

Date of Hearing: March 22, 2023

ASSEMBLY COMMITTEE ON EDUCATION
Al Muratsuchi, Chair
AB 694 (Gipson) – As Introduced February 13, 2023

AS PROPOSED TO BE AMENDED

SUBJECT: Teachers: Statewide Educator Workforce Coordinating Committee: teacher apprenticeships

SUMMARY: Authorizes the establishment of a Teacher Residency Apprenticeship Program, to address shortages in the educator workforce, expand the pipeline into the teaching profession, and grow a diverse, local pathway into teaching. Specifically, **this bill:**

- 1) Requires the Commission on Teacher Credentialing (CTC) to submit the California Teacher Residency Grant Program standards for approval as a registered apprenticeship program through the U.S. Department of Labor and the California Department of Apprenticeship Standards.
- 2) Requires the CTC to act as the sponsoring authority for purposes of the state's application for U.S. Department of Labor grant funding.
- 3) Authorizes a local education agency (LEA), in partnership with an institution of higher education, that has an approved Teacher Residency Program or is seeking approval to establish a Teacher Residency Program from the California Commission on Teacher Credentialing (CTC), to also seek approval from the California Department of Apprenticeship Standards as a registered apprenticeship program.
- 4) Authorizes a Teacher Residency Apprenticeship Program to register with the California Department of Apprenticeship Standards and the U.S. Department of Labor as a registered apprenticeship program.
- 5) Authorizes Teacher Residency Apprenticeship Programs to expand, strengthen, or improve access to existing Teacher Residency Programs that support either of the following:
 - a) Designated shortage fields, including, but not limited to, special education, bilingual education, science, computer science, technology, engineering, mathematics, transitional kindergarten, or kindergarten, school counselors, and any other fields identified by the CTC based on an annual analysis of state and regional hiring and vacancy data; or
 - b) Local efforts to recruit, develop support systems for, provide outreach and communication strategies to, and retain a diverse teacher workforce that reflects a LEA community's diversity.
- 6) Requires Teacher Residency Apprenticeship Programs to work with one or more CTC-accredited teacher preparation programs and may work with other community partners or nonprofit organizations to develop and implement programs of preparation and mentoring for

apprentices who will be supported through program funds and subsequently employed by the LEA.

- 7) Requires Teacher Residency Apprenticeship Programs to supplement and not supplant any funds received by an apprentice through their participation in the California Teacher Residency Grant Program. States that existing and new participants are also eligible for other forms of federal, state, and LEA financial assistance to support the cost of their preparation.
- 8) Requires a Teacher Residency Apprenticeship Program to do all of the following:
 - a) Ensure that apprentices are prepared to earn a preliminary teaching credential, including a PK-3 early childhood education specialist credential, upon completion of the program.
 - b) Ensure that apprentices are provided instruction in all of the following:
 - i) Teaching the content area or areas in which the teacher will become certified to teach;
 - ii) Planning, curriculum development, and assessment;
 - iii) Learning and child development;
 - iv) Management of the classroom environment;
 - v) Use of culturally responsive practices, supports for language development, and supports for serving pupils with disabilities; and
 - vi) Professional responsibilities, including interaction with families and colleagues.
 - c) Provide each apprentice mentoring and beginning teacher induction support following the completion of the initial credential program necessary to obtain a clear credential and ongoing professional development and networking opportunities during the candidate's first years of teaching at no cost to the candidate.
 - d) Prepare apprentices to teach in a school within the jurisdiction of the grant recipient in which they will work and learn the instructional initiatives and curriculum of the grant recipient.
 - e) To the maximum extent feasible, group apprentices in cohorts to facilitate professional collaboration and ensure apprentices are enrolled in a teaching school or professional development program that is organized to support a high-quality teacher learning experience in a supportive work environment.

EXISTING LAW 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 as follows:

- 1) Requires grants allocated to be up to twenty thousand dollars (\$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. Grant program funding shall 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.
- 2) Requires grant recipients to do all of the following:
 - a) Ensure that candidates are prepared to earn a preliminary teaching credential that will authorize the candidate to teach special education, bilingual education, science, technology, engineering, or mathematics upon completion of the program.
 - b) Ensure that candidates are provided instruction in all of the following:
 - i) Teaching the content area or areas in which the teacher will become certified to teach;
 - ii) Planning, curriculum development, and assessment;
 - iii) Learning and child development;
 - iv) Management of the classroom environment;
 - v) Use of culturally responsive practices, supports for language development, and supports for serving pupils with disabilities; and
 - vi) Professional responsibilities, including interaction with families and colleagues.
 - c) Prepare candidates to teach at the same grant recipient in which they will work and learn the instructional initiatives and curriculum of the grant recipient.
 - d) Group teacher candidates in cohorts to facilitate professional collaboration among residents, and place candidates in teaching schools or professional development programs that are organized to support a high-quality teacher learning experience in a supportive work environment.
- 3) Requires, when selecting grant recipients, the CTC to do both of the following:
 - a) Require applicants to demonstrate a need for special education, bilingual education, science, technology, engineering, or mathematics, teachers and to propose to establish a new, or expand an existing, teacher residency program in a school within the jurisdiction of the sponsoring grant applicant; and
 - b) Give priority consideration to grant applicants with one or more schools that exhibit one or more of the following characteristics:
 - i) A school where 50% or more of the enrolled pupils are eligible for free and reduced-price meals;

- ii) A school where at least 5 percent of the teachers are misassigned, as determined by the CTC, or working on a short-term staffing permit, a provisional intern permit, or a waiver;
 - iii) A school that is located in either a rural location or a densely populated region; or
 - iv) A school with a cumulative voluntary teacher attrition rate that exceeded 20% over the three preceding school years.
- 4) Requires a candidate in a teacher residency program to agree in writing to either (1) work as an education specialist serving a caseload of pupils who receive special education services in a special education setting or (2) be placed in a bilingual education, science, technology, engineering, or mathematics (STEM) assignment, in a school within the grant recipient that sponsored the candidate for a period of at least four school years beginning with the school year that begins after the candidate successfully completes the initial year of preparation and obtains a preliminary teaching credential. A candidate who fails to earn a preliminary credential or complete the period of the placement is required to reimburse the sponsoring grant recipient the amount of grant funding invested in the candidate's residency training. Requires the amount to be reimbursed to be adjusted proportionately to reflect the service provided if the candidate taught at least one year, but less than four years, at the sponsoring grant recipient. Requires a candidate to have five school years to complete the four-school-year teaching commitment. (Education Code 44415)

FISCAL EFFECT: Unknown

COMMENTS:

What does this bill do? The intent of this bill is to merge California's existing teacher residency grant program into an approved federal and state apprenticeship program in order to access both federal and state funding designated for apprenticeships. The long term goal of merging these programs is promising, based on the success in other states, however some implementation questions need to be addressed. Those questions include: will there be a year in which the state is operating the traditional residency program and the apprenticeship program separately? Will there be a period of time where resident teachers participating in the existing program are not paid, and apprentices are paid?

Need for the bill. According to the author, "We need innovate strategies to meet several goals related to our teacher shortage. By addressing diversity in the workforce and assisting districts to fill vacancies. One of the many barriers to attaining a teacher credentials is the costs related to obtaining a degree while trying to sustain oneself without an income during student teaching. I believe that creating teacher residency apprenticeship programs can help alleviate one of the many barriers to becoming a credentialed teacher and help districts develop high qualified and experienced educators from their own community."

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, and 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 program requires LEAs to work in partnership with IHEs with CTC-approved programs to offer a teacher residency pathway to earn a teaching credential in special education, STEM, or bilingual education, through 2023.

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 with 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.

According to the Assembly Budget Committee, for Year One of the Teacher Residency Grant Programs, LEAs reported a total of 309 teacher residents in the thirty-one programs that began a Teacher Residency Program between July 2019 and June 2020.

Registered apprenticeship programs (RAPs). Registered apprenticeship programs are approved through the U.S. Department of Labor and the California Department of Apprenticeship Standards (DAS). Teacher apprenticeship programs must meet the requirements of the U.S. Department of Labor, DAS and teacher preparation program requirements established by the CTC. Below is an outline of the requirements for each:

DAS requirements for RAPs:

- On the job training
 - 2,000 hrs of working/learning on-the-job (time based)
 - 1,000 hrs of on-the-job training (competency-based)
- Related Supplemental instruction (RSI)
 - 144 hrs of classroom-based RSI (equivalent of 3 lecture courses in a college context)
- Paid employee with progressive wage
 - Progressive wage scale with at least one step increase over time
 - Ideally with benefits

Commission on Teacher Credentialing requirements for teacher credentialing:

- Earn a bachelor's degree
- Complete CTC-accredited teacher preparation program
- Complete 600 hrs of clinical practice
- Demonstrate subject basic skills proficiency (through one of several methods)
- Demonstrate subject matter competence through a major, coursework, or subject area exam (CSET)
- Complete a course on the principles of U.S. Constitution
- Earn a recommendation from a CTC-accredited teacher preparation program
- Be fingerprinted and pass background check

Funding for RAPs. The two largest sources of funding for RAPs are the US Apprenticeship Building America Grants and the State Apprenticeship Innovation Funding (AIF).

The US Apprenticeship Building America Grants provide funding for apprenticeship programs. The grant application requires the Governor or another chief elected official to provide a commitment letter demonstrating the state's commitment to this grant effort.

The AIF is a new funding source in the state of California as of 2022 for new and innovative apprenticeship programs, defined as apprenticeships associated with the Interagency Advisory Committee on Apprenticeships (IACA). The AIF aims to support IACA apprenticeship program sponsors to sustain and scale their programs and train apprentices. The state has allocated \$175 million over 3 years to support ongoing costs of these programs and classroom training, with \$55 million specifically allocated to Fiscal Year 2022-2023. The intent of the funding is to support both new and existing IACA Apprenticeship programs to grow and scale to meet the needs of more employers and create more earn and learn pathways for job seekers. AIF funding provides both support to run apprenticeship programs and funding to train apprentices. The program provides \$3,500 per active apprentice per year and a \$1,000 completion bonus. Further, the program provides \$8.83 per training hour per apprentice to cover training costs for an Interagency Advisory Committee.

Additionally, once registered by the US Department of Labor or a state apprenticeship agency, state and local workforce boards can use Workforce Innovation and Opportunity Act (WIOA) Title I funds to support these programs.

What are other states doing? The state of Tennessee has developed an innovative approach to address teacher shortages. Tennessee developed a teacher residency apprenticeship program that was the first in the nation to be approved as a registered apprenticeship by the U.S. Department of Labor in 2022. Tennessee's Teacher Apprenticeship Program aligns best practices from the initial Tennessee's Grow Your Own programs with the funding and rigors of national apprenticeship standards. This model was designed to address the financial, recruitment, and preparation challenges school districts experience when recruiting candidates to become educators, particularly educators of color. In Tennessee, the state leverages both state and federal workforce dollars that preserve locally designed programs while also meeting a national apprenticeship standard.

In Tennessee, an LEA partners with an IHE to provide a 3-year tuition free path for high school students and district teacher aides to earn elementary and special education credential. The district programs were given waivers to hire paid fellows to teach while completing their degrees, partnering with teacher unions to cover textbooks, and placing residents in Title I schools to leverage title funds for staff and program support. The teacher apprentices begin work at community college, earn an associate's degree, and then transfer to state university to complete a bachelor's degree and earn teaching credential. Simultaneously, residents earn salary/benefits working as an educator assistant under guidance of a mentor teacher.

New York has established the Classroom Academy residency model, which is a state RAP. This program places graduate level candidates, pursuing initial New York state certification, in a 2 year full-time, paid classroom placement with a matched expert teacher. Participants earn a \$22,000 yearly stipend while completing coursework and working in a partner school district under guidance of a mentor teacher. Candidates are given \$5,000 in tuition assistance for State University New York (SUNY) candidates.

REGISTERED SUPPORT / OPPOSITION:

Support

None on file

Opposition

None on file

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