

AMENDED IN SENATE JULY 9, 2015
AMENDED IN ASSEMBLY JUNE 1, 2015
AMENDED IN ASSEMBLY APRIL 7, 2015

CALIFORNIA LEGISLATURE—2015–16 REGULAR SESSION

ASSEMBLY BILL

No. 141

Introduced by Assembly Member Bonilla

January 9, 2015

An act to amend Section 44259 of the Education Code, relating to teacher credentialing.

LEGISLATIVE COUNSEL'S DIGEST

AB 141, as amended, Bonilla. Teacher credentialing: beginning teacher induction programs.

Existing law prescribes the minimum requirements for a clear multiple or single subject teaching credential, including the completion of either a beginning teacher induction program approved by the Commission on Teacher Credentialing and the Superintendent of Public Instruction pursuant to the Marian Bergeson Beginning Teacher Support and Assessment System, an alternative program of beginning teacher induction that is provided by one or more local educational agencies and has been approved by the commission 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 commission, the Superintendent, and the State Board of Education, as provided, or 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, except as provided. *Existing law also requires credentials for teaching specialties, including, but not limited to, bilingual education, early childhood education, and special education, to be based upon a baccalaureate degree from an accredited institution, completion of a program of professional preparation, and any other standards which the commission may establish.*

This bill would, commencing with hiring for the 2016–17 school year, and each school year thereafter, ~~as a condition for receiving certain federal funds,~~ require a school district, county office of education, or a charter school that hires a beginning teacher to provide that beginning teacher with a beginning teacher induction program that is approved by the commission and the Superintendent or one of the alternative beginning teacher induction programs described above, except as provided. ~~The bill would require the State Department of Education to enforce the condition in making subgrants of those federal funds to school districts, county offices of education, and charter schools. The bill also would prohibit a local educational agency from charging a fee to a beginning teacher to participate in an induction program.~~ *define a beginning teacher for purposes of that provision to include a teacher with a preliminary multiple or single subject teaching credential, or a preliminary education specialist credential. By requiring local educational agencies to provide an induction program to newly hired beginning teachers, the bill would impose a state-mandated local program.*

The California Constitution requires the state to reimburse local agencies and school districts for certain costs mandated by the state. Statutory provisions establish procedures for making that reimbursement.

This bill would provide that, if the Commission on State Mandates determines that the bill contains costs mandated by the state, reimbursement for those costs shall be made pursuant to these statutory provisions.

Vote: majority. Appropriation: no. Fiscal committee: yes.
State-mandated local program: ~~no~~ yes.

The people of the State of California do enact as follows:

1 SECTION 1. The Legislature finds and declares all of the
2 following:

1 (a) Educators and policymakers have long acknowledged that
2 the skills and competencies needed to be an effective teacher are
3 supported through early and structured mentoring and assessment.

4 (b) Induction programs help beginning teachers transition into
5 the profession by providing standards-based, individualized
6 assistance that combines the application of theory with intensive
7 mentor-based support and formative assessment.

8 (c) In 1998, California created its two-tiered teaching credential
9 system and established the completion of a statewide,
10 standards-based induction program, Beginning Teacher Support
11 and Assessment (BTSA), as a path toward a clear credential.

12 (d) Until 2009, the state provided \$4,000 per participating
13 teacher to BTSA providers as part of the Teacher Credentialing
14 Block Grant.

15 (e) In order to receive state funding, a local education agency
16 (LEA) was required to make a local in-kind contribution of \$2,000
17 per participating teacher.

18 (f) The combined level of dedicated funding was sufficient for
19 running the program and allowed LEAs to provide induction at
20 no charge to beginning teachers.

21 (g) In 2009, due to the Great Recession, the state gave increased
22 flexibility to LEAs by allowing Teacher Credentialing Block Grant
23 funds to be used for any educational purpose.

24 (h) In 2013, the state eliminated the majority of K-12 categorical
25 programs, including the Teacher Credentialing Block Grant, with
26 the establishment of the local control funding formula (LCFF).

27 (i) Although former Teacher Credentialing Block Grant funds
28 are included in LEAs' base LCFF funding, some induction
29 providers have shifted the costs of induction onto teacher
30 participants, while others have closed their programs altogether.

31 (j) According to data collected by the Commission on Teacher
32 Credentialing, nearly 12 percent of providers are charging
33 teachers an average of \$2,000 per year for induction.

34 (k) The large fees place heavy financial burdens on teachers
35 just starting their careers and put the entire responsibility of
36 identifying, accessing, and completing a quality induction program
37 solely on new teachers.

38 (l) A new teacher's inability to access an induction program
39 compromises that teacher's professional growth and greatly
40 reduces the chance that the teacher will stay in the profession.

1 (m) *This is particularly troubling because enrollment in teacher*
2 *preparation programs, and the number of new teaching credentials*
3 *being issued, have reduced considerably in recent years.*

4 (n) *In 2013, according to the Commission on Teacher*
5 *Credentialing, there were fewer than 20,000 students enrolled in*
6 *teacher preparation programs in the state, less than half of the*
7 *number that were enrolled in 2008.*

8 (o) *The shortage is expected to worsen within the next 20 years*
9 *with projected increases in student enrollment and teacher*
10 *retirements.*

11 (p) *Access to high quality induction programs is critical to*
12 *addressing the teacher shortage because induction is an important*
13 *tool for recruiting and retaining teachers.*

14 (q) *Teacher retention data collected by the Commission on*
15 *Teacher Credentialing in 2008 demonstrates the effectiveness of*
16 *induction, showing that 87 percent of teachers who participated*
17 *in a BTSA program were still teaching five years later.*

18 (r) *The Governor and Legislature recognized induction's*
19 *importance by including \$490 million in the 2015–16 Budget Act*
20 *for activities that promote educator quality and effectiveness,*
21 *including support and mentoring for both beginning teachers and*
22 *administrators.*

23 (s) *The 2015–16 Budget Act also directs the Commission on*
24 *Teacher Credentialing, by September 1, 2015, to work with*
25 *stakeholders to evaluate any burdens of existing induction*
26 *requirements and identify funding recommendations, including*
27 *state, LEA, and teacher candidate responsibilities.*

28 (t) *The allocation and forthcoming report by the Commission*
29 *on Teacher Credentialing provide a great opportunity to protect*
30 *and support new teachers by strengthening access and the quality*
31 *of induction programs.*

32 **SECTION 1.**

33 **SEC. 2.** Section 44259 of the Education Code is amended to
34 read:

35 44259. (a) Except as provided in subparagraphs (A) and (C)
36 of paragraph (3) of subdivision (b), each program of professional
37 preparation for multiple or single subject teaching credentials shall
38 not include more than two years of full-time study of professional
39 preparation.

(b) The minimum requirements for the preliminary multiple or single subject teaching credential are all of the following:

(1) A baccalaureate degree or higher degree from a regionally accredited institution of postsecondary education. Except as provided in subdivision (c) of Section 44227, the baccalaureate degree shall not be in professional education. The commission shall encourage accredited institutions to offer undergraduate minors in education and special education to students who intend to become teachers.

(2) Passage of the state basic skills proficiency test that is developed and administered by the commission pursuant to Section 44252.5.

(3) Satisfactory completion of a program of professional preparation that has been accredited by the Committee on Accreditation on the basis of standards of program quality and effectiveness that have been adopted by the commission. In accordance with the commission's assessment and performance standards, each program shall include a teaching performance assessment as set forth in Section 44320.2 that is aligned with the California Standards for the Teaching Profession. The commission shall ensure that each candidate recommended for a credential or certificate has demonstrated satisfactory ability to assist pupils to meet or exceed academic content and performance standards for pupils adopted by the state board pursuant to Section 60605. Programs that meet this requirement for professional preparation shall include any of the following:

(A) Integrated programs of subject matter preparation and professional preparation pursuant to subdivision (a) of Section 44259.1.

(B) Postbaccalaureate programs of professional preparation, pursuant to subdivision (d) of Section 44259.1.

(C) Internship programs of professional preparation, pursuant to Section 44321, Article 7.5 (commencing with Section 44325), Article 11 (commencing with Section 44380), and Article 3 (commencing with Section 44450) of Chapter 3.

(4) Study of alternative methods of developing English language skills, including the study of reading as described in subparagraphs (A) and (B), among all pupils, including those for whom English is a second language, in accordance with the commission's

standards of program quality and effectiveness. The study of reading shall meet the following requirements:

(A) Commencing January 1, 1997, satisfactory completion of comprehensive reading instruction that is research based and includes all of the following:

(i) The study of organized, systematic, explicit skills including phonemic awareness, direct, systematic, explicit phonics, and decoding skills.

(ii) A strong literature, language, and comprehension component with a balance of oral and written language.

(iii) Ongoing diagnostic techniques that inform teaching and assessment.

(iv) Early intervention techniques.

(v) Guided practice in a clinical setting.

(B) For purposes of this section, “direct, systematic, explicit phonics” means phonemic awareness, spelling patterns, the direct instruction of sound/symbol codes and practice in connected text, and the relationship of direct, systematic, explicit phonics to the components set forth in clauses (i) to (v), inclusive, of subparagraph (A).

A program for the multiple subjects credential also shall include the study of integrated methods of teaching language arts.

(5) Completion of a subject matter program that has been approved by the commission on the basis of standards of program quality and effectiveness pursuant to Article 6 (commencing with Section 44310) or passage of a subject matter examination pursuant to Article 5 (commencing with Section 44280). The commission shall ensure that subject matter standards and examinations are aligned with the academic content and performance standards for pupils adopted by the state board pursuant to Section 60605.

(6) Demonstration of a knowledge of the principles and provisions of the Constitution of the United States pursuant to Section 44335.

(7) Commencing January 1, 2000, demonstration, in accordance with the commission’s standards of program quality and effectiveness, of basic competency in the use of computers in the classroom as determined by one of the following:

(A) Successful completion of a commission-approved program or course.

1 (B) Successful passage of an assessment that is developed,
2 approved, and administered by the commission.

3 (c) The minimum requirements for the clear multiple or single
4 subject teaching credential shall include all of the following
5 requirements:

6 (1) Possession of a valid preliminary teaching credential, as
7 prescribed in subdivision (b), possession of a valid equivalent
8 credential or certificate, or completion of equivalent requirements
9 as determined by the commission.

10 (2) Except as provided in paragraph (3), completion of a
11 program of beginning teacher induction, including one of the
12 following:

13 (A) (i) A program of beginning teacher induction approved by
14 the commission and the Superintendent.

15 (ii) (I) Commencing with hiring for the 2016–17 school year,
16 and each school year thereafter, ~~as condition for receiving Part A~~
17 ~~of Title II federal funds pursuant to the federal No Child Left~~
18 ~~Behind Act of 2001 (20 U.S.C. Sec. 6301 et seq.),~~ a school district,
19 county office of education, or charter school that hires a beginning
20 teacher shall provide that beginning teacher with a program of
21 beginning teacher induction, unless the beginning teacher meets
22 the requirements of paragraph (3).

23 ~~(H) The department shall enforce the condition specified in~~
24 ~~subclause (I) in making subgrants to school districts, county offices~~
25 ~~of education, and charter schools pursuant to Subpart 2 of Part A~~
26 ~~of Title II of the federal No Child Left Behind Act of 2001 (20~~
27 ~~U.S.C. Sec. 6301 et seq.).~~

28 *(II) For purposes of subclause (I), a beginning teacher includes*
29 *a teacher with a preliminary multiple or single subject teaching*
30 *credential, or a preliminary education specialist credential.*

31 (iii) A school district, county office of education, or charter
32 school shall not charge a fee to a beginning teacher to participate
33 in the beginning teacher induction program.

34 (B) (i) An alternative program of beginning teacher induction
35 that is provided by one or more local educational agencies and has
36 been approved by the commission and the Superintendent on the
37 basis of initial review and periodic evaluations of the program in
38 relation to appropriate standards of credential program quality and
39 effectiveness that have been adopted by the commission, the
40 Superintendent, and the state board pursuant to this subdivision.

1 The standards for alternative programs shall encourage innovation
2 and experimentation in the continuous preparation and induction
3 of beginning teachers. An alternative program of beginning teacher
4 induction that has met state standards pursuant to this subdivision
5 may apply for state funding pursuant to Sections 44279.1 and
6 44279.2.

7 (ii) A local educational agency shall not charge a fee to a
8 beginning teacher to participate in an alternative program of
9 beginning teacher induction that is provided pursuant to this
10 subparagraph.

11 (C) (i) An alternative program of beginning teacher induction
12 that is sponsored by a regionally accredited college or university,
13 in cooperation with one or more local school districts, that
14 addresses the individual professional needs of beginning teachers
15 and meets the commission's standards of induction. The
16 commission shall ensure that preparation and induction programs
17 that qualify candidates for professional credentials extend and
18 refine each beginning teacher's professional skills in relation to
19 the California Standards for the Teaching Profession and the
20 academic content and performance standards for pupils adopted
21 by the state board pursuant to Section 60605.

22 (ii) A school district shall not charge a beginning teacher a fee
23 to participate in an alternative program of beginning teacher
24 induction that is provided pursuant to this subparagraph.

25 (3) (A) If a candidate satisfies the requirements of subdivision
26 (b), including completion of an accredited internship program of
27 professional preparation, and if that internship program fulfills
28 induction standards and is approved as set forth in this subdivision,
29 the commission shall determine that the candidate has fulfilled the
30 requirements of paragraph (2).

31 (B) If an approved induction program is verified as unavailable
32 to a beginning teacher, or if the beginning teacher is required under
33 the federal No Child Left Behind Act of 2001 (20 U.S.C. Sec. 6301
34 et seq.) to complete subject matter coursework to be qualified for
35 a teaching assignment, the commission shall accept completion of
36 an approved clear credential program after completion of a
37 baccalaureate degree at a regionally accredited institution as
38 fulfilling the requirements of paragraph (2). The commission shall
39 adopt regulations to implement this subparagraph.

1 (4) Experience that includes the application of knowledge and
2 skills previously acquired in a preliminary credential program, in
3 accordance with commission standards, that addresses the
4 following:

5 (A) Health education, including study of nutrition,
6 cardiopulmonary resuscitation, and the physiological and
7 sociological effects of abuse of alcohol, narcotics, and drugs and
8 the use of tobacco. Training in cardiopulmonary resuscitation shall
9 also meet the standards established by the American Heart
10 Association or the American Red Cross.

11 (B) Field experience in methods of delivering appropriate
12 educational services to pupils with exceptional needs in regular
13 educational programs.

14 (C) Advanced computer-based technology, including the uses
15 of technology in educational settings.

16 (d) The commission shall develop and implement standards of
17 program quality and effectiveness that provide for the areas of
18 application listed in subparagraphs (A) to (C), inclusive, of
19 paragraph (4) of subdivision (c), starting in professional preparation
20 and continuing through induction.

21 (e) A credential that was issued before January 1, 1993, shall
22 remain in force as long as it is valid under the laws and regulations
23 that were in effect on the date it was issued. The commission shall
24 not, by regulation, invalidate an otherwise valid credential, unless
25 it issues to the holder of the credential, in substitution, a new
26 credential authorized by another provision in this chapter that is
27 no more restrictive than the credential for which it was substituted
28 with respect to the kind of service authorized and the grades,
29 classes, or types of schools in which it authorizes service.

30 (f) A credential program that is approved by the commission
31 shall not deny an individual access to that program solely on the
32 grounds that the individual obtained a teaching credential through
33 completion of an internship program when that internship program
34 has been accredited by the commission.

35 (g) Notwithstanding this section, persons who were performing
36 teaching services as of January 1, 1999, pursuant to the language
37 of this section that was in effect before that date, may continue to
38 perform those services without complying with any requirements
39 that may be added by the amendments adding this subdivision.

1 (h) Subparagraphs (A) and (B) of paragraph (4) of subdivision
2 (b) do not apply to any person who, as of January 1, 1997, holds
3 a multiple or single subject teaching credential, or to any person
4 enrolled in a program of professional preparation for a multiple
5 or single subject teaching credential as of January 1, 1997, who
6 subsequently completes that program. It is the intent of the
7 Legislature that the requirements of subparagraphs (A) and (B) of
8 paragraph (4) of subdivision (b) be applied only to persons who
9 enter a program of professional preparation on or after January 1,
10 1997.

11 *SEC. 3. If the Commission on State Mandates determines that*
12 *this act contains costs mandated by the state, reimbursement to*
13 *local agencies and school districts for those costs shall be made*
14 *pursuant to Part 7 (commencing with Section 17500) of Division*
15 *4 of Title 2 of the Government Code.*