

# 5A

## Information

### *Legislative Committee*

### Status of Legislation

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## AGENDA INSERT

**Executive Summary:** Staff will present the status of those legislative measures of interest to the Commission and address questions regarding any other legislation identified by Commissioners.

**Recommended Action:** For information only

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

### Strategic Plan Goal

#### *Continuous Improvement*

- **Goal 8.** California's policies impacting the education workforce are coherent and effective.
  - R. Advise the Governor, Legislature, and other policy makers regarding issues affecting the quality, preparation, certification, and discipline of the education workforce.

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## 2023-24 Legislation of Interest

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*This is the second year in a two-year legislative session. The Legislature remains in session until July 3 when they will recess for Summer. They will return on August 5.*

### 2023-24 Legislation

#### ***Budget***

#### **[SB XXX \(Committee on Budget & Fiscal Review\)](#)**

**Amended:** XXX

**Status:** XXX

**Summary:** Removes Basic Skills Requirement for applicants who hold a baccalaureate degree. Requires the Commission to create a new Elementary Arts & Music Education authorization for career technical education teachers, for additional pathways for experienced artists to provide arts instruction in elementary school classrooms. Applicants must complete 24 semester units of specified coursework.

#### **[AB 2473 \(Committee on Education\) – CTE Elementary Arts & Music Education Authorization](#)**

**Introduced:** April 1, 2024

**Status:** Assembly Committee on Education

**Summary:** Requires the Commission to create a new Elementary Arts & Music Education authorization for career technical education teachers, for additional pathways for experienced artists to provide arts instruction in elementary school classrooms. Applicants must complete 24 semester units of specified coursework.

#### ***Credentialing***

#### **[AB 1930 \(Reyes\) – Child Development Associate Teacher Permit: Renewal](#)**

**Introduced:** January 25, 2024

**Status:** Assembly Floor

**Summary:** Requires the Commission, by April 30 2025, to authorize a holder of a Child Development Associate Teacher Permit to renew their permit without a limitation on the number of renewals if the holder completes specified hours of professional growth activities.

#### **[AB 2222 \(Rubio, Blanca\) – Science of Reading: Accreditation: Professional Development: Instructional Material](#)**

**Amended:** March 18, 2024

**Status:** Held

**Summary:** Requires the Commission, by January 1, 2027, to update its literacy standards of program quality and effectiveness, literacy teaching performance expectations, and literacy instruction preconditions for program sponsors offering Reading and Literacy Leadership Specialist Credentials and Reading and Literacy Added Authorizations, or any other reading or literacy-specific credential, certification, or authorization developed by the Commission, in order to ensure compliance with effective means of teaching literacy, as defined, and

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adherence to the science reading. Requires the Commission to create a probationary accreditation process for program sponsors not in compliance with the above provisions. Requires one member of the Committee on Accreditation to have demonstrated expertise in the science of reading and effective means of teaching literacy. Requires program review teams report to include a section on literacy instruction.

### [AB 2345 \(Patterson, Jim\) – Short Term Staff Permits: Provisional Intern Permits: CPR Certification](#)

**Amended:** April 1, 2024

**Status:** Assembly Committee on Appropriations

**Summary:** Prohibits local education agencies from hiring a short-term staff permit or provisional internship permit holder unless the holder has a certification in CPR that meets the standards established by the American Heart Association or the American Red Cross.

### [AB 2725 \(Rubio\) – Teacher Credentialing: Occupational & Physical Therapists](#)

**Amended:** March 18, 2024

**Status:** Assembly Committee on Appropriations

**Summary:** Requires the Commission to accept a valid license to practice occupational therapy or physical therapy and verification of meeting a basic skills requirement, and three years of experience as a school-based occupational therapist or physical therapist may be used to satisfy respective requirements for a preliminary services credential with a specialization in administrative services.

### [AB 3212 \(Carrillo\) – Teacher Credentialing](#)

**Introduced:** February 16, 2024

**Status:** Assembly Committee on Rules

**Summary:** Makes non-substantive changes to statutes relating to teacher credentialing.

### [SB 995 \(Padilla\) – CSU: High-Quality Teacher Recruitment and Retention Act](#)

**Amended:** April 2, 2024

**Status:** Senate Committee on Appropriations

**Summary:** Requires the California State University (CSU) Chancellor to develop, in consultation with the California Community College (CCC) Chancellor, a 5-year pilot program starting in the 2025-26 school year to recruit teacher candidates at three CSU campuses in partnership with three CCC campuses. This pilot program must implement transfer model curriculum and an associate degree for transfer at the CCC that can then be completed at CSU and will allow a student to complete a baccalaureate degree and a teaching credential in four years.

### [SB 1263 \(Newman\) – Teacher Credentialing: Teacher Performance Assessments: Repeal](#)

**Introduced:** February 15, 2024

**Status:** Senate Committee on Education

**Summary:** Repeals the requirements in statute relating to teaching performance assessments.

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## **[SB 347 \(Newman\) – Teacher Credentialing: Basic Teaching Credentials: Preschool](#)**

**Amended:** January 3, 2024

**Status:** Assembly Committee on Rules

**Summary:** Requires the Commission to also award basic teaching credentials for preschool public schools in the state. (Technical)

### ***Grants***

## **[AB 1927 \(Alanis\) – Golden State Teacher Grant Program, CTE Instructors](#)**

**Amended:** April 11, 2024

**Status:** Assembly Committee on Education

**Summary:** Expands the provisions of the Golden State Teacher Grant Program to also award grants to students who commit to work for four years as a credentialed career technical education instructor.

### ***Professional Practices***

## **[AB 2534 \(Flora\) – Certificated Employees: Disclosures: Egregious Misconduct](#)**

**Amended:** April 1, 2024

**Status:** Assembly Committee on Appropriations

**Summary:** Requires teachers applying for jobs at a new school district, county office of education, charter school, or state special school to disclose where the applicant has previously been employed. Requires the school district, county office of education, charter school, or state special school to inquire with all previous employing agencies whether the applicant had credible complaints, investigations, or discipline for egregious misconduct that were required to be reported to the Commission.

### ***Data Sharing***

## **[SB 1391 \(Rubio\) – Teachers: Preparation and Retention Data](#)**

**Amended:** April 1, 2024

**Status:** Senate Committee on Appropriations

**Summary:** Requires the managing entity of California’s Cradle-to-Career System to create a teacher training and retention dashboard with the system by January 1, 2026. Specifying what data should appear on the dashboard. Additionally, requires the Department of Education and the Student Aid Commission to annually collect data on specified grant recipients and integrate this data into the Cradle-to-Career System.

### ***Two Year Bills***

## **[AB 238 \(Muratsuchi\) – California Student Teacher Support Grant Program](#)**

**Amended:** April 17, 2023

**Status:** Senate Inactive File - Carry Over Bill

**Summary:** Contingent upon an appropriation of one-time funding, establish the California Student Teacher Support Grant Program, under the administration of the Commission on Teacher Credentialing, to award grants of value equal to the daily substitute teacher rate for the teaching credential candidate’s local LEA to compensate the candidates while they perform the required student teaching.

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### [AB 383 \(Zbur\) – California Classified School Employee Teacher Credentialing Program: leave of absence for student teaching](#)

**Amended:** May 18, 2023

**Status:** Senate Inactive File - Carry Over Bill

**Summary:** Upon an appropriation of funds, requires, as part of the Classified School Employee Teacher Credentialing Program, classified employees to be granted a leave of absence to complete their required student teaching hours and receive wages and benefits during the leave of absence.

### [AB 672 \(Jackson\) – Teacher Performance Assessments: Teacher Credentialing Task Force](#)

**Amended:** April 18, 2023

**Status:** Senate Education - Carry Over Bill

**Summary:** Requires the Commission to convene a Teacher Credentialing Task Force and requires the task force to examine, among other things, the available research on factors that enable and constrain recruitment, credentialing, and retention of a diverse teaching workforce and the experiences of student candidates in various credentialing pathways. The Commission is to report their findings to the Legislature by March 1, 2027.

### [SB 811 \(Jones\) – Interstate Teacher Mobility Compact](#)

**Introduced:** February 17, 2023

**Status:** Assembly Education - Carry Over Bill

**Summary:** Ratifies the Interstate Teacher Mobility Compact, to better facilitate the mobility of teachers across member states, with the goal of supporting teachers through a new pathway to licensure. The compact would, among other things, require member states, in their sole discretion, to make certain determinations about teacher licensure for teachers from other member states, as provided, and create and establish a joint public agency known as the Interstate Teacher Mobility Compact Commission. This compact would only become effective if the compact statute is enacted into law in ten member states.

*\*The information in this document was accurate as of the morning of April 15, 2024.*

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## SB 1263 (Newman) Analysis

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### Summary

Repeals the requirements in statute relating to teaching performance assessments (TPAs).

### Existing Law

- Requires, commencing July 1, 2008, a program of professional preparation to include a TPA that is aligned with the California Standards for the Teaching Profession and that is congruent with state content and performance standards for pupils adopted by the State Board of Education (EC section 44320.2)
- Requires the Commission to implement the performance assessment in a manner that does not increase the number of assessments required for teacher credential candidates prepared in this state. A candidate shall be assessed during the normal term or duration of the preparation program of the candidate. (EC section 44320.2)
- Requires the Commission to ensure that each performance assessment used in teacher preparation is state approved and consistently applied to candidates in similar preparation programs. To the maximum feasible extent, each performance assessment must be ongoing and blended into the preparation program, serving as one source of evidence used by preparation programs to determine candidate readiness to teach prior to their recommendation by the program for a credential. (EC section 44320.2)

### Background

The TPA requires all multiple subject, single subject, and educational specialist credential candidates to demonstrate, through actual performance with TK-12 students in California classrooms, that they have met the California Teaching Performance Expectations at the level of a beginning teacher and are qualified to begin professional practice.

The original legislation requiring the passage of a TPA for prospective California teachers dates to 1998. The TPA was administered informally to candidates beginning in the 2002-03 program year and became mandatory for all multiple subject and single subject candidates as of July 2008. The TPA became mandatory for the majority of special education teachers in 2022-23 and will become mandatory for the remainder in 2025 (Deaf and Hard of Hearing, Visually Impaired, and Early Childhood Special Education). Recent regulations establishing the new PK-3 Early Childhood Specialist Credential also require passage of an approved TPA.

The TPA is the only statewide measure of whether candidates can actually teach, with real students in real classrooms, prior to earning a credential. Embedded in teacher preparation programs, it measures prospective teachers' ability to plan instruction, teach students and assess their learning, analyze what works and what does not work for English learners, students with disabilities and the full range of students they are teaching, and apply what they learn from this reflective analysis to what they will do next to support student learning. All other standardized testing requirements for a teaching credential have been modified by the

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Legislature in recent years to allow multiple pathways for future teachers to demonstrate basic skills, subject matter competence, and ability to teach reading. These legislative actions have been supported in large part by the requirement that candidates complete and pass a capstone TPA prior to earning a credential.

In addition to requiring the Commission to develop and administer a state sponsored TPA, [Education Code section 44320.2](#) allows the preparation programs to develop their own performance assessments for approval by the Commission. There are currently three approved Teaching Performance Assessment models for ongoing use in California preliminary multiple subject and single subject teacher preparation programs. The CalTPA is the Commission-developed TPA model. The other two approved TPA models are the edTPA (SCALE) and the Fresno Assessment of Student Teachers (FAST). The FAST is approved for use only at CSU Fresno. All other preliminary multiple, single subject, and education specialist teacher preparation programs must use either the CalTPA or edTPA. The edTPA has been adapted for use by multiple states.

### Recent Research

- The Commission collects and reports on candidate pass rate data annually for each approved assessment. [As reported in October 2023](#), pass rates for the CalTPA from 2018-19 through 2022-23 reflect a cumulative passing rate of 97%. The edTPA and FAST have similar cumulative passing rates of 95% and 99% respectively over this period. Given that TPAs are expected to be fully embedded in teacher preparation and student teaching with a high level of mentoring and support from faculty during coursework and student teaching, these results are not surprising. TPAs are intended to serve as a capstone assessment, and candidates who have been well prepared and supported during preparation are likely to perform well.
- Also in October 2023, the results of a [survey of 1,284 members of the California Teachers Association \(CTA\)](#) indicated concern about: the structure and value of the TPA; the replacement, as they see it, of critical mentoring and support with less valuable tasks; and, the level of anxiety and stress involved in completing the TPA.
- The [Learning Policy Institute](#) conducted a study of the relationship between preparation experiences and TPA success, relying on survey data and TPA performance data for 18,455 teacher candidates who took either the CalTPA or the edTPA between September 2021 and August 2023. They found differences in candidate success on TPAs across programs and preparation experiences that relate to the level of support to practice teaching and document skills on TPAs candidates receive. Their findings, summarized in the attached Executive Summary of their pending report entitled “How Preparation Predicts Teaching Performance Assessment Results in California,” shed important light on what is necessary in teacher preparation to ensure that all candidates are well prepared to teach prior to being issued a teaching credential.

The Commission has made a practice of evaluating the outcomes of all performance assessments annually and Assessment Design Standards require model sponsors to update their TPA’s as necessary to ensure continuous improvement. For example, development of the

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literacy performance assessment has been shaped and informed by recent feedback from educators and teacher preparation faculty, and reviews during its pilot in early 2024 have been positive. Further, in December 2023, the Commission adopted a means to support additional candidates who score just below the cut score by allowing programs to certify that they have met all other standards and to provide them with a professional development plan during induction to ensure that worthy candidates are not lost from the profession. The Commission also signaled its intent in December to establish a work group to examine the research and feedback from the field and make recommendations for additional improvements in the structure and implementation of TPAs.

### **Fiscal Effects**

The elimination of all TPAs would negate the significant investment and work put into the development of these assessments as tools to measure baseline competencies for incoming teachers. Over the last two decades, the state has invested considerable resources in the development and implementation of the TPAs, beginning with a \$10 million federal grant to build the initial prototype in the early 2000's. Since 2015-16 the state has invested nearly \$11 million in the redevelopment, updating, and revising of the CalTPAs, development of an Administrator Performance Assessment and a Literacy Performance Assessment and expansion of TPAs into special education and early childhood education. The state also expended over \$9.5 million from 2022-24 to cover the costs of the teaching performance assessments for teacher candidates.

The passage of SB 488 (Rubio, Chap. 678, Stats. 2021) directed the Commission to build a new literacy performance assessment and incorporate it into TPAs as a replacement for the Reading Instruction Competence Assessment (RICA), a standardized measure of reading instructional competency which has been a significant barrier in certification for many teacher candidates, particularly candidates of color during its almost 30 years as a credential requirement. Passage of SB 1263 would eliminate the literacy performance assessment (which has been three years in development) and reinstate the RICA requirement for elementary (multiple subject), education specialist, and PK-3 early childhood education specialist candidates. Due to its pending "retirement" based on SB 488, the RICA has not yet been updated to align with the new literacy standards and Teacher Performance Expectations (TPEs), steps that would be necessary if the TPA is eliminated. Estimated costs for updating the RICA are approximately \$1,000,000.

### **Comments**

Teaching Performance Assessments (TPAs) are an ideal and authentic way to professionalize teaching and to ensure that all teacher candidates meet foundational competencies prior to gaining a credential to teach students. In their 2024 study cited above, the Learning Policy Institute found that there is a "growing body of evidence ... that TPA scores predict teaching effectiveness once candidates become teachers of record. In addition to the substantial body of evidence linking National Board Certification to teacher effectiveness, early evidence from the Performance Assessment for California Teachers, a precursor of the edTPA, indicated that these scores were predictive of student achievement gains in reading and math. More recent analyses of edTPA scores in North Carolina and the state of Washington found that the scores were predictive of later teaching performance, as measured by student achievement growth in



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certain subject areas and classroom observation ratings. An analysis of the Massachusetts teaching performance assessment found that it significantly predicted candidates' in-service performance evaluations. As a result of these findings and experiences with TPAs, proponents argue that TPAs serve as a valuable professional standard set to ensure a teaching candidate is ready to enter the classroom." ([Patrick, S. K. \(2024\) \*How Preparation Predicts Teaching Performance Assessment Results in California\*. Learning Policy Institute.](#))

Administering the TPA during COVID school and university closures presented significant challenges for candidates and programs. In the most recent year of administration of TPAs, however, pass rates returned to over 90% overall. Two-thirds of preparation programs achieve these pass rates and show no difference in success rates among candidates by race and ethnicity. Success on the TPA has been found to be related to preparation program quality, including preparedness to teach in the content area, clinical support during student teaching or internship, and support specific to the TPA. The small number of programs that appear to be struggling (about 5%) will be getting additional scrutiny and support from the Commission going forward.

The removal of the TPA requirement from statute would have numerous negative effects on the state's ability to monitor or track the effectiveness of our teacher preparation programs and teacher candidate competency.

- Current TPA models have been validated and embedded in teacher preparation coursework and clinical practice as signature assignments, specific experiences, and are used to inform a recommendation for a teaching credential. Removing the TPA would require preparation programs to extensively revise their programs and develop their own valid and reliable formative and summative assessments of teaching practice.
- Consistent statewide, comparable data would no longer be available to support candidate growth and development, inform continuous improvement in teacher preparation programs, and shed light on quality and equitable practices in preparation for accreditation purposes across the state and across teacher preparation pathways.
- Removal of the TPA from statute would eliminate a significant safeguard in the Early Completion Option for Interns, as the passage of this bill would allow candidates to pass a single standardized test of professional knowledge and skip the rest of their preparation program.
- Teacher candidates would lose the opportunity to experience performance assessment during preparation which could make new teachers less able to achieve National Board Certification as the two processes are purposely similar. Teaching Performance Assessments and the National Board for Professional Teaching Standards (NBTS) certification both require video of teaching students, analysis of teaching and student learning, and reflective practice.

### Conclusion

The TPA is a valuable and necessary professional assessment tool to ensure that teacher candidates meet foundational competencies and are ready to enter the classroom. The removal of the TPA requirement from statute would have numerous negative effects on the state's

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ability to monitor or track teacher readiness to enter the teaching profession and the effectiveness of California's teacher preparation programs. Concerns about the structure and administration of the TPA should be taken up by the workgroup called for by the Commission during its December 2023 meeting.

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## Executive Summary from the Learning Policy Institutes 2024 Report “How Preparation Predicts Teaching Performance Assessment Results in California”

Ensuring that teaching candidates are well prepared to enter the classroom is a critical mission for teacher preparation programs and state agencies that approve programs and set teacher licensure standards. Teaching performance assessments (TPAs) can be used to assess the readiness of potential teachers because they require candidates to provide evidence of their teaching knowledge and skills through classroom videos, lesson plans, student work, and analysis of teaching and learning. TPAs have been adopted in at least 16 states as a requirement of either teacher preparation program completion or initial licensure. California, the focus of this study, was one of the first states to adopt a TPA as a licensure requirement for beginning teachers. The state has since adopted three TPA models: the California Teaching Performing Assessment (CalTPA), the educative Teaching Performance Assessment (edTPA), and the Fresno Assessment of Student Teachers (FAST).

Unlike multiple-choice licensure exams measuring the basic skills or content knowledge of teaching candidates, TPAs are classroom-based assessments capturing direct evaluation of teaching skills. This evaluation process creates opportunities for candidates (and their preparation programs) to identify their strengths and weaknesses. TPAs typically occur when preservice candidates are in student teaching placements (referred to here as clinical practice) or, for those participating in in-service preparation like internships, in their own classrooms. Multiple studies have found that TPA scores predict effectiveness once candidates enter the classroom as licensed teachers, and proponents argue that TPAs serve as a valuable professional standard set to ensure a teaching candidate is ready to enter the classroom.

On the other hand, critics have questioned whether a TPA requirement, along with other tests, serves as an unnecessary gatekeeper to the profession and whether the fees and time investment required by a TPA can be a cumbersome barrier for potential teachers, particularly teaching candidates of color and candidates with fewer financial resources. While TPA passing rates among California teaching candidates were quite high prior to the COVID-19 pandemic, variability in performance on TPAs has increased in California as the pandemic has rocked every aspect of the education system, including the training of teachers.

Focusing on the 2021–22 and 2022–23 academic years, this study explored whether certain preparation experiences predicted TPA success. Understanding these relationships can inform programmatic and policy decisions about how to support teaching candidates in entering the workforce with strong preparation and minimal barriers. Using data provided by the California Commission on Teacher Credentialing, this analysis focused on 18,455 California teaching candidates who took either the CalTPA or edTPA—the two widely available TPAs used across California teacher preparation programs—between September 1, 2021, and August 31, 2023.

### Key Findings

- **Passing rates varied considerably across programs.** Preparation programs differ in how they structure clinical practice and support candidates through a TPA. Across the 263

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preparation programs included in this analysis, nearly two thirds (63% of those programs) had more than 90% of their tested candidates pass a TPA and 23% had all of their candidates pass a TPA. In contrast, 35 programs (13%) had passing rates under 80%, including 14 programs with pass rates below 67%. Data available for a subset of completers suggest that racial disparities in pass rates appear to vary with overall program performance. While there were disparities in pass rates by candidate race and ethnicity among the low-performing programs, among programs with passing rates above 90%, there were no statistically significant differences in passing rates by race and ethnicity.

- **Passing rates also varied by credential field.** Single subject (i.e., secondary) and educational specialist (i.e., special education) programs had higher passing rates, on average, than multiple subject (i.e., elementary) programs. Notably, elementary candidates must document their teaching skills across two subjects (literacy and math), and each assessment has added elements for these candidates. This added complexity, along with pandemic-era challenges with clinical practice in elementary programs, could partially explain these differences.

- **Preservice candidates were more likely than intern candidates to be successful on a TPA.** As of 2021–22, three quarters of California’s preparation program completers were from “traditional” preservice programs in which preparation and clinical practice (i.e., student teaching or residency) occurs before teaching candidates become a teacher of record. Over the past 2 years, 77% of the preservice candidates who took the CalTPA or edTPA passed on their first try, and 92% of these candidates passed across all of their TPA attempts. Among candidates in internship programs who served as teachers of record while completing preparation, 67% passed a TPA on their first try and 88% passed across all attempts. Candidates known to be in residency programs had higher TPA pass rates than those in other pathways.

- **Two thirds of preparation completers reported being well supported by their program to take a TPA, and program-level ratings of support were related to the likelihood of passing.** Of 14,709 elementary and secondary program completers who responded to program completer surveys administered by the California Commission on Teacher Credentialing, 66% reported that their programs prepared them well or very well for a TPA, 23% felt adequately prepared, and 11% reported being not at all or poorly prepared. These survey responses were averaged to create program-level ratings on TPA support. The odds of passing a TPA across all attempts were 1.7 times higher for candidates from programs with the highest rating on TPA support compared to candidates from the lowest-rated programs.

- **Elementary and special education candidates from programs where completers reported more opportunities to learn about teaching literacy and math were more likely to be successful on a TPA.** The program completer survey asks completers from elementary and special education preparation programs about their opportunities to learn how to teach specific aspects of literacy and math (e.g., learn ways to teach decoding skills, adapt math lessons for students with diverse needs). Programlevel ratings on preparation in literacy and

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math—created from these survey responses—were associated with higher passing rates and higher TPA scores. For example, the odds of passing across all attempts were nearly 2 times higher for candidates from the highest-rated programs on preparation in literacy compared to candidates from the lowest-rated programs.

- Preservice candidates from programs in which completers report sufficient clinical support were more likely to be successful on a TPA. The program completer survey asked completers to report on the quantity of clinical support offered by program faculty (i.e., communication, observations, and feedback about their teaching). For preservice candidates, program-level ratings capturing the percent of completers who received clinical feedback more than 5 times were predictive of TPA pass rates across all credential areas. Based on these program-level ratings, the odds of passing a TPA across all attempts were more than 2 times higher for candidates from the programs in which almost all completers reported sufficient clinical feedback, compared to candidates from the programs in which a lower percentage of completers reported such support. Program-level ratings on clinical support were not predictive of internship candidates' success on the TPA.

These differences in TPA success across programs and preparation experiences underscore the importance of ensuring that candidates are getting sufficient support to practice their teaching and then document those skills on a TPA. The California Commission on Teacher Credentialing is particularly well positioned to provide additional support for programs with the lowest TPA passing rates through the accreditation process, especially to ensure that these programs are upholding the program standard related to TPA implementation. TPA data, along with the program completer survey data analyzed here, can also help support continuous improvement among programs. Indeed, many California programs already use these data to target support for individual candidates and make programmatic decisions and adjustments. However, some programs may need better support or systems to be able to learn from their TPA results. Creating more resources and opportunities for programmatic learning and improvement around teaching performance assessments has the potential to strengthen preparation statewide and increase the readiness of the state's teaching candidates as they enter the classroom.