
SENATE COMMITTEE ON EDUCATION

Senator Benjamin Allen, Chair

2017 - 2018 Regular

Bill No: SB 577 **Hearing Date:** April 5, 2017
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Consultant: Ian Johnson

Subject: Public postsecondary education: community college districts: teacher credentialing programs of professional preparation

SUMMARY

This bill authorizes the Board of Governors of the California Community Colleges, in consultation with the California State University (CSU) and University of California (UC), to authorize a community college district to offer a teacher credentialing program meeting specified requirements.

BACKGROUND

Existing law:

- 1) Differentiates the missions and functions of public and independent institutions of higher education. Under these provisions:
 - a. The primary mission of the CSU is to offer undergraduate and graduate instruction through the master's degree. The CSU is authorized to establish two-year programs only when mutually agreed upon by the Trustees and the California Community Colleges (CCC) Board of Governors. The CSU is also authorized to jointly award the doctoral degree with the UC and with one or more independent institutions of higher education.
 - b. The UC is authorized to provide undergraduate and graduate instruction and has exclusive jurisdiction in public higher education over graduate instruction in the professions of law, medicine, dentistry and veterinary medicine. The UC is also the primary state-supported academic agency for research.
 - c. The independent institutions of higher education are required to provide undergraduate and graduate instruction and research in accordance with their respective missions.
 - d. The mission and function of the CCC is the offering of academic and vocational instruction at the lower division level and the CCC are authorized to grant the associate in arts and the associate in science degree. The community colleges are also required to offer remedial instruction, English as a Second Language instruction, and adult noncredit

instruction, and support services which help students succeed at the postsecondary level.

ANALYSIS

This bill:

- 1) Makes various findings and declarations regarding the shortage of qualified teachers in California and communities not close in proximity to a four-year university offering a teacher credentialing program.
- 2) Adds programs of professional preparation offered at campuses of the California Community Colleges (CCC) to the list of programs that meet the minimum requirements for a preliminary multiple or single subject teaching credential.
- 3) Permits the Board of Governors of the CCC, in consultation with the California State University (CSU) and the University of California (UC), to authorize a community college district to offer a teacher credentialing program of professional preparation, subject to the following requirements:
 - a) Accreditation by the Commission on Teacher Credentialing's Committee on Accreditation on the basis of standards of program quality and effectiveness.
 - b) The documenting of unmet teacher workforce needs in the local community or region of the district and a program design to train qualified teachers to meet those needs.
 - c) Expertise and resources to offer a teacher credentialing program of professional preparation.
 - d) Submittal of all of the following for review by the Chancellor of the CCC and approval by the Board of Governors of the California Community Colleges:
 - i) The administrative plan for the teacher credentialing program of professional preparation, including, but not limited to, the governing board of the district's funding plan for its specific district.
 - ii) A description of the teacher credentialing program of professional preparation's curriculum, faculty, and facilities.
 - iii) The enrollment projections for the teacher credentialing program of professional preparation.
 - iv) Documentation regarding unmet teaching workforce needs, and a written statement supporting the necessity of a teacher credentialing program of professional preparation in the district to train qualified teachers to meet those needs.

- v) Documentation of consultation with the California State University (CSU) and the University of California (UC) regarding collaborative approaches to meeting regional teaching workforce needs.
- 4) Requires the Board of Governors of the California Community Colleges to develop, and adopt by regulation, a funding model for the support of teacher credentialing programs of professional preparation that is based on a calculation of the number of full-time equivalent students enrolled in all district teacher credentialing programs of professional preparation.
- 5) Specifies that funding for each full-time equivalent student shall be at a marginal cost calculation, as determined by the Board of Governors of the California Community Colleges, that shall not exceed the community college credit instruction marginal cost calculation for a full-time equivalent student, as specified.
- 6) Prohibits a student in a teacher credentialing program of professional preparation authorized by this bill to be charged fees higher than the fees charged for comparable programs of professional preparation offered at the CSU.
- 7) Requires the fees for coursework in a teacher credentialing program of professional preparation authorized by this bill to be consistent with the current statutory requirements for student fees at community colleges.

STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, the National Center for Education Statistics predicts the school-going population will increase by roughly three million students in the next decade. Districts are looking to reinstate classes and programs that were cut or reduced during the Great Recession, which would require hiring an additional 145,000 teachers, on top of standard hiring needs, over the next decade. Attracting and keeping quality teachers in California classrooms is a constant challenge, with some areas reaching crisis proportions, particularly for urban and rural schools. While our state's universities and local education agencies host innovative teacher credentialing programs, many communities are not close to an institution that offers a teacher credentialing program, at a detriment to those communities that seek to attract and retain high quality teachers.
- 2) ***Learning Policy Institute (LPI) teacher shortage report.*** The LPI's 2016 report, "Addressing California's Emerging Teacher Shortage: An Analysis of Sources and Solutions" included the following summary: "After many years of teacher layoffs in California, school districts around the state are hiring again. With the influx of new K-12 funding, districts are looking to lower student-teacher ratios and reinstate classes and programs that were reduced or eliminated during the Great Recession. However, mounting evidence indicates that teacher supply has not kept pace with the increased demand." The report included the following findings:

- a) Enrollment in educator preparation programs has dropped by more than 70 percent over the last decade.
- b) In 2014-15, provisional and short-term permits nearly tripled from the number issued two years earlier, growing from about 850 to more than 2,400.
- c) The number of teachers hired on substandard permits and credentials nearly doubled in the last two years, to more than 7,700 comprising a third of all the new credentials issued in 2014-15.
- d) Estimated teacher hires for the 2015-16 school year increased by 25 percent from the previous year while enrollment in the University of California and the California State University teacher education programs increased by only about 3.8 percent.

The Learning Policy Institute (LPI) report offered several policy recommendations for consideration. These recommendations include the reinstatement of the California Center on Teaching Careers and the establishment of incentives to attract diverse, talented individuals to teach in high-need locations and fields. This can be accomplished through programs that provide funding for candidates who prepare and teach in such schools and subject areas, e.g. the Assumption Program of Loans for Education. The report also recommends the creation of more innovative pipelines into teaching, such as high school career pathways or teacher preparation models that encourage and support young people and others to go into teaching in their own communities.

- 3) ***Legislative Analyst Office (LAO) teacher workforce assessment.*** As part of the Proposition 98 Education Analysis for the 2016-17 Governor's Budget released in February 2016, the LAO included a section on teacher workforce trends in which it examined evidence for teacher shortages in specific areas, identified and assessed past policy responses to these shortages, and raised issues for the Legislature to consider going forward in terms of new policy responses. In the report, the LAO indicated that the statewide teacher market will help alleviate existing shortages over time and that the shortages may decrease without direct state action. However, the LAO noted there are perennial staffing difficulties in specific areas, such as special education, math, and science, for which they encouraged the Legislature to address with narrowly tailored policies rather than with broad statewide policies. Specifically, they recommended the Legislature "consider outreach to re-engage former teachers or recruit out-of-state teachers. Both of these strategies are among the most cost-effective for increasing the supply of teachers within California in the short-term. If the state were to spend one-time funds on outreach, we encourage it to focus specifically on recruiting individuals who are trained to teach in perennial shortage areas. Outreach can attract viable teachers much faster and at a lower cost than many other shortage policies."
- 4) ***Teacher programs funded in the 2016-17 budget.*** To help address the state's current teacher shortage, the Governor and Legislature funded the following proposals in the 2016 budget:

- a) Classified School Employees Credentialing Program: \$20 million in one-time Proposition 98 General Fund for grants to local educational agencies to provide opportunities for classified school employees to pursue a teaching credential.
 - b) Integrated Teacher Preparation Grant Program: \$10 million in one-time non-Proposition 98 General Fund for grants to post-secondary institutions for the creation or expansion of four-year integrated teacher preparation programs. The funding is designed to increase the number of students who receive their bachelor's degree and teaching credential concurrently within a four-year program.
 - c) Cal-Teach: \$5 million in one-time Proposition 98 General Fund for the CTC to contract with an local educational agency to recruit additional teachers into the profession, including new teachers, former teachers, and teachers from out of state. The recruitment efforts will particularly focus on recruiting individuals in shortage areas of math, science, special education, and bilingual education.
- 5) **Concerns about program duplication.** According to the California State University (CSU), extending the authority of community college districts to establish teacher credential programs unnecessarily duplicates programs currently offered throughout the state. Specifically:
- a) All but one of the CSU's 23 campuses offer at least one teacher credential program.
 - b) The CSU offers CalStateTEACH, a fully-online multiple subject teacher credential program that was designed to provide access to credentialing to Californians who did not have access to a physical CSU campus. This program is available to any Californian with an internet connection, and in 2015-16 enrolled 1,275 students in 53 of the state's 58 counties. In recent years, this program has had the highest enrollment of any teacher credential program offered by the CSU.
 - c) Eighteen CSU campuses recently received more than \$6 million in Integrated Program Grants from the Commission on Teacher Credentialing to develop 26 new integrated teacher credential programs in which students can earn a multiple subject, bilingual authorization, special education, or single subject credential in math or science.
- In addition, there are several programs available through other postsecondary higher education institutions.
- 6) **Community Colleges Baccalaureate Pilot Program.** A recent initiative, the Community College Baccalaureate Degree Pilot Program, authorizes the Board of Governors, in consultation with the CSU and the University of California (UC), to allow up to 15 community college districts each to offer one baccalaureate degree program, as long as it does not duplicate a program already offered by

the California State University (CSU) or the University of California (UC). The Legislative Analyst's Office will conduct an interim and final evaluation of the program in 2018 and 2022, respectively, with the pilot program set to sunset in 2023.

The following colleges were selected to participate in the pilot, serving a total of 206 students:

1. Antelope Valley College (airframe manufacturing technology)
2. Bakersfield College (industrial automation)
3. Cypress College (mortuary science)
4. Feather River College (equine industry)
5. Foothill College (dental hygiene)
6. Mesa College (health information management)
7. Mira Costa College (bio manufacturing)
8. Modesto Junior College (respiratory care)
9. Santa Ana College (occupational studies)
10. Shasta College (health information management)
11. Skyline College (respiratory care)
12. West Los Angeles College (dental hygiene)
13. Rio Hondo College (automotive technology)
14. Santa Monica College (interaction design)
15. Solano Community College (biotechnology)

This pilot program represents a potential broadening of the core mission of the community colleges and has created additional workload for the system. Some stakeholders have raised concerns that broadening the mission of the community colleges may take away from efforts that would otherwise be focused on improving student transfers, basic skills, and career technical education offerings.

Further, the Chancellor's Office indicates that, until a review of the state's existing pilot program is completed, it is unable to support the creation of new baccalaureate or post-baccalaureate programs.

The committee may wish to consider what the impact of further broadening the mission of community colleges to include post baccalaureate teacher credentialing programs will be on the system's other core services.

- 7) **Chancellor's Office Capacity.** Citing current efforts related to improving student success, addressing equity disparities, and developing the Guided Pathways Program, the Governor's 2017-18 budget proposes additional staffing resources for the Chancellor's Office. Throughout the spring, the Department of Finance and the Chancellor's Office plan to develop an organizational framework that will better enable the Chancellor's Office to achieve the goals and priorities set forth by the new system Chancellor and Board of Governors.

The committee may wish to consider whether the Chancellor's Office will require additional resources, beyond what is proposed in the budget, to meet the requirements of this bill and whether the additional workload is appropriate at this time.

8) **Technical Amendment.** If it is the desire of the Committee to pass this measure, *staff recommends* that the bill be amended to clarify that the requirement of the Board of Governors to develop, and adopt by regulation, a funding model for the support of teacher credentialing programs be contingent on the Board of Governors authorizing a community college district to offer a teacher credentialing program.

9) **Related Legislation.**

SB 436 (Allen) establishes the California STEM Professional Teaching Pathway to recruit, train, support, and retain qualified science, technology, engineering and mathematics (STEM) professionals, including military veterans, as mathematics and science teachers in California. SB 436 passed out of this committee with amendments on March 29, 2017.

SB 533 (Portantino) authorizes the Governor to declare an “Urgent State of Need” in response to a teacher shortage in one or more school districts, with affected school districts authorized to employ non-credentialed individuals as teachers, as specified. SB 533 is pending hearing in this committee.

10) **Prior Legislation.**

SB 62 (Pavley, 2016) proposed to make various programmatic changes and issues additional warrants for the existing Assumption Program of Loans for Education. This measure passed this Committee on April 6, 2015, and was subsequently gutted and amended to deal with the Public Utilities Commission.

SB 933 (Allen, 2016) proposed to create a California Teacher Corps program that would provide matching grants to local school districts to create or expand teacher residency programs while funding the teacher credentialing process for recruited candidates. This measure passed this Committee on March 28, 2016, and was held in the Assembly Appropriations Committee.

SB 850 (Block, Chapter 747, Statutes of 2014) authorizes the Board of Governors of the California Community Colleges (CCC), in consultation with the California State University and the University of California, to establish baccalaureate degree pilot programs, at up to 15 community college districts, with one baccalaureate degree program each, as specified, to be determined by the Chancellor of the CCC.

SUPPORT

California Association of Joint Powers Authorities
 California Catholic Conference
 California Workforce Association
 Lake County Office of Education
 Redwoods Community College District
 Rural County Representatives of California
 Yuba Community College District

OPPOSITION

California State University

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