

Date of Hearing: June 29, 2022

ASSEMBLY COMMITTEE ON EDUCATION

Patrick O'Donnell, Chair

SB 1487 (Rubio) – As Amended June 20, 2022

SENATE VOTE: 39-0

SUBJECT: Commission on Teacher Credentialing: survey: teacher resignations

SUMMARY: Requires the Commission on Teacher Credentialing (CTC) and the California Department of Education (CDE) to develop, and encourages local educational agencies (LEAs), to annually administer and report on, a survey of teachers exiting the profession. Specifically, **this bill:**

- 1) Requires the CTC and CDE to develop a survey no later than July 1, 2023, contingent upon appropriation of funds, to collect data from teachers resigning their positions or electing not to accept a teaching assignment for the upcoming school year, including data on whether or not they are exiting the profession.
- 2) Requires the CTC to gather input from education stakeholders to develop the survey.
- 3) Allows the CTC and CDE to use existing resources, including, but not limited to, the California School Climate, Health, and Learning Survey.
- 4) Encourages an LEA to administer the survey within 15 days of a teacher resigning their position or electing not to accept a teaching assignment for the upcoming school year, on and after the commencement of the 2023–24 school year.
- 5) Encourages an LEA to report the results of surveys to the CTC on an annual basis.
- 6) Requires the CTC to work with the CDE to prepare an annual report that compiles the data submitted to the CTC, submit the report to the CDE and the Legislature, and post the report on its website.
- 7) Defines “local educational agency” to mean a school district, county office of education (COE), or charter school.

EXISTING LAW:

- 1) Requires the superintendent of a school district or COE, or the administrator of a charter school, employing a person with a credential to report any change in the employment status of the credential holder to the commission not later than 30 days after the change in employment status, if the credentialholder, while working in a position requiring a credential, and as a result of an allegation of misconduct or while an allegation of misconduct is pending, is dismissed, is nonreelected, resigns, is suspended or placed on unpaid administrative leave for more than 10 days as a final adverse action, retires, or is otherwise terminated by a decision not to employ or reemploy. (Education Code (EC) 44030.5)

FISCAL EFFECT: According to the Senate Appropriations Committee, the CTC estimates ongoing special fund costs of approximately \$150,000 each year, and additional one-time special fund costs of \$150,000 to comply with this measure. Specifically, the CTC indicates it would need a one-year limited-term information systems analyst position to build the survey system, and a permanent research analyst position to develop and maintain the survey, analyze the responses, and prepare the annual report. These costs could be offset by resources currently proposed in the Governor’s Budget for staffing a research team at the CTC.

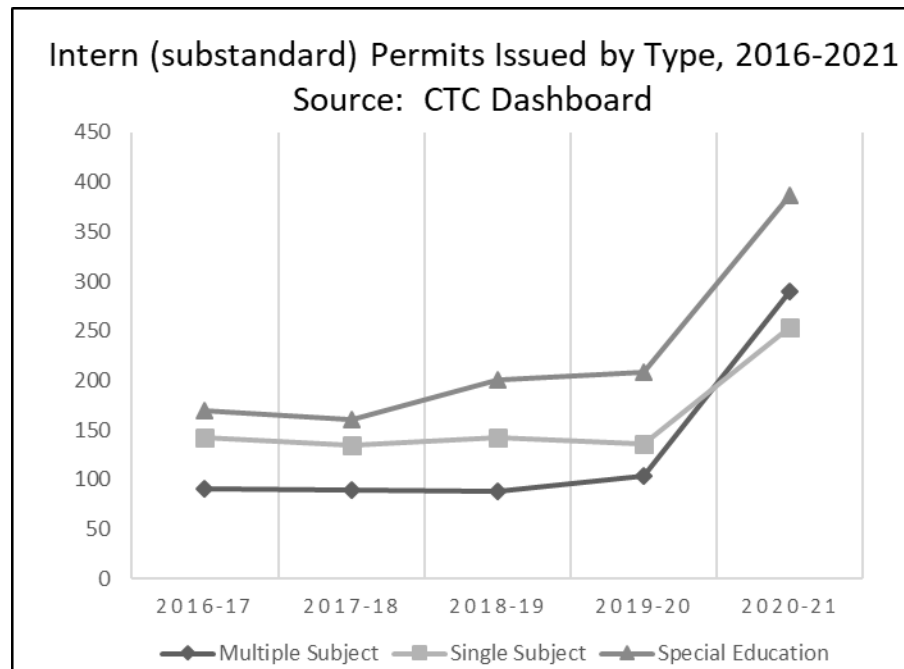
COMMENTS:

Need for the bill. The author states, “This bill is critical to ensure we have data collected in regards to understanding why teachers are exiting the teacher profession, quitting teaching assignments, and/or not accepting teaching assignments. According to the recent teacher credentialing report conducted by the California Commission on Teacher Credentialing (CTC), it stated there was ‘no statewide method of collecting data that quantifies the teacher demand.’ Furthermore, the California Department of Education does not publish data on teacher turnover rates on its website. This statewide survey will help us track information needed to assess future teacher recruitment and retention efforts.”

Teachers are exiting the profession at an accelerated rate.

In the years following the Great Recession, California experienced a dramatic teacher shortage. According to the Learning Policy Institute (LPI), the number of substandard credentials and permits issued in California nearly tripled from 2012–13 to 2019–20, numbering more than 13,000 annually.

Enrollment in teacher preparation programs had begun to increase modestly in the years immediately preceding the COVID-19 pandemic. The pandemic, however, has exacerbated the shortage, due to several factors:



Accelerated retirements. According to a 2020-21 Sustainability Report by the California State Teachers’ Retirement System (CalSTRS), the pandemic impacted member service retirement during the 2020-21 fiscal year. The number of service retirements were 9.2% higher than the previous fiscal year. In the second half of 2020, the number of retirements (3,202) increased 26% over the same period in 2019. At that time CalSTRS projected that this year would be the second highest recorded for retirements. A 2021 RAND Corporation report similarly found that stress related to the COVID-19 pandemic was a primary cause of earlier-than-planned retirement.

According to a 2021 CalSTRS survey of recently retired teachers, 62% of those surveyed retired earlier than planned. The respondents cited top three reason why they retired:

- 56% of respondents cited challenges of teaching during the COVID-19 pandemic.
- 35% of respondents did not want to continue working remotely.
- 35% of respondents did not want to risk exposure to COVID-19.

The Great Resignation. In a 2022 report of survey data from large and small school districts serving a total of 20% of California students, the LPI found that the pandemic had 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% from 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.

The California School Staff Survey. The California School Climate, Health, and Learning Surveys (Cal-SCHLS) system is the most comprehensive effort in the nation to regularly assess students, staff, and parents at the local level to provide key data on school climate and safety, learning supports and barriers, and stakeholder engagement, as well as youth development, health, and well-being. The Cal-SCHLS system is a collection of three surveys—the California School Staff Survey (CSSS), the California Healthy Kids Survey (CHKS), and the California School Parent Survey (CSPS).

The CSSS was developed for CDE by WestEd in 2004, to fulfill the requirement in the No Child Left Behind Act of 2001, Title IV, that schools conduct an anonymous teacher survey related to student drug use and violence. Recognizing the opportunity this requirement presented, CDE expanded the content to collect other data to guide school improvement efforts and to meet Local Control Accountability Plan (LCAP) state priorities. Schools can also add questions of their own choosing to meet other local data needs. Because the results are anonymous and confidential, the survey provides staff with an opportunity to honestly communicate their perceptions about the school.

Schools are provided with detailed survey planning and administration instructions. CDE guidelines call for the CSSS to be administered online at the same time as the CHKS, among all staff in grades 5 and above. Staff participation is totally voluntary, anonymous, and confidential. Over 740 districts, 5,500 schools, 1.4 million students, and 128,000 staff have participated in Cal-SCHLS. The results of the CSSS are intended to help with the following:

- Address the problem of low teacher-recruitment, morale, and retention;
- Guide professional development and school improvement efforts; and

- Determine the degree to which staff perceptions align with the attitudes and experiences of students and parents as identified by the other Cal-SCHLS surveys.

There is no clear communication link with individuals who leave the profession. While it might be more efficient for teachers leaving the profession to report directly to CTC, there isn't currently a reliable mechanism for doing so. The CTC states that attempting to contact lapsed credential holders would be difficult and would not guarantee additional data from teachers.

Arguments in support. The California Teachers Association states, "California has been experiencing a severe teacher shortage with significantly low numbers of educators entering the profession, and high numbers of educators leaving the profession. California's supply of new, credentialed teachers plummeted by nearly 70% in the decade from 2001–02 to 2011–12 as the state's education budgets shrank. Today, the State Teachers' Retirement System also confirms the shortage of teachers by reporting a surge of an increase of more than 25% of retirements within the first half of 2020 than the previous year. Data collection on why teachers are leaving the profession will only help further prepare the needs of future students and educators. CTA believes the role of the CTC, as California's independent credentialing board, includes the responsibility to conduct research about standards for teacher education, retention, and the reasons for attrition in the educational profession; conduct hearings; and hire executive staff."

Related legislation. AB 520 (Gipson) of the 2021-22 Session would have established the California Diversifying the Teacher Workforce Grant Program, administered by the CDE to provide one-time competitive grants to LEAs to develop and implement new, or expand existing, programs that address a local need to develop a teacher workforce and would require CDE to conduct an evaluation of effectiveness for the various recruiting initiatives. This bill was held in the Senate Appropriations Committee.

AB 3002 (Rivas) of the 2019-20 Session would have required the CTC to conduct an annual evaluation of all investments in addressing teacher shortages and teacher diversity, including, among others, the Teacher Residency Grant Program and the Local Solutions Grant Program, to determine the effectiveness of these programs in recruiting, developing support systems for, and retaining special education, bilingual education, and STEM teachers and teachers of color, and, with respect to this evaluation, would require the commission to annually provide a report to the Department of Finance and the appropriate fiscal and policy committees of the Legislature. This bill was held in the Assembly Education Committee.

REGISTERED SUPPORT / OPPOSITION:

Support

California Teachers Association
Teach Plus

Opposition

None on file

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