

**CALIFORNIA
COMMISSION ON TEACHER CREDENTIALING**

April 2-3, 2003

AGENDA ITEM NUMBER: LEG-2

COMMITTEE: LEGISLATIVE COMMITTEE

TITLE: ANALYSES OF BILLS OF INTEREST TO THE COMMISSION

XX **Action**

_____ **Information**

Strategic Plan Goal(s):

Continue effective and appropriate involvement of the Commission with policy makers on key education issues.

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Bill Analysis
California Commission on Teacher Credentialing

Bill Number:	Senate Bill 81
Author:	Senator Alpert
Sponsor:	California Association of Suburban School Districts
Subject of Bill:	Integrated Programs
Date Introduced:	January 23, 2003
Last Amended:	March 10, 2003
Status in Leg. Process:	Senate Education Committee
Current CCTC Position:	Watch
Recommended Position:	Watch
Date of Analysis:	March 12, 2003
Analyst:	Anne L. Padilla

Summary of Current Law

Education Code Section 44259 establishes the minimum requirements for preliminary multiple or single subject teaching credentials. These requirements include a Baccalaureate degree or higher degree from a regionally accredited institution of postsecondary education, and except for out-of-state candidates specified in Section 44227, prohibits degrees in professional education. This same code section directs the Commission to offer undergraduate minors in education and special education to students who intend to become teachers.

Education Code Section 44259.1 describes integrated programs of subject matter and professional preparation ("blended programs") that enable candidates for teaching credentials to engage in professional preparation concurrent with subject matter preparation, while completing baccalaureate degrees at regionally accredited postsecondary institutions. These integrated programs are based on intensive collaboration among subject matter departments and education units within postsecondary institutions and local public elementary and secondary school districts and provide candidates opportunities with early field work experience in public elementary and secondary schools.

Summary of Current Activity by the Commission

In 1998 the Commission sponsored legislation, SB 2042 (Alpert/Mazzoni), which among its provisions, established statutory authorization for integrated (“blended”) programs of subject matter preparation and professional preparation. The Commission has approved more than 25 blended programs statewide that integrate subject matter, pedagogy and early field experiences. These programs are sponsored by both public and private four-year universities.

The Commission has used both state and federal grant funds to encourage the establishment of blended programs. The Commission’s 1998-99 budget included \$350,000 to provide grants to public colleges and universities seeking accelerated approval to develop Blended Programs of Undergraduate Teacher Preparation. The Commission has also made available to public and private higher education institutions resources from California’s Title II Teacher Quality Enhancement State Grant to expand blended programs.

Prior Legislation

Last year, Senator Alpert authored SB 1646 which would have required each campus of the California State University (CSU) and urged each campus of the University of California (UC) to establish a baccalaureate degree in elementary education, for the purpose of allowing candidates for multiple subject teaching credentials to study their professional preparation concurrently with their subject matter preparation. SB 1646 mirrored many of the blended program elements contained in Education Code Section 44259.1; however, the measure included provisions that were inconsistent with federal financial aid statutes.

Under current federal law, if an institution offers both undergraduate and graduate programs in teacher preparation, only the undergraduate students would be eligible for Pell grants. The author and sponsor proposed to seek a federal waiver from this requirement so that all students in teacher preparation programs, regardless of their standing, would be eligible for Pell grants.

The Commission took a “watch” position on this legislation. SB 1646 died on the Senate Inactive File.

Analysis of the Bill Provisions

As amended on March 10, 2003, SB 81 would require beginning with the 2006-07 school year that:

1. Integrated programs offered by the California State University (CSU) not be comprised of less than 120 or more than 135 units except upon a finding of special circumstances by the CSU Chancellor;
2. Integrated programs offered by the CSU be designed to concurrently lead to a preliminary multiple subject or single subject teaching credential and a baccalaureate degree;
3. The CSU Chancellor, in consultation with CSU faculty develop a framework for an integrated program, to include pedagogical, subject matter and general educational components within the integrated programs;

4. The CSU Chancellor and the Chancellor of the California Community Colleges develop guidelines ensuring that transfer students meet all of the prerequisites for the integrated program at the community college (thus imposing a state-mandated local cost);
5. CSU campuses enter into articulation agreements with the community college from which the campus receives the most transfer students.

Fiscal Analysis

Costs to the Commission: Unknown costs to the Commission to review new programs requiring Commission approval.

Costs to the Universities: Unknown costs to comply with unit and articulation requirements.

Analysis of Relevant Legislative Policies by the Commission

The following Legislative policy applies to this measure:

- 1. The Commission supports legislation which 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 on the Bill

California Association of Suburban School Districts (Sponsor)

Staff Comments

This measure, as amended on March 10, 2003, primarily affects the California State University and the California Community Colleges.

Reasons for Suggested Position

This measure now primarily affects the California State University and the California Community Colleges, staff suggests a "watch" position.

Bill Analysis

California Commission on Teacher Credentialing

Bill Number:	Assembly Bill 54
Author:	Assembly Member Oropeza
Sponsor:	Author
Subject of Bill:	Cultural Competency in the Classroom
Date Introduced:	December 2, 2002
Last Amended:	March 3, 2002
Status in Leg. Process:	Assembly Education
Recommended Position:	Seek Amendments
Date of Analysis:	March 11, 2003
Analyst:	Anne L. Padilla

Summary of Current Law

Current law requires teachers assigned to teach English learners to have training in English language development (ELD) and specially designed academic content in English (SDAIE).

Summary of Current Activity by the Commission

In 1994, the Commission adopted content specifications and program standards for the Cross-cultural, Language and Academic Development (CLAD) and Bilingual Cross-cultural, Language and Academic Development (BCLAD) emphasis credential. This credential authorizes the holder to teach English learners in mainstream and specialized classroom settings.

SB 1969 (Hughes, 1994) and SB 395 (Hughes, 1999), which amended and extended SB 1969, provided a mechanism to train experienced teachers who did not have the opportunity to participate in the CLAD program during their teacher preparation experience and thus, were not sufficiently prepared to teach English learners. The program extension was to accommodate those experienced teachers who did not have access to the training in the initial time period of SB 1969.

In 1998, pursuant to SB 2042 (Alpert/Mazzoni) the Commission launched a series of reforms in teacher credentialing that resulted in the development of new standards for subject matter preparation, professional preparation, and induction into teaching. The new standards and requirements for earning a multiple or single subject teaching credential were based on both a job analysis and a validity study, in which two separate independent contractors surveyed teachers, school administrators and teacher educators about the knowledge and abilities needed in teaching. The validity study supported the current CLAD specifications for teaching English language development (ELD) and specially designed academic content in English or SDAIE, and for using culturally responsive approaches in the classroom to improve student achievement and were incorporated into the new SB 2042 standards.

AB 1059 (Ducheny, 1999) requires teacher preparation programs to include training that will provide the same authorization as CLAD and SB 1969/395 as a standard part of a teacher preparation program by July 1, 2002. The Commission approved new Teacher Preparation and Subject Matter Standards at its September 2001 meeting. The new standards include, pursuant to AB 1059 and based on the findings of the job analysis and validity study, preparation to teach English learners that is equivalent to the requirements of CLAD. The new standards require sponsors of preparation programs to prepare teachers to teach English learners and all other learners the academic content and performance standards for students adopted by the State Board of Education.

Address Breadth and Depth Requirements. The breadth and depth called for in the CLAD requirements are distributed across the following three sets of standards:

- Standards of Program Quality and Effectiveness for the Subject Matter Requirement for the Multiple Subjects Teaching Credential;
- Standards of Quality and Effectiveness for Professional Teacher Preparation Programs; and
- Standards of Quality and Effectiveness for Professional Teacher Induction Programs.

As a result, future teachers learn the foundations needed for teaching English learners in their undergraduate coursework (e.g., linguistics), and build on these foundations during professional preparation while learning specific methods in English language development (ELD), specially designed academic instruction in English, and culturally inclusive approaches in the classroom. Finally, during their induction program, new teachers practice, refine, and further develop their knowledge and skill in teaching English learners.

In this new system, teachers of English learners obtain the knowledge and skill needed to teach California's diverse student population as part of their basic preparation for a teaching credential instead of as an "add-on" to the basic credential. The bulk of this preparation occurs before a candidate earns their first teaching credential.

Align with Academic Content Standards and Other State Policies. In the newly adopted standards, the knowledge and skills embodied in the CLAD domains have been updated to reflect current knowledge and policy related to teaching English learners. This includes alignment with the teaching of reading as set out in the English Language Arts Standards and Reading Language Arts Framework for K-12 schools,

the English Language Development Standards, and the California English Language Development Test (CELDT).

Analysis of Bill Provisions

This measure would require the California Commission on Teacher Credentialing, in consultation with the Department of Education to contract for a study concerning the availability and effectiveness of cross cultural training for teachers and report to the Legislature by May 1, 2005.

Analysis of Fiscal Impact of Bill

The bill does not address funding for the analysis. Staff estimates that the cost of the study would be approximately \$280,000.

Analysis of Relevant Legislative Policies by the Commission

The following Legislative policies apply to this measure:

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.

Organizational Positions on the Bill

Support: California School Boards Association

Suggested Amendment

This bill provides no funds for the study. Staff estimates that the cost of the study would be approximately \$280,000. Staff recommends that the bill be amended to include funding for the study.

Reason for Suggested Position

The Commission budget does not contain funding for such a study.

Bill Analysis

California Commission on Teacher Credentialing

Bill Number:	Assembly Bill 422 (As proposed to be amended)
Author:	Assembly Member Chan
Sponsor:	Sponsored by the author
Subject of Bill:	Child Development Permit Pilot Study
Date Introduced:	February 14, 2003
Status in Leg. Process:	Assembly Education Committee (Date not yet set)
Recommended Position:	Seek Amendments
Date of Analysis:	March 17, 2003
Analyst:	Marilyn Errett and Linda Bond

Summary of Current Law

Education Code 8363 authorizes the Commission on Teacher Credentialing to establish the requirements for the issuance and renewal of permits authorizing service in instruction or program supervision in child care and development programs. Requirements for Child Development Permits are established in the Title 5, California Code of Regulations, Sections 80105 through 80116.

Summary of Current Activity by the Commission

AB 2879 (Polanco, Chapter 533, Statutes of 1992) required the Commission and the Superintendent of Public Instruction to jointly consult with the Secretary for Education and representatives of school districts, private contractors operating child development programs under contract with the State Department of Education, community colleges, and universities offering programs in early childhood education to examine the then Children's Center Permit structure. The Commission and the Superintendent of Public Instruction were required to make recommendations to the Legislature regarding the preparation and licensing requirements for children's center instructors and supervisors not later than December 1, 1994.

The resulting report, "Staffing Child Care and Development Programs: An Examination of the Children's Center Permit" (Polanco Report) was published and sent to the Legislature in December, 1994.

The Polanco Report included four recommendations:

Recommendation 1: Restructure the Children's Center Permit to create a Child Development Permit career ladder.

Recommendation 2: Create a mechanism to recognize training that occurs outside of a regionally accredited institution of higher education as meeting part of the requirements for obtaining a new Child Development Permit.

Recommendation 3: Explore the feasibility of developing standards of quality and effectiveness and an appropriate program evaluation process for programs that prepare individuals for Child Development Permits.

Recommendation 4: Explore options for easing movement of staff between state subsidized and non-state subsidized child care and development programs.

In response to these recommendations the Commission developed regulations for a new Child Development Permit structure intended to recruit child development teachers into the profession and to retain teachers by providing a career ladder with options for professional advancement (*Recommendation 1*). In addition, the permit structure provided a permit level to bridge the gap between requirements for service in privately owned child care centers regulated by the Department of Social Services and the more rigorous requirements for service in state funded child development programs requiring a permit issued by the Commission (*Recommendation 4*). The new Child Development Permit structure went into place in February 1997 after an extensive development period, public hearings and regulatory process.

To further address the recommendations, the Commission and the Superintendent of Public Instruction continued to work with a panel of experts to create a plan for accepting courses taken through non-regionally accredited programs and to approve WASC accredited preparation programs that would recommend candidates for permits to the Commission (*Recommendations 2 and 4*). Key to this process was the development of *Standards of Program Quality and Effectiveness for Early Childhood Education Programs* (*Recommendation 3*). In November 1997 the Commission approved the standards and a pilot study to examine the approval of 1) non-regionally accredited coursework and 2) the approval of preparation programs in WASC accredited community colleges and four-year institutions of higher education.

The pilot study continued from 1997 through 2001. Early Childhood Education programs were informed about the pilot and introduced to the *Standards of Program Quality and Effectiveness for Early Childhood Education Programs*. Guidelines for participation and tips on writing to program standards were distributed to interested colleges and organizations. The selection process resulted in three non-regionally accredited child development training programs and eight WASC accredited universities and community colleges chosen as participants.

Coursework from the approved non-regionally accredited programs was accepted for use toward earning Child Development Permits and the WASC accredited universities and community college programs approved for the pilot study were authorized to recommend candidates for Child Development Permits. Site visits to all participating organizations and institutions were later conducted as part of the pilot study.

While the pilot study proved to be highly successful, a draft report evaluating the pilot study showed that the cost to the Commission in staffing and fiscal resources was a barrier. The Professional Services Division expended \$170,250 from its budget during

the course of the pilot study. When the pilot was completed, the program was not continued.

Analysis of Bill Provisions

AB 422 as proposed to be amended would require the California Commission on Teacher Credentialing to submit a report to the Legislature on the Child Development Permit Pilot Study and to propose and adopt regulations to implement a statewide program of accreditation based on the pilot study. The bill would require the Commission to hold public hearings on the proposed regulations before adopting them.

Analysis of Fiscal Impact of Bill

A written report and evaluation of the two-part pilot study is currently in draft form and has been forwarded to the author of AB 422. With Commission approval, the report could be posted on the Commission's Web page and costs could be covered by the current budget.

Development of regulations including completion of the regulatory process would cost the Commission \$5,000. Implementation of an ongoing accreditation process for early childhood education programs would cost the Commission approximately \$356,000 per year with an additional one-time cost of \$5,000 for revising the program standards. Non-university programs and WASC accredited community college or university programs would incur unknown additional costs.

Analysis of Relevant Legislative Policies by the Commission

The following Legislative policies apply to this measure:

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.

Organizational Positions on the Bill

None known at this time.

Suggested Amendments

Staff recommends that AB 422 be amended to include funding from the state's general fund for one-time and ongoing costs to the Commission associated with the new responsibilities included in this measure.

Reason for Suggested Position

The Commission received no additional state funding for the pilot study and sponsored the project solely from funds allocated to the Professional Services Division for ongoing work. While the pilot study was successful, the cost of continuing the project poses a significant barrier to further implementation. The review and approval process, including site visits, was highly time and cost intensive.

For the above reasons staff recommends a position of **Seek Amendments** on AB 422.

Bill Analysis
California Commission on Teacher Credentialing

Bill Number:	Assembly Bill 1010
Author:	Assembly Member Yee
Sponsor:	Sponsored by The National Federation of the Blind
Subject of Bill:	Loan forgiveness for teachers of blind and visually impaired pupils
Date Introduced:	February 20, 2003
Status in Leg. Process:	Assembly Committee on Higher Education (Date not yet set)
Recommended Position:	Seek Amendments
Date of Analysis:	March 17, 2003
Analyst:	Marilyn Errett and Linda Bond

Summary of Current Law

Current law establishes the Governor's Teaching Fellowships Program under the administration of the Chancellor's Office of the California State University with credential and employment tracking provided by the California Commission on Teacher Credentialing. Beginning in the 2001-02 fiscal year, the program provided for nonrenewable graduate teaching fellowships to be awarded annually in the amount of \$20,000 each. Commencing with the 2002-03 fiscal year and each fiscal year thereafter, the number of fellowships awarded is determined pursuant to an appropriation in the annual Budget Act. The program was not funded for the 2002-03 fiscal year. Instead, funding from the Governor's Teaching Fellowships Program was transferred to the Assumption Program of Loans for Education (APLE) to increase the number of participants in the APLE program.

Summary of Current Activity by the Commission

The Commission continues to track employment obligations for the Governor's Teaching Fellowship Program.

The Commission sets program standards for and accredits credential programs for Education Specialist Credentials in Special Education with a Specialization in Visually Impaired.

Analysis of Bill Provisions

AB 1010 would establish the Loan Forgiveness for Teachers of Blind and Visually Impaired Pupils Program under the administration of the Chancellor of the California State University with credential completion and the four-year employment obligation tracked by the California Commission on Teacher Credentialing. Under the program, commencing with the 2004-05 fiscal year, 20 loans of \$5,000 each would be awarded to program participants and, commencing with the 2005-06 academic year, 40 loans of \$5,000 each would be awarded to program participants.

The bill would require a program participant to agree to teach blind or visually impaired pupils in a California public elementary or secondary school on a full-time basis for at least four school years. Under the bill, a program participant would have four years, upon completion of his or her preparation program, to meet that obligation. A program participant who meets the service obligation would not be required to repay the loan he or she has received under the bill. The bill would further require that a program participant agree to repay the state \$1,250 annually for each year the program participant fails to complete either the teacher preparation program or the required teaching service, up to full repayment of \$5,000.

No specific appropriations to the Chancellor's Office or to the Commission are mentioned in the measure although the chancellor may recover funds determined to be owed.

Analysis of Fiscal Impact of Bill

In order for the Commission to implement AB 1010 as proposed, the Commission would need a total of \$184,043 in additional funding for staffing and technology support.

In addition, this program would be subject to the availability of funds in the annual budget act.

Analysis of Relevant Legislative Policies by the Commission

The following Legislative policies apply to this measure:

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.

Organizational Positions on the Bill

None known at this time other than the sponsoring organization.

Suggested Amendments

Staff recommends that the program be housed with the Student Aid Commission.

Reason for Suggested Position

The Commission currently tracks participants in the Governor's Teaching Fellowships Program. While funding for staff to fulfill the Commission's tracking responsibilities (one position) had been provided in previous fiscal years, both the funding for and the position have been cut in the current budget year. This has resulted in a situation whereby one staff member, who already has numerous other duties, is required to assume the workload associated with the continuing responsibility to monitor fellowship program participants. The Commission has responsibility for tracking the participants through approximately 2008 at which time all participants should have completed their obligations.

The Student Aid Commission has responsibility for tracking loan forgiveness programs for teachers such as the Cal Grant T for future K-12 teachers and the APLE for future teachers who agree to work in teaching shortage areas and/or low performing schools. Under current policy, the Governor's Teaching Fellowships Program was not funded and funding was moved to the APLE program. Individuals who wish to become special education teachers are eligible for the APLE program.

For the above reasons staff recommends a position of **Seek Amendments** on AB 1010.