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## SENATE COMMITTEE ON EDUCATION

Senator Benjamin Allen, Chair  
2017 - 2018 Regular

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**Bill No:** SB 577 **Hearing Date:** August 30, 2018  
**Author:** Dodd  
**Version:** August 20, 2018  
**Urgency:** No **Fiscal:** Yes  
**Consultant:** Ian Johnson

**Subject:** Public postsecondary education: California Community College Teacher Credentialing Partnership Pilot Program.

**NOTE:** This bill was amended in the Assembly to replace its contents and this is the first time the bill is being heard by this Committee in its current form.

### SUMMARY

This bill establishes the California Community College (CCC) Teacher Credentialing Partnership Pilot Program, awarding grants to collaboratives of one or more teacher-credentialing higher education institutions partnering with one or more community colleges for the purpose of offering teacher credentialing programs at community colleges.

### BACKGROUND

Existing law differentiates the missions and functions of public and independent institutions of higher education. Under these provisions:

- 1) The primary mission of the California State University (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 University of California (UC) and with one or more independent institutions of higher education.
- 2) 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.
- 3) The independent institutions of higher education are required to provide undergraduate and graduate instruction and research in accordance with their respective missions.
- 4) 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) States that the California Community College (CCC) Teacher Credentialing Partnership Pilot Program is established for both of the following purposes:
  - a) To encourage accredited degree-granting institutions of higher education with a physical presence in this state to collaborate with one or more community colleges to offer teacher credentialing degree programs at the participating community college or colleges; and,
  - b) To bring opportunities to earn teacher credentialing degrees to areas with low college-going rates or limited access to teacher-credentialing, degree-granting higher education institutions.
- 3) States that the Commission on Teacher Credentialing (CTC), in coordination with the Chancellor of the CCC, may award up to three grants, not to exceed five hundred thousand dollars (\$500,000) each, to collaboratives formed for the purpose of offering one or more teacher credential degree programs at a participating community college or colleges.
- 4) Defines that a collaborative shall be comprised of at least one community college and at least one accredited teacher-credentialing, degree-granting higher education institution.
- 5) Establishes that priority for the receipt of grant funds may be given to a collaborative that meets all of the following:
  - a) Is located in areas of the state with low rates of K–12 credentialed public school teachers;
  - b) Demonstrates that its teacher credentialing degree program or programs meet a documented labor market demand of the collaborative's target region; and,
  - c) Identifies the resources necessary to offer a teacher credentialing degree program or programs.
- 6) Specifies that the funds granted shall be for one-time startup costs of the collaborative for the purposes of developing and implementing its pilot program. These costs may include any, or any combination, including all, of the following:

- a) Professional development for effective distance learning;
  - b) Deploying a teaching assistant for the community college classroom or classrooms where courses are offered via distance learning;
  - c) Technology upgrades for the community college classroom or classrooms where the distance learning courses are offered;
  - d) Student retention, outreach, or engagement;
  - e) Data monitoring and systems infrastructure;
  - f) Cross-system alignment; and
  - g) Other startup costs that are necessary for developing and implementing its pilot program.
- 7) Requires each pilot program implemented under this section shall do all of the following:
- a) Utilize courses currently offered by the collaborating accredited teacher-credentialing, degree-granting higher education institution or institutions, which may be one or more California State University or University of California campuses, or one or more not-for-profit, private postsecondary educational institutions or independent institutions of higher education with a physical presence in this state;
  - b) Include, as a primary target population to teach courses under the pilot program, teachers who hold a baccalaureate degree and are currently teaching on a short-term staff permit or a provisional internship permit;
  - c) Charge no more than the standard student university course fee of the collaborating accredited teacher-credentialing, degree-granting institution or institutions of higher education; and,
  - d) Involve current faculty from the collaborating accredited teacher-credentialing, degree-granting higher education institution or institutions as faculty for courses offered under the pilot program, which shall be current courses of that institution or institutions.
- 8) States that it is the intent of the Legislature that no collaborative funded under this bill may be terminated abruptly, leaving its enrolled students without a way to earn a teaching credential under this section.
- 9) Specifies that, as a condition of an agreement for the receipt of a grant under this section, each collaborative shall ensure that every student who enrolls in its pilot program, before an announcement of the termination of the collaborative, has an opportunity to complete the coursework necessary to obtain a teaching credential under this section.

- 10) Specifies that a collaborative shall not offer a teaching credentialing degree program under this section unless that program has been accredited by the Commission on Teacher Credentialing's (CTC) Committee on Accreditation on the basis of standards of program quality and effectiveness.
- 11) Specifies that grants awarded under this section shall be awarded only to the extent that funding for this section is provided in the annual Budget Act.
- 12) Specifies that, on or before April 1, 2023, the Legislative Analyst's Office shall submit a report to the Legislature, pursuant to Government Code Section 9795, and to the Department of Finance on the implementation of the program established pursuant to this section. The requirement to submit this report becomes inoperative on April 1, 2027.

## 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 budget.*** To help address the state's current teacher shortage, the Governor and Legislature funded the following proposals in the 2018 budget:
  - a) Teacher Residency Grant Program: \$75 million one-time Proposition 98 General Fund to support locally sponsored, one-year intensive, mentored, clinical teacher preparation programs with \$50 million aimed at preparing and retaining special education teachers and \$25 million aimed at bilingual and STEM teachers.
  - b) Local Solutions Grant Program: \$50 million one-time Proposition 98 General Fund to provide one-time competitive grants to local educational agencies to develop and implement new, or expand existing, locally

identified solutions that address a local need for special education teachers.

- 5) ***Status of Community Colleges Baccalaureate Pilot Program.*** As outlined in the Master Plan for Higher Education and by state statute, the California Community Colleges (CCCs) are designated to have an open admission policy and bear the most extensive responsibility for lower-division undergraduate instruction. However, authorization for the CCC to offer baccalaureate degrees on a piloted basis, in consultation with the California State University (CSU) and University of California (UC), was granted under Senate Bill 850 (Block, Ch. 747, Stats. 2014). The pilot program allows up to 15 participating community college districts to offer one baccalaureate degree program each to meet local workforce needs as long as it does not duplicate a baccalaureate degree program already offered by the CSU or the UC. SB 850 sunsets on July 1, 2023.

Under SB 850, the four-year degree programs must be up and running by the 2017-18 academic year. Below is the list of colleges that were selected to participate in the pilot:

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 (biomanufacturing)
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)

According to the Community College Chancellor's Office (Chancellor's Office), of the 15 colleges, 10 started offering classes for their baccalaureate degree pilot programs in fall 2016. The 5 remaining colleges began offering classes fall 2017. The Chancellor's Office reports that for the fall 2016, 206 students are enrolled in the baccalaureate degree pilot program.

- 6) ***Preliminary evaluation of the pilot.*** In its December 2017 interim report on the pilot program, the Legislative Analyst Office notes that "...the Legislature has faced pressure to expand the bachelor's degree pilot program. Given numerous concerns about program selection and consultation, a lack of any graduation or workforce outcomes to date, and problems in financial reporting, the Legislature may wish to exercise caution in expanding the bachelor's degree pilot program in advance of the final evaluation."

Further, the report poses the following fundamental questions that are relevant to this bill: (1) Are bachelor's degrees detracting from CCC's core mission? (2) Could improved collaboration between CCC and CSU yield better results than CCC independently offering more bachelor's degrees? (3) Is a bachelor's degree the best solution for addressing certain employers' needs? (4) If more bachelor's programs are warranted, to what extent should they include content that overlaps with university courses, especially if such overlap means students are trained for a broader range of jobs? (5) What should be the role of employers in training workers?

7) ***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  
 Foothill-De Anza Community College District  
 Kern Community College District  
 Lake County Office of Education  
 Redwoods Community College District  
 Rural County Representatives of California  
 Yuba Community College District

**OPPOSITION**

None received

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