
SENATE COMMITTEE ON EDUCATION

Senator Benjamin Allen, Chair

2017 - 2018 Regular

Bill No: AB 410 **Hearing Date:** June 28, 2017
Author: Cervantes
Version: February 9, 2017
Urgency: No **Fiscal:** Yes
Consultant: Ian Johnson

Subject: Teacher credentialing: beginning teacher induction programs: fees

SUMMARY

This bill prohibits local educational agencies (LEAs) from charging teachers a fee to participate in a beginning teacher induction program.

BACKGROUND

Existing law:

- 1) Requires a teacher to complete one of the following beginning teacher induction programs in order to obtain a clear multiple or single subject teaching credential:
 - a) A program of beginning teacher support and assessment approved by the Commission on Teacher Credentialing (CTC) and the Superintendent, a provision of the Marian Bergeson Beginning Teacher Support and Assessment System.
 - b) An alternative program of beginning teacher induction that is provided by one or more LEAs and has been approved by the CTC and the Superintendent on the basis of initial review and periodic evaluations of the program in relation to appropriate standards of credential program quality and effectiveness that have been adopted by the CTC, the Superintendent, and the state board.
 - c) An alternative program of beginning teacher induction that is sponsored by a regionally accredited college or university, in cooperation with one or more local school districts, that addresses the individual professional needs of beginning teachers and meets the commission's standards of induction.
- 2) Specifies that if a candidate satisfies the requirements, including completion of an accredited internship program of professional preparation, and if that internship program fulfills induction standards and is approved, the commission shall determine that the candidate has fulfilled the induction requirements.
- 3) Specifies that if an approved induction program is verified as unavailable to a beginning teacher, or if the beginning teacher is required under the federal No Child Left Behind Act to complete subject matter coursework to be qualified for a teaching assignment, the commission shall accept completion of an approved

clear credential program after completion of a baccalaureate degree at a regionally accredited institution as fulfilling the induction requirements.

ANALYSIS

This bill:

- 1) Specifies that a beginning teacher includes a teacher with a preliminary multiple or single subject teaching credential, or a preliminary education specialist credential.
- 2) Prohibits a school district, county office of education, or charter school from charging a fee to a beginning teacher to participate in an alternative program of beginning teacher induction.

STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, the financial burden on new teachers who are required to obtain a four-year degree in a specific subject area, enroll in a teacher credentialing program and participate in, and in many instances pay for, the Beginning Teacher Support and Assessment (BTSA) program is significant. This requirement not only creates a disincentive for prospective teachers to enter the profession, but it also contributes to the high number of new teachers leaving the profession. Therefore, it is in the best interest of the State of California and its pupils to prohibit BTSA providers from charging new teachers to participate in this state-mandated program.
- 2) ***Teacher induction.*** According to the Commission on Teacher Credentialing (CTC), induction for new teachers in California has evolved in significant ways over its 25-year history. The BTSA program was established as a result of a pilot study conducted during 1988 to 1992 by the CTC and the California Department of Education. This pilot study, known as the California New Teacher Project, demonstrated that the state could increase beginning teacher retention, success, and effectiveness by providing all new teachers with structured mentoring and support. The Governor and the Legislature established the BTSA Program as part of the Budget Act of 1992. At that time, the program was a grant program designed to support new teachers and was not a credential requirement for teachers.

From 1995 until 2009, BTSA Induction programs operated with dedicated Proposition 98 funding based on a per-participating teacher allocation (with a matching requirement by the local educational agency (LEA)). However, in February 2009, the State Budget provided LEAs with categorical spending flexibility in exchange for program funding reductions. LEAs were able to use funds from about 40 categorical programs, including the Teacher Credentialing Block Grant for which the BTSA program was a part of, for any educational purpose. The program's matching requirement was also removed but funding continued to be provided to LEAs that sponsored an approved induction program.

Since the onset of the categorical funding flexibility provisions, a number of approved induction programs have become inactive or withdrawn. In terms of statewide program equity, access has been an issue regarding the charging of beginning teachers to participate in an induction program. The induction programs sponsored by colleges or universities have always charged tuition. A few local educational agencies (LEAs)-based induction programs were approved by the Commission on Teacher Credentialing (CTC) after 2009 and never received state funding. These programs, sponsored by charter schools, have always charged candidates. Another issue that appears to be surfacing is that some programs are "capping" the number of new teachers they will serve, resulting in inequities within a district as some new teachers receive induction services and others are faced with having to search and pay for induction services outside of their district or teach, largely unsupported, in a classroom for a year or more until they reach the top of the program's waiting list.

- 3) **Induction fees.** The CTC conducted a survey of CTC-approved induction programs and received 126 responses out of 165 programs. Of the survey respondents, 11.5 percent of LEA-sponsored induction programs reported that they charged fees to induction participants in 2014-15. This equates to 2,063 participants who paid fees out of 17,907 total participants at respondent LEAs. Respondents reported the per year fees range from \$390 to \$3,350.
- 4) **Evaluation of existing induction requirements.** The Budget Act of 2015 included \$490 million Proposition 98 General Fund for CTC activities that promote educator quality and effectiveness, including beginning teacher and administrator support and mentoring and professional development for struggling teachers. The budget also required the CTC, by September 1, 2015, to evaluate any burdens of existing induction requirements and provide recommendations.

The CTC's September report identified the following issues with the existing induction requirements:

- a) Induction is in some cases a repeat of the preliminary preparation program.
- b) Induction is a sequential process that does not apply to the new teacher's assignment.
- c) Induction has too much required documentation that detracts from supporting the new teacher in his or her teaching assignment.
- d) Some districts have difficulty prioritizing their induction responsibilities.
- e) The quality of induction programs statewide varies.

The September report also included the following recommendations:

- a) Focus Induction Standards on the California Standards for the Teaching Profession.

- b) Focus induction primarily on high quality mentoring, with an emphasis on meeting the new teacher's immediate needs and supporting long-term teacher growth through ongoing reflection on and analysis of teaching practice.
 - c) Determine the nature and scope of each new teacher's induction program through an Individualized Learning Plan (ILP) that is guided by the candidate's current assignment, career aspirations, and local and state initiatives.
 - d) Streamline the Commission's accreditation system to eliminate unnecessary and time-consuming documentation activities and increase reliance on outcome data to determine the quality and effectiveness of programs.
 - e) Ensure that the Local Control and Accountability Plan (LCAP) prioritizes the induction of new teachers.
 - f) Conduct surveys of employers, new teachers and induction program sponsors on the mentoring services made available to new teachers they have hired.
 - g) Ensure that new teachers receive appropriate support and mentoring in their first years of teaching regardless of the type of contract—temporary or probationary—on which the individual is employed and that this mentoring be without cost to the new teacher.
- 2) ***Induction options to obtain a Clear Teaching Credential.*** Completion of an approved induction program is the primary route to attaining a clear teaching credential. If a teacher employed (employer is defined as a California public school, any school that is sponsored by a private California K-12 school, nonpublic, nonsectarian school or agency, charter school, or a school operated under the direction of a California state agency) does not have an induction program available to them, then the teacher may enroll in a Clear Credential Program. Currently, there are 22 Commission on Teacher Credentialing (CTC)-approved Clear Credential programs operating in California (3 from California State University system, 3 from the University of California, and 16 private independent institutions).
- 3) ***Fiscal impact.*** According to the Assembly Appropriations Committee, this bill could create potential Proposition 98 General Fund pressure of over \$128 million to provide a new dedicated funding source for induction programs, based on prior state funding for the Beginning Teacher Support and Assessment program.

SUPPORT

California Federation of Teachers (Sponsor)
California Catholic Conference
California Labor Federation
California Language Teachers Association

California Teachers Association
Public Advocates
San Francisco Unified School District

OPPOSITION

California Association of School Business Officials
California School Boards Association

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