

Date of Hearing: April 6, 2022

ASSEMBLY COMMITTEE ON EDUCATION  
Patrick O'Donnell, Chair  
AB 2694 (Blanca Rubio) – As Amended March 24, 2022

**SUBJECT:** Teacher credentialing: teacher induction programs: Beginning Teacher Retention and Support Grant

**SUMMARY:** Establishes a \$150 million beginning teacher retention and support grant program to fund teacher induction program costs. Specifically, **this bill:**

- 1) Appropriates, for the 2022–23 fiscal year, the sum of \$150 million from the General Fund to the CTC on Teacher Credentialing (CTC) for purposes of the Beginning Teacher Retention and Support Grant Program. States that this funding shall be available for encumbrance until June 30, 2027.
- 2) States that a grant to a beginning teacher induction program shall not exceed \$3,500 per participating teacher for use on behalf of a participating teacher for mentor training, stipends for mentor teachers, other beginning teacher induction costs following initial preparation, or for the examination or assessment fee for one administration of the reading instruction competence assessment (RICA) or a teaching performance assessment (TPA).
- 3) Authorizes a beginning teacher induction program to use these funds to contract with preliminary teacher preparation programs to provide mentoring support for the completion of required assessments.
- 4) States that a participating school district, county office of education (COE), or charter school shall not charge a fee to a beginning teacher to participate in a beginning teacher induction program.
- 5) States that a grant recipient shall not use more than 5% of a grant award for program administration costs.
- 6) Requires the CTC to do both of the following:
  - a) Allocate grants for up to 45,000 participants; and
  - b) Ensure the beginning teacher induction program is approved by the CTC and either meets the CTC's standards for the support of teachers completing TPAs or is able to contract with a preliminary teacher preparation program to provide that support.

**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 CTC and the CDE, 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 CTC and the CDE 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 CTC, the CDE, and the state board; or
  - 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 CTC's standards of induction.
- 2) States 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 CTC shall determine that the candidate has fulfilled the induction requirements.
- 3) States 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 CTC 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:**

*Need for the bill.* According to the author, “California is currently facing an unprecedented shortage of teachers which has been exacerbated by the COVID-19 pandemic. AB 2694 will tackle this shortage by providing funding for teacher induction programs in California. Teacher induction programs have a track record of success when it comes to empowering early career teachers for success in the field. By providing a robust mentoring system and career development, school districts will be able to better train and grow teachers to stay in the field and better serve our students.”

*Beginning teacher support and assessment (BTSA) background.* According to the 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 between 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 could complete a CTC-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 CTC-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 CTC 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.

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 and its pupils to provide funds for induction programs and prohibit induction 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 16 CTC-approved Clear Credential programs operating in California (seven California State Universities, three Universities of California, and six private and independent institutions).

**Induction fees.** In 2022, the CTC completed a survey of CTC-approved induction programs and received 131 responses out of 174 programs. Of the survey respondents, 18% of LEA sponsored induction programs reported that they charged fees to induction participants. This is up from 11.5% of LEA sponsored induction programs that reported charging fees in 2014-15.

Respondents reported the per-year fees range from \$1,000 to \$4,500. This represents an increase; in 2014-15, respondents reported the per year fees ranged from \$390 to \$3,350.

**COVID-19 implications.** During the COVID-19 pandemic, the Governor, through an executive order, delayed the requirement for teacher credential candidates to pass the TPA and the RICA due to testing site closures. These teacher credential candidates were authorized to receive their preliminary teaching credential, and are required to pass the TPA and RICA prior to earning a clear teaching credential. This means that many beginning teachers currently in their first and second year of teaching, who are completing their induction program, need additional support to pass these assessments. This bill proposes to create a grant program for induction providers to receive funding to better support induction candidates in passing the TPA and RICA. **The Committee should consider** whether to expand the grant program to additionally give priority funding to induction providers, including institutions of higher education, that have large numbers of teacher candidates that must pay induction program costs personally, rather than teacher candidates whose employers pay for induction program costs.

**Recommended Committee Amendments.** *Staff recommends that the bill be amended to:*

- 1) State that unused funding may be reallocated to support existing candidates, when a candidate does not complete an induction program.
- 2) Specify that grant recipients include institutions of higher education in addition to COEs, school districts, and charter schools.
- 3) Specify that grants shall be funded with the following priorities:
  - a. Programs that have large numbers of candidates needing to pass TPA or RICA; and
  - b. Programs that have large numbers of candidates who have to pay for induction programs personally.
- 4) Delete the requirement that the program fund no more than 45,000 participants.

**Related legislation.** AB 2171 (Rubio) of the 2019-20 Session, would have prohibited, commencing with hiring for the 2021-22 school year, a school district, COE, or charter school from charging a beginning teacher a fee to participate in a beginning teacher induction program. This bill was held in the Assembly Education Committee.

AB 410 (Cervantes) of the 2017-18 Session, would have prohibited, commencing with hiring for the 2017-18 school year, a school district, COE, or charter school from charging a beginning teacher a fee to participate in a beginning teacher induction program. This bill was held in the Senate Appropriations Committee.

AB 141 (Bonilla) of the 2015-16 Session, would have prohibited commencing with hiring for the 2016-17 school year, a school district, 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**

None on file

**Opposition**

None on file

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