
SENATE COMMITTEE ON EDUCATION

Senator Benjamin Allen, Chair

2017 - 2018 Regular

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Author:	McCarty		
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Subject: Teachers: California Teacher Corps Act of 2018: teacher residency programs.

SUMMARY

This bill establishes the California Teacher Corps program to provide matching grants to local educational agencies (LEAs) to create or expand teacher residency programs.

BACKGROUND

In 2013, the Local Control Funding Formula (LCFF) was enacted. The LCFF establishes per-pupil funding targets, with adjustments for different student grade levels, and includes supplemental funding for local educational agencies (LEAs) serving students who are low-income, English learners, or foster youth. The LCFF replaced almost all sources of state funding for LEAs, including most categorical programs, with general purpose funding including few spending restrictions. While school districts may choose to undertake these activities with their LCFF entitlements, the state has provided funding specifically for teacher support activities. For example, as part of the 2015 Budget Act, the state provided \$490 million in one-time Proposition 98 funds for the educator effectiveness block grant, which school districts can use for a variety of teacher-related purposes, such as professional development and beginning teacher support and mentoring.

Existing law authorizes the Commission on Teacher Credentialing to issue intern credentials as an alternate route to earning a teaching credential. This credential is valid for a period of two years and authorizes the holder to teach in a self-contained classroom while completing their teacher preparation course work. 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 course work. Completion of an intern program results in the issuance of a preliminary or clear credential.

ANALYSIS

This bill establishes the California Teacher Corps program to provide matching grants to LEAs to create or expand teacher residency programs. Specifically, this bill:

- 1) Establishes the California Teacher Corps Act of 2018, subject to funding in the budget.
- 2) Specifies that a teacher residency program meet the following conditions, among others:
 - a) Seeks out individuals who meet the Teaching Performing Expectations and meet the hiring needs of local educational agencies (LEAs) for difficult-to-fill-areas, including special education, math, science and bilingual teachers. Produces culturally responsive teachers who address specific student populations, local district initiatives and priorities, and teacher preparation emphasis while maintaining high state-established standards for credentials.
 - b) Allows residents to learn to teach in the same LEA in which they will work.
 - c) Groups teacher candidates in cohorts to facilitate professional collaboration among residents, and places them in teaching schools or professional development programs that are organized to support a high-quality teacher learning experience in a supportive work environment.
- 3) Specifies that the operation of the program in 2017–18, 2018–19, and 2019–20 is subject to an appropriation being made in the annual Budget Act or other statutes to make grants to LEAs to assist those agencies to establish, maintain and expand teacher residency programs, with first priority given to LEAs or consortia of LEAs with programs that target chronic teacher shortage areas. Preference may also be given on the basis of per-pupil allocation of funds, as specified. Provides that LEAs shall work with one or more teacher preparation institutions, and may work with other community partners or nonprofit organizations to develop and implement teacher residency programs.
- 4) Requires grant recipients to enroll in a teacher credentialing program in a university or college that satisfies either of the following conditions:
 - a) It has entered into a written agreement relating to that program with the LEA or consortia of LEAs that is the recipient of a grant.
 - b) It has been determined to meet professional preparation requirements, as specified, by the Commission on Teacher Credentialing.
- 5) Requires a participant in a teacher residency program, under the supervision of an experienced mentor teacher, to complete at least nine months of teaching in a school chosen by the LEA that is the recipient of a grant.
- 6) Requires a participant to agree in writing to be placed, after successfully completing the initial year of preparation, as a teacher of record in a school within the LEA.
- 7) Requires the placement to be for at least four school years, as specified. Provides that once a participant is licensed, he or she shall be eligible to be hired

as a teacher in a difficult-to-fill subject area, and specifies that a participant shall have five school years to complete the four-school-year teaching commitment.

- 8) Provides that a participant who fails to complete the period of placement, or the first four school years of the placement if the period is more than four school years, is required to pay back the cost of the training on a pro rata basis, relative to the amount of time served in proportion to the total pledged.
- 9) Provides that if a participant is unable to complete an academic year of teaching, that academic year may still be counted toward the required four complete and consecutive academic years if any specified conditions occur, including whether the participant has completed at least one-half of the academic year, or the employer deems the participant to have fulfilled his or her contract requirements for the academic year for the purposes of salary increases, tenure, and retirement, or the participant was not able to teach due to the financial circumstances of the local educational agency (LEA), including decision to not reelect the employee for the next succeeding school year.
- 10) Provides that the grants provided shall be in an amount of \$20,000 per resident of the jurisdiction of the LEA, as matched by that LEA.
- 11) Provides that grant funds may be applied to expenditures for master teachers' stipends, living stipends for residents, tuition assistance, teacher residency program management, and costs of mentoring and induction following initial preparation.
- 12) Prohibits an LEA or consortia of LEAs from receiving more than one award for an application in any fiscal year, unless sufficient funds remain after awarding all other qualified applicants.
- 13) Requires an LEA or consortia of LEAs to submit an application at a time, in a manner, and containing information prescribed by the Commission on Teacher Credentialing (CTC).
- 14) Requires the CTC to award grants on a competitive basis, with first priority given to applicants that target chronic teacher shortage areas, including special education, math, science and bilingual teachers. Preference may also be given to LEAs or consortia on the basis of their federal Title II per pupil allocation of funds, as specified.
- 15) Requires the CTC to conduct an evaluation of the program to determine its effectiveness in recruiting and retaining high-quality teachers in chronic teacher shortage areas, including special education, math, science and bilingual teachers.
- 16) Requires grant recipients to provide matching funds in an amount equal to 100 percent of the funds provided to the LEA which may be provided by community partners, institutions of higher education, or others.
- 17) Defines the following terms:

- a) Experienced mentor teacher: teacher who meets specified requirements, including at least three years of teaching experience and a clear teaching credential in the field in which he or she will be mentoring, has a record of successful teaching, receives specific training for the mentor teacher role, engages in ongoing professional learning and networking with other mentors, and receives compensation or appropriate release time, or both, to serve as a mentor.
- b) Local educational agency: includes but is not limited to a school district, county office of education, charter school, or charter management organization.
- c) Teacher residency program: a school-based teacher preparation program that is accredited by the Commission on Teacher Credentialing and in which a prospective teacher meets specified conditions, including:
 - i) Teaches at least one-half time alongside a teacher of record, who is an experienced mentor teacher, for at least one full academic year while engaging in initial preparation coursework.
 - ii) Receives instruction in specified areas, including the teaching of the content area in which the teacher will become certified to teach and the management of the classroom environment.
 - iii) Receives financial assistance that provides a stipend.
 - iv) Receives mentoring and induction support following the completion of the initial credential program necessary to obtain a clear credential and ongoing professional development and networking opportunities during his or her first years of teaching.

STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “California has 6.2 million students enrolled in its public, K-12 education system. According to the Legislative Analyst’s Office (LAO), there are approximately 296,000 teachers employed in the public school, ranking California with the highest student-to-teacher ratio, at 20.9 students per teacher. Despite these ratios, a fall 2017 survey by the Learning Policy Institute revealed that 80 percent of surveyed districts report having a shortage of qualified teachers in 2017-2018; 82 percent hired underprepared teachers, and nearly half hired a greater proportion of underprepared teachers than the year before. Shortages have worsened since the 2013-14 school year, attributing that shortage to a shrinking supply of newly credentialed teachers. In 2015–16, California issued more than 10,000 intern credentials, permits, and waivers, more than double the number issued in 2012–13. These substandard teaching authorizations can only be granted when fully credentialed teachers are not available, and are thus a key indicator of shortages. In 2015–16, 2 out of 5 new mathematics and science authorizations were issued to individuals who had neither completed their training nor met

California's requirements for a preliminary teaching credential, which is the standard credential for a new teacher.

The passage of Proposition 58 reinstating bilingual education has triggered additional shortages of bilingual teachers. And career technical teachers have been in short supply. As is customary in the medical profession, a promising approach to attracting and retaining high-quality, well-prepared teachers involves offering service scholarships, particularly residency programs. Residency programs pair teachers-in-training with mentor teachers to provide the former with career mentoring that will keep them in the profession. The California Teacher Corps program, outlined in AB 2547, will create a state-wide teacher residency program with the goals of placing residents in high-need classrooms, such as math, science, and bilingual education, and in hard-to-staff schools."

- 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) **Differences between teacher residencies and internships.** Teacher intern credentials authorize the credential holder to be the teacher of record in a classroom while completing and paying for his or her teacher preparation course work. 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. Completion of an intern program results in the issuance of a preliminary or clear credential.

While teacher residency programs have many similarities, there are several noteworthy differences. Typically, there is up to a full year of teaching alongside an expert mentor teacher rather than being the teacher of record. There is also added financial incentive for candidates under teacher residency programs. This bill would allow the grants to be used for a resident's tuition at his or her teacher preparation program, unlike the existing intern model whereby the teacher is responsible.

SUPPORT

California Catholic Conference
California School Boards Association
California Teachers Association
Californians for Justice
Children Now
Common Sense Kids Action
Compton Unified School District
California State PTA
East Bay Economic Development Alliance
Public Advocates
San Francisco Teacher Residency

OPPOSITION

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