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Information

Professional Services Committee

Discussion of the Content Required and the Limitation to the Length of Initial Multiple and Single Subject Teacher Preparation

Executive Summary: This agenda item presents information regarding the content of teacher preparation programs as required by statute and by Commission standards as well as information concerning the limitation to the length of initial multiple and single subject teacher preparation.

Recommended Action: For information only

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Strategic Plan Goal: 1

Promote educational excellence through the preparation and certification of professional educators

- ◆ Sustain high quality standards for the preparation and performance of professional educators and for the accreditation of credential programs

March 2010

Discussion of the Content Required and the Limitation to the Length of Initial Multiple and Single Subject Teacher Preparation

Introduction

This agenda item provides information related to the content required in and the limitation to the length of the initial teacher preparation program for multiple and single subject teachers. The restriction on the length of initial teacher preparation programs has been in place since the 1970s. However, in recent years significant changes have been implemented to the manner in which California prepares new teachers in order to ensure that those individuals are well equipped to educate California's 21st century students. The purpose of this item is to begin a discussion about the complex issues relating to the content required for initial teacher preparation and the current challenges presented by the limitation to the length of initial teacher preparation.

Background

Unlike many other states, California law does not allow an Education major where a prospective teacher completes a bachelor's degree in Education and earns a teaching credential at the same time. Instead, in California, each prospective teacher must complete a bachelor's degree from a regionally accredited institution in a subject other than education. Often the content of the degree, e.g., mathematics, English, science, liberal studies (multiple subjects) is the area in which the individual will then earn a teaching credential. Most preliminary teaching credentials in California are earned after the completion of the bachelor's degree, although an integrated program where the individual completes coursework towards both the content focused bachelor's degree and credential simultaneously is an option that may be offered by program sponsors. In addition, California requires completion of a Clear credential program. Currently, this Clear credential program is most frequently completed by participating in a two year BTSA induction program; where induction is unavailable, candidates may complete a Commission approved Clear credential program.

Education Code § 44259 (For complete text of §44259 see Appendix A) specifies the following:

44259 (a) Except as provided in subparagraphs (A) and (C) of paragraph (3) of subdivision (b), each program of professional preparation **for multiple or single subject teaching credentials shall not include more than one year of**, or the equivalent of one-fifth of a five-year program in, **professional preparation.**

44259 (b)(3)

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

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

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

Education Code §44259(a)(3)(A) addresses an integrated or blended model of teacher preparation. In an integrated model, the preparation program may take more than one year to complete as it is integrated with the work towards the bachelor's degree. Subsection (b)(3)(C) addresses preparation that is delivered through an intern delivery model. Intern programs for multiple or single subject credentials are not limited to one year in length. But the student teaching delivery model described in paragraph (B) for the preparation of multiple and single subject teachers is limited to one year in length by statute. This limitation to the length of initial teacher preparation is often referred to as the "unit cap."

The Commission's Preconditions for multiple and single subject teacher preparation programs is where the limit to the length of the initial teacher preparation program is addressed. The precondition addressing the length of the preparation program is provided in Appendix B of this item. The complete Preconditions can be accessed on the Commission's web page, <http://www.ctc.ca.gov/educator-prep/standards/Standards-Preconditions.doc>. In recent years many institutional representatives have expressed difficulty in providing the necessary course of study prescribed by the Commission's standards, as well as ensuring appropriate depth of coverage of each critical area, while staying within the one year limit. This agenda item will describe the content required by the Education Code and the Commission's adopted program standards, and how that content has changed since the one-year limit was placed on initial teacher preparation.

Part I: Content Required to be Addressed in Initial Multiple and Single Subject Teacher Preparation

a. Content required between 1970-1990: The Ryan Act of 1970 revised and modified the structure and requirements for the basic teaching credential, and instituted a two-tier credential. The structure required a bachelor's degree from a regionally accredited institution, the completion of the subject matter requirement and the completion of a professional preparation program for the Preliminary credential (first tier). The structure required a year of study past the baccalaureate degree (minimum of 30 semester units), commonly called the "fifth year," before the issuance of the Clear credential (second tier). The professional preparation program part of the requirements for the preliminary credential was subject to the one year statutory limitation per EC 44259.

Over the next twenty years there were several statutory additions made to the content of teacher preparation. However, most often these additional requirements (usually courses) were placed in the "fifth year" and completed after the preliminary credential and thus did not have to be considered as part of the one year program. These courses included a course in health education including study of nutrition, cardiopulmonary resuscitation, and the physiological and sociological effects of abuse of alcohol, narcotics, and drugs and the use of tobacco; a course in technology; and a mainstreaming course about working with students identified with special needs in the general education classroom. The health course was usually a two unit course while technology and special education were three unit courses.

b. Additional content required since 1990: A number of additional topics—both new content and increased emphasis on a specific topic already included in the preparation program—have been required in initial teacher preparation by statute or by Commission standards. Approved programs have been responsible for deciding how to address the additional required content. At times programs added a new course, and in other instances the additional content was infused into existing courses. Since the additional content was now part of the initial teacher preparation program, it needed to be included within the unit cap. The additional content includes:

Additional Content Relating to Instruction to Teach Reading

Beginning in 1997, all general education teacher preparation programs were required to include advanced content addressing the teaching of reading. The teaching of reading was already a component of initial teacher preparation programs, but specific additional requirements were identified. Also, for multiple subject teachers, passage of a Commission adopted assessment (Reading Instruction Competency Assessment-RICA) was required to ensure the candidates had learned the content.

Instruction to Teach English Learners

In 1999 legislation sponsored by Assembly Member Ducheny (Chap. 711, Stats. 1999) required that all initial teacher preparation programs prepare individuals to teach English learners. By July 1, 2002 all approved initial teacher preparation programs had to be revised to provide instruction and field experience that prepared candidates to teach English learners and as of July 1, 2003 no initial preliminary credential could be awarded without the individual having had this instruction. The induction programs were also charged with providing content and opportunities for teachers to demonstrate their knowledge and skills in working with English learners to earn the clear credential. The timelines provided in the legislation required that by July 1, 2005, no clear credential could be awarded if the individual had not completed advanced training in teaching English learners.

Prior to the Ducheny legislation, most teachers who earned an authorization to teach English learners did so after completion of a preliminary teaching credential by completing college coursework or professional development in Crosscultural, Language and Academic Development (CLAD) or by passing the CLAD examination. The college coursework was usually composed of three four-unit courses that had been reviewed by Commission staff. The Ducheny legislation required that a major portion of the CLAD content be integrated into all candidates' initial teacher preparation. The remainder of the content was included in the second level of teacher preparation, i.e., the clear credential induction program.

Competency in the Use of Computers

Beginning in January 2000, all candidates for a preliminary multiple or single subject teaching credential were required to demonstrate basic competency in the use of computers by completion of a course or passage of an examination. This, in essence moved the required computer course to the preliminary level. Then a more advanced course was required for the clear credential. Prior to 2000, the completion of the initial course in technology was required only for the clear credential and thus was not included in the unit cap.

Senate Bill 2042 Reform

The SB 2042 credentialing reform (Chap. 548, Stats.1998) represented a major overhaul of the teacher credentialing process that grew out of the prior work of the SB 1422 Advisory Panel (Chap. 1254, Stats.1992). This was a comprehensive review and reorganization of initial teacher preparation for general education teachers. Each of the clear credential courses (health, special education, technology and teaching English learners) was embedded partly into initial teacher preparation and partly into the induction phase of teacher preparation by SB 2042 and the program standards that were developed. This reconceptualization took content that had previously typically been incorporated into the clear credential program as independent courses and integrated that content across both levels. The standards for initial teacher preparation programs were adopted by the Commission in September 2001.

Senate Bill 1209

In 2006, SB 1209 (Chap. 517, Stats. 2006) clarified that the second tier of teacher preparation should provide "...experience that includes the application of knowledge and skills previously acquired in a preliminary credential program..." The Induction program standards were reviewed and revised with this language in mind. Therefore, in the four areas previously identified for clear credential courses (health, special education, technology, and teaching English learners) advanced, more theoretical content could no longer be covered in induction, as statute appeared to require that all content related to these four topics had to be introduced in initial teacher preparation and candidates would work on applying the knowledge and skills relating to this content in their induction program.

Implementation of the Teaching Performance Assessment Requirement

SB 2042 (1998) created the requirement that an individual would need to pass a valid and reliable Teaching Performance Assessment (TPA) as one requirement for the recommendation for a preliminary multiple or single subject teaching credential. Subsequently, SB 1209 (Chap. 517, Stats. 2006) required the statewide implementation of the teaching performance assessment as of July 1, 2008. All preliminary multiple and single subject teacher preparation programs have been required to modify their preparation programs over the past two years to include the embedded teaching performance assessment.

Below is a summary of the additional content added to the Preliminary Teacher Preparation programs over the last four decades.

Summary of Additional Content Required to be Included in Preliminary Teacher Preparation Programs Since 1970

Topic	Year Added	Education Code Reference
Enhanced content in the teaching of Reading	1998	44259 (b) (4)
Some Health, Mainstreaming moved to preliminary program	2001	44259
Teaching English Learners	1999	44259.5 (a)
Competency in the use of computers	2000	44259 (b)(7)
Additional theoretical content in health, mainstreaming, technology and teaching	2006	44259 (c)(4)

Topic	Year Added	Education Code Reference
English learners from Induction moved into initial preparation		
Teaching Performance Assessment	2008	44259(b)(B) and 44320.2

Part II: Current Issues in the Implementation of the One-Year Limitation

In working with approved teacher preparation programs through accreditation activities it has become clear that additional attention is needed to the issue of the required content and the limit of a one year time period for initial multiple and single subject teacher preparation. The Commission must ensure that new teachers are well prepared for California public schools as set forth in the Commission’s adopted standards and credentialing requirements and must monitor each program with respect to compliance with the limitation on the length of the program as set forth in statute. As programs have been revised and modified over time, they are finding it difficult to meet all requirements within the one year length limitation.

Although a significant amount of additional content has been added to the requirements for multiple and single subject teacher preparation programs over the years, no concomitant approach has been taken regarding the unit cap and its effects on programs trying to meet all of the extensive content requirements within a one-year period. This situation continues to be exacerbated and additional pressure has been put on programs by several even more recent factors. These are:

a. Recommendations for even more additional content to be added to initial multiple and single subject teacher preparation programs

The Commission routinely sponsors advisory panels across a broad range of topics to provide advice and recommendations. Several of these recent advisory panels have made recommendations to the Commission concerning possible additions to current program requirements and/or the content of initial teacher preparation especially in the area of teaching mathematics for multiple subject teachers and teaching English learners for all credential areas. Adoption and implementation of these recommendations would lead to both modification of current content and the adding of new required content within teacher preparation programs. This new content would typically fall within the unit cap.

b. The definition of what constitutes required content within the unit cap and what content might be considered outside the unit cap

The Commission-adopted Precondition related to the length of an approved program (see Appendix B) provides language concerning which courses must be considered “professional preparation courses.” These are: (1) student teaching and other field experience courses; (2) methods courses in which candidates study and practice ways of teaching; and (3) courses in which candidates study concepts, information and/or principles that are presented as bases for effective school practices. It is perhaps possible to review the definitions contained within the Precondition to provide more flexibility in determining which of the courses offered at the institution are part of the “professional preparation program.”

c. The effect of limiting induction content to only application of what a candidate has previously already covered within the preliminary teacher preparation program

If the intent of SB 1209 was to limit induction content only to practice in implementing what was already learned in the preliminary preparation program, then the practical effect of this intention has been to eliminate the possibility of introducing new, additional, and/or advanced content within the induction period. This interpretation of SB 1209 puts additional pressure on the preliminary preparation program to cover an even more extensive range of content so that the same content can be included within induction. However, it might be possible to review the intent of the statute to see if a modified interpretation could be supported that might make it possible to provide new, enhanced, and/or advanced content within induction and thereby relieve some of the pressure on the unit cap within the preliminary preparation sequence.

d. Pressure on the preparation system to reduce the length and/or the amount of time it takes a candidate to complete the preparation program while ensuring well prepared novice teachers.

Given the current economy, national support for alternative, “faster” means of providing credentials to teachers, models such as Teach for America that provide a fast route to the classroom, and rising costs to candidates, there is increasing pressure on the preparation system to reduce the length of time and/or the amount of time it takes a candidate to complete the preparation program, while still ensuring candidates are well prepared. Adding even more content requirements within the one year unit cap in the current political atmosphere could have a further significant impact on programs and candidates.

Next Steps

The purpose of this agenda item has been to raise awareness of the complex issues relating to the one-year limitation on initial multiple and single subject teacher preparation programs and to facilitate the Commission’s discussion of this topic. The original SB 2042 preliminary teacher standards were adopted in 2001, but were modified in January 2009 by the Commission to be less prescriptive, as the extensive listing of “required elements” was removed. The SB 2042 standards will undergo a full review consistent with the schedule of review of standards adopted by the Commission previously. The discussion engendered on the topic of the one-year length limitation can also inform this future work.

Based upon the Commission’s discussion, staff will prepare an agenda item regarding the limitation to the length of the initial teacher preparation program for multiple and single subject teacher candidates and return to the Commission for future direction.

Appendix A

Education Code 44259

44259. (a) Except as provided in subparagraphs (A) and (C) of paragraph (3) of subdivision (b), each program of professional **preparation** for multiple or single subject teaching credentials shall not include more than one year of, or the equivalent of one-fifth of a five-year program in, professional **preparation**.

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

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

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

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

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

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

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

(4) Study of alternative methods of developing English language skills, including the study of **reading** as described in subparagraphs (A) and (B), among all pupils, including those for whom English is a second language, in accordance with the commission's standards of program quality and effectiveness. The study of **reading** shall meet the following requirements:

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

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

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

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

(iv) Early intervention techniques.

(v) Guided practice in a clinical setting.

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

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

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

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

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

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

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

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

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

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

(A) A program of beginning **teacher** support and assessment approved by the commission and the Superintendent pursuant to Section 44279.1, a provision of the Marian Bergeson Beginning **Teacher** Support and Assessment System.

(B) An alternative program of beginning **teacher** induction that is provided by one or more local educational agencies and has been approved by the commission and the Superintendent on the basis of initial review and periodic evaluations of the program in relation to appropriate standards of credential program quality and effectiveness that have been adopted by the commission, the Superintendent, and the state board pursuant to this subdivision. The standards for alternative programs shall encourage innovation and experimentation in the continuous **preparation** and induction of beginning teachers. Any alternative program of beginning **teacher** induction that has met state standards pursuant to this subdivision may apply for state funding pursuant to Sections 44279.1 and 44279.2.

(C) An alternative program of beginning **teacher** induction that is

sponsored by a regionally accredited college or university, in cooperation with one or more local school districts, that addresses the individual professional needs of beginning teachers and meets the commission's standards of induction. The commission shall ensure that **preparation** and induction programs that qualify candidates for professional credentials extend and refine each beginning **teacher's** professional skills in relation to the California Standards for the Teaching Profession and the standards of pupil performance adopted pursuant to Section 60605.

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

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

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

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

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

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

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

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

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

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

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

Appendix B

- (1) **Limitation on Program Length.** The professional preparation coursework that all candidates are required to complete prior to or during a professional preparation program shall be equivalent to no more than one year of full-time study at the institution.

The limitation applies to postgraduate teacher preparation programs. The limitation does not apply to blended/integrated programs of subject matter preparation and professional preparation teaching internship programs. *Reference: Education Code Section 44259 (a) and (b) (3).*

Clarification of Program Precondition 1

Professional Preparation Courses. Program Precondition 1 applies only to “professional preparation” courses, which are defined to consist of three kinds of courses: (1) student teaching and other field experience courses in which candidates learn professional practices and teaching strategies under the direction and supervision of an experienced practitioner; (2) methods courses in which candidates study and practice ways of teaching classes and organizing curricula in elementary or secondary schools; and (3) courses in which candidates study concepts, information and/or principles that are presented as bases for effective school practices, and that are presented especially for candidates to learn as prospective teachers.

Prerequisite Courses. Program Precondition 1 does not apply to prerequisite courses that meet *all* of the following conditions: (1) are necessary in order that a candidate may benefit from professional preparation; (2) do not fall within the definition of “professional preparation” shown above; and (3) are open to enrollment by all students (i.e., not limited to credential candidates). An institution must provide opportunities for candidates to establish equivalency to any prerequisite course.

Individually Prescribed Courses. Program Precondition 1 does not apply to courses that are required of a candidate based on an individualized assessment of knowledge and skills required to meet the Commission’s Standards of Candidate Competence and Performance. These courses would be prescribed when a candidate is unable to meet the candidate performance standards by completing the regular professional preparation program.

Elective Courses. Program Precondition 1 does not apply to courses that are elected by candidates and are not required by the college or university prior to student teaching or as part of the one year of professional preparation. Program Precondition 1 applies to courses that are selected by candidates from a required list of courses.