

Date of Hearing: July 11, 2017

ASSEMBLY COMMITTEE ON HIGHER EDUCATION

Jose Medina, Chair

SB 577 (Dodd) – As Amended May 26, 2017

SENATE VOTE: 37-2

SUBJECT: Public postsecondary education: community college districts: teacher credentialing programs of professional preparation

SUMMARY: Authorizes the Board of Governors (BOG) of the California Community Colleges (CCC), in consultation with the California State University (CSU) and University of California (UC), to authorize up to five community college districts to offer a teacher credentialing program meeting specified requirements. Specifically, **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) Adds programs of professional preparation offered at campuses of the CCC to the list of programs that meet the minimum requirements for a preliminary multiple or single subject teaching credential.
- 3) Permits the CCC BOG, in consultation with the CSU and the UC, to authorize up to five community college districts to offer a teacher credentialing program of professional preparation, subject to the following requirements:
 - a) Accreditation by the Commission on Teacher Credentialing's (CTC) Committee on Accreditation on the basis of standards of program quality and effectiveness;
 - b) The documenting of unmet teacher workforce needs in the local community or region of the district and a program designed to train qualified teachers to meet those needs;
 - c) Expertise and resources to offer a teacher credentialing program of professional preparation; and,
 - d) Submittal of all of the following for review by the Chancellor of the CCC and approval by the CCC BOG:
 - i. The administrative plan for the teacher credentialing program of professional preparation, including, but not limited to, the governing board of the district's funding plan for its specific district;
 - ii. A description of the teacher credentialing program of professional preparation's curriculum, faculty, and facilities;

- iii. The enrollment projections for the teacher credentialing program of professional preparation;
 - iv. Documentation regarding unmet teaching workforce needs, and a written statement supporting the necessity of a teacher credentialing program of professional preparation in the district to train qualified teachers to meet those needs; and,
 - v. Documentation of consultation with the CSU and the UC regarding collaborative approaches to meeting regional teaching workforce needs.
- 4) Requires the CCC BOG to develop, and adopt by regulation, a funding model for the support of teacher credentialing programs of professional preparation that is based on a calculation of the number of full-time equivalent students enrolled in all district teacher credentialing programs of professional preparation.
 - 5) Specifies that funding for each full-time equivalent student shall be at a marginal cost calculation, as determined by the CCC BOG, that shall not exceed the community college credit instruction marginal cost calculation for a full-time equivalent student, as specified.
 - 6) Prohibits a student in a teacher credentialing program of professional preparation authorized by this bill to be charged fees higher than the fees charged for comparable programs of professional preparation offered at the CSU.
 - 7) Requires the fees for coursework in a teacher credentialing program of professional preparation authorized by this bill to be consistent with the current statutory requirements for student fees at community colleges.

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

- 1) The primary mission of the 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 CCC BOG. The CSU is also authorized to jointly award the doctoral degree with the 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.
(EC 66010, et seq.)

FISCAL EFFECT: According to the Senate Appropriations Committee, this bill's provision for the Chancellor's Office to authorize a community college district to offer a teacher preparation program is permissive, therefore the related requirements are not likely to result in a reimbursable state mandate. However, assuming the amount of \$6 million in one-time Proposition 98 General Fund that was included in the SB 81 (Committee on Budget and Fiscal Review, Chapter 81, Statutes of 2015) for the baccalaureate degree pilot program which provided implementation costs of \$350,000 to each of 15 campus programs, this bill could result in a similar cost pressure for the state. These funds would be needed for equipment, space, staff, faculty, professional development, library resources, travel, and consultants. The exact amount will vary depending on the number of participating community college districts, but assuming a pilot program of five community college districts, the costs would be \$1.75 million in one-time Proposition 98 General Fund.

Additionally, the Chancellor's Office indicates ongoing General Fund costs of \$607,000 for administrative workload as a result of this measure. The CTC believes that, to review applications for colleges to become accredited teacher credentialing programs will potentially cost \$110,000 in special funds, depending on the number of colleges that elect to participate.

COMMENTS: *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."

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.

Community College Baccalaureate Pilot Program. A recent initiative, the Community College Baccalaureate Degree Pilot Program, authorizes the Board of Governors, in consultation with the CSU and the University of California (UC), to allow up to 15 community college districts each to offer one baccalaureate degree program, as long as it does not duplicate a program already offered by the California State University (CSU) or the University of California (UC). The Legislative Analyst's Office (LAO) will conduct an interim and final evaluation of the program in 2018 and 2022, respectively, with the pilot program set to sunset in 2023.

This pilot program represents a potential broadening of the core mission of the community colleges and has created additional workload for the system. Some stakeholders have raised concerns that broadening the mission of the community colleges may take away from efforts that would otherwise be focused on improving student transfers, basic skills, and career technical education offerings.

Further, the California Community College Chancellor's Office (CCCCO) indicates that, until a review of the state's existing pilot program is completed, it is unable to support the creation of new baccalaureate or post-baccalaureate programs.

Non-university credential options. CTC-approved intern programs are a path to the preliminary teaching credential that allows an individual the ability to complete their teacher preparation coursework concurrent with their first year or two in a paid teaching position, upon completion of the required minimum 120 hour intern pre-service preparation. In addition to colleges and universities, approved intern programs can be sponsored by school districts or county offices of education.

An intern credential is issued by the CTC upon application from an approved teacher preparation intern program when a school district, charter organization, or county office of Education employs an intern and agrees to provide support as required by program standards and regulations. The intern credential is based upon collaboration between the CTC-approved alternative certification program and the local education agency (LEA), with both parties bearing responsibilities for support and supervision of the intern while they are employed and on the credential.

An LEA can hire an intern teacher only when a suitable fully prepared teacher is not available. In addition to meeting the eligibility requirements, candidates seeking this alternative route to a teaching credential must be enrolled and participating in a CTC-approved intern program including participation in required support and supervision activities and employment as the teacher of record.

According to CTC, there are currently 165 approved LEA intern credential programs, for a total of 251 approved credentialing programs and institutions.

Collegiate program impact and availability. As noted previously in the analysis, there are currently 251 CTC-approved programs and institutions offering teaching credentials. According to CSU, all 22 campus-based programs and the CalStateTEACH online program have the capacity to admit additional students. Committee Staff understands that the 53 private, non-profit teacher education programs – including several large online programs – have a similar capacity to accept more students.

The CSU has existing models that leverage University Centers and community college facilities to offer programs to placebound students. *The Committee may wish* to consider if existing, alternate credential delivery models could more quickly meet the needs of potential teachers.

Necessary for intern credentials? 165 LEAs currently offer intern credential programs, either on their own or in partnership with a higher education institution. Committee Staff understands that there is nothing preventing a Community College from currently partnering with an LEA to deliver this program.

The Committee may wish to consider if this existing model eliminates the need for Community Colleges to independently offer a credentialing program as provided in SB 577.

Concerns about program duplication. As presently drafted, this bill, according to the CSU, provides the authority for community college districts to establish teacher credentialing programs - unnecessarily duplicating programs currently offered by CSU throughout the state. Specifically:

- 1) All but one of the CSU's 23 campuses offer at least one teacher credential program.
- 2) The CSU offers CalStateTEACH, a fully-online multiple subject teacher credential program that was designed to provide access to credentialing to Californians who did not have access to a physical CSU campus. This program is available to any Californian with an internet connection, and in 2015-16 enrolled 1,275 students in 53 of the state's 58 counties. In recent years, this program has had the highest enrollment of any teacher credential program offered by the CSU.
- 3) Eighteen CSU campuses recently received more than \$6 million in Integrated Program Grants from the CTC to develop 26 new integrated teacher credential programs in which students can earn a multiple subject, bilingual authorization, special education, or single subject credential in math or science.

In addition, the CTC recognizes 53 independent programs that provide teacher credentialing. Forty-three percent of teacher credentials are provided by the private, nonprofit colleges and universities.

Segmental concerns. The CCCCCO and the UC have both expressed concern with SB 577. The CCCCCO notes that there are promising options for expanding teacher credentialing opportunities in rural areas through partnerships models, where "...for example, College of the Canyons has developed a partnership with CSU Bakersfield, CSU Northridge and surrounding public school districts to provide students with supervised fieldwork and specialized support services while pursuing a teaching credential. Through the TEACH program, students complete lower division general education requirements and pre-credential requirements at College of the Canyons, and then transfer to CSU or UC to finish educational requirements for the degree and teaching credential. Students have the option to complete education without leaving the Santa Clarita Valley through the University Center."

The UC believes that, in a time of limited state resources, "...priority should be given to support existing programs to address the state's teacher shortage instead of creating new programs. A more efficient use of resources to meet the intent of the bill would be to make scholarship or program development funding available to existing institutions and to encourage partnerships among institutions. For example, through recently available state funding for the development of integrated teacher education programs, several UC campuses (UCLA and UC Irvine) have been collaborating with the CCC on these efforts."

Arguments in support. Kern, Yuba, and Redwoods Community College Districts write that, "...recent reports indicate that approximately 75 percent of school districts report teacher shortages. They also report that new teaching credentials in California have remained flat at approximately 11,500 annually since 2013-2014, while projections show the need for new

teachers eclipsing over 20,000 per year. Despite the state's serious need for teachers, 20 of the 58 counties in California have no approved institutions with an active teacher credentialing program. The teacher shortage is even more acute in these areas."

The California State PTA "...recognizes that a severe teaching shortage will greatly affect the education of our students. We advocate and support state policies that and programs that promote the recruitment, hiring and retention of well prepared, fully credentialed teachers. We are concerned about the state's dependence on emergency teaching permits and waivers. By increasing the capacity of community colleges to offer teaching credentials we believe that the teacher shortage could be ameliorated."

Arguments in opposition. The California Teachers Association, California Federation of Teachers, the California Faculty Association, and the Faculty Association of the California Community Colleges note that, "Extending teacher credential programs to the community college could have a negative impact on the CSU credentialing programs by reducing the number of students in the CSU programs. These programs have been developed by the CSU campuses and faculty over years, which have been based upon rich relationships with local school districts which enabled those programs to provide a valuable experience for students in their credential programs. These relationships do not exist nor have they been established by California community colleges."

"SB 577 does not have the necessary funding to provide the new program which would mean that the costs to build the programs would be a reduction in resources that would otherwise go to community college students. Community colleges would be forced to develop new courses, buy new library resources and offer counseling support for students in the credentialing programs without the financial resources to cover these costs meaning that the additional costs associated with this program would be an encroachment on Prop. 98 by non-community college students."

The Association of Independent California Colleges and Universities (AICCU) noted that, like CSU, their member schools not only "provide access throughout California through traditional programs, but also [by] using technology and online teacher credentialing programs that serve all areas of California. Using the existing capacity of the state's private, nonprofit colleges and universities not only saves the state money, as the only state monies that are used in our sector are from students who choose to use their Cal Grant at an AICCU campus but also because the state would not bear the brunt of significant startup costs of new programs in the public sector."

Committee comments. SB 577 requires a potential community college institution offering a teacher credentialing program of professional preparation to earn an accreditation from the CTC's Committee on Accreditation. CTC requires that an institution seeking to offer new educator preparation programs must first be approved for initial accreditation as a new program sponsor and must do so by completing the Commission's Initial Institution Approval process. The process includes five stages including: Stage I - Prerequisites, Stage II - Eligibility Requirements, Stage III - Alignment with All Applicable Standards and Preconditions, Stage IV - Provisional Approval and finally, Stage V - Full Approval. All stages must be successfully completed for an institution to earn accreditation.

Committee Staff understands that the CTC accreditation process, along with the time and effort that would be required to recruit appropriate faculty, design and build a program, and develop appropriate curricula, could take between 4-5 years before a program is ready to offer courses.

The Committee may wish to consider if such a dedication of time and resources is in alignment with the Legislature's vision for the community college.

Additionally, the Community College Baccalaureate Degree Pilot Program authorized in SB 850 (Block) contains multiple reporting requirements, and as noted previously in the analysis, requires an interim report to be issued by July 1, 2018. Committee Staff understands that this report will likely be released in the fall of 2017.

There are multiple similarities between the Community College Baccalaureate Degree Pilot Program and the provisions of SB 577, including provisions governing: consultation, accreditation, documenting unmet workforce need, faculty expertise and resources, and the documentation that is required to be submitted to the Chancellor of the California Community Colleges and the Board of Governors.

Given these substantial similarities, *the Committee may wish* to consider if it is appropriate to further expand the mission of the Community Colleges before first receiving and analyzing the LAO's legislatively-mandated report.

Further, as noted in the existing law section of this analysis, community colleges are tasked with numerous missions that directly impact their respective communities. With a generous enrollment policy and a mandate to, "...as a primary mission, offer academic and vocational instruction at the lower division level for both younger and older students, including those persons returning to school" (EC 66010.4(a)(1)), Community Colleges play an important role in helping to educate our most vulnerable and needy students.

The CCCCO noted that partnership models, like the aforementioned CSU-College of the Canyons model, "...could increase teacher credential program opportunities, without unintentionally diverting limited resources away from the CCC primary mission."

The Committee may wish to consider if the expansion of the mission of California's Community Colleges, as proposed by SB 577, has the potential to unintentionally divert limited resources away from the CCC primary mission.

Related legislation. SB 62 (Pavley) of 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 July 7, 2015, and was subsequently 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 June 22, 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.

REGISTERED SUPPORT / OPPOSITION:

Support

Advancement Via Individual Determination
Association of California Community College Administrators
Association of California School Administrators
California Association of Joint Power Authorities
California Catholic Conference
California State Parent Teacher Association
California Workforce Association
Cerritos Community College District
EdVoice
Lake County Office of Education
Kern Community College District
Napa County Office of Education
Napa Valley College
Rural County Representatives of California
Redwoods Community College District
Siskiyou Joint Community College District
Yuba Community College District

Opposition

Association of Independent California Colleges and Universities
California Faculty Association
California Federation of Teachers
California State University
California State University Academic Senate
California Teachers Association
Faculty Association of California Community Colleges

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