
5B

Action

Legislative Committee

Analyses of Bills

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

Recommended Action: Staff will recommend a position in each bill analysis submitted for the Commission's consideration.

Presenters: Mary Armstrong, Marilyn Errett, Administrator, and Anne Padilla, Consultant, 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

LEGISLATIVE GUIDELINES OF THE CALIFORNIA COMMISSION ON TEACHER CREDENTIALING

Adopted February 3, 1995

1. The Commission supports legislation that 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.
2. The Commission supports legislation that proposes to maintain or establish high standards of fitness and conduct for public school educators in California and opposes legislation that would lower standards of fitness or conduct for public school educators.
3. The Commission supports legislation that reaffirms that teachers and other educators have appropriate qualifications and experience for their positions, as evidenced by holding appropriate credentials, and opposes legislation that would allow unprepared persons to serve in the public schools.
4. The Commission supports the maintenance of a thoughtful, cohesive approach to the preparation of credential candidates and opposes legislation that would tend to fragment or undermine the cohesiveness of the preparation of credential candidates.
5. The Commission supports legislation that strengthens or reaffirms initiatives and reforms that it previously has adopted and opposes legislation that would undermine initiatives or reforms that 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.
7. The Commission opposes legislation that would give it significant additional duties and responsibilities if the legislation does not include an appropriate source of funding to support those additional duties and responsibilities.
8. The Commission supports legislation that affirms its role as an autonomous teacher standards board and opposes legislation that would erode the independence or authority of the Commission.

Possible Bill Positions for Commission Consideration

The Commission may adopt a position on each bill considered for action. The following chart describes the bill positions. The Commission may choose to change a position on a bill at any subsequent meeting.

Sponsor: Legislative concepts are adopted by the Commission and staff is directed to find an author for the bill and to aid the author's staff by providing background information and seeking support for the bill.

Support: The Commission votes to support a bill and directs staff to write letters of support to Legislative Committee members and to testify in support of the bill at Legislative Committee hearings. The Commission's support position will be recorded in the Legislative Committee's bill analysis. If the bill is successful in the Legislature, staff writes letters of support to the Governor.

Support if Amended: The Commission expresses support for the overall concept of a bill, but objects to one or more sections. The Commission votes to direct staff to contact the author with suggested amendments. If the bill is amended to reflect the Commission's recommendations, the Commission's position automatically becomes "Support."

Seek Amendments: The Commission expresses concern over one or more sections of the bill and votes to direct staff to contact the author with suggested amendments. If the bill is amended to reflect the Commission's recommendations, staff will inform the Commission at a subsequent meeting and ask if the Commission would like to adopt a new position.

Watch: The Commission expresses interest in the content of the bill but votes to direct staff to "watch" the bill for future amendments or for further movement through the Legislative process. Early in the Legislative session, the Commission may wish to adopt a "watch" position on bills that are not yet fully formed.

Oppose Unless Amended: The Commission objects strenuously to one or more sections of the bill and votes to direct staff to contact the author with suggested amendments. If the bill is not amended to reflect the Commission's recommendations, the Commission may vote to adopt an "Oppose" position at a subsequent meeting. If the bill is amended to reflect the Commission's recommendations, staff will inform the Commission at a subsequent meeting and ask if the Commission would like to adopt a new position.

Oppose: The Commission expresses opposition to the overall concept of a bill and votes to direct staff to write letters of opposition to Legislative Committee members and to testify in opposition to the bill at Legislative Committee hearings. The Commission's "oppose" position will be recorded in the Legislative Committee bill analysis. If the bill is successful in the Legislature, staff writes letters of opposition to the Governor.

No Position: The Commission may choose to delay taking a position on a bill and may vote to direct staff to bring the bill forward at a subsequent meeting. The Commission may also choose to direct staff not to bring the bill forward for further consideration.

BILL ANALYSIS

Bill Number:	Senate Bill 363
Author:	Senator Joseph Simitian
Sponsor:	Author
Subject of Bill:	Teacher Credentialing: Identification Number
Date Introduced:	February 20, 2007
Status in Leg. Process:	Senate Education Committee
Recommended Position:	Support
Date of Analysis:	April 3, 2007
Analyst:	Mary Armstrong and Anne Padilla

Analysis of Bill Provisions

SB 363 would amend current law requiring the Commission to establish a nonpersonally identifiable identification number for each teacher to do the following:

- Changes the reference from “teacher” to “educator” recognizing that the Commission certifies other education professionals such as administrators and counselors
- Specifies to which entities the Commission may disclose the nonpersonally identifiable educator identification number.

Summary of Current Law

Legislation enacted last session [SB 1614 (Simitian), Chap. 840, Stats. 2006] established the California Longitudinal Teacher Integrated Data System (CalTIDES). The purpose of CalTIDES is to serve as the central state repository of information on the teacher workforce to inform policy, identify trends, and establish future teacher workforce needs. CalTIDES will enable the analysis of workforce trends, including mobility, retention, attrition, evaluation of teacher preparation and professional development programs and monitoring of teacher assignments, by consolidating data that is already collected through a variety of state and local data systems. The bill required the Commission to establish a nonpersonally identifiable teacher identification number for each person authorized to teach in California. SB 1614 also detailed the data types

and technical requirements of the system. These elements were further delineated in the March 31, 2006, Feasibility Study Report (FSR) issued under the direction of the California Department of Education (CDE) with the cooperation of the Commission and other interested parties.

Commission Activity

The Commission is an active participant in the creation of the CalTIDES system. Commission staff has worked with their colleagues in the CDE, the Legislature, the Administration and with numerous stakeholder groups to develop an integrated educator data base system that would allow better analysis of workforce trends, program quality and educator assignment for both the policy arena and the state budget. Presently, the Commission has 2.5 dedicated positions to the CalTIDES project.

When SB 1614 was considered last year, Commission staff notified the author's office that the bill needed clarifying language with respect to the Commission's use of the nonpersonally identifiable teacher identification number. Specifically, staff wanted to ensure that the nonpersonally identifiable teacher identification number was sufficiently safeguarded while at the same time allowing the Commission to continue to allow for the transmission of information to school districts, county office of educations or institutions of higher education as provided in Education Code §44230(b). Education Code §44230(b) currently provides that "in order to expedite the application process for the benefit of applicants for credentials, certificates, permits, or other documents issued by the commission, the commission may receive from, or transmit to, the agency that submitted the application, either electronically or by printed copy, the information set forth in that application." It was too late in the legislative process to make the necessary changes to SB 1614; however, it was suggested that the clarifying language be made part of "clean-up" language for this legislative session. Commission staff met with the author's staff as well as representatives from Ed Voice, Public Advocates and the Legislative Analyst's office to craft language that would meet the Commission's needs. SB 363 provides a specific technical reference to safeguard educator information while at the same time allowing use of that information to authorized entities.

Fiscal Impact

This bill would have no fiscal impact on the Commission.

Relevant Commission Legislative Policies

Policy 1: The Commission supports legislation that 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.

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

Organizational Positions

No organizations have registered their position on this bill to date.

Reason for Suggested Position

As stated above, SB 363 is necessary clean-up legislation at the request of Commission staff which provides clarifying language with respect to the Commission responsibilities and use of the nonpersonally identifiable teacher identification number. It would provide a specific technical reference to safeguard educator information while at the same time allowing use of that information to authorized entities, thus furthering the goals of the CalTIDES integrated teacher information data base.

For this reason, staff is recommending a **Support** position on SB 363.

BILL ANALYSIS

Bill Number:	Senate Bill 961
Author:	Senator Jack Scott
Sponsor:	Association of California School Administrators (ACSA)
Subject of Bill:	Leadership Coaching for California Administrators
Date Introduced:	February 23, 2007
Status in Leg. Process:	Introduced
Recommended Position:	Support
Date of Analysis:	March 30, 2007
Analyst:	Rod Santiago

Analysis of Bill Provisions

SB 961 would establish the Leadership Coaching Program for Public School Administrators. The program would be administered by the SPI who would be required to award incentive funding to provide leadership coaching to various groups of educators in the order of priority specified in the bill, namely;

- 1) first or second-year principals of identified program improvement schools who are currently enrolled in administrator training pursuant to Education Code Section 44510 (AB 75 training)
- 2) principals with more than two years of administrative experience currently assigned to identified program improvement schools who are currently enrolled in or who have completed administrator training pursuant to Education Code Section 44510 (AB 75 training)
- 3) first or second-year principals not assigned to program improvement schools who are not enrolled in administrator training pursuant to Education Code Section 44510 (AB 75 training)
- 4) two district administrators of each local education agency who directly support and work with schoolsite principals serving in LEAs participating in the leadership coaching program pursuant to this measure.

In order to receive incentive funding, SB 961 would require an LEA to submit a program proposal to the SPI, on a timeline determined by the SPI, containing both an expenditure plan detailing how funds would be used to meet the goals of the program and information regarding the principals to be coached for purposes of determining where the program fits on the list of priorities established in the bill.

The bill would require leadership coaching providers to offer a research-based, rigorous, well-structured coaching training and certification program including specified components and build and maintain a network of certified coaches designed to maintain and deepen coaching skills and provide certified coaches with up-to-date training and information on educational issues and coaching research.

SB 961 would appropriate funds for purposes of this program at \$5000 per year for each participating principal included in the LEA program proposal with a \$1000 LEA match required. These funds would be allocated for two years to LEAs for each participating principal. Principals participating in this program would be allowed to choose leadership coaching in place of the additional 80 hours of intensive individualized support and professional development required in the AB 75 training.

SB 961 states that the “granting of the professional clear administrative services credential shall not be affected by the principal’s choice to participate in the additional 80 hours of individualized support and professional development administered by the principal’s local education agency or by the principal’s participation in leadership coaching through a provider designated by the principal’s employing local education agency.”

Summary of Current Law

Article 4.6 of the Education Code, commencing with Section 44510 and ending with Section 44517, establishes the Administrator Training Program, sometimes referred to as AB 75 Training. The Superintendent of Public Instruction (SPI) is required to administer the program with the approval of the State Board of Education (SBE). This program provides incentive funding to approved local education agencies, \$3000 per schoolsite administrator with a \$1000 match from the participating local education agency, for the purpose of providing specified instruction and training to school administrators.

This training consists of 80 hours of intensive individualized support and professional development in areas specified. An additional 80 hours of intensive individualized support and professional development may be completed over a two-year period once the initial 80 hours of training commences. This training may include professional development leadership activities, including: coaching, mentoring, assistance, and intensive support customized to meet the individual needs of school administrators, or activities that assist school administrators to analyze sub-group achievement data and focus support on those subgroups whose academic achievement is not meeting state and local goals.

The law allows the Commission on Teacher Credentialing to approve any of these programs for purposes of meeting a portion or all of the requirements to fulfill the standards for a professional clear administrative services credential.

Commission Current Activity

In December 2002 the Commission adopted a new structure for the Administrative Services Professional Credential. As a result, the Commission began accepting completion of an SBE-approved AB 75 Principal Training Program in lieu of completion of an administrative services program offered at a college or university. According to the California Department of Education's website there are currently 342 SBE-approved local education agencies in the state providing this training.

Fiscal Impact

This measure does not impact the Commission's responsibilities, but rather affects a program route already established for the Clear Administrative Services Credential. Therefore, SB 961 would have no fiscal impact on the agency.

Relevant Commission Legislative Policies

Policy 1: The Commission supports legislation that 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.

Policy 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

The Association of California School Administrators is the sponsor of this measure.

Reason for Suggested Position

In 2001 the Commission supported AB 75 and then in 2006 supported AB 430. AB 75 established the administrator training program and AB 430 supported and strengthened it. The site-based, contextualized training that SB 961 would establish would further strengthen the Administrator Training Program.

For this reason, staff is recommending a **Support** position on SB 961.

BILL ANALYSES

AB 589 (Levine), AB 618 (Karnette), SB 736 (Correa)

The following three bills are grouped together to provide consistency for readers. Each year, there are several bills introduced in the Legislature that would require the California Department of Education to add specific content to the state Curriculum Frameworks and Academic Content Standards and the State Board of Education to adopt the changes. Many of these bills would also require the Commission to examine Educator Preparation Program Standards and to revise them by adding specific content.

The following three bill analyses are similar in the sense that the bills analyzed would add specified content to the Commission's Educator Preparation Program Standards or affect credential terminology. Staff has recommended a "watch" position on all three bills because of the technical nature of the content.

Bill Number:	Assembly Bill 589
Author:	Assembly Member Lloyd Levine
Sponsor:	California Women's Law Center Break the Cycle Peace Over Violence
Subject of Bill:	Teen Dating Violence
Date Introduced:	February 21, 2007
Status in Leg. Process:	Assembly Education Committee
Recommended Position:	Watch
Date of Analysis:	March 22, 2007
Analyst:	Anne L. Padilla

Analysis of Bill Provisions

AB 589 would establish the Statewide Task Force on Teen Dating and Sexual Violence. The task force would be required to develop a culturally competent model policy and protocol for school response to teen dating and sexual violence. By July 1, 2009, the Task Force would be required to prepare and submit reports of its findings and recommendations to the California Department of Education (CDE), the Attorney General's office and domestic, dating, and sexual violence organizations in the state.

By August 31, 2010, a school district, in collaboration with local organizations that work in the areas of domestic violence, teen dating violence and sexual violence, would be required to establish and implement a policy and protocol for responding to teen dating violence and sexual violence in middle and high schools. School districts would be required to have personnel who are specially trained on teen dating violence and sexual violence and the district's policy and protocol. A fine of \$2,000 per month would be imposed on a school district that the CDE finds is not in compliance with those provisions.

The Commission would be required to work in collaboration with state advocates who work in the areas of domestic violence, teen dating violence, and sexual violence, to establish a teacher credential requirement concerning those areas, as specified.

Summary of Current Law

Education Code section 32280 declares the intent of the Legislature that all California public schools; kindergarten through grade 12, develop a comprehensive school safety plan. School districts and county offices of education are responsible for the overall development of school safety plans for their schools. Education Code section 32282 sets out the requirements for a school safety plan including an assessment of the current status of crimes committed on school campuses and at school-related functions and identification of appropriate strategies and programs to provide or maintain a high level of school safety and address the school's procedures for complying with existing laws related to school safety.

Commission Activity

Pursuant to legislation enacted in the early 1990's (Chap. 526, Stats. 1990 and Chap. 743, Stats. 1993), the Commission conducted an in-depth study of the effects of school violence on students and school effectiveness and on the preparation of teachers to address this behavior. After 18 months of research and analysis, the Commission's Advisory Panel on School Violence produced a report entitled *Creating Caring Relationships to Foster Academic Excellence, Recommendations for Reducing Violence in California Schools*.¹

¹ <http://www.ctc.ca.gov/reports/School-Violence-ES.pdf>

Recommendations from the report were incorporated into the Commission's professional standards for educator preparation. At that time, California was the first and only state to require school safety training in preparation programs for teachers and other educators. The report did not address teen dating violence.

Fiscal Impact

In addition to substantial costs to local districts and the CDE, the Commission would incur costs related to:

- Working with state advocates to establish a teacher credential requirement to address domestic violence, teen dating violence and sexual violence
- Revising teacher preparation program standards to address the new teacher credential requirement
- Notifying the field of the need to revise programs to address the new teacher preparation requirement relating to domestic violence, teen dating violence and sexual violence
- Reviewing program documents and seeking Commission approval of revised programs

Relevant Commission Legislative Policies

Policy 1: The Commission supports legislation that 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

No organizations have registered their position on this bill to date.

Reason for Suggested Position

AB 589 would require the CDE to incorporate curriculum on teen dating violence and sexual violence into the health curriculum framework at its next revision. (The State Board of Education reviews and adopts new standards and frameworks.) The bill also requires the Commission to work in collaboration with state advocates who work in the areas of domestic violence, teen dating violence, and sexual violence to establish a teacher credential requirement concerning those areas, as specified.

The Commission reviews and revises standards as a matter of course following the State Board's adoption of new standards and frameworks. Absent this bill requiring this revision, the Commission would review and revise the standards when the State Board adopts new standards and frameworks.

Additionally, as introduced this bill contains substantial new duties for local education agencies to address domestic violence, teen dating violence and sexual violence within the context of the school environment, thus meeting the criteria for a state-mandated local program. The author's office has indicated that they will be amending the bill to narrow the scope and reduce the overall cost with particular focus on those sections that impact districts and counties.

For these reasons, staff is recommending a **Watch** position on AB 589.

Bill Number:	Assembly Bill 618
Author:	Assembly Member Betty Karnette
Sponsor:	Author
Subject of Bill:	World Languages
Date Introduced:	February 21, 2007
Status in Leg. Process:	Assembly Education Committee
Recommended Position:	Watch
Date of Analysis:	March 22, 2007
Analyst:	Anne L. Padilla

Analysis of Bill Provisions

AB 618 would recast the reference in current law of "foreign language" to "world language" and state that for purposes of this reference, "world language" includes foreign language and American Sign Language. This new law would change references to single subject authorizations and programs now designated "foreign language" to "world language."

In addition, AB 618 would require school districts to offer instruction of world languages to students by the first grade and institute a new high school graduation requirement of one course in visual or performing arts, and one course in world language.

Summary of Current Law

Various sections of the Education Code make reference to foreign language instruction and authorizations, including section 44256 which defines single subject instruction and section 44257 which defines single subject teaching credentials.

Education Code section 51212 expresses the intent of the Legislature to encourage the establishment of programs in foreign language instruction with education beginning as early as feasible for each school district.

Education Code section 51225.3 outlines requirements for high school graduation to include, among other requirements, one course in visual or performing arts, or foreign language.

Commission Activity

The Commission currently issues single subject authorizations and approves teacher preparation programs and/or subject matter examinations in the following foreign languages: American Sign Language, Filipino, French, Spanish, German, Japanese, Korean, Mandarin, Punjabi, Russian, Vietnamese, Latin, and Italian. Six other language exams are under development: Hmong, Cantonese, Armenian, Khmer, Arabic and Farsi.

Fiscal Impact

Minor, absorbable costs to the Commission to update references of “foreign language” (or “Languages Other than English”) to “world language” in official documents.

Substantial, state-mandated local costs to school districts to offer instruction in world languages by first grade and to accommodate an additional high school graduation requirement in world language for all students.

Relevant Commission Legislative Policies

Policy 1: The Commission supports legislation that 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

No organizations have registered their position on this bill to date.

Reason for Suggested Position

The effect of this bill on the Commission’s operations is technical in nature.

For this reason, staff is recommending a **Watch** position on AB 618.

Bill Number:	Senate Bill 736
Author:	Senator Lou Correa
Sponsor:	Author
Subject of Bill:	Gifted and Talented Pupils
Date Introduced:	February 23, 2007
Status in Leg. Process:	Introduced
Recommended Position:	Watch
Date of Analysis:	March 28, 2007
Analyst:	Rod Santiago

Analysis of Bill Provisions

As it relates to the work of CTC, SB 736 would require CTC to review its criteria for the approval of teacher and administrator preparation programs to include training on the identification and appropriate instruction of gifted and talented pupils.

Summary of Current Law

Education Code §44225 requires the Commission on Teacher Credentialing (CTC) to establish professional standards, assessments and examinations for entry and advancement in the education profession and to award credentials to applicants whose preparation and competence satisfy all CTC's standards.

Education Code §44227 allows the CTC to approve any institution of higher education to recommend to the CTC the issuance of credentials to persons who have successfully completed a teacher education program of the institution if the program meets the standards approved by the commission. This section also allows institutions of higher education to electronically submit credential applications to the commission.

Commission Current Activity

CTC adopted teacher preparation program standards in September 2001, induction programs standards in March 2002 and administrator preparation program standards in 2003. The teacher

preparation program standards require programs to ensure that “each candidate develops the basic knowledge, skills and strategies for teaching special populations including students with disabilities, students on behavior plans, and gifted and talented students in the general education classroom”. Specifically, the teacher preparation programs are required to ensure that through “planned prerequisite and/or professional preparation, each candidate is provided with a basic level of knowledge and skills in assessing the learning and language abilities of special population students in order to identify students for referral to special education programs and gifted and talented education programs.

Similarly, the induction program standards require programs to ensure that “each participating teacher builds on the knowledge, skills and strategies acquired during preliminary preparation for teaching students with disabilities, students in the general education classroom who are at-risk, and students who are gifted and talented.” As well as requiring programs to ensure that each of the following are true:

“Each participating teacher knows the statutory and/or local provisions relating to the education of students who are gifted and talented.”

“Each participating teacher demonstrates the ability to establish cooperative and collaborative relationships with community and school professionals significant to the education of students with disabilities and with students’ care givers, as well as with community and school professionals significant to the education of students who are gifted and talented.”

“Each participating teacher demonstrates knowledge of strategies to ensure that students with disabilities, as well as gifted and talented students, are integrated into the social fabric of the classroom.”

“Each participating teacher demonstrates recognition and assessment of the strengths of students with disabilities and of students who are gifted and talented, as well as their social and academic needs, and how to plan instructional and/or social activities to further develop these strengths.”

The *Standards for Quality and Effectiveness for Administrative Services Credentials* were adopted by CTC in November 2003. Although the language of the standards does not explicitly state “gifted and talented”, programs are required to develop each candidate’s capacity to recognize specific learning needs of students and to develop policy and practices at the school site to ascertain student needs and place students in appropriate learning contexts; collaborate with teachers in developing instructional practices that guarantee full access to the curriculum; and identify and provide resources for all students to have full access to the curriculum and opportunities to engage in extracurricular and co-curricular activities.

Programs are also required to prepare “candidates to effectively lead a school site by increasing the knowledge of the diverse constituencies that comprise the extended school community with respect to background experiences, languages, skills and abilities of student populations, including accommodations for students with special needs.”

The standards also require programs to provide “an opportunity for the candidate to study and apply their knowledge of diverse learning styles and differentiated instruction strategies that address the needs of all learners and staff.”

Fiscal Impact

Minor, absorbable costs.

Relevant Commission Legislative Policies

Policy 1: The Commission supports legislation that 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

No organizations have registered their position on this bill to date.

Reason for Suggested Position

The Commission reviews its standards as necessary. The provisions of SB 736 can be included as a part of a Commission preparation program standards review. Leaders in the Legislature have indicated that streamlining the credentialing process is desirable. Adding content to the current credential programs could be seen as counter to streamlining. However, if it is the will of the Legislature and the Governor, the workload involved appears to be of minimal impact and within the scope of the Commission’s current duties.

For this reason, staff recommends a **Watch** position on SB 736.