

Date of Hearing: June 19, 2018

ASSEMBLY COMMITTEE ON HIGHER EDUCATION

Jose Medina, Chair

SB 577 (Dodd) – As Amended June 11, 2018

**SENATE VOTE:** 37-2

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

**SUMMARY:** Establishes the California Community College (CCC) Teacher Credentialing Partnership Pilot Program to award up to 3 grants, in the amount of \$500,000 each, to collaboratives that would be comprised of at least one accredited teacher-credentialing, degree-granting higher education institution with a physical presence in this state and at least one community college, for the purpose of offering one or more teacher credential degree programs at a participating community college or colleges. 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) States that the CCC Teacher Credentialing Partnership Pilot Program is established for both of the following purposes:
  - a) To encourage accredited teacher-credentialing, degree-granting higher education institutions with a physical presence in this state to collaborate with one or more community colleges to offer one or more 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 three grants may award up to, but 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 credential degree program or programs meet a documented labor market demand of the collaborative’s target region; and,

- c) Identifies the resources necessary to offer its teacher credential 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; and,
  - d) 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 (CSU) or University of California (UC) 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 bachelor's 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 higher education institution or institutions; 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 teacher 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 teacher credential under this section.

- 10) Specifies that a collaborative shall not offer a teacher 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, a report shall be submitted to the Legislature, pursuant to Section 9795 of the Government Code, 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.

**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. (Education Code 66010, et seq.)

**FISCAL EFFECT:** Unknown. This legislation is substantively different from when it was heard before the Senate Committee on Appropriations.

**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.”

“This bill would provide grants to incentivize a CSU or UC to collaborate with a CCC to establish teacher credentialing programs in areas currently lacking an entity with the authority and capacity to offer such a program.”

*Informational Hearing.* The Assembly Committees on Education and Higher Education held a Legislative Oversight Hearing on teacher credentialing shortfalls on December 5<sup>th</sup>, 2017. This hearing was held, in part, to examine the challenges of producing credentialed teachers in rural and underserved areas throughout the state.

The Learning Policy Institute (LPI), which provided testimony at the hearing, noted that despite a 10% increase in teacher preparation enrollments between 2013–14 and 2014–15, the number of teaching candidates enrolled in 2014–15 was just one-quarter of the number enrolled in 2001–02. Testimony also highlighted that in 2015–16, California issued more than 10,000 intern credentials, permits, and waivers, more than double the number issued in 2012–13. The greatest growth has been in emergency-style permits known as Provisional Intern Permits (PIPs) and Short-Term Staff Permits (STSPs).

LPI also noted an acute lack of teachers prepared for work in special education, as they found that just 36% of new special education teachers in 2015–16 had a preliminary credential. The remaining 64% of new special education teachers—more than 4,000 teachers—entered the field as interns or with permits or waivers.

Testimony also highlighted the use of technology to provide options for teacher preparation programs from both the public and private sectors. The CSU highlighted their CalStateTEACH program, 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. As noted in a prior analysis of this bill, the CalStateTEACH 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. Representatives from California’s independent non-profit institutions also highlighted their fully-online credentialing programs.

*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.

*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.

*Committee comments.* This legislation has changed significantly from the version that passed through the Senate in 2017, and reflects collaborative work between the author and various stakeholder groups.

Staff notes that SB 577 does not specify the entity responsible for awarding the three \$500,000 grants that will be made available contingent upon funding in the budget. Moving forward, *staff recommends that the author continue to work with stakeholders to identify the agency or organization most appropriate to select and oversee the collaboratives.*

Committee staff recommends, and the author has accepted, several technical amendments to clarify elements of SB 577. The amendments are as follows:

- 1) Uniformly refers to eligible institutions as “Institutions of Higher Education (IHEs).”
- 2) Specifies that the program established in this legislation, and that the awarding of the grants, is intended for “...collaboratives formed for the purpose of offering teacher credential course work remotely at a participating community college or colleges.”
- 3) Clarifies the definition of a non-profit independent college in Section 78061(b)(2)(C)(i) of the bill to be consistent with Section 66010 of the Education Code.
- 4) Changes the word “teach” to “take” in Section 78061(b)(2)(C)(ii) of the bill.

*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) of 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**

Community College League of California  
California Catholic Conference  
Foothill-De Anza Community College District  
Kern Community College District  
Yuba Community College District

**Opposition**

None on file

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