
SENATE COMMITTEE ON EDUCATION

Senator Benjamin Allen, Chair

2017 - 2018 Regular

Bill No:	AB 2186	Hearing Date:	June 20, 2018
Author:	Thurmond		
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Urgency:	No	Fiscal:	Yes
Consultant:	Ian Johnson		

Subject: Education finance: Golden State Science, Technology, Engineering, and Mathematics (STEM) Teacher Grant Program.

SUMMARY

This bill establishes the Golden State Science, Technology, Engineering, and Mathematics (STEM) Teacher Grant Program, to be administered by the California Commission on Teacher Credentialing (CTC).

BACKGROUND

Existing law:

- 1) Appropriates \$30 million Proposition 98 General Fund and \$11.3 million federal Title II funds in 2017-18 to fund three programs—the California Educator Development Program, the Classified School Employees Credentialing Program, and the Bilingual Professional Development Program—aimed at recruiting and developing additional teachers and school leaders, with particular emphasis on key shortage areas such as special education, math, science, and bilingual education.
- 2) Appropriates \$5 million Proposition 98 General Fund in 2016-17 for the CTC to contract with a local educational agency to establish Cal-Teach. Cal-Teach prioritizes its efforts to recruit (1) teachers possessing, or candidates interested in possessing, education specialist credentials, single subject teaching credentials in science or mathematics, or teaching in the area of bilingual education, and (2) candidates into schools in which over 85 percent of the student body is eligible for free or reduced-price meals.
- 3) Continues implementation of the Local Control Funding Formula, which permanently consolidated the vast majority of categorical programs, including the Professional Development Block Grant which supported professional development activities such as teacher recruitment and retention incentives, along with revenue limit apportionments, into a single source of funding. The statutory and programmatic requirements for almost all of these categorical programs were eliminated, leaving any previously required services at the discretion of local educational agencies.
- 4) Authorizes the CTC to issue intern credentials as an alternate route to earning a teaching credential. This credential is valid for two years and authorizes the holder to teach in a self-contained classroom while completing their teacher

preparation coursework. Approved intern programs are sponsored by colleges, universities, school districts, or county offices of education. To qualify, an individual must possess a bachelor's degree, satisfy the basic skills requirements, meet subject matter competence, and obtain character and identification clearance. University intern programs are cooperative teaching, counseling, school psychology, and administrative programs between a university and an employing school district that are administered by the university. District intern programs are for teachers only and are administered by employing school districts whose programs may or may not involve university coursework. Completion of an intern program results in the issuance of a preliminary or clear credential.

ANALYSIS

This bill establishes the Golden State Science, Technology, Engineering, and Mathematics (STEM) Teacher Grant Program, to be administered by the California Commission on Teacher Credentialing (CTC). Specifically, this bill:

- 1) Requires the CTC to select a county office of education to administer the program and provide a \$10,000 grant to each student enrolled on or after January 1, 2018, in a professional preparation program leading to a preliminary teaching credential if the student commits to teaching in a STEM field, at a local educational agency for four years.
- 2) Prohibits the program administrator from using more than five percent of a grant award for program administration costs.
- 3) Requires the program administrator to award \$5,000 after the recipient completes two years of employment as a STEM teacher and \$5,000 after the recipient completes four years of employment as a STEM teacher.
- 4) Specifies that a grant recipient must agree to teach in a STEM field for four years and shall have five years, upon completion of his or her preparation program, to meet that obligation. To maintain eligibility, the grant recipient shall do all of the following:
 - a) Have successfully completed a teacher preparation program approved by the CTC.
 - b) While enrolled in the teacher preparation program, maintain good academic standing.
 - c) Upon completion of the teacher preparation program, satisfy the state basic skills proficiency test requirement.
 - d) Complete the required teaching service following completion of his or her preparation program.
- 5) Specifies that (1) nonperformance of the commitment to teach in a STEM field for four years shall be certified by the department to the administrator of the grant

program, and (2) nonperformance of the commitment to earn a preliminary teaching credential in a STEM field shall be certified by the Commission on Teacher Credentialing (CTC) to the administrator of the grant program.

- 6) Requires the CTC to require the administrator of the grant program to annually report the status and progress of the grant program to the CTC and to submit a final implementation report, within seven years of being selected as the administrator, describing the outcomes and effectiveness of the program.

STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author's office, "The issues of access, equity, and student achievement in STEM education are statewide concerns that require statewide leadership. As a state, California must make STEM education a priority and invest accordingly. Under current law, public schools in California do not have the resources, staffing, or support to provide our students with the courses critical to receiving a quality STEM education and preparing for succeeding in STEM careers."
- 2) ***Learning Policy Institute (LPI) 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 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) 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) **Programs funded in recent budgets.** To help address the state's current teacher shortage, the Governor and Legislature funded the following proposals in the 2016 and 2017 budgets:
 - a) *California Educator Development Program:* \$11.3 million one-time federal Title II funds for a one-time competitive grant program that assists local educational agencies in attracting and supporting the preparation and continued learning of teachers, principals, and other school leaders in high-need subjects and schools.
 - b) *Classified School Employees Credentialing Program:* \$25 million one-time Proposition 98 General Fund, available for five years, to support a second cohort of the California Classified School Employees Credentialing Program established in the 2016 Budget Act. The program provides grants to local educational agencies to support recruitment of non-certificated school employees to participate in a teacher preparation program and become certificated classroom teachers in California public schools
 - c) *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.

- d) *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.
- e) *Cal-Teach*: \$5 million in one-time Proposition 98 General Fund for the Commission on Teacher Credentialing (CTC) to contract with a 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) **Proposed author amendments.** The author would like to amend the bill to clarify the requirements for maintaining eligibility for the grant program. If it is the desire of the Committee to pass this bill, **staff recommends** that the bill be amended, consistent with the author's intent, by adding the following after paragraph (3) of subdivision (c):
- “(4) If a participant teacher candidate, who is the teacher of record, is unable to complete a school year of teaching, that school year may be counted toward the required four completed and consecutive school years if any of the following occur:
- (A) The participant has completed at least one-half of the school year.
- (B) The employer deems the participant to have fulfilled his or her contract requirements for the school year for the purposes of salary increases, tenure, and retirement.
- (C) The participant was not able to teach due to the financial circumstances of the local educational agency, county office of education, or charter school, including a decision to not reelect the employee for the next succeeding school year.
- (D) The participant has a condition covered under the federal Family and Medical Leave Act of 1993 (29 U.S.C. Sec. 2601 et line 17 seq.) or similar state law.
- (E) The participant was called or ordered to active duty status for more than 30 days as a member of a reserve component of The Armed Forces of the United States.”

SUPPORT

Project Lead the Way
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OPPOSITION

None received

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