

Date of Hearing: June 26, 2024

ASSEMBLY COMMITTEE ON EDUCATION
Al Muratsuchi, Chair
SB 1391 (Rubio) – As Amended April 1, 2024

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

SENATE VOTE: 37-0

SUBJECT: Teachers: preparation and retention data

SUMMARY: Requires the Cradle-to-Career (C2C) managing entity to create a teacher training and retention dashboard within the data system by January 1, 2026. Specifically, **this bill:**

- 1) Requires the C2C managing entity, under the direction of the governing board, to create a teacher training and retention dashboard within the data system by January 1, 2026, providing information on the following:
 - a) Trends regarding teacher training pipelines;
 - b) Trends regarding teacher credentialing;
 - c) Trends regarding teacher hiring and assignments;
 - d) Trends regarding teacher retention;
 - e) Trends regarding educator demographic data on the entirety of the educator workforce;
 - f) Trends regarding teacher vacancies and mobility; and
 - g) Trends regarding participation in programs for addressing teacher shortages and teacher diversity, as appropriate, including, but not limited to, the Teacher Residency Grant Program, the California Classified School Employee Teacher Credentialing Program, the Golden State Teacher Grant Program, and the National Board for Professional Teaching Standards Certification Incentive Program.
- 2) Requires the California Department of Education (CDE) to annually collect data on award recipients, including assignment and demographic data, from the National Board for Professional Teaching Standards Certification Incentive Program.
- 3) Requires the California Student Aid Commission to annually collect demographic data on award recipients from the Golden State Teacher Grant Program.

EXISTING LAW:

- 1) Establishes the California C2C Data System Act in order to do all of the following:

- a) Build a data system to enable partner entities to share information in a manner that promotes data privacy and security;
 - b) Design a data system that minimizes the need for new infrastructure, is adaptable, and is flexible to meet future needs;
 - c) Serve students and families by doing all of the following:
 - i) Identifying and tracking predictive indicators to enable parents, teachers, health and human services providers, and policymakers to provide appropriate interventions and supports to address disparities in opportunities and improve outcomes for all students;
 - ii) Creating direct support tools for teachers, parents, advisors, and students;
 - iii) Enabling agencies to plan for and optimize educational, workforce, and health and human services programs;
 - iv) Enabling and streamlining the administration of student financial aid; and
 - v) Advancing academic and governmental research on improving policies from birth through career.
 - d) Improve the quality and reliability of data reported, and ensure consistency of key data definitions; and
 - e) Identify additional data points and metrics that can be developed and integrated into the data system to support the goals of the C2C. (Education Code (EC) 10850 and 10852)
- 2) Establishes the workgroup to assess and recommend data system structural components, processes, and options for expansion and enhancement of data system functionality, and advises ongoing efforts to develop, administer, and enhance the data system. Requires meetings of the workgroup to be subject to the Bagley-Keene Open Meeting Act. (EC 10853)
 - 3) Establishes the C2C for the purpose of connecting individuals and organizations to trusted information and resources. Requires the data system to be considered a source for actionable data and research on education, economic, and health outcomes for individuals, families, and communities, and provides for expanded access to tools and services that support the navigation of the education-to-employment pipeline. Requires the data system to be used to provide access to data and information necessary to provide insights into critical milestones in the education-to-employment pipeline, including insight regarding early learning and care to grade 12, inclusive, and into higher education, skills training opportunities, and employment to better enable individuals to maximize their educational and career opportunities, and to foster evidence-based decision-making to help the state build a more equitable future. (EC 10861)
 - 4) Requires the data system to comply with applicable federal and state laws to protect individual privacy at all times. (EC 10861)

- 5) Creates the Office of Cradle-to-Career Data (Office) within the California Government Operations Agency (GovOps), as the managing entity. (EC 10862)
- 6) Requires the data system to be governed by a governing board composed of 21 specified members. (EC 10864)
- 7) Requires the governing board to appoint an executive officer to oversee the managing entity. (EC 10866)
- 8) Establishes the California Classified School Employee Teacher Credentialing Program, intended to address the state's teacher shortage by supporting local educational agencies (LEAs) to recruit classified school employees into teaching careers and support their undergraduate education, professional teacher preparation, and certification as credentialed California teachers. In July 2021, the state appropriated \$125 million to expand the California Classified School Employees Teacher Credentialing Program for another five years. Classified staff of LEAs participating in the program receive financial assistance for degree and credentialing-related expenses and other forms of individualized support to help them complete their undergraduate education, teacher preparation program, and transition to becoming credentialed teachers.
- 9) Establishes the National Board for Professional Teaching Standards (NBPTS) Certification Incentive Program, awarding grants to school districts for the purpose of providing incentives to teachers who have attained certification from the NBPTS and agree to teach at a high-priority school for at least five years. Additionally, any teacher who initiates the process of pursuing a certification from NBPTS when teaching at a high-priority school is eligible to receive a candidate subsidy to cover the costs of seeking certification.
- 10) Establishes the Golden State Teacher Grant Program, awarding up to \$20,000 to students currently enrolled in a professional preparation program approved by the Commission on Teacher Credentialing (CTC) and working towards earning their preliminary teaching or pupil personnel services credential. Grant recipients commit to work at an eligible priority school or preschool for 4 years within 8 years of the date they complete their professional preparation program. (Education Code (EC) 69617)
- 11) Establishes the Teacher Residency Grant Program, funded until June 30, 2026, to provide funding to programs that partner with one or more teacher preparation programs accredited by the CTC, in which a prospective teacher teaches at least one-half time alongside a teacher of record, who is designated as the experienced mentor teacher, for at least one full school year while engaging in initial preparation coursework. Requires grants allocated to be up to \$20,000 per teacher candidate in the residency program of the jurisdiction of the grant recipient, matched by that grant recipient on a dollar-for-dollar basis. Requires grant program funding to be used for, but is not limited to, any of the following: teacher preparation costs, stipends for mentor teachers, stipends for teacher candidates, and mentoring and beginning teacher induction costs following initial preparation. (EC 44415)

FISCAL EFFECT: According to the Senate Appropriations Committee:

- The C2C estimates one-time General Fund costs of \$515,000 to comply with the bill's provisions. This estimate includes \$320,000 for the amendment of an existing contract or

a new contract for the inclusion of the additional data elements required by this bill, with the remaining amount of \$195,000 for the design, display, and visualization of the new elements.

- The California Department of Education estimates General Fund costs of \$138,000 and 1.0 position to comply with the bill’s data collection requirements.
- The California Student Aid Commission (CSAC) indicates that any costs resulting from this bill would be minor and absorbable within existing resources.

COMMENTS:

Need for the bill. According to the author, “California is facing a severe teacher shortage, and as state leaders, we must act now. SB 1391 seeks to gather critical data on our teacher workforce, including demographics, to better understand and address issues surrounding California’s teacher shortage. Our state has invested heavily in various teacher support programs, but without comprehensive data, we cannot fully assess their impact. Having taught in public schools for nearly 20 years, I’ve seen the detrimental effects of teacher shortages on student achievement and education quality. This bill will provide the necessary information to build a more diverse and effective teacher workforce reflective of our student population.”

The California Cradle-to-Career Data System. According to the Cradle-to-Career Data System, the data system is a statewide longitudinal data system that provides tools to help students reach their goals and delivers information on education and workforce outcomes.

Prior to the creation of the data system in 2019, according to an Education Commission of the States fact sheet, *50-State Comparison Statewide Longitudinal Data System*, California was one of nine states that did not have a longitudinal data system. SB 75 (Committee on Budget and Fiscal Review), Chapter 51, Statutes of 2019, called for the establishment of a statewide, longitudinal data system for California. Over the course of 2020 and the first half of 2021, more than 200 people from 15 state agencies and many educational institutions, research and policy organizations, and community groups worked together to design a blueprint for the data system.

The planning included multiple subcommittees that considered various aspects of data system development, including technology and security, legal frameworks, data definitions, and community engagement. A workgroup composed of entities that will provide information and state agencies with expertise in data considered the findings of these subcommittees and advice from two advisory groups made up of community members. AB 132 (Committee on Budget), Chapter 144, Statutes of 2021, authorized funding for the California Cradle-to-Career Data System. The data system is housed within and is implemented by the GovOps agency.

The planning phase concluded by phasing in regular meetings of the governing board, and appointment of an



executive officer. The governing board adopted a five-year implementation plan, (see figure above), based on the recommendations of the planning process.

The creation of the data system includes a three-pronged approach of 1) community engagement to inform development, interpretation, and awareness building about available information, 2) tools to support college planning and transition, and 3) an analytical data set on education, well-being, and job outcomes.

Once fully implemented, the data system will provide public access to a comprehensive state longitudinal data system, linking existing education, workforce, financial aid, and social service information to address disparities in opportunities and improve outcomes for all communities throughout California. The data system will be a suite of resources focused on early learning through K-12 and higher education, providing financial aid and social services to help students reach their goals.

Since its inception, the C2C has accomplished several major milestones:

- 2021: Governing board selected executive director
- 2022: Legal agreements signed between C2C and 15 data providers to make data available to the public through the data system.
- 2023: Over 1 billion data points were transmitted from data providers to the data system for integration.
- 2024: The first data dashboard is planned to be available to the public, of which the educator dashboard is included.

Classified School Employee Teacher Credentialing Program background. According to the CTC, the Legislature approved a combined total of \$45 million for two separate rounds of funding for the Classified School Employee Teacher Credentialing Program—\$20 million in 2016 and an additional \$25 million in 2017. This grant program provides up to \$4,000 per participant per year for up to five years. The LEAs that successfully applied to this competitive grant program use these funds to support tuition, fees, books, and related services for participating classified staff; they may also use some of this funding for program administrative purposes. This state grant funding has provided for 2,250 annual participant slots (1,010 slots for Round One and 1,250 slots for Round Two). The program is designed to address the state’s teacher shortages in math, science, special education, and bilingual education, and provide those classified school employees who are familiar with and already working in school settings an opportunity and incentive to complete their undergraduate education and teacher preparation to become a credentialed California teacher.

Golden State Teacher Grant Program (GSTG). Since 2016-17, the state has spent \$1.4 billion in one-time funds to address teacher shortages. The 2019-20 Budget Act established the GSTG program, which awards up to \$20,000 to students who meet eligibility requirements and commit to a four-year service agreement. The program was first available to students who were enrolled during the 2020-21 academic year (AY) in a CTC-approved teacher preparation program to earn their Education Specialist (Special Education) preliminary teaching credential.

The 2021-22 Budget Act then authorized the expansion of the GSTG program to students enrolled during the 2021-22 AY who committed to working in an eligible high-need field. Subsequently, the 2022-23 Budget Act authorized an additional expansion of the program to include those working towards their multiple subject or single subject credential and those working towards their pupil personnel services (PPS) credential. Additionally, all GSTG recipients (including past grantees) were required to complete their program and obtain their credential within three years from the date their first GSTG payment was mailed to their institution and to complete their four-year service at a California priority school within eight years from the date they completed their program.

Further, commencing with the 2022-23 AY, students may receive up to the maximum \$20,000 GSTG award paid out across multiple academic years as long as they continue to meet eligibility requirements each year. The 2023-24 Budget Act expanded the program once again by awarding up to \$10,000 (also payable over multiple academic years) to California residents enrolled in an online credential program at an approved institution that meets specified requirements. The timeframe for students to complete their program and obtain their credential was also lengthened from three to six years. Lastly, the service obligation was expanded to be fulfilled at a California preschool program in addition to eligible priority schools.

Teacher residency grant program. For the purposes of the Teacher Residency Grant Programs, a teacher residency program is defined as an LEA-based partnership between an LEA and an institution of higher education (IHE) with a CTC-approved preliminary teacher preparation program in which a prospective teacher teaches at least half time alongside a teacher of record, who is designated as the experienced mentor teacher, for at least one full school year while engaging in initial preparation coursework. Grantees may receive up to \$20,000 per participating teacher resident each year.

The Teacher Residency Grant Programs were initially authorized in the 2018-19 Budget Act to support the development, implementation, and expansion of teacher residency programs, with a total of \$75 million for competitive grants.

The 2021-22 Budget Act provided \$350 million through the 2025-26 fiscal year for Teacher Residency Programs, including Capacity, Expansion, and Implementation for “designated shortage fields” including special education, bilingual education, science, computer science, technology, engineering, mathematics, transitional kindergarten, or kindergarten, and any other fields identified by the CTC based on an annual analysis of hiring and vacancy data, and/or for recruiting, developing support systems for, providing outreach and communication strategies to, and retaining a diverse teacher workforce that reflects the LEA community’s diversity.

Of the \$350 million, \$25 million is set aside for Teacher Residency Capacity Grants. Grant awards may be up to \$250,000 for eligible LEAs, which is an increase of \$200,000 per grant award from the 2018-19 fiscal year. Teacher Residency Capacity Grants are intended to support a collaborative partnership between eligible LEAs and one or more CTC-approved teacher preparation programs offered by a regionally accredited IHE to expand, strengthen, improve access to, or create a teacher residency program. The remaining \$325 million is set aside for Teacher Residency Expansion and/or Implementation grants.

Already weak teaching pipeline further damaged by COVID-19 education disruptions. A March 2021 report by the LPI raised concerns about the effects of the COVID-19 pandemic on the teacher shortage in California:

- *Teacher shortages remain a critical problem.* Most districts have found teachers to be in short supply, especially for math, science, special education, and bilingual education. Most districts are filling hiring needs with teachers on substandard credentials and permits, reflecting a statewide trend of increasing reliance on underprepared teachers.
- *Teacher pipeline problems are exacerbated by teacher testing policies and inadequate financial aid for completing preparation.* Many districts attributed shortages to having a limited pool of fully credentialed applicants, with more than half reporting that testing requirements and lack of financial support for teacher education pose barriers to entry into teaching.
- *Teacher workload and burnout are major concerns.* The transition to online and hybrid learning models has had a steep learning curve and poses ongoing challenges that have been a primary contributor to some teachers' decisions to retire earlier than previously planned. With district leaders estimating that teacher workloads have at least doubled, many were concerned that the stressors of managing the challenges of the pandemic on top of the challenges of an increased workload could lead to teacher burnout and increased turnover rates.
- *Growing retirements and resignations further reduce supply.* In some districts, retirements and resignations are contributing to shortages, while in others, these retirements and resignations offset the need for anticipated layoffs due to expected budget cuts this school year. District leaders anticipate higher retirement rates next year, which could exacerbate teacher shortages.

In a 2022 report of survey data from large and small school districts serving a total of 20% of California students, the Learning Policy Institute (LPI) found that the pandemic caused an increase in teacher resignations. In one large district, resignations increased by about two-thirds, and leaves of absence increased by about 50%. This is consistent with a nationally representative survey of 3,600 teachers published by the National Education Association (NEA) in 2022, which found that, among school employees (including classified employees), 55% of educators were considering leaving the profession earlier than they had planned, an increase from 37% in 2021, with higher rates for African American and Latino employees. 86% of respondents said that they have seen more educators leaving the profession or retiring early since the start of the pandemic in 2020. Among the most commonly cited reasons for leaving the profession or retiring early were burnout and general stress from the pandemic.

REGISTERED SUPPORT / OPPOSITION:

Support

Alameda County Office of Education
Association of California School Administrators
California Chamber of Commerce

California Charter Schools Association
California Council on Teacher Education
California Federation of Teachers Afl-cio
California Teachers Association
Californians Together
Cft- a Union of Educators & Classified Professionals, Aft, Afl-cio
Children Now
Create CA
Educators for Excellence - Los Angeles
Edvoice
Latinos for Education
Loyola Marymount University - the Center for Equity for English Learners
Northern California College Promise Coalition
Para Los Ninos
Public Advocates
Southwest California Legislative Council
Teach Plus
Teach Plus - California
The Education Trust - West
Tntp Reimagine Teaching
Tri County Chamber Alliance
Voters of Tomorrow

Opposition

None on file

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