



*IN-FOLDER ITEM*  
*ITEM 21*

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# **Bill Analysis**

## **Assembly Bill 2040 (Brownley)**

### **Teacher Leaders**

**Recommended Position:** Support

**Sponsor:** Author

**Bill Version:** As amended March 23, 2010

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#### **Analysis of Bill Provisions**

AB 2040 would require the Commission on Teacher Credentialing (Commission) to convene an advisory panel of stakeholders with expertise in the field of teacher leadership to explore the recognition of leadership roles within a teaching career pathway. The Commission would be required to consider the advisory panel's findings and report to the Governor and Legislature by January 1, 2012.

#### **Background**

The subject of teacher leaders has become an education policy focus in part due to the statewide increase in the use of experienced teachers as mentors, support providers, master teachers, teacher leaders, and providers of professional development services to other teachers. This increased use of the knowledge, skills and abilities of experienced teachers as peer developers and supporters has come in large part as a result of programs such as induction and internships, as well as local efforts to improve teacher quality in order to improve student achievement. Policy makers question whether teachers are appropriately recognized, prepared, and compensated for these types of roles with the existing teaching credential structure.

Educational Testing Service (ETS) has begun work on developing model teacher leader standards. The origins of this effort came from their collaboration with the Kansas State Department of Education and led to the recently adopted Kansas Teacher Leader Standards. ETS recently released the draft national Teacher Leader Standards for field review.

Other state education policy makers are also exploring teacher leadership and approaching this topic from a variety of perspectives. For instance, some states are interested in exploring teacher leadership as a means for retaining effective veteran teachers while others are viewing it as an important step towards improving student achievement by improving the instructional practice of all teachers. Eleven states<sup>1</sup> presently have some form of teacher leader recognition.

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<sup>1</sup> Alabama, Arkansas, Delaware, Georgia, Illinois, Kansas, Kentucky , Louisiana, Maryland, Massachusetts and Ohio

### **Commission Activity**

Currently, the Commission may issue Specialist Instruction Teaching Credentials recognizing teachers with advanced preparation in the fields of Agriculture, Bilingual, Early Childhood Education, Gifted Education, Health Science, Mathematics, Reading, Adapted Physical Education and Resource Certificate. All of these credentials require that the holder have a valid basic credential. The Education Specialist Credentials and Special Education Specialist Credentials authorize the holder to teach special education students in the area of specialization listed on the credential.

In the area of new policy development, the Commission considered two information items on teacher leaders at recent meetings<sup>2</sup>. Commission staff is also participating in the ETS-sponsored effort to develop Model Teacher Leader Standards. The Commission will receive another update on Teacher Leaders at its June 3, 2010 meeting from the Professional Services Division.

Additionally, the Commission will begin its review of Administrator preparation this summer. This review could also serve to inform the proceedings of the advisory panel on teacher leaders proposed in AB 2040.

### **Fiscal Impact**

This study can be funded within the current Commission budget.

### **Organizational Positions**

#### **Support**

None noted at this time.

#### **Opposition**

None noted at this time.

### **Relevant Commission Legislative Policies**

Policy 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.

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<sup>2</sup> <http://www.ctc.ca.gov/commission/agendas/2008-10/2008-10-2F.pdf>  
<http://www.ctc.ca.gov/commission/agendas/2009-12/2009-12-3E.pdf>

**Reason for Suggested Position**

The study outlined in the bill is closely aligned with the Commission’s policy for examining changes in the educator preparation system. The Commission has already begun to explore the subject of teacher leaders and staff is closely monitoring developments in this area at the national level. For these reasons, staff recommends a **“Support”** position.

**Analyst:** Anne L. Padilla

Date of Analysis: March 29, 2010

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AB 2040  
Page 1

Date of Hearing: April 7, 2010

ASSEMBLY COMMITTEE ON EDUCATION  
Julia Brownley, Chair  
AB 2040 (Brownley) - As Amended: March 23, 2010

SUBJECT : Teacher leaders.

SUMMARY : Requires the California Commission on Teacher Credentialing (CTC) to convene an advisory panel on teacher leaders and make recommendations by January 1, 2012. Specifically, this bill :

- 1) Directs the CTC to convene an advisory panel of stakeholders with expertise in the field of teacher leadership to explore the recognition of leadership roles within the teaching career pathway.
- 2) Requires the advisory panel to consider issues related to teacher leadership including, but not limited to the:
  - a. Various roles of teacher leaders in today's public schools such as master teachers, mentors, induction support providers and fieldwork supervisors, instructional leaders, department chairs, curriculum coordinators, peer coaches, literacy or mathematics coordinators, assessment coordinators and accreditation coordinators.
  - b. Use of teachers as instructional leaders and peer role models to foster innovation needed to effect change in turn-around schools.
  - c. Ways in which the recognition of teacher leaders may promote teacher retention.
  - d. Formal preparation and recognition of the leadership roles that teachers assume.
  - e. Application of adult learning theories to improve the instruction of teacher peers.
  - f. Processes and procedures in other states for recognition of teacher leaders.

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- g. Nexus of recognition of teacher leaders with the National Board Certification process.
  - h. Recognition, including but not limited to, an authorization, credential, recognition of study, special recognition, emphasis or specialization that could be developed, while maintaining local flexibility in hiring and staffing needs.
  - i. Feasibility of teacher leader career ladders that could be used by school districts to align with salary schedules and/or an alternative salary structure.
  - j. Current research and practices in teacher leader and mentor programs, including, but not limited to, Beginning Teacher Support and Assessment Program standards for support provider and assessor training, California Subject Matter Projects, and Certificated Staff Mentoring Program.
- 3) Requires the advisory panel to be inclusive of, but not limited to representatives of:
- a. Teachers who are performing school leadership duties.
  - b. Teacher and administrator organizations.
  - c. The Superintendent of Public Instruction.
  - d. Commission-approved teacher preparation programs.
  - e. School boards and school districts.
  - f. Other organizations deemed appropriate by the commission.
- 4) Requires the CTC to consider the findings of the advisory panel and report to the Governor and Legislature by January 1, 2012 on recommendations for the recognition of teacher leaders.

EXISTING LAW :

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- 1) Establishes the California Beginning Teacher Support and Assessment System (BTSA) to be administered jointly by the CTC and the Superintendent of Public Instruction. Under  
Page 2

AB 2040 Assembly Bill - Bill Analysis  
the BTSA Program, veteran teachers serve as mentors to first and second year teachers to provide an effective transition into the teaching career. (Education Code 44279.1)

- 2) States that the CTC may issue a teaching credential in "specialist instruction," defined as any specialty requiring advanced preparation or special competence. (Education Code 44256)
- 3) Requires the Regents of the University of California to establish and maintain cooperative endeavors designed to develop and deploy as teacher leaders, teachers with demonstrated levels of expertise in the classroom and certifiable levels of content knowledge with funds appropriated therefore, and with the approval of the Concurrence Committee. (Education Code 99200)
- 4) Establishes the Certificated Staff Mentoring Program for the purpose of encouraging excellent, experienced teachers to teach in staff priority schools and to assist teacher interns and beginning teachers during their induction and first years of teaching. (Education Code 44560)
- 5) Establishes the National Board for Professional Teaching Standards Certification Incentive Program to award grants to school districts for the purpose of providing awards to teachers who are employed by school districts or charter schools, are assigned to teach in California public schools, and have attained certification from the National Board for Professional Teaching Standards. Awards shall be granted to the extent that funds have been appropriated for this purpose in the annual Budget Act. (Education Code 44395)

FISCAL EFFECT : Unknown

COMMENTS : Various forms of teacher leadership currently exists in California, though the role and definition remains largely ambiguous. This bill would advance the possibility of establishing state-wide teacher leader standards and a means of

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AB 2040  
Page 4

formally recognizing teacher leaders in the state through the efforts of the CTC. In addition to setting teaching standards and processing credentials, the commission performs accreditation reviews of teacher preparation programs; as well as develops, monitors, and administers licensure exams. The CTC also convenes advisory panels on a number of policy topics relating to the CTC's work. This bill will require the CTC to prioritize the teacher leader discussion and submit recommendations that may include the creation of teacher leader standards, as well as a teacher leader model to the Legislature.

AB 2040 Assembly Bill - Bill Analysis

Studies conducted by UCLA's Center X have concluded that many experienced and talented teachers choose to diversify their educational careers as school administrators, removing them from the classroom and their students. This bill will provide state policy makers the framework to develop a state-wide plan to encourage educators to remain in the classroom while pursuing career advancement through taking on additional responsibility as a teacher leader. In addition to providing opportunities for experienced and qualified teachers, teacher leader positions may assist school administrators in the environment of heightened accountability that exists today.

While a teacher leader's role is currently undefined and varies, there are a plethora of opportunities available to those who assume a teacher leader position within their school. As it is practiced today in California and other states, a teacher leader may take on the following duties:

- Serving as a mentor to teachers with challenging students,
- Assisting teachers with developing curriculum that conforms to state standards,
- Assisting in the professional development of teachers,
- Serving as a coach or instructional leader in their school,
- Sitting on advisory or policymaking groups,
- Chairing departments or school teams,
- Acting as a liaison between teachers and administration,
- Acting as a liaison between the school and the community at large, and
- Coordinating meetings between administrators, teachers, and parents.

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AB 2040  
Page 5

In addition to examining the various roles of these educators, many states, including California, have begun establishing both standards and pathways to becoming teacher leaders. Alabama, Delaware, Kansas, Kentucky and Ohio, for example, have worked collaboratively with Vanderbilt University to develop a comprehensive 14-course university teacher leadership curriculum. Teacher modules are designed for both state teacher certification programs as well as for adding teacher leader endorsements to existing certification. The Educational Testing Service (ETS) is also working to develop national model teacher leader standards. Additionally, the Council of Chief School State School Officers (CCSSO) has begun to include teacher leadership in their discussions about the entire career pathways of teachers. Stakeholders from California have taken part in many of these national discussions regarding teacher leaders led by the ETS and the CCSSO. Lastly, the National Board Certification for Teacher Leaders is a new program under development by the National Board for Professional Teaching

AB 2040 Assembly Bill - Bill Analysis  
Standards (NBPTS). California teachers will be able to apply  
for this certification as established under current law.

A number of educational networks, institutions, and non-profit organizations have implemented programs designed to recruit and develop teacher leaders in California. The Los Angeles Urban Teacher Residency Program, for example, has worked to establish a partnership with the Los Angeles Unified School District that allows educators to obtain a Master of Education degree, as well as teacher leader training while completing their residency in an urban school. UCLA's Center X also provides teacher leader training in conjunction with obtaining a Masters in Education through their IMPACT pathway. Accordingly, this bill would require that the advisory panel examine current teacher leader programs and activities in the state.

Many teachers in the field agree that the position teacher leader is beneficial, though some have expressed concern with effectively balancing leadership activities with teaching. Teacher leaders and other educational stakeholders in the field have proposed bridging this gap between teaching and leading through encouraging job sharing or release time, as well as establishing a separate salary structure for teacher leaders. This bill would provide for the advisory panel to discuss the variations of the teacher leader position and how to best integrate them into existing school structures.

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AB 2040  
Page 6

The CTC's recommendations could provide policymakers the direction needed to create a comprehensive plan to ensure that teacher leaders are adequately prepared and recognized, as well as provided support as they take on the additional responsibility of teacher leadership.

REGISTERED SUPPORT / OPPOSITION :

Support

Association of California School Administrators  
Public Advocates

Opposition

None on file.

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AB 2040 Assembly Bill - Bill Analysis