
6A

Action

Legislative Committee

SB 1263 (Newman) Teacher Credentialing: Teaching Performance Assessment: Reading Instruction Competence Assessment: Repeal

Executive Summary: Staff will present an analysis of a bill and make recommendations to the Commission for possible actions they can take to share the Commission's views regarding the bill.

Recommended Action: That the Commission discuss and take an action based on the analysis presented on page 2 of this agenda item.

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.

SB 1263 (Newman) Teacher Credentialing: Teaching Performance Assessment: Reading Instruction Competence Assessment: Repeal

Summary

Senate Bill 1263, introduced by Senator Newman in (January 2024), repeals the requirements in statute relating to teaching performance assessments (TPAs) and the Reading Instruction Competence Assessment (RICA). This agenda item presents an overview of existing statute, a summary of implementation and recent research and data related to implementation of TPAs and the RICA and recommends that the Commission (1) take a position of Oppose Unless Amended on Senate Bill 1263 (Newman), and (2) direct staff to communicate the Commission's position and proposed amendments to the Legislative Education and Higher Education Committees and the Administration.

Summary of Existing Law

- Requires, commencing July 1, 2008, a program of professional preparation to include a teaching performance assessment 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(b)).
- 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(c)).
- Requires the Commission to perform several duties with respect to the performance assessment (PA) (EC section 44320.2(d)):
 - Assemble an expert panel to advise the Commission regarding PAs, with at least one-third of the panel members serving as classroom teachers;
 - Design and implement assessment standards and assessor training;
 - Establish a review panel to review alternative PA models;
 - Analyze the validity of PAs and reliability of assessment scores;
 - Establish and implement standards for satisfactory performance on PAs
 - Analyze sources of bias and eliminate bias from PAs;
 - Collect and analyze background information on candidates participating in PAs and report and interpret the individual and aggregated results of the assessment;
 - Examine institutional accreditation to ensure candidates have ongoing opportunities to acquire the knowledge, skills and abilities measured by the PA; and
 - Ensure that the aggregated results of the assessment for groups of candidates who have completed a credential program are used as one source of information about the quality and effectiveness of that program.

- Requires the Commission to ensure that each performance assessment used in teacher preparation is approved by the Commission 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 that a candidate has met the performance assessment standards and demonstrated readiness to teach prior to their recommendation by the program for a credential. Requires performance assessments produce the following benefits for credential candidates, program sponsors, and local education agencies that employ graduates:
 - Performance assessments must produce formative assessment information during the preparation program for use by candidates, instructors, and supervisors for the purpose of improving the teaching knowledge, skill and ability of the candidate.
 - Performance assessment results must be reported so that they may serve as one basis for a recommendation by the program sponsor that the Commission award a teaching credential to a candidate who has successfully met the performance assessment standards.
 - Formative information and performance assessment results must be reported so they may serve as one basis for the individual induction plan of the new teacher pursuant to section 44279.2. (EC section 44320.2(e))
- Existing law requires the Commission to develop, adopt, and administer a reading instruction competence assessment consisting of one or more instruments to measure an individual's knowledge, skill, and ability relative to effective reading instruction as defined in Education Code section 44259(b)(4). (EC section 44283(b)).
- Existing law requires the Commission by July 1, 2025, to ensure that an approved teaching performance assessment for a preliminary multiple subject credential, as required by section 44320.2, and for a preliminary education specialist credential assesses all candidates for competence in instruction in literacy, including, but not limited to, evidence-based methods of teaching foundational reading skills, as described in paragraph (4) of subdivision (b) of section 44259. The Commission shall ensure that any competencies assessed pursuant to this section are assessed in a manner aligned to the requirements of subparagraphs (A) and (B) of paragraph (4) of subdivision (b) of section 44259, the Commission's standards of program quality and effectiveness and current teaching performance expectations, and the current English Language Arts/English Language Development (ELA/ELD) Framework adopted by the state board. The Commission shall ensure that the assessment meets the Commission's adopted teaching performance assessment design standards for validity, reliability, and sponsor support responsibilities. (EC section 44320.3(a)).
- Existing law also requires that before requiring successful passage of the teaching performance assessment for the preliminary multiple subject teaching credential and the preliminary education specialist credential pursuant to subdivision (a), the Commission shall certify that all of the teacher education programs approved by the Commission pursuant to section 44227 provide instruction in the knowledge, skills, and

abilities required in subparagraphs (A) and (B) of paragraph (4) of subdivision (b) of section 44259. (EC section 44320.3(b)).

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 RICA requires all multiple subject and education specialist candidates to demonstrate their knowledge of teaching reading prior to earning a preliminary teaching credential.

The Teaching Performance Assessment. 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 a state or locally developed performance-based assessment approved by the Commission of a candidate's ability to apply the adopted Teaching Performance Expectations (TPE) for the credential sought directly in the classroom prior to earning a preliminary teaching credential. The TPA engages candidates in planning and providing effective instruction for diverse learners based on knowledge of the students, conducting assessment of and for student learning, analyzing evidence of student learning, and using this information in the next cycle of planning for instruction to meet student's learning needs. The TPA is intended to be fully embedded in teacher preparation programs, forming a seamless link for candidates between preparation coursework and classroom-based teacher preparation activities.

[Education Code section 44320.2](#) allows preparation programs to develop their own performance assessments for approval by the Commission. There are currently three approved Teaching Performance Assessment models that have met the adopted Performance Assessment Design Standards 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 at the request of the institution. All other preliminary multiple, single subject, and education specialist teacher preparation programs must use either the CalTPA or the edTPA. The edTPA has been adapted for use by multiple states.

The Reading Instructional Competence Assessment. Established in 1996, the RICA was one part of a broader set of policies known collectively as the "California Reading Initiative". The RICA requirement was put in place by the Commission in 1998 for multiple subject credential

candidates, in 2000 for education specialist credential candidates, and in 2024 for PK-3 Early Childhood Education Specialist Instruction candidates.

The content of the RICA is organized into five domains:

- Domain 1: Planning, Organizing, and Managing Reading Instruction Based on Ongoing Assessment
- Domain 2: Word Analysis
- Domain 3: Fluency
- Domain 4: Vocabulary, Academic Language, and Background Knowledge
- Domain 5: Comprehension

The RICA is offered in two test formats. The RICA Written Examination is a four hour, 70 question test taken on a computer, which includes multiple choice, constructed response, and case study essay items. The RICA Video Performance Assessment requires candidates to submit three videos showing instruction in whole class, small group, and individual instruction as well as an instructional context form accompanying the videos to explain the planning behind and purpose of the instruction shown. Most candidates choose to take the written version of the assessment. In November 2019, the Commission considered three options to replace the RICA: (1) Replace the RICA with a new statewide external-to-program assessment for reading and literacy; (2) develop and implement a program coursework option with embedded candidate assessment(s) such as a fieldwork embedded case study approach; and (3) modify the TPAs to include the teaching of reading and literacy. This third option was adapted into legislation requiring that the Commission develop a literacy performance assessment to replace the RICA, and became law in 2022. Senate Bill 488 (Rubio, Chap. 678, Stats. 2021) directed the Commission to build a new literacy performance assessment and incorporate it into the approved TPAs as a replacement for the RICA. The Commission is in the midst of developing a literacy performance assessment to integrate reading instruction into the TPA as described in [Item 4E](#) in the June 2024 Commission meeting agenda materials.

Recent Research and Feedback from the Field on TPA Implementation

In October 2023, the [results of a survey](#) conducted by the California Teachers Association of 1,284 current teachers was released that raised questions about the current implementation based on individual candidate experiences with the teaching performance assessment requirement through taking either the CalTPA or the edTPA. Results of this survey showed that a majority of those surveyed felt the current implementation of the TPA requirement lacked preparatory value and caused stress leading to a negative impact on their personal lives.

As will be reported during the presentation of Item 4F at the June 2024 Commission meeting, the [Learning Policy Institute](#) (LPI) 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. The data show differences in candidate success on TPAs across programs and preparation experiences. Differences identified relate to the level of support received by candidates from their preparation programs during practice teaching and for engaging in

instructional planning and analysis of student work. The LPI findings shed important light on what is necessary in teacher preparation to ensure that all candidates are well supported and prepared by faculty and cooperating teachers to develop their TPA submission that demonstrates candidate readiness to begin their professional practice prior to being issued a preliminary teaching credential.

The Commission annually looks at the outcomes of all performance assessments and [reports these findings](#) to the Commission via an agenda item at a regularly scheduled Commission meeting. Similarly, the adopted [Assessment Design Standards](#) require model sponsors to consistently look at and analyze the implications of candidate outcomes and candidate feedback both to identify and address any actual or potential areas of bias and to remain in alignment with student content standards as required by statute. Preparation programs also are required within the Accreditation system to look at their candidate outcomes and the implications for areas of any needed program modifications or improvements where indicated. Within this overall process of regularly looking at TPA outcomes data and its implications for continuous improvement across the preparation system, the Commission recognizes, appreciates, and values the important role of faculty, educator, and candidate feedback in our assessment development and improvement processes. Toward this goal of continuous system improvement, the Commission has recently taken the following actions:

- The Commission included changes in the design of the pilot version of the Literacy Performance Assessment (LPA) that were informed by both the California Teachers Association (CTA) survey and feedback from the Commission’s Literacy Performance Assessment Design Team. Key changes included increasing flexibility and candidate choice to document teaching practice to support candidates serving in a wide variety of clinical teaching placements and learning contexts. Based on feedback from pilot participants, the Commission will implement the design changes it made for the LPA pilot to the other cycle of the CalTPA as well as the single subject, early childhood and education specialist versions of the CalTPA.
- The Commission conducted surveys and focus groups during the LPA pilot in early 2024 that generated important feedback affirming improvements over previous implementations of the performance assessment requirement, that a performance assessment vs. an exam (RICA) of ability to teach reading was strongly preferred and highlighting areas for continued refinement.
- The Commission took action in December 2023 to provide an option that will support additional candidates who score just below the Commission adopted passing standard by working with their preparation programs to demonstrate through other sources of evidence that they meet the applicable TPEs for the credential sought, thereby allowing programs to certify that these candidates have met the TPA requirement through a secondary passing score option. Programs may then provide these candidates with a professional development plan during induction to ensure that candidates who fall into this group and who could become effective teachers are not lost from the profession. This secondary passing standard option for the TPAs allowed more candidates to meet the TPA requirement during the 2023-24 academic year, as reported in Agenda Item 4F in the June Commission agenda materials.

- The Commission also signaled its intent in December 2023 to establish a work group to review the current implementation of EC section 44320.2 and develop recommendations for further improvements, including recommendations for expanding state/local innovation, that will improve the preparatory value and candidate experience with TPAs. Commission staff are ready to convene this workgroup and continue its inclusive process of TPA development and to bring recommendations back to the Commission within the year.

Fiscal and Programmatic Effects of SB 1263

Investments to date. Statute required the Commission to develop a state model of a teaching performance assessment. In compliance with these provisions of statute, over the last two decades the state has invested considerable resources in the development and implementation of the CalTPA, the Commission's performance assessment model. These investments began with a \$10 million federal grant to build the initial CalTPA prototype in the early 2000's. Since 2015-16 the state has invested nearly \$11 million in federal and state funding in the redevelopment, updating, and revising of the CalTPA, development of an Administrator Performance Assessment, (CalAPA), the currently ongoing development of a Literacy Performance Assessment (LPA), and expansion of the CalTPA into special education and early childhood education versions. The state also expended over \$9.5 million from 2022-24 to cover candidate fees for the teaching performance assessments. In accepting these funds for performance assessment purposes, the Commission assured funders of the purpose and use of the funds to develop and implement the assessments for continuous improvement purposes as well as to strengthen the state's outcomes data within the teacher preparation and licensure system.

Fiscal Impact. Elimination of the RICA requirement will reduce the Commission's typical annual examinations revenue by approximately \$1 million. These funds support agency staff and administrative oversight of the assessment.

Policy Impact. The elimination of the TPA, RICA and LPA requirements for a teaching credential under SB 1263 would undermine the framework by which past performance assessment and examination development investment informed future iterations and improvements in teacher preparation program quality. These assessments, which have been validated and found to be reliable in accordance with the both national psychometric standards and California's adopted Performance Assessment Design Standards, are the state's only means of assuring that the state, preparation programs, candidates, the legislature, parents and the public have access to valid and reliable data about candidate outcomes statewide that are comparable, aggregable, and available for research and program improvement purposes. These data also serve within the Accreditation system to provide actionable data to preparation program sponsors for their internal review, analysis, professional discussions, and program improvement purposes.

In addition, the Commission and all approved teacher preparation programs operating in California are currently preparing for a certification process called for by EC section 44320.3(b) to ensure that all programs provide instruction in the knowledge, skills, and abilities required in

subparagraphs (A) and (B) of paragraph (4) of subdivision (b) of section 44259. (EC section 44320.3(b)). SB 1263 in its current form would remove this requirement.

While recognizing the need for improvements to the current implementation of the teaching performance assessment, removing the requirement from statute eliminates a consistent standard for the teaching profession as well as critical state levers for improving preparation program quality and assuring candidate readiness. The removal of both the RICA and the LPA would eliminate any consistent means of ensuring that new teachers have the knowledge, skill, and ability to provide literacy instruction to California students, especially low-income students, and students of color. Based on the feedback from education partners, candidates, and others, the Commission has signaled its intent to work quickly and closely with education partners to continue to ensure the approved teaching performance assessment models function as intended by EC section 44320.2. For these reasons, staff recommend below that the Commission oppose passage of SB 1263 as currently written and seek amendments that maintain this important system in teacher preparation.

Staff Recommendation

Staff recommends that the Commission take a position of Oppose Unless Amended on Senate Bill 1263 (Newman) and direct staff to communicate the Commission's position and proposed amendments to the Legislative Education and Higher Education Committees and the Administration.

Proposed Amendments for Commission consideration:

1. Eliminate current proposed amendments in SB 1263
2. Appoint an expert panel as called for in EC section 44320.2 with at least one-third of the members serving as classroom teachers in California Public Schools, one-third serving as faculty members or administrators in accredited educator preparation programs, and one-third representing other interest holders and performance assessment experts.
3. The expert panel will review the current implementation of EC section 44320.2 and develop recommendations for the Commission that would:
 - a. Address short term, medium term and long-term strategies to increase and ensure the authenticity and preparatory value of all teaching performance assessments for candidates.
 - b. Strengthen the Commission's accreditation standards and procedures to ensure that all teaching performance assessments are ongoing and blended into each teacher preparation program and designed to provide the following benefits for candidates, preparation programs and local educational agencies that employ graduates:
 - i. Formative assessment information during the preparation program for use by the candidate, instructors and cooperating teachers for the purpose of improving the teaching knowledge, skill and ability of the candidate;

- ii. TPA results for all approved models are reported and used to serve as one key indicator for a recommendation by the program sponsor to the Commission for the issuance of a teaching credential;
 - iii. Formative information and performance assessment results are reported so they may serve as one basis for an individual induction plan that guides new teacher induction; and
 - iv. TPA results for all approved models are reported so that they may serve as one basis for maintenance of accreditation of the program sponsor as a Commission-approved educator preparation program.
 - c. Encourage innovation and local program involvement in designing, scoring and implementing teaching performance assessments consistent with the Commission's Assessment Design Standards.
 - d. Ensure appropriate and impactful data collection and use, including candidate surveys, and program and rubric level pass rates, to support continuous improvement in teacher preparation and inform accreditation decisions.
4. The expert panel shall submit recommendations to the Commission by May 1, 2025.
 5. The Commission shall report to the Legislature annually, beginning on October 15, 2025 and through October 2028 on the expert panel's progress toward meeting the requirements of this statute and any modifications implemented within the performance assessment models, based on the work of the expert group.