information item on Proposition 82, the Preschool for All Initiative. The initiative includes a section that would increase the requirements for teachers who provide instruction in Preschool for All programs. The Superintendent of Public Instruction would be required to develop an early learning credential that would be based on a baccalaureate degree and a specialized early learning teacher preparation program. The Superintendent would submit this credential to the Commission for its consideration and final approval. The new credential would become a requirement in 2016. Holders of multiple subject credentials earned prior to 2010 who have 24 semester units of early childhood education course work would also be authorized to teach in Preschool for All classes. AB 2802 appears to coordinate with Proposition 82 by providing a route for multiple subject credential holders to complete 24 semester units of early childhood education course work as part of their teacher preparation program.

As stated earlier in this analysis, the Commission previously issued a multiple subject teaching credential with an emphasis in early childhood education based on approximately 12 units of emphasis course work. While there were few programs, the programs that existed were successful. Commission staff discussed the difference between the prior emphasis programs and the one proposed in AB 2802. Staff expressed the concern that trying to incorporate 24 semester units into a 30-36 semester unit program while maintaining the integrity of the full grade-span authorization would pose a problem. Members of the Commission’s Governmental Relations staff forwarded this concern to Assembly Member Pavley’s staff. Assembly Member Pavley’s office is very open to discussions on this issue.

Commission staff would like to recommend the following amendment to AB 2802 based on their concern regarding the issues outlined above:

For the optional early childhood education emphasis multiple subject teaching credential:

- 12 semester units of undergraduate course work in early childhood education in a range of topics to be determined by the Commission. These units would serve as a prerequisite requirement for the emphasis credential program.

AND

- 12 semester units of early childhood education emphasis pedagogy, based on standards developed and approved by the Commission, and incorporated into the multiple subject teaching credential program.

The resulting credential would include the current multiple subject authorization with a statement that the individual had completed an emphasis program in early childhood education for students in grades kindergarten through grade two.

Staff recommends a **Seek Amendments** position on AB 2802.

ANALYSIS OF BILLS OF INTEREST TO THE COMMISSION

Bill Number:	Senate Bill 1433
Author:	Senator Torlakson
Sponsor:	Superintendent of Public Instruction
Subject of Bill:	California Teacher Leadership Program
Date Introduced:	February 22, 2006
Date Amended:	May 2, 2006
Status in Leg. Process:	Assembly Appropriations Committee
Recommended Position:	Support
Date of Analysis:	May 4, 2006
Analyst:	Anne L. Padilla

Summary of Current Law

Education Code sections 41500-41570 [AB 825 (Firebaugh/Alpert), 2004] establish the Categorical Education Block Grant which consolidated numerous individual education categorical programs into six block grants. Two of those block grants pertain to teacher preparation and professional development: the Teacher Credentialing Block Grant and the Professional Development Block Grant.

The Teacher Credentialing Block Grant includes only one program, the Beginning Teacher Support and Assessment (BTSA) program, jointly administered by the Commission and the Superintendent of Public Instruction through the California Department of Education (CDE).

The Professional Development Block Grant is administered by the Superintendent of Public Instruction (SPI). The Professional Development Block Grant includes the following programs: Staff development, Teaching as a Priority, and Intersegmental programs as specified in the annual Budget Act.

Summary of Current Activity by the Commission

The Beginning Teacher Support and Assessment Program provides formative assessment and individualized support based on assessment information for beginning teachers. BTSA was created in 1997 by AB 1266 (Mazzoni) as a result of research derived from the California New Teacher Project (CNTP). A central finding of this research identified the need to provide beginning teachers with focused induction support. To be useful, this support must be provided at a sufficient level of intensity to make a difference in the performance, retention, and satisfaction of beginning teachers. The Mazzoni legislation establishing BTSA encourages collaboration by local school districts, county offices of education, colleges and universities in the organization and delivery of new teacher induction.

BTSA programs vary in organizational design and include individual districts, districts in collaboration with one another and with colleges and universities, and large consortia in which districts, colleges, universities, and county offices of education work together. BTSA programs use a variety of methods to provide targeted support, based on performance data, to beginning teachers. These programs use The California Formative Assessment and Support System for Teachers (CFASST) or an approved local assessment system, training experienced teachers in the relevance and methods for working with beginning teachers in a way that fully integrates support and formative assessment of teaching practice. These support providers assist beginning teachers in collecting and interpreting evidence of teaching performance, in reflecting on their teaching, and in identifying meaningful professional development activities that are targeted to their individual needs.⁶

Analysis of Bill Provisions

SB 1433 would establish the California Teacher Leadership Pilot Program administered by the Superintendent of Public Instruction. This program would fund the training of experienced teachers to become instructional coaches in an effort to support local schoolwide improvement programs by building capacity for professional development in schools that are ranked in deciles 1 to 3 of the Academic Performance Index. Participating local educational agencies (LEAs) would be required to apply to the State Board of Education (SBE) for initial program funding based on an application approved by their governing board that includes specific assurances regarding instructional coach training, technical assistance, funds for teacher leadership services and teacher leadership services. For each of the next two years after initial approval, the bill identifies the process for further funding based on LEA certification that specified training, support and funding has been provided.

The bill also requires a professional development provider contracting with program LEAs to provide each experienced teacher with instructional coach training using the state-approved curriculum, and professional development support, as specified.

Subject to an appropriation in the state budget, the bill makes available a total of \$10 million to train 4,000 teachers over three years. The measure limits the amount of funding through this program to \$2,500 per experienced teacher.

⁶ “BTSA Basics,” CCTC Website, http://www.btsa.ca.gov/BTSA_basics.html

SB 1433 also requires the California Department of Education to submit reports by January 1, 2008 and January 1, 2009. This measure sunsets on January 1, 2010.

Analysis of Fiscal Impact of Bill

This bill has no fiscal impact on the Commission.

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

Support:
Superintendent of Public Instruction. (Sponsor)

Opposition:
None

Reason for Suggested Position

According to the bill's sponsor, there is a growing need for teachers to serve as instructional coaches who can "guide" fellow teachers and support efforts to improve instructional capacity in local schools. Veteran teachers who may be called upon to function in this capacity may lack training that would enable them to effectively work with adults or coach peers. The goal of the program is to establish a cadre of instructional coaches by training 4,000 teachers each year for a three-year period. Districts would be able to use the teacher leaders for whatever purpose they deem necessary, such as helping to implement a new curriculum. According to the author, this bill would also help address the lack of career advancement opportunities for experienced teachers.⁷

For these reasons, staff recommends a **Support** position on SB 1433.

⁷ Senate Education Committee Analysis of SB 1433, April 5, 2005.