



See Also: [Minutes of the March Commission Agenda](#)

Web-Posted February  
20, 2002; Updated  
March 8, 2002

## March Commission Agenda

March 6-7, 2002  
Commission Offices, 1900 Capitol Avenue  
Sacramento, CA 95814

► NOTE: All linked agenda items are in [PDF](#) Format...

### Wednesday, March 6, 2002 - *Commission Office*

#### 1. General Session (Chairman Bersin)

1:00 p.m.

The Commission will immediately convene into Closed Session

#### Closed Session (Chairman Bersin/Vice Chairman Madkins)

(The Commission will meet in Closed Session pursuant to California Government Code Section 11126 as well as California Education Code Sections 44245 and 44248)

#### 2. Appeals and Waivers (Committee Chairman Madkins)

- A&W-1 Approval of the Minutes
- A&W-2 Waivers: Consent Calendar
- A&W-3 Waivers: Conditions Calendar
- A&W-4 Waivers: Denial Calendar

### Thursday, March 7, 2002 - *Commission Office*

#### 1. General Session (Chairman Bersin)

8:00 a.m.

- GS-1 Roll Call
- GS-2 Pledge of Allegiance
- GS-3 Approval of the [February 2002 Minutes](#)
- GS-4 Approval of the March 2002 Agenda
- GS-5 Approval of the March 2002 Consent Calendar
- GS-6 Annual Calendar of Events - for Information
- GS-7 Chair's Report
- GS-8 Executive Director's Report
- GS-9 Report on Monthly State Board Meeting

**2. Performance Standards Committee of the Whole (Committee Chair Johnson)**

[PERF-1](#) Update on the Development of Program Standards and Examinations for Single Subject Teaching Credentials in English, Mathematics, Science, and Social Science

**3. Preparation Standards Committee of the Whole (Committee Chair Katzman)**

[PREP-1](#) Proposal to Establish Limited Authorization Single Subject Teaching Credential in Science

[PREP-2](#) Proposed Adoption of Standards of Quality and Effectiveness for Professional Teacher Induction Programs

[PREP-3](#) Recommended Changes in the Preparation and Licensure of Administrators

**4. Legislative Committee of the Whole (Committee Chair Madkins)**

[LEG-1](#) Status of Legislation of Interest to the Commission

[LEG-2](#) Analyses of Bills of Interest to the Commission  
▶ [Addendum to LEG-2](#)(In-Folder) -- Posted March 8, 2001

[LEG-3](#) HR 1 Analysis of the No Child Left Behind Act 2001  
▶ [Addendum to LEG-3](#)(In-Folder) -- Posted March 8, 2001

[LEG-4](#) Summary of AB 75, Principal Training Program  
▶ [Addendum to LEG-4](#)(In-Folder) -- Posted March 8, 2001

[LEG-5](#) Master Plan Working Group Reports  
▶ [Addendum to LEG-5](#)(In-Folder) -- Posted March 8, 2001

**5. Credentialing and Certificated Assignments Committee of the Whole (Committee Chair Fortune)**

[C&CA-1](#) Proposed Changes to Title 5 Section 80043 Pertaining to the Eminence Credential Application Appeal and Denial Process

[C&CA-2](#) Teachers Meeting Standards for Professional Certification in California: Third Annual Report (Required by 44225.6 EC)

**6. Fiscal Policy and Planning Committee of the Whole (Committee Chair Boquiren)**

[FPPC-1](#) Second Quarter Report of Revenues and Expenditures for Fiscal Year 2001-02

[FPPC-2](#) Overview of the Legislative Analyst's Review of the 2002-03 Governor's Budget

**7. Reconvene General Session (Chairman Bersin)**

[GS-10](#) Report of Appeals and Waivers Committee

[GS-11](#) Report of Closed Session Items

[GS-12](#) Commission Member Reports

[GS-13](#) Audience Presentations

- GS-14 Old Business
    - Quarterly Agenda for Information
    - March, April and May 2002
  - GS-15 New Business
  - GS-16 Adjournment
- 

All Times Are Approximate and Are Provided for Convenience Only  
Except Time Specific Items Identified Herein (i.e. Public Hearing)

The Order of Business May be Changed Without Notice

Persons wishing to address the California Commission on Teacher Credentialing on a subject to be considered at this meeting are asked to complete a Request Card and give it to the Recording Secretary prior to the discussion of the item.

Reasonable Accommodation for Any Individual with a Disability

Any individual with a disability who requires reasonable accommodation to attend or participate in a meeting or function of the California Commission on Teacher Credentialing may request assistance by contacting the California Commission on Teacher Credentialing at 1900 Capitol Avenue, California, CA 95814; telephone, (916) 445-0184.

**NEXT MEETING:**

**April 11, 2002**

**California Commission on Teacher Credentialing  
1900 Capitol Avenue, Sacramento, CA 95814**

*California  
Commission on Teacher Credentialing*

*Meeting of  
March 6-7, 2002*

**AGENDA ITEM NUMBER:** PERF – 1  
**COMMITTEE:** Preparation Standards Committee  
**TITLE:** Update on the Development of Program Standards and Examinations for Single Subject Teaching Credentials in English, Mathematics, Science, and Social Science

  X   Action  
       Information  
       Report

**Strategic Plan Goal(s):**

- Goal 1: Promote educational excellence through the preparation and certification of professional educators**
- Sustain high quality standards for the preparation of professional educators
  - Sustain high quality standards for the performance of credential candidates

**Prepared By:** \_\_\_\_\_ **Date:** \_\_\_\_\_  
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Consultant, Professional Services Division

\_\_\_\_\_ **Date:** \_\_\_\_\_  
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**Approved By:** \_\_\_\_\_ **Date:** \_\_\_\_\_  
Bob Carlson, Ph.D.  
Administrator, Professional Services Division

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Margaret Olebe, Ph.D.  
Administrator, Professional Services Division

**Approved By:** \_\_\_\_\_ **Date:** \_\_\_\_\_  
Mary Vixie Sandy  
Director, Professional Services Division

**Authorized By:** \_\_\_\_\_ **Date:** \_\_\_\_\_  
Dr. Sam W. Swofford  
Executive Director



# **Update on the Development of Program Standards and Examinations for Single Subject Teaching Credentials in English, Mathematics, Science, and Social Science**

## **Professional Services Division**

**February 13, 2002**

### **Executive Summary**

This report provides an update on the development of program standards and examinations for Single Subject Teaching Credentials in English, mathematics, science, and social science. Subject matter advisory panels have been appointed and have developed draft program standards and preliminary subject matter requirements (SMRs) in each subject area. The preliminary SMRs are being reviewed by the field, and final SMRs are expected to be presented to the Commission for consideration and adoption in April 2002. When adopted, the SMRs will serve as test specifications for new exams in these four areas that will be ready for initial administration early in 2003. The draft program standards will go to field review in late March and presented for adoption to the Commission in the fall of 2002. A contract for the development and administration of all subject matter exams is expected to be awarded in March 2002. A plan is recommended for the transition from the current Praxis and SSAT subject matter exams to the new exams. The plan meets two goals: (1) begin using the new exams as soon as possible and (2) allow candidates with partial success on the current exams an opportunity to complete those exams.

### **Policy Issue to be Considered**

How should the Commission plan for the transition to new subject matter examinations?

### **Fiscal Impact Statement**

The development of program standards in all subject areas and SMRs in English, mathematics, science, and social science is funded from the Commission's base budget. The future development and administration of new exams will be conducted by a contractor pursuant to a contract that will have no cost to the Commission. (The contractor will be compensated directly from examinee fees.)

### **Recommendation**

That the Commission adopt the examination transition plan described on pages 11-12.



# **Update on the Development of Program Standards and Examinations for Single Subject Teaching Credentials in English, Mathematics, Science, and Social Science**

## **Professional Services Division**

**February 13, 2002**

### **Background**

#### The Subject Matter Competence Requirement for a Teaching Credential

Teacher candidates in California are required to demonstrate competence in the subject matter they will be authorized to teach. Candidates have two options available for satisfying this requirement. They can either complete a Commission-approved subject matter preparation program or they can pass the Commission-adopted subject matter examinations. Because they satisfy the same requirement, these two options should be as aligned and congruent as possible.

In the early 1990s, the Commission developed and adopted (a) standards for the subject matter preparation programs and, at the same time, (b) specifications for the examinations. This work was done with the advice of subject matter advisory panels and data from validity studies, and resulted in program standards and exam specifications (that define the subject matter competence requirement) that were valid and closely aligned with each other.

The validity of the subject matter competence requirement (i.e., program standards and exam specifications) is not permanent, however. The need for periodic validity studies of the subject matter requirement is directly related to one of the Commission's most fundamental missions: to provide a strong assurance that teaching credentials are awarded to individuals who have learned the most important knowledge, skills, and abilities that are actually needed in order to succeed in California public school teaching positions. The validity of the exam specifications and program standards used by the Commission has been established in conjunction with their initial development. Professional practice and legal defensibility require, however, that the validity of these policies be periodically re-established, as job requirements and expectations may change over time.

In the late 1990s, the State Board of Education adopted K-12 student content standards in English, mathematics, science, and social science. These new standards have obvious and direct implications for the subject matter competence requirement of prospective teachers. This was recognized in SB 2042 (Alpert, 1998), which requires the Commission to ensure that subject matter program standards and examinations are aligned with the K-12 student content standards adopted by the State Board.

## Subject Matter Advisory Panels

In January 2001 the Executive Director appointed subject matter panels in English, mathematics, science, and social science to advise Commission staff in the development of new subject matter program standards and examinations in these subject areas. Invitations to nominate individuals for the panels were sent throughout the state to college and university faculty and administrators, the State Superintendent of Public Instruction, the State Board of Education, principals, county offices of education, directors of Beginning Teacher Support and Assessment (BTSA) Programs, intern program directors, professional organizations, Commissioners, and others. The nominees' qualifications were carefully reviewed. The Executive Director appointed panels of 16-20 members each that include:

- classroom teachers of the subject area;
- subject area specialists in school districts, county offices of education, and postsecondary institutions;
- professors in the subject area teaching in subject matter preparation programs;
- teacher educators;
- members of relevant professional organizations; and
- members of other relevant committees and advisory panels.

For each panel, a staff member of the California Department of Education was invited to participate as a liaison. The ethnic, cultural, gender, and geographic diversity of California was also considered in appointing the panels.

The panels began their work in March 2001. At the panels' initial meeting, staff provided and discussed (a) a written "charge" to the panels describing their responsibilities and (b) characteristics of the "subject matter requirements" (SMRs) that the panels were to help develop. These materials are attached. The SMRs are the subject-specific knowledge, skills, and abilities needed by beginning teachers. The SMRs will specify the content that is to be taught in Commission-approved subject matter preparation programs and that is eligible for assessment on the Commission's subject matter examinations.

In April the Executive Director signed a contract with the American Institutes for Research (AIR) to work with Commission staff and the panels to develop and validate, for each of the four subject areas, SMRs for prospective secondary teachers.

### **Development of Program Standards, SMRs, and Examinations for Single Subject Teaching Credentials in English, Mathematics, Science, and Social Science**

With leadership from Commission staff and assistance from AIR staff, the advisory panels in English, mathematics, science, and social science have met almost monthly since their initial meeting in March 2001. The panels have focused their work primarily on their charge to develop new program standards including SMRs. To begin their work, the panels reviewed the Student Academic Content Standards for California Public Schools, adopted by the California State Board of Education; the existing program standards for the four content areas adopted by the Commission in 1992; and recommended subject matter standards of four national professional organizations: (a) National Council for Teachers of Mathematics (NCTM), (b)

National Council of Teachers of English (NCTE), (c) National Council for the Social Studies (NCSS), and (d) National Science Teachers Association (NSTA).

For each of their respective subject areas, the panels developed preliminary SMRs aligned with the student content standards, and both common and unique program standards. The following eight sets of SMRs have been developed:

- English
- mathematics
- social science
- science, which includes
  - general science
  - biology
  - chemistry
  - Earth and planetary science (geoscience)
  - physics

Preliminary SMRs were reviewed by two separate groups, independent of the panels. An Alignment and Congruence Panel reviewed the SMRs for alignment with the state-adopted student content standards. A Bias Review Committee reviewed the SMRs for potential bias. Changes suggested by these two groups were presented to and acted on by the panels.

Ten program standards have been drafted by the panels as standards common to all four content areas. The titles of the draft standards common to all are:

- Program Philosophy and Purpose
- Coordination of the Program
- Program Review and Development
- Diversity and Equity in the Program
- Student Advisement and Support
- Early Field Experience
- Varied Teaching Strategies in the Program
- Literacy
- Technology in the Subject Matter Program
- Assessment of Subject Matter Competence

Each panel has also drafted program standards unique to its subject area. The number of these unique standards ranges from two to eight.

#### Validity Study of the Preliminary SMRs

In January 2002, AIR launched a statewide survey-based validity study of the preliminary SMRs developed by the panels. Both paper and electronic surveys are being used, and participants include teachers, principals, curriculum specialists, and college/university faculty. Seven different surveys have been developed, one each for English, mathematics, social science, biology, chemistry, Earth and planetary science, and physics. (The general science SMRs are included on each science survey.) The surveys ask respondents to make judgments about the

preliminary SMRs. For each SMR, respondents are asked to indicate (a) how important the SMR is for effective job performance by a teacher of the subject area and (b) whether it represents knowledge, skills, and abilities that teachers must possess at the beginning of their teaching career (as opposed to learning them on the job). In addition, respondents are asked to identify any important SMRs that are missing and to judge the comprehensiveness of the complete set of SMRs.

Survey data collection will be completed by the end of February. AIR will analyze and summarize the results of the validity study for presentation to Commission staff and the advisory panels.

### A Contract for Test Development and Administration

In December 2001, the Executive Director released a *Request for Proposals for the Development and Administration of Subject Matter Examinations for Prospective Teachers*. Responses are due February 19. The purpose of this RFP is to secure a contractor to develop and administer new subject matter examinations for prospective teachers who choose to meet the subject matter competence requirement by taking exams. New exams are needed for all credential areas. This includes a new examination for prospective elementary teachers. This examination will include the following subject areas:

- reading, language, and literature
- history and social science
- science
- mathematics
- physical education
- visual and performing arts
- human development

Content specifications for this exam, as well as a plan for transitioning from the current exam (Multiple Subjects Assessment for Teachers, MSAT) to the new exam were adopted by the Commission in September 2001.

In addition, new examinations in the following thirteen subject areas are needed for prospective secondary teachers:

- English
- mathematics
- science (including subtests in general science, biology, chemistry, Earth and planetary science, and physics)
- social science
- physical education
- art
- music
- languages other than English
- agriculture
- business

- health science
- home economics
- industrial and technology education

It is expected that in April 2002, the Commission will be asked to adopt SMRs (content specifications) for the English, mathematics, science, and social science exams. The contractor will work with Commission staff and subject matter advisory panels to develop and validate SMRs for the remaining exams for Commission adoption. The contractor will also develop and then administer a new Preliminary Educational Technology examination.<sup>1</sup> The contract term will be from approximately March 2002 through October 2006, and will include test administrations through June 2006. Expected implementation dates of the new exams are provided later in this report.

## **Next Steps**

### Program Standards

The draft program standards for English, mathematics, science, and social science will be distributed for a statewide field review in late March 2002. Results will be analyzed, summarized, and presented to the panels. Staff and the panels will use the field review results to modify the standards as needed. Staff expect to bring the program standards and an implementation plan to the Commission for consideration and adoption in the fall of 2002.

In addition, staff, with assistance from the panels, will develop handbooks for teacher educators and program reviewers for each of the four single subject programs. The handbooks will contain an introduction and forward; a background section including the context for and information about the development of the new SMRs and program standards; a section with definitions of key terms and preconditions; a section presenting all program standards, including elements for each standard and the SMRs; and a full explanation of the implementation schedule. Staff expects that the handbooks will be completed by the fall of 2002.

A similar process will be implemented to work with subject matter advisory panels in each of the other subject areas in the development of program standards for Commission consideration and adoption.

### SMRs and the Development and Administration of New Subject Matter Examinations

In March AIR will present to Commission staff and the English, mathematics, science, and social science panels the results of the validity study. Staff and the panels will use the results to make changes in the preliminary SMRs as necessary. The Bias Review Committee will review the SMRs again for potential bias. Staff and panel members will address any concerns identified by

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<sup>1</sup> There are two purposes for including the new Preliminary Educational Technology exam in the upcoming contract. First, given the frequency of technological change, the test should be updated more frequently than most other exams. Second, because the Preliminary Educational Technology exam is a low-volume exam, combining it in a contract with several high-volume exams (e.g., elementary subject matter exam, exams in social science and English) will keep examinee fees reasonable.

the committee. AIR will then finalize the SMRs in English, mathematics, science, and social science for presentation to the Commission by staff in April. Also in March, the Executive Director will select a test development and administration contractor on the basis of the proposal review process, and the contractor will meet with the panels to begin the test development process.

The new elementary subject matter examination, and the new exams in English, mathematics, science, and social science, are expected to be ready for initial administration approximately half way through the 2002-03 testing year.<sup>2</sup> As indicated above, the contractor, working with Commission staff and subject matter advisory panels, will develop and validate SMRs for, and then develop and administer new exams in, all other subject areas over the period of the contract. Exams in physical education, art, music, languages other than English, and Preliminary Educational Technology are expected to be ready for initial administration approximately half way through the 2003-04 testing year. The remaining exams are expected to be ready for initial administration approximately half way through the 2004-05 testing year.

The test development and administration contractor will conduct standard setting studies for the new exams either just before or after their initial administration. Results of these studies will be presented to the Commission with staff-recommended passing standards.

### **The New Subject Matter Examinations**

Currently, for most subject areas, prospective teachers choosing to satisfy the subject matter competence requirement by examination must take multiple exams (Praxis and SSAT), from two different test contractors (ETS and NES), on different dates. Most of the tests cover the entire subject area but consist of either all multiple-choice questions or all constructed-response questions. Diagnostic information is provided, but if a candidate fails a test, he or she must retake that test, which covers the entire subject area, even though the candidate may be strong in most domains tested.

When the new exams are available, candidates will be able to take a single, multi-part exam from a single test contractor, at a single test administration. The new exams will be structured so as to emphasize content rather than item type. Each will consist of subtests that cover specified domains of SMRs within the subject area, and each will include multiple-choice and/or constructed-response items. Examinees will be provided five uninterrupted hours of testing time in which to complete, in the order of their choice, any or all subtests for which they have registered. Because the tests are meant to be power tests (showing what an examinee knows and can do) rather than speeded tests (showing what an examinee knows and can do quickly), and to allow ample time for all examinees, including those for whom English is not their primary language, subtests will not be separately timed.

A significant advantage of developing subtests on the basis of content domains rather than test item-type is that a candidate who passes a subtest need not be tested again in the domains on that subtest and, conversely, a candidate who fails a subtest need only focus on the domains tested on that subtest.

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<sup>2</sup> A testing year is from July 1 through June 30.

The structures of the elementary subject matter, English, math, science, and social science tests are shown in Tables 1-5 in the attachment to this report. These structures have been determined by Commission staff with input from the subject matter advisory panels. The structure for the elementary subject matter exam is based on the SMRs adopted by the Commission in September 2001. The structure for the other four exams is based on the preliminary SMRs currently being evaluated in the validity study. Some changes might be made in these structures as a result of the validity study, Commission action, or a suggestion from the panel, Commission staff, or the contractor during the test development process.

Test structures for the remaining tests (art, agriculture, business, health science, home economics, industrial and technology education, languages other than English, music, Preliminary Educational Technology, and physical education) have not yet been determined. Commission staff will examine options and develop structures for these tests in consultation with the advisory panels and the contractor. It is expected, however, that each test will consist of subtests based on content domains.

### **A Proposed Transition Plan from the Current Exams to the New Exams**

As described above, the new examinations will be substantially different from the current Praxis and SSAT exams. Rather than separate tests differentiated by testing methodology (i.e., multiple choice and constructed response), the new tests will consist of subtests differentiated by content domains. Given this significant difference, it would not be appropriate to allow candidates to combine Praxis and SSAT test scores with scores from the new examinations. Rather, an appropriate transition plan is needed.

In September 2001 the Commission adopted a transition plan for the new elementary subject matter exam, which will replace the current MSAT. Staff recommends that the Commission adopt a similar transition plan, described below, for all of the other subject matter exams.

The transition plan should meet two goals. The first goal is to begin using the new examinations (in place of the current exams) as a way to satisfy the subject matter requirement as soon as possible. The second goal is to allow candidates who have already had partial, but not complete, success on the current exams an opportunity to pass those tests. The following transition plan meets these two goals.

As indicated above, each new set of examinations is expected to become initially available during the second half of a testing year (i.e., January-June). During the second half of that testing year, within a subject area, both the new exam and the current Praxis and SSAT exams will be administered. All candidates who, between March 1 five years earlier and January 1 of that testing year, have met at least one of the following qualifications in that subject area will be allowed to meet the subject matter requirement in that subject area with the current Praxis and SSAT exams.<sup>3</sup>

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<sup>3</sup> Section 80071 of the Title 5 regulations requires that all test scores used for certification purposes be earned within five years of the credential application date.

- The candidate has earned at least the passing score on an SSAT in effect at the time the score was earned, or
- The candidate has earned at least the passing score on a Praxis examination, or on a pair of Praxis examinations that have a single passing standard, in effect at the time the score was earned, or
- The candidate has earned at least the “minimum score” that was in effect on January 1, 1999, on a Praxis examination that does not currently have a separate passing score.

Candidates who satisfy this eligibility requirement will be given three final opportunities (i.e., test administration dates) to earn the required passing scores on the current exams. Candidates who have not met at least one of the qualifications above will be required to pass the new exam.

## **ATTACHMENTS**

- Written “charge” to the subject matter advisory panels, including characteristics of the subject matter requirements (p. 15-16)
- Tables showing test structures for the new elementary subject matter exam, and the new exams in English, mathematics, social science, and science (p. 17-19)



**COMMISSION ON TEACHER CREDENTIALING**

1900 Capitol Avenue  
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## **Charge to the Subject Matter Advisory Panels in English, Mathematics, Science, and Social Science**

March 2001

The California Commission on Teacher Credentialing has appointed the Subject Matter Advisory Panels in English, Mathematics, Science, and Social Science to work with and advise the Commission's staff and contractor to accomplish the following the task:

Develop new *Standards of Quality and Effectiveness for Subject Matter Programs* in each of the four subject areas. An important element of the new standards will be a delineation of the subject-specific knowledge, skills, and abilities that beginning teachers need to know and be able to do. These will be referred to as *subject matter requirements*.

The new standards will guide sponsors of subject matter programs for prospective teachers. The subject matter requirements will delineate the subject-specific knowledge, skills, and abilities (a) to be taught in programs and (b) eligible for assessment on exams candidates can take in lieu of completing programs.

The program standards and subject matter requirements shall take into account the context for California K-12 public education, best practices in subject-matter pedagogy, and the knowledge base and methods of the disciplines under consideration.

The work and products of each panel shall be:

- Focused on the subject matter preparation of candidates for California Single Subject Teaching Credentials.
- Informed by the knowledge and expertise of its members, previously adopted program standards, the new Elementary Subject Matter Program Standards, and all applicable California laws and regulations.
- Aligned with the State-adopted K-12 student academic content standards and curriculum frameworks.
- Compatible with the assumptions, format, and organization of other segments of the Senate Bill 2042 reforms.

Upon their completion, the new *Standards of Quality and Effectiveness for Subject Matter Programs* will be presented to the Commission for adoption.

## The New Subject Matter Requirements

The new subject matter requirements in English, mathematics, science, and social science must have the following characteristics:

1. They must be aligned with the state's student content and performance standards for grades 6-12. Competence in the new subject matter requirements should enable beginning teachers to effectively assist students to meet the student content and performance standards. Although the new subject matter requirements must be aligned with the student standards, they can be broader than those standards.
2. Their intended purposes and uses are to delineate the subject matter knowledge, skills, and abilities that are (a) to be provided to candidates in a subject matter preparation program, and (b) eligible for inclusion on the exams (i.e., exam content specifications).
3. In terms of their use as exam content specifications, the subject matter requirements should enable (a) examination development specialists to create test items (both selected-response and constructed-response items) that have high validity, (b) Commission staff to monitor the work of examination development specialists in relation to clear, valid content specifications, and (c) candidates for credentials to ascertain clearly the breadth and content of subject matter knowledge, skills, and abilities eligible for assessment on the exams.
4. The new subject matter requirements for each subject area are expected to have two parts. The first part would describe several *content domains* for subject matter understanding and skill, and the second part would describe the subject matter *skills and abilities* applicable to the content domains. (See the draft subject matter requirements for prospective elementary teachers online at: <http://www.ctc.ca.gov/profserv/progstan.html>.)
5. In science, the Commission offers Single Subject Teaching Credentials in four emphasis areas: biology, chemistry, geoscience, and physics. Prospective science teachers are expected to have in-depth competence in one area (their emphasis area), and broad competence across all four areas (referred to as general science). Thus, the Science Panel will develop subject matter requirements for each emphasis area as well as a set of general science subject matter requirements, which is expected to include competencies from the four emphasis areas.

**Table 1: Subtest Structure of the Elementary Subject Matter Examination**

<b>Subtest</b>	<b>Number of Multiple-Choice Items per Test Form</b>	<b>Number of Constructed-Response Items per Test Form</b>
I: Reading, Language, and Literature; History and Social Science	52 (26 in each area)	4 (2 in each area; 10 min. each)
II: Science; Mathematics	52 (26 in each area)	4 (2 in each area; 10 min. each)
III: Physical Education; Human Development; Visual and Performing Arts	39 (13 in each area)	3 (1 in each area; 10 min. each)
<b>Total Items</b>	<b>143</b>	<b>11</b>

Note. This structure is slightly different from the structure presented to the Commission in September 2001. To assure examinees have adequate time to complete the test, the new structure has seven fewer multiple-choice items.

**Table 2: Subtest Structure of the English Examination**

<b>Subtest</b>	<b>Number of Multiple-Choice Items per Test Form</b>	<b>Number of Constructed-Response Items per Test Form</b>
I: Literature and Textual Analysis; Composition and Rhetoric	50	none
II: Literature and Textual Analysis; Composition and Rhetoric (Integrated)	none	2 (1 based on literary text, 1 based on non-literary text; 45 min. each)
III: Language, Linguistics, and Literacy	50	none
IV: Communications: Speech, Media, and Creative Performance	none	5 (12 min. each)
<b>Total Items</b>	<b>100</b>	<b>7</b>

Note. Subtest I is to test the two domains of (a) Literature and Textual Analysis and (b) Composition and Rhetoric separately. Subtest II is to test the two domains in an integrated fashion.

**Table 3: Subtest Structure of the Mathematics Examination**

<b>Subtest</b>	<b>Number of Multiple-Choice Items per Test Form</b>	<b>Number of Constructed-Response Items per Test Form</b>
I: Algebra; Number Theory	30 (inc. 10 “enhanced” items)	4 (3 in Algebra, 1 in Number Theory; 10 min. each)
II: Geometry; Probability and Statistics	30 (inc. 10 “enhanced” items)	4 (3 in Geometry, 1 in Probability and Statistics; 10 min. each)
III: Calculus; History of Mathematics	30 (inc. 10 “enhanced” items)	4 (3 in Calculus, 1 in History of Mathematics; 10 min. each)
<b>Total Items</b>	<b>90</b>	<b>12</b>

Note. “Enhanced” multiple-choice items are more complex items requiring 2.5 minutes each on average. Examinees will be able to use graphing calculators while taking subtests II and III. No calculators will be allowed for subtest I.

**Table 4: Subtest Structure of Social Science Examination**

<b>Subtest</b>	<b>Number of Multiple-Choice Items per Test Form</b>	<b>Number of Constructed-Response Items per Test Form</b>
I: World History; Geography	39	1 (World History; 30 min.) 2 (1 in World History, 1 in Geography; 10 min. each)
II: U.S. History; Geography	39	1 (U.S. History; 30 min.) 2 (1 in U.S. History, 1 in Geography; 10 min. each)
III: Civics; Economics; California History	40	3 (1 in each domain; 10 min. each)
<b>Total Items</b>	<b>118</b>	<b>9</b>

**Table 5: Subtest Structure of the Science Examination**

<b>Subtest</b>	<b>Number of Multiple-Choice Items per Test Form</b>	<b>Number of Constructed-Response Items per Test Form</b>
I: General Science: Astronomy; Dynamic Processes of the Earth; Earth Resources; Waves; Forces and Motion; Electricity and Magnetism	58	2 (10 min. each)
II: General Science: Ecology; Genetics and Evolution; Molecular Biology and Biochemistry; Cell and Organismal Biology; Heat Transfer and Thermodynamics; Structure and Properties of Matter	58	2 (10 min. each)
III: Concentration: One subtest each for Biology, Chemistry, Earth and Planetary Science, and Physics	50	3 (10 min. each)
<b>Total Items</b>	<b>166</b>	<b>7</b>



*California  
Commission on Teacher Credentialing*

*Meeting of  
March 6-7, 2002*

**AGENDA ITEM NUMBER:**        **PREP – 1**

**COMMITTEE:**                    **Preparation Standards Committee**

**TITLE:**                            **Proposal to Establish a Limited Authorization  
Single Subject Teaching Credential in Science**

  **X**   **Action**

       **Information**

       **Report**

**Strategic Plan Goal(s):**

**Goal 6:**        **Provide leadership in exploring multiple, high quality routes to  
prepare professional educators for California schools**

- Work with education entities to expand the pool of qualified professional  
educators

**Prepared By:**                    \_\_\_\_\_                    **Date:** 2/11/02

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   **Consultant, Professional Services Division**

**Prepared By:**                    \_\_\_\_\_                    **Date:** 2/11/02

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**Mary Vixie Sandy**  
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**Dr. Sam W. Swofford**  
   **Executive Director**



# **Proposal to Establish a Limited Authorization Single Subject Teaching Credential in Science**

## **Professional Services Division**

**February 11, 2002**

### **Executive Summary**

In recent months concerns have emerged regarding the number and distribution of qualified science teachers in California public schools. The number of less than fully qualified Single Subject science teachers has more than doubled during the past five years, while the number of prepared and recommended Single Subject science teachers from California colleges and universities has remained essentially constant. In addition the distribution of teachers qualified to teach advanced and Advanced Placement science courses in high schools is uneven.

This agenda item asks the Commission to consider establishing a limited teaching authorization for the Single Subject Teaching Credential in Science. This limited authorization would apply to individuals who hold an advanced degree or its equivalent in one of four science areas - biology, chemistry, physics, or geo-science. These advanced degree holders would demonstrate completion of the Commission's subject matter requirement through verification of the degree or a degree equivalent. Other prospective teachers for this limited authorization could meet the subject matter requirement by achieving a passing score on a Commission-adopted subject matter examination.

Other Single Subject Credential requirements such as CBEST, Certificate of Clearance, U.S. Constitution, and completion of approved program of teacher preparation through an internship or student teaching program would continue to apply. Upon meeting all requirements, these individuals would be recommended for a Single Subject Teaching Credential with an authorization to teach in the science area of the advanced degree.

### **Policy Issue to be Considered**

Should the Commission direct staff to develop a "limited authorization" for Single Subject Teaching Credential in Science?

### **Fiscal Impact Statement**

Funds for the development of a full proposal to the Commission would be obtained from the existing 2001-2002 budget of the Professional Services Division.

### **Recommendation**

That the Commission direct staff to develop a "limited authorization" for the Single Subject science credential, and report back to the Commission within a three month period.



# **Proposal to Establish a Limited Authorization Single Subject Teaching Credential in Science**

## **Professional Services Division**

**February 11, 2002**

### **I. Introduction**

In recent months concerns have emerged regarding the number and distribution of qualified science teachers in California public schools. The number of less than fully qualified Single Subject science teachers has more than doubled during the past five years, while the number of prepared and recommended Single Subject science teachers from California colleges and universities has remained essentially constant. In addition the distribution of teachers qualified to teach advanced and Advanced Placement science courses in high schools is uneven. This agenda item examines background factors salient to questions of science teacher preparation and recommends the Commission authorize staff to develop a new pathway for science teacher preparation through a modification of the current authorization of the Single Subject Teaching Credential in science.

### **II. Background - Science Teaching in California Today**

#### **Recent Single Subject Credentials in Science Issued**

Data collected in the Commission's Credentials, Assignments and Waivers Division indicate that the number of candidates receiving science credentials has remained below 1000 since 1997-98. The number of first time/new type Single Subject Credentials (preliminary or professional clear) issued varies from year to year, with a slight downward trend. In 1997-98, 977 credentials were issued; in 1998-99, 748 were issued; and in 1999-2000, 845 credentials were issued. In the 1999-2000 year, the science subject matter distribution of credentials was as follows:

- Life Science: 71
- Physical Science: 10
- Biological Sciences 491
- Chemistry 120
- Geosciences 76
- Physics 77

At the same time the number of emergency permits issued in science has increased steadily from 1377 in 1995-96, to 2728 in 1999-2000. This represents 21% of the science teachers currently in California public schools. Fifty eight percent (58%) of those emergency permits were issued in Life Science or Biological Science. In the 1999-2000 year, biological science courses constituted 21% of all science classes taught in the state.

## Science Offerings in Schools

The California Department of Education collects data annually on the types and numbers of science classes offered in California public schools. Table 1 describes the science offerings in California Secondary Schools for the 2000-2001 academic year.

**Table 1. Science Classes in California Public Schools, 2000-2001**

Science Area	Total Classes Offered	Per Cent of Total Classes Offered
General Science	23,074	34%
Biology, Life Science, Botany, Zoology	14,020	21%
Chemistry, Advanced Chemistry, Conceptual Chemistry	5,963	9%
Physics, Advanced Physics, Energy, Motion and Forces	2,722	4%
Physical Science	6,203	9%
Geo-science, Earth and Planetary Science, Space Science, Meteorological Science, Geology	2,875	4%
Coordinated, Integrated Science	6,732	10%
Miscellaneous Science Classes	6,346	9%
<b>Total Science Classes:</b>	68,035	
<b>Total Teachers</b>	13,305	
<b>Average Class Size:</b>	29.3	

The data reveal that 55% of science teaching takes place in either general science or biology, with integrated science, physical science and chemistry accounting for another 28%. Physics and geo-sciences are least frequently taught.

## Availability of Advanced Placement Classes

Advanced Placement (AP) courses in science have shown strong growth in recent years, reflecting increasing expectations, high standards, and measurable accountability for high school offerings. Biology and Chemistry are among the nine subjects that account for approximately 80% of AP exams taken, with Physics also commonly offered. Since 1997, the number of AP exams taken by public school students in California has increased by 48.3%, while high school enrollments have only grown by 13.5% in this same period. The Institute for Education Reform (IER) of the California State University

published studies on AP course development in California in 1999 and 2001, one of which extensively examined course parameters in five AP courses, including chemistry.

The studies reveal that teachers who teach AP courses have the opportunity to stretch their capacity, teaching college-level material, and that AP exam results provide external, standardized validation of a teacher's ability to help students achieve high levels of performance. Although more than 90% of California's high schools offer AP courses, many students across all ethnicities and socio-economic strata have limited AP opportunities. Participation in AP classes by Hispanics and African-Americans is generally substantially lower than their share of total school enrollment, although the 1999 study was unable to determine why this is so. Passing rates on AP tests are strongly linked to school socio-economic status indicators. In the 2001 study of chemistry and four other AP courses, possession of a doctorate by the teacher correlated with higher student performance in high SES schools (only 1 AP teacher in low SES schools had a doctorate). Teacher experience in teaching AP courses was also cited in improving student performance, a critical issue given that many AP teachers will soon be retiring, as noted in the 2000 report.

### **Effect of Teacher Advanced Degrees on Student Performance**

The effect of advanced degrees in a content area by teachers on the subsequent achievement by their students is difficult to ascertain. However, one relatively recent study (David H. Monk, 1994, *Economics of Education Review*, **13** (2), pp. 125-45) demonstrated that subject matter preparation did enhance student achievement. The study concluded that subject matter knowledge was a necessary component of a well-qualified teacher, although pedagogical preparation was also necessary for effective teaching.

## **III. Science Teacher Preparation in California Today**

Prospective teachers of science in California public schools must complete both subject matter and pedagogical preparation in science for the Single Subject Credential. Subject matter preparation must be substantially completed prior to advancement to student teaching in the pedagogical preparation program or completed prior to assuming intern duties in internship programs. Candidates are recommended for a science credential, with the subject area of emphasis indicated on the document, upon successful completion of both the subject matter requirement and a Commission-approved program of teacher preparation. This credential authorizes teaching general or integrated science as well as a specific area of emphasis – biological sciences, chemistry, geosciences or physics.

To meet the current subject matter requirement in science, prospective teachers must demonstrate subject matter knowledge in general science and in a specific science emphasis (biological sciences, chemistry, geosciences, or physics). Future teachers may demonstrate subject matter competence by completion of a Commission-approved subject matter program or by obtaining a passing score on specified Commission-adopted examinations. Presently, there are 78 four year colleges and universities in California that are accredited by the Commission. Seventy of these 78 institutions have approved single subject programs. Of the seventy institutions, 29 institutions have approved

subject matter programs in biological sciences; 23 in chemistry; 23 in physics; and 20 in geosciences.

Students not completing an approved subject matter program may satisfy the subject matter requirement by achieving passing scores on the requisite examinations. During the period 1995-98, the percent of credentialed science teachers who satisfied the subject matter requirements by examination were: biological sciences, 27%; chemistry, 22%; geosciences 36%; and physics, 21%. Exam takers are asked to provide information about their academic preparation on their registration materials. While 12% of those who took the exams from December 1995 through June 1998 claimed a masters degree or above (discipline unspecified), 43% of the exam takers did not provide information about their academic preparation.

Passing rates for Praxis and SSAT exams vary according to a number of factors, including the possession of an advanced degree. Cumulative passing rates (multiple attempts) for exam takers who claim a Masters degree and above (during 12/95-6/98) were 59%; lower passing rates were found for exam takers who were undergraduate students (49%); Bachelors degree holders (44%) and Bachelors degree + units (40%). Overall first time passing rates (during 12/95-6/98) for undergraduates (43%) were approximately equal to those claiming a Masters degree and above (40%), with other types of preparation at approximately half of those levels. Thus, the exam route seems most advantageous to undergraduates (who were presumably taking courses that related directly to the exams) or those holding advance degrees in the sciences.

The present Title 5 requirement for an approved Single Subject subject-matter program in science is at least 45 semester units or 68 quarter units of coursework in science and closely related subjects. Each approved program includes breadth courses and one or more concentrations. Breadth courses address the foundations in biological sciences, chemistry, physics and geosciences and consist of at least 24 semester units or 36 quarter units of study. A concentration provides depth of study in one area of science selected by the prospective Single Subject science teacher. In each concentration, the depth courses ~~are to~~ comprise at least 18 semester units or 27 quarter units beyond those taken in that science area to meet the breadth requirement. Three semester units are taken as an elective to bring the total program units to 45 semester units. These unit requirements are a minimum. It is possible for an institution to require more breadth, depth or total units than are required in Title 5. Table 2 on the following page illustrates the present structure of the Single Subject subject-matter preparation programs for the science credential.

Currently, an advisory panel appointed by the Executive Director is developing proposals to change the Standards of Program Quality and Effectiveness for Subject Matter Preparation Programs and the Subject Matter Requirements (SMRs) in science. It is expected that the panel will present its proposals for changes to the Commission in early fall, 2002.

**Table 2. Single Subject Science Subject Matter Program Structure**

<b>Total Approved Program (at least 45 semester units)</b>			
Breadth Requirement 24 Semester Units			
<b>Concentration</b>	<b>Concentration</b>	<b>Concentration</b>	<b>Concentration</b>
Biology 18 semester units	Chemistry 18 semester units	Physics 18 semester units	Geosciences (Earth & Planetary Sci.) 18 semester units

#### **IV. Summary**

It is not possible to draw clear conclusions about how various factors influence the number of science classes, including AP classes, available in schools throughout the state. However, given the small annual number of newly certified teachers, the large numbers of under-qualified teachers, and the relatively low rates of taking and/or passing Praxis/SSAT examinations in science, it seems reasonable to suggest that the Commission take steps under the scope of its authority that would potentially increase the pool of qualified science teachers. One relatively untapped source of potential well-prepared science teachers may be those with advanced degrees in science fields, who decide, as career changers, to enter the teaching profession. Their subject matter preparation has already been demonstrated in their chosen field of study through their advanced degrees, albeit in a single science discipline. Allowing them to earn a limited science authorization in that field would provide additional flexibility for those considering a career as a science teacher and provide flexible staffing options for districts and schools who currently have difficulty finding credentialed teachers in science.

#### **V. Proposed Changes**

Given the current picture of science teaching today, staff recommend that the Commission establishing a limited teaching authorization in Single Subject science. The proposed limited authorization would be for prospective science teachers to teach in one or more of four science areas (biology, chemistry, physics, and geoscience) taught in K-12 California public schools.

##### **Three Options for Commission Consideration**

As a preliminary step, staff have identified three options for a limited teaching authorization. These options are intended to illustrate how this credential pathway could be developed, and should not be considered as a finite or final set. All three options could be endorsed by the Commission as routes to the subject matter requirement.

- Option 1: Any prospective Single Subject teacher with an advanced degree (Masters or Doctorate) in any of the four science areas, or closely related areas, will have met the subject matter requirement for a Single Subject science credential with limited authorization in the subject area of the degree; and/or
- Option 2: Any prospective Single Subject teacher with 30 semester units of advanced (postgraduate) work in any of the four science areas will have met the subject matter requirements for a Single Subject science credential with a limited authorization in the subject area of the advanced coursework; and/or
- Option 3: Any prospective Single Subject teacher who successfully passes an examination in one of the four science areas for Single Subject teaching will have met the subject matter requirements for a Single Subject science credential with a limited authorization in that subject area.

### **Next Steps**

If this recommendation is adopted by the Commission, the following actions will be initiated:

- Staff will review its examinations for appropriateness with each of the four “limited authorizations” in science.
- Staff will identify all necessary steps to be taken requiring possible legislative action, and changes that would need to be made in Title 5 regulations.
- Staff will prepare an implementation plan for the establishment of the “limited authorization” science credential.
- Staff will prepare an agenda item for Commission action at their May or June 2002 Commission meeting.

### **Recommendation**

Staff recommend that the Commission authorize further development of the proposed Limited Authorization Single Subject Credential in Science.

**California  
Commission on Teacher Credentialing**

**Meeting of  
March 6-7, 2002**

**AGENDA ITEM NUMBER:**       **PREP-2**

**COMMITTEE:**                   **Preparation Standards Committee**

**TITLE:**                         **Proposed Adoption of Standards of Quality and  
Effectiveness for Professional Teacher Induction  
Programs**

XX **Action**

       **Information**

**Strategic Plan Goal(s):**

- Goal 1:       Promote educational excellence through the preparation and certification of  
professional educators**
- Sustain high quality standards for the preparation of professional educators

**Prepared By:**                   \_\_\_\_\_                   **Date:** \_\_\_\_\_  
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  **Professional Services Division**

**Approved By:**                   \_\_\_\_\_                   **Date:** \_\_\_\_\_  
  **Mary C. Armstrong**  
  **General Counsel**

**Authorized By:**                   \_\_\_\_\_                   **Date:** \_\_\_\_\_  
  **Dr. Sam W. Swofford**  
  **Executive Director**



**Proposed Adoption of Standards of Quality and Effectiveness  
for Professional Teacher Induction Programs**

**Professional Services Division**

**February 19, 2002**

**Executive Summary**

On September 6, 2001, the Commission adopted new standards for elementary subject matter preparation, professional teacher preparation and professional teacher induction. In October, 2001, the Commission suspended its action to adopt the induction standards pending further review. Between October 2001 and February 2002, Commission staff reviewed and revised the induction standards to ensure that the new induction requirement for the professional teaching credential would conform to statutory requirements. The standards enclosed with this item have been revised with this goal in mind, and are presented to the Commission for consideration and adoption.

**Policy Question**

What standards should govern professional teacher induction?

**Fiscal Impact Summary**

The recommendation in this report can be implemented within the Commission's base budget.

**Staff Recommendation**

That the Commission adopt the proposed Standards of Quality and Effectiveness for Professional Teacher Induction.



# **Standards of Quality and Effectiveness for Professional Teacher Induction Programs**



**State of California**

**California Commission on Teacher Credentialing**

**March 2002**



# **Standards of Quality and Effectiveness for Professional Teacher Induction Programs**

**Handbook for Sponsors of  
Professional Teacher Induction Programs and  
Review Team Members**



# California Commission on Teacher Credentialing

State of California

Gray Davis, Governor

2002

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Lawrence H. Madkins, Vice Chair	Teacher
Chellyn Boquiren	Teacher
Margaret G. Fortune	Public Representative
Beth Hauk	Teacher
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## Representing

Association of Independent California College and  
Universities  
Regents, University of California  
California Postsecondary Education Commission  
California State University

## Executive Officer

Sam W. Swofford, Ed.D.

Executive Director



## **Introduction and Statutory Requirements**

In 1998, the California Commission on Teacher Credentialing sponsored and the Governor signed legislation that restructured teacher credentialing in California. The highlights of this reform included:

- The creation of multiple, standards-based routes into teaching, including blended programs of undergraduate teacher preparation;
- Alignment of teacher preparation standards with State adopted academic content and performance standards for students;
- A new requirement that teachers pass a teaching performance assessment embedded in their preparation program prior to earning a preliminary teaching credential; and
- A new requirement that teachers complete a two-year induction program of support and formative assessment during the first two years of teaching as a requirement for earning a professional teaching credential.

Following passage of SB 2042 (Alpert/Mazzoni, Ch. 548, Statutes of 1998), the Commission launched a substantial revision of its standards for teacher preparation. The Commission's goal in the development of new standards for teacher preparation is to ensure that all teachers are rigorously prepared in the content they will be authorized to teach, as well as in methods of teaching and classroom management. The Standards of Quality and Effectiveness for Professional Teacher Induction Programs contained herein establish the expectations of the Commission, the State Board of Education, and the Superintendent of Public Instruction for new teacher induction. By design, these standards couple with standards for subject matter preparation and standards for professional teacher preparation to reflect the continuum of learning to teach.

In accordance with Education Code section 44259(c), induction programs may be offered by school districts, county offices of education, and/or institutions of higher education. Section 44279.2(c) of the Education Code allows local education agencies to apply for and receive state funding to support induction programs through the Beginning Teacher Support and Assessment System, a program that is administered jointly by the California Department of Education (CDE) and the California Commission on Teacher Credentialing (CCTC). In order to receive funds, participating school districts must develop and implement teacher induction programs that meet standards adopted by the Commission and the Superintendent of Public Instruction for this purpose as provided in Education Code section 44279.2(c)(1). Further, only induction programs that meet these standards may recommend candidates for a Professional Teaching Credential.

The foregoing induction standards reflect the statewide requirement found in the Education Code that all beginning teachers are required to complete to earn a Professional Teaching Credential. Any provisions of a collective bargaining agreement made pursuant to Chapter 10.7 (commencing with Section 3540) of the Government Code, known as the Education Employment Relations Act (EERA) shall not conflict with, or supersede, the credentialing requirements contained herein.



**Advisory Panel for the Development of Teacher Preparation Standards (SB 2042)**

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Michele Britton Bass	Director of Student Teaching and Field Placements	Antioch University
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Donna Marriott	Resource Teacher	San Diego City Unified School District
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Ruth Ann McKenna	Superintendent	New Haven Unified School District
James Richmond	Chair, Professional Studies in Education	California State University, Chico
Athena Waite	Special Education Program Coordinator & Director of Teacher Education	University of California, Riverside
Mary Nielsen	Liaison	California Parent Teacher Association
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Susan Westbrook	Vice President of K-12 Council	California Federation of Teachers
Anna Wong	Kindergarten Teacher, Jefferson School	Berkeley Unified School District
Beverly Young	Associate Director, Teacher Education and K-18 Programs	Office of the Chancellor, California State University

**Commission Staff to Support the Panel**

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Margaret Olebe	Administrator	Professional Services
Amy Jackson	Administrator	Professional Services
Bob Carlson	Administrator	Professional Services
Juanita Morales	Office Technician	Professional Services

***Induction Standards Task Force***

<b><i>Name</i></b>	<b><i>Position</i></b>	<b><i>Affiliation</i></b>
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Ford, Theresa	Professional Development Consultant, BTSA Cluster 5	Downey Unified School District
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Loughridge, Mikie	BTSA Program Director	Antelope Valley Union High School
Morales, Rose	Associate Professor of Teacher Education	California State University, Los Angeles
Mullin, Pam	Professional Development Consultant, BTSA Cluster 1	Sonoma County Office of Education
Nolte, Gina	Professional Development Consultant, BTSA Cluster 4	Glendale Unified School District
Raney, Cheryl	Director Prevention & Student Services	Sacramento County Office of Education
Schindler, Bonnie	Resource Teacher, BTSA Program	San Diego Unified School District
Shinn, Barbara	BTSA Program Director	Sacramento County Office of Education
Waite, Athena	Director of Teacher Education and Special Education Program Coordinator	University of California, Riverside

***Staff to Support the Task Force***

Margaret Olebe	Administrator	Professional Services
Jean Treiman	Consultant	California Department of Education



# **Standards of Quality and Effectiveness for Professional Teacher Induction Programs**

## **Table of Contents**

### **Foundational Standards for All Multiple Subject and Single Subject Professional Teacher Induction Programs**

Standard 1:	Sponsorship, Administration, and Leadership .....	1
Standard 2:	Resources. ....	2
Standard 3:	Professional Development Providers.....	3
Standard 4:	Evaluation .....	4
Standard 5:	Articulation with Professional Teacher Preparation Programs .....	5
Standard 6:	Advice and Assistance .....	6
Standard 7:	Coordination and Communication.....	7
Standard 8:	Support Provider Selection and Assignment.....	8
Standard 9:	Support Provider Professional Development.....	10

### **Implementation Standards for All Multiple Subject and Single Subject Professional Teacher Induction Programs**

#### **A: Program Design**

Standard 10:	Program Design .....	11
Standard 11:	Roles and Responsibilities of K-12 Schools .....	13
Standard 12:	Professional Development Based on an Individual Induction Plan .....	14
Standard 13:	Formative Assessment Systems. ....	16
Standard 14:	Completion of the Professional Teacher Induction Program.....	18

#### **B: Teaching Curriculum to All Students in California Schools**

Standard 15:	K-12 Core Academic Content and Subject Specific Pedagogy .....	19
Standard 16:	Using Technology to Support Student Learning .....	21

**C: Teaching All Students in California Schools**

Standard 17: Supporting Equity, Diversity and Access to the Core Curriculum ..... 22

Standard 18: Creating a Supportive and Healthy Environment for Student Learning..... 24

Standard 19: Teaching English Learners..... 26

Standard 20: Teaching Special Populations ..... 28

**Appendix**

Assembly Bill 537, Chapter 587, Statutes of 1999 ..... A-1

## **Foundational Standards for All Multiple Subject and Single Subject Professional Teacher Induction Programs**

### **Program Standard 1: Sponsorship, Administration, and Leadership**

The induction program is sponsored by one or more organizations that demonstrate a commitment to teacher induction. The program has qualified leader(s) who implement the program within an administrative structure that effectively manages and delivers support and formative assessment services to participating teachers.

#### **Program Elements for Standard 1: Sponsorship, Administration, and Leadership**

- 1(a) The induction program sponsor(s) demonstrate commitment to the program through the clear and appropriate allocation of authority, initiative, and sufficient resources to support program implementation. The program assigns personnel and material resources to each sponsoring organization in proportion to its level of effort and degree of responsibility.
- 1(b) The program has clearly specified roles and responsibilities for each sponsor about program oversight and implementation; each sponsor designates a primary contact person for the program.
- 1(c) The program establishes a representative leadership team. The program leadership team demonstrates the depth of knowledge and understanding necessary to be able to implement an induction program. The team is knowledgeable about the state-adopted academic content standards and performance levels for students, preliminary teacher preparation, induction, and ongoing professional development, and has a commitment to teacher education that spans organizational boundaries. The team actively participates in ongoing professional development, research, and related technical support activities.
- 1(d) The program sponsor(s) specifies in writing the roles, and responsibilities of one or more qualified program leaders, responsible for the overall direction of the program. These roles and responsibilities are appropriate to the scope of the program. The program leader(s) has appropriate authority over the details of program design and implementation.

## **Program Standard 2: Resources**

The induction program consistently allocates sufficient resources among program sponsor(s) to enable the program to meet all program standards and deliver planned program components to all participating teachers. Program sponsor(s) distribute resources in a manner consistent with the stated program rationale, design, and goals.

### **Program Elements for Standard 2: Resources**

- 2(a) The program allocates appropriate resources among collaborating partner(s) to ensure an appropriate distribution for supporting essential program components, as defined and described in the program design.
- 2(b) The program sponsor(s) assign qualified personnel designated to lead and coordinate the program.
- 2(c) The program sponsor(s) assign support personnel to the induction program according to policy guidelines.
- 2(d) The program leader(s) access and coordinate existing professional development resources as appropriate to support participating teachers.
- 2(e) The program leader(s) monitor resource allocations on a regular basis and make necessary adjustments.

### **Program Standard 3: Professional Development Providers**

The induction program selects and evaluates professional development providers, using well-defined criteria consistent with the providers' assigned responsibilities in the program. The selection process is planned and carefully implemented in order to select professional development providers who will bring skills that enhance program capacity. Professional developers are well prepared to assume their responsibilities, so that their efforts are consistent with the program's design, rationale, and goals.

#### **Program Elements for Standard 3: Professional Development Providers**

- 3(a) The program defines in writing the roles and responsibilities of professional development providers, and clearly states and consistently follows procedures for making selection decisions.
- 3(b) Selection criteria are consistent with the professional development providers' specified roles and responsibilities, including but not limited to the following:
  - (i) Knowledge of state-adopted academic content standards and performance levels for students; state-adopted curriculum frameworks, and the *California Standards for the Teaching Profession*;
  - (ii) Knowledge of teacher development and the research base that informs induction content and practices;
  - (iii) Knowledge of adult learning theory;
  - (iv) Experience in training, facilitation, and presentation;
  - (v) Knowledge of group process and high quality professional development elements;
  - (vi) Knowledge of cultural, ethnic, language/linguistic, cognitive, and gender diversity;
  - (vii) Willingness to work with others to create a collegial learning community;
  - (viii) Possession of effective interpersonal communication skills; and
  - (ix) Demonstrated commitment to personal professional growth and learning.
- 3(c) The program provides education and training for professional development providers who are training support providers or participating teachers.
- 3(d) Consultants from outside the program are oriented to the program's context and communicate with program leader(s) on how to provide an educational experience for all participants.
- 3(e) The program regularly evaluates the performance of professional development providers.

## **Program Standard 4: Evaluation**

The induction program has a comprehensive system of formative program development and evaluation that addresses all standards, involves program participants and other stakeholders, and leads to substantive improvements. The program provides meaningful opportunities for professional practitioners and broadly representative community members to become involved in program revision, development and evaluation activities. Program sponsor(s) participate in accountability processes designed to ensure quality and effectiveness of the program.

### **Program Elements for Standard 4: Evaluation**

- 4(a) Local program goals and the induction program standards are the criteria for program evaluation. These criteria include an examination of participating teachers use of standards-based instructional strategies based on state-adopted academic content standards and performance levels for students.
- 4(b) Ongoing program evaluations include information from multiple internal and external sources, such as participants, employers, partner(s), recent graduates, professional development providers, site administrators, and program staff.
- 4(c) The program regularly collects feedback about program quality and effectiveness from all participants, using both informal and formal measures. The program leader(s) analyze the data, share them with program sponsor(s) and others in a systematic way, and use the data as a source for improving the induction program. At a minimum, the program leader(s) conduct an annual internal program evaluation.
- 4(d) The results of program evaluation, the implications of new knowledge about teaching and learning, and the identified strengths and needs of participating teachers form the basis for adjustments and improvements in program design.
- 4(e) Program sponsor(s) participate in external reviews designed to examine program quality and effectiveness, including program approval and formative review processes established and administered by the state agencies that approve the program.

## **Program Standard 5: Articulation with Professional Teacher Preparation Programs**

The local induction program articulates with local professional teacher preparation programs and collaborates regularly with local human resource professionals responsible for employing and assigning teachers. The program staff advises new hires on eligibility and program and professional credential requirements.

### **Program Elements for Standard 5: Articulation with Professional Teacher Preparation Programs**

- 5(a) The program establishes specific linkages with local professional teacher preparation programs that prepare incoming participating teachers. The partner(s) share knowledge and understandings of credential requirements as well as of professional development practices for teacher preparation for both preliminary and professional credentials.
- 5(b) The program establishes specific linkages with human resource and credential personnel in sponsoring organizations in order to identify eligible teachers and inform them of their professional credential requirements.
- 5(d) The program sponsor(s) establishes clear procedures for receiving documents from professional teacher preparation programs, including the results of the teaching performance assessment, if applicable. As part of these procedures, participating teachers are informed of their responsibility to accumulate evidence of reflective practice, to document all professional credential requirements, and, at the end of the program, to organize this evidence in support of their application for a professional credential.

## **Program Standard 6: Advice and Assistance**

The induction program staff advises participating teachers about their professional development and credential completion requirements. Adequate information about program and credential requirements is readily available to all participants. The induction program staff helps participating teachers who need special assistance, verifies participation of teachers, and recommends for professional credentials only those teachers who complete the induction program.

### **Program Elements for Standard 6: Advice and Assistance**

The program has a planned process to inform participating teachers about program and professional credential requirements within six weeks of entering the program.

6(b) The program informs all candidates of their eligibility for induction. Eligible candidates include those new to the profession who are teaching on preliminary credentials, those teaching on preliminary credentials who were prepared out of state and have less than five years experience, and those teaching on intern credentials.

6(a) The program has a planned process for verifying each eligible teacher's participation in the induction program, for providing feedback about each eligible teacher's level of participation during the program, for providing special assistance to those who need it, and for arriving at a professional credential recommendation for each participant.

6(b) The program provides opportunities for extending induction to those participating teachers who do not complete the program during their initial two years of teaching. These extensions are offered according to stated program criteria at a participating teacher's request.

6(c) The program staff informs each participating teacher of his/her responsibility for accumulating evidence of professional growth in relation to: the State-adopted academic content standards and performance levels for students; the *California Standards for the Teaching Profession*; evidence of completion of an annual Individual Induction Plan; and documentation of completion of professional credential requirements.

6(d) At the point of hiring, the program informs all eligible teachers of their responsibility to enter a professional teacher induction program within 120 calendar days of the start of the initial teaching contract and provides all eligible teachers with information about program requirements and expectations.

## **Program Standard 7: Coordination and Communication**

The induction program sponsor(s) coordinates and communicates with other education entities, which work both within and across organizational boundaries to develop a coherent, efficient, and effective program for participating teachers. Ongoing coordination and communication with preliminary teacher preparation programs and professional development organizations is evident. Roles, responsibilities, and relationships are clearly defined and well understood by the program sponsor(s) and its partner(s). Partner(s) share resources as set out in cooperative agreements.

### **Program Elements for Standard 7: Coordination and Communication**

- 7(a) The induction program partners with at least one other educational organization from among K-12 school organizations, institutions of higher education, and district internship programs operating in the region. Other cooperating partner(s) may include local consortia, county offices of education, educational research firms, teacher organizations, subject matter projects, parent groups, community organizations, foundations, regional consortia, funded projects, and local businesses.
- 7(b) Coordination and communication with partner(s) is a significant part of the program leader's ongoing job responsibilities.
- 7(c) The induction program clearly defines in writing each sponsor(s)'s and cooperating partner(s)'s responsibilities for implementing the program. Sponsor(s) and their partner(s) establish working relationships, coordinate their work, allocate resources appropriately, and are responsible to each other for program outcomes.
- 7(d) Formal linkages are established across the learning-to-teach continuum. Linkages are made between preliminary teacher preparation programs and induction programs; and between induction programs and ongoing individual professional growth planning. Open communication is established and maintained among sponsor(s) and their partner(s), who regularly seek formative feedback. Coordination and communication yield clear and coherent curricula for participating teachers across the continuum.

## **Program Standard 8: Support Provider Selection and Assignment**

The induction program selects support providers for participating teachers, using explicit criteria that are consistent with assigned responsibilities in the program. Support providers are selected and assigned carefully, using a fair, well-articulated process that is monitored consistently. Support providers are assigned to participating teachers in a timely manner, taking pedagogical needs and local context into account.

### **Program Elements for Standard 8: Support Provider Selection and Assignment**

- 8(a) The roles and responsibilities of support providers are clearly defined in writing and communicated to all program participants.
- 8(b) Selection criteria are consistent with the support provider's specified roles and responsibilities, including but not limited to the following:
- (i) Knowledge of beginning teacher development;
  - (ii) Knowledge of the state-adopted academic content and standards and performance levels for students, state-adopted curriculum frameworks, and the *California Standards for the Teaching Profession*;
  - (iii) Willingness to participate in professional training to acquire the knowledge and skills needed to be an effective support provider;
  - (iv) Willingness to engage in formative assessment processes, including non-evaluative, reflective conversations about formative assessment evidence with participating teachers;
  - (v) Willingness to share instructional ideas and materials with participating teachers;
  - (vi) Willingness to deepen understanding of cultural, ethnic, cognitive, linguistic, and gender diversity;
  - (vii) Effective interpersonal and communication skills;
  - (viii) Willingness to work with participating teachers;
  - (ix) Demonstrated commitment to personal professional growth and learning; and
  - (x) Willingness and ability to be an excellent professional role model.
- 8(c) Support providers are familiar with the state-adopted academic content standards and performance levels for students, content specific pedagogy, state-adopted curriculum frameworks, and the specific needs of the student population taught by the participating teacher(s) to whom they are assigned.
- 8(d) The program leader considers input from the participating teacher in pairing the support provider with the participating teacher. Clear procedures are in place for reconsidering assignments in a timely manner when either the support provider or the participating teacher is dissatisfied with the pairing.
- 8(e) The program matches support providers with participating teachers taking into consideration credentials held; subject matter knowledge; orientation to learning; relevant experience; current assignments; and geographic proximity. Assignments of participating teacher to support provider are made in a timely way that allows the pair to begin working together when teaching begins.

## **Program Standard 9: Support Provider Professional Development**

Each induction program provides preparation and professional development for support providers to train them for their work with participating teachers.

### **Program Elements for Standard 9: Support Provider Professional Development**

- 9(a) The program incorporates professional development for support providers when they initially assume their roles, and offers multiple, additional opportunities to acquire and enhance their knowledge and skills.
- 9(b) The program provides professional development for support providers including the development of the knowledge and skills needed to:
- (i) Identify and respond to diverse needs of participating teachers;
  - (ii) Engage in reflective conversations about teaching practice;
  - (iii) Assist participating teachers in understanding the local context for teaching;
  - (iv) Formatively assess participating teachers on the *California Standards for the Teaching Profession* and in relation to the state-adopted academic content standards and performance levels for students and state-adopted curriculum frameworks;
  - (v) Use the evidence from formative assessments fairly and equitably with participating teachers;
  - (vi) Use assessment evidence to develop individualized induction plans with participating teachers;
  - (vii) Discuss with participating teachers the requirements for completion of the program and procedures for obtaining a professional credential; and
  - (viii) Establish clear guidelines with site administrators and participating teachers in the appropriate use of assessment evidence for the purpose of professional growth and credential recommendation, not for the purpose of teacher evaluation or employment.
- 9(c) The program provides professional development training for support providers in the appropriate use of the instruments and processes of the formative assessment system, including issues of bias and fairness in conducting formative assessment with participating teachers.
- 9(d) Support providers have time, supported by the program, to meet with each other to develop and refine needed support provider skills, and to problem-solve, assess and reflect on teaching.
- 9(e) The program assesses the quality of services provided by support providers to participating teachers using multiple sources of evidence, including information from participating teachers. The program leader(s) provides formative feedback to support providers on their work, and retain in the program only those support providers who are successful.

## **Implementation Standards for All Multiple Subject and Single Subject Professional Teacher Induction Programs**

### **A: Program Design**

#### **Program Standard 10: Program Design**

The induction program incorporates a purposeful, logically sequenced structure of extended preparation and professional development that prepares participating teachers to meet the academic learning needs of all K-12 students. The induction program design, consistent with the program's stated rationale, has a sound theoretical and scholarly basis, is relevant to the contemporary conditions of schooling in California, and leads to a professional credential. It focuses on the *California Standards for the Teaching Profession*, state-adopted academic content standards and performance levels for students, and state-adopted curriculum frameworks.

#### **Program Elements for Standard 10: Program Design**

- 10(a) The program rationale articulates a clear understanding of teacher induction and describes how the selected design is responsive to local contexts, including local educational priorities and goals for student learning.
- 10(b) The program design is based upon a clearly defined set of learning outcomes for participants so that all of their students can meet or exceed the student content standards. Program goals and intended outcomes are reviewed and revised as necessary, based on formative program evaluation data.
- 10(c) The program design includes a planned process for advising participating teachers about their involvement in the induction program, for providing formative feedback about participants' progress toward completion of the program, and for arriving at a professional teaching credential recommendation for each participating teacher.
- 10(d) The program design provides opportunities for participating teachers to learn and demonstrate knowledge, understanding, and application of state-adopted academic content standards and performance levels for students and of state-adopted curriculum frameworks at their assigned grade level(s).
- 10(e) The program design includes a coherent plan to provide systematic opportunities for participating teachers to learn and apply the principles, concepts and pedagogical practices for teaching English learners that support mastery of the State-adopted academic content standards and performance levels for students; for creating a healthy environment for student learning; for supporting equity and diversity; for teaching special student populations; and for using computer technology to support student learning, as described in Categories B and C.

- 10(f) The program design specifies criteria for individual teacher program participation and for the completion of professional teaching credential requirements, as well as a clearly specified process for making professional teaching credential recommendations. Participating teachers assemble evidence to demonstrate growth in relation to the *California Standards for the Teaching Profession* and the state-adopted academic content standards and performance levels for students, evidence of completion of an annual Individual Induction Plan, and evidence to document their completion of the induction program. Program guidelines for making credential recommendations follow those established by the California Commission on Teacher Credentialing.
- 10(g) The program design describes how continuity occurs for participating teachers between their professional teacher preparation and their subsequent professional teacher induction program, as well as between participants' induction activities and their ongoing individual professional growth plans.
- 10(h) The program maintains an individual and complete record of each participating teacher's program participation, including documenting progress towards completion of professional credential requirements. All records for each participating teacher are transportable, enabling teachers to move from one induction program to another.

## **Program Standard 11: Roles and Responsibilities of K–12 School Organizations**

The induction program informs and includes school administrators and policy boards in the design, implementation, and ongoing evaluation of the induction program. K-12 school leaders set policies and take actions to promote the success of participating teachers taking participants' novice status into consideration. School site administrators provide the structure and create a positive climate for the program's intensive support and formative assessment activities.

### **Program Elements for Standard 11: Roles and Responsibilities of K–12 School Organizations**

- 11(a) The program leader(s) clearly communicate the program's rationale, goals, and design to the school district leaders and administrators, school officials, bargaining units when present, and others responsible for employing, assigning, and supporting participating teachers.
- 11(b) The K-12 school organization provides appropriate support services.
- 11(c) The program provides professional development for site administrators in order that administrators will become familiar with the program components, formative assessment process, and development of the Individual Induction Plan. The content of this training will include, but is not limited to:
  - (i) Teacher preparation across the learning-to-teach continuum;
  - (ii) Beginning teacher development;
  - (iii) Identifying working conditions that optimize participating teachers' success;
  - (iv) Taking effective steps to ameliorate or overcome challenging aspects of teachers' work environments;
  - (v) Understanding the role of support providers in the induction process; and
  - (vi) Respecting the confidentiality between the support provider and participating teachers.
- 11(d) The program works with site administrators to establish a culture of support within their school for the work to be done between participating teachers and support providers. Commitment from the site administrator will include, but is not limited to:
  - (i) Conducting an initial orientation for participating teachers to inform them about site resources, personnel, procedures, and policies;
  - (ii) Introducing participating teachers to the staff, and including them in the school's learning community;
  - (iii) Helping to focus the learning community on the State-adopted academic content standards and performance levels for students and the *California Standards for the Teaching Profession*;
  - (iv) Ensuring that site-level professional development activities related to induction occur on a consistent basis, including facilitating participating teachers' and support providers' participation; and
  - (v) Participating in program evaluation.

## **Program Standard 12: Professional Development Based on an Individual Induction Plan**

Each induction program provides comprehensive, extended preparation and professional development for participating teachers designed to support their attainment of the *California Standards for the Teaching Profession* (CSTP) in relation to the State-adopted academic content standards and performance levels for students and state-adopted curriculum frameworks. Professional growth is guided by the development and implementation of an annual Individual Induction Plan (IIP) and documented in the participants' professional teaching credential application. Professional development and extended preparation for participating teachers is characterized by an approach that integrates the process of individualized support and assistance from support providers with formal professional development offerings.

### **Program Elements for Standard 12: Professional Development Based on an Individual Induction Plan**

- 12(a) The program provides an array of professional development offerings for participating teachers that support their attainment of the knowledge and skills needed to meet the individual competencies for: teaching English learners; creating a healthy environment for student learning; supporting equity, diversity, and access to the core curriculum; teaching special student populations; and using technology to support student learning, as described in Categories B and C.
- 12(b) Support providers assist participating teachers to develop and implement an Individual Induction Plan (IIP) annually, which is informed by their prior preparation, training and experience. Results of the teaching performance assessment, when available, guide initial planning. CSTP-based formative assessment evidence guides the development, monitoring and ongoing revisions of subsequent Individual Induction Plans.
- 12(c) The IIP includes professional growth goals, outlines specific strategies for achieving those goals, including professional development activities and/or university courses; documents the participating teacher's progress in meeting the goals; and is monitored and revised at specified intervals as additional needs are identified.
- 12(d) Regular, on-going formal and informal meetings between support providers and participating teachers focus on the CSTP and the state-adopted K-12 academic content standards and performance levels for students, and are structured to provide the individualized support needed by the participating teacher.
- 12(e) The support provider and the participating teacher have sufficient time allocated by the program to work together so that participating teachers consider formative assessment evidence and develop planned, systematic opportunities to improve their teaching.

- 12(f) The program has clear guidelines, for the ratio of support provided to participating teachers by support providers. These guidelines are based on knowledge about learning to teach and knowledge of the level of support necessary to successfully meet the induction standards. This ratio applies to support providers who are full-time teachers, full-time released teachers, part-time teachers, or part-time released teachers.

### **Program Standard 13: Formative Assessment Systems for Participating Teachers**

Each induction program's formative assessment system guides and informs participating teachers about their own professional growth. The purpose of formative assessment is to improve teaching, as measured by each standard of *The California Standards for the Teaching Profession (CSTP)* and in relation to the state-adopted academic content standards and performance levels for students. The results are used to guide professional development. The formative assessment system is characterized by multiple measures of teaching, collaboration with colleagues, focus on classroom practice, and reflection together with a trained support provider about evidence, using specific criteria. Participating teachers direct the uses of formative assessment evidence generated from their teaching practice.

#### **Program Elements for Standard 13: Formative Assessment Systems for Participating Teachers**

- 13(a) The program uses a formative assessment system that offers multiple opportunities for participating teachers to learn and demonstrate knowledge, understanding, and applications of *The California Standards for the Teaching Profession* and the State adopted academic content standards and performance levels for students in the context of their teaching assignments.
- 13(b) The formative assessment system provides for assessment monthly during the school year of each participating teacher's classroom-based practice in relation to the *CSTP* and to the state-adopted academic content standards and performance levels for students. Assessment evidence is shared with each participating teacher in a timely manner.
- 13(c) The assessment system includes multiple measures appropriate to the standards being assessed to generate formative assessment evidence that is consistent and accurate in relation to the *CSTP*. Multiple measures include observation, the process of inquiry, and analyzing student work products.
- 13(d) Within the assessment system, criteria identify multiple levels of teaching performance based on each element of the *CSTP* to formatively assess each participating teacher's growth and practice.
- 13(e) The program includes a process for developing and implementing an Individualized Induction Plan (IIP) for each participant, based on formative assessment evidence, to document the support, extended preparation, and professional growth of participating teachers. The IIP process begins with a review of results from the Teaching performance assessment, when available, and then is used to document professional growth activities. The IIP is informed by formative assessment information and completed during each induction year.
- 13(f) The formative assessment system is characterized by:
  - (i) Valid assessment instruments, including focused observations of and structured inquiries into teaching practice, designed to measure one or more elements of the *CSTP*;
  - (ii) *CSTP* element-specific criteria used to make professional judgments about teaching evidence;
  - (iii) Assessment evidence that includes both teacher work and student work and informs future practice in relation to the *CSTP* and to the state-adopted academic content standards and performance levels for students; and

- (iv) A reflective process based on the *CSTP* that includes collaboration with support providers and other educators, as well as structured self-assessment, and informs future practice.
- 13(g) As directed by each participating teacher, formative assessment evidence may be presented as evidence for professional credential completion. Formative assessment results are used to guide professional development and not for the purpose of teacher evaluation or employment decisions.
- 13(h) The program implements a formal evaluation process to assess the effectiveness of the formative assessment system and to make improvements to the system and accompanying training.

## **Program Standard 14: Completion of the Professional Teacher Induction Program**

The program sponsor(s) provide the necessary opportunities for each participating teacher to complete all professional credential requirements. The induction program includes a clearly specified process for making professional credential recommendations and verifies that participating teachers complete all requirements before recommending them for the credential.

### **Program Elements for Standard 14: Completion of the Professional Teacher Induction Program**

- 14 (a) Program completion requirements include, but are not limited to, the following components at a minimum:
- (i) Documentation of teaching performance assessment outcomes from the professional teacher education program, when available.
  - (ii) An annual Individual Induction Plan (IIP), documenting planned professional growth activities based on formative assessment information and individual needs. (Standard 12)
  - (iii) Demonstrated application of the *CSTP* and state-adopted frameworks and adopted curriculum materials in one content area in the context of his/her instructional practice, showing response to individual diverse student needs, beyond what was demonstrated for the preliminary credential. (Standards 13 & 15)
  - (iv) Evidence of participation in professional development activities including:
    - (a) Attendance at planned events (Standard 12)
    - (b) Consistent communication with a Support Provider (Standard 13)
  - (v) Demonstrated knowledge of the following:
    - (a) Using technology to support student learning (Standard 15)
    - (b) Equity, diversity, and access to the core curriculum (Standard 16)
    - (c) Creating a supportive and healthy environment for student learning (Standard 17)
    - (d) Teaching English learners (Standard 18)
    - (e) Teaching special populations (Standard 19)
- 14 (b) The program sponsor(s) have a process for verifying completion of the professional teacher induction program and recommending for the professional credential only those participating teachers who have met all requirements. (Standard 7).

## **B: Teaching Curriculum to All Students in California Schools**

### **Program Standard 15: K-12 Core Academic Content and Subject Specific Pedagogy**

Each participating teacher grows and improves in his/her ability to reflect on and apply *The California Standards for the Teaching Profession*, beyond what was demonstrated for the preliminary credential. Each participating teacher also demonstrates knowledge of and ability to teach state-adopted academic content standards and performance levels for students, and state-adopted curriculum frameworks, in the context of his/her teaching assignment. Each participating teacher delivers content specific instruction that is consistent with the adopted curriculum materials and differentiated to address the specific academic learning needs of the students. Each participating teacher demonstrates understanding of at least one core academic content area of focus and its application to teaching and student learning within the context of the teaching assignment

### **Program Elements for Standard 15: K-12 Core Academic Content and Subject Specific Pedagogy**

- 15(a) Formative assessments document each participating teacher's increased ability to teach students in a manner consistent with *The California Standards for the Teaching Profession* and beyond what was demonstrated for the preliminary credential.
- 15(b) Throughout the program each participating teacher learns more about and applies in daily instructional practice state-adopted academic content standards and performance levels for students, state-adopted curriculum frameworks, and adopted texts and instructional materials at the appropriate grade level(s).
- 15(c) Each participating teacher communicates with support providers, grade level teachers, department members, university partners, and/or curriculum support staff to investigate, learn, and apply the adopted curriculum in at least one content area of focus. The scope of professional growth activities in at least one selected content and curricular area is based on the teacher's teaching assignment, identified developmental need, and prior preparation, including the teaching performance assessment results if available.
- 15(d) Each participating teacher demonstrates the ability to set standards for student behavior, establish classroom routines, and create a fair and respectful climate for student learning. Instructional time is used to implement the adopted instructional program in the selected curricular area(s).
- 15(e) Each participating teacher demonstrates the ability to plan and deliver standards-based instruction to meet the individual and diverse learning needs of all students using adopted instructional materials and differentiating instruction as appropriate within the context of the teaching assignment.
- 15(f) Each participating teacher demonstrates the ability to interpret student assessment data, and to use multiple measures for entry level, progress monitoring, and summative assessments of student academic performance in relation to the state-adopted academic content standards and performance levels for students.

- 15(g) Each participating teacher demonstrates the ability to communicate with students' families and communities about students' progress, in order to enhance learning opportunities for all students.
- 15(h) Each participating teacher takes part in professional conversations that focus on articulating core academic standards-based instruction at and across grade levels and/or subject areas.

## **Program Standard 16: Using Technology to Support Student Learning**

Each participating teacher builds upon the knowledge, skills, and abilities acquired during preliminary preparation for the delivery of comprehensive, specialized use of appropriate computer-based technology to facilitate the teaching and learning processes. Each participating teacher is a fluent, critical user of technology, able to provide a relevant education and to prepare his/her students to be life-long learners in an information-based, interactive society. Each participating teacher makes appropriate and efficient use of software applications and related media to access and evaluate information, analyze and solve problems, and communicate ideas in order to maximize the instructional process. Such use of technology supports teaching and learning regardless of individual learning style, socioeconomic background, culture, ethnicity, or geographic location. Each participating teacher integrates these technology-related tools into the educational experience of students, including those with special needs.

### **Program Elements for Standard 16: Using Technology to Support Student Learning**

- 16(a) Each participating teacher communicates through a variety of electronic media.
- 16(b) Each participating teacher interacts and communicates with other professionals through a variety of methods, including the use of computer-based collaborative tools to support technology-enhanced curriculum.
- 16(c) Each participating teacher uses technological resources available inside the classroom or in library media centers, computer labs, local and county facilities, and other locations to create technology-enhanced lessons aligned with the adopted curriculum.
- 16(d) Each participating teacher designs, adapts, and uses lessons which address the students' needs to develop information literacy and problem solving skills as tools for lifelong learning.
- 16(e) Each participating teacher uses technology in lessons to increase students' ability to plan, locate, evaluate, select, and use information to solve problems and draw conclusions. He/she creates or makes use of learning environments that promote effective use of technology aligned with the curriculum inside the classroom, in library media centers or in computer labs.
- 16(f) Each participating teacher uses computer applications to manipulate and analyze data as a tool for assessing student learning and for providing feedback to students and their parents.
- 16(g) Each participating teacher demonstrates competence in evaluating the authenticity, reliability and bias of the data gathered, determines outcomes, and evaluates the success or effectiveness of the process used. He/she frequently monitors and reflects upon the results of using technology in instruction and adapts lessons accordingly.

## **C: Teaching All Students in California Schools**

### **Program Standard 17: Supporting Equity, Diversity and Access to the Core Curriculum**

In the professional teacher induction program each participating teacher builds on the knowledge, skills and abilities acquired during preliminary preparation for creating environments that support learning for diverse students, providing equitable access to the core curriculum, and enabling all students to meet the State-adopted academic content standards and performance levels for students. Participating teachers identify the ways in which their teaching practices and student learning are shaped, informed and impacted by diversity in California society, including differences in socio-economic status. The program provides opportunities for each participating teacher to design and implement equitable learning opportunities that maximize achievement and academic success for all students, with specific attention to the protections provided under the provisions of Assembly Bill 537, Chapter 587, Statutes of 1999<sup>1</sup>. Each participating teacher examines and analyzes personal and institutional biases that impact student learning and seeks to eliminate them from professional practice.

### **Program Elements for Standard 17: Supporting Equity, Diversity and Access to the Core Curriculum**

- 17(a) Each participating teacher develops knowledge and understanding of the background experiences, languages, skills, and abilities of his/her students and applies appropriate pedagogical practices that provide equitable access to the core curriculum and enable all students to meet the state-adopted academic content standards and performance levels for students.
- 17(b) Each participating teacher systematically examines personal beliefs, attitudes, and expectations related to diverse students, families, cultures, schools, and communities, knows their impact on student learning and uses only those instructional strategies that effectively maximize academic performance for all students.
- 17(c) Each participating teacher assesses students' specific learning needs in order to plan and provide appropriate learning opportunities to master the State-adopted academic content standards and performance levels for students.
- 17(d) Each participating teacher includes appropriately in classroom instruction the history and traditions of the major cultural and ethnic groups in California society.
- 17(e) Each participating teacher examines his/her beliefs, attitudes, and expectations related to gender and sexual orientation, and creates gender-fair, bias-free learning environments.
- 17(f) Each participating teacher recognizes and seeks to eliminate bias in the classroom and creates an equitable learning community that contributes to the physical, social, emotional, and intellectual safety of all students.

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<sup>1</sup> Full text of Assembly Bill 537, Chapter 587, Statutes 1999 maybe found in the Appendix.

- 17(g) Each participating teacher recognizes institutional bias in schools and larger educational systems, and works to overcome its effects on students by focussing on each student's ability to meet the State-adopted academic content standards for students at high performance levels.

## **Program Standard 18: Creating a Supportive and Healthy Environment for Student Learning**

In the professional teacher induction program, each participating teacher builds upon the knowledge, skills, and abilities acquired during the professional teacher preparation program for the delivery of comprehensive support for students' physical, cognitive, emotional and social well being. Each participating teacher understands and promotes personal, classroom, and school safety through appropriate prevention and intervention strategies. Each participating teacher demonstrates an understanding of the relationship between student health and student learning, and knows how to access local and community resources to support student health. Each participating teacher demonstrates knowledge of and implements appropriate elements of the adopted health curriculum and instructional materials for the teaching assignment. Each participating teacher knows major state and federal laws related to student health and safety, including reporting requirements and parents' rights.

### **Program Elements for Standard 18: Creating a Supportive and Healthy Environment for Student Learning**

- 18(a) Each participating teacher identifies environmental factors that influence student well-being, and takes appropriate actions to address student health and safety within the context of the teaching assignment.
- 18(b) Each participating teacher implements accident prevention strategies within the classroom and the school site.
- 18(c) Each participating teacher uses a strengths-based approach to foster individual students' well-being. He/she is able to communicate with students' families regarding student health and safety, and can work with families, caregivers and health professionals to create and maintain a healthful environment.
- 18(d) Each participating teacher knows and can implement the school's crisis response plan: procedures for responding to emergency health situations; procedures for contacting staff identified as qualified to provide first aid and CPR; and conflict resolution strategies and other techniques for defusing potentially violent situations.
- 18(e) Each participating teacher demonstrates understanding of health and safety factors such as vision, hearing, nutrition, communicable diseases, alcohol and substance abuse, and other risk behaviors that impact student health and learning. Participating teachers know how to recognize these factors, and how to access in accordance with school policy and procedures appropriate site, local and community health and mental health resources available to help students and families: health education, school nurses, and health clerks; vision, hearing and dental clinics; nutrition and free lunch programs; speech therapy and psychological and counseling services; social workers; and child welfare and attendance workers.
- 18(f) Each participating teacher uses appropriately the adopted health curriculum and knows how to use instructional materials in health within the context of the teaching assignment.

- 18(g) Each participating teacher knows and implements as appropriate state and federal reporting requirements relating to child abuse and neglect; state and local permitted health topics; state and federal requirements as well as local policy regarding family life and sex education, and procedures for notifying parents; and parents' rights regarding instruction in health. He/she is familiar with local guidelines for accessing and using outside speakers.

## **Program Standard 19: Teaching English Learners**

In the professional teacher induction program each participating teacher builds on the knowledge, skills and abilities acquired during the professional teacher preparation program for the delivery of comprehensive, specialized instruction for English learners. Each participating teacher knows school organizational structures and resources designed to meet the needs of English learners, and demonstrates the ability to implement the adopted instructional program for English Language Development. Each participating teacher demonstrates the ability to implement the adopted instructional program for the development of academic language, comprehension, and knowledge in the core academic curriculum that promotes students' access and achievement in relation to state-adopted academic content standards and performance levels for students. Each participating teacher is familiar with local and state-adopted assessments for English language proficiency, and how these instruments are used to measure student accomplishment and to place students. Each participating teacher uses knowledge of students' backgrounds, experiences, and family structures in planning instruction and supporting individual student learning.

### **Program Elements for Standard 19: Teaching English Learners**

- 19(a) Each participating teacher knows the purposes, goals and content of the adopted instructional program for the effective teaching of and support for English learners. He/she knows local and school organizational structures and resources designed to meet the needs of English learners.
- 19(b) Each participating teacher demonstrates the skills and abilities to use English language development methods and strategies as part of the approved reading/language arts program, including teaching of reading, writing, speaking and listening skills that logically progress to the grade level reading/language arts program for English speakers.
- 19(c) Each participating teacher demonstrates the ability to appropriately use adopted instructional materials and strategies for English learners, based on students' assessed proficiency in English and in their first language.
- 19(d) Each participating teacher demonstrates the ability to use a variety of systematic, well planned teaching strategies that develop academic language, make content comprehensible to English learners, provide access to the adopted grade level curriculum in core academic subject matter, and develop concepts and critical thinking skills.
- 19(e) Each participating teacher understands and knows how to interpret assessments of English learners for student diagnosis and placement, and for instructional planning. They know the purposes, contents and uses of California's English Language Development Standards and English Language Development Test. Each participating teacher effectively uses appropriate measures for initial, progress monitoring, and summative assessment of English learners for language development and for content knowledge in the core curriculum.
- 19(f) Each participating teacher knows how to use assessment information to diagnose students' language abilities and to develop lessons that maximize students' academic success and achievement in the State-adopted academic content standards.

- 19(g) Each participating teacher draws upon available resources to enhance English learners' comprehension of content by organizing the classroom and utilizing first language support services when available to support mastery of the State-adopted academic content standards for students.
- 19(h) Each participating teacher plans and delivers appropriate instruction and applies understandings of how cultural, experiential, cognitive and pedagogical factors and individual student needs affect first and second language development.
- 19(i) Each participating teacher develops appropriate and meaningful learning experiences that draw on students' prior knowledge and experiences.
- 19(j) Each participating teacher provides an equitable learning environment that encourages students to express meaning in a variety of ways.
- 19(k) Each participating teacher effectively teaches students from diverse backgrounds and communities, and can communicate effectively with parents and families.

## **Program Standard 20: Teaching Special Populations**

Each participating teacher builds on the knowledge, skills and strategies acquired during preliminary preparation for teaching students with disabilities, students in the general education classroom who are at risk, and students who are gifted and talented. Each participating teacher knows the statutory provisions of the Individuals with Disabilities Education Act (IDEA), subsequent changes in the act, and any new, relevant statutory requirements. Each participating teacher knows the statutory and/or local provisions relating to the education of students who are gifted and talented. Each participating teacher demonstrates the ability to create a positive, inclusive climate for individualized, specialized instruction and the assessment of students with special needs and/or abilities. Each participating teacher demonstrates the use of instructional strategies to provide students with disabilities appropriate learning opportunities to master grade level State-adopted academic content standards for students at high performance levels. Each participating teacher demonstrates the ability to establish cooperative and collaborative relationships with community and school professionals significant to the education of students with disabilities and with students' care givers, as well as with community and school professionals significant to the education of students who are gifted and talented.

### **Program Elements for Standard 20: Teaching Special Populations**

- 20(a) Each participating teacher demonstrates knowledge of processes for identifying and referring students for special education services, and the legal and ethical obligation of general education teachers to participate in the Individualized Education Plan (IEP) process, including attending IEP meetings, collaborating and cooperating with special education teachers and the student's parents, and implementing the plan's goals and objectives as they pertain to mainstreaming in the general education classroom.
- 20(b) Each participating teacher demonstrates knowledge of student growth and development, and the use of positive behavioral support strategies based on functional analysis of student behaviors and related factors.
- 20(c) Each participating teacher demonstrates knowledge of strategies to ensure that students with disabilities, as well as gifted and talented students, are integrated into the social fabric of the classroom.
- 20(d) Each participating teacher demonstrates comprehensive ability and skill in the identification and use of resources such as personnel, equipment, instructional materials, teaching strategies, assistive technologies, and supplies available within the school and the local community for assessing and educating students with individual needs in the general education classroom.
- 20(e) Each participating teacher demonstrates collaboration with others such as care givers, special education teachers, and support persons for the transition of the special education student to the least restrictive environment, whether it be to the next grade, school, or post-school environment.
- 20(f) Each participating teacher demonstrates recognition and assessment of the strengths of students with disabilities and of students who are gifted and talented, as well as their social and academic needs, and how to plan instructional and/or social activities to further develop these strengths.



# APPENDIX

## Assembly Bill 537

### Chapter 587, Statutes of 1999



Assembly Bill No. 537

CHAPTER 587

An act to amend Sections 200, 220, 66251, and 66270 of, to add Section 241 to, and to amend and renumber Sections 221 and 66271 of, the Education Code, relating to discrimination.

[Approved by Governor October 2, 1999. Filed  
with Secretary of State October 10, 1999.]

LEGISLATIVE COUNSEL'S DIGEST

AB 537, Kuehl. Discrimination.

(1) Existing law provides that it is the policy of the State of California to afford all persons in public schools and postsecondary institutions, regardless of their sex, ethnic group identification, race, national origin, religion, or mental or physical disability, equal rights and opportunities in the educational institutions of the state.

Existing law makes it a crime for a person, whether or not acting under color of law, to willfully injure, intimidate, interfere with, oppress, or threaten any other person, by force or threat of force, in the free exercise or enjoyment of any right or privilege secured to him or her by the Constitution or laws of this state or by the Constitution or laws of the United States because of the other person's race, color, religion, ancestry, national origin, disability, gender, or sexual orientation, or because he or she perceives that the other person has one or more of those characteristics.

This bill would also provide that it is the policy of the state to afford all persons in public school and postsecondary institutions equal rights and opportunities in the educational institutions of the state, regardless of any basis referred to in the aforementioned paragraph.

(2) Existing law prohibits a person from being subjected to discrimination on the basis of sex, ethnic group identification, race, national origin, religion, color, or mental or physical disability in any program or activity conducted by any educational institution or postsecondary educational institution that receives, or benefits from, state financial assistance or enrolls students who receive state student financial aid.

This bill would also prohibit a person from being subjected to discrimination on the basis of any basis referred to in paragraph (1) in any program or activity conducted by any educational institution or postsecondary educational institution that receives, or benefits from, state financial assistance or enrolls students who receive state student financial aid.

(3) This bill would state that it does not require the inclusion of any curriculum, textbook, presentation, or other material in any program or activity conducted by an educational institution or a postsecondary educational institution and would prohibit this bill from being deemed to be violated by the omission of any curriculum, textbook, presentation, or other material in any program or activity conducted by an educational institution or a postsecondary educational institution.

To the extent that this bill would impose new duties on school districts and community college districts, it would impose a state-mandated local program.

(4) 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, including the creation of a State Mandates Claims Fund to pay the costs of mandates that

do not exceed \$1,000,000 statewide and other procedures for claims whose statewide costs exceed \$1,000,000.

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.

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

SECTION 1. This bill shall be known, and may be cited, as the California Student Safety and Violence Prevention Act of 2000.

SEC. 2. (a) The Legislature finds and declares all of the following:

(1) Under the California Constitution, all students of public schools have the inalienable right to attend campuses that are safe, secure, and peaceful. Violence is the number one cause of death for young people in California and has become a public health problem of epidemic proportion. One of the Legislature's highest priorities must be to prevent our children from the plague of violence.

(2) The fastest growing, violent crime in California is hate crime, and it is incumbent upon us to ensure that all students attending public school in California are protected from potentially violent discrimination. Educators see how violence affects youth every day; they know first hand that youth cannot learn if they are concerned about their safety. This legislation is designed to protect the institution of learning as well as our students.

(3) Not only do we need to address the issue of school violence but also we must strive to reverse the increase in teen suicide. The number of teens who attempt suicide, as well as the number who actually kill themselves, has risen substantially in recent years. Teen suicides in the United States have doubled in number since 1960 and every year over a quarter of a million adolescents in the United States attempt suicide. Sadly, approximately 4,000 of these attempts every year are completed. Suicide is the third leading cause of death for youths 15 through 24 years of age. To combat this problem we must seriously examine these grim statistics and take immediate action to ensure all students are offered equal protection from discrimination under California law.

SEC. 3. Section 200 of the Education Code is amended to read:

200. It is the policy of the State of California to afford all persons in public schools, regardless of their sex, ethnic group identification, race, national origin, religion, mental or physical disability, or regardless of any basis that is contained in the prohibition of hate crimes set forth in subdivision (a) of Section 422.6 of the Penal Code, equal rights and opportunities in the educational institutions of the state. The purpose of this chapter is to prohibit acts which are contrary to that policy and to provide remedies therefor.

SEC. 4. Section 220 of the Education Code is amended to read:

220. No person shall be subjected to discrimination on the basis of sex, ethnic group identification, race, national origin, religion, color, mental or physical disability, or any basis that is contained in the prohibition of hate crimes set forth in subdivision (a) of Section 422.6 of the Penal Code in any program or activity conducted by an educational institution that receives, or benefits from, state financial assistance or enrolls pupils who receive state student financial aid.

SEC. 5. Section 221 of the Education Code is renumbered to read:

220.5. This article shall not apply to an educational institution which is controlled by a religious organization if the application would not be consistent with the religious tenets of that organization.

SEC. 6. Section 241 is added to the Education Code, to read:

241. Nothing in the California Student Safety and Violence Prevention Act of 2000 requires the inclusion of any curriculum, textbook, presentation, or other material in any program or activity conducted by an educational institution or postsecondary educational institution; the California Student

Safety and Violence Prevention Act of 2000 shall not be deemed to be violated by the omission of any curriculum, textbook, presentation, or other material in any program or activity conducted by an educational institution or postsecondary educational institution.

SEC. 7. Section 66251 of the Education Code is amended to read:

66251. It is the policy of the State of California to afford all persons, regardless of their sex, ethnic group identification, race, national origin, religion, mental or physical disability, or regardless of any basis that is contained in the prohibition of hate crimes set forth in subdivision (a) of Section 422.6 of the Penal Code, equal rights and opportunities in the postsecondary institutions of the state. The purpose of this chapter is to prohibit acts that are contrary to that policy and to provide remedies therefor.

SEC. 8. Section 66270 of the Education Code is amended to read:

66270. No person shall be subjected to discrimination on the basis of sex, ethnic group identification, race, national origin, religion, color, or mental or physical disability, or any basis that is contained in the prohibition of hate crimes set forth in subdivision (a) of Section 422.6 of the Penal Code in any program or activity conducted by any postsecondary educational institution that receives, or benefits from, state financial assistance or enrolls students who receive state student financial aid.

SEC. 9. Section 66271 of the Education Code is renumbered to read:

66270.5. This chapter shall not apply to an educational institution that is controlled by a religious organization if the application would not be consistent with the religious tenets of that organization.

SEC. 10. Notwithstanding Section 17610 of the Government Code, if the Commission on State Mandates determines that this act contains costs mandated by the state, reimbursement to local agencies and school districts for those costs shall be made pursuant to Part 7 (commencing with Section 17500) of Division 4 of Title 2 of the Government Code. If the statewide cost of the claim for reimbursement does not exceed one million dollars (\$1,000,000), reimbursement shall be made from the State Mandates Claims Fund.



**California  
Commission on Teacher Credentialing**

**Meeting of  
March 6-7, 2002**

**AGENDA ITEM NUMBER:**           **PREP-3**

**COMMITTEE:**                       **Preparation Standards Committee**

**TITLE:**                               **Recommended Changes in the Preparation and  
Licensure of Administrators**

XX **Action**

       **Information**

**Strategic Plan Goal(s):**

- Goal 1:       Promote educational excellence through the preparation and  
certification of professional educators**
- Sustain high quality standards for the preparation of professional  
educators

**Prepared By:**                       \_\_\_\_\_                       **Date:** \_\_\_\_\_  
**Mary Vixie Sandy, Director  
Professional Services Division**

**Prepared By:**                       \_\_\_\_\_                       **Date:** \_\_\_\_\_  
**Linda G. Bond, Director  
Office of Governmental Relations**

**Approved By:**                      \_\_\_\_\_                      **Date:** \_\_\_\_\_  
**Dale Janssen, Acting Director  
Certification, Assignment and Waivers**

**Authorized By:**                    \_\_\_\_\_                    **Date:** \_\_\_\_\_  
**Dr. Sam W. Swofford  
Executive Director**



# **Recommended Changes in the Preparation and Licensure of Administrators**

## **Professional Services Division**

**February 20, 2002**

### **Executive Summary**

The Commission has been studying issues and options in the preparation and licensure of administrators for several months. During its February 2002 meeting, the Commission directed staff to develop an action plan with recommendations that would accomplish the following objectives:

- Provide greater flexibility to districts in employing individuals for administrative positions at the district level;
- Recast administrator standards, preparation and induction to focus on instructional leadership, and success for all students;
- Authorize alternative, accredited, standards-based routes to the credential, including preparation offered by local school districts;
- Ensure licensure portability for administrators prepared in other states;
- Restructure the professional clear credential requirements to focus on mentoring, support and assistance;
- Allow capable, experienced individuals to demonstrate their knowledge, skills and abilities, consistent with credential requirements, through a combination of written and performance-based measures.

This agenda item includes recommendations for reform and restructuring the administrative services credential that reflect the consensus of Commissioners as articulated during the February 2002 meeting.

### **Policy Question**

How should the structure of and content of preparation for the Administrative Services Credential be changed?

### **Fiscal Impact Summary**

The recommendations in this report can be implemented within the Commission's base budget.

### **Staff Recommendation**

That the Commission adopt the action plan and recommended changes in the preparation and licensing of administrators contained in this report.



# Recommended Changes in the Preparation and Licensure of Administrators

## Professional Services Division

February 20, 2002

The Commission has been studying issues and options in the preparation and licensure of administrators for several months. During its February 2002 meeting, the Commission directed staff to develop an action plan with recommendations that would accomplish the following objectives:

- Objective 1: Provide greater flexibility to districts in employing individuals for administrative positions at the district level;
- Objective 2: Recast administrator standards, preparation and induction to focus on instructional leadership, and success for all students;
- Objective 3: Authorize alternative, accredited, standards-based routes to the credential, including preparation offered by local school districts;
- Objective 4: Ensure licensure portability for administrators prepared in other states;
- Objective 5: Restructure the professional clear credential requirements to focus on mentoring, support and assistance;
- Objective 6: Allow capable, experienced individuals to demonstrate their knowledge, skills and abilities, consistent with credential requirements, through a combination of written and performance-based measures.

The Commission acted in February 2002 to sponsor legislation (SB xxx-Scott) that would authorize alternative routes to an Administrative Services Credential, including an assessment alternative for capable, experienced individuals who can demonstrate competence consistent with state standards (Objective 6). The following recommendations, coupled with this legislative initiative, lay the groundwork for a complete overhaul of the Administrative Services Credential that reflects the Commission's stated priorities.

**Recommendation 1.** To provide greater flexibility to districts in employing individuals for administrative positions at the district level (Objective 1), staff recommends that the Commission revise the existing Title 5 regulations. Staff recommends that the revised regulation for this credential focus on site-based instructional leadership and school management, and that the other functions currently included in this authorization be shared with other certificated personnel.

Changing the regulation in this manner would have multiple outcomes. First, it could create opportunities for other credential holders, including National Board Certified Teachers and persons with equivalent qualifications, to move into leadership roles within schools. Secondly, allowing other certificated personnel to provide some of the services currently authorized by the Administrative Services Credential would enable site administrators to focus on the role of instructional leadership and, possibly, make that job more manageable. Finally, focusing the Administrative Services Credential on the provision of services at the site level and enabling other certificated personnel and qualified individuals to provide some of the services currently authorized only by that credential would provide more flexibility in staffing positions at the district office or county office levels.

**Recommendation 2.** Title 5 regulations governing preparation for the Administrative Services Credential are, in some cases, more restrictive than current statute. To authorize alternative, standards-based routes to the credential, including preparation offered by local school districts (Objective 3), staff recommends that the Commission revise current Title 5 regulations to conform with the Education Code, which does not exclude alternative providers.

**Recommendation 3.** To recast administrator standards, preparation and induction to focus on instructional leadership and success for all students (Objective 2), staff recommends that the Commission revise its current Standards of Program Quality and Effectiveness using the California Professional Standards for Education Leaders (CPSEL) as a base. Because the CPSEL standards are aligned with National standards, this action will ensure portability of credentials from other states (Objective 4).

**Recommendation 4.** To restructure the professional clear credential requirements to focus on mentoring, support and assistance (Objective 5), staff recommends that the current credential requirements identified in the Commission's standards be substantially revised. Proposed revisions would allow traditional programs to continue and new program options to emerge.

**Recommendation 5.** Staff recommends that the Commission adopt the action plan described below.

If the Commission adopts these recommendations, staff will bring proposed changes to Title 5 regulations and standards in the coming months, as indicated on the proposed plan.

## Proposed Action Plan for the Reform and Restructuring of the Administrative Services Credential

	Mar.	Apr.	May	June	July	Aug.	Sept	Oct.	Nov.	Dec.
<ul style="list-style-type: none"> <li>• <b>Objective 1:</b> Provide greater flexibility to districts in employing individuals for administrative positions at the district level.                Task 1: Launch Title 5 Regulation changes                Task 2: Complete Title 5 Regulation change</li> </ul>									x	
<ul style="list-style-type: none"> <li>• <b>Objective 2:</b> Recast administrator standards, preparation and induction to focus on instructional leadership, and success for <u>all</u> students.                Task 1: Select design team to revise standards                Task 2: Develop new standards                Task 3: Conduct field review of new standards                Task 4: Adopt new standards                Task 5: Ensure portability of credentials from other state</li> </ul>	x	x	x	x	x	x	x		x x	
<ul style="list-style-type: none"> <li>• <b>Objective 3:</b> Authorize alternative, standards-based routes to the credential, including preparation offered by local school districts.                Task 1: Sponsor legislation                Task 2: Ensure quality and equivalence in alternative pathways through Standards                Task 3: Amend Title 5 regulations to allow non-university based programs</li> </ul>	x						x		x	
<ul style="list-style-type: none"> <li>• <b>Objective 4:</b> Restructure the professional clear credential requirements to focus on mentoring, support and assistance                Task 1: Establish options in sponsored legislation                Task 2: Revise current standards                Task 3: Amend Title 5 regulations as required                Task 4: Review and consider for approval AB 75 training as an alternative</li> </ul>	x				x		x		x	

“x” indicates the period of time that work will be conducted or the point in time when each task will be completed.

# Bill Analysis

## California Commission on Teacher Credentialing

<b>Bill Number:</b>	<b>Senate Bill 1483</b>
<b>Author:</b>	<b>Senator McClintock</b>
<b>Sponsor:</b>	<b>Author</b>
<b>Subject of Bill:</b>	<b>Membership of the California Commission on Teacher Credentialing</b>
<b>Date Introduced:</b>	<b>February 19, 2002</b>
<b>Status in Leg. Process:</b>	<b>Senate Committee on Education</b>
<b>Current CCTC Position:</b>	<b>None</b>
<b>Recommended Position:</b>	<b>Watch</b>
<b>Date of Analysis:</b>	<b>March 1, 2002</b>
<b>Analyst:</b>	<b>Dan Gonzales</b>

### Summary of Current Law

The law requires that Commission members represent teachers, the public, services credential holders, school districts, administrators, and college and university faculty. Specifically, the Commission consists of the following 15 voting members:

- Six practicing teachers from any public elementary or secondary school in California.
- Four representatives of the public.
- One person serving on a services credential other than an administrative services credential.
- One school district board member.
- One elementary or secondary public school administrator.
- One faculty member of a baccalaureate degree granting college or university.
- The Superintendent of Public Instruction or their designee.

### Summary of Current Activity by the Commission

The Commission has six positions open (two teachers, one public, one non-administrative services credential holder, one district board member, and one faculty member).

### **Analysis of Bill Provisions**

SB 1483 recasts the section of law that establishes the California Commission on Teacher Credentialing and prescribes the membership of the Commission. The bill also corrects a technical error.

**Comments.** This bill would not change existing law. According to the author's staff, this bill was introduced to meet the legislative deadline to introduce bills and the author has not decided if or how the law should be amended.

### **Fiscal Analysis**

This bill would not have any fiscal impact.

### **Analysis of Relevant Legislative Policies by the Commission**

The following Legislative policy applies to this measure:

- 1. The Commission supports legislation which proposes to maintain or establish high standards for the preparation of public school teachers and other educators in California, and opposes legislation that would lower standards for teachers and other educators.**
- 4. The Commission supports the maintenance of a thoughtful, cohesive approach to the preparation of credential candidates, and opposes legislation which would tend to fragment or undermine the cohesiveness of the preparation of credential candidates.**
- 5. The Commission supports legislation which strengthens or reaffirms initiatives and reforms which it previously has adopted, and opposes legislation which would undermine initiatives or reforms which it previously has adopted.**

### **Organizational Positions on the Bill**

#### Support

No known support on this version of the bill.

#### Oppose

No known opposition on this version of the bill.

### **Suggested Amendments**

The Commission is not proposing any amendments.

**Reason for Suggested Position**

**WATCH** – Commission staff recommends a “watch” position because this bill could be amended to change the laws governing Commission membership.

# **Bill Analysis**

## **California Commission on Teacher Credentialing**

<b>Bill Number:</b>	<b>Senate Bill 2029</b>
<b>Author:</b>	<b>Senator Alarcón</b>
<b>Sponsor:</b>	<b>Author</b>
<b>Subject of Bill:</b>	<b>School District Teacher Intern Programs/Education Specialist in Special Education</b>
<b>Date Introduced:</b>	<b>February 22, 2002</b>
<b>Status in Leg. Process:</b>	<b>Senate Rules Committee May be Acted Upon on or After March 25, 2002</b>
<b>Recommended Position:</b>	<b>Support</b>
<b>Date of Analysis:</b>	<b>March 4, 2002</b>
<b>Analyst:</b>	<b>Marilyn Errett and Leyne Milstein</b>

### **Summary of Current Law**

Education Code 44325 establishes the Pilot District Intern Education Specialist: Mild/Moderate Disabilities Program in Los Angeles Unified School District (LAUSD). The program was initiated at the school district's request to help meet a serious need for special education teachers within the district. There are currently 51 interns enrolled in the three-year LAUSD program and 84 teachers have completed the program since 1998. The program has proven to be rigorous and successful as one strategy in meeting the district's need for special education teachers.

### **Summary of Current Activity by the Commission**

The Commission currently accredits the initial program for all district intern programs and conducts periodic site reviews for continuing accreditation purposes. Historically, district intern programs have targeted Multiple Subject

and Single Subject Teaching Credentials. However, pursuant to current law, the Commission has accredited the Mild/Moderate Special Education Credential program in LAUSD and tracked its success. In its 1999 report to the Legislature, "A Study of the Effectiveness of the Education Specialist District Intern Pilot Program in Los Angeles Unified School District" (McKibbin & Giblin), the Commission recommended the continuation of the program and noted that such programs were a viable option for school districts with the resources and commitment to provide a specialized intern program.

### **Analysis of Bill Provisions**

SB 2029 would allow all district intern programs that demonstrate the capacity to meet Commission adopted standards to offer Commission-accredited Education Specialist Credential Programs in Special Education. It would also allow district intern programs to offer credential programs in other areas of special education in addition to mild/moderate disabilities. All programs would be required to meet the same standards as university-based special education credential programs for teacher interns.

### **Analysis of Fiscal Impact of Bill**

If school district intern programs expand to offer programs for individuals interested in teaching special education students, the Commission would need to review new program documents and establish an accreditation site-visit cycle. It is anticipated that the expansion would be minimal and could be included within the current document review process and integrated into the current accreditation site-visit cycles established for district intern programs. Program review and accreditation can be absorbed within the current budget.

### **Analysis of Relevant Legislative Policies by the Commission**

The following Legislative policies apply to this measure:

- 1. The Commission supports legislation which proposes to maintain or establish high standards for the preparation of public school teachers and other educators in California, and opposes legislation that would lower standards for teachers and other educators.**
- 
- 3. The Commission supports legislation which reaffirms that teachers and other educators have appropriate qualifications and experience for their positions, as evidenced by holding appropriate credentials, and opposes legislation which would allow unprepared persons to serve in the public schools.**

**5. The Commission supports legislation which strengthens or reaffirms initiatives and reforms which it previously has adopted, and opposes legislation which would undermine initiatives or reforms which it previously has adopted.**

**6. The Commission supports alternatives to existing credential requirements that maintain high standards for the preparation of educators, and opposes alternatives that do not provide sufficient assurances of quality.**

### **Organizational Positions on the Bill**

None known at his time.

### **Suggested Amendments**

None.

### **Reason for Suggested Position**

There is a teacher shortage in California. Special education is one of the most impacted shortage areas in the state and in the nation. Currently in California, one in every three teachers working with students in special day classes or in resource rooms serves on an emergency permit.

The Pilot District Intern Education Specialist Program in LAUSD has proven successful. Recently, in a Transition to Teaching Report to the Commission regarding the projects in San Diego City Unified School District and Oakland Unified School District, Commission staff recommended that district intern programs be allowed to offer Education Specialist Programs to help reduce the number of emergency permits.

For these reasons, staff recommends a position of Support on SB 2029.

# **Bill Analysis**

## **California Commission on Teacher Credentialing**

<b>Bill Number:</b>	<b>Assembly Bill 2053</b>
<b>Author:</b>	<b>Assembly Member Jackson</b>
<b>Sponsor:</b>	<b>Sponsored by the Author</b>
<b>Subject of Bill:</b>	<b>BTSA for Special Education Teachers with Previous Teaching Experience and Expedited Induction for Special Education Teachers with Special Education Experience</b>
<b>Date Introduced:</b>	<b>February 15, 2002</b>
<b>Status in Leg. Process:</b>	<b>Assembly Education</b>
<b>Recommended Position:</b>	<b>Support</b>
<b>Date of Analysis:</b>	<b>February 27, 2002</b>
<b>Analyst:</b>	<b>Marilyn Errett and Leyne Milstein</b>

### **Summary of Current Law**

Section 44279.1 of the Education Code established the California Beginning Teacher Support and Assessment System (BTSA) for first and second year teachers. This program, among other purposes, was established to provide an effective transition into teaching for beginning teachers, improve the educational performance of pupils, and ensure the professional success and retention of new teachers.

Because new teachers are defined as those in their first or second year of teaching, regular education teachers with more than two years of classroom experience who later earn a special education credential are inadvertently excluded from receiving the support and assessment provided in the BTSA program.

SB 57 (Scott, Chapter 269, Statutes of 2001) added to Education Code Section 44468 an expedited induction route for Multiple and Single Subject professional clear credentials. Through this alternative route, an applicant may choose to

complete the California Formative Assessment and Support System for Teachers (CFASST), or the equivalent, at a faster pace as determined by BTSA program.

### **Summary of Current Activity by the Commission**

The California Commission on Teacher Credentialing (Commission) and the California Department of Education co-administer the BTSA program. The majority of BTSA participants hold Multiple Subject or Single Subject teaching credentials. However, many school districts include beginning special education teachers in the BTSA program and report that the support and assessment components are critical to the success and retention of these teachers. The level II, professional clear requirements for the Education Specialist Credential in Special Education include an induction component. Special education programs often work in cooperation with BTSA programs to help candidates meet the induction requirement. The CFASST is used by most BTSA programs for Multiple and Single Subject teachers. A form of the CFASST, better suited to the needs of beginning special education teachers, was recently developed for use in BTSA programs. There are currently 954 beginning special education teachers participating in BTSA.

Through the implementation of SB 57, teachers will be able to challenge the two-year induction requirement for Multiple Subject and Single Subject Teaching Credential holders by demonstrating competence through an expedited assessment. This may be a viable option for individuals who have several years of experience serving on an emergency permit or pre-intern certificate or who have teaching experience in private schools.

There is currently no expedited induction option for special education teachers, many of whom have previously served on intern credentials, pre-intern certificates or emergency permits.

### **Analysis of Bill Provisions**

AB 2053 includes the following two concepts:

1. It would allow beginning special education teachers to participate in BTSA regardless of prior regular education teaching experience.
2. It would allow special education teachers the same opportunity as regular education teachers to complete their teacher induction requirement through an expedited program.

### **Analysis of Fiscal Impact of Bill**

The first provision of AB 2053 would increase the number of BTSA participants by an unknown number. On the other hand, BTSA participation could be reduced if experienced special education teachers follow an expedited induction route. Consequently, there appears to be no significant impact to the BTSA program budget.

## **Analysis of Relevant Legislative Policies by the Commission**

The following Legislative policies apply to this measure:

- 1. The Commission supports legislation which proposes to maintain or establish high standards for the preparation of public school teachers and other educators in California, and opposes legislation that would lower standards for teachers and other educators.**
- 
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- 
- 5. The Commission supports legislation which strengthens or reaffirms initiatives and reforms which it previously has adopted, and opposes legislation which would undermine initiatives or reforms which it previously has adopted.**

## **Organizational Positions on the Bill**

None known at this time.

## **Suggested Amendments**

None.

## **Reason for Suggested Position**

The BTSA program has proven to be highly effective in supporting beginning teachers and in significantly increasing teacher retention rates. The program is geared toward the individual professional development needs of the participants and has become even more flexible with the advent of the expedited option in SB 57. One of the strengths of the program is in recognizing the varying experience and skill levels that each participant brings to the classroom. AB 2053 builds upon that strength and gears it toward special education teachers.

- Regular education teachers who later earn a special education credential often need support as they meet the challenges of their new teaching assignments. AB 2053 addresses an inadvertent omission in current law and allows this group of teachers to receive the support they need.
- On the other hand, another group of special education teachers earn their credential after several years of experience in special education classrooms. These individuals could benefit from the same opportunity as their peers who have earned Multiple and Single Subject teaching credentials to complete an expedited induction program.

AB 2053 recognizes the needs and strengths of individual teachers and offers flexibility and support for beginning special education teachers.

For these reasons, staff recommends a position of Support on AB 2053.

# **Bill Analysis**

## **California Commission on Teacher Credentialing**

<b>Bill Number:</b>	<b>AB 2160</b>
<b>Authors:</b>	<b>Assemblymembers Goldberg, Wesson, Strom-Martin</b>
<b>Sponsor:</b>	<b>California Teachers Association</b>
<b>Subject of Bill:</b>	<b>Public School Employees: Scope of Collective Bargaining</b>
<b>Date Introduced:</b>	<b>February 20, 2002</b>
<b>Last Amended:</b>	<b>NA</b>
<b>Status in Leg. Process:</b>	<b>Assembly – May Be Heard in Committee March 23, 2002</b>
<b>Current CTC Position:</b>	<b>None</b>
<b>Recommended Position:</b>	<b>Oppose</b>
<b>Date of Analysis:</b>	<b>March 1, 2002</b>
<b>Analyst:</b>	<b>Leyne Milstein</b>

### **Summary of Current Law**

Existing law provides public school employees the right of representation on all matters of employer-employee relations and limits the scope of representation to matters relating to wages, hours of employment, and other terms and conditions of employment, as defined. Existing law also provides that the exclusive representative of certificated personnel has the right to consult on the definition of educational objectives, the determination of the content of courses and curriculum, and the selection of textbooks, as provided.

Section 44279.1 of the Education code established the California Beginning Teacher Support and Assessment System (BTSA) for first and second year teachers. This program, among other purposes, was established to provide an effective transition into teaching for beginning teachers, improve the educational performance of pupils, and ensure the professional success and retention of new teachers.

### **Summary of Current Activity by the Commission**

The Commission co-administers the BTSA program with the California Department of Education. In order for BTSA programs to receive Commission approval and funding, they must demonstrate that they satisfy Commission adopted program standards. In this

model, BTSA program content is at the discretion of the participating school district to the extent that the content satisfies BTSA program standards.

Currently, participation in BTSA or alternative induction programs is at the discretion of the employing school district. However, pursuant to the implementation of SB 2042 (Alpert/Mazzoni, 1998), beginning as early as Fall 2003, participation in and successful completion of BTSA or another Commission approved induction program will be required to receive a professional clear teaching credential (Education Code section 44279.4).

### **Analysis of Bill Provisions**

This bill would expand the scope of representation for the exclusive representative of (a) certificated personnel employed by a school district, (b) a county superintendent of schools, or (c) a charter school that has declared itself to be a public school employer, to the extent these matters are within the discretion of the public school employer under the law to include:

- Utilization and assignment of mentors.
- Selection of an external evaluator under the Immediate Intervention/Underperforming Schools Program.
- Selection of a school assistance and intervention team under the High Priority Schools Grant Program for Low Performing Schools.
- Procedures for all of the following:
  - Development and implementation of any program designed to enhance pupil academic performance.
  - Development and implementation of the content and delivery of professional training and development for certificated employees.
  - Selection of textbooks and instructional materials.
  - Development and implementation of local educational standards.
  - Development and implementation of the definition of educational objectives, content of courses, and curriculum.
  - Participation of certificated employees on school site councils and any other advisory or representative body established in the school district.
  - Development and implementation of any program to encourage parental involvement in student education.
  - Maintenance of school facilities.
- Other professional issues.

In addition, the exclusive representative of certificated personnel has the right to consult on other matters not within the scope of representation to the extent those matters are within the discretion of the public school employer under the law. All matters not specifically enumerated are reserved to the public school employer and may not be a subject of meeting and negotiating, provided that nothing herein may be construed to limit the right of the public school employer to consult with any employees or employee organization on any matter outside the scope of representation.

When an issue is within the scope of bargaining, an employer may not take action on that subject without completion of the following:

- Provide adequate notice to the union of the intent to take action;
- Upon request, provide the union the opportunity to negotiate the intended action;
- Upon receipt of the request, make public at a public board meeting the respective initial proposals on the topic by both the union and the employer or at least, notify the public that this topic has arisen during the conduct of negotiations;
- Schedule negotiations with the union and provide paid release time for a reasonable number of teachers who will serve on the union’s bargaining team;
- Conduct negotiations until an agreement is reached or the employer decides not to implement the issue of discussion or an impasse is reached;
- If an impasse is reached, mediation and potentially a fact-finding process;
- If fact finding fails and neither side is willing to move, the employer may act on the topic. If either side is willing to move, negotiations must continue. If a second impasse is reached, the employer may act unilaterally.

### **Analysis of Relevant Legislative Policies by the Commission**

The following Legislative policies may apply to this measure:

- 1. The Commission supports legislation which proposes to maintain or establish high standards for the preparation of public school teachers and other educators in California, and opposes legislation that would lower standards for teachers and other educators.**
- 4. The Commission supports the maintenance of a thoughtful, cohesive approach to the preparation of credential candidates, and opposes legislation which would tend to fragment or undermine the cohesiveness of the preparation of credential candidates.**
- 5. The Commission supports legislation which strengthens or reaffirms initiatives and reforms which it previously has adopted, and opposes legislation which would undermine initiatives or reforms which it previously has adopted.**

### **Analysis of Fiscal Impact of Bill**

This measure will not result in additional costs to the Commission. However, expansion of the collective bargaining process could result in additional State costs resulting from the increased length of time to resolve a larger number of issues. It is likely that these costs would come from educational funds guaranteed by Proposition 98, resources that would otherwise be used to support instructional programs.

### **Organizational Positions on the Bill**

This measure is sponsored by the California Teachers Association.

The California School Boards Association is publicly opposed to this measure and staff believes that there is also likely to be opposition on this measure from the Association of California School Administrators.

### **Suggested Amendments**

None.

### **Reason for Suggested Position**

There are currently 145 BTSA programs, 49 of which are run as consortia that serve many school districts. The largest of these consortia serves 57 different school districts. As currently drafted, this measure could ultimately subordinate this particular BTSA program to the resolution of the smallest local labor dispute at 57 bargaining tables. Even if all 57 districts were able to resolve their individual collective bargaining issues, it is very unlikely that the BTSA consortia would be able to implement these decisions into an effective coherent program.

Further, as completion of BTSA becomes a requirement to receive a professional clear credential pursuant to SB 2042, to the extent that resolution of collective bargaining delays implementation of BTSA programs, candidate licensure will also be delayed. When you put licensure in the middle of collective bargaining, what happens to the individual candidate if the union implements a “work-to-rule” position during arbitration or mediation? What if the union strikes? There is no other profession that has licensure linked to collective bargaining and it is not fair to hold up a candidate from satisfying credential requirements as a result of unresolved collective bargaining issues.

Collective bargaining, by its nature, a process to improve the working conditions of those represented, in this case the teachers. It was never intended as a tool to improve education for the students because the unions’ constituency is the teachers – not the students. Collective bargaining has already had an impact on the implementation of BTSA. The Peer Assistance and Review program (PAR) is currently subject to collective bargaining. In one large school district, PAR took over selection of BTSA mentors. In that same district collective bargaining wasn’t concluded until eight months into the school year, thus, there was no support for beginning teachers in that school year.

Another example of the unintended consequences that collective bargaining has already had on the BTSA program results from the terms for being a BTSA support provider being subject to collective bargaining. Several district contracts limit the time teachers can serve as support providers to three years. This arbitrary limit has been established because support providers are paid additional money to serve in that capacity and the union wants to give all teachers a chance to serve as a support provider. Program data concludes that it takes at least two years to become a fully trained support provider, and that the third year is just when support providers are just becoming proficient. In this case, there is no regard to the appropriate training of the support providers for the BTSA participant and there have been several occasions when first year teachers have suffered because they did not have the support of a fully trained provider. There are also situations when teachers transitioning to their second year of BTSA must change to a new support provider, as a result of this contract time limit, who are not prepared to support them through their second year of the program. In these cases, collective bargaining has, in the end, weakened teacher training.

By the same token, this measure could also impact the development and implementation of pre-intern and intern programs should teacher training and mentoring are brought into the domain of collective bargaining. This could result in a situation whereby program participants are unable to move forward in their efforts to complete credential requirements as a result of unresolved collective bargaining issues.

As drafted, AB 2160 could severely impact the ability of credential candidates to satisfy the requirements for a professional clear credential. Licensure must remain independent of the issues and disputes related to collective bargaining. For this reason, staff recommends an Oppose position on this bill.

# **Bill Analysis**

## **California Commission on Teacher Credentialing**

<b>Bill Number:</b>	<b>Assembly Bill 2575</b>
<b>Author:</b>	<b>Assembly Member Leach</b>
<b>Sponsor:</b>	<b>Author</b>
<b>Subject of Bill:</b>	<b>Qualifications for Professional Clear Single Subject Credential</b>
<b>Date Introduced:</b>	<b>February 21, 2002</b>
<b>Status in Leg. Process:</b>	<b>Assembly Committee on Education</b>
<b>Current CCTC Position:</b>	<b>None</b>
<b>Recommended Position:</b>	<b>Oppose</b>
<b>Date of Analysis:</b>	<b>February 27, 2002</b>
<b>Analyst:</b>	<b>Dan Gonzales</b>

### **Summary of Current Law**

The law requires a person to meet certain specified requirements to qualify for a Professional Clear Multiple or Single Subject Teaching Credential. The requirements for this credential include completion of a teacher preparation program, California Basic Educational Skills Test (CBEST), Reading Instruction Competence Assessment (for a multiple subject credential), teaching of reading, subject matter competence and a program of a beginning teacher induction.

Last year the Commission sponsored, the Legislature approved and the Governor signed into law SB 57 (Scott), which provides for an expedited route to a Professional Clear Multiple or Single Subject Teaching Credential. Under SB 57 qualified people may become teachers by successfully completing tests and classroom observations instead of a traditional teacher preparation course work and student teaching. Under this new law individuals could challenge traditional teacher preparation course work by taking a national test that covers topics such as teaching methods, learning development, diagnosis and intervention, classroom management and reading instruction. Those that pass the written test will enter a state-funded teacher internship program and will be observed in a classroom setting. Trained assessors will measure the candidate's skill in classroom management, instructional strategies, and assisting all students

to learn. Those recommended by their internship supervisor, based on the observations, would be awarded a preliminary teaching credential. Candidates may also test out of beginning teacher induction requirements.

### **Summary of Current Activity by the Commission**

The Commission approved new Teacher Preparation and Subject Matter Standards at its September 2001 meeting. The teacher preparation standards are the result of 1998 legislation (SB 2042) authored by Senator Deirdre Alpert and then Assembly Member (now Secretary for Education) Kerry Mazzoni.

The Teacher Preparation Standards include classroom management, reading instruction, child development, assessing students in relation to the K-12 Academic Content Standards, intervening to help students meet the K-12 Standards, computer skills, students with special needs, and English learners. All teacher candidates will be required to demonstrate their teaching skills through an assessment before they receive a preliminary credential.

The Subject Matter Standards outline what elementary school teachers must teach, and align the subject content with California 's K-12 Academic Content Standards. The Commission is currently conducting a study of the four core areas for secondary instruction: English, Social Science, Science and Mathematics. Standards aligned with the K-12 Academic Content Standards in these subjects will be completed next fall.

The Commission will consider the Induction Standards at the March 2002 meeting. The standards outline support programs for teachers in their first two crucial years of teaching. The Beginning Teacher Support and Assessment (BTSA) program is available for beginning teachers in California, but now BTSA, or other approved mentoring programs, will become part of the credentialing system by tying teacher support, assessment, and success to earning a full professional clear credential.

### **Analysis of Bill Provisions**

Specifically, this bill allow candidates earning a professional clear single subject credential to:

- Pass CBEST.
- Possess a graduate degree in the subject to be authorized by the credential from an accredited institution of higher education.
- Have pedagogical training that is approved by the Commission and that the Commission determines is specific to the single subject credential being sought. The training must include developing English language skills, the United States Constitution, health education, special education, and computer education.

- Fulfill at least one of the following experience requirements:
  - The candidate holds a full-service, valid-for-life California Community College teaching credential in the subject to be authorized by the credential and has taught on a full-time equivalent basis the subject to be authorized by the credential in an accredited institution of higher education for the preceding 10 years. (Note: the Chancellor's Office of the California Community College has not issued credentials since June 1990.)
  - The candidate has taught on a full-time equivalent basis the subject or subjects to be authorized by the credential in an accredited four-year institution of higher education for the preceding 10 years.
  - The candidate has five years or more experience as a long-term substitute teacher or as a regular full-time teacher in kindergarten and grades 1 to 12. The experience has to be in a state or regionally accredited public or private school in California and the candidate must demonstrate knowledge and proficiency in the subject matter to be authorized by the credential.
  - The candidate must have at least 10 years of professional or vocational experience in the subject to be authorized by the credential.

The Commission may test the subject matter knowledge and proficiency of a candidate for a clear professional single subject credential who seeks to satisfy the minimum requirements under the experience requirements.

### **Comments.**

This bill is identical to the August 16, 1999 version of SB 151 (Haynes) which died in the Assembly Committee on Appropriations in the 1999-2000 legislative session. The Commission's last position was oppose.

**Pedagogy is not required to earn a professional clear credential.** Under this measure an individual could earn a professional clear single subject credential without learning how to successfully teach children. Applicants must only have some of the pedagogy required under existing law and comply with course requirements for a clear credential. However, this bill does not require course work or proven knowledge of curriculum design, delivery and evaluation, classroom management, instructional theory, methods of teaching to different abilities and for different subjects, child development, teaching to the state-adopted student academic standards, student assessment and working with parents. This knowledge is essential because research shows that effective teachers not only have a strong background in the subject(s) they teach but they also have the skills to help students learn the subject.

This measure would allow a long-term substitute teacher to earn a professional clear single subject credential after they have taught for five years. A substitute teacher's experience is not equivalent to completing a credential program or student teaching because they are not supervised at the same level and their

experience may not be evaluated. As a result, a substitute teacher would not be corrected even if they did not teach according to the K-12 academic standards or teach effectively.

Moreover, someone with a graduate degree or a professor who has been teaching for ten years may have the requisite knowledge, however, they may not know about child development and pedagogy. Teaching school age children is very different from teaching college students.

In addition to perhaps not having the necessary knowledge, skills, and abilities, to teach, someone with professional or vocational experience may not have the necessary knowledge or their knowledge may be out of date or not aligned with the new content standards.

**Measure is not aligned with standards.** This bill requires that the candidate earn a graduate degree in the subject to be authorized by the credential. Although a Masters or Doctoral degree shows mastery of a subject, the candidate's knowledge may not be aligned with the current K-12 standards. For example, a doctor in history may have an emphasis in Ancient Chinese history but may not have had sufficient education or training in American History.

**This bill does not provide for an induction program.** Beginning teachers who receive systematic support stay in teaching and improve their teaching skills at rates much higher than those without support. The new induction standards adopted by the Commission address the essential aspects of learning to teach and link teacher candidates to the realities of the classroom.

**SB 57 is a better alternative.** This bill targets the same population that would use SB 57 to earn a teaching credential. This bill was originally introduced more than two years before SB 57 was signed. SB 57 is more flexible, requires that all candidates met the same high standards, including pedagogy and subject matter, and is aligned with the K-12 academic content standards. Therefore, this bill is unnecessary.

### **Fiscal Analysis**

The Commission estimates significant one-time and recurring costs that it can not absorb to implement this bill. One-time costs would include promulgating regulations, training staff, and programming computers. Recurring costs would be related to the granting of the credential. The Commission estimates total one-time costs of \$164,000 and recurring costs of \$104,000 per 100 applicants.

### **Analysis of Relevant Legislative Policies by the Commission**

The following Legislative policy applies to this measure:

- 1. The Commission supports legislation which proposes to maintain or establish high standards for the preparation of public school teachers and**

other educators in California, and opposes legislation that would lower standards for teachers and other educators.

4. The Commission supports the maintenance of a thoughtful, cohesive approach to the preparation of credential candidates, and opposes legislation which would tend to fragment or undermine the cohesiveness of the preparation of credential candidates.

5. The Commission supports legislation which strengthens or reaffirms initiatives and reforms which it previously has adopted, and opposes legislation which would undermine initiatives or reforms which it previously has adopted.

#### **Organizational Positions on the Bill**

##### Support

No known support on this version of the bill.

##### Oppose

No known opposition on this version of the bill.

#### **Suggested Amendments**

The Commission is not proposing any amendments.

#### **Reason for Suggested Position**

**OPPOSE** – Commission staff recommends the Commission take an oppose position because this measure is inconsistent with the Governor’s initiatives to provide all of California’s public school children with fully prepared teachers and is incongruent with research on what makes a quality teacher.

# Commission on Teacher Credentialing

**March 6-7, 2002**

**AGENDA ITEM NUMBER: LEG-3**

**COMMITTEE: LEGISLATIVE COMMITTEE**

**TITLE: ANALYSIS OF H.R. 1  
NO CHILD LEFT BEHIND ACT**

       **Action**

  XXX   **Information**

**Strategic Plan Goal(s):**

**Continue effective and appropriate involvement of the Commission with policy makers on key education issues.**

**Prepared By:** \_\_\_\_\_ **Date:** 2/19/02  
**Anne L. Padilla, Consultant**  
**Office of Governmental Relations**

**Approved By:** \_\_\_\_\_ **Date:** 2/19/02  
**Linda G. Bond, Director**  
**Office of Governmental Relations**

**Authorized By:** \_\_\_\_\_ **Date:** 2/19/02  
**Sam W. Swofford, Ed.D.**  
**Executive Director**

## **No Child Left Behind Act (H. R. 1) Elementary and Secondary Education Act Reauthorization**

In September 2001, Commission staff presented an item summarizing the status of the reauthorization of the Elementary and Secondary Education Act (ESEA). This summary outlined the provisions of two bills, one introduced in the House of Representatives and the other in the United States Senate (H.R. 1 and S. 1, respectively) that sought to address the reauthorization. Since that time, Congress passed and the President signed into law a conference measure in the form of H.R. 1, the *No Child Left Behind (NCLB) Act*.

While the reauthorization does not directly impact the Commission, it will have far reaching implications for California schools, particularly those who rely on Title I funding. This agenda item outlines the general provisions of NCLB, summarizes teacher quality initiatives, provides specific information concerning the new statute's definition of "high quality" teachers and requirements for paraprofessionals, and reviews new resources for California.

### **No Child Left Behind Act—Overview**

The *No Child Left Behind Act* reauthorizes the Elementary and Secondary Education Act of 1965 (ESEA) providing extra resources for high-poverty schools. NCLB incorporates most of the major reforms proposed by President Bush in his framework for education, particularly in the areas of assessment, accountability, and school improvement. The new law requires States to develop standards and assessments in reading and math for all students in grades 3-8 by 2005-06, and in science for three grade levels by 2007-08. States must also participate biannually in the National Assessment of Educational Progress (NAEP) assessments. In addition, the statute authorizes grants to provide comprehensive reading instruction for children pre-kindergarten through third grade. Schools must use funds for activities that meet the statutory definition of "scientifically based research."

States must also provide annual adequate yearly progress (AYP) objectives disaggregated by student groups based on poverty, race and ethnicity, disability and limited English proficiency. States must ensure that all students reach proficiency in reading and math within 12 years.

The new law requires schools failing to make AYP for two consecutive years to develop improvement plans incorporating strategies from "scientifically based research." Schools that do not improve would be subject to specified actions ranging from offering alternative public school choice options to State takeover.

The *No Child Left Behind Act* represents the federal governments single largest investment in public education, committing over \$22.1 billion in elementary and secondary education; a 27 percent increase over last year.

A detailed analysis of NCLB is provided in Attachment A, *Elementary and Secondary Education: Reconsideration of the Federal Role by the 107<sup>th</sup> Congress*, an issue brief by the Congressional Research Service.

### **Teacher Quality Initiatives**

Title II of the NCLB authorizes a new State formula grant program that combines the Eisenhower Professional Development State Grants and Class-Size Reduction programs into one program that focuses on preparing, training, and recruiting high-quality teachers. It allows schools increased flexibility to allocate funds among professional development, class-size reduction, and other teacher quality activities without the requirements that are in current law. In addition, Title II authorizes:

- State funds to be used to reform teacher and principal certification/licensing requirements, alternative routes to State certification, teacher and principal recruitment and retention initiatives, reforming tenure systems, teacher testing, and merit pay;
- Local funds to be used for teacher and principal recruitment and retention initiatives, signing bonuses and other financial incentives, teacher and principal mentoring, reforming tenure systems, merit pay teacher testing, and pay differential initiatives;
- The U.S. Secretary for Education to use funds to:
  1. Establish a national teacher recruitment campaign;
  2. Establish a National Panel on Teacher Mobility to study strategies for increasing mobility and employment opportunities for highly qualified teachers; and
  3. Offer competitive grants to state and local agencies to recruit and train principals and assist principals, support teachers seeking advanced certification or advanced credentialing, and to improve the knowledge and skills of early childhood educators, as specified.
- The Troops to Teachers Program to assist eligible members of the Armed Forces to obtain teacher certification or licensure and to facilitate their employment into high need areas;
- “Transitions to Teaching,” competitive five-year grants for programs to recruit and retain highly qualified mid-career professionals and recent college graduates as teachers in high-need schools, including recruiting teachers through alternative certification routes;
- A separate Math and Science Partnership competitive grant program.

### **“High Quality” Teachers**

Beginning with the 2002-03 school year, the NCLB requires local education agencies using Title I funds to ensure that newly hired teachers are “highly qualified.” By 2005-06, all teachers in core academic subjects must be “highly qualified.” “Highly qualified” is defined in Section 9101 as follows:

23) *HIGHLY QUALIFIED*- The term ‘highly qualified’--

    (A) when used with respect to any public elementary school or secondary school teacher teaching in a State, means that--

*`(i) the teacher has obtained full State certification as a teacher (including certification obtained through alternative routes to certification) or passed the State teacher licensing examination, and holds a license to teach in such State, except that when used with respect to any teacher teaching in a public charter school, the term means that the teacher meets the requirements set forth in the State's public charter school law; and*

*`(ii) the teacher has not had certification or licensure requirements waived on an emergency, temporary, or provisional basis;*

*`(B) when used with respect to--*

*`(i) an elementary school teacher who is new to the profession, means that the teacher--*

*I) holds at least a bachelor's degree; and*

*`(II) has demonstrated, by passing a rigorous State test, subject knowledge and teaching skills in reading, writing, mathematics, and other areas of the basic elementary school curriculum (which may consist of passing a State-required certification or licensing test or tests in reading, writing, mathematics, and other areas of the basic elementary school curriculum); or*

*`(ii) a middle or secondary school teacher who is new to the profession, means that the teacher holds at least a bachelor's degree and has demonstrated a high level of competency in each of the academic subjects in which the teacher teaches by--*

*(I) passing a rigorous State academic subject test in each of the academic subjects in which the teacher teaches (which may consist of a passing level of performance on a State-required certification or licensing test or tests in each of the academic subjects in which the teacher teaches); or*

*(II) successful completion, in each of the academic subjects in which the teacher teaches, of an academic major, a graduate degree, coursework equivalent to an undergraduate academic major, or advanced certification or credentialing;*

While it appears that secondary teachers can meet the definition of “highly qualified” by an approved program option, it seems that this option is not available to newly hired elementary school teachers. The California Department of Education will be seeking clarification of this and other issues during the regulatory process.

### **New Requirements for Paraprofessionals**

Under the NCLB, all new paraprofessionals paid with Title I funds must have a high school diploma and have:

1. completed at least two years of college;
2. obtained an associate's (or higher) degree; or
3. met a rigorous standard of quality and can demonstrate, through a formal State or local academic assessment:
  - a) knowledge of, and the ability to assist in instructing, reading, writing and mathematics; or
  - b) knowledge of, and the ability to assist in instructing, reading readiness, writing readiness, and mathematics readiness, as appropriate.

By 2005-06, all paraprofessionals must meet the above criteria except for specific exemptions provided for paraprofessionals involved in translation and parental involvement activities.

In addition, paraprofessionals are restricted to assisting in the following areas: one-on-one tutoring; classroom management, computer laboratory; parental involvement; library or media center; translation or instructional services under the direct supervision of a teacher.

The NCLB contains specific prohibitions against using funds to plan, develop, implement or administer any mandatory national teacher or paraprofessional test or certification.

### **New Resources for California**

The new statute provides the following resources to California:

- Overall increase in federal education funding to \$5.4 billion—nearly \$836 million more than last year;
- Increased Title I funding to \$1.7 billion—approximately \$410 million more than last year;
- \$333.5 million to train and retain skilled educators;
- \$132.9 million for Reading First to ensure that children learn to read at or above grade level by the third grade;
- \$28.9 million for school districts for student assessments;
- \$61.2 million for drug-free and safe schools;
- \$41.4 million for after-school programs for at-risk children.

## **AB 75 Principal Training Program**

### **Summary and Status**

#### **February 19, 2002**

#### **Background**

AB 75 (Steinberg, Chapter 697 2001) establishes the Principal Training Program to provide professional development training to school-site. The measure provides authorization to, and incentive funding for, Local Education Agencies (LEAs) to provide the training and requires the State Board of Education (SBE) to develop criteria for the approval of training providers, in consultation with the Commission on Teacher Credentialing (Commission) and other experts. In addition to state funding of \$15 million, the Gates Foundation has provided incentive matching funds for AB 75 professional development efforts in the amount of \$18 million. Funding is sufficient to prepare all principals and vice-principals over a three-year period. Finally, the measure authorizes the Commission to approve an AB 75 training program as meeting a portion or all of the requirements to fulfill the standards for a professional clear administrative services credential.

#### **Current Status**

The SBE convened an advisory group of principals, district administrators, and other experts to develop and review the criteria for the approval of training providers (Attachment 1). The Advisory Group met several times between October 2001 and January 2002 to develop and refine the criteria and requirements. On February 7, 2002 the SBE approved the draft criteria and requirements for the approval of training providers (technical amendments and additional detail from the Sacramento County Office of Education pending). SBE staff estimate that the criteria will be finalized by the end of March 2002. The California Department of Education, in conjunction with the SBE will be responsible for coordinating the release of the request for proposals and development of an implementation schedule. Pursuant to legislative intent, priority for the use of AB 75 and related funding will be given to key administrative staff in "low-performing" and "hard-to-staff" schools.

#### **Summary of Draft Requirements and Criteria**

The draft criteria and requirements are grounded in the SBE adopted K-12 academic content standards and curriculum framework with the ultimate goal of improving student academic achievement. Thus, the AB 75 criteria were developed with the clear expectation that training providers focus all training on improving student achievement through the..."thoughtful implementation of standards-based instruction, curriculum frameworks, instructional materials and the use of pupil assessment instruments"<sup>1</sup>.

AB 75 training providers will be expected to design programs to fit the needs of individual local education agencies (LEAs), schools, and principals and differentiate the training program options to address various levels of principal experiences, current competencies and prior training. In cases where there is substantial evidence that an individual principal has already mastered the basic (and advanced, if available) content being offered by the provider, the individual principal

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<sup>1</sup> SBE AB 75 Draft Criteria

may waive out of the training module(s) offered by the provider and instead participate in an alternative course of professional development. It is the responsibility of the LEA, in consultation with the provider and the individual, to determine an alternative course of professional development that is equal in time duration and rigor to the standard training. The requirements for individual principals to waive out of the standard training offered by the providers and proceed into an alternative course of professional development are detailed in the SBE draft criteria.

AB 75 requires that principals receive training in the following content areas, identified in subsection 44511(a):

- (1) School financial and personnel management.
- (2) Core academic standards.
- (3) Curriculum frameworks and instructional materials aligned to the state academic standards.
- (4) The use of pupil assessment instruments, specific ways of mastering the use of assessment data from the Standardized Testing and Reporting Program and school management technology to improve pupil performance.
- (5) The provision of instructional leadership and management strategies regarding the use of instructional technology to improve pupil performance.
- (6) Extension of the knowledge, skills and abilities acquired in the preliminary administrative preparation program that is designed to strengthen the ability of administrators to serve all pupils in the school to which they are assigned.

AB 75 content areas (a) (1) through (6) are required by law. AB 75 content area (b), below, is optional.

(b) The additional instruction and training areas that may be considered to improve pupil learning and achievement based upon the needs of participating schoolsite administrators include pedagogies of learning, motivating pupil learning, collaboration, conflict resolution, diversity, parental involvement, employee relations and the creation of effective learning and workplace environments.

The draft criteria specifies that training for the AB 75 content areas will be provided in two phases, an Institute and a Follow-Up Practicum. The entire training program is divided into 3 modules aligned with general competencies. Each module includes guidelines for both the Institute phase and the Follow-Up Practicum phase. The Follow-Up Practicum offers significant opportunities for individualization and mentoring follow-up activities should be tailored to the appropriate to the skill level and experience of the individual. The three modules are defined as follows:

**Module 1: Leadership & Support of Student Instructional Programs**

Module 1 should emphasize the knowledge and actions required to lead and assist teachers in fully implementing the standards-based instructional programs approved by the local school board; and to plan, monitor and act on assessment data for improving instruction and student achievement.

**Module 2: Leadership & Management for Instructional Improvement**

Module 2 should clearly focus on the elements necessary to align monetary and human resources to appropriate priorities to support and monitor effectiveness of instruction and improvement on student achievement.

**Module 3: Instructional Technology to Improve Pupil Performance**

Module 3 should focus on technology applications, which link and support Module 1 and Module 2 in addition to serving a key role for process and system-wide improvements. Under the special funding and program considerations detailed by the Gates Foundation, technology will not be merely a stand-alone component of the training, but will be embedded throughout the training as a tool to support the principal's work as an instructional leader.

The requirements for the breadth and depth of the training curriculum for the modules is further detailed in the SBE draft criteria.

Providers may apply for approval to provide training in one or more modules and can only provide training for modules for which the SBE has approved them. LEAs can use an external provider for one or two modules, and apply to be their own provider for the remaining module(s). This will enable LEAs to create an effective program using a team of providers each with focused expertise and quality track records.

It is important to note that in order for schools to receive funding under AB 961 (Steinberg and Vasconcellos 2001), the High Priority Grant Program for Low Performing Schools, all principals in low-performing schools must participate in AB 75 training. Therefore, those principals may be required to complete preliminary requirements, professional clear requirements and AB 75 training, unless the Commission recognizes AB 75 training as equivalent, under new standards, to the professional clear credential requirements.

## AB 75 Principal Training Program Advisory Group

Dave Gordon	Superintendent, Elk Grove Unified School District
Angela Addiego	Principal, Belle Air Elementary School, San Bruno Park School District
Doris Alvarez	Principal, Pruess Charter School, San Diego Unified School District
Rowland Baker	Director, Technology Information Center for Administrative Leadership (TICAL) Santa Cruz County Office of Education
Linda Bond	Director, Office of Governmental Relations, California Commission on Teacher Credentialing
Genaro Carapia District	Principal, 4th Street Elementary School, Los Angeles Unified School District
Paul Disario	Associate Superintendent, Business Services, San Juan Unified School District
Betsy Eaves	Director, K-12 English Language Arts Educational Leadership, Teacher Education and Professional Development, University of California, Office of the President
Dan Katzir	Director of Program Development, The Broad Foundation
Richard Navarro	Dean, College of Education and Integrative Studies, California State Polytechnic University, Pomona
Marjorie Thompson	Education consultant, Retired Principal, Kelso Elementary, Inglewood Unified School District.

*Ex officio members:*

Joni Samples representative	Superintendent, Glenn County Office of Education, CCSESA
Jay Schenirer	Office of the Secretary of Education

*California Department of Education Staff:*

Bill Vasey, Director of Curriculum Development and Professional Support  
Tom Lugo, Manager, Professional Development Unit

## REPORT ON THE WORKING GROUP REPORTS SUBMITTED TO THE JOINT COMMITTEE TO DEVELOP A MASTER PLAN FOR EDUCATION – KINDERGARTEN THROUGH UNIVERSITY

**Summary.** This agenda item summarizes the history and vision of the Master Plan Committee and describes the Governance and Professional Personnel Development Working Groups' key recommendations.

**Background.** An intersegmental Survey Team in 1959 crafted the original Master Plan for Higher Education in response to legislative direction. The Master Plan shaped the missions of the University of California, the California State University, and the Community Colleges, and continues to serve as the foundation for California's system of public postsecondary education. The Master Plan was reexamined in 1973, 1987, 1989, and 1994.

In 1999, the Legislature established the Master Plan Committee which articulated the following vision for California's kindergarten through university education system:

*California will develop and maintain a cohesive system of first-rate schools, colleges, and universities that prepares all students for transition to and success in the next level of education, the workforce, and general society, and that is responsive to the changing needs of the state and its people.*

Recognizing the magnitude of this endeavor which is intended to address not only higher education but also K-12, the Master Plan Committee created seven focused working groups of practitioners, researchers, and other stakeholders within and outside of education to develop specific recommendations for the Master Plan Committee's consideration. The Master Plan Committee plans to approve a Master Plan at the end of August 2002.

### **Working Groups' Key Recommendations**

#### Governance Working Group Recommendations

The Governance Working Group addressed the education system's ability to meet its expectations and solve problems within its structure. Specifically, it addressed which official or entities should make and carry out which decisions and within which structure.

The Governance Working Group made the following key recommendations.

- The law should be changed to allow the Governor to appoint a Chief State Schools Officer to establish learning expectations, provide an accountability system, apportion resources, and to serve as the Director of the Department of Education.

However, a minority position within the Working Group favored continuing to have an independent elected Superintendent of Public Instruction.

- The Governor should be accountable for all state-level K-12 education agencies. The Working Group did not reach any conclusions with respect to agencies other than the Department of Education, such as the California Commission on Teacher Credentialing. (The Commission on Teacher Credentialing is already part of the Executive Branch and accountable to the Governor).
- The executive director and staff of the State Board of Education should be eliminated.
- The State Board of Education members should be drawn from and represent distinct geographical regions and limited to making policy.
- An independent agency should be identified to collect K-16 data, including cross-segmental and cross-level data.

#### Professional Personnel Development Working Group Recommendations

The Master Plan Committee established a Professional Personnel Development Working Group to provide recommendations to achieve the following goals:

- Every student will have the opportunity to learn from a fully qualified teacher or faculty member.
- The State will ensure a sufficient supply of teachers, faculty, and administrators with the qualifications necessary to promote student learning.

The Professional Personnel Development Working Group made the following key recommendations.

- The State should coordinate all K-12 professional development, including the California Commission on Teacher Credentialing's activities.
- An independent agency should collect data on teaching and school administration and evaluate programs and initiatives.
- The State should use a unique but confidential identifier in collecting teacher data and the independent data collection entity should collect and analyze the data.
- The State should study district resources available for teacher compensation and if some districts intentionally hire emergency permit teachers over fully qualified credential holders to cut personnel costs.

- The State should phase out the use of emergency permits within five to ten years and identify appropriate uses for emergency permits.
- School districts should eliminate the use of emergency permits in the lowest performing schools (decile 1 and 2 of the Academic Performance Index).
- Teachers serving on emergency permits should be enrolled in the Pre-Internship program. All uncredentialed teachers should be hired as pre-interns and supported to complete preparation as soon as possible.
- The State should stop expanding the numbers of teachers on emergency permits by prohibiting the hiring of student teachers before they complete their professional preparation.
- The State should focus resources on hard to staff and high poverty schools.
- The State should ensure that teacher preparation, induction and ongoing professional development include a focus on teaching in urban settings and teaching children who bring particular challenges to the learning environment. The Working Group understands not all teaching assignments are in urban or difficult to teach settings but considers it essential that teachers coming into the workforce have the ability to work in challenging circumstances.
- The community colleges' role in teacher preparation should be enhanced. The Working Group recommends that the Master Plan call for the development of teaching academies at high schools and community colleges that focus on recruiting future teachers from underrepresented groups.
- The Working Group recommends the CSU remove the policy that allows only six community college units of "teacher education" to be transferred to a CSU.
- The State should establish a career ladder for teachers that enable exceptional teachers to stay in the classroom.
- Teacher salaries should be competitive with other professions for both new and experienced teachers.
- A school culture should be created where teachers assume leadership roles in school decision-making, where collaboration occurs on a regular basis, professional development is ongoing, and where new teachers are supported.
- The current status of accomplished veteran teachers must change to accommodate additional roles and responsibilities associated with providing professional development to others such as mentoring, coaching, supervising student teachers, serving as professional growth advisors, and serving as adjunct faculty in higher education.

- The State should provide incentive funding to school districts to create career ladders, subject to local collective bargaining, that reward teachers for demonstrated knowledge, expertise and effective practice. Education regulations which reserve certain duties for administrators (such as evaluation of teachers) could be changed under this system to allow teachers to take on some of those responsibilities.
- The Legislature could create an advanced teaching credential that recognizes exceptional teaching and authorizes advanced services in instructional leadership within schools. Such a credential would serve as a mid-range certification of advanced competence, where the basic teaching credential certifies initial competence, and National Board Certification is the highest level of recognition for teaching excellence.
- Local school districts and higher education institutions should develop partnerships to recruit, prepare, and train quality principals. School districts and higher education institutions must work closely together to identify and recruit promising leadership candidates and adequately prepare them with meaningful field-based training.
- Principals' initial training, induction, and early support should be mentor guided, district-specific and based on the California Professional Standards for Educational Leadership.
- CSU faculty in collaboration with school district personnel should develop and implement an outcomes-based curriculum for potential administrators using current standards. An evaluation component would systematically measure the program's effects on individual administrators and their schools and districts.
- The California Commission on Teacher Credentialing should overhaul the existing administrative credential structure consistent with AB 75. The Commission should allow administrators in training to apply participation in this program toward the requirements for earning an administrative credential. Preparation to serve as a school administrator should include maximum field based training and mentoring, and be based on the California Professional Standards for Educational Leadership.
- Administrator preparation should take place in the school setting and in seminars and demonstrations where candidates are given opportunities to practice and apply sound instructional leadership models.
- Funds should be provided on a competitive basis to low-performing schools to try different administrative models.
- The State should explore alternative administrative structures such as co-principalships, where the principal focuses on instructional leadership, and the co-principal focuses on other managerial tasks such as plant management and student discipline.

- The highest priority for additional support should go to the least experienced principals in low performing schools.
- New and expanded high quality education doctorate programs should be developed in the public sector in collaboration with K–12 educational leaders and community colleges.
- UC and CSU should report annually on education doctorate progress, accountability mechanisms, student satisfaction, and accreditation status.

**Upcoming Working Group Presentations to the Joint Committee.**

March 6, 2002	Report of the Citizens Advisory Working Group on School Readiness
March 7, 2002	Report of the Citizens Advisory Working Group on Student Learning
March 12, 2002	Report of the Citizens Advisory Working Group on Finance and Facilities
March 18, 2002	Report of the Citizens Advisory Working Group on Emerging Modes of Delivery, Certification, and Planning
March 20, 2002	Report of the Citizens Advisory Working Group on Workforce Preparation and Business Linkages

## **Proposed Changes to Title 5 Section 80043 Pertaining to the Eminence Credential Application Appeal and Denial Process**

February 15, 2002

### **Summary**

At the February 2002 Commission meeting, staff presented proposed changes to Title 5 Section 80043 pertaining to the Eminence Credential Application Appeal and Denial Process. This proposed change would require school districts requesting reconsideration of a staff denial of an eminence application to present new evidentiary material relevant to the reason(s) for denial.

### **Fiscal Impact**

There is no fiscal impact.

### **Policy Issues to be Resolved**

Should the Commission approve the proposed changes that require school districts to submit additional information when requesting reconsideration of eminence credential denial?

### **Staff Recommendation**

Staff recommends that the Commission approve the proposed changes to the California Code of Regulations, Title 5, Section 80043, pertaining to the Eminence Credential Appeal and Denial Process and direct staff to begin the rulemaking file for submission to the Office of Administrative Law and schedule a public hearing.

### **Background**

At the November 2001 Commission meeting, the Commission discussed various proposed changes to the eminence credential appeal and denial process. Under the current process, an employing school district may appeal staff's denial of an eminence credential solely upon request and not based on the merits of the denial.

At the February 2002 Commission meeting, staff presented an information item that introduced proposed regulatory language changing the appeal and denial process. The proposed language required that school districts requesting reconsideration of a staff denial of an eminence application present new evidentiary material relevant to the reason(s) for denial that was not available at the time the application was initially submitted to the Commission. If upon evaluation of this additional material, staff found no new evidence to support the applicant's eminence, staff would place the district eminence applications on a Commission consent calendar with a recommendation for final denial.

It was the consensus of the Commission that staff present the proposed regulatory language at the March 2002 Commission meeting for review and action.

### **Proposed Changes to Title 5 Regulations**

Section 80043.(c)(2)(A)—Language is added to require additional, relevant supporting information be submitted by a school district when requesting reconsideration of a staff denial.

Section 80043.(c)(2)(B)—Language is added allowing staff to forward previously denied eminence applications to the Commission that now appear to meet the Commissions definition of eminence.

Section 880043.(c)(2)(C)—Language is added that provides Commission consent calendar process for final denial of a school districts eminence application.

**§ 80043. Statement of Employment and Verification of Qualifications.**

- (a) When considering an application for an Eminence Credential, the Commission shall be guided by the following definition of an eminent individual: The eminent individual is recognized as such beyond the boundaries of his or her community, has demonstrably advanced his or her field and has been acknowledged by his or her peers beyond the norm for others in the specific endeavor. The employing school district shall demonstrate how the eminent individual will enrich the educational quality of the school district and not how he or she will fill an employment need.
- (b) Pursuant to Section 44262 of the Education Code, issuance of an Eminence Credential shall be based upon a recommendation from the governing board of the school district, a statement of employment, submission of the fee(s) established in Section 80487 and a verification of the applicant's eminence qualifications.
  - (1) The Statement of Employment in the district shall include the proposed assignment of the credential applicant, and a certification of the intention of the district to employ the applicant if granted an Eminence Credential.
  - (2) The verification of eminence qualifications of an applicant for an Eminence Credential shall include:
    - (A) Recommendations, which may be from, but need not be limited to, the following: professional associations; former employers; professional colleagues; any other individuals or groups whose evaluations would support eminence; and
    - (B) Documentation of achievement, which may include, but need not be limited to, the following: advanced degrees earned; distinguished employment; evidence of related study or experience; publications; professional achievement; and recognition attained for contributions to his or her field of endeavor.
  - (3) The Commission shall provide notice to the public of those individuals for whom it is considering issuing Eminence Credentials. Any association, group, or individual may provide the Commission with a written statement regarding the qualifications of an individual under consideration for an Eminence Credential.
- (c) The Commission may assign certification staff the authority to review eminence applications to determine if an individual meets the definition of eminence pursuant to Section 44262 of the Education Code and (a) above.
  - (1) If staff concludes an applicant meets the definition, staff shall forward the application to the Commission for review and action at the next available meeting.
  - (2) If staff concludes an applicant does not meet the definition, staff shall deny the application.
    - (A) If the staff denies an application for eminence, the employing school district requesting the Eminence Credential ~~may request the Commission to a review the staff decision.~~ may request that staff reconsider its determination upon submission of new evidentiary material relevant to the reason(s) for denial, that were not available at the time the application was initially submitted to the Commission.

- (B) ~~If the Commission takes action to hear the school district's application, it will be scheduled for a subsequent meeting when the Commission votes to grant or deny the Eminence Credential.~~ If staff determines that, based on the new supporting information, the applicant now meets the definition of eminence, staff shall forward the application to the Commission for review and action at the next available Commission meeting.
- (C) If upon review of the new supporting information, staff determines that there is no new evidence that provides additional support of the applicant's eminence, the district's eminence application will be placed on the Commissions consent calendar with a staff recommendation for denial.

NOTE: Authority Cited: Section 44225, Education Code. Reference: Section 44262, Education Code.

# Teachers Meeting Standards for Professional Certification in California Third Annual Report

## Executive Summary

This report is provided in response to Assembly Bill 471 (Scott, Chapter 381, Statutes of 1999) signed by Governor Davis effective January 1, 2000. AB 471 requires that the California Commission on Teacher Credentialing report to the Governor and the Legislature each year on the number of teachers who received credentials, certificates, permits and waivers. The report includes the type and number of documents issued authorizing service to teach in California public schools or schools under public contract for fiscal year 1999-00.

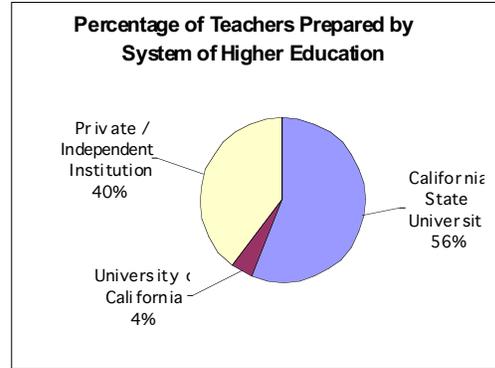
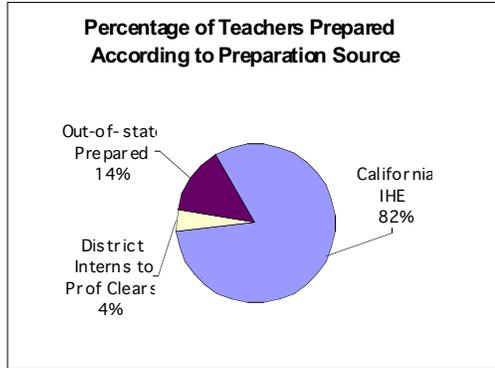
### Teaching Credentials

The following table lists the teaching credentials issued to individuals during fiscal year 1999-00 on the basis of a recommendation of a California Institution of Higher Education (IHE), a school district with an approved district internship program, or upon completion of an equivalent teacher preparation program from another state. The data represents those individuals who had not previously held any type of certification (first-time), or who had previously held another type of certification such as an emergency permit or other type of credential (new-type). For definition purposes, a multiple subject teaching credential authorizes service in a self-contained classroom such as classrooms in most elementary schools, while a single subject teaching credential authorizes service in departmentalized classes such as those in most middle and high schools, and the Education Specialist credential authorizes service in special day classes.

<u>Certification Route</u>	<u>Multiple Subject</u>	<u>Single Subject</u>	<u>Education Specialist</u>	<u>Totals</u>
California Institution of Higher Education Recommended	11,013	4,748	1,794	17,555
District Internships Recommended for Professional Clears	587	85	31	703
Out-of-state Prepared	1,918	1,658	288	3,864
<b>Totals</b>	<b>13,518</b>	<b>6,491</b>	<b>2,113</b>	<b>22,122</b>

### Teacher Preparation Sources

California Institutions of Higher Education prepared by far the most teachers in 1999-00, but other sources such as school district programs accredited by the Commission and teachers prepared in other states contributed to the overall number. (Recent efforts to remove barriers to teachers prepared in other states have shown a positive effect and are anticipated to further increase the number of teachers recruited from other states.) The following chart shows the percentage of teachers prepared according to the preparation source. The second chart shows percentage of teachers prepared through the three California systems of higher education: California State University; University of California; and Independent Colleges and Universities.



### Internship Credentials and Certificates

The following table lists the number of IHE internship credentials, district internship credentials, and pre-internship certificates issued during fiscal year 1999-00. Internship credentials are issued for two years and not renewable, while pre-internship certificates are issued for one year and may be renewed for one additional year. All internship documents are restricted to the employing agency.

<u>Certification Route</u>	<u>Multiple Subject</u>	<u>Single Subject</u>	<u>Education Specialist</u>	<u>Totals</u>
California Institution of Higher Education Internships	1,809	473	275	2,557
District Internships	710	126	19	855
Pre-Internship Certificates	2,987	760	395	4,142
<b>Totals</b>	<b>5,506</b>	<b>1,359</b>	<b>689</b>	<b>7,554</b>

### Teaching Permits, and Waivers

The following table lists the number of emergency permits and waivers issued to individuals during fiscal year 1999-00. These documents are issued for one year or less and restricted to the employing agency. The data includes first-time, new-type, and reissuances.

<u>Certification Route</u>	<u>Multiple Subject</u>	<u>Single Subject</u>	<u>Education Specialist</u>	<u>Totals</u>
Emergency Permits	17,419	10,730	6,158	34,307
Waivers	300	525	1,895	2,720
<b>Totals</b>	<b>17,719</b>	<b>11,255</b>	<b>8,053</b>	<b>37,027</b>

## Credentials Issued During Fiscal Year 1997-98 through 1999-00

The following tables give a three-year comparison of the number of credentials issued by type for fiscal years 1997-98 through 1999-00.

### Total Teaching Credentials Issued per Fiscal Year by Type

	<u>1997-98</u>	<u>1998-99</u>	<u>1999-00</u>
Multiple Subject	15,774	15,650	16,037
Single Subject	6,798	6,950	7,090
Education Specialist	2,161	2,599	2,407
<b>Totals</b>	<b>24,733</b>	<b>25,199</b>	<b>25,534</b>

### Multiple Subject Teaching Credentials

<u>Certification Route</u>	<u>1997-98</u>	<u>1998-99</u>	<u>1999-00</u>
California Institution of Higher Education Recommended	10,710	10,440	11,013
California Institution of Higher Education Internships	1,271	1,696	1,809
District Internships Recommended for Professional Clears	322	434	587
District Internships	724	857	710
Out-of-state Prepared	2,747	2,223	1,918
<b>Totals</b>	<b>15,774</b>	<b>15,650</b>	<b>16,037</b>

### Single Subject Teaching Credentials

<u>Certification Route</u>	<u>1997-98</u>	<u>1998-99</u>	<u>1999-00</u>
California Institution of Higher Education Recommended	4,499	4,648	4,748
California Institution of Higher Education Internships	373	464	473
District Internships Recommended for Professional Clears	71	58	85
District Internships	90	146	126
Out-of-state Prepared	1,765	1,634	1,658
<b>Totals</b>	<b>6,798</b>	<b>6,950</b>	<b>7,090</b>

**Education Specialist Teaching Credentials**

<b><u>Certification Route</u></b>	<b><u>1997-98</u></b>	<b><u>1998-99</u></b>	<b><u>1999-00</u></b>
<b>California Institution of Higher Education Recommended</b>	1,553	1,899	1,794
<b>California Institution of Higher Education Internships</b>	263	298	275
<b>District Internships Recommended for Professional Clears</b>	0	16	31
<b>District Internships</b>	20	27	19
<b>Out-of-state Prepared</b>	325	359	288
<b>Totals</b>	<b>2,161</b>	<b>2,599</b>	<b>2,407</b>

**Time Period of Data Provided**

This report provides the required data for the reporting period of the full 1999-00 school year. Section 80440(c) of Title 5 of the California Code of Regulations allows the Commission to honor the requested issuance date of a credential provided that the application is submitted to the Commission no more than four months following that date. Further, Section 80443 allows the Commission 75 working days to process the application after it is received. For this reason, the school year of 1999-00 is the latest year for which complete reporting of the processed applications is available

**Recent Legislation**

Recent Legislation (SB 299, Scott, 2001, Chaptered 342) changed the Commission's reporting date for this information from January 10 to April 15 each year. This allows the Commission to issue a more up-to-date report. The 2000-2001 data will be presented at the April Commission meeting.

The full report may be found on the Commission's web page at [www.ctc.ca.gov](http://www.ctc.ca.gov) under "Reports."

## **BACKGROUND**

As previously scheduled on the Commission's quarterly agenda calendar, staff is presenting the Commission's actual revenue and expenditure data for the second quarter of Fiscal Year (FY) 2001-02.

## **SUMMARY**

The attached charts depict the Commission's revenue and expenditure balances as of December 31, 2001. The following comments provide explanations for certain key points:

### *Chart 1 – Revenues*

- All revenue percentages were calculated as a ratio of the actual revenue collected compared to the amounts projected in the 2002-03 Governor's Budget.
- The revenue received and deposited in the Teacher Credentials Fund (0407) for FY 2001-02 is aligned with the projections in the 2002-03 Governor's Budget.
- Revenues collected and deposited in the Test Development and Administration Account (0408) include all funds received as of December 31, 2001.

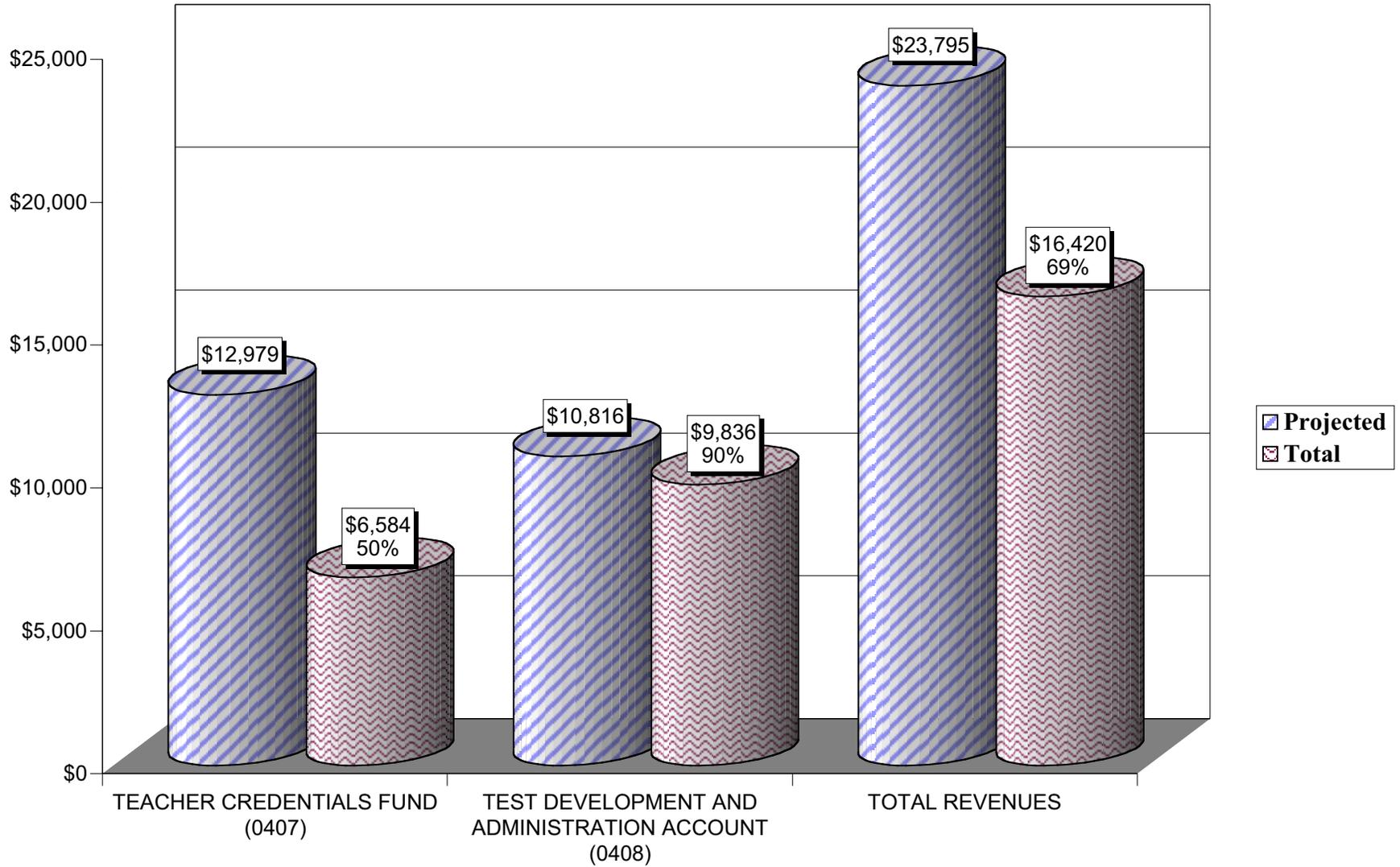
### *Chart 2 - Expenditures*

- "Personal Services" costs expended are in comparison with the budgeted amounts.
- The total "Operating Expenses and Equipment" expenditures include actual expenditures plus encumbrances (expenses that the Commission has obligated itself to spend at a future date).

Staff is available to answer any questions the Commissioners may have.

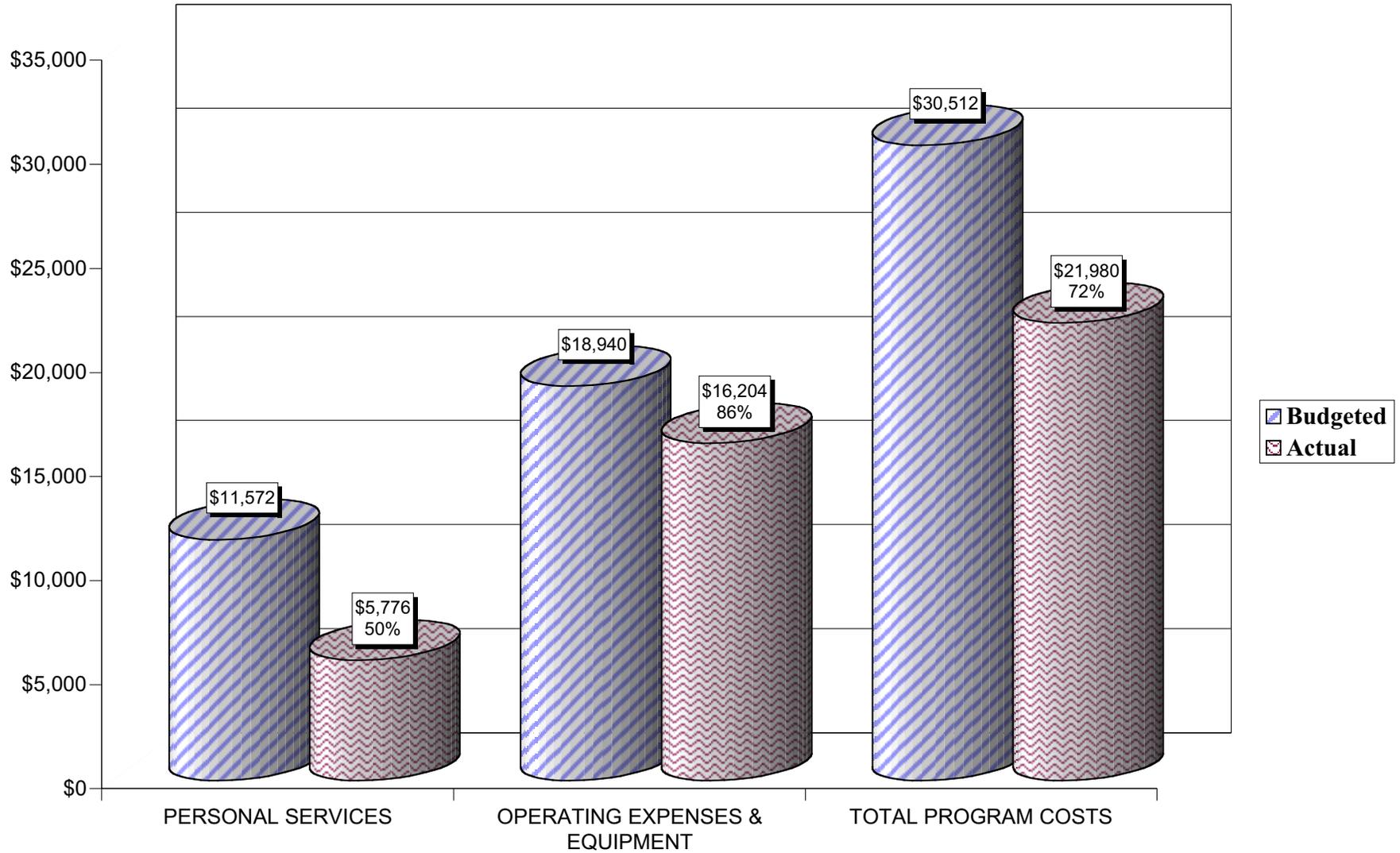
**Commission on Teacher Credentialing**  
**Quarter Ending**  
**December 31, 2001**  
**(Amounts in Thousands)**

**Chart 1 - Revenue**



**Commission on Teacher Credentialing**  
**Quarter Ending December 31, 2001**  
**(Amounts in Thousands)**

**Chart 2 - Expenditures**



## **BACKGROUND**

Each year, the Legislative Analyst's Office (LAO) publishes its review of the Governor's Budget. This agenda item is intended to provide Commissioners with information about the results of that for the succeeding fiscal year.

## **SUMMARY**

In this year's review, the LAO presented findings and recommendations to the Legislature regarding the Commission's proposed budget for the 2002-03 fiscal year. These recommendations have been highlighted below:

1. Eliminate the first-time credential fee waiver program, with a loss of about \$1.5 million from General Fund in offset money along with policy support for reinstating the application fee. [See Attachment Commission on Teacher Credentialing (6360), Page 13.]
2. Consolidate the Commission's Paraprofessional, Pre-Intern, Intern, Math Initiative Programs into an 18-program "block" grant (including Beginning Teacher Support and Assessment) to be administered by the California Department of Education. (See Attachment Teacher Support and Development, Page 16.)
3. Consolidate the Governor's Teaching Fellowships Program, currently administered by the California State University Chancellor's Office, with the existing Assumption Program of Loans for Education Program currently administered by the California Student Aid Commission (CSAC). Since CSAC would assume responsibility for monitoring the employment status of the fellowship recipients, the LAO is also recommending the elimination of the one General Fund-supported staff position in the Certification, Assignments, and Waivers Division that is currently assigned to the Fellowship program. (See Attachment California State University (6610), Page 27.)

These recommendations will be formally considered in Legislative budget hearings that will commence in March 2002.

Staff is available to answer any questions the Commissioners may have.



Legislative Analyst's Office

# Analysis of the 2002-03 Budget Bill

## Commission on Teacher Credentialing (6360)

The Commission on Teacher Credentialing (CTC) was created in 1970 to establish and maintain high standards for the preparation and licensing of public school teachers and administrators. The CTC issues permits and credentials to all classroom teachers, student services specialists, school administrators, and child care instructors and administrators. In total, it issues more than 100 different types of documents.

The Governor's budget includes a total of \$72 million for CTC. This is \$16 million, or 18 percent, less than CTC's budget for the current year. Of CTC's total budget, \$46 million is from the General Fund (Proposition 98) for five local assistance programs generally directed at getting more certificated teachers into public schools. The budget also includes \$1.7 million from the General Fund (non-Proposition 98) for state operations. In addition, the CTC expects to receive \$14 million from the Teacher Credentials Fund (TCF). The CTC currently charges \$55 million for the issuance and renewal of a teaching credential. The revenue it collects from this credential fee is deposited into the TCF. Additionally, CTC expects to receive \$10 million from the Test Development and Administration Account (TDAA). The CTC administers a number of examinations, including the California Basic Educational Skills Test, for which it charges \$41, and the Reading Instruction Competence Assessment, for which it charges \$122. It deposits revenue collected from these test fees into the TDAA. The CTC uses funds from the TCF and TDAA primarily for covering operating expenses.

### Major General Fund Budget Proposals

Figure 1 lists the Governor's major General Fund budget proposals. The Governor's budget proposes to reduce General Fund spending by \$12 million, or 20 percent, from the current year.

<b>Figure 1 Commission on Teacher Credentialing General Fund Budget Proposals</b>				
<i>(Dollars in Millions)</i>				
	2001-02	2002-03	Change from 2001-02	
			Amount	Percent
<b>State Operations</b>				
Teacher Credential Fee Buyout Program	\$1,650	\$1,575	-\$75	-5%
Teacher Credentialing Service Improvement Project	1,200	—	-1,200	-100
Governor's Teaching Fellowships	79	66	-13	-16
Paraprofessional Training Program	60	51	-9	-15
Adjustments	-25	—	25	-100
Subtotals	(\$2,964)	(\$1,692)	(-\$1,272)	(-43%)
<b>Local Assistance—Proposition 98</b>				
Internship Teaching Program	\$31,800	\$25,600	-\$6,200	-19%
Pre-Internship Teaching Program	11,800	11,800	—	—
Paraprofessional Training Program	11,478	7,478	-4,000	-35
California Mathematics Initiative	1,613	1,013	-600	-37
Teacher Misassignment Monitoring	350	350	—	—
Subtotals	(\$57,041)	(\$46,241)	(-\$10,800)	(-19%)
<b>Totals</b>	<b>\$60,005</b>	<b>\$47,933</b>	<b>-\$12,072</b>	<b>-20%</b>

**Eliminates Funding for Information Technology Project.** As Figure 1 shows, the Governor's budget proposes to eliminate General Fund support for the Teacher Credentialing Service Improvement Project, which is CTC's major information technology project. The CTC would still be authorized to expend \$1.5 million (all from the TCF) on the project in 2002-03, which is the same amount it was authorized to expend in 2001-02. In the current year, of the \$1.5 million designated for the project—\$1.2 million was General Fund and \$298,000 was TCF monies.

**Continues Funding for Fee Waiver Program.** The Governor's budget also proposes to continue funding a teacher credential fee buyout program. The Governor's budget includes \$1.6 million for this program, which waives the \$55 application fee for first-time applicants. (See write-up below.)

**Reduces Funding for Local Assistance Programs.** Additionally, the Governor's budget proposes to reduce funding for three local assistance programs that CTC administers.

- **Internship Program.** The Governor's budget proposes to reduce the Internship Teaching Training program by \$6.2 million, or almost 20 percent. This program currently provides training and on-site support for approximately 7,500 new teachers who have not been through traditional teacher-education programs. The CTC provides the universities and districts that administer these programs with \$2,500 per intern.
- **Paraprofessional Program.** The Governor's budget proposes to reduce the Paraprofessional Teaching Training program by \$4 million, or almost 35 percent. The Paraprofessional program provides academic scholarships to teachers' aides and assistants for the purpose of completing college coursework and obtaining teaching credentials. The CTC provides grants to school districts to cover program costs in an amount not to exceed \$3,000 per paraprofessional. The program currently serves approximately 2,400 paraprofessionals.

- **California Mathematics Initiative.** The Governor's budget proposes to reduce the California Mathematics Initiative for Teaching program by \$600,000, or 37 percent. The program provides financial assistance to individuals who complete coursework so they can obtain a teaching credential in mathematics. Program participants are eligible to receive a total of \$7,500 in financial assistance over four consecutive years. To date, the program has served fewer than 200 teachers.

We discuss these programs in more detail in the "Education Crosscutting Issues" section of the *Analysis*. In that discussion, we recommend that the Legislature include all four of these programs in a new formula-based teacher support and development block grant. Under the new block grant, school districts would receive per-teacher funding rates greater than or comparable to the current-year rates. Additionally, under the new block grant, the programs would not be limited in size—districts that wanted to operate an approved internship program, for example, could serve as many teachers as they wanted.

### **Eliminate Fee Waiver for First-Time Credential Applicants**

***We recommend the Legislature eliminate the fee waiver program for first-time credential applicants, thereby saving \$1.6 million of General Fund monies, as there is no evidence it helps attract additional or better qualified teachers.***

The Governor's budget includes \$1,575,000 for a teacher credential fee buyout program. This program waives the \$55 application fee for first-time applicants for multiple subject, single subject, special education, and specialist credentials. The state has provided General Fund support to waive the applicant fee since 1999-00.

***No Evidence Program Attracts Additional, Better Qualified Teachers.*** Neither the administration nor CTC has provided any evidence to suggest that the \$55 application fee is a barrier that prevents individuals from becoming teachers. There also is no evidence that it helps attract better qualified teachers. Indeed, by the time individuals apply for their credential, they have already completed a rigorous set of credentialing requirements and invested substantial time and resources. For example, a student enrolled in a two-year teacher-education program at the University of California (UC) pays approximately \$10,000 in fees and more than \$20,000 in living expenses. A student enrolled in a one-year program at the California State University pays approximately \$2,000 in fees and approximately \$10,000 in living expenses. These represent only the monetary costs—individuals also devote a significant amount of energy and personal resources toward completing a teacher-education program. Individuals who have completed these programs therefore are unlikely to be discouraged from becoming teachers by the relatively small \$55 fee required to obtain the necessary credential documentation.

### ***State Funds Several Special Teacher Recruitment and Retention Programs.***

Although the fee waiver program probably does not attract additional teachers or better qualified teachers, the state does fund several programs specially designed to meet these objectives. For example, the Governor's budget includes \$119 million for the Teaching As A Priority program, which allows districts to offer certificated teachers

signing bonuses, retention bonuses, housing subsidies, and classroom supplies. Unlike the fee waiver program—which provides a subsidy to *all* perspective teachers—this program provides financial incentives directly to teachers that districts either want to hire or retain.

The Governor's budget also includes more than \$15 million to support the California Center for Teaching Careers, which is a statewide agency that promotes the teaching profession, and six Teacher Recruitment Centers, which are regional agencies that provide aspiring teachers with a variety of recruitment services. Although limited data exist on the effectiveness of these programs in attracting individuals who would not otherwise have become teachers, the programs do advertise throughout the country and attempt to recruit qualified teachers to work in areas with teacher shortages.

***State Funds Several Financial Assistance Programs for Aspiring Teachers.*** In addition to funding these teacher recruitment and retention programs, the state funds several financial assistance programs for aspiring teachers. These direct assistance programs are designed to recruit students that might not otherwise become teachers because of the educational cost. For example, the Assumption Program of Loans for Education provides students with up to \$19,000 in loan forgiveness if they agree to teach four years in a designated subject shortage area or in a low-income and/or low-performing school. Similarly, the Cal Grant T program provide



Legislative Analyst's Office

# Analysis of the 2002-03 Budget Bill

## Teacher Support and Development

The Governor's budget includes \$743 million for 22 teacher preparation, induction, and professional development programs. Of this amount, \$514 million is Proposition 98 General Fund and \$87.1 million is reappropriated from the Proposition 98 Reversion Account. The remaining \$142 million is non-Proposition 98 General Fund. Of the 22 programs, the Department of Education (SDE) administers 12 programs, the Commission on Teacher Credentialing (CTC) administers 4 programs, the University of California (UC) administers 4 programs, and the California State University (CSU) administers 2 programs. Figure 1 shows the amount each of these agencies received for these programs in the *2001-02 Budget Act* and the 2001-02 budget as revised by the Legislature in the Third Extraordinary Session. It also shows the amount included in the Governor's budget proposal.

Figure 1 Teacher Support and Development Programs General Fund Budget Summary			
<i>(In Millions)</i>			
	2001-02		2002-03 Proposed Budget
	Budget Act	Revised Budget	
<b>Proposition 98</b>			
Department of Education	\$536.2	\$456.2	\$468.1
Commission on Teacher Credentialing	56.7	56.7	45.9
Subtotals	\$592.9	\$512.9	\$513.9
<b>Proposition 98 Reversion Account</b>			
Department of Education	\$80.0	\$31.7	\$87.1
<b>Non-Proposition 98</b>			
Department of Education	\$55.6	\$49.6	\$49.6
University of California	93.5	87.5	83.5
California State University	14.5	14.5	8.3
Subtotals	\$163.7	\$151.7	\$141.5
<b>Totals</b>	<b>\$836.6</b>	<b>\$696.3</b>	<b>\$742.5</b>

The Governor's budget proposes the following funding adjustments to teacher preparation, induction, and professional development programs.

- **Continues Current-Year Reductions.** It continues \$88 million in current-year reductions for five programs, though it provides a total of \$6.4 million to fund growth and a cost-of-living adjustment (COLA) to the reduced base budget of two of these programs.
- **Proposes Additional Budget-Year Reductions.** It proposes \$21.3 million in additional budget-year reductions to five other programs.
- **Eliminates Three Programs.** It eliminates the School Development Plans, Resource Consortia, and the Demonstration Programs in Intensive Instruction, for a total

savings of \$27.7 million.

- **Augments Funding for Two Programs.** It provides a total of \$110 million for the Mathematics and Reading Professional Development program, which is \$78.3 million more than provided in the current year, as revised by the Legislature in the Third Extraordinary Session. It also augments the Advanced Placement Challenge Grant program by \$4 million.
- **Funds Growth and COLA.** It provides \$6.3 million to fund growth and COLA for five other professional development programs.

In this write-up, we first identify the programmatic impact associated with each of the Governor's major budget proposals. We then recommend a programmatic alternative based upon the same total amount of funding included in the Governor's budget. This alternative consolidates 25 teacher support and development programs into two new block grants—a formula-based block grant and a competitively based block grant. The consolidation would seek to (1) streamline programs with similar purposes; (2) simplify the relatively complex administrative process districts must currently maneuver to obtain teacher support and staff development monies; (3) offer districts more flexibility in developing and coordinating their teacher preparation, induction, and ongoing professional development programs; and, (4) gain funding efficiencies by leveraging existing resources more effectively. The consolidation would be linked to a set of teacher support and professional development standards and hold districts accountable through a revised program-review process.

## Continuing Current-Year Reductions

The Governor's budget proposes to continue current-year reductions for five programs. Figure 2 lists these programs and their funding levels. In this section, we discuss the likely programmatic impact of each of these reductions. In the final section of this write-up, we recommend these programs be included in a new formula-based block grant.

<b>Figure 2 Continuing Current-Year Reductions</b>			
<i>(In Millions)</i>			
	2001-02		2002-03
	Budget Act	Revised Budget	Budget Proposal
Peer Assistance and Review	\$134.2	\$84.2	\$86.9
California Professional Development Institutes	110.9	98.9	98.9
Beginning Teacher Support and Assessment	104.6	84.6	88.3
National Board for Professional Teaching Standards Certification Incentive Program	15.0	10.0	10.0
High School Coaching Education and Training Program	1.0	—	—
<b>Totals</b>	<b>\$365.7</b>	<b>\$277.7</b>	<b>\$284.1</b>

### Peer Assistance and Review

The 2001-02 revised budget includes a \$50 million reduction for the Peer Assistance and Review (PAR) program. This is a 37 percent reduction from the *2001-02 Budget Act* appropriation. The Governor's budget proposes to continue this reduction though it provides a \$2.7 million augmentation to fund growth and COLA. The PAR program is a professional development program for veteran teachers who are identified as struggling or who want individualized mentoring. The administration states two reasons for continuing

the reduction: (1) it believes participation is lower than expected (though neither it nor SDE can provide participant counts to confirm the underutilization), and (2) it thinks the mentor-teacher funding rate is too high. (The PAR program is funded on a mentor-teacher basis, with districts receiving 1 mentor-teacher position for every 20 certificated teachers.)

**Lowers Mentor-Teacher Funding Rate.** As a result of these funding adjustments, the mentor-teacher funding rate would drop from \$8,710 (the 2000-01 rate) to \$4,496 in the budget year for districts that certified their PAR programs by July 2000. It would drop from \$6,851 to \$3,427 for districts that certified their PAR programs by July 2001.

**Half of PAR Monies to Be Set Aside for Other Teacher-Training Programs.** The administration's education trailer bill proposal creates a reserve pool of funding that districts could apply for annually if they meet two conditions: (1) they certified each year (by March 1) that they had collectively bargained the provisions of the PAR program, and (2) they used at least 50 percent of their PAR monies for programs supporting new teachers. Education Code Section 44506 currently allows districts to use PAR monies for other teacher-training programs, but it does not require them to spend a minimum amount on these other programs. The proposed change would therefore restrict districts' flexibility to shift funding among teacher-related programs.

## **Beginning Teacher Support and Assessment**

The 2001-02 revised budget includes a \$20 million reduction for the Beginning Teacher Support and Assessment (BTSA) program. This is a 19 percent reduction from the *2001-02 Budget Act* appropriation. The Governor's budget proposes to continue this reduction though it provides \$3.6 million for growth and COLA on the reduced base. The BTSA program is an induction program for first-year and second-year teachers. It is funded on a per-teacher rate. The proposed rate is \$3,448 per beginning teacher, which is \$73 higher than the current-year rate. The administration states that the continuation of the current-year reduction reflects a revised estimate of participation in 2002-03.

**Participation Remains Uncertain.** The budget proposal provides sufficient funding to support approximately 24,600 beginning teachers. Approximately 29,500 beginning teachers would be *eligible* to participate in the program. Currently, the program is voluntary and not all eligible teachers have elected to participate in the program during the last several years. In 2002-03, CTC expects, however, to make the completion of an induction program a new requirement for obtaining a professional clear credential (pursuant to Chapter 548, Statutes of 1998 [SB 2042, Alpert]). If CTC makes this change, more teachers are likely to use the BTSA program to satisfy the new requirement. If all eligible teachers were to participate and the proposed per-teacher funding rate of \$3,448 were maintained for all teachers, BTSA would require approximately \$16.8 million more than the proposed appropriation. (The budget proposal includes a flexibility provision [Control Section 12.60] that would allow SDE to shift funding among 13 voluntary participation programs if some of these programs experienced unexpected levels of participation.)

## **National Board for Professional Teaching Standards Certification Incentive Program**

The 2001-02 revised budget includes a \$5 million reduction for the National Board for Professional Teaching Standards Certification Incentive program—lowering the total appropriation from \$15 million to \$10 million. The Governor's budget proposes to continue this reduction. The National Board program consists of three components: (1) \$1,000 fee

subsidies for new teachers entering the national certification program, (2) \$10,000 awards for each teacher who completes the national certification program; and (3) supplemental \$20,000 awards for each teacher who completes the program *and* teaches in a low-performing school for four years (\$5,000 is distributed at the completion of each of the four years).

**Funding Insufficient to Award All Eligible Teachers.** The SDE states that the national certification program requires a total of \$15 million in the budget year (which is \$5 million more than included in the Governor's budget) if it is to honor its commitment and provide awards to all recently certified teachers as well as offer fee assistance to all new teachers entering the national certification program. Even if the program stopped offering fee assistance to teachers entering the national certification program, it would still require approximately \$12 million to provide awards to all eligible teachers. (This program is also included in the funding-flexibility provision.)

### **California Professional Development Institutes**

The 2001-02 revised budget includes a \$12 million reduction for the California Professional Development Institutes (PDIs), which are administered by the University of California (UC). This reduction is split evenly between UC's training budget and SDE's stipend budget. Continuing this reduction, the proposed 2002-03 appropriation for the PDI program is \$98.9 million. The PDI program provides a minimum of 120 hours of subject-based and standards-based professional development to beginning and veteran teachers.

**PDI Program Could Serve More Teachers.** Even with the proposed funding reduction, the PDI program would probably serve additional teachers in the budget year because it has not met its participant targets in prior years. In 2000-01, the PDI program was funded to serve approximately 49,000 teachers. It actually served approximately 44,000 teachers. For 2001-02 and 2002-03, UC is funded to serve approximately 48,000 teachers. As of December 1, 2001, UC had signed formal agreements, however, to train slightly less than 30,000. Given participation will probably increase in the budget year, the Governor's proposal is likely to include an appropriate level of funding for the PDI program.

## **Additional Budget-Year Reductions**

The Governor's budget proposes additional reductions to five other teacher preparation and professional development programs. Figure 3 lists these five programs and their funding levels. In this section, we identify the likely programmatic impact of these reductions. As with the programs discussed above, we recommend these programs be included in a new formula-based block grant.

Figure 3 Additional Budget-Year Reductions				
<i>(Dollars in Millions)</i>				
	2002-03		Change from	
	2001-02 Budget	Proposed Budget	2001-02 Amount	2001-02 Percent
Internship and Pre-Internship Teaching Program	\$43.6	\$37.4	-\$6.2	-14%
California Subject Matter Projects	35.3	31.3	-4.0	-11
Education Technology Professional Development Program	12.5	6.0	-6.5	-52
Paraprofessional Teacher Training Program	11.5	7.5	-4.0	-35
California Mathematics Initiative For Teaching	1.6	1.0	-0.6	-37
<b>Totals</b>	<b>\$104.5</b>	<b>\$83.2</b>	<b>-\$21.3</b>	<b>-20%</b>

### California Subject Matter Projects

The Governor's budget proposes a \$4 million reduction to the California Subject Matter Projects (SMP)—lowering the current-year appropriation of \$35.3 million to \$31.3 million. The SMP program, which is administered by UC, is a longstanding subject-based and standards-based professional development program that focuses on developing teacher-leaders. These teachers are expected to serve in key leadership capacities at their local school sites.

**Fewer Teachers Would Be Served.** Unlike the PDI program, UC has already committed all of its current-year funding for the SMP program. In 2001-02, the SMP program is serving approximately 16,700 participants, at an average per-teacher funding rate of \$2,100. This rate includes both training costs and funding for stipends, which range from \$500 to \$1,500. As a result of the proposed reduction, UC estimates it would serve approximately 1,800 fewer teachers.

### Education Technology Professional Development Program

The Governor's budget proposes to reduce funding for the Education Technology Professional Development program by \$6.5 million, a reduction of more than 50 percent. This program, structured similarly to the PDI program, provides 120 hours of professional development in education technology for both beginning and veteran teachers. The CSU spends approximately \$1,900 per teacher. This rate includes a \$1,000 stipend.

**Fewer Teachers Would Be Served.** As of December 31, 2001, CSU had already committed all of its current-year funds. It expects to train slightly more than 6,600 teachers. The proposed reduction would result in CSU being able to serve approximately 3,600 fewer teachers in 2002-03. According to CSU, it has had a waiting list for the last two years comprised of teachers who would like to participate in the program when slots are available.

### Internship and Pre-Internship Teaching Programs

The Governor's budget proposes a \$6.2 million reduction to the Internship program—lowering the current-year appropriation of \$31.8 million to \$25.6 million. The Internship program provides training and on-site support for new teachers who have already demonstrated subject matter competency but have not yet obtained their preliminary clear credential. A related program, the Pre-Internship program, provides subject-matter test

preparation as well as training in classroom management and basic pedagogy for new teachers who have not yet demonstrated subject matter competency. Both interns and pre-interns would otherwise be teaching on emergency permits if they were not participating in one of these specially designed training programs. The CTC administers both programs.

**Participating Teachers, Spending Would Decline Significantly for Pre-Internship Program.**

Education Code Section 44386 gives CTC the authority to shift funds appropriated for the Internship program to the Pre-Internship program, which it has done for the last several years. For the two programs, Figure 4 shows the 2001-02 Budget Act appropriation, CTC's 2001-02 expenditure estimates, and the Governor's proposed 2002-03 funding level. Given the proposed reduction, CTC is unlikely to continue shifting funds from the Internship to the Pre-Internship program. As a result, spending for the Pre-Internship program would decline by approximately 43 percent. The CTC states that it would no longer shift funds because it would want to guarantee program slots for all current pre-interns who would be advancing into Internship programs.

In 2001-02, CTC is serving a total of 18,100 interns and pre-interns. As a result of the proposed reduction, it would serve approximately 2,400 fewer interns and pre-interns in 2002-03. Although this is a notable reduction, the two programs are serving almost 250 percent more teachers in 2001-02 than they served in 1998-99.

Figure 4 Internship and Pre-Internship Teaching Programs					
(Dollars in Millions)					
	2001-02		2002-03		
	Budgeted Estimate <sup>a</sup>	Estimated	Proposed	Amount	Percent
Internship Program	\$31.8	\$23.0	\$25.6	\$2.6	11%
Pre-Internship Program	11.8	20.6	11.8	-8.8	-43
<b>Totals</b>	<b>\$43.6</b>	<b>\$43.6</b>	<b>\$37.4</b>	<b>-\$6.2</b>	<b>-14%</b>

<sup>a</sup> In 2001-02, CTC estimates that it will spend about \$3.7 million on regional technical assistance for both programs. The 2001-02 Estimate evenly divides this cost between the two programs.

**Paraprofessional Teacher Training Program**

The Governor's budget proposes a \$4 million, or 35 percent, reduction to the Paraprofessional Teacher Training program—lowering the current-year appropriation of \$11.5 million to \$7.5 million. The Paraprofessional program provides academic scholarships to teachers' aides and assistants for the purpose of completing college coursework and obtaining teaching credentials. As a result of the proposed reduction, CTC states that it would continue funding the approximately 2,400 paraprofessionals who are currently participating in the program, but it would be unable to fund any new program participants. In 2001-02, the program is serving more than four times as many teachers as it served in 1999-00.

**Eliminates Three Professional Development Programs**

The Governor's budget proposes to eliminate three existing professional development programs—the School Development Plans, Resource Consortia (Regional Professional Development Consortia), and the Demonstration Programs in Intensive Instruction. This section briefly describes these programs. Although the Governor proposes to eliminate

these programs, we think that a formula-based block grant could fulfill the primary objectives of the School Development Plans and Resource Consortia. Furthermore, we think a competitively based block grant could fulfill the primary objectives of the Demonstration Programs in Intensive Instruction.

## **Staff Development Plans and Regional Professional Development Consortia**

Chapter 1362, Statutes of 1988 (SB 1882, Morgan), initiated comprehensive reform of existing professional development programs. Part of its reform effort was to create the School Development Plans and the Resource Consortia. Both programs primarily target high schools.

**School Development Plans.** School development plans are comprehensive, school-site, professional development plans that are designed to be linked to overall school improvement objectives. The professional development activities embedded in these plans are intended to improve teachers' subject matter knowledge and help teachers develop curricula and select high-quality instructional materials. Initially, districts must submit their school-site plans to SDE for review and approval. They then must certify annually that they are continuing to implement their plans. The *2001-02 Budget Act* included \$17.3 million for schools to maintain these plans. This funding provided approximately \$13.30 per average daily attendance (ADA) in grades 9-12.

**Regional Professional Development Consortia.** The regional professional development consortia typically consist of two educators who work with districts to increase awareness of the state's professional development policies. The consortia also: (1) offer professional development activities, (2) coordinate activities with local SMPs, and (3) disseminate information on best practices and model professional development programs. The *2001-02 Budget Act* provided \$4.3 million to support 11 consortia dispersed throughout the state.

## **Demonstration Programs In Intensive Instruction**

The Legislature created the Demonstration Programs in Intensive Instruction in 1969 for the purpose of developing model programs in reading and mathematics instruction. The original program was amended in 1992 to add other subject areas, including foreign language, history, and science. The ultimate objective of the model programs is to assist struggling middle grade students.

**Program Has Sunset.** The program sunset in 1995, but the state has chosen to fund it every year since 1995. The *2001-02 Budget Act* included \$6.1 million for the program, providing grants to 126 middle schools. Most award amounts were \$30,000 or \$50,000 per school. If local programs appear to be working, SDE renews the grants for a total of four years. In 2001-02, SDE issued first-year awards to 49 schools (\$2.4 million), second-year awards to 23 schools (\$1.1 million), third-year awards to 47 schools (\$1.5 million), and fourth-year awards to 8 schools (\$1.1 million). The Governor proposes eliminating the program because of the current fiscal situation.

## **Augments Second-Year Funding for New Professional Development Program**

As a result of legislative action taken in the Third Extraordinary Session, the current-year

budget provides \$31.7 million for the first year of the Governor's Mathematics and Reading Professional Development (MRPD) program. The Governor's budget includes \$110 million to fund the second year of the program. Of this amount, \$22.9 million is Proposition 98 General Fund and \$87.1 million is reappropriated from the Proposition 98 Reversion Account. In 2003-04, the administration plans to provide a total of \$128 million for the third year of the program. We recommend this program also be included in a formula-based block grant.

## **Mathematics and Reading Professional Development Program**

Chapter 737, Statutes of 2001 (AB 466, Strom-Martin), established the MRPD program. According to the administration's revised plan, the program would provide standards-based professional development to more than 170,000 teachers and 22,000 instructional aides over a five-year period (2001-02 through 2005-06). Each teacher receives a total of 120 hours of training, including 40 hours of initial intensive training and 80 hours of follow-up instruction, coaching, and school-site assistance.

**Approximately 33,000 Teachers to Receive MRPD Training.** In 2002-03, the Governor proposes to fund MRPD training for 32,800 teachers (at a per-teacher rate of \$2,500) and 6,500 instructional aides (at a per-aide rate of \$1,000). Additionally, the Governor proposes to provide supplemental incentive funding for 43,000 teachers (at a per-teacher rate of \$500) who have already attended or currently are attending a PDI.

## **Update on Implementation of MRPD Program**

Some preliminary MRPD activities already have been completed, but much remains to be done before teachers can receive state-approved training.

**Initial Implementation Will Not be Completed for Several Months.** Currently, the State Board of Education (SBE) is working under contract with the Sacramento County Office of Education to develop the state criteria that training providers will need to satisfy to be approved as MRPD providers. The SBE expects to approve the finalized set of criteria in early February, and board staff think that some providers might be approved as early as March or April. The board will continue to review providers' proposals (as they are submitted) throughout the coming year. The SBE expects that existing PDI providers would be pre-approved (bypassing the formal review process), but private companies, districts, county offices, and universities could also apply to become MRPD providers.

The SDE is currently developing regulations for the new program for SBE's consideration. The SBE adopted emergency regulations in January, but final regulations will probably not be completed for several months. The SDE expects to have a request for applications prepared by the middle of February. Districts' applications probably would need to be submitted to SDE by the middle of March to be part of the initial funding allocation. The SDE expects to allocate funding, distribute grant awards, and encumber funding in April or May.

**Training Could Begin Late Spring.** Given all these activities have yet to be completed, official MRPD training will probably not begin until late spring. The administration believes, however, that some districts have already begun conducting MRPD training—thinking they eventually will be approved as MRPD providers. Given the timing concerns mentioned above, it is uncertain how much MRPD training would actually occur in the current year.

**Current-Year MRPD Funds May Not Train Many New Teachers.** If few teachers receive state-approved MRPD training in the current year, the bulk of current-year funding would provide *past* PDI participants with \$500 bonuses. If that were to occur, the funding would not be going to train new teachers but instead would go for bonus payments to teachers who have already been trained. This is an additional anomaly of the current system that results from having two almost identical programs administered by two different agencies and funded at two different rates.

## Current System Riddled With Problems

The Governor's budget proposals have the effect of highlighting some of the major problems with the current array of teacher preparation, induction, and professional development programs.

**Too Many Programs.** One problem is the sheer number of programs. As discussed above, the Governor's budget makes funding adjustments to almost a dozen different teacher preparation, induction, and professional development programs (in addition to the seven augmentations for growth and COLA and the five reductions included in the revised 2001-02 budget). Of these programs, the vast majority were created within the last five years and few are designed to complement one another.

**Similar Purposes, Duplicative Services.** Additionally, these programs have the same purpose—to provide teachers with support and opportunities for ongoing professional development. Certainly the details of the training vary—some focus on mathematics whereas others focus on reading or education technology; some target beginning teachers, teachers without full credentials, misassigned teachers, or veteran teachers; some provide intensive subject-matter training whereas others offer frequent classroom-based mentoring. Despite these variations, all are designed to help teachers improve their skills and raise student achievement. The programs therefore offer relatively duplicative services and often compete with one another for teachers' participation.

**Administrative Quagmire at Local Level.** Although most of these programs have a similar purpose, school districts need to apply for each one separately. Hypothetically, a school district might apply to CTC to administer a Pre-Internship and Internship program, collaborate with certain UC personnel to enroll some teachers in the PDI program, collaborate with other UC personnel to enroll other teachers in the SMP program, coordinate with CSU to enroll some teachers in the Education Technology program, apply to SBE to become a state-approved provider to operate its own professional development program for other teachers, submit an annual BTSA improvement plan to its BTSA Cluster Consultant, submit a payment-request form and end-of-the-year verification form to SDE to participate in the Instructional Time and Staff Development Reform (ITSDR) program, and collectively bargain the provisions of its PAR program.

The school district that engaged in the above activities would be participating in less than half of all available preparation, induction, and professional development programs (though it would be participating in the largest-scale programs). Having to navigate this process to offer teachers support and ongoing professional development is likely to be time-consuming, complicated, and frustrating.

**Administrative Quagmire at State Level.** The ability of state-level administrators and

policymakers to monitor and evaluate all these programs is equally difficult. For example, UC now has to track the number of PDI participants it serves with PDI dollars versus MRPD dollars. The state then provides a \$500 bonus for PDI participants funded with PDI dollars so it can equalize the funding rate provided under the MRPD (\$2,500) and PDI (\$2,000) programs. Additionally, the state needs to track: (1) the amount of ITSDR monies used to provide onsite support under the MRPD program, (2) the amount of funding shifted from the Internship to the Pre-Internship program, and (3) under the proposed language changes, the amount of PAR monies spent on nonPAR activities. All this is necessary just to track funding streams. Assessing the actual quality of these programs is even more difficult.

**Federal Funds Not Used to Support Key State Programs.** Despite the significant investment the federal government makes in teacher preparation, induction, and professional development, few state programs explicitly attempt to couple state and federal funds. For example, although federal Eisenhower monies could be used to provide SMP, PDI, or MRPD training, the state provides few incentives for districts to use federal funds to support, expand, or enhance these programs.

**Current System Incoherent.** Fourteen years ago, when enacting Chapter 1362, the Legislature found:

The current array of staff development activities and incentives has grown by accretion, without a clear vision, remains largely unevaluated, and is unlikely to yield substantial improvement.

Since the Legislature made this statement, the state has created 18 new teacher support and development programs.

The recently released *Report of the Professional Development Task Force (2001)*, commissioned by the Superintendent of Public Instruction, reiterated similar concerns to the ones discussed above, including fragmentation, multiple funding streams, and the failure of one-size-fits-all approaches. The recently released SRI International report, *The Status of the Teaching Profession 2001*, also described the system as uncoordinated and ineffective (based upon teachers' assessments). Similarly, an EdSource report, *Strengthening Teacher Quality in California (1999)*, highlighted the difficulty school districts have in leveraging professional development funds to support local reform efforts.

## **LAO Alternative Approach to Teacher Support and Development**

### **Create New Formula-Based Teacher Support and Development Block Grant**

***We recommend the Legislature consolidate 18 existing programs and create a new formula-based block grant to increase local flexibility and effectiveness in supporting teacher development. The block grant would provide a total of \$722 million of Proposition 98 funds that school districts could use for teacher support and professional development activities.***

We think the issues identified above could be addressed by creating a new formula-based teacher support and development block grant. The block grant we recommend would

provide a total of \$722 million of Proposition 98 monies and consolidate 18 existing programs. Figure 5 lists these programs. The consolidation would entail shifting \$139 million of expenditures that are budgeted as non-Proposition 98 General Fund monies to within the Proposition 98 minimum guarantee. (If the minimum Proposition 98 guarantee were to increase this spring—and it could increase by more than \$800 million—this redirection could accommodate a portion of this increase as well as save \$139 million in non-Proposition 98 General Fund monies.) In the budget year, the block grant would also use \$87.1 million from the Proposition 98 Reversion Account.

**Several Benefits to Consolidation.** The consolidation would (1) streamline programs with similar purposes; (2) simplify the relatively complex administrative process districts must currently maneuver to obtain teacher support and staff development monies; (3) offer districts more flexibility in developing and coordinating their teacher preparation, induction, and ongoing professional development programs; and (4) gain funding efficiencies by leveraging existing resources more effectively.

**Linked to Teacher Support and Development Standards.** To provide some overall direction and guidance, we recommend linking the block grant to standards for teacher support and professional development. Several groups have recently worked on establishing these standards.

Figure 5 LAO Formula-Based Teacher Support and Development Block Grant <sup>a</sup>		
<i>(In Millions)</i>		
Budget Item	Program	Proposed Appropriation
<b>Proposition 98</b>		
6110-112-0001	Instructional Time and Staff Development Reform Program	\$230.0
6110-137-0001	Mathematics and Reading Professional Development Program	22.9
6110-181-0001	Education Technology Staff Development Grades 4 through 8	9.7
6110-191-0001	Beginning Teacher Support and Assessment	88.3
6110-193-0001	Peer Assistance and Review	86.9
6110-193-0001	Bilingual Teacher Training Program	1.8
6110-195-0001	National Board for Professional Teaching Standards Certification Incentive Program <sup>b</sup>	10.0
6110-485-001	Mathematics and Reading Professional Development Program	87.1
Eliminated	School Development Plans and Resource Consortia	—
Eliminated	High School Coaching Education and Training	—
6360-101-0001	Alternative Certification Program	25.6
6360-101-0001	Pre-Internship Teaching Program	11.8
6360-101-0001	Paraprofessional Teacher Training Program	7.5
6360-101-0001	California Mathematics Initiative for Teaching	1.0
6360-101-0001	Subtotal	\$582.5
<b>Non-Proposition 98</b>		
6110-136-0001	California Professional Development Institutes	\$48.0
6440-001-0001	California Professional Development Institutes	50.9
6440-001-0001	California Subject Matter Projects	31.3
6440-001-0001	Pre-Intern Teacher Academies	0.8
6440-001-0001	Education Technology Professional	6.0

6610-001-0001	Development Program	
	CalState TEACH	2.3
6610-001-0001	Subtotal	\$139.3
	<b>Total</b>	\$721.8
a	Block grant would consolidate the listed programs, funding sources, and amounts as proposed by the Governor into a single allocation of \$722 million from Proposition 98.	
b	Funding from program would need to be gradually shifted into the block grant as outstanding statewide obligations were paid.	

In the prior legislative session, the state enacted Chapter 884, Statutes of 2001 (AB 341, Strom-Martin), which provided SDE with \$140,000 to contract for the development of professional development standards. Additionally, the Regional Professional Development Consortia published *Designs for Learning*, which identifies 10 elements of high-quality professional development. The National Staff Development Council has also recently revised its 12 standards for professional development.

In general, research advocates that teacher support and development be: (1) based on a coherent, long-term planning process that involves teachers and administrators; (2) include a school-site professional development plan that is connected to overall school improvement objectives and evaluated based upon gains in student achievement; and (3) allow for integrated, ongoing collaboration among teachers.

**Allocated on Per-Teacher Formula.** Under our proposed block grant, SDE would distribute the \$722 million to local educational agencies based on per-teacher funding rates that vary according to teachers' levels of preparation and experience. Figure 6 shows the per-teacher funding rates included in the Governor's budget and our proposed alternative funding rates, which in most cases are significantly higher. For example, the funding rate per fully credentialed beginning teacher would increase from \$3,448 to \$5,500—a 60 percent increase. In addition, our proposal provides funds adequate to serve *all* teachers and paraprofessionals.

**Rates Vary According to Training Costs.** Although the funding rates could be altered in many ways, the rates we suggest vary according to the likely costs incurred in providing specific forms of training and support. For example, the New Teacher Center states that it costs between \$5,000 and \$6,000 to provide intensive mentoring services to beginning teachers. In contrast, the costs associated with content-specific training for veteran teachers are lower, as evidenced by data on the PDI and Education Technology programs. These programs provide between \$1,800 and \$2,000 per teacher, typically including \$700 for training costs, \$1,000 for a teacher stipend, and between \$100 and \$300 for administration and evaluation. The funding rate we propose for veteran teachers—\$2,000—is consistent with these amounts.

**Proposed Rates Benefit Low-Performing Schools, Provide Incentives to Hire Qualified Teachers.** The proposed funding rates offer some benefits particularly for low-performing schools. For example, under the current system, school districts receive no funding to train and support teachers with emergency permits. By comparison, under the proposed block grant, they would receive \$2,000 per emergency-permit holder. These schools would also receive higher funding rates for teachers with pre-intern and intern certificates. The proposed funding rates could, however, also provide incentives for districts to hire fully credentialed teachers. This is because the proposed funding rates for beginning teachers increase with their level of preparation.

**Figure 6**  
**LAO's Formula-Based Block Grant**  
**Funding Rates and Teachers Served**

(2002-03)

Credential Type	LAO Block Grant			
	Budget's Funding Rate	Funding Rate	Persons <sup>a</sup>	Total Cost (In Millions)
Emergency permit	—	\$2,000	34,800	\$69.6
Pre-Intern certificate	\$2,000	2,500	5,300	13.3
Internship credential/certificate	2,500	4,000	6,400	25.6
First-Year and second-year teachers with full credential	3,448	5,500	24,000	132.0
Other full credential	2,500	2,000 <sup>b</sup>	227,000	454.0
Other waiver		750 <sup>c</sup>	3,300	2.5
Subtotals	—	—	300,800	—
Paraprofessionals	1,000	1,000 <sup>d</sup>	25,000	\$25.0
<b>Totals</b>	<b>—</b>	<b>—</b>	<b>325,800</b>	<b>\$722.0</b>

<sup>a</sup> Estimate for 2002-03 based on 2000-01 California Basic Educational Data System (CBEDS) data, weighted by time worked, and adjusted for growth in 2001-02 and 2002-03.

<sup>b</sup> Although this funding rate is lower, *all* teachers with a full credential would be funded. In essence, it would fund almost seven days (rather than three days) of Instructional Time and Staff Development.

<sup>c</sup> This funding rate would be sufficient to cover some training for noncore subject teachers. For example, the average reimbursement for training high school coaches is \$155.

<sup>d</sup> Although this is the same rate as provided through the MRPD program, funding would be provided annually to train all 25,000 paraprofessionals. By comparison, the Governor proposes to provide one-time training to 6,500 paraprofessionals in 2002-03.

**Block Grant Serves More Teachers and Aides.** In addition to higher per-teacher funding rates, our recommended block grant would serve more teachers and instructional aides. As noted earlier, *all* teachers and full-time paraprofessionals could be funded under our proposal. By comparison, the Governor's budget funds: (1) no teachers on emergency permits or waivers, (2) only one-fourth of paraprofessionals, and (3) roughly half of veteran teachers (and only on a short-term basis).

**Block Grant Offers Flexibility, Takes Advantage of Existing Infrastructure.** Our recommended block grant would fund participating districts on per-teacher rates, but it would not require specific amounts of funding to be expended on specific teachers. Districts would have considerable flexibility in structuring comprehensive teacher support and development programs, but they could rely entirely on existing programs and providers. For example, districts could continue to operate their local BTSA programs and work with their regional BTSA consultant. Similarly, districts could continue using UC, CSU, county offices, and other groups that currently provide them professional development services. They would simply receive funding directly and contract with their preferred providers—as they do with many other types of services.

**Leverages Federal Funds.** In 2002-03, California will receive \$333 million in federal Title II monies. The federal government recently collapsed the Eisenhower and Class Size Reduction programs and significantly augmented total Title II funding. Title II funds are for teacher recruitment, training, and retention activities. (These monies are allocated based upon population and poverty measures, with low-income schools receiving more funds.) In addition, local education agencies must use between 5 percent and 10 percent of their federal Title I monies on professional development. The new federal legislation encourages agencies to combine local, state, and federal monies. Our block grant approach would make it easier for districts to leverage federal resources and use them to supplement the per-teacher state funding rates—potentially raising these per-teacher rates by several hundred

dollars.

**Accountability Based on API Scores, New Teacher Records.** In general, under our proposed block grant, districts would be held accountable based upon their improvement in student achievement. The Legislature could consider, however, a few additional accountability mechanisms. For example, UC has designed an Internet-based system that allows teachers to record their education and credential information, school-site information, and professional development activities. The system currently allows teachers to report all UC-administered activities, and UC administrators have access to remove teachers who do not complete activities. With little extra cost, UC states it could revise the system to include professional activities sponsored by numerous groups. In essence, teachers could keep their own electronic records of professional development activity. They could then forward these records to their district office or CTC during their review or credential-renewal process. (To renew their credential, teachers currently check a box noting they have completed 150 hours of professional development.)

This system would have the added value of generating a database that could be used to study the relationship between specific professional development activities and student achievement—with the potential that state policy makers could obtain better information on the effectiveness of various program options.

### **Create Competitively Based Teacher Support and Development Block Grant**

***We recommend the Legislature consolidate six existing programs and create a new competitively based teacher support and development block grant. The block grant would provide a total of \$20 million General Fund (Proposition 98) that educational agencies could use to test pilot programs and conduct research on teacher training and professional development.***

In addition to a formula-based block grant, we recommend that the Legislature create a competitively based teacher support and development block grant. This would consolidate six existing programs, listed in Figure 7. The block grant would provide a total of \$20 million General Fund (Proposition 98) that would be distributed by SDE on a competitive basis to an educational agency or group of agencies. The size of the grant award could vary depending upon the proposed project, but total funding would be sufficient to provide 250 grants averaging \$80,000 per grant.

***Encourage Collaboration, Assist Low-Performing Schools.*** Grant proposals could be submitted by any combination of educational agencies—including school sites, district or county offices, colleges or universities, and research or nonprofit agencies. Priority could be given to agencies that aim to improve student achievement in low-performing schools.

***Develop Model Programs, Disseminate Best Practices.*** The objective of this smaller-sized block grant is to encourage ongoing innovation and experimentation in teacher training, induction, and professional development. Recipients would be required to conduct research on the effectiveness of their interventions and broadly disseminate their findings.

### **Advanced Placement Teacher Training**

***We recommend the Legislature shift \$8.3 million in overbudgeted funds for the Advanced Placement Challenge Grant program to our proposed competitively based***

**teacher support and development block grant.**

The Advanced Placement Challenge Grant program provides nonrenewable four-year grants to high schools, with first priority for funding given to schools that offer three or fewer Advanced Placement (AP) courses. The SDE states that a majority of the funding is used for staff development, such as sending teachers to College Board AP workshops, UC workshops, or other summer AP training institutes. The annual grant amounts decrease each year of the four-year period (\$30,000 in year one, \$22,500 in year two, \$15,000 in year three, and \$7,500 in year four). The SDE is to distribute these grants on a competitive basis to no more than 550 public high schools. The *2000-01 Budget Act* appropriated \$16.5 million for the program, and SDE distributed first-year grants to 550 high schools.

Figure 7 LAO Competitively Based Teacher Support and Development Block Grant <sup>a</sup>		
(In Millions)		
Budget Item	Program	Proposed Appropriation
<b>Proposition 98</b>		
6110-193-0001	Advanced Placement Challenge Grants <sup>b</sup>	\$16.5
6110-197-0001	Comprehensive Teacher Education Institutes	1.0
6110-197-0001	College Readiness Program	1.0
Eliminated	Demonstration Programs in Intensive Instruction	—
Subtotal		\$18.5
<b>Non-Proposition 98</b>		
6110-194-0001	Exploratorium	\$1.5
6110-194-0001	Geography Education Alliances	0.1
Subtotal		\$1.6
<b>Total</b>		<b>\$20.1</b>

<sup>a</sup> Block grant would consolidate the listed programs, funding sources, and amounts as proposed by the Governor into a single allocation of \$20 million from Proposition 98.

<sup>b</sup> Funding from program would need to be gradually shifted into the block grant as outstanding statewide obligations were paid.

**Governor Proposes Reducing Second-Year Appropriation But Not Third-Year Appropriation.** For 2001-02, SDE renewed these original grant awards but did not issue any additional awards. The *2001-02 Budget Act* appropriated \$16.5 million, however, for the program—\$4 million more than was necessary to fund 550 second-year grant awards. The 2001-02 revised budget recaptured the \$4 million in savings. The Governor's budget proposal, however, appropriates \$16.5 million for the program—approximately \$8.3 million more than necessary to fund 550 third-year grant awards.

**Most Schools With Three or Fewer AP Courses Already Receive Awards.** In August 2001, the Office of the Secretary for Education released a report on the availability of rigorous courses in California's public high schools. The study defined "rigorous courses" as AP courses, International Baccalaureate courses, and UC-approved Honors courses. The study reported that 56 high schools had three or fewer rigorous courses in 2000-01. Of these 56 high schools, SDE states that 48 are receiving AP Challenge Grant funding. Of the eight high schools not receiving AP funding, seven are very small schools (for whom offering additional courses is more difficult) and one is a specialized academy. The AP Challenge Grant program is therefore already serving almost all of the schools it is designed to serve, making additional grant awards unnecessary. Thus, we recommend that the Legislature shift \$8.3 million in overbudgeted AP funds (Proposition 98) to our proposed competitively based block grant (Proposition 98) that would seek to benefit

similar schools through research and innovation.

## **Another Reading Professional Development Program**

***We recommend the Legislature eliminate the Support for Secondary Schools Reading program, thereby saving \$8 million Proposition 98. The Legislature should eliminate the program because it is (1) duplicative of other programs and (2) not authorized as a state program.***

The Support for Secondary Schools Reading (SSSR) program distributes grants on a competitive basis to county offices of education or consortia of county offices. The county offices are to use the grant monies to provide professional development opportunities to secondary school teachers who instruct students who are reading below grade level.

***Duplicative of Existing State Programs.*** The state has three other programs that provide professional development in high school reading. The recently established Mathematics and Reading Professional Development program will provide standards-based professional development in reading for every English and social science public high school teacher in the state over the next four years. The state also recently established the High School English Institutes and the English Language Learner Institutes—both of which provide standards-based professional development opportunities for secondary school teachers. Also, the UC-administered Reading and Literature Project provides standards-based professional development to K-12 teachers, reserving 75 percent of its program slots to teachers serving in low-performing schools.

***Federal Program Has Not Been Authorized.*** The Legislature has not authorized the SSSR program as a state program. It was originally a federal program funded with federal Goals 2000 monies. The *2001-02 Budget Act* included \$8 million Proposition 98 to compensate for the expiring Goals 2000 monies.

Because the SSSR program was never authorized as a state program and is duplicative of existing state programs, we recommend the Legislature eliminate it, thereby saving \$8 million Proposition 98.

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[Return to Education Table of Contents, 2002-03 Budget Analysis](#)

[Return to 2002-03 Budget Analysis Table of Contents](#)

[Return to LAO Home Page](#)



**Legislative Analyst's Office**

# Analysis of the 2002-03 Budget Bill

## California State University (6610)

The California State University (CSU) currently consists of 22 campuses. The CSU Channel Islands, located in Camarillo (Ventura County), is scheduled to open in fall 2002 as CSU's 23<sup>rd</sup> campus. The Governor's budget proposes General Fund spending of \$2.7 billion. This is an increase of \$128 million, or 4.9 percent, over the enacted 2001-02 budget and an increase of \$28 million, or 1 percent, over the Governor's proposed revision of the 2001-02 budget. For the budget year, the Governor proposes \$118 million in augmentations and \$35 million in reductions. Figure 1 indicates General Fund changes from the enacted 2001-02 budget to the revised 2001-02 budget. It also describes the Governor's 2002-03 General Fund budget proposals.

<b>Figure 1 California State University General Fund Budget Proposal</b>	
<i>(In Millions)</i>	
<b>2001-02 Budget Act</b>	<b>\$2,607.4</b>
<b>Baseline Adjustments</b>	
Carryover/reappropriation	\$35.8
PERS employer rate increase	84.2
Ongoing reduction for natural gas costs	-20.0
<b>2001-02 Revised Budget</b>	<b>\$2,707.5</b>
<b>Baseline Adjustments</b>	
Reductions for one-time appropriations in current year	-\$18.9
Carryover/reappropriation	-35.8
<b>Proposed Increases</b>	
4 percent enrollment growth (12,030 FTE)	78.1
1.5 percent base increase	37.7
Support for summer term at CSU Chico	1.2
Other	1.0
Subtotal	(\$118.0)
<b>Proposed Reductions</b>	
Financial aid adjustment	-\$14.5
Education Technology Professional Development program	-6.5
CalTEACH teacher recruitment	-5.0
Other	-9.1
Subtotal	(-\$35.1)
<b>2002-03 Proposed Budget</b>	<b>\$2,735.6</b>
<b>Change from 2001-02 Revised Budget</b>	
Amount	\$28.2
Percent	1.0%

**Base Budget Increase.** The Governor's budget provides CSU with a 1.5 percent base increase totaling \$37.7 million. The budget assumes that CSU will use this increase for adjustments to faculty and staff salaries (pursuant to collective bargaining negotiations), maintenance, information technology projects, and other programs.

**Enrollment Growth of 4 Percent.** In addition to a 1.5 percent base increase, the Governor's budget provides CSU with \$78.1 million for enrollment growth. The budget assumes that CSU will serve 12,030 additional full-time equivalent (FTE) students, or 4 percent more FTE students than budgeted in the current year. This growth rate is above the growth rate projected by the Department of Finance (3.4 percent).

In the current year, CSU served substantially more students than budgeted. Although CSU was budgeted for 3 percent growth in the current year, it estimates (based upon fall 2001 enrollment) that it will experience 5.9 percent growth (serving an additional 17,181 FTE students rather than the 8,760 additional FTE students for which it was budgeted). The CSU attributes much of the unanticipated growth to the recent economic downturn. It used temporary measures (such as salary savings and an increased student-per-faculty ratio) to cover the cost of educating these additional students.

Figure 2 California State University General Fund Support Per FTE <sup>a</sup> Student					
	Actual 2000-01	Enacted 2001-02	Proposed 2002-03	Change From 2001-02	
				Amount	Percent
Average support per FTE student	\$8,360	\$8,525	\$8,599	\$74	0.9%
Marginal support per FTE student	5,813	6,360	6,487	127	2.0
<sup>a</sup> Full-time equivalent.					

**Student Fees Maintained at Current Levels.** The Governor proposes to maintain both resident and nonresident fees at their current levels. The total proposed fees are:

- \$1,876 for full-time resident undergraduates.
- \$1,954 for full-time resident graduates.
- \$9,256 for nonresidents.

In contrast to the previous six years, the Governor does *not* propose to provide General Fund support in lieu of an increase in student fees. Since 1996-97, the state has annually provided CSU with this support. From 1996-97 through 1998-99, the state provided General Fund support in lieu of increases in student fees at an annual rate of 10 percent. From 1999-00 through 2001-02, the state provided such support at an average annual rate of 4.5 percent. As a matter of recent practice, the foregone fee increases are assumed to reflect the percent change in per capita income, with a two-year lag.

The CSU has not raised fees in eight years. After adjusting for the effects of inflation, total resident undergraduate fees are actually \$384, or 18 percent, less today than they

were in 1994-95. By choosing not to provide General Fund support in lieu of a increase in student fees, the Governor is assuming that CSU will either (1) absorb the associated inflationary impact or (2) raise fees (which the CSU Board of Trustees has the statutory authority to do). We discuss student fees for all three segments in more detail in the "Intersegmental" section of the *Analysis*.

**Summer Expansion at CSU Chico.** The Governor's proposal includes \$1.2 million to continue the enhancement of summer operations at CSU. The system intends to use this funding to provide General Fund support for 240 existing FTE summer enrollments at CSU Chico. In the current year, the state began providing this additional support as an incentive for CSU to expand its summer enrollment more rapidly. According to the "buyout" formula used in the current year (but updated to account for the higher marginal cost rate in 2002-03), CSU needs \$977,000 to fully support the 240 FTE enrollments at Chico. We discuss this issue, as well as related issues, in our "Update on Year-Round Operations," which is included within the "Intersegmental" section of the *Analysis*.

**Proposed Reductions.** While the budget proposes a total of \$118 million in augmentations, it also proposes \$35 million in reductions.

- **Financial Aid Adjustment.** The Governor proposes a \$14.5 million reduction in General Fund support for campus-based financial aid. The Governor argues that this reduction is made possible as a result of fee reductions in 1998-99 and 1999-00 that were not accompanied by corollary reductions in financial aid. Over those two years, the state increased CSU's base budget by a total of \$43.6 million (General Fund) to backfill the reduction in fee revenue. One-third of this amount, or \$14.5 million, had been designated for student financial aid and is now proposed for elimination.
- **Education Technology Professional Development Program.** The Governor proposes a \$6.5 million reduction to CSU's education technology institutes, reducing the total appropriation for the program to \$6 million.
- **California Center for Teaching Careers (CalTeach).** The Governor proposes a \$5 million reduction in CalTeach's advertising activities. The previous two budgets provided CalTeach with \$9 million annually (in addition to the funding it receives for operating expenses) to run a statewide advertising campaign aimed at attracting individuals into the teaching workforce.

**General Fund Support Per Student.** Figure 2 shows the average and marginal General Fund support per FTE student at CSU from 2000-01 through 2002-03. The budget proposes average General Fund support of \$8,599 per FTE student. This is \$74, or 0.9 percent, more than the average General Fund support provided in the enacted current-year budget. For each additional FTE student budgeted in 2002-03, the Governor provides \$6,487 in General Fund support. This is \$127, or 2 percent, more than the marginal General Fund support provided in the current year.

## Crosscutting and Intersegmental Issues Involving CSU

We address several issues relating to CSU in other sections of this chapter. In

"Education Crosscutting Issues—Teacher Support and Development," we discuss the Governor's proposal to reduce funding for the CSU-administered Education Technology Professional Development program. We recommend that the Legislature approve the reduction but do so as part of a broader effort to streamline existing professional development programs for K-12 teachers. Specifically, we recommend the Legislature shift the program into a formula-based teacher support and development block grant.

In the "Intersegmental" section of the chapter we discuss:

- The CSU's student fee policies. We recommend the Legislature adopt a fee policy for CSU that is fair, consistent, and predictable.
- The CSU's institutional financial aid programs. We recommend the Legislature create a fair and consistent statewide financial aid policy and shift state funds from institutional aid programs to the statewide Competitive Cal Grant program.
- The Governor's proposal to provide CSU with \$1.2 million to expand summer operations at CSU Chico. We recommend the Legislature approve \$977,000 but continue to link the funding to summer enrollment growth.
- The CSU's and UC's joint doctoral programs in education. We recommend the Legislature ask the systems to report on their new funding and fee policies for these programs.

## Convert Governor's Teaching Fellowships Into APLE Warrants

***We recommend the Legislature convert the Governor's Teaching Fellowships into awards issued under the longstanding Assumption Program of Loans for Education (APLE), which is administered by the Student Aid Commission. The Legislature could then authorize the commission to issue 1,000 additional new warrants (for a total of 7,500 new warrants) each year. This program conversion would allow more students to receive financial aid, save \$21.1 million in the budget year, reduce future costs by several million dollars, eliminate the fellowship repayment process, and reduce administrative costs.***

The CSU administers the Governor's Teaching Fellowship program, which was established in 2000. The Governor's budget includes a total of \$21.1 million for the program in the budget year. The program offers nonrenewable \$20,000 grants to meritorious students enrolled in teacher-education programs. The CSU issues 1,000 fellowships each year. The Student Aid Commission administers a similar program—the longstanding APLE, which offers up to \$19,000 in loan forgiveness to meritorious students enrolled in teacher-education programs. The commission currently issues 6,500 new warrants each year. We recommend the Legislature convert the Governor's Teaching Fellowships into APLE warrants and authorize the commission to issue 1,000 additional warrants (for a total of 7,500 new warrants) each year.

### Programmatic Similarities

These two programs share several central characteristics, including: (1) serving similar

students and (2) requiring similar teaching commitments.

**Programs Serve Similar Students.** The eligibility criteria for the fellowship program and APLE program are very similar. Under both programs, recipients must have outstanding ability as demonstrated by academic performance, faculty evaluations, interviews, and/or letters of recommendation. The only notable difference is that APLE recipients must already have or agree to receive a federal or state educational loan.

**Programs Require Similar Teaching Commitments** Additionally, both programs require very similar teaching commitments. The most notable difference in teaching commitment is that APLE recipients have more flexibility. Whereas fellowship recipients must agree to teach four years in a low-performing school, APLE recipients must agree to teach four years in one of the following areas: a low-performing school, a low-income school, a school with a high percentage of uncredentialed teachers, or a designated subject matter shortage area.

The penalties for not fulfilling these teaching commitments are also similar. Fellowship recipients are required to repay \$5,000 for each year they renege on their teaching agreement, whereas APLE recipients are denied loan forgiveness (ranging from \$2,000 to \$5,000) for each year they renege on their teaching agreement.

**The APLE Has Benefit of Multiple Incentives.** The APLE program has the added benefit of multiple incentives, in which individuals can obtain greater loan forgiveness if their teaching assignment addresses multiple areas of need. For example, an APLE recipient who agrees to teach in a low-income school is eligible for a total of \$11,000 in loan forgiveness; an APLE recipient who agrees to teach *mathematics* in a low-income school is eligible for a total of \$15,000; and an APLE recipient who agrees to teach mathematics in a school in the *lowest 20 percent* of the Academic Performance Index rankings is eligible for a total of \$19,000. The fellowship program does not have any of these additional incentives.

## **Fiscal Efficiencies**

Although the two programs could be combined simply because they serve similar students and require similar teaching commitments, the Legislature could obtain several fiscal benefits by converting the \$20,000 fellowships into \$19,000 redeemable APLE warrants. These benefits include: (1) saving \$21 million in the budget year, (2) reducing out-year costs, (3) reducing enforcement costs, and (4) reducing administrative costs.

**Saves \$21 Million in Budget Year.** Converting the fellowships into warrants saves \$21 million in the budget year because award recipients would not begin redeeming their warrants until 2003-04. Although this is a short-term savings, the Legislature can also obtain the long-term savings, as described below.

**Reduces Enforcement Costs.** Under the fellowship program, recipients must repay \$5,000 for each year of their teaching commitment they do not fulfill. State law gives CSU the authority to adopt any rules and regulations that are necessary for "the

recovery of funds it determines are owed to the state." It also gives CSU the authority "to seek a civil penalty on a recipient of funds under this program." Under the fellowship program, therefore, CSU potentially can become involved in a time-consuming, difficult, and costly enforcement process to obtain repayment from individuals who have already received fellowships yet have decided not to teach. In contrast, under the APLE program recipients agree to take a loan in their own name and are held immediately liable if they do not fulfill their teaching commitment. (In such cases, the state simply does not forgive that portion of their loan.)

***Reduces Administrative Costs.*** To administer the fellowship program and track fellowship recipients, CSU receives \$1 million annually and the Commission on Teacher Credentialing receives \$66,000. These two agencies have received this funding since the inception of the program—when there were few fellowship recipients and no fellowship recipients to track. They continue to receive this funding even though the program involves only 1,000 fellowship recipients. Thus, the state pays more than \$1,000 in administrative costs for each fellowship that CSU awards. By comparison, the commission expends approximately \$400,000 annually to administer the APLE program. With this \$400,000, the commission is able each year to issue 6,500 new warrants as well as track more than 15,000 existing warrants. Thus, the state pays less than \$19 in administrative costs for each APLE warrant issued.

In sum, we recommend the Legislature convert the Governor's Teaching Fellowships into APLE warrants and authorize the commission to issue 1,000 additional warrants (for a total of 7,500 new warrants) each year. This would result in both short- and long-term fiscal benefits, including: (1) saving \$21.1 million in the budget year, (2) reducing future costs by several million dollars, (3) reducing enforcement costs, and (4) reducing administrative costs.

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[Return to Education Table of Contents, 2002-03 Budget Analysis](#)

[Return to 2002-03 Budget Analysis Table of Contents](#)

[Return to LAO Home Page](#)