

AMENDED IN SENATE SEPTEMBER 4, 2015

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, ~~require~~ *prohibit* a school district, county office of education, or charter school ~~that hires a beginning teacher to provide that beginning teacher with~~ *from charging a fee to a beginning teacher to participate in 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* *Superintendent, and* would 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 bill also would prohibit a local educational agency from charging a fee to a beginning teacher to participate in an alternative program of beginning teacher induction program that it provides, and would prohibit a school district from charging a fee to a beginning teacher to participate in 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.~~

~~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~~-no.  
State-mandated local program: ~~yes~~-no.

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

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

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

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

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

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

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

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

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

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

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

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

36    (k) The large fees place heavy financial burdens on teachers  
37 just starting their careers and put the entire responsibility of

1 identifying, accessing, and completing a quality induction program  
2 solely on new teachers.

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

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

9 (n) In 2013, according to the Commission on Teacher  
10 Credentialing, there were fewer than 20,000 students enrolled in  
11 teacher preparation programs in the state, less than half of the  
12 number that were enrolled in 2008.

13 (o) The shortage is expected to worsen within the next 20 years  
14 with projected increases in student enrollment and teacher  
15 retirements.

16 (p) Access to high quality induction programs is critical to  
17 addressing the teacher shortage because induction is an important  
18 tool for recruiting and retaining teachers.

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

23 (r) The Governor and Legislature recognized induction's  
24 importance by including \$490 million in the 2015–16 Budget Act  
25 for activities that promote educator quality and effectiveness,  
26 including support and mentoring for both beginning teachers and  
27 administrators.

28 (s) The 2015–16 Budget Act also directs the Commission on  
29 Teacher Credentialing, by September 1, 2015, to work with  
30 stakeholders to evaluate any burdens of existing induction  
31 requirements and identify funding recommendations, including  
32 state, LEA, and teacher candidate responsibilities.

33 (t) The allocation and forthcoming report by the Commission  
34 on Teacher Credentialing provide a great opportunity to protect  
35 and support new teachers by strengthening access and the quality  
36 of induction programs.

37 SEC. 2. Section 44259 of the Education Code is amended to  
38 read:

39 44259. (a) Except as provided in subparagraphs (A) and (C)  
40 of paragraph (3) of subdivision (b), each program of professional

1 preparation for multiple or single subject teaching credentials shall  
2 not include more than two years of full-time study of professional  
3 preparation.

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

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

13 (2) Passage of the state basic skills proficiency test that is  
14 developed and administered by the commission pursuant to Section  
15 44252.5.

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

30 (A) Integrated programs of subject matter preparation and  
31 professional preparation pursuant to subdivision (a) of Section  
32 44259.1.

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

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

39 (4) Study of alternative methods of developing English language  
40 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~~ *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:

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

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

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

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

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

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

17 (ii) (I) Commencing with hiring for the 2016–17 school year,  
18 and each school year thereafter, a school district, county office of  
19 education, or charter school ~~that hires a beginning teacher shall~~  
20 ~~provide that beginning teacher with a program of beginning teacher~~  
21 ~~induction, unless the beginning teacher meets the requirements of~~  
22 ~~paragraph (3): shall not charge a fee to a beginning teacher to~~  
23 ~~participate in a beginning teacher induction program.~~

24 (II) For purposes of subclause (I), a beginning teacher includes  
25 a teacher with a preliminary multiple or single subject teaching  
26 credential, or a preliminary education specialist credential.

27 ~~(iii) A school district, county office of education, or charter~~  
28 ~~school shall not charge a fee to a beginning teacher to participate~~  
29 ~~in the beginning teacher induction program.~~

30 (B) (i) An alternative program of beginning teacher induction  
31 that is provided by one or more local educational agencies and has  
32 been approved by the commission and the Superintendent on the  
33 basis of initial review and periodic evaluations of the program in  
34 relation to appropriate standards of credential program quality and  
35 effectiveness that have been adopted by the commission, the  
36 Superintendent, and the state board pursuant to this subdivision.  
37 The standards for alternative programs shall encourage innovation  
38 and experimentation in the continuous preparation and induction  
39 of beginning teachers. An alternative program of beginning teacher  
40 induction that has met state standards pursuant to this subdivision

1 may apply for state funding pursuant to Sections 44279.1 and  
2 44279.2.

3 (ii) A local educational agency shall not charge a fee to a  
4 beginning teacher to participate in an alternative program of  
5 beginning teacher induction that is provided pursuant to this  
6 subparagraph.

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

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

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

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

36 (4) Experience that includes the application of knowledge and  
37 skills previously acquired in a preliminary credential program, in  
38 accordance with commission standards, that addresses the  
39 following:



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

7 (B) Field experience in methods of delivering appropriate  
8 educational services to pupils with exceptional needs in regular  
9 educational programs.

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

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

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

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

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

36 (h) Subparagraphs (A) and (B) of paragraph (4) of subdivision  
37 (b) do not apply to any person who, as of January 1, 1997, holds  
38 a multiple or single subject teaching credential, or to any person  
39 enrolled in a program of professional preparation for a multiple  
40 or single subject teaching credential as of January 1, 1997, who

1 subsequently completes that program. It is the intent of the  
2 Legislature that the requirements of subparagraphs (A) and (B) of  
3 paragraph (4) of subdivision (b) be applied only to persons who  
4 enter a program of professional preparation on or after January 1,  
5 1997.

6 ~~SEC. 3. If the Commission on State Mandates determines that~~  
7 ~~this act contains costs mandated by the state, reimbursement to~~  
8 ~~local agencies and school districts for those costs shall be made~~  
9 ~~pursuant to Part 7 (commencing with Section 17500) of Division~~  
10 ~~4 of Title 2 of the Government Code.~~