
5B

Information/Action

Legislative Committee

Analysis of Bills

AGENDA INSERT

Executive Summary: Staff will present analyses of SB 1487 (Rubio) and AB 2694 (Rubio), which impact the Commission’s work. The analyses will summarize current law, describe the bills’ provisions, and estimate their costs.

Recommended Action: Staff seeks feedback from the Commission on whether to support the legislation.

Presenter: Jonathon Howard, Government Relations & Public Affairs Manager, Administrative Services Division

Strategic Plan Goal

III. Communication and Engagement

- e) Advise the Governor, Legislature, and other policy makers regarding issues affecting the quality, preparation, certification, and discipline of the education workforce.

Bill Analysis

[SB 1487 \(Rubio\) - Teacher credentialing: survey: teacher resignations](#)

Sponsor: N/A

Introduced: February 18, 2022

Status: Passed Senate (39-0); Referred to Assembly Education Committee

Summary

SB 1487 requires the Commission on Teacher Credentialing (Commission) to develop, and local education agencies (LEAs) to administer and report on, a survey of teachers exiting the profession.

SB 1487 specifically requires the Commission to develop a survey, with input from education stakeholders by July 1, 2023, for purposes of collecting data from teachers of LEAs resigning their positions, including whether they are exiting the profession.

Additionally, this bill requires LEAs, beginning with the 2023-24 school year, to administer the survey within 15 days of a teacher resigning their position or electing not to accept a teaching assignment for the upcoming school year, and to report the results of the surveys to the Commission annually.

Finally, this bill requires the Commission to prepare an annual report that compiles the LEA data, submit the report to the California Department of Education and the Legislature, and post the report on its internet website.

Background

Existing law establishes the minimum requirements for the preliminary multiple or single subject teaching credential and specialist teaching credential in special education for first time applicants for that credential who are not credentialed in another state, including completion of a baccalaureate or higher degree, except in professional education, from a regionally accredited college or university, and completion of a Commission-approved teacher preparation program.

Existing law also requires individuals who complete a professional teacher preparation program and receive a five-year preliminary credential to earn a clear credential through one of the following options: (a) complete a Commission-approved Teacher Induction Program and apply for the clear credential through the Induction program sponsor; or (b) obtain certification by the National Board for Professional Teaching Standards.

The Learning Policy Institute's 2016 report, "[Addressing California's Emerging Teacher Shortage: An Analysis of Sources and Solutions](#)" included the following summary: "After many years of teacher layoffs in California, school districts around the state are hiring again. With the influx of new K-12 funding, districts are looking to lower student-teacher ratios and reinstate classes and

programs that were reduced or eliminated during the Great Recession. However, mounting evidence indicates that teacher supply has not kept pace with the increased demand.” Among other things, the report included a finding that enrollment in educator preparation programs has dropped by more than 70 percent over the last decade.

According to the author of this bill, “Prior to the onset of the pandemic, California has been experiencing a severe teacher shortage with significantly low numbers of educators entering the profession, and high numbers of educators leaving the profession.

“California’s supply of new, credentialed teachers plummeted by nearly 70 percent in the decade from 2001–02 to 2011–12 as the state’s education budgets shrank. Today, the State Teachers’ Retirement System also confirms the shortage of teachers by reporting a surge of an increase of more than 25 percent of retirements within the first half of 2020 than the previous year. The retirements, combined with a severe shortage in substitutes, led to an unprecedented shortage in teachers.”

Analysis

A survey of teachers leaving their positions will shed light on factors impacting mobility and attrition of the workforce that will help the state better understand what is happening with the education workforce. Discussions by Commission staff to identify ways to effectively implement the bill as currently written have led to the development of the amendment below that may be recommended to the author:

- Instead of having the Commission create, implement, monitor, and manage a new survey, it would be more efficient to add questions relating to leaving the teaching field and resignation to the existing California School Staff Survey managed and overseen by the California Department of Education, and require LEAs to complete the survey every year.

Prior Legislation

None Identified

Fiscal Impact

Commission staff estimates ongoing special fund costs of approximately \$150,000 each year, and additional one-time special fund costs of \$150,000 to comply with the provisions of this bill. Commission staff believe it would need a one-year limited-term information systems analyst position to build the survey system, and a permanent research analyst position to develop and maintain the survey, analyze the responses, and prepare the annual report. These costs could be offset by resources currently proposed in the Governor’s Budget for staffing a research team at the Commission.

Organization Positions

Support

None

Opposition

None

Staff Recommendation

Staff recommends that the Commission support the legislation and recommend the above amendment to the author.

Bill Analysis

[AB 2694 \(Rubio\) - Teacher credentialing: teacher induction programs: Beginning Teacher Retention and Support Grant](#)

Sponsor: State Superintendent of Public Instruction, Tony Thurmond

Introduced: February 18, 2022

Status: Passed Assembly (74-0); Referred to Senate Rules Committee for Assignment

Summary

AB 2694 establishes, upon appropriation, the beginning teacher retention and support grant program to fund teacher induction program costs, administered by the Commission on Teacher Credentialing (Commission).

AB 2694 requires the Commission to award grants according to the following priorities:

- a) Programs with a large number of candidates who have not yet completed the teaching performance assessment or the reading instruction competence assessment. Programs awarded grant funds based on this priority shall first apply the funds to assist its candidates in completing one or both of those requirements. That assistance includes, but is not limited to, training mentors to support candidates in completing a performance assessment or reading instruction competence assessment, or contracting with commission-approved preliminary teacher preparation programs to provide mentoring support for the completion of required assessments; and,
- b) Programs with a large number of candidates who pay induction program costs personally.

Additionally, this bill states that a grant to a beginning teacher induction program shall not exceed \$3,500 per participating teacher for use on behalf of a participating teacher for mentor training, stipends for mentor teachers, other beginning teacher induction costs following initial preparation, or for the examination or assessment fee for one administration of the reading instruction competence assessment (RICA) or a teaching performance assessment (TPA).

Finally, this bill states that a participating school district, county office of education (COE), institution of higher education or charter school shall not charge a fee to a beginning teacher to participate in a beginning teacher induction program

Background

Existing law requires a teacher to complete one of the following beginning teacher induction programs to obtain a clear multiple or single subject teaching credential:

- a) A program of beginning teacher support and assessment approved by the Commission and the California Department of Education (CDE), a provision of the Marian Bergeson Beginning Teacher Support and Assessment System;

- b) An alternative program of beginning teacher induction that is provided by one or more local educational agencies and has been approved by the Commission and the CDE on the basis of initial review and periodic evaluations of the program in relation to appropriate standards of credential program quality and effectiveness that have been adopted by the Commission, the CDE, and the state board; or
- c) An alternative program of beginning teacher induction that is sponsored by a regionally accredited college or university, in cooperation with one or more local school districts, that addresses the individual professional needs of beginning teachers and meets the Commission's standards of induction.
- d) Complete a teaching performance assessment (TPA) and the reading instruction competence assessment (RICA).

During the COVID-19 pandemic, the Governor, through an executive order, delayed the requirement for teacher credential candidates to pass the TPA and the RICA due to school and testing site closures. These teacher credential candidates were authorized to receive their preliminary teaching credential and are required to pass the TPA and RICA prior to earning a clear teaching credential.

The Commission's internal data shows that in 2020-21 over 11,000 preliminary credentials were issued to candidates who had not completed the RICA, a TPA, or both. Preliminary data for the 2021-22 year shows over 5,000 candidates were issued a preliminary credential who had not completed one, or both assessment requirements.

With the implementation of the Local Control Funding Formula (LCFF), teacher induction programs no longer receive categorical program funding. Instead, funding for teacher induction has been rolled into the funding that is allocated via the LCFF. Since the 2009 onset of flexible funding provisions, several Commission-approved programs have become inactive or withdrawn due in part to the end of per-participant funding.

This year the Commission completed a survey of Commission-approved induction programs and received 131 responses out of 174 programs. Of the survey respondents, 18% of LEA sponsored induction programs reported that they charged fees to induction participants. This is up from 11.5% of LEA sponsored induction programs that reported charging fees in 2014-15. Respondents reported the per-year fees range from \$1,000 to \$4,500, which reflects an increase since 2014-15 when respondents reported that per year fees ranged from \$390 to \$3,350.

Analysis

The teacher shortage has been an issue for several years, and the COVID-19 pandemic has only exacerbated the problem. As stated above, there is a very large cohort of preliminary credential holders who need to complete their assessments in order to clear their credential. These beginning teachers are currently in their first and second year of teaching, completing their induction program. Many will need additional support to pass the RICA, TPA, or both. This bill's intent is to create a grant program to provide funding to induction providers so that they can better support their candidates in clearing this credentialing hurdle.

Prior Legislation

AB 2171 (Rubio) of the 2019-20 Session, would have prohibited, commencing with hiring for the 2021-22 school year, a school district, COE, or charter school from charging a beginning teacher a fee to participate in a beginning teacher induction program. This bill was held in the Assembly Education Committee.

AB 410 (Cervantes) of the 2017-18 Session, would have prohibited, commencing with hiring for the 2017-18 school year, a school district, COE, or charter school from charging a beginning teacher a fee to participate in a beginning teacher induction program. This bill was held in the Senate Appropriations Committee.

AB 141 (Bonilla) of the 2015-16 Session, would have prohibited commencing with hiring for the 2016-17 school year, a school district, COE, or charter school from charging a beginning teacher a fee to participate in a beginning teacher induction program. This bill was vetoed by the Governor.

Fiscal Impact

Of the State's 254 teacher preparation programs, 174 have induction programs. We would expect most, if not all these programs to apply for this grant. That would be a large project to administer and monitor and require dedicated staff. CTC Staff estimate it would require at least two full time staff, one consultant and one AGPA. With costs at \$291,000 annually. The proposed state budget for 2022 includes funding for 5 grant-related staff positions in the Governor's Budget Proposal, they could absorb this work with no additional costs.

Organization Positions*Support*

State Superintendent of Public Instruction, Tony Thurmond

Opposition

None

Staff Recommendation

Staff recommends that the Commission support the legislation.

Appendix

May 3, 2022, version of SB 1487.

SECTION 1.

Section 44223 is added to the Education, to read:

44223.

(a) (1) The commission shall develop a survey no later than July 1, 2023, for purposes of collecting data from teachers of local educational agencies *resigning their positions or electing not to accept a teaching assignment for the upcoming school year, including data on whether or not they are* exiting the profession.

(2) In developing the survey pursuant to paragraph (1), the commission shall gather input from education stakeholders.

(b) On and after the commencement of the 2023–24 school year, a local educational agency shall administer the survey developed by the commission within 15 days of a teacher of the local educational agency ~~exiting the profession.~~ *resigning their position or electing not to accept a teaching assignment for the upcoming school year.*

(c) A local educational agency shall report the results of surveys administered pursuant to subdivision (b) to the commission on an annual basis.

(d) (1) The commission shall prepare an annual report that compiles the data provided pursuant to subdivision (c), submit the report to the department and the Legislature, and post the report on its internet website.

(2) A report to be submitted to the Legislature pursuant to paragraph (1) shall be submitted in compliance with Section 9795 of the Government Code.

(e) It is the intent of the Legislature that the data from the surveys shall be used to examine future statewide investments on teacher recruitment and retention efforts.

(f) For purposes of this section, “local educational agency” means a school district, county office of education, or charter school maintaining kindergarten or any of grades 1 to 12, inclusive.

Section 2.

If the Commission on State Mandates determines that this act contains costs mandated by the state, reimbursement to local agencies and school districts for those costs shall be made pursuant to Part 7 (commencing with Section 17500) of Division 4 of Title 2 of the Government Code.

May 19, 2022, version of AB 2694

Section 1.

Section 44259.4 is added to the Education Code, to read:

44259.4.

~~(a) For the 2022–23 fiscal year, the sum of one hundred fifty million dollars (\$150,000,000) Subject to an appropriation in the annual Budget Act or another statute for its purposes, the Beginning Teacher Retention and Support Grant Program is hereby appropriated from the General Fund to established under the administration of the Commission on Teacher Credentialing for purposes of the Beginning Teacher Retention and Support Grant Program pursuant to this section. This funding shall be available for encumbrance until June 30, 2027.~~

(b) (1) A grant to a beginning teacher induction program shall not exceed three thousand five hundred dollars (\$3,500) per participating teacher.

(2) A beginning teacher induction program receiving a grant shall use these funds on behalf of a participating teacher for mentor training, stipends for mentor teachers, other beginning teacher induction costs following initial preparation, or for the examination or assessment fee for one administration of the reading instruction competence assessment or a teaching performance assessment.

(3) A beginning teacher induction program may use these funds to contract with commission-approved preliminary teacher preparation programs to provide mentoring support for the completion of required assessments.

(4) A participating school district, county office of education, charter school, or institution of higher education shall not charge a fee to a beginning teacher to participate in a beginning teacher induction program.

(5) Notwithstanding paragraphs (2) and (3), an institution of higher education that is awarded grant funds shall first use the grant funds to waive tuition fees for the candidate.

(c) A grant recipient shall not use more than 5 percent of a grant award for program administration costs.

(d) The commission shall award grants according to the following priorities:

(1) Programs with a large number of candidates who have not yet completed the teaching performance assessment or the reading instruction competence assessment. Programs awarded grant funds based on this priority shall first apply the funds to assist its candidates in completing one or both of those requirements. That assistance includes, but is not limited to, training mentors to support candidates in completing a performance assessment or reading instruction competence assessment, or contracting with commission-approved preliminary teacher preparation programs to provide mentoring support for the completion of required assessments.

(2) Programs with a large number of candidates who pay induction program costs personally.

(e) The commission shall do both of the following:

(1) Enable grant recipients to reallocate unused funding to support existing candidates when a candidate does not complete, or otherwise leaves, an induction program.

(2) Ensure the beginning teacher induction program is approved by the commission and either meets the commission's standards for the support of teachers completing teaching performance assessments or is able to contract with a preliminary teacher preparation program to provide that support.

~~(f) For purposes of making the computations required by Section 8 of Article XVI of the California Constitution, the appropriation made by subdivision (a) shall be deemed to be "General Fund revenues appropriated for school districts," as defined in subdivision (c) of Section 41202, for the 2022–23 fiscal year, and included within the "total allocations to school districts and community college districts from General Fund proceeds of taxes appropriated pursuant to Article XIII B," as defined in subdivision (c) of Section 41202, for the 2022–23 fiscal year.~~