

**AGENDA
ASSEMBLY BUDGET SUBCOMMITTEE NO. 2
ON EDUCATION FINANCE**

ASSEMBLYMEMBER SARAH REYES, CHAIR

**TUESDAY, MARCH 9, 1999
STATE CAPITOL, ROOM 447
4:00 P.M.**

**INFORMATIONAL HEARING:
TEACHER RECRUITMENT, PREPARATION AND TRAINING**

OPENING REMARKS

Assemblymember Sarah Reyes, Chair

COMMISSION ON TEACHER CREDENTIALING

Linda Bond, Director, Governmental Relations

CALIFORNIA STATE UNIVERSITY (CSU)

Dr. David Spence, Executive Vice Chancellor and Chief Academic Officer

UNIVERSITY OF CALIFORNIA (UC)

Dr. Robert Polkinghorn, School-University Partnerships

ASSOCIATION OF INDEPENDENT CALIFORNIA COLLEGES AND UNIVERSITIES (AICCU)

Dr. Carol Bartell, Dean, School of Education, California Lutheran University

CALIFORNIA COMMUNITY COLLEGES (CCC)

Patrick Lenz, Vice Chancellor for Fiscal Policy

CALIFORNIA STUDENT AID COMMISSION (CSAC)

Sarah Tyson-Joshua, Chief, Policy and Communications Division

DEPARTMENT OF EDUCATION

Sonia Hernandez, Deputy Superintendent, Curriculum & Instructional Leadership Branch

LEGISLATIVE ANALYST'S OFFICE

Jannelle Lee, Senior Analyst

CALIFORNIA TEACHERS ASSOCIATION

Lynn Faulks

PUBLIC COMMENTS

CLOSING REMARKS

Assemblymember Sarah Reyes, Chair

BACKGROUND:

Objective of hearing: To provide information regarding the extent of the shortage of teachers in California, what recent efforts the Legislature and others have made to try to increase the supply, how well these efforts have worked, and what remains to be done to address the teacher gap. Also, to assess what is being done to help existing teachers address current challenges.

THE TEACHER SHORTAGE IN CALIFORNIA

Historically, the demand for fully-credentialed, properly trained teachers in California has exceeded the supply. This chronic shortage has only been exacerbated in recent years by class size reduction efforts.

Demand. On the demand side, California's K-12 public education system experiences annual enrollment growth rates of between one and three percent, which necessitates a similar growth rate in the teaching force. The California Statewide Task Force on Teacher Recruitment estimated that every increase of 150,000 students in the public K-12 population results in the need to hire an additional 17,000 teachers.

Most importantly, the demand for teachers experienced a sharp increase in 1996-97, when the state began implementing a sweeping class size reduction program to reduce classes to 20 students in grades K-3. The Commission on Teacher Credentialing reported that class size reduction resulted in a need for approximately 20,000 additional teachers in 1996-97.

Supply. On the supply side, California is in a constant struggle to train or attract new teachers just to replace existing teachers who retire or leave teaching for other reasons, in order to keep the existing supply from dwindling. (Efforts to increase the growth in the supply of teachers beyond a maintenance level will be discussed below.) California has one of the oldest teaching forces in the country, with a mean age of a little under 43 years. Estimates of the annual retirement rate vary, from two percent to five percent of the entire teaching force, according to the California Research Bureau. It is estimated that between one-third and half of the current teaching force will retire in the next ten years.

In addition, many existing teachers leave teaching prior to retirement age (attrition) on a temporary or permanent basis. Overall attrition rates are estimated at five percent annually, however, the rate is highest among new teachers and teachers with emergency credentials. According to the CTC, between 35 percent and 40 percent of emergency-credentialed teachers leave teaching after their first year, and it is estimated that 60 percent of emergency credentialed teachers leave teaching after three years. Among new teachers, the California Teachers Association estimates that around half of all new teachers leave the profession within three years.

Efforts to recruit more teachers into teacher preparation programs are frustrated by the fact that many teachers that obtain credentials do not go immediately into teaching. The LAO estimates that of those obtaining credentials, only 70 percent go directly into teaching.

The shortage. The difference between the demand for fully-credentialed teachers and the supply within the teaching profession is the teacher "gap" and estimates of this shortage vary. Emergency credentialed teachers help to fill this gap and their numbers serve as a rough proxy for estimates of the shortage of fully credentialed teachers. According to the LAO, the percentage of teachers on emergency credentials has increased dramatically in recent years, from five percent in 1995-96 to 11 percent in 1997-98. For 1997-98 this translates into approximately 30,000 teachers with emergency credentials. It is unknown whether there are this many individuals with credentials that are currently working outside of the teaching profession (the reserve) and the reasons why these individuals choose not to teach.

One conservative estimate of the extent of the shortage states that California needs more than 20,000 **new** teachers annually. According to the California Research Bureau, California will need to hire between 260,000 and 300,000 new teachers in the next ten years.

In addition to the overall shortage, California faces more severe shortages in specific geographic areas, such as rural areas and some urban districts. In its Analysis of the Budget Bill for 1999-2000, the LAO cites examples of several districts with very high percentages of emergency-credentialed teachers. For 1996-97, Compton Unified had 38 percent of its teachers on emergency credentials. For Inglewood Unified in Los Angeles County, the percentage was 35 percent and for Imperial Unified in Imperial County the percentage was 19 percent.

There are also shortages for particular types of credentials for special needs students, such as special education students and English learners. Many school districts serving high school students also encounter difficulties in finding teachers with specific subject credentials in areas such as math and science.

RECOMMENDATIONS OF THE CALIFORNIA STATEWIDE TASK FORCE ON TEACHER RECRUITMENT

In January, 1996, the Commission on Teacher Credentialing awarded a competitively-bid consulting contract to Recruiting New Teachers, Inc. to assist the CTC in developing an action plan for teacher recruitment. In its March, 1997 report, "Shaping the Profession that Shapes California's Future: The California Statewide Teacher Recruitment Action Plan," Recruiting New Teachers, Inc. made the following recommendations for increasing the supply of teachers:

- 1) Expand the pool of qualified new teachers for California's highly diverse K-12 classrooms. Specifically:

- a) Launch an aggressive public awareness and teacher recruitment campaign through public service announcements, media coverage and the distribution of effective recruitment publications; and
 - b) Develop prospective teacher assistance and referral mechanisms (e.g., a help line and referral database).
- 2) Strengthen the pipeline (entry paths) into the teaching profession. Specifically:
- a) Improve traditional pathways into teaching and expand the number of alternative routes into teaching; and
 - b) Expand induction programs that assist new teachers.
- 3) Remove barriers to entry into the teaching profession. Specifically,
- a) Provide more financial incentives to recruit high-caliber candidates; and
 - b) Ensure course and test availability and accessibility for potential teaching candidates.

RECENT ATTEMPTS TO ADDRESS THE TEACHER SHORTAGE

As noted above, many districts are forced to temporarily address the shortage of teachers by hiring teachers with emergency credentials. There are many problems with this strategy, among them the lack of teaching-specific training that these teachers have and the high attrition rate among emergency-credentialed teachers.

Long-term efforts to increase the teacher supply have focused on a number of areas, including 1) increasing access to teacher preparedness programs and 2) increasing the number of entry routes into teaching. In the 1997-98 legislative session, the Legislature and Governor approved a number of measures to address the teacher supply problem on a long-term basis, among them:

AB 18 (Mazzoni) Chapter 1, Statutes of 1997, Retired Teachers – Waives the earnings limit on retired teachers for up to three years for those teachers whose employment is necessary to meet the objectives of class size reduction. Also expands the availability of the existing District Intern program to all school districts.

AB 351 (Scott) Chapter 934, Statutes of 1997, Teaching Apprentice Program – Creates the Teaching Apprentice Program, authorizing the CTC to issue apprentice teaching certificates instead of emergency permits.

AB 352 (Scott) Chapter 737, Statutes of 1997 and AB 353 (Wildman) Chapter 831, Statutes of 1997, Paraprofessional Teacher Training – Expands and modifies the California School Paraprofessional Teacher Training Program, to encourage paraprofessionals to enroll in teacher training programs.

AB 858 (Davis) Chapter 331, Statutes of 1998, National Board Certification – Established the National Board for Professional Teaching Standards Certification Incentive Program to award grants to school districts for the purpose of providing one-time \$10,000 merit awards to teachers that have attained certification from the National Board for Professional Teaching Standards. Also allows out-of-state teachers with National Board certification to immediately become credentialed to teach in California. The budget provides \$5 million in the current year to fund the program created by this bill.

AB 838 (Pacheco) Chapter 628, Statutes of 1997, Out-of-State Teachers – Enacts the Credentialed Out-of-State Teacher Recruitment and Retention Act to consolidate and expedite the credentialing process for credentialed teachers from other states.

SB 674 (Thompson) Chapter 344, Statutes of 1997, Emergency Teaching Permits – Places a five-year limit on the use of emergency teaching credentials.

SB 824 (Greene) Chapter 964, Statutes of 1997, California Center on Teaching Careers – Establishes the California Center on Teaching Careers, to be administered by California State University, to recruit highly qualified individuals into the teaching profession.

SB 2042 (Alpert-Mazzoni) Chapter 548, Statutes of 1998, Teacher Preparation – Makes a variety of changes to the laws governing the qualifications and processes for obtaining a California teaching credential. Among the bill's provisions is a requirement that CTC encourage teacher education institutions to offer undergraduate minor and integrated programs in education.

AB 496 (Lempert) Chapter 545, Statutes of 1998, Teacher Supply – Provides student assistance grants under the APLE program to students intent on becoming math teachers.

AB 2730 (Mazzoni) Chapter 544, Statutes of 1998, Out-of-State Teachers – Establishes a three-year pilot project to improve the accreditation review of higher education institutions that deliver coursework at one or more locations in California that are distant from the institution's home campus.

AB 1620 (Scott) Chapter 547, Statutes of 1998, Out-of-State Teachers – Establishes new standards and procedures for out-of-state credentialed and experienced teachers to become credentialed in California. It allows for reciprocity agreements with states that have requirements that are similar to those in California, in order to expedite the ability of out-of-state teachers to become credentialed in California.

AB 1852 (Pacheco) Chapter 152, Statutes of 1998, Out-of-State Credentialing Fees – Transfers the responsibility for setting fees for five-year preliminary credentials for out-of-state teachers from the Director of Finance to the Commission on Teacher Credentialing.

STAFF DEVELOPMENT

During the 1997-98 legislative session the Legislature and Governor approved a number of measures to assist districts in providing staff development to teachers, to help them implement the new statewide content standards. Some of these measures are listed below.

AB 2442 (Mazzoni) Chapter 316, Statutes of 1998, Math Staff Development – Provides funds to school districts and county offices of education to pay for the costs of sending teachers to institutions of higher education to take math courses. The budget provides \$14.25 million in the current year to fund this bill.

AB 1331 (Alquist) Chapter 315, Statutes of 1998, Math Staff Development – Creates the Teacher Mathematics Instruction Development Program for the purpose of funding school district in-service training programs, for certified teachers in grades 4 to 8, in mathematics instruction consistent with the district's mathematics curriculum. The budget provides \$14.25 million in the current year to fund this bill.

AB 1339 (Knox) Chapter 844, Statutes of 1998, Education Technology Training – Established the Education Technology Staff Development Program to provide funds to school districts for in-service training in the use of educational technology for school site administrators, instructional classified employees and teachers that provide instruction in grades 4 to 8.

AB 1734 (Mazzoni) Chapter 333, Statutes of 1998, Subject Matter Projects – Revises the existing Subject Matter Projects run by the University of California.

AB 1579 (Strom-Martin) Chapter 929, Statutes of 1997, Staff Development Buy-Out - Creates the Staff Development Buy-Out Program to provide incentives to school districts to offer staff development programs on days that are in addition to the regular school year.

AB 1086 (Mazzoni) Chapter 286, Statutes of 1997, Teacher Training for Reading Instruction – Expands an existing reading staff development program to grades 4-8.

AB 1266 (Mazzoni) Chapter 937, Statutes of 1997, Beginning Teacher Support and Assessment (BTSA) – Expanded BTSA to serve more beginning teachers. This bill was accompanied by an augmentation of \$10 million in the 1997 Budget Act.

TEACHER-RELATED AUGMENTATIONS IN THE 1998 BUDGET ACT

In addition, the 1998 Budget Act contained the following augmentations intended to help address the teacher shortage and provide staff development to existing teachers.

K-12, PROPOSITION 98

- \$49.1 million to augment the Beginning Teacher Support and Assessment Program (BTSA);
- \$5 million to provide \$10,000 bonuses for California public school teachers who become National Board Certified;
- \$11.8 million to continue issuing pre-intern teaching certificates, instead of emergency teaching permits, and to provide pre-intern teaching candidates the comprehensive training and support necessary to become fully credentialed teachers;
- \$9 million to expand the Alternative Credentialing Program, which enables interns to complete teacher education requirements sooner and provides career-changers the opportunity to enter the teaching profession;
- \$1.5 million from the Teacher Credentials Fund for the design, development, and testing of a statewide performance assessment to be used with new teachers. It will create an "in-class" performance assessment for credentialing candidates;
- \$28.5 million for two programs that provide staff development in math to teachers; and
- \$195 million to lengthen the school year to a minimum of 180 days and provide extra days for teacher and aide's staff development.

HIGHER EDUCATION

- \$9.3 million for the California State University (CSU) to expand enrollment in teacher preparation programs by 1,800. This allows CSU to continue with their plan to increase credential production by 25 percent, from 12,000 to 15,000, by July 2,000;
- \$5 million to establish a CSU distance learning teacher preparation program, modeled after the British "Open University". The program will be a multi-campus effort serving emergency permit holders and other applicants who would otherwise have difficulty entering traditional teacher training programs;

- \$2 million for the CSU Institute for Education Reform to conduct a Teacher Recruitment Campaign in California;
- Provides \$10 million for the California Student Aid Commission (CSAC) to establish a Cal Grant T Program, providing new financial aid awards to 3,000 students in teacher preparation programs;
- Provides \$1 million for CSAC to expand the State Work-Study program and establish 1,000 "Teaching Internship" positions where college students will serve as tutors and mentors for K-12 students; and
- Provides authorization for CSAC to grant 4,100 new Assumption Program of Loans for Education (APLE) loan forgiveness awards (for a total of 4,500 awards) for teachers who serve four years in subject shortage or low-income areas.

REFERENCES:

California Research Bureau, California State Library, "Qualified Teachers for All California Students: Current Issues in Recruitment, Retention, Preparation and Professional Development." August, 1998.

California Commission on Teacher Credentialing, "California's Future: Highly Qualified Teachers for All Students: Final Report of the Advisory Panel on Teacher Education, Induction and Certification for Twenty-First Century Schools (SB 1422)." November, 1997.

California Statewide Task Force on Teacher Recruitment and Recruiting New Teachers, Inc., "Shaping the Profession that Shapes California's Future: The California Statewide Teacher Recruitment Action Plan." March, 1997.

Legislative Analyst's Office, Analysis of the 1999-00 Budget Bill: Report from the Legislative Analyst's Office to the Joint Legislative Budget Committee. February, 1999.