

Date of Hearing: June 26, 2024

ASSEMBLY COMMITTEE ON EDUCATION  
Al Muratsuchi, Chair  
SB 1263 (Newman) – As Amended June 17, 2024

**[This bill was double referred to the Assembly Higher Education Committee and will be heard by that Committee as it relates to issues under its jurisdiction.]**

**SENATE VOTE:** 30-8

**SUBJECT:** Teacher credentialing: teaching performance assessment: workgroup.

**SUMMARY:** Requires the Commission on Teacher Credentialing (CTC) to convene a workgroup to assess current design and implementation of the teacher performance assessment (TPA) and report recommendations to the Legislature by February 2025. Specifically, **this bill:**

- 1) Requires the CTC to convene a workgroup to assess the current design and implementation of the TPA.
- 2) Requires the CTC to select a workgroup with at least one-third of the members as classroom teachers in California public schools; and prohibits the appointment of any person to the workgroup with a financial interest in a teacher licensure assessment.
- 3) Requires the workgroup to develop recommendations to be presented to the CTC by February 2025 and the CTC to vote to adopt a set of recommendations by June 2025. Requires adopted recommendations to be implemented by July 1, 2028. Requires, at a minimum, the recommendations from the workgroup to include:
  - a) An analysis of any modifications needed to current assessments to ensure they are valid and authentic to the work of teaching, reasonable to implement in the wide range of classroom settings across the state, and appropriate for beginning teachers;
  - b) Recommendations for how programs might embed the assessments into coursework and clinical work to avoid duplicative work for candidates;
  - c) Suggested questions for program completer surveys to understand candidate experience of programmatic support for assessment completion;
  - d) Recommendations to strengthen the accreditation system to ensure programs embed the assessment in coursework and clinical work, offer sufficient clinical and pedagogical support, and support candidates to pass the assessment; and
  - e) Recommendations for how programs can engage in local scoring of the assessment to inform program improvement.
- 4) Requires the CTC to report to the Legislature annually, beginning on October 15, 2025, and through October 2028, on the progress of the workgroup in making its recommendations and actions taken by the CTC to implement the recommendations it adopts.

- 5) Makes meetings of the workgroup subject to the requirements of the Bagley-Keene Open Meeting Act.
- 6) Requires the CTC to report the number of programs with low pass rates and assist these programs in using evidence-based strategies to support candidates, at no cost to the candidate.
- 7) Requires the CTC to maintain a secondary passing standard for the TPA.

**EXISTING LAW:**

- 1) 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 (SBE).
- 2) Requires the CTC to implement the TPA in a manner that does not increase the number of assessments required for teacher credential candidates prepared in the state. Requires a candidate to be assessed during the normal term or duration of the preparation program of the candidate.
- 3) Requires the CTC to ensure that each TPA is state-approved and aligned with the California Standards for the Teaching Profession and is consistently applied to candidates in similar preparation programs. To the maximum feasible extent, each TPA must be ongoing and blended into the preparation program and must produce specified benefits for credential candidates, sponsors of preparation programs, and local educational agencies (LEAs) that employ program graduates.
- 4) Requires the CTC to ensure, by July 1, 2025, that an approved TPA for a preliminary multiple subject credential and a preliminary education specialist credential assesses all candidates for competence in instruction in literacy, revises the definition of literacy instruction for purposes of teacher preparation.

**FISCAL EFFECT:** According to the Senate Appropriations Committee, by eliminating the requirement for the TPA and also removing the Reading Instruction Competence Assessment (RICA), this bill could potentially result in additional, unknown costs to teacher preparation programs to conduct their own performance assessments.

**COMMENTS:**

***Need for the bill.*** According to the author, “SB 1263 would require the California Commission on Teacher Credentialing to convene a working group composed of classroom teachers, teacher educators, and performance assessment experts to review the current Teacher Performance Assessment (TPA), its implementation, and its impacts. The bill would require the workgroup to develop recommendations concerning these assessments by March 1, 2025; for the commission to vote to adopt a set of recommendations by July 1, 2025; and for the recommendations to be adopted and implemented not later than July 1, 2028. There is substantial evidence that the TPA, in its current form, has become an unduly onerous portfolio assessment which has the unintended net impact of detracting from teacher candidates’ ability to focus on applying the concepts and skills of teacher preparation coursework in real classrooms while supervised by mentor teachers

during supervised clinical practice. Despite its intended purpose, the TPA often does not in fact accurately ascertain whether a candidate is prepared to enter the teaching profession. Through its amended provisions, SB 1263 will provide a better basis for teachers and teacher educators to make meaningful recommendations on how best to improve the TPA.”

***Teaching Performance Assessments (TPAs).*** According to the Legislative Analyst’s Office (LAO), during the 1990s, the Legislature became concerned with the coherence of the teacher credentialing system, as the state had added credential requirements incrementally over the years without comprehensive evaluation. At the request of the Legislature, the CTC convened a workgroup to review the state’s teacher credential requirements. The workgroup concluded that existing assessments varied considerably across preparation programs and often failed to provide a good measure of teachers’ preparation. At the same time, research and policy organizations such as the National Research Council and the National Board for Professional Teaching Standards were supporting the development of more authentic assessments of teacher candidates. In response, the Legislature required the CTC to develop a new assessment for all general education teachers, now known as the TPA.

California requires all teacher candidates for preliminary multiple, single subject and education specialist teaching credentials to pass a TPA as part of the requirements for earning a preliminary teaching credential.

The CTC-adopted TPAs are designed to measure a candidate's knowledge, skills and ability in relation to California's Teaching Performance Expectations (TPEs), including demonstrating their ability to appropriately instruct all students in the state’s content standards. There are now three teaching performance assessment models available: the CalTPA developed by the CTC, the edTPA developed by the Stanford Center for Assessment, Learning, and Equity (SCALE), and the Fresno Assessment of Student Teaching (FAST) developed by California State University, Fresno.

Each of the three approved TPA models requires a candidate to complete performance tasks relating to subject-specific pedagogy, designing and implementing instruction and student assessment, video-recorded teaching, and reflecting on practice. Performance tasks must be completed within a site placement where the candidate is working with supervising teachers, master teachers, and students. Multiple-subject candidates must demonstrate their capacity to teach literacy and mathematics. Candidate performances are scored by trained assessors against multiple rubrics that describe levels of performance relative to each performance task. Each model must also meet and maintain specified standards of assessment reliability, validity, and fairness to candidates. Model sponsors of approved assessments annually report on candidate performance, and this data is used to inform program accreditation.

***What does research say on the TPA?*** A 2024 Learning Policy Institute report, “*How Preparation Predicts Teaching Performance Assessment Results in California,*” documented the following 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 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 suggests 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) occur 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, and adapt math lessons for students with diverse needs). Program-level ratings on preparation in literacy and 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 two 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 five 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 two 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.

***LAO research on TPA.*** According to the LAO, the evidence linking TPA performance and student outcomes is limited but positive. According to an analysis of the existing literature by the LAO, two small studies evaluated an earlier version of the TPA in California and found that—controlling for other factors—students assigned to teachers who had performed better on the TPA performed somewhat better on math and reading assessments. A third study from 2017 tracked a larger sample of teachers taking a version of the TPA in Washington and found similar results, with TPA scores having a relatively strong association with student performance in mathematics and a moderate association with performance in reading.

A report by the Center for American Progress, “Evaluating Teacher Effectiveness: How Teacher Performance Assessments Can Measure and Improve Teaching” (Darling-Hammond, 2010) notes that, compared to traditional assessments of teachers, “Performance assessments that measure what teachers actually *do* in the classroom, and which have been found to be related to later teacher effectiveness, are a much more potent tool for evaluating teachers’ competence and readiness, as well as for supporting needed changes in teacher education...Such assessments have been found to be stronger predictors of teachers’ contributions to student learning gains than traditional teacher tests.”

***Teacher candidates will be assessed for competency in literacy instruction in the TPA and not through RICA.*** Existing law, SB 488 (Rubio, Chapter 678, Statutes of 2021), required the CTC to update its literacy and reading standards for the preparation of teaching candidates and their corresponding TPEs. Additionally, the CTC must review teacher preparation programs and certify that they are providing instruction in the updated standards and TPEs, as well as to develop a new literacy performance assessment to replace the RICA. The RICA will be retired as of July 1, 2025, and will no longer be available. Candidates who do not pass either all three subtests of the written examination or the video performance assessment by July 1, 2025, will be required to instead pass the CTC-adopted TPA that includes literacy instruction.

Since the enactment of the RICA statute 25 years ago, the K-12 English Language Arts/English Language Development Framework has been significantly updated and adopted by the SBE. These updates impact candidate preparation for teaching reading and developing literacy, including for students identified as English learners (EL), as well as the assessment of candidate competency in these areas. Additionally, the California Dyslexia Guidelines were published to address teaching reading to students with dyslexia. To meet the needs of all California students, it was necessary to update the program standards and TPEs for teacher preparation with respect

to reading and literacy instruction, as well as corresponding candidate assessments. These updates were required by SB 488.

***Arguments in support.*** The California Teachers Association states, “The TPA is an onerous portfolio assessment that detracts from teacher candidates’ ability to focus on applying the concepts and skills of teacher preparation coursework in real classrooms supervised by mentor teachers during supervised clinical practice.

Furthermore, the TPA measures Teacher Performance Expectations (TPEs) that are already measured through coursework and clinical practice during a candidate’s program. While no data exists to support the efficacy of the TPA as it relates to effective preparation, multiple sources identify the negative impact this has on teacher preparation and the disproportionate impact on teachers of color.

The experience of educators throughout the state has shown that instead, TPAs have become a high-stakes, time-consuming, and costly barrier for aspiring teachers. TPAs have also proven ineffective at preparing educators for the realities of the classroom. With more than 10,000 vacancies listed for teaching positions in California, we must focus on investing in programs that are proven to prepare and retain educators – not keep in place ineffective barriers to those looking to enter the profession.”

***Arguments in opposition.*** The Education Trust-West states, “ETW opposes SB 1263 because research has proven that TPAs are a valuable tool for measuring and developing teacher effectiveness and for evaluating and improving educator preparation programs. While significant work must be done to ensure assessments are high quality and not overly burdensome, scoring of rubrics is free of bias, and candidates receive the support needed to demonstrate mastery, we believe that eliminating performance assessments would not be in the best interest of California’s students of color and low-income students. These students are most likely to be taught by novice teachers and deserve for those teachers to be adequately prepared for the classroom.

Research on TPAs suggests that candidates’ performance is predictive of their students’ learning gains as measured by standardized test scores, and that TPAs are less likely to produce disparities in pass rates by teacher candidates’ race/ethnicity than traditional multiple choice exams (Darling-Hammond, 2010; Wilson, M., Hallam, P. J., Pecheone, R., & Moss, P.A., 2014; Goldhaber, D., Cowan, J., & Theobald, R., 2017). TPA portfolios collect evidence of teachers’ actual instruction through videotapes, curriculum plans, and samples of student work and learning, along with teacher commentaries explaining the basis for teachers’ decisions about instructional strategies. They are designed to assess teachers’ ability to plan instruction, teach diverse learners, assess student learning, and reflect on and improve their practice.”

***Related legislation.*** SB 488 (Rubio), Chapter 678, Statutes of 2021, requires the CTC to ensure, by July 1, 2025, that an approved TPA for a preliminary multiple subject credential and a preliminary education specialist credential assesses all candidates for competence in instruction in literacy, revises the definition of literacy instruction for purposes of teacher preparation and requires the CTC to ensure that its standards for program quality and effectiveness align to this definition, and provides an alternate means of meeting the RICA for some credential candidates affected by COVID-19 test center closures.

**REGISTERED SUPPORT / OPPOSITION:**

**Support**

Alameda County Office of Education  
California Charter Schools Association  
California Faculty Association  
California Federation of Teachers  
California School Employees Association  
California Teachers Association  
Los Angeles County Office of Education  
Students for Quality Education At Sacramento State

**Opposition**

21st Century Alliance  
Alliance for A Better Community  
Alliance for Children's Rights  
California Family Engagement Network (CA-FEN)  
California Reading Coalition  
California State Pta  
Californians for Justice  
Children Now  
Decoding Dyslexia CA  
Innovate Public Schools  
Kipp Social Public Schools  
Parent Organization Network  
Public Advocates  
The Education Trust - West  
The Reading League California  
National Council on Teacher Quality

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