
SENATE COMMITTEE ON EDUCATION

Senator Benjamin Allen, Chair

2017 - 2018 Regular

Bill No: SB 533 **Hearing Date:** April 26, 2017
Author: Portantino
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Urgency: No **Fiscal:** Yes
Consultant: Ian Johnson

Subject: Teacher credentialing: Governor's Urgent State of Need: teacher shortages

SUMMARY

This bill authorizes the Governor to declare an "Urgent State of Need" in response to a teacher shortage, allowing a school district in such a need to employ teachers that do not have valid credentials and requiring the school district to provide support and training to the newly employed teachers, as specified.

BACKGROUND

Existing law:

- 1) 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.
- 2) Authorizes the Commission on Teacher Credentialing 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 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:

- 1) Authorizes the Governor to declare an “Urgent State of Need” in a school district for a shortage of either of the following:
 - a) Teachers in specific subject areas, including, but not limited to, courses approved as meeting the A-G admissions requirements of the University of California and the California State University.
 - b) Teachers with an authorization to provide bilingual instruction to English learners.
- 2) Authorizes a school district subject to an “Urgent State of Need” declaration to employ as a teacher a person without a valid credential, certificate, or permit otherwise necessary to provide instruction to pupils, if all of the following conditions are met:
 - a) The candidate has obtained a college degree from a regionally accredited institution.
 - b) The candidate has a current certificate of clearance issued from the Commission on Teacher Credentialing (CTC).
 - c) The candidate demonstrates expertise relevant to the position, as determined by the CTC.
 - d) The school district shows evidence that a credentialed teacher is unavailable for the full-time teaching position.
- 3) Requires the CTC to provide a teacher employed under this bill for five consecutive years with satisfactory performance evaluations a preliminary teaching credential. The CTC would determine, based on the teaching experience of the teacher during the five school years of employment, the appropriate credential to issue. If appropriate, the CTC could also issue to the teacher an authorization to provide services to English learners.
- 4) Requires a school district employing a teacher under this bill to provide a minimum of 200 hours of support and supervision annually at no cost to the teacher and, after the hiring of the teacher but before school begins or resumes, to do either of the following:
 - a) For a teacher who has previous teaching experience, either in another state or country, or of at least one year at the postsecondary level, provide a minimum of 35 hours of teacher training on lesson planning and the standards of the school district.
 - b) For a teacher who has previously taught for less than one year at the postsecondary level or has no previous teaching experience, provide 105 hours of teacher training that includes, but is not limited to, lesson planning, discipline, classroom management, and other topics that the school district determines appropriate to aid the new teacher.

- 5) Requires a teacher employed under this bill to join an employee organization selected as the exclusive representative of the certificated employees of the school district or pay a fair share service fees, and be subject to an applicable collective bargaining agreement made between the employee organization and the school district.

STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “Attracting and keeping quality teachers in California classrooms is a constant challenge. With about a third of the teaching force nearing retirement, the Center for the Future of Teaching and Learning estimates that California will need an additional 100,000 teachers over the next decade.

This teacher recruitment problem, which has reached crisis proportions in some areas, is most acute in urban and rural schools. Teacher compensation is a significant deterrent to recruitment. Teachers are still paid less than professions that require comparable education, training and skills.

In addition to bringing more young people into the profession, California must also find ways to keep the quality teachers in the state. The statistics for turnover among new teachers are startling. Some 20 percent of all new hires leave the classroom within three years. In urban districts, the numbers are worse—close to 50 percent of newcomers flee the profession during their first five years of teaching.”

- 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 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) 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.
- 4) **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 Commission on Teacher Credentialing to contract with a local educational agency (LEA) 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) **Governor declaring an “Urgent State of Need”.** As currently drafted, this bill authorizes the Governor to declare an “Urgent State of Need” for a teacher shortage in a school district before the district is required to show evidence that credentialed teachers are unavailable for hire. While districts subject to an urgency declaration would then be required to provide teacher shortage evidence before hiring a non-credentialed teacher, it is unclear what evidence school districts would be required to provide and where the evidence would be submitted. If it is the desire of the Committee to pass this measure, **staff recommends** that the bill be amended to: (1) specify that the Governor’s authority to declare an “Urgent State of Need” be contingent on a school district first submitting evidence of a teacher shortage to the Governor or an agency designated by the Governor as having specialized teacher workforce expertise, and (2) specify that the school district evidence include, but not be limited to, teacher availability data and recent efforts made by the district to recruit credentialed teachers.
- 6) **Another alternate path to obtaining a teaching credential?** According to the author’s office, this bill is intended to give school districts facing an urgent teacher shortage the short-term ability to hire non-credentialed teachers, with the requirement that the individuals hired receive continued professional development and support. As currently drafted, this bill would entitle these non-credentialed teachers to a preliminary teaching credential after five consecutive years of employment, even though they did not complete an accredited teacher credentialing program. To address concerns that this bill undermines the current teacher qualification standards, and allows certain individuals to bypass necessary teacher preparation programs, **staff recommends** that the bill be amended to: (1) delete subdivision (c), requiring the Commission on Teacher Credentialing (CTC) to provide a teacher employed under this bill for five consecutive years a preliminary teaching credential, and (2) require a teacher employed under this bill to enroll in a CTC-accredited teacher credentialing program within two years of beginning their employment.
- 7) **Related legislation.**
- SB 436 (Allen) establishes the California STEM Professional Teaching Pathway to recruit, train, support, and retain qualified science, technology, engineering and mathematics professionals, including military veterans, as mathematics and science teachers in California. The measure is scheduled to be heard in the Senate Appropriations Committee on April 24, 2017.
- SB 577 (Dodd) authorizes a community college district to offer a teacher credentialing program of professional preparation. The measure is scheduled to be heard in the Senate Appropriations Committee on May 1, 2017.
- 8) **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.

SUPPORT

EdVoice

OPPOSITION

California Association for Bilingual Education
California Teachers Association
Californians Together Coalition
Public Advocates

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