
2G

Information/Action

Educator Preparation Committee

Accreditation: Draft Induction Program Standards and Preconditions and Employment Based Considerations

Executive Summary: This agenda item brings revised draft Induction Preconditions, Program Standards, and a Transition Plan for the Commission's consideration, possible revision, and adoption. The item also presents employment based issues for the Commission's discussion and determination of next steps.

Policy Questions: Do the draft standards and preconditions meet the Commission's expectations for induction programs? Does the Commission have guidance around employment based concerns?

Recommended Action: That the Commission discuss the Induction Program Standards and Preconditions and if they meet the Commission's expectations, adopt the Program Standards and Preconditions.

Presenters: Karen Sacramento, Consultant, and Teri Clark, Director, Professional Services Division

Strategic Plan Goal

II. Program Quality and Accountability

- a) Develop and maintain rigorous, meaningful, and relevant standards that drive program quality and effectiveness for the preparation of the education workforce and are responsive to the needs of California's diverse student population.

December 2015

Accreditation: Draft Induction Program Standards and Preconditions and Employment Based Considerations

Introduction

This agenda item is in parts. Part one brings draft Induction Program Standards and Preconditions for the Commission's consideration and possible action. The Commission may review, revise and/or adopt the draft Standards and Preconditions. Part two provides information about Induction employment based concerns that are ancillary to the preconditions and standards, but part of the context in which Induction occurs. Work described in this agenda item derives from the Commission's ongoing efforts to strengthen and streamline the Accreditation System, including Induction, as well as the directive in the Governor's 2015-16 budget that required the Commission to develop a report on Induction. An update including the draft Standards and Preconditions and employment based considerations was provided at the June 2015 Commission meeting (<http://www.ctc.ca.gov/commission/agendas/2015-06/2015-06-5F.pdf>) and additional discussion on specific topics related to induction was held at the August 2015 Commission meeting (<http://www.ctc.ca.gov/commission/agendas/2015-08/2015-08-3E.pdf>).

Background

The Induction Task Group (Appendix A) was charged to work with staff to review and revise the General Education Induction and Clear Credential Program Standards and the regulations governing Induction, and to make recommendations to the Commission for consideration and possible action. The current work to strengthen and streamline the Accreditation System includes a reoriented focus on candidate outcomes (i.e. program outputs) balanced with program inputs into the system. The Induction and the Clear Credential program standards further focused on the Induction experience to promote new teacher professional growth and development as specified in the *California Standards for the Teaching Profession* as the key intended outcome of Induction.

Since Induction is job embedded the issues around preconditions, standards and work based factors are inextricably intertwined. Since the adoption of the current Induction Standards in 2008, the landscape and the conditions surrounding the development and implementation of Induction programs around the state have changed significantly. Previously Induction had been a categorical, state-funded program based on a per participant funding model. Under the Local Control Funding Formula school district sponsors of Induction programs still receive considerable funding that can be used for Induction or other district priorities. Of note, the Governor and Legislature allocated \$490 million in the 2015-16 State Budget that is clearly earmarked to support professional learning. The ongoing questions posed for the Commission's consideration address how Induction could be uniformly maintained and supported in this new fiscal landscape.

The Commission sought input from stakeholders on the questions posed in the Governor's budget directive and submitted a report to the Legislature on September 1, 2015

(<http://www.ctc.ca.gov/reports/new-teacher-induction-2015.pdf>). The input provided by stakeholders indicated that, in general, Induction implementation around the state is inconsistent and in flux, with some districts providing Induction and supporting the cost in full or in part for teachers, other districts providing Induction but not financial support for participating teachers, and some districts choosing to not provide Induction, or providing it only in part to some but not all eligible beginning teachers. It is within this context that the work of revising Induction program standards took place as part of the Commission's ongoing efforts to strengthen and streamline the accreditation system.

One of the six Task Groups appointed within the Accreditation Strengthening and Streamlining Project worked specifically in the area of Induction. The Task Group revision work on Induction preconditions and standards commenced with the Commission directive that the accreditation system should reduce the emphasis on program inputs and increase the focus on program outcomes—what candidates know and are able to do at the completion of the preparation program.

This Induction Task Group initially developed and presented to the Commission a set of draft revised Induction program standards at the June 2015 meeting (<http://www.ctc.ca.gov/commission/agendas/2015-06/2015-06-5F.pdf>). The Commission directed staff and the Task Group to continue work on revising these standards. This work was done within the context of LCFF and with attention to the need to balance the limit of the Commission's authority to require actions on the part of employers that could be potentially construed as an unfunded mandate, and the concomitant desire to prescribe and support a robust Induction experience for all eligible beginning teachers.

Draft Preconditions for Induction Programs

Preconditions are the prerequisite requirements that must be met in order for an accrediting association or licensing agency to consider accrediting a program sponsor or approving its programs or schools. Preconditions may include “yes” or “no” issues and/or requirements that can be agreed upon as either being in place or not rather than issues of program quality.

The Task Group views this set of Preconditions as foundational to allowing an LEA or IHE to offer an Induction program. The Task Group recommends the following Preconditions to the Commission for potential adoption.

Proposed Preconditions for General Education Induction Programs

1. Each Induction program must be designed to provide a two-year, individualized, job-embedded system of mentoring, support and professional learning that begins in the teacher's first year of teaching.
2. The Induction program must identify and assign a mentor to each participating teacher within the first 30 days of the participant's enrollment in the program, matching the mentor and participating teacher according to grade level and/or subject area, as appropriate to the participant's employment.
3. Each Induction program must assure that each participating teacher receives an average of not less than one hour per week of individualized support/mentoring coordinated and/or provided by the mentor.
4. Goals for each participating teacher must be developed within the context of the Individual Learning Plan (ILP) within the first 60 days of the teacher's enrollment in the program.
5. The Individual Learning Plan must be designed and implemented solely for the professional growth and development of the participating teacher and not for evaluation for employment purposes.
6. An Induction program sponsor must make available and must advise participants of an Early Completion option for "experienced and exceptional" candidates who meet the program's established criteria.

In the revised accreditation system's seven year cycle, all institutions sponsoring an Induction program would submit a response to the Preconditions in years one and four and host an accreditation site visit in year six. Each program is required to meet the Preconditions as a condition of sponsoring a Commission-approved General Education Induction Program.

Draft Induction Program Standards

The Task Group discussed how to ensure that Induction is job-embedded support and mentoring provided by experienced teachers. The Task Group reframed the standards to primarily focus on mentor based guidance and counsel which allow for both deep reflection on developing teaching practice and the immediate support that is necessary for a new teacher. The group reviewed the current program standards, the Commission's directive to focus more on outcomes, Induction in other states, experiences with Induction in California, and the expertise of the Task Group members as the following standards were developed. Throughout the past few months, staff has participated in regional Induction meetings across the state where the draft preconditions and standards have been shared with Commission-approved Induction programs. At these meetings, the feedback and discussions from induction program directors have been uniformly positive, supportive and enthusiastic about moving toward the draft standards.

Induction Program Design for Mentoring Clear Teaching Credential Candidates

Standard 1: Program Purpose

Each Induction program must support candidate development and growth in the profession by designing and implementing a robust mentoring system, as described in the following standards, that helps each candidate work to meet the *California Standards for the Teaching Profession*.

Standard 2: Components of the Mentoring Design

The Induction program's mentoring design must be based on a sound rationale informed by theory and research, and must provide multiple opportunities for candidates to demonstrate growth in the *California Standards for the Teaching Profession*. The mentoring approach implemented by the program must include the development of an Individualized Learning Plan (ILP) for candidates based on needs determined by the teacher, site administrator, and program provider. The ILP must address identified candidate competencies that support the recommendation for the credential. Mentoring support for candidates must include both "just in time" and longer term analysis of teaching practice to help candidates develop enduring professional skills. The program's design features both individually and as a whole must serve to strengthen the candidate's professional practice and contribute to the candidate's future retention in the profession.

Standard 3: Designing and Implementing Individual Learning Plans within the Mentoring System

The Individualized Learning Plan (ILP) must address the *California Standards for the Teaching Profession* and provide the road map for candidates' Induction work during their time in the program along with guidance for the mentor in providing support. The ILP must be collaboratively developed at the beginning of Induction by the candidate and the mentor, with input from the employer regarding the candidate's job assignment, and guidance from the program staff. The ILP must include candidate professional growth goals, a description of how the candidate will work to meet those goals, defined and measurable outcomes for the candidate, and planned opportunities to reflect on progress and modify the ILP as needed. The candidate's specific teaching assignment should provide the appropriate context for the development of the overall ILP; however, the candidate and the mentor may add additional goals based on the candidate's professional interests such as, for example, advanced certifications, additional content area literacy, and early childhood education. Within the ILP, professional learning and support opportunities must be identified for each candidate to practice and refine effective teaching practices for all students through focused cycles of inquiry.

The program must assist the candidate and the mentor with assuring the availability of resources necessary to accomplish the ILP. The program must ensure dedicated time for regular mentor and candidate interactions, observations of colleagues and peers by the candidate, and other activities contained in the ILP. In addition, the mentoring process must support each candidate's consistent practice of reflection on the effectiveness of

instruction, analysis of student and other outcomes data, and the use of these data to further inform the repeated cycle of planning and instruction. Within the ongoing mentoring interactions, the mentor must encourage and assist candidates to connect with and become part of the larger professional learning community within the profession.

Standard 4: Qualifications, Selection and Training of Mentors

The Induction program assigns qualified mentors and provides guidance and clear expectations for the mentoring experience based on the program's design. Qualifications for mentors must include but are not limited to:

- Knowledge of the context and the content area of the candidate's teaching assignment
- Demonstrated commitment to professional learning and collaboration
- Possession of a Clear Teaching Credential
- Ability, willingness, and flexibility to meet candidate needs for support
- Minimum of three years of effective teaching experience

Guidance and clear expectations for the mentoring experience provided by the program must include but are not limited to:

- Providing "just in time" support for candidates, in accordance with the ILP, along with longer-term guidance to promote enduring professional skills
- Facilitation of candidate growth and development through modeling, guided reflection on practice, and feedback on classroom instruction
- Connecting candidates with available resources to support their professional growth and accomplishment of the ILP
- Periodically reviewing the ILP with candidates and making adjustments as needed

The program must provide ongoing training and support for mentors that includes, but is not limited to:

- Coaching and mentoring
- Goal setting
- Use of appropriate mentoring instruments
- Best practices in adult learning
- Support for individual mentoring challenges, reflection on mentoring practice, and opportunities to engage with mentoring peers in professional learning networks
- Program processes designed to support candidate growth and effectiveness

Standard 5: Determining Candidate Competence for the Clear Credential Recommendation

The Induction program must assess candidate progress towards mastery of the *California Standards for the Teaching Profession* to support the recommendation for the clear credential. The documentation of candidate progress must reflect the learning and professional growth goals indicated within the Individualized Learning Plan and evidence

of the candidate's successful completion of the activities outlined in the ILP.

Prior to recommending a candidate for a Clear Credential, the Induction program sponsor must verify that the candidate has satisfactorily completed all program activities and requirements, and that the program has documented the basis on which the recommendation for the clear credential is made. The program sponsor's verification must be based on a review of observed and documented evidence, collaboratively assembled by the candidate, the mentor and/or other colleagues, according to the program's design. The Induction program's recommendation verification process must include a defensible process of reviewing documentation, a written appeal process for candidates, and a procedure for candidates to repeat portions of the program, as needed.

Standard 6: Program Responsibilities for Assuring Quality of Program Services

The program must regularly assess the quality of services provided by mentors to candidates, using criteria that include candidate feedback, the quality and perceived effectiveness of support provided to candidates in implementing their Individualized Learning Plan, and the opportunity to complete the full range of program requirements. Induction program leaders must provide formative feedback to mentors on their work, including establishment of collaborative relationships. Clear procedures must be in place for the reassignment of mentors, if the pairing of candidate and mentor is not effective.

The program must provide a coherent overall system of support through the collaboration, communication and coordination between candidates, mentors, school and district administrators, and all members of the Induction system.

The Task Group's central work consisted of the connected triad of Preconditions, Program Standards, and work based factors. Since a teacher can only be inducted into the profession if employed as a teacher, job embedded Induction, by definition, supports the new teacher in his or her classroom, at the school and within the district. The fact that the individual is employed means that the employer has an interest, function and role to play in the teacher's induction into the profession.

Employment Based Considerations

The Task Group determined that, when offering or participating in an Induction program, the employer has an integral role in induction of its teachers. The Task group developed language addressing the optimal role an employer is expected to play when hiring a teacher who holds a Preliminary Teaching credential and needs to complete a Commission-approved Induction program to earn a Clear Teaching credential (Appendix B). A key issue is around cost and equity for the participating teachers. The Task Group would prefer for new teachers to be provided with tuition-free participation in an LEA-based Induction program. If a new teacher elects to complete Induction at a college or university, then the teacher would be expected to pay tuition to complete the program.

In working with stakeholders to develop language describing the optimal role of the employer, it was not possible to find language that would not potentially be interpreted as a mandate from the state.

When the state mandates new activities or services that public school districts must provide, the state is required to provide funding for the new activities or services. If the state does not provide funding, districts may submit to the Commission on State Mandates a request for reimbursement. Therefore, staff is not proposing to move the language in Appendix B forward as regulatory language. Instead, staff seeks Commission guidance on ways to consider the Task Group recommendations in light of concerns around unfunded mandates. Commission considerations could include:

- 1) Directing staff to modify the language in Appendix B to address best practices and provide guidance to employers rather than propose draft regulatory language.
- 2) Directing staff to explore other license-based routes to supporting Induction and possibly collect data on preliminary credentialed teachers through the employer submitted Declaration of Need to more comprehensively understand the current Induction landscape.

Throughout 2015 there was a proposed initiative in the California Legislature on the Induction experience that directly related to the work of the Task Group. AB 141 (Bonilla) addressed the issue of local education agencies charging candidates to participate in Commission-approved Induction programs and was vetoed by the Governor in October 2015. The veto message is provided below:

To the Members of the California State Assembly:

I am returning Assembly Bill 141 without my signature.

This bill prohibits a local educational agency from charging a teacher to complete a beginning teacher induction program. This prohibition will create a reimbursable mandate estimated to cost over \$100 million annually.

The vast majority of local educational agencies provide induction and support to beginning teachers free of charge. I commend these entities for recognizing the importance of supporting and retaining new teachers.

In addition to funding allocated through the Local Control Funding Formula, the state has provided \$490 million in this year's budget to promote educator quality over the next three years. Part of this funding should be used to support new teachers. Creating a new mandate, however, is not the answer.

It could be suggested that since the topic of employment based considerations and employer support for Induction has not been fully addressed that the draft standards and preconditions should not move forward or be adopted at this time. Staff suggests that since the standards and preconditions define job-embedded support and mentoring for new teachers it would be beneficial to adopt the revised program standards and preconditions at this time so that the Induction programs are providing support and mentoring to new teachers as the issue of employer support and participation continues to be explored.

As another option, the Commission could consider if specific aspects of the proposed Preconditions and Program Standards should be relaxed or modified at this time since the issue of funding for

Induction has not been fully addressed. The Commission could continue to collect data on which Induction programs sponsored by LEAs are charging new teachers to participate in Induction, what the charges are and which programs are not charging. The Commission conducted such a survey early in 2015. The information submitted by the responding programs was that almost 88% of new teachers enrolled in programs were not being charged in the 2014-15 year. The Commission has opened a survey to collect the information on Induction program charging candidates in 2015-16.

Transition Plan for Programs to Move to the Revised Induction Program Standards and Preconditions

If the Commission adopts revised Induction Program Standards and Preconditions, currently approved programs—Induction and Clear Credential programs—will need time to learn about and understand the revised standards and make changes to their programs. Staff suggests that the remainder of the 2015-16 year be focused on supporting programs in gaining a deep understanding of the revised Induction Standards. The 2016-17 year would be a year for programs to move to the revised standards and beginning with the 2017-18 year, all programs would be required to meet the revised Induction Program Standards. A Commission-approved program could elect to move to the revised standards more quickly than the Transition Plan requires.

Activity	Timeline
Commission adopts revised Induction Program Preconditions and Program Standards	December 2015
Technical Assistance is provided to programs to understand the revised Induction Program Preconditions and Program Standards	January 2016-June 2016
Transition Document is due to the Commission	June 30, 2016
Technical Assistance is provided to programs as they transition to the revised Induction Program Preconditions and Standards	August 2016-June 2017
All programs are aligned with the revised Induction Program Preconditions and Program Standards	September 2017

As the revised Induction Standards were being developed many Commission-approved programs indicated interest in moving to the revised standards as soon as possible. The program leaders believe that the revised standards define a stronger and more effective support and mentoring program for new teachers. If the Commission decides not to adopt the revised Induction Program Standards at this time, staff suggests that the Commission could take action to allow Induction programs that are in good standing in the Commission’s accreditation system be allowed to pilot the new standards.

Staff Recommendation

Staff recommends that the Commission review the Induction Preconditions, Program Standards, and Transition Plan, revise if necessary, and then adopt the Induction Preconditions, Program Standards and the Transition Plan as described in this agenda item.

Next Steps

If the Commission takes action to adopt the Induction Program Preconditions and Program Standards staff will notify the field and implement the transition plan as described in this agenda item. If the Commission directs staff to further investigate issues around employment and Induction then staff could bring a future item with further findings and information.

Induction Standards Guidance Document

Pending adoption of new preconditions and standards for induction, a full implementation guidance document will be produced to provide technical assistance to the field to clearly convey to programs their role and the need to focus on defining clear outcomes for the mentoring process and for candidate demonstration of growth during Induction. The implementation guide will include the expectation that documentation required of the candidate and the mentor by the program should be designed to be succinct and not impose a burden on the candidate or a reimbursable mandate to the employer, of the importance of using defined candidate and program outcomes in a streamlined manner to document candidate and program quality, and not to overproduce or rely on lengthy documentation of inputs. The Task Group generated an outline of the proposed guidance document that will help programs reorient their design and services to the revised standards. If the Induction Program Standards are adopted by the Commission, staff will work with program leaders to complete the guidance document and work with Induction programs to transition to the revised standards.

Appendix A

Induction Policies and Standards Task Group		
Name	Employer	Role
Jane Robb*	California Teachers Association	Instruction and Professional Development
David Simmons*	Ventura County Office of Education	Assistant Superintendent, Personnel Services
Nikol Baker	Lake Elementary School District	Superintendent/Principal
Aida Buelna-Valenzuela	Esparto Unified School District	Superintendent
Conni Campbell	Point Loma Nazarene University	Professor, Associate Dean
Baljinder Dhillon	Cascade Union Elementary School District	Superintendent
Barbara Howard	Riverside County Office of Education	Director II
Karman Mak	Partnerships to Uplift Communities	Induction Coordinator and Instructional Coach
Jared Stallones	CSU Long Beach	Program Coordinator
Lisa Tiwater	Stanislaus County Office of Education	Director II School and District Support
Karen Sacramento	Commission on Teacher Credentialing	Staff
Carolyn Pfister	State Board of Education	Staff
Kimberly Leahy	Department of Finance	Staff
Rigel Massaro	Public Advocates	Attorney

* Indicates Co-Chairs

Appendix B

Task Group Developed Language that could be Re-purposed as Best Practices or Guidelines

- (a) Definition of an approved induction program: An induction program approved by the Commission is one that has been determined to meet the commission's induction program standards and is a partnership between the Commission-approved program sponsor and each California employing agency that elects to work in partnership with the induction.
- (b) The preliminary credential holder must be employed in an assignment authorized by the preliminary credential held, in order to be eligible to participate in a Commission-approved induction program.
- (c) This individual has completed the preliminary preservice preparation and is participating in a Commission approved induction preparation program. The approved program ensures that the individual is supported in the area(s) listed on the credential. The individual must make satisfactory progress toward program completion for the duration of the preliminary credential.
- (d) Mentors and required mentoring responsibilities
 - (1) A signed Memorandum of Understanding is expected to be in place between the Commission-approved Induction program sponsor and each partnering employing agency detailing the agency's process for notifying the preliminary teaching credential holder of the partner induction program, the timelines for enrolling, and describing the mentoring that will be provided to the preliminary teaching credential holder consistent with requirements in the Commission's Induction Preconditions and Program Standards.
 - (2) Within the first 30 days of a preliminary teaching credential holder's enrollment in an Induction program, the program sponsor works with the employing agency to identify a mentor, consistent with requirements in the Induction Preconditions and Standards.
 - (3) The mentor must possess a valid, California life or clear teaching credential, must have completed a minimum of three years of effective teaching and must meet the qualification requirements indicated in the Induction Preconditions and Program Standards.
 - (4) The Commission-approved program sponsor in cooperation with the California employing agency and the candidate, must develop an individualized learning plan within the first 60 days of enrollment in the program. The individualized learning plan must specify a pathway for completing the induction requirements for the candidate to earn a clear credential in the content or specialty area(s) of the preliminary credential. The Commission-approved program sponsor, assigned mentor, employing agency, and the participating preliminary credential teacher shall collaboratively execute the individualized learning plan.
 - (5) A minimum average of at least 60 minutes per week of individualized support/mentoring coordinated and/or provided by the mentor must be provided to each participating preliminary credential teacher consistent with the requirements in the Induction Preconditions and Standards.