

AGENDA

ASSEMBLY BUDGET SUBCOMMITTEE NO. 2 ON EDUCATION FINANCE

Assembly Member Kevin McCarty, Chair

TUESDAY, NOVEMBER 15, 2022

10:00 AM, 1021 O STREET - ROOM 1100

We encourage the public to provide written testimony before the hearing. Please send your written testimony to: BudgetSub2@asm.ca.gov. Please note that any written testimony submitted to the committee is considered public comment and may be read into the record or reprinted. All are encouraged to watch the hearing from its live stream on the Assembly's website at <https://www.assembly.ca.gov/todaysevents>.

The hearing room will be open for attendance of this hearing. Any member of the public attending a hearing is strongly encouraged to wear a mask at all times while in the building.

*To provide public comment, please call toll-free:
877-692-8957 / Access Code: 1850 1100*

OVERSIGHT HEARING

EDUCATOR WORKFORCE PIPELINE OVERSIGHT

ITEMS TO BE HEARD		
ITEM	DESCRIPTION	
6100	CALIFORNIA DEPARTMENT OF EDUCATION	
6360	CALIFORNIA COMMISSION ON TEACHER CREDENTIALING	
6980	CALIFORNIA STUDENT AID COMMISSION	
ISSUE 1	EDUCATOR WORKFORCE SHORTAGES & PIPELINE OVERVIEW <ul style="list-style-type: none"> • DAVID DEGUIRE, CA COMMISSION ON TEACHER CREDENTIALING (CTC) • DR. KAI MATHEWS, UCLA CENTER FOR THE TRANSFORMATION OF SCHOOLS • DESIREE CARVER-THOMAS, LEARNING POLICY INSTITUTE • EDGAR CABRAL, LEGISLATIVE ANALYST'S OFFICE (LAO) 	3

ISSUE 2	EDUCATOR PIPELINE OVERSIGHT: SCHOLARSHIPS & AID <ul style="list-style-type: none">• JAKE BRYMNER, CA STUDENT AID COMMISSION• CHERYL COTTON, CA DEPARTMENT OF EDUCATION• DAVID DEGUIRE, CTC• EDGAR CABRAL, LAO	10
ISSUE 3	EDUCATOR PIPELINE OVERSIGHT: CREDENTIALING PROGRAM CAPACITY & RETENTION <ul style="list-style-type: none">• CHRIS FERGUSON, DEPARTMENT OF FINANCE (DOF)• JENNIFER PACELLA, LAO• DAVID DEGUIRE, CTC• DR. PIA WONG, SACRAMENTO STATE UNIVERSITY	22
ISSUE 4	EDUCATOR WORKFORCE RECRUITMENT & RETENTION: THE STATE'S ROLE <ul style="list-style-type: none">• TARA KINI, LEARNING POLICY INSTITUTE• KATIE HARDEMAN, CALIFORNIA TEACHERS ASSOCIATION• CHRIS MYERS, CA SCHOOL EMPLOYEES ASSOCIATION• DR. PIA WONG, SACRAMENTO STATE UNIVERSITY• DR. MARY VIXIE SANDY, CTC	27

ITEMS TO BE HEARD

6100 CALIFORNIA DEPARTMENT OF EDUCATION

6360 CALIFORNIA COMMISSION ON TEACHER CREDENTIALING

6980 CALIFORNIA STUDENT AID COMMISSION

OVERVIEW

California's public education system leverages numerous agencies and initiatives to support the educator pipeline and workforce retention. This hearing will cover 2021-22 and 2022-2023 Budget Act investments oversight and recommendations on strengthening the state's role to attract, prepare, and retain qualified educators in the public education system.

ISSUE 1: EDUCATOR WORKFORCE SHORTAGE CRISIS

Schools leaders across the state are reporting that the workforce crisis in public schools is at an all-time high. This issue will provide an overview of California's educator workforce capacity crisis, data trends, and existing state investments.

PANEL

The following individuals will present on this issue:

- David DeGuire, CA Commission on Teacher Credentialing (CTC)
- Dr. Kai Matthews, UCLA Center for the Transformation of Schools
- Desiree Carver-Thomas, Learning Policy Institute
- Edgar Cabral, Legislative Analyst's Office (LAO)

BACKGROUND

Educator Shortages

In 2018-2019, prior to pandemic-related educator and workforce shortages overall, California's public school system had about 295,000 full-time equivalent teachers, with a statewide student-to-teacher ratio of 21:1. At the same time, roughly three percent of the teacher workforce (around 8,700 teachers) had an emergency credential, suggesting that schools have trouble finding appropriately-credentialed teachers. This is more common for certain subject areas, including special education, science, and math, and for certain types of schools, including low-income urban schools and rural schools. In the same school year, California's public school system had about 262,000 full-time equivalent classified staff.

In response to the decade-long teacher shortage, California has been actively supporting the growth of credentialing capacity, based on research-based investments in scholarships, residency, and local solutions to hiring challenges.

Vacancies. According to the CTC: the most recent data related to teacher vacancies was for the 2021/2022 school year. Of the 1,403,061 teaching assignments reported in the 21/22 school year, LEA data shows that as many as 10,523 teacher vacancies existed across California. It's important to note that these vacancies only represent classes that have been established with students but without a certificated teacher. A related aspect of teacher shortage that is not currently measurable is the number of classroom that an LEA wanted to establish, but were unable to because no teacher could be found.

Misassignments. Another data point on the workforce impact is teacher misassignments. In addition to ensuring that teachers are appropriately prepared to serve their students, identifying areas where misassignments are prevalent can highlight areas of shortage. For the 2020-21 school year, the CTC's report shows 132,949 possible misassignments out of 1.5 million educator assignments. The CTC may have a 2021-22 data update for this hearing.

Emergency Options. During times of educator shortage, the Commission has issued significant numbers of permits and waivers, which authorize instruction without a full credential or completion of an educator preparation program. The Short-Term Staff Permit (STSP) and the Provisional Internship Permit (PIP) address the two distinct types of staffing needs identified – acute and anticipated. Table 11a below provides data on STSPs and PIPs issued in the past five years. The CTC may have an update on the 2021-22 data for this hearing.

Table 11a: Short-Term Staff Permits and Provisional Internship Permits Issued, 2016-17 to 2020-21

Permit Type	2016-17	2017-18	2018-19	2019-20	2020-21	Percent Change from 2019-20
Short-Term Staff Permit	3,418	3,607	3,629	3,712	1,989	-46.4
Provisional Internship Permit	2,284	2,275	2,537	2,392	1,188	-50.3
Total	5,702	5,882	6,166	6,104	3,177	-48.0

Note: PIP includes first-time and new type only. STSP includes first-time, new type, and reissuance.

Source: CTC

The State of Educator Burnout

The Great Resignation. Local education agencies (LEAs) report compounded challenges stemming from the pandemic with retaining and hiring a range of school staff, including qualified teachers and classified employees. This challenge is reported across nearly every sector of the employment market, post-pandemic.

The California State Teachers' Retirement System (CalSTRS) noted that teacher retirements increased 26 percent during the second half of 2020 as compared to the same period in 2019. Of retirees surveyed by CalSTRS, 62 percent had retired earlier than planned, and 56 percent cited the challenges of teaching during the COVID-19 pandemic. However more recent CalSTRS statistical reports show that teacher retirement rates over the 2019-20 and 2020-21 fiscal years appear to be relatively consistent with overall pre-pandemic rates.

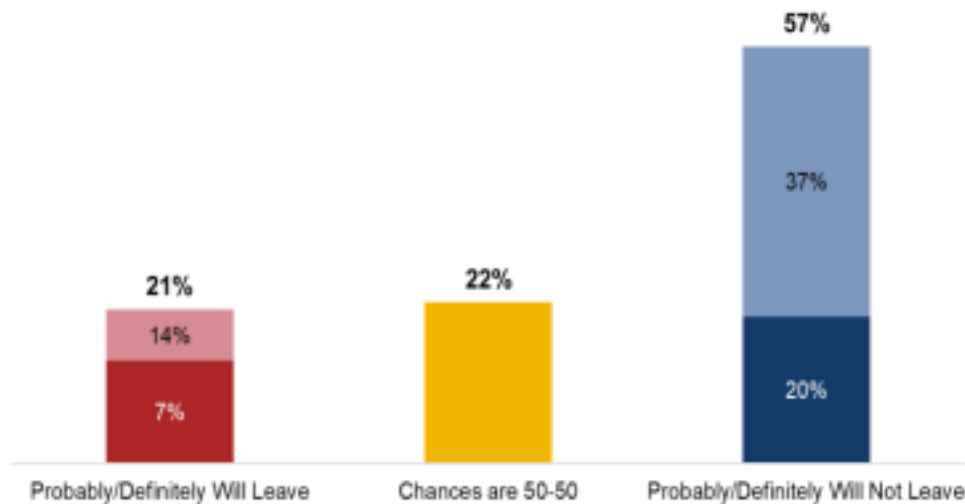
In March 2020, the state authorized the funding of schools closed due to the COVID-19 pandemic. The authorizing legislation, SB 117 specifically stated: *"It is the intent of the Legislature that a local educational agency receiving a hold harmless apportionment pursuant to this section ensures that the local educational agency's employees and contractors are compensated and paid during the period of time a school is closed due to the coronavirus (COVID-19), as reasonably anticipated if the school has not been closed due to COVID-19."* This provision was intended to prevent LEAs from laying off staff during school site closures, however data to the effectiveness of this provision is not available.

Pandemic Teacher Survey. According to a 2022 survey¹ conducted by the UCLA Center for the Transformation of Schools, the multi-faceted reasons for teacher attrition have both pandemic-related and long-standing roots:

"Half of practicing teachers have considered leaving the classroom, and one in five say they will likely leave the profession in the next three years, including 14% who say they will definitely leave. Another 22% say there is a 50-50 chance they will leave. Teachers aged 55 and over are the most inclined to leave teaching within three years (43% definitely or probably will leave), but three in ten younger teachers (34% definitely or probably will leave) have a similar outlook. Black teachers (25%) and AI/AN teachers (24%) are slightly more likely than white teachers (19%) and Hispanic teachers (21%) to indicate they will leave the profession."

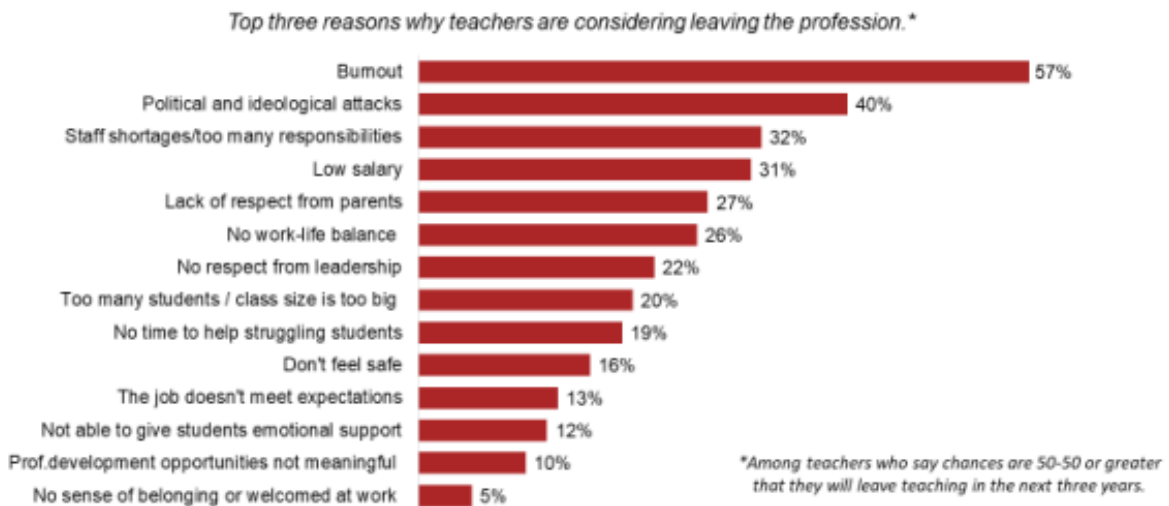
¹Voices from the Classroom: Developing a Strategy for Teacher Retention and Recruitment, 2022. [Voices-from-the-Classroom-Developing-a-Strategy-for-Teacher-Retention-and-Recruitment.pdf](#)

Realistically speaking, what are the chances you will leave the teaching profession within the next three years?



Source: UCLA Center for the Transformation of Schools

“Burnout from stress (57%) is the top reason current teachers say they are considering leaving, with political attacks on teachers (40%) the next highest-ranking factor. Workload, staff shortages, low salary, lack of respect from parents, and no work-life balance further contribute to the reasons that current teachers are considering leaving the profession (over 25% list one of these reasons). From the in- depth interviews with former teachers, we learned that these contributing stressors were interrelated and compounded to push teachers out of the profession.”



Source: UCLA Center for the Transformation of Schools

Educator Pipeline Progress

New Teachers Pipeline. While the vacancy, misassignment, and emergency credential data continues to point to significant teacher shortages, the new teacher credential data from 2020-21 showed significant growth:

Table 1a: New Teaching Credentials Issued in California by Pathway, 2016-17 to 2020-21

Pathway Type	2016-17	2017-18	2018-19	2019-20	2020-21	Percent Change from 2019-20
California IHE-Prepared*	11,730	12,171	12,776	14,124	16,005	13.3
District/County-Prepared**	592	470	584	537	827	54.0
Out-of-State/ Out-of-Country Prepared	4,178	3,923	3,673	3,334	2,834	-15.0
Total	16,500	16,564	17,033	17,995	19,666	9.3

*IHE prepared includes both traditional and intern delivery models.

**District/County prepared includes only the intern delivery model.

Source: CTC

Notably, school leaders across the state are reporting significant hiring difficulty for all school-site staff, including aides and bus drivers.

Statewide Teacher Recruitment & Retention Efforts. According to the LAO's 2021 report on the educator workforce, California has a history of somewhat short-lived, one-time statewide teacher recruitment efforts.

Since 2016-17, the state has spent \$1.4 billion, one-time, to address teacher shortages, as outlined in the LAO hearing handout. The final 2021-22 and 2022-23 Budget Acts included significant one-time funding for four of these programs to be covered in the hearing: the Teacher Residency Program, the Classified School Employees Credentialing Program, the Golden State Teacher Grant Program, and the Integrated Teacher Preparation Program.

Educator Pipeline Research

As discussed in prior subcommittee hearings on the Educator workforce pipeline, the Learning Policy Institute has ongoing recommendations on six key areas² a state should include in their educator pipeline policies:

- 1) **Service scholarships and student loan forgiveness:** *The cost of high-quality teacher preparation is a significant obstacle to those considering entering the teaching profession. To overcome such barriers, at least 40 states have established service scholarship and loan forgiveness programs to recruit and*

² Espinoza, D., Saunders, R., Kini, T., & Darling-Hammond, L. (2018). *Taking the long view: State efforts to solve teacher shortages by strengthening the profession*. Palo Alto, CA: Learning Policy Institute.

retain high-quality teachers. These programs underwrite the cost of teacher preparation in exchange for a number of years of service in the profession. Research has found that effective service scholarship and loan forgiveness programs leverage greater recruitment into professional fields and locations where individuals are needed, and support retention.

- 2) High-retention pathways into teaching:** *Teacher turnover is higher for those who enter the profession without adequate preparation. However, teachers often choose alternative certification pathways that omit student teaching and some coursework because, without financial aid, they cannot afford to be without an income for the time it takes to undergo teacher training. High-retention pathways are developed to subsidize the cost of teacher preparation and provide high-quality training for incoming teachers. These pathways include teacher residencies and Grow Your Own programs that recruit and prepare community members to teach in local school districts.*
- 3) Mentoring and induction for new teachers:** *Evidence suggests that strong mentoring and induction for novice teachers can be a valuable strategy to retain new teachers and improve their effectiveness. Well-mentored beginning teachers are twice as likely to stay in teaching as those who do not receive mentoring. However, the number of states supporting mentoring and induction programs decreased during the recent recession, and a 2016 review of state policies found that just 16 states provide dedicated funding to support teacher induction. Under ESSA, states can leverage federal Title II, Part A funds to support new teacher induction and mentoring. Indeed, a number of states, including Delaware and Ohio, are taking such an approach. Other states have invested state funds to support new teacher induction, including Connecticut and Iowa.*
- 4) High-quality school principals:** *Principals play a central role in attracting and retaining talented teachers. Teachers cite principal support as one of the most important factors in their decision to stay in a school or in the profession. Therefore, states can benefit from building effective systems of preparation and professional development for school leaders. Title II, Part A of ESSA provides states with new opportunities to invest in and improve school leadership in ways that could increase teacher retention, including by reserving up to 3% of their state Title II, Part A funds for school leader development. Many states—including North Dakota and Tennessee—are seizing this opportunity, with nearly half of states using the optional 3% set aside and 21 states using ESSA funds to invest in principal preparation. The North Carolina Principal Fellows program is an example of a long-standing, successful state effort to support principal development.*

5) Competitive compensation: *Not surprisingly, the lack of competitive compensation is one factor that frequently contributes to teacher shortages, affecting the quality and quantity of people planning to become teachers as well whether people decide to leave the teacher workforce. Even after adjusting for the shorter work year in teaching, beginning teachers nationally earn about 20% less than individuals with college degrees in other fields—a wage gap that widens to 30% by mid-career. Large inequities in teacher salaries among districts within the same labor market leave some high-need, under-resourced districts at a strong disadvantage in both hiring and retaining teachers. More competitive compensation can be a critical strategy to recruit and retain effective educators, although different approaches may be necessary depending on the state, regional, and district context.*

6) Recruitment strategies to expand the pool of qualified educators: *In light of fiscal constraints, many states are also opting for low-cost policy solutions that expand the pool of qualified teachers. Such strategies include recruiting recently retired teachers back into the classroom to fill open positions and strengthening licensure reciprocity to ease undue burdens to cross-state mobility and allow experienced and accomplished educators the opportunity to seamlessly transition into service in a different state. Colorado, for example, is actively pursuing both strategies, and Idaho, Oklahoma, and West Virginia are also recruiting retired teachers to help address teacher shortages.*

STAFF COMMENTS & QUESTIONS

Questions:

- Emerging from pandemic university closures and reduced enrollment, what is the state's best snapshot on the educator pipeline in higher education? Has the percentage in gains been eroded or reversed?
- Of existing California investments in the educator pipeline, which ones are best equipped to incorporate pandemic-specific response to educator burnout and trauma?

STAFF RECOMMENDATION: INFORMATION ONLY.
--

ISSUE 2: EDUCATOR PIPELINE BUDGET OVERSIGHT: SCHOLARSHIPS & AID PROGRAMS

This issue will provide an overview of California's existing educator workforce aid investments, including implementation of 2021-22 and 2022-23 investments in the Golden State Teachers Grant Program, the National Board Certification Program, the Classified Employees Credentialing Program, and the Teacher Residency Program. Programs addressing particular educator workforce shortage areas will be covered in a separate hearing.

PANEL

The following individuals will present on this issue:

- Jake Brymner, California Student Aid Commission (CSAC)
- David DeGuire, CTC
- Cheryl Cotton, California Department of Education (CDE)
- Edgar Cabral, LAO

BACKGROUND**Golden State Teachers Program.**

The Golden State Teachers Grant Program was authorized in the 2019-20 Budget Act, to fund awards to aspiring teachers in high need fields and incentivize those new teachers to serve in high need public schools. Statute defined "high-need field" as including Bilingual education, Mathematics or science, technology, engineering, and mathematics (STEM), including career technical education in STEM areas, Special education, Multiple subject instruction, and "other subjects as designated annually by the Commission on Teacher Credentialing based on an analysis of the availability of teachers in California." The final 2020-21 Budget Act only allocated \$15 million from federal IDEA funds to the Student Aid Commission (CSAC) to provide only for candidates enrolled in special education teacher preparation programs who agree to teach at a priority school.

The final 2021-22 Budget Act made an additional \$500 million one-time General Fund investment in the Golden State Teachers Grant program through 2026, and adjusted the statute to expand high-need fields to include early childhood education, and redefine priority schools.

Per statute, CSAC describes Golden State Teachers Grant program (GSTG) eligibility as follows:

All applicants must be currently enrolled in a professional teacher preparation program, leading to a preliminary teaching credential, within an accredited California institution of higher education or through a local education agency, approved by the Commission on Teacher Credentialing (CTC).

One-time Golden State Teachers Grant funds of up to twenty thousand dollars (\$20,000) will be awarded if a candidate commits to the following:

- You will teach in the “high-need field”, at a priority school, as determined by the CTC, for four years, within eight years after you receive the teaching credential.

A “high-need field” means any of the following:

- Bilingual education.
- Mathematics or science, technology, engineering, and mathematics (STEM), including career technical education in STEM areas.
- Science.
- Special education.
- Multiple subject instruction.
- Transitional kindergarten.
- Early childhood education.
- Other subjects as designated annually by the Commission on Teacher Credentialing based on an analysis of the availability of teachers in California pursuant to Education Code Section 44225.6.

A “priority school” means a school with 55 percent or more of its pupils being unduplicated pupils, as defined in subdivision (b) of California Education Code Section 42238.02. The CTC in consultation with the California Department of Education (CDE) will publish a list of priority schools, based on the most recent data available to the CTC and CDE.

- Repay the Commission 25 percent of the total award annually, up to full repayment of the award, for each year if you fail to do one or more of the following:
 - Be enrolled in or have successfully completed a teacher preparation program approved by the CTC.
 - While enrolled in the teacher preparation program, maintain good academic standing.
 - Complete the required teaching service following completion of your teacher preparation program.

Since the creation of this program, CSAC has awarded a total of more than \$88 million to students seeking to become credentialed staff at California's priority schools. More than 6,200 students have received funding through this program so far.

For the \$15 million in IDEA funds that were initially appropriated in 2020-21, CSAC awarded approx. \$14.5 million over the 2020-21 and 21-22 academic years. These awards reached 832 students over those two years (459 in 20-21 and 383 in 21-22).

Below is CSAC's summary chart that depicts how many applications have been received for the Golden State Teacher Grant (GSTG) for the 2021-22 and 2022-23 academic years. CSAC has received more than 11,300 applications so far for GSTG awards in 2021-22, 2022-23, or 2023-24. The chart also shows how many applications have been received from each of the educational segments administering eligible credential programs, as well as the high-need fields in which applicants were seeking to teach for the 2021-22 academic year.

Total AY 2021-22 GSTG Applications Received

Teaching High-Need Field (HNF)	UC	CSU	PRIVATE	LEA	TOTAL PER HNF
Bilingual Education	61	132	74	13	280
Career Technical Education (STEM)	0	3	10	2	15
Mathematics	51	75	128	39	293
Multiple Subject Instruction	80	448	704	109	1,341
Other	10	40	57	1	108
Science	54	44	104	27	229
Special Education	15	406	833	417	1,671
Technology	0	1	1	0	2
Transitional Kindergarten	0	5	9	0	14
Engineering	1	0	2	0	3
TOTAL PER SEGMENT	272	1,154	1,922	608	3,956

AY 2022-23 GSTG Applications Received as of 10/31/22

PROFESSIONAL PREPARATION PROGRAM TYPE	UC	CSU	PRIVATE	LEA	TOTAL PER PROGRAM TYPE
Teaching	399	1,742	2,610	621	5,372
Pupil Personnel Services	18	371	1,092	0	1,481
TOTAL PER SEGMENT	417	2,113	3,702	621	6,853

AY 2023-24 GSTG Applications Received as of 10/31/22

PROFESSIONAL PREPARATION PROGRAM TYPE	UC	CSU	PRIVATE	LEA	TOTAL PER PROGRAM TYPE
Teaching	7	113	130	42	292
Pupil Personnel Services	1	62	141	0	204
TOTAL PER SEGMENT	8	175	271	42	496

Source: CSAC

For the \$500 million in General Fund that was appropriated in 2021-22, CSAC was directed by the Administration to expend \$100 million each year over a five year period.

CSAC has awarded approximately \$73.5 million so far between 2021-22 and 2022-23. These awards reached a total of 5,411 students (2,353 students in 21-22 and 3,058 students so far in 22-23). CSAC anticipates expending the unused funds remaining from the first year of implementation of GSTG beyond special education in 2021-22 and potentially even the full balance of \$100 million that was targeted for 2022-23.

For the 2022-23 year, CSAC reports there has been a large increase in the number of applications and eligible students following the significant broadening of eligibility that occurred through Trailer Bill AB 130 and the 2022-23 State Budget package. In 2021-22, CSAC received 3,956 applications for the entire academic year. As of November 1, 2022, CSAC had already received 6,853 applications for 2022-23, with students permitted to apply throughout the academic year. Given the time left in the academic year, continued availability of the application, and significantly wider student eligibility, CSAC reports it is difficult to project the likely expenditure toward awards in 2022-23 more precisely at this time.

Scholarship for Recruitment vs Retention. The CSAC is provided up to 1.5 percent of annual program funding for outreach and administration of the Golden State Teachers Grant program, and was tasked with creating a pre-enrollment conditional award for aspiring teacher candidates. The CSAC may have feedback on the effectiveness of their advertisement/outreach and pre-enrollment activities to recruit new candidates to the educator workforce, based on availability of financial aid.

Program Effectiveness & Evaluation. Statute requires CSAC, in partnership with CTC, to conduct an evaluation of the Golden State Teacher Grant Program to determine the effectiveness of the program in recruiting credential candidates and employing credential holders at priority schools, including the effects of the program on the decisions of credential candidates to enter and remain in the education field. CSAC will provide this evaluation on or before December 31, 2025, and every two years thereafter.

National Board for Professional Teaching Standards Certification

According to CDE, the National Board for Professional Teaching Standards (National Board) Certification is the most respected professional certification available in education and provides numerous benefits to teachers, students and schools. It was designed to develop, retain and recognize accomplished teachers and to generate ongoing improvement in schools nationwide. To become a National Board-certified teacher, eligible candidates must demonstrate advanced knowledge, skills, and practice in their individual certificate area. The certification process is designed to collect standards-based evidence of accomplished practice. In all 25 certificate areas, candidates are required to

complete an assessment that includes four components. The certification process can take between one and five years, and 200-400 hours of effort on behalf of the candidate. California established incentive programs in 1998 to attract more teachers to the National Board Certification. According to the National Board's website, California now has over 7,500 National Board-certified teachers.

The 2021-22 Budget Act appropriated \$250 million one-time Proposition 98 General Fund, available over five years, for CDE to provide subsidy grants for National Board certification candidates, and incentive grants for LEAs to attract and retain highly-qualified National Board Certified teachers to teach in "high-priority" schools, serve as mentors for other instructional staff, and support teachers in pursuing National Board certification. High-priority schools are determined by CDE annually, based on the schools with 55% or greater concentrations of LCFF unduplicated pupils.

Candidate Subsidy. Any credentialed California teacher who initiates the process of pursuing a certification from the National Board when teaching at a high-priority school is eligible to receive an award of up to \$2,500, one-time to cover certification costs. CDE awards the subsidy directly to the National Board upon registration by qualified candidates.

Certified Teacher Incentive Grants. Under the program, a teacher who attains a national board certification is eligible for an award of up to \$25,000 over a five year period, if the teacher agrees to teach at a high-priority school for at least 5 years.

Award Information for the 2021-22 fiscal year

- Total amount: \$11,456,625
- Candidate Subsidies: \$1,626,625
- Certification Incentives: \$9,830,000 (full breakdown can be viewed here: <https://www.cde.ca.gov/fg/fo/r12/nbctresult.asp>)

According to the CDE, initial implementation requirements, which included the process for State Board of Education (SBE) approval of the program plans, slowed the first round of awards. SBE approval occurred in November 2021, and CDE launched the program mid-fiscal year. CDE held one information session and opened the application window mid-year. After a full year of implementation and program outreach and promotion, CDE anticipates a robust application window and response by educators for both programs.

Classified Employee Credentialing Program

The Classified School Employees Credentialing Program is administered by the CTC, and provides financial support (up to \$4,000 per year for five years) for classified staff, such as instructional aides, to pursue their teaching credential. Classified staff at grantee LEAs who are selected to participate in the program receive financial assistance for expenses such as tuition, fees, books, and examination costs; academic guidance; and

other forms of individualized support to help them complete the undergraduate education, teacher preparation program, and transition to becoming credentialed teachers for public schools.

This program was funded with \$20 million in the 2016-17 Budget Act, and \$25 million in the 2017-18 Budget Act. The initial two rounds of funding provided enough financial assistance to support 2,260 classified employees. The program was oversubscribed, as an additional 6,000 classified employees requested to participate, and applications from 27 school districts and COEs remained unfunded.

The final 2021-22 Budget Act provided an additional \$125 million over a five-year period for the Classified School Employee Teacher Credentialing Program (Classified Grants).

Classified Grants are available to eligible LEAs to recruit and support current classified staff who already hold an associate or higher degree to complete a bachelor's degree and earn a teaching credential. Grantees may use funding to plan, expand and/or develop a new program to recruit and support classified staff in any position, including expanded learning and preschool program staff seeking a credential to serve in Transitional Kindergarten or above. As with Teacher Residency Program grants, potential grantee LEAs could consider Classified Grants to help address new staffing needs in transitional kindergarten classrooms. With lower teacher to student ratios needed in the 2022-23 academic year and subsequent years, participants in teacher education programs supported by the Classified Grants program could serve as the additional required adult/educator in the TK classroom.

Participating classified employees must commit to complete one school year of classroom instruction in the eligible LEA grantee for each year that he/she/they receive assistance for books, fees, and tuition while attending an institution of higher education under the program.

2021-22 Classified Employees Implementation. According to the CTC, the \$125 million approved for the 2021 Classified School Employee Teacher Credentialing Program should support approximately 5,208 classified staff to retain a teaching certification.

Round one funded approximately \$14 million to 40 LEA grantees supporting preparation of 2,925 classified staff.

CTC estimates over \$68 million for up to 2,283 participants remains for Round Two applications. The Round Two RFA is ongoing and due to the Commission on December 9, 2022. Fourteen LEAs submitted an intent to apply notice.

Teacher Residency Program

The Teacher Residency Grant Programs—Capacity, Residency, and Expansion—were authorized in the 2018-19 Budget Act to support the development, implementation, and expansion of teacher residency programs, with a total of \$75 million for competitive

grants. The program requires local education agencies (LEAs) to work in partnership with institutions of higher education (IHEs) with Commission-approved programs to offer a teacher residency pathway to earn a teaching credential in special education, STEM, or bilingual education, through 2023.

For the purposes of the Teacher Residency Grant Programs, a teacher residency program is defined as an LEA-based partnership between an LEA and an IHE with a Commission-approved preliminary teacher preparation program, and in which a prospective teacher teaches at least one-half time alongside a teacher of record, who is designated as the experienced mentor teacher, for at least one full school year while engaging in initial preparation coursework.

For Year One of the Teacher Residency Grant Programs, LEAs reported a total of 309 teacher residents in the thirty-one programs that began a Teacher Residency Program between July 2019 and June 2020.

The final 2021-22 Budget Act provided \$350 million through the 2025-26 fiscal year for Teacher Residency Programs including Capacity, Expansion, and Implementation for “designated shortage fields” including special education, bilingual education, science, computer science, technology, engineering, mathematics, Transitional Kindergarten, or Kindergarten, and any other fields identified by the Commission based on an annual analysis of hiring and vacancy data, and/or for recruiting, developing support systems for, providing outreach and communication strategies to, and retaining a diverse teacher workforce that reflects the LEA community’s diversity.

Of the \$350 million, \$25 million is set aside for Teacher Residency Capacity Grants. Grant awards may be up to \$250,000 for eligible LEAs, which is an increase of \$200,000 per grant award from the 2018-19 fiscal year. Teacher Residency Capacity Grants are intended to support a collaborative partnership between eligible LEAs with one or more Commission-approved teacher preparation programs offered by a regionally accredited institution of higher education (IHE) to expand, strengthen, improve access to, or create a teacher residency program.

The remaining \$325 million is set aside for Teacher Residency Expansion and/or Implementation grants. Per authorizing legislation, grantees may receive up to \$25,000 per participating teacher resident each year, which is an increase of \$5,000 from the previous grant funding. It is expected that grantees provide matching or in-kind funds of \$0.80 per every dollar of grant funds. Grant recipients shall not use more than five percent of a grant award for program administrative costs. Grant program funding shall be used for, but is not limited to, teacher preparation costs, stipends for mentor teachers, including but not limited to, housing stipends, residency program staff costs, and mentoring and beginning teacher induction costs following initial preparation. As in accordance with previous authorizing legislation, it is expected that a candidate in the grant-funded teacher residency program will teach in a school within the grantee LEA for a period of at least four school years. Priority consideration will be given to schools where 50% or more of

the enrolled pupils are eligible for free or reduced-price meals and schools that are either in a rural location or densely populated region.

Teacher Residency Implementation. According to the CTC, the 2018 Teacher Residency Grant Program provided 25 capacity grants for up to \$50,000 for planning, and 37 expansion and implementation grants issued to LEAs partnering with IHE teacher preparation programs, providing up to \$20,000 per Resident Teacher.

2018 Awardees Resident Enrollment Data

Credential Area	2019-20	2020-21
Special Education	142 (46%)	149 (41%)
STEM	100 (32%)	130 (36%)
Bilingual	67 (22%)	80 (23%)
Total Residents Enrolled	309	359

Source: CTC

CTC projects that Resident enrollment in the 2018 awardees will increase to 400 in the 2022-23 school year, and data is showing a 70% one-year completion rate for Residents, and most Special Education Residents requiring 18 months.

CTC has announced awards for Round One of the 2021-22 funds, and currently has Round Two open for new RFAs:

2021 Awardees

Residency Grant Type	Number of Awards to Date	Number of Residents Projected for the life of the grant
Capacity -- up to \$250,000 per applicant LEA	41	N/A
Expansion – up to \$25,000 per resident	18	504 per year x 5 years = 2,520
Implementation – up to \$25,000 per resident	43 applicants – awards announced 11/14	964 x 4 years = 3,856

CTC anticipates a Round Three application cycle in February 2023. CTC staff estimates that up to 13,000 teacher residents may be served by the program.

The final 2022-23 Budget Act provided \$184 million through the 2026-27 fiscal year for Teacher Residency Programs, as authorized in the 2021-22 Budget Act, with an expansion to make Residency programs for school counselors eligible for funding. The CTC anticipates an RFA for these new funds and eligibility in Spring 2023.

Program Evaluation. WestEd led an evaluation of the Teacher Residency Program, in its initial year, and published the following findings and recommendations for the program:

- Ensure stable leadership roles in both the local education agencies and institutions of higher education that are participating in the residency partnership.
- Technical assistance offered to funded-partnerships should focus on issues of key importance.
- Ensure that programs are encouraged to take a stance of learning and improvement.
- Prioritize supports for the cohort of residents entering their first year as teachers in 2020–21.
- Ensure residency stipends can be supplemented with additional financial aid and supports to make the full-year residency a financially viable pathway.

The CTC may have feedback on how changes to the program are or are not addressing these recommendations.

STAFF COMMENTS & QUESTIONS

Educator Pipeline Crisis. As noted in the prior issue, the educator pipeline impaction, retention rates, and retirement rates are leading to workforce crisis, particularly in certain subject areas. Addressing this issue with urgency, state-wide, and in partnership with institutions of higher education and LEAs, is a key issue in this year's Budget oversight proceedings.

Golden State Teachers. CSAC staff have identified several issues that could be critical to program success:

- **Tracking Awardee Compliance:** The GSTG Program is unlike other forms of financial aid in that it requires a recipient to enter into an agreement with CSAC to meet certain obligations after the student has received their award. Failure on the part of the student to honor their agreement requires that CSAC collect a certain amount of awarded funds back from the recipient. This function of tracking student compliance to their agreement and undertaking collections activity is outside the work typically done by CSAC and is much more staff intensive.
- **One-time Funds & Limited-Term Staff:** The nature of one-time funds and limited administration funding may be compromising the CSAC's ability to administer the program.

National Board Certification. CDE staff have identified an issue that could further support improvement of the state's National Board funding:

- Expand eligible funding uses to allow candidates to use National Board funds to participate in a district or university-led support program. This type of use for the

funds is not currently a part of the statute, and CDE believes could grow or expand National Board support programs throughout California

Classified Employees Program. Statute required the CTC to conduct an evaluation to determine the success of the Classified Program. The [results of the evaluation](#) led by Shasta College, the lead evaluator, in collaboration with Sinclair Research Group (SRG) were presented at the June 2021 Commission meeting. Some recommendations to strengthen the program included:

- Develop a "Program Management Guide" that includes reporting requirements, rules, procedures, and allowable expenses.
- Encourage stable leadership and management roles in both the LEA and IHE.
- Create a forum for managers and IHE liaisons to frequently share best practices.
- Prioritize best practices in providing individualized non-financial support (such as test preparation, mentoring, or cohort models), and share these with managers and IHE liaisons.
- Implement a statewide system for Classified Program continuous improvement.

Teacher Residency Programs. The WestEd evaluation identified several areas of need from 2018 grantee data, which are similar to the Classified Employee recommendations. These include the need to:

- Strengthen LEA/IHE partnerships.
- Provide additional sources of financial support to residents enrolled in programs.
- Provide access to technical assistance to program leaders to support implementation best practices as well as data collection and analysis.
- Develop sustainability plans.

The 2022-23 Budget Act includes \$20 million for statewide Technical Assistance. CTC may provide an update on how these TA funds will support the areas where Teacher Residency programs may be strengthened.

Incentive vs. Reward. How can educator pipeline programs be reoriented to attract new candidates into the teacher pipeline, rather than rewarding only existing teacher candidates?

Program Evaluation. The National Board Certification programs do not have a reporting or evaluation component required in statute. Can state level reporting be strengthened to evaluate the program's benefits in the future?

The Golden State Teachers evaluation requires a measure of effectiveness in recruitment and retention of candidates, unique to program access. Should all the pipeline programs ask this question?

High-Need School & LEA Definitions. Could the state's priority definitions be confusing, too narrow, or causing perverse incentives? The original Teacher Residency priority was broader than current statute, giving priority consideration to grant applicants with one or more schools that exhibit one or more of the following characteristics:

- (A) A school where 50 percent or more of the enrolled pupils are eligible for free and reduced-price meals.
- (B) A school where at least 5 percent of the teachers are misassigned, as determined by the commission, or working on a short-term staffing permit, a provisional intern permit, or a waiver.
- (C) A school that is located in either a rural location or a densely populated region.
- (D) A school with a cumulative voluntary teacher attrition rate that exceeded 20 percent over the three preceding school years.

Each of the programs has their own definition of "high need" which may create confusion. Each definition emphasizes school site poverty, which could create an impactful incentive to place our newest teachers in the lowest income schools.

Questions:

- Do these teacher pipeline programs need ongoing funding, or are one-time infusions sufficient?
- Based on current demand, should any program one-time funds be used over a longer time horizon to provide on-going stability?
- How are agencies advertising these scholarships to potential candidates? Are these efforts recruiting candidates not already committed to education as a career?
- Would it be more effective to limit all these programs to severe shortage areas in the near future, as general multiple subject areas become less impacted?
- Could the Golden State Teacher program also provide a loan repayment option for teachers who shift to high-need schools?
- Would the Teacher Residency Program benefit from a service timeline parity with Golden State Teachers: eight years to provide four years of service in a qualified school?
- For CDE: why is the National Board Certification program requiring individual teachers to apply and not LEAs, per statute?

- For CDE: how many new National Board certificated teachers are anticipated over the subsidy period? Should there be a greater emphasis on attainment?
- For CTC: Why does the Commission estimate that \$68 million in Classified Grants will be necessary to fund a similar number of candidates in Round Two, compared to \$14 million in Round One? Is the program design default to serve more candidates?
- For CTC: what changes has the Commission made to the Classified Employee and Teacher Residency programs to address evaluation recommendations? Are any statutory changes recommended to strengthen the program's outcomes? How will TA systems help?
- For CTC: how many 2018 planning grant LEAs have applied for new capacity grants in the 2021 Teacher Residency Program?
- For CTC: are there recommendations to support small LEAs in participating in Residency programs via consortia, as authorized in statute?

STAFF RECOMMENDATION: INFORMATION ONLY. CONSIDER STATUTORY CHANGES TO STRENGTHEN OUTCOMES FOR THESE MULTI-YEAR SYSTEM INVESTMENTS.

ISSUE 3: EDUCATOR PIPELINE: CERTIFICATION PROGRAM ACCESS & RETENTION

This issue will examine 2022-23 Budget implementation intended to increase certification program capacity and improve candidate retention, including the Integrated Teacher Preparation Program, in the context of higher education funding.

PANEL

The following individuals will present on this issue:

- Chris Ferguson, Department of Finance
- Jennifer Pacella, LAO
- David DeGuire, CTC
- Dr. Pia Wong, Sacramento State University School of Education

BACKGROUND

The Integrated Teacher Preparation Program was funded with \$20 million in the 2022-23 Budget Act, to support California's Institutions of Higher Education (IHE) in expanding successful models for increasing educator pipeline capacity and retention.

This catalytic funding is in the larger context of the new five year "compacts" or "roadmap" for the state's three public IHE segments. These five year commitments between the Administration and the California Community Colleges, California State University, and University of California systems are through 2026-27. Each agreement lays out growth targets and annual reporting specific to the educator workforce, cited below (bold added):

- **California Community Colleges (CCC):** *Within these increases, the Chancellor's Office should focus the CCCs toward establishing or expanding programs that address California's workforce needs in healthcare, climate action, **education and early education**. • Establish coordinated educational pathways from high school through four-year institutions in the high-need fields of education, healthcare, technology, and climate action. These pathways should include collaborating with UC and CSU to develop Associate Degree for Transfer pathways and transfer pathways for transfer students entering these fields and encouraging a greater number of campuses to offer these pathways.*³
- **California State University (CSU):** *CSU will compile reliable baseline data to increase the number of students who enroll in science, technology, engineering and mathematics (STEM); **education or early education**; and social work degree or credential programs, and will include this information in the November 2022 annual report. The CSU will use this baseline data to establish annual metrics for*

³ [CCC Roadmap May 2022 \(ca.gov\)](https://cccroadmap.ca.gov/)

program-specific enrollment increases through 2030, which will include a 25-percent increase in the number of students enrolling in these disciplines by 2026-27...

*CSU's primary education focus for purposes of this goal is to produce **future K-12 educators**. CSU will collaborate with the CCCs to develop educator (early, primary, and secondary), healthcare, technology, social work, and climate action Associate Degree for Transfer (ADT) pathways for transfer students interested in entering these fields, and to increase student enrollment in these pathways. The goal is to develop more "2+2" models for transfer students interested in entering these fields, and "2+2+2" programs focused on developing teachers from their own communities, and to increase enrollment in these programs. CSU's initial priority will be educator pathways and programs.⁴*

- **The University of California (UC):** *The Administration and the University share the following goals in supporting workforce preparedness:*
 - *Increasing the number of students graduating with degrees or credentials in science, technology, engineering and mathematics (STEM); **education or early education**; and academic doctoral degrees; by 25 percent by 2026-27. The overarching goal is to support high-demand career pipelines for technology, climate action, healthcare, and education. Broad UC STEM disciplines for purposes of this goal will be architecture, engineering, life sciences, physical sciences, and other health sciences. UC's primary education focus for purposes of this goal is to produce **future K-12 educators** and CCC, CSU and UC faculty.*
 - *In reporting progress on this goal, UC will disaggregate information as feasible. This disaggregation will ideally include, but not be limited to, reporting of information by educational discipline, degree level, and/or Employment Development Department industries of employment.⁵*

Reporting. The CCC was required to provide their first roadmap report in August of 2022. CSU and UC is required to provide their first report in November 2022. These reports will establish a critical baseline for tracking progress on the educator workforce pipeline goals.

Prior to the pandemic, CTC reports on new teacher credentials and enrollment in education IHE pipelines showed some expansion:

⁴ [CSU Compact May 2022 \(ca.gov\)](#)

⁵ [UC Compact May 2022 \(ca.gov\)](#)

Table 4a: New Teaching Credentials (Numbers) Issued by Higher Education Segments, 2016-17 to 2020-21

IHE Segment	2016-17	2017-18	2018-19	2019-20	2020-21
California State University (CSU)	5,767	5,946	5,976	6,346	7,487
University of California (UC)	872	630	894	793	826
Private/Independent Colleges and Universities	5,091	5,595	5,906	6,985	7,692
Total	11,730	12,171	12,776	14,124	16,005

Source: CTC

Table 8b: Total Enrollment by Teacher Preparation Program Sponsor Segments, 2015-16 to 2019-20

IHE Segment	2015-16	2016-17	2017-18	2018-19	2019-20	Percent Total in 2019-20
California State University (CSU)	12,745	14,074	14,212	13,496	14,120	39.1%
University of California (UC)	1,119	1,252	1,130	911	945	2.6%
Private/Independent College and Universities	17,813	19,347	20,717	18,649	19,270	53.4%
District/County Intern programs	896	1,207	1,498	1,412	1,748	4.8%
Total	32,573	35,880	37,557	34,468	36,083	100.0%

Note: Data available at [Annual Report Card \(Title II\)](#)

Source: CTC

Integrated Teacher Preparation Program Grant

2016-17 Budget Act. In the 2016-17 fiscal year, the Legislature approved \$10 million for competitive Integrated Undergraduate Teacher Preparation Program grants through the CTC. These grants focused primarily on establishing undergraduate teacher development pathways in order to 1) address teacher shortages in special education, Science, Technology, Engineering and Mathematics (STEM), bilingual education, and other shortage areas; and 2) provide expanded and streamlined options for earning a preliminary California teaching credential. The Integrated Undergraduate Teacher Preparation Program was a competitive grant program for baccalaureate-granting institutions with Commission-approved teacher preparation programs for the purpose of developing a new four-year integrated program, whereby participants would earn both a bachelor's degree and a multiple or single subject teaching credential in four years.

The enabling legislation mandated that the CTC, when awarding grants, give priority to proposals for the establishment of four-year integrated programs that (a) produce credentialed teachers in the areas of special education, math, science, and/or bilingual

education; and (b) partner with a California Community College to develop a four-year or a four-and-one-half year Education Specialist integrated program of professional preparation. Following a competitive RFP process in fall 2016, the CTC awarded forty-one institutions with grants of up to \$250,000, with an average grant amount of \$237,652.

In total, 87 teacher preparation programs were planned in 33 postsecondary institutions, 18 of which are part of the California State University (CSU) system, two are part of the University of California (UC) system, and 13 are private colleges or universities. Overall, the 33 institutions proposed to collaborate with 54 community colleges.

In the 2019-20 academic year, 701 candidates worked toward earning their credential through an integrated teacher preparation program. Just under half (358) of the candidates enrolled in integrated programs were working on earning their Multiple Subject credential with the next highest enrollments representing the 167 participants working toward their Multiple Subject credential with Bilingual Authorization and 63 working toward an Education Specialist Mild/Moderate credential. Statewide, there has been an increase in the number of programs and candidates enrolled in integrated programs. In the 2018-2019 academic year, grant recipients reported offering 41 programs with 392 candidates enrolled at the beginning of the school year and 371 remaining enrolled by the end of the school year. In 2019-20, grant recipients reported offering 57 programs with 701 candidates completing the year. When the number of candidates supported during academic years 2018-19 and 2019-20 are combined, the Integrated Undergraduate Teacher Preparation Program grant has created a pathway for 1,072 future teachers to earn their bachelor's degree alongside their preliminary teaching credential.

2022-23 Budget Act. The final Budget Act authorized \$20 million for a revised Integrated Teacher Preparation Program:

- Provides grant funding for IHEs who wish to plan for, implement, or expand four-year integrated undergraduate programs of teacher preparation. Also provides funding for programs who wish to adapt a five-year integrated program to four years.
- Integrated Planning grants can be awarded up to \$250,000 per institution
- Integrated Implementation/Expansion grants can be awarded up to \$500,000 per institution
- Grants must address legislation-defined teacher shortage areas and/or partnerships with California Community Colleges
- Funds must be encumbered by June 2023

The CTC's Request for Applications (RFAs) for Planning and Implementation/Expansion Integrated Grants were released November 2022, with grant applications due in mid-February 2023.

STAFF COMMENTS & QUESTIONS**Questions:**

- What needs to be done within teacher credentialing IHE programs to improve retention rates? Will compact reports address retention goals?
- What is the annual unmet demand for educator and administrator credentialing program slots? What is needed to guarantee all qualified applicants a slot by the end of the 2026-27 compact period?
- What barriers remain for establishing 2+2 and four-year options for aspiring educators?

STAFF RECOMMENDATION: INFORMATION ONLY.

ISSUE 4: STATE'S ROLE IN EDUCATOR WORKFORCE RECRUITMENT & RETENTION

This issue will cover recommendations on how existing state investments may be strengthened to further address the workforce shortages impacting schools across California.

PANEL

The following individuals will present on this issue:

- Tara Kini, Learning Policy Institute
- Katie Hardeman, California Teachers Association
- Chris Meyers, California School Employees Association
- Dr. Pia Wong, Sacramento State University
- Dr. Mary Vixie Sandy, CTC

BACKGROUND

As noted in the first panel, there are six major areas of educator workforce investment that the Learning Policy Institute recommends for a state system:

- 1) Service scholarships and student loan forgiveness.
- 2) High-retention pathways into teaching.
- 3) Mentoring and induction for new teachers.
- 4) High-quality school principals.
- 5) Competitive compensation.
- 6) Recruitment strategies to expand the pool of qualified educators.

As covered in Issues Two and Three, scholarships and high-retention pathways have been prioritized in recent Budgets. However, the other areas lack a similarly robust state role, with the exception of flexible local funding increases that are eligible for induction, professional development, and overall compensation.

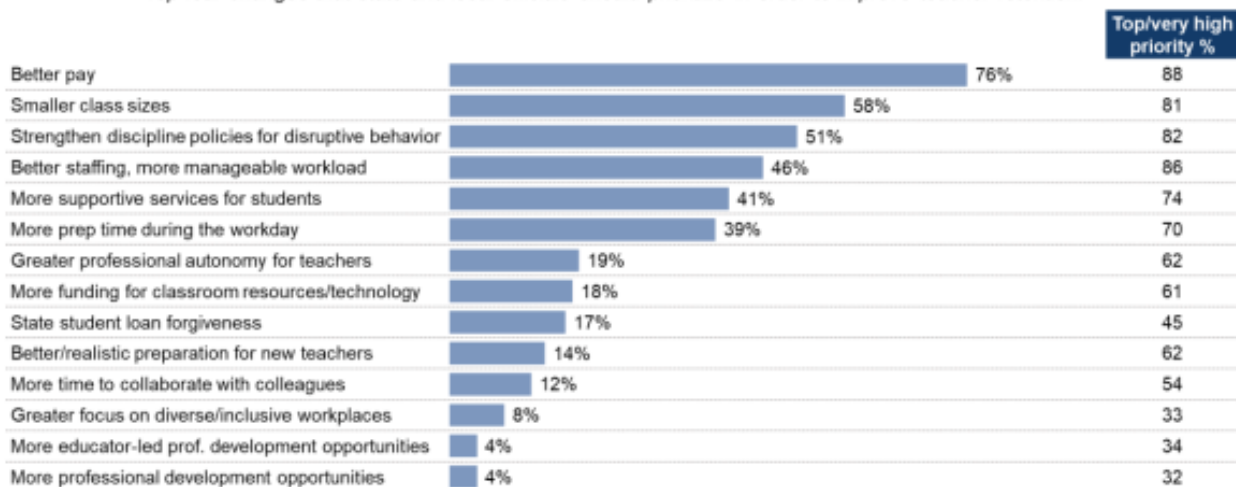
Their recent 2021 publication also made the following pandemic-sensitive recommendations, not explicitly funded in recent Budgets:

- 1) Create sustainable teacher workloads. California has long had one of the highest ratios of students to teachers, counselors, nurses, principals, and other school staff. Investments in additional personnel and prevention of layoffs will be critical to supporting teachers, creating a sustainable workload, and reducing burnout.

- 2) Support teachers with adequate substitute staffing. Districts may need to consider increasing their daily rates to attract more qualified substitutes into their pools. In addition, the state could support districts in need of long-term substitutes by funding and providing the 45 hours of training those substitutes must complete to be eligible for the Teaching Permit for Statutory Leave (TPSL).

In response to their survey, covered in Issue One, UCLA recommends: There are a variety of changes that current and former teachers believe would address burnout and improve teacher retention. Current teachers' top priority for state and local officials is better pay (76%)—and it is the top priority regardless of how likely teachers are to say they will leave the profession. Second-tier priorities are all things that could reduce the stress that current teachers are feeling in their jobs, including smaller class sizes (58%), stronger discipline policies for students who behave disruptively (51%), better staffing and a more manageable workload (46%), and more support services for students (41%).

Top four changes that state and local officials should prioritize in order to improve teacher retention.



Source: UCLA Center for the Transformation of Schools

STAFF COMMENTS & QUESTIONS

Questions:

- What more can the state do to support LEAs in recruiting new and retaining existing qualified educators, in midst of pandemic burnout?
- How is the 15% LCFF increase and Learning Recovery Block Grant funds translating into incentives to retain educators?
- How could state supports for mental health, expanded learning, and community schools support staff turnover?

STAFF RECOMMENDATION: INFORMATION ONLY.