

Date of Hearing: March 15, 2017

ASSEMBLY COMMITTEE ON EDUCATION
Patrick O'Donnell, Chair
AB 410 (Cervantes) – As Introduced February 9, 2017

SUBJECT: Teacher credentialing: beginning teacher induction programs: fees

SUMMARY: Prohibits, commencing with hiring for the 2017-18 school year, a school district, county office of education (COE), or charter school from charging a beginning teacher a fee to participate in a beginning teacher induction program. Specifically, **this bill:**

- 1) Specifies that a beginning teacher includes a teacher with a preliminary multiple or single subject teaching credential, or a preliminary education specialist credential.
- 2) Prohibits a local educational agency from charging a fee to a beginning teacher to participate in an alternative program of beginning teacher induction.
- 3) Makes Legislative findings and declarations about the burden that teacher induction fees have on beginning teachers and how those burdens will affect the state's teacher shortage.

EXISTING LAW:

- 1) Requires a teacher to complete one of the following beginning teacher induction programs in order 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 Superintendent, 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 Superintendent 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 Superintendent, and the state board.
 - 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.
- 2) Specifies that if a candidate satisfies the requirements, including completion of an accredited internship program of professional preparation, and if that internship program fulfills induction standards and is approved, the commission shall determine that the candidate has fulfilled the induction requirements.
- 3) Specifies that if an approved induction program is verified as unavailable to a beginning teacher, or if the beginning teacher is required under the federal No Child Left Behind Act to complete subject matter coursework to be qualified for a teaching assignment, the commission shall accept completion of an approved clear credential program after

completion of a baccalaureate degree at a regionally accredited institution as fulfilling the induction requirements.

FISCAL EFFECT: Unknown

COMMENTS: Commencing with hiring for the 2017–18 school year, this bill prohibits a school district, county office of education (COE), or charter school from charging a beginning teacher a fee to participate in a beginning teacher induction program.

Beginning Teacher Support and Assessment (BTSA) Background: According to the Commission on Teacher Credentialing (CTC), induction for new teachers in California has evolved in significant ways over its 25-year history. The BTSA program was established as a result of a pilot study conducted during 1988-1992 by the CTC and the CDE. This pilot study, known as the California New Teacher Project demonstrated that the state could increase beginning teacher retention, success and effectiveness, by providing all new teachers with structured mentoring and support. After considerable legislative discussion of the pilot project report, the Governor and the Legislature established the BTSA Program in the 1992-93 State Budget. At that time, the program was a grant program designed to support new teachers and was not a credential requirement for teachers.

The successes of the California New Teacher Project grant programs influenced the CTC appointed Advisory Panel which conducted a review of the requirements for earning and renewing teaching credentials. Their recommendations were embodied in the passage of SB 2042 (Alpert), Chapter 548, Statutes of 1998, which created a two-tiered teaching credential system, significantly changed the BTSA program by establishing induction as the second tier in California's teacher preparation and credentialing system and instituting the completion of a standards based induction program as a path toward the Clear Credential for Multiple and Single Subject credentials.

In 2004, the Legislature mandated a CTC-approved Induction program, if available, as the *required* route for Multiple and Single Subject teachers to obtain a clear teaching credential. Legislation clarified that, if an induction program is verified as unavailable by a beginning teacher's employer or the teacher needed to complete content area coursework for No Child Left Behind (NCLB), then the teacher may complete a Commission-approved Clear Credential program sponsored by a college or university.

From 1995 until 2009 BTSA Induction programs operated with dedicated annual funding based on a per-participating teacher allocation (with a required LEA in-kind match). In February 2009 the State Budget provided LEAs with spending flexibility. LEAs were able to use funds from about 40 categorical programs, including the Teacher Credentialing Block Grant of which the BTSA Induction program was a part, for any educational purpose for a five year period. This statute created greater program funding flexibility and removed the in-kind requirement but continued the funding to local education agencies that sponsor CTC approved BTSA Induction programs.

Since the 2009 onset of flexible funding provisions, a number of Commission-approved programs have become inactive or withdrawn since the per-participant funding ended. Of specific interest in terms of statewide program equity, access and parity is the issue of induction programs charging beginning teachers to participate. The induction programs sponsored by colleges or universities have always charged tuition. A few LEA-based induction programs were

approved by the Commission after 2009 and never received any per participant state funding. These programs, sponsored by charter schools, have always charged candidates. An additional reality that appears to be surfacing is the fact that some programs are "capping" the number of new teachers they will serve, resulting in inequities within a district as some new teachers receive induction services and others are faced with having to search and pay for induction services outside of their district or teach, largely unsupported, in a classroom for a year or more until they reach the top of the program's waiting list.

According to the author, the financial burden on new teachers who are required to obtain a four-year degree in a specific subject area, enroll in a teacher credentialing program and participate in, and in many instances pay for, the BTSA program is significant. This requirement not only creates a disincentive for prospective teachers to enter the profession, but it also contributes to the high number of new teachers leaving the profession. Therefore, it is in the best interest of the State of California and its pupils to prohibit BTSA providers from charging new teachers to participate in this state-mandated program.

Induction Options to Obtain a Clear Teaching Credential: Completion of an approved Induction Program is the primary route to attaining a clear teaching credential. If an employed teacher (employer is defined as a California public school, any school that is sponsored by a private California K-12 school, non-public, nonsectarian school or agency, charter school, or a school operated under the direction of a California state agency) does not have an Induction Program available to them then the teacher may enroll in a Clear Credential Program. Currently there are 22 Commission-approved Clear Credential programs operating in California (three California State Universities, three Universities of California, and 16 private and independent institutions).

Induction Fees: The CTC conducted a survey of CTC-approved induction programs and received 126 responses out of 165 programs. Of the survey respondents, 11.5% of LEA sponsored induction programs reported that they charged fees to induction participants in 2014-15. This equates to 2,063 participants who paid fees out of 17,907 total participants at respondent LEAs. Respondents reported the per year fees range from \$390 to \$3,350.

Previous Legislation: AB 141 (Bonilla) from 2016 would have prohibited, commencing with hiring for the 2016-17 school year, a school district, county office of education (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 with the following message:

This bill prohibits a local educational agency from charging a teacher to complete a beginning teacher induction program. This prohibition will create a reimbursable mandate estimated to cost over \$100 million annually. The vast majority of local educational agencies provide induction and support to beginning teachers free of charge. I commend these entities for recognizing the importance of supporting and retaining new teachers. In addition to funding allocated through the Local Control Funding Formula, the state has provided \$490 million in this year's budget to promote educator quality over the next three years. Part of this funding should be used to support new teachers. Creating a new mandate, however, is not the answer.

REGISTERED SUPPORT / OPPOSITION:

Support

California Federation of Teachers (Sponsor)
California Catholic Conference
California Language Teachers Association

Opposition

California School Boards Association

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