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Action

Professional Services Committee

Annual Report Card on California Teacher Preparation Programs for the Academic Year 2008-2009 as Required by Title II of the Higher Education Act

Executive Summary: This agenda item is the *Annual Report Card on California Teacher Preparation Programs for the Academic Year 2008-2009*, as required by Title II of the 2008 Reauthorization of the Higher Education Act. It is the tenth annual report and includes a description of credentialing requirements to teach in California public schools. In addition, it includes qualitative and quantitative information on teacher preparation programs, including pass rate data for all examinations used by the state for credentialing purposes.

Recommended Action: Commission approval of the report. Upon approval, staff will reformat the report as necessary for transmission via the federal web-based reporting system of the U.S. Department of Education on or before October 31, 2010 as required by law.

Presenter: Teri Clark, Administrator and Marjorie Suckow, Consultant, Professional Services Division

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

September-October 2010

Annual Report Card on California Teacher Preparation Programs for the Academic Year 2008-2009 as Required by Title II of the Higher Education Act

Introduction

This agenda item presents the *Annual Report Card on California Teacher Preparation Programs for the Academic Year 2008-2009* as required by Title II of the Higher Education Act. In 2008, the law was reauthorized and substantial changes were made to the Title II data collection and reporting requirements. The 2008-09 reporting year was the pilot year in which states were asked to implement the changes and the 2009-2010 reporting year will begin full implementation of the new requirements. This is the tenth annual report and it includes the pass-rate data for all examinations used for teacher credentialing purposes in California in addition to data for the new reporting requirements.

Background

Section 207 of Title II requires institutions to submit annual reports to states on the quality of the teacher preparation programs. States are required to collect the information contained in these institutional reports and submit an annual report to the United States Department of Education (USDOE) that reports on the success of teacher preparation programs and describes efforts to improve teacher quality. These report cards are also intended to inform the public of the status of teacher preparation programs. Title II's new reporting requirements impact (1) the sponsors of all teacher preparation programs; (2) the state agencies that certify new teachers for service in public schools; and (3) the Secretary of Education in the USDOE.

Reauthorization of the Higher Education Opportunity Act and Title II Requirements

The Higher Education Opportunity Act (HEOA) legislation was reauthorized in August 2008 and while some of the changes were implemented beginning with last year's state report, such as the elimination of the quartile rankings as well as the elimination of the requirement to report on waivers, full reporting through the new system will not be in place until the 2010-2011 data collection and reporting cycle for both states and program sponsors. Some of the modified requirements include scaled scores for each assessment, statewide average scaled scores, and two separate reports (traditional and alternative routes) for program sponsors.

Commission staff has been working with the testing contractors and USDOE to implement the new requirements. The USDOE held public meetings in September-October 2008. New data collection forms were drafted in December 2008 and feedback was gathered from states and preparation program sponsors in January-February 2009. Final versions of the forms were submitted to Office of Management and Budget (OMB) in March 2009 and forms were finalized in September 2009. The Commission has been and is continuing to offer technical assistance meetings and webinars to provide information to California's program sponsors for the new reporting system.

Institutional and Program Report Cards for 2008-2009

Westat, the USDOE's contractor, developed a web-based data entry tool called the Institutional and Program Report Card (IPRC) and states were given the option to either develop their own system or use Westat's IPRC. CTC elected to use Westat's system because it is free to the states and the data will be collected uniformly across many states. Forty-five states are using the IPRC developed by Westat for the 2008-2009 reporting year. All 91 of California's program sponsors who have approved Multiple Subject, Single Subject, and Education Specialist credential programs submitted their institutional and program report card data to the Westat on or before April 30, 2010, in compliance with federal reporting deadlines set forth in Title II.

The IPRC web system collected information in seven sections:

- Section I: Admission Requirements; Program Enrollment; Supervised Clinical Experience; Certification; and Program Completer
- Section II: Annual Goals; Assurances
- Section III: Institutional Pass Rates
- Section IV: Low Performing Teacher Preparation Programs
- Section V: Use of Technology
- Section VI: Teacher Training
- Section VII: Contextual Information (Optional)

The State Report Card for 2008-09

Sections 205 through 208 of the *Title II of the Higher Education Act (HEA)*, as amended in 2008 (PL 110-315) call for increased or different types of accountability for programs that prepare teachers. Section 205 of the Title II requires annual reports from each institution of higher education (IHE) that conducts a traditional teacher preparation program or an alternative route program to state certification or that enrolls students receiving federal assistance under HEA (e.g., Title IV).

States are responsible for coordinating the IHE and non-IHE-based alternative route data collection. There are many common data reporting elements in the IHE and state Title II data collections. Much of the data that the IHEs and non-IHE-based alternative routes report to the state will be included in the state report to the USDOE. State Title II reporting is a paperless process. This data collection is mandatory and provides a national database on teacher preparation in all states. States report through a Web-based reporting system called the State Report Card System (STRC). The STRC is an online tool, developed and maintained by Westat, used by states to meet the annual reporting requirements on teacher preparation, certification, and licensing mandated by Title II. States must use the STRC to report their Title II data to the USDOE.

Title II data are intended to inform students and aspiring teachers, the educational community, institutions of higher education, Congress, researchers, policymakers and the public about the quality of teacher preparation in the U.S. Title II reporting is intended to encourage transparency and accountability and to encourage a national conversation on teacher quality. The Title II report submitted by each state will be available at <http://title2.ed.gov/>.

Section 205(b) of Title II requires each state to report annually on:

- Basic aspects of each of its teacher preparation programs, such as admission requirements; number of students enrolled by gender, ethnicity and race; information about supervised clinical experience; the number of students who have been certified or licensed as teachers; and the number of program completers;
- The reliability and validity of teacher certification or licensure assessments and requirements;
- Teacher certification or licensure requirements;
- State teacher standards and criteria for certification or licensure;
- How well groups of students perform on initial state licensing and certification assessments;
- Alternative routes to teacher certification or licensure;
- Criteria for assessing the performance of teacher preparation programs and which teacher preparation program are under a designation of “low-performing” or “at-risk of being low-performing.”
- Information about addressing shortages of highly qualified teachers and preparing teachers to use technology, to participate as a member of individualized education program teams and to teach students with disabilities or who are limited English proficient; and
- State efforts to improve teacher quality.

Pass rate information by assessment for each of the program sponsors for both traditional and alternate routes are presented in Appendix A. The Institutional and Program Report cards are presented in Appendix B. Both Appendix A and B are available on the Commission’s website [http://www.ctc.ca.gov/commission/agendas/2010-11-2A-Appendix-A and Appendix B.pdf](http://www.ctc.ca.gov/commission/agendas/2010-11-2A-Appendix-A%20and%20Appendix%20B.pdf).

This year’s report contains a new section entitled, “Teacher Shortage, Use of Technology, and Teacher Training,” pursuant to provisions of the reauthorized Act.

If approved, the final version of the report will be available on the Commission website for public access in accordance with federal reporting guidelines. In order to meet the federal reporting deadlines, submission of the report to the USDOE will be completed via the web-based Title II Data Collection System by October 31, 2010.

Staff Recommendation

Staff recommends that the Commission approve the *2008-2009 Annual Report Card on California Teacher Preparation Programs*, so staff may transmit the reformatted web-based version of the report to the USDOE on or before October 31, 2010.

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Introduction

In October 1998, Congress passed and President Clinton signed the Higher Education Reauthorization Act, which contained many provisions affecting different aspects of higher education. Title II of the Act included federal grant programs that advanced efforts to improve recruitment, preparation, and support of new teachers and mandated certain reporting requirements for institutions and states regarding teacher preparation and licensing. The intent of Congress was that the programs and requirements of Title II would provide incentives for improving teacher preparation systems and provide greater accountability for ensuring teacher quality.

Title II established new reporting requirements for: (1) the sponsors of teacher preparation programs; (2) state agencies that certify new teachers for service in public schools; and (3) the Secretary of Education in the United States Department of Education (USDOE). Section 207 of Title II requires institutions to submit annual reports to state agencies addressing the quality of their teacher preparation programs. States are required to collect the information contained in these institutional reports and submit annual reports each October to the USDOE that includes information about teacher certification requirements, accountability and performance information about preparation programs, and a description of efforts to improve teacher quality.

Title II requires that, annually, the U.S. Secretary of Education compile all state reports into a single national report for submission to Congress. The national report provides comprehensive national data on the manner in which institutions prepare teachers, including pass rate data on assessments required for certification or licensure. The report also describes what states require of individuals before they are allowed to teach, and how institutions and states are raising standards for the teaching profession. This report contains the information that will be submitted to the USDOE in October 2010 in compliance with the Title II reporting requirements for states.

The California Context

In recent years, education in California has undergone a number of important changes. The challenges of enrollment changes, expanding diversity, legislative action, and pending retirements of many K-12 teachers have prompted California to refine its capacity to train educators while undertaking extensive efforts aimed at improving the recruitment, retention, and preparation of K-12 teachers.

During the first half of the 1990s, California's K-12 population soared and with that explosive growth came the need for more highly qualified teachers. During the latter half of the decade, student enrollment leveled off, but the rate of teacher retirements increased, creating a continuing demand for prepared educators. Policymakers and educators sought to address California's significant teacher shortage by enacting a number of new programs to encourage individuals from all backgrounds to consider teaching in California's public schools. A number of recruitment programs were funded and unnecessary barriers to teaching were lowered by enacting multiple routes to the teaching profession, including internships and examination routes. State funds had been allocated to support intern programs, and the state has fully funded an induction program for all beginning teachers. In more recent years, state budget issues have overshadowed some reform efforts.

Of equal, if not greater concern to policymakers and educators were issues of quality. Academic content standards for K-12 students that reflect what students should know and be able to do at each grade level in each content area are well established. Statewide K-12 student assessments aligned with these standards are implemented. Alongside reforms in K-12 education came, arguably, the most comprehensive reform in educator preparation in California's history. Subject matter preparation standards for prospective teachers and teacher preparation standards were aligned with what is expected to be taught in the public schools. A learning-to-teach continuum that recognizes the importance and interconnectedness of subject matter preparation, instruction in effective pedagogy, and a system of mentoring and formative assessment, or induction, during the critical first two years of teaching, forms the basis of California's approach to ensuring high quality teacher preparation.

Efforts to reform California's credential system began in 1992 when the Governor and Legislature enacted SB 1422, (Chap. 1245, Stats. 1992) calling for the Commission to complete a comprehensive review of the requirements for earning and renewing teaching credentials. The Commission conducted a systematic study that included the appointment of an advisory panel to examine credential requirements and make recommendations for reform and restructuring.

As a result of the recommendations of the SB 1422 advisory panel, the Commission sponsored omnibus legislation, SB 2042, in 1998 (Chap. 548, Stats. 1998) that called for:

- The implementation of new standards to govern all aspects of teacher development, including subject matter studies, professional preparation, induction, and continuing growth;
- The alignment of all teacher preparation standards with California's K-12 academic content standards for students and the *California Standards for the Teaching Profession*;
- The creation of a two-tiered teaching credential that would establish the completion of a standards-based induction program as a path to the Level II or Clear credential;
- Increased accountability by building a teaching performance assessment into initial teacher preparation; and
- The establishment of multiple routes into teaching that meets the same high standards, including programs that blend pedagogy and subject matter courses into a single program.

Passage of SB 2042 served as the impetus for the extensive standards and assessment development effort designed to significantly improve the preparation of K-12 teacher candidates. Pursuant to statute, standards are aligned with the Academic Content Standards for California Public Schools K-12, the Curriculum Frameworks, and the *California Standards for the Teaching Profession*. This alignment extends to subject-matter exams, creating stronger linkages between the content of the undergraduate subject matter programs and the subject-matter examinations that candidates may take in lieu of those programs.

Aligning every educator credential and certificate program with SB 2042 was a multi-year, multi-stage process during which approved (Ryan) programs were permitted to operate. As every set of credential program standards was revised and adopted, institutions offering those programs

were required to submit documents demonstrating how their program satisfied the new standards.

Implementation of the No Child Left Behind Act

In the midst of the SB 2042 implementation, Federal Public Law 107-110: No Child Left behind (NCLB) Act was signed into legislation. While most of the highly qualified teacher requirements were consistent with the 2042 focus on subject matter competence and the alignment of teacher preparation standards with student content standards, some Highly Qualified Teachers (HQT) requirements did initiate revisions to some of California's teacher recruitment and preparation programs. The California State Board of Education (CSBE), the California Department of Education (CDE), and the Commission continue to work cooperatively to align State regulations and certification requirements with the requirements of NCLB. Where appropriate for Title II purposes, this report discusses those efforts.

California has worked hard to maintain its progress in improving teacher quality and student achievement despite the worst fiscal situation in recent state history. Some of the educational programs implemented early in the decade have been eliminated or reduced while discussions about finding resources to support other programs continue. The state's economy has continued to struggle leaving the state, postsecondary institutions, and local school districts facing significant fiscal constraints while attempting to address the needs of its student population.

The state's policymakers persist in attempting to address these very difficult statewide issues against a backdrop of continued change at the local level. During the 2008-2009 school year, the CDE reports that there were about 6.3 million children enrolled in California's 9,821 public schools.¹ The California Department of Finance reported that no single racial or ethnic group constitutes a majority of California's population. The composition of the state's population is reflected in its public school enrollments. Indeed, California schools are among the most culturally and linguistically diverse in the nation.

According to the CDE, approximately 49.0 percent of California children enrolled in kindergarten through 12th grade are Hispanic or Latino, 27.9 percent are white, 11.7 percent are Asian, Filipino or Pacific Islander, 7.3 percent are African American, and 0.7 percent are Native Americans. Together, these students speak more than 56 different languages and nearly 24 percent or 1.5 million, are English language learners. Sixty-eight percent (68%) of English learners are enrolled in the state's elementary grades, kindergarten through sixth. The diversity in languages and learners has created a need for teachers who possess a deep knowledge of the subjects they teach and an ability to adapt instructional strategies to meet student needs. Therefore, California requires all teachers (elementary, secondary, and special education) to receive instruction in English language development and specially designed academic instruction in English as part of the initial teacher preparation program.

Enrollment in Teacher Education

California's numerous efforts to prepare a sufficient number of teachers to educate the state's K-12 student population resulted in a significant increase in enrollment in teacher preparation programs. During the first three years of Title II reporting beginning with the academic year

¹ *Fact Book 2009 Handbook of Education Information*, California Department of Education, 2009

1999-2000, enrollment in teacher preparation programs increased by 47 percent to a total of 77,705 in 2001-02.

Since then, however, Title II enrollment data indicates a steady decline in the past few years. In the past five years, enrollment declined by about 23,000 or 35 percent. As the table indicates, total enrollment declined by 18.4 percent between 2007-08 and 2008-09.

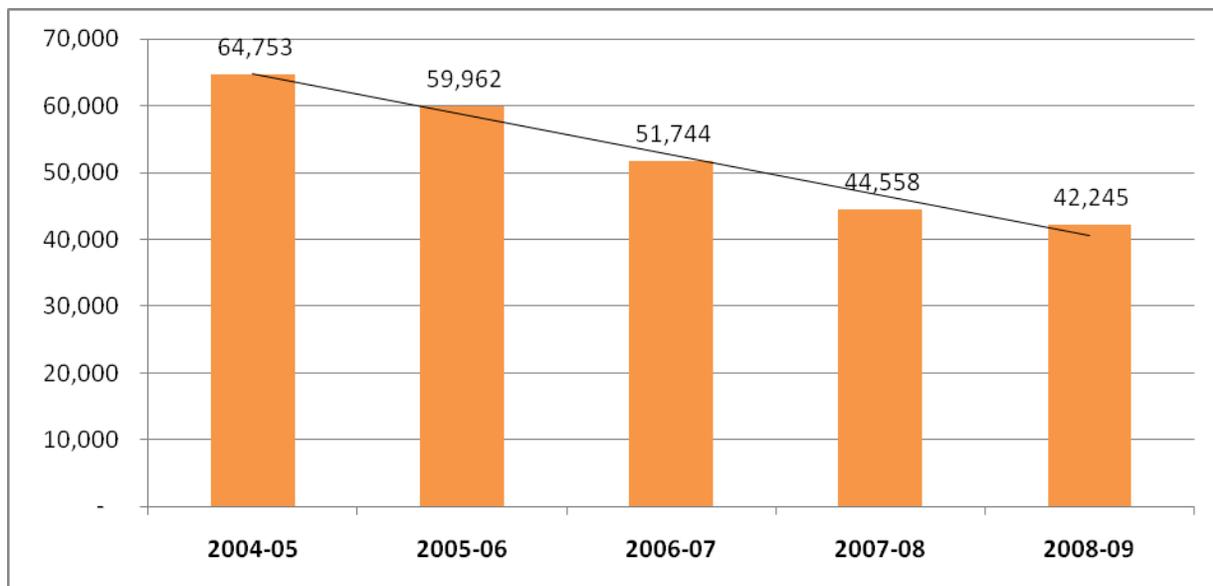
Table 1: Teacher Preparation Program Enrollment

	2004 - 2005	2005 - 2006	2006 - 2007	2007 - 2008	2008 - 2009*	One year change
Multiple Subject	34,176	28,200	23,428	19,071		
Single Subject	20,073	19,910	17,276	15,383		
Education Specialist	10,504	11,852	11,040	10,104		
Total	64,753	59,962	51,744	44,558	42,245	-18.4%

**Note: Due to new federal Title II data processes, enrollment data not available by credential type for 2008-2009.*

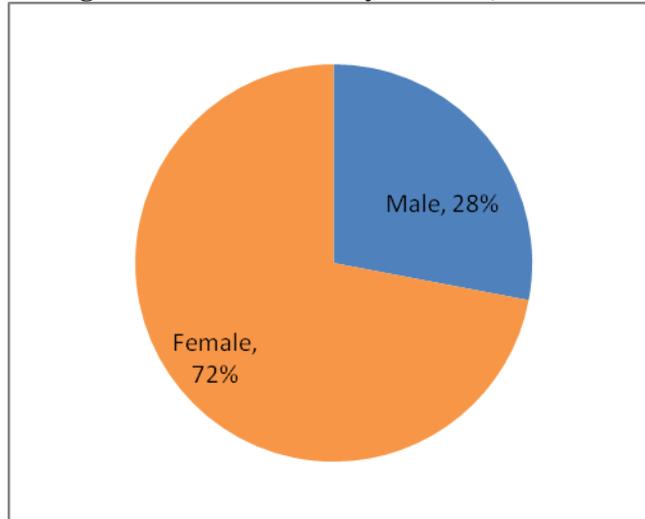
This declining trend is also illustrated in Figure 1, which follows.

Figure 1: Teacher Preparation Program Enrollment, 2004-05 to 2008-09



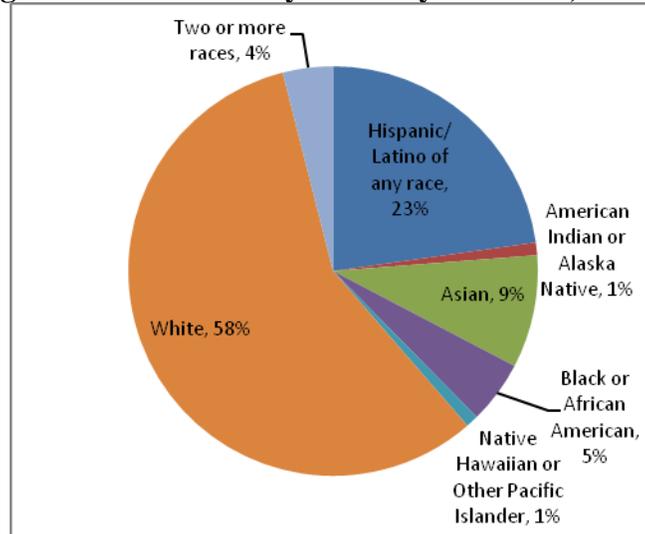
Starting with the 2008-2009 reporting year, enrollment by gender and race/ethnicity is collected through the Institutional and Program Report Card.

Figure 2: Enrollment by Gender, 2008-09



Overall, about three-fourths (72 percent) enrolled in the teacher preparation program were female and less than one-third (28 percent) was male.

Figure 3: Enrollment by Ethnicity and Race, 2008-09



Teacher preparation programs were asked to report the number of students by ethnicity and race separately. Individuals who are non-Hispanic/Latino are reported in one of the race categories. More than half (58 percent) identified themselves as white and almost one-fourth (23 percent) as Hispanic/Latino of any race. Asian consisted of 9 percent, Black or African American 5 percent, another 1 percent Native Hawaiian or Other Pacific Islander, and another 1 percent as American Indian or Alaska Native. Individuals can belong to one or more racial groups and they are reported under “two or more races” category. This category consisted of the remaining 4 percent of the enrollment. *Please note: race and ethnicity information is optional. Teacher Preparation*

programs were asked to report whatever data they had collected. So the total number reported by race and ethnicity may not necessarily add up to total number of students enrolled.

Teacher Certification in California

In order to be employed in a public school district, teachers must be certified by the Commission. California's credential structure is organized by subject matter and classroom setting. Within this structure, the state has established certification requirements that ensure candidates are prepared for their initial teaching credential and then satisfy additional requirements before advancing to the second level or clear teaching credential.

There are four basic credentials that authorize individuals to teach in public school settings: the Multiple Subject Teaching Credential, the Single Subject Teaching Credential, the Education Specialist Instruction Credential, and the Designated Subjects Teaching Credential. The Commission also issues credentials for other educational service occupations requiring state certification, such as child development teachers and school counselors, psychologists, nurses, librarians, and administrators. The Title II legislation does not require reporting of data related to Designated Subject credentials, child development permits, or the services credentials.

Subject Matter and Classroom Setting

California's teaching credential structure emphasizes both content knowledge and pedagogical competence. Candidates pursuing a Multiple Subject, Single Subject, or Education Specialist credential must hold a bachelor's degree in a subject other than education from a regionally accredited college or university. Candidates must also acquire knowledge and demonstrate preparation to teach by completing a Commission-approved teacher preparation program. A formal recommendation to the Commission from the California college, university, or local educational agency where candidates completed the program is made. The State offers multiple routes to teaching certification, including traditional one-year post baccalaureate programs at institutions of higher education, district or university sponsored intern programs, and four-to five-year "blended" programs that allow for the concurrent completion of a baccalaureate degree (including subject matter requirements) and professional preparation. All credential programs, *no matter the delivery mode*, are held to the same standards of quality and effectiveness, and all programs include instruction in pedagogy and supervised teaching experience.

The credential most often held by those teaching in an elementary school classroom is the Multiple Subject Teaching Credential. This credential authorizes individuals to teach a variety of subjects in a self-contained classroom in preschool, kindergarten, grades 1 through 12, and classes organized primarily for adults.

The appropriate credential to teach a specific subject such as mathematics or English in a departmentalized (single subject) classroom at the middle or high school level is the Single Subject Teaching Credential. This credential authorizes public school teaching in a departmentalized classroom in preschool, kindergarten, grades 1 through 12, and classes organized primarily for adults.

A Single Subject Teaching Credential authorizes an individual to teach in one of the specific content areas listed below.

Agriculture	Health Science
Art	Home Economics
Biological Sciences	Industrial and Technology Education
Biological Sciences (Specialized)	Languages other than English
Business	Mathematics
Chemistry	Mathematics (Foundational-Level)
Chemistry (Specialized)	Music
English	Physical Education
General Science (Foundational-Level)	Physics
Geosciences	Physics (Specialized)
Geosciences (Specialized)	Social Science

The Education Specialist Instruction Credential authorizes individuals to teach students with disabilities. This credential is separated into six distinct authorizations: Mild/Moderate Disabilities, Moderate/Severe Disabilities, Visual Impairments, Deaf and Hard-of-Hearing, Physical and Health Impairments, and Early Childhood Special Education. The Early Childhood Special Education Credential is not included in the Title II report since it is not a credential that authorizes service in K-12 classrooms. Individuals seeking the Education Specialist Instruction Credential complete a special education preparation program that includes student teaching in the area of their chosen specialization plus verify subject matter competency.

Requirements for Initial Certification

Multiple Subject and Single Subject preliminary credentials are issued to beginning teachers for a maximum of five years and are non-renewable. Candidates are expected to complete additional requirements to earn the clear credential within the five-year period of the preliminary credential. Credentials governed by the Ryan Act and SB 2042 have the same requirements for earning the Level I (preliminary) credentials. However, the ancillary requirements differ for individuals pursuing a credential under the Ryan Act versus those who are pursuing the SB 2042 credential.

For Ryan candidates these requirements were: 1) a 5th year of academic study including 30 semester units and coursework in health education, special education, advanced computer education, and, beginning July 1, 2005, advanced preparation for teaching English Language learners, or 2) for candidates who received their preliminary credential on or after January 1, 1999, completion of a Commission-approved induction program.

For individuals pursuing the SB 2042 credential, options to complete the clear credential are a Commission-approved:

- Induction program offered by a school district, county office, or consortia;
- Teacher Induction Program offered by a college or university; or

- Clear Credential program only when there is no induction program available to the candidate.

Although completion of an induction program is the required route to a clear SB 2042 credential, current law allows candidates who obtained their preliminary credential before August 29, 2004 to satisfy the Level II requirements by completing the equivalent of one academic year of post-baccalaureate coursework, including work that meets the statutory requirements for health, special education, and advanced computer technology, plus either coursework or an examination to demonstrate an advanced preparation for teaching English language learners as required by AB 1059. AB 2210 (Chap. 343, Stats. 2004), signed by the Governor, eliminated the coursework option and deemed induction as the primary route to the clear SB 2042 credential for candidates issued their preliminary on or after August 29, 2004. The Commission adopted regulations to implement the provisions of the law.

National Board Certification also satisfies Level II requirements for both Ryan and SB 2042 credentials. California preliminary Education Specialist Credentials are issued to beginning teachers for a maximum of five years and are not renewable. Holders of these credentials must complete an approved program including an individualized induction plan to satisfy the Level II Education Specialist Credential. The Clear Multiple or Single Subject Teaching Credential and the Clear Level II Education Specialist Credential are issued for a maximum of five years and may be renewed for 5-year periods.

Specific Assessment Requirements

California uses a variety of examinations to assess candidates' competencies in basic skills, subject matter proficiency, and professional knowledge. Over the past several years, policy changes have been enacted related to the assessment of teacher candidates in California. As such, this section discusses (1) the assessment requirements for the reporting period 2008-2009; (2) the transition to a new subject matter examination program, the California Subject Examination for Teachers (CSET); and (3) changes in assessment requirements to align with the federal Public Law 107-110: No Child Left Behind Act (NCLB).

Requirements for 2008-2009 Reporting Period

The Commission operates one of the largest educator-testing systems in the country with over 200,000 individual examinations administered each year. Multiple subject, single subject, and education specialist teacher candidates are required to pass basic skills assessment in order to obtain a preliminary or clear teaching credential. During the reporting period, California law required candidates to demonstrate subject matter knowledge by passage of a Commission-approved subject-matter assessment or by completing a Commission-approved subject-matter program of coursework in the field in which they will be teaching. Additionally, the State requires new Multiple Subject and Education Specialist Credential candidates to pass an examination assessing professional knowledge and competency in reading instruction prior to obtaining a preliminary credential.

For initial teacher certification or licensure, California uses the following written tests or performance assessments

- * Assessment of Basic Skills
- * Assessment of Subject Matter Knowledge

- * Assessment of the Methods for Teaching Reading
- * Assessment of Professional Knowledge and Pedagogy

The California Basic Educational Skills Test (CBEST) provides an assessment of a candidate’s basic knowledge and skills in reading, writing, and mathematics. These skills are usually acquired through academic experience in high school and during the completion of baccalaureate degree requirements. The reading and math sections of the CBEST consist entirely of multiple-choice questions while the writing section requires examinees to construct two brief essays in response to specific topics. The test is delivered in English and all responses must be in English.

Table 3: Assessment of Basic Skills*

Test Name	State Cut Score	Test Score Range
California Basic Educational Skills Test (CBEST) in three sections: <ul style="list-style-type: none"> • Mathematics • Reading • Writing 	41 in each of three sections (Scores as low as 37 are acceptable if the total score is at least 123)	20-80 for each section
CSU Placement exams <ul style="list-style-type: none"> • English Placement Test (EPT) • Entry Level Mathematics Test (ELM) 	EPT = 151 ELM = 50 (March 2003 and after) 550 (before March 2003)	EPT = 120-180 ELM = 0-80 (for cut score 50) ELM = 100-700 (for cut score 550)
CSU Early Assessment Program in English and Mathematics	College Ready (exempt) in each of the two sections	“Not College Ready (not Exempt)” to “College Ready (Exempt)”

**As per SB 1209, out-of-state basic skills tests are accepted in lieu of CBEST starting 1/1/07.*

Passing CSET: Writing plus the 3 subtests of CSET: Multiple Subject is also accepted to fulfill the basic skills requirement.

While California Education Code Section 44252 (f) requires candidates to take CBEST prior to admission to a program of professional preparation for diagnostic purposes, if they have not yet met this requirement. Programs are required to assure that candidates demonstrate proficiency in basic skills before advancing them to daily student teaching responsibilities. Candidates admitted to university or district internship programs are required to satisfy the basic skills requirement prior to assuming their intern teaching responsibilities (California Education Code Section 44252 (b)). All candidates must pass the CBEST before they can be recommended for the initial credential. In 2006 and again in 2008, legislation was passed to allow alternate means of demonstrating basic skills [(California Education Code Section 44252 (b)].

Assessment of Subject Matter Knowledge

Since the Ryan Act of 1970, California has required candidates to demonstrate competency in the content area they will teach. Historically, candidates have had two options to demonstrate subject matter competence; passage of a subject matter examination or completion of an approved subject matter preparation program. Candidates who will teach individual subjects in departmentalized classrooms are required to demonstrate subject matter competency in one of 41 specific content areas. Content knowledge is almost always assessed prior to a candidate’s entry into a program of professional preparation, and verification of subject matter competency is required prior to the commencement of student teaching.

In response to NCLB highly qualified teacher requirements, the Commission, the State Board of Education, and the Department of Education worked to identify any teacher preparation requirements that were not aligned with federal requirements. Upon review, it was determined that California's multiple subject credential subject matter preparation program option (that waived the examination requirement) was not consistent with NCLB requirements. As a consequence, beginning July 1 2004, every multiple subject credential candidate was required to pass the CSET for Multiple Subjects. Multiple subject teachers who had gained certification between July 1, 2001 and July 1, 2004, were also required to pass the CSET in order to continue teaching in California schools.

California verifies a single subject candidate's knowledge of an academic content area by one of two methods: achievement of a passing score on an appropriate subject matter examination or completion of a Commission-approved subject-matter program or its equivalent. In 2008-09, fifty-nine percent of Single Subject credential candidates used the subject matter examination option to demonstrate subject matter expertise. All other single subject candidates satisfied this requirement by completion of a Commission-approved subject matter program. All teacher candidates satisfying subject matter requirements for California certification by examination are now required to take the CSET.

Reading Instruction Competence Assessment (RICA)

The RICA is designed specifically for testing professional knowledge in the area of teaching reading acquired through a program of professional preparation. All multiple subject and special education programs are required to include instruction in the teaching of reading in their methodology courses. Their candidates must pass the RICA to obtain certification.

Table 4: Performance Assessment of Professional Knowledge and Pedagogy

Test Name	State Cut Score	Test Score Range
Reading Instruction Competence Assessment (RICA)		
Written Examination	81	10-120
Video Performance Assessment	17	6-24

The purpose of the RICA is to ensure that candidates earning the initial Multiple Subject Teaching Credentials or Education Specialist Instruction Credentials (Preliminary Level I or Clear Level II) possess the necessary knowledge and skills to provide effective reading instruction to students. Candidates are required to demonstrate competence in each of the following domains:

- Planning and organizing reading instruction based on ongoing assessment,
- Developing phonological and other linguistic processes related to reading,
- Developing reading comprehension and promoting independent reading, and
- Supporting reading through oral and written language development.

The RICA consists of two assessment options: the RICA Written Examination and the RICA Video Performance Assessment. Candidates are required to pass one of these assessments; candidates choose the format. The Written Examination is a pencil and paper assessment that consists of multiple-choice and constructed-response questions. The Video Performance Assessment centers on a set of three candidate-created videotape packets that show the candidate

teaching reading in a variety of settings: whole class, small group, and individual. Additionally, each video packet must include the videotaped instruction, a written instructional context form, and a written reflection form. Only about 1 percent of candidates utilize the video performance option when taking the RICA.

These candidates must pass RICA before they can be recommended for an initial credential, but passage is not required for candidates to complete a teacher preparation program. The Title II reports require institutions to provide pass rate information on all program completers. An individual may be a 'program completer' but not yet have passed the RICA examination. California Education Code Section 44283 requires that candidates for an initial Preliminary Multiple Subject Teaching Credential and candidates for the initial Preliminary Level I Education Specialist Instruction Credentials pass the RICA prior to receiving their credential. Passage of this assessment is not a requirement for the Single Subject Teaching Credential or for the Education Specialist in Early Childhood Special Education (ECSE).

Performance Assessment Requirements

California State law requires that teacher preparation programs include a performance assessment of each preliminary multiple and single subject credential candidate's teaching ability. The Commission completed the development of a model teaching performance assessment, the California Teaching Performance Assessment (Cal TPA) that program sponsors may choose to embed in their programs. The model includes both formative assessment data as well as summative assessment data for each credential candidate and pilot testing and field review have been conducted. The assessment system contains a set of performance tasks and task-specific rubrics, assessor training, and administrator training. Alternatively, program sponsors may choose to develop their own teaching performance assessments or select other Commission approved assessments that meet the same standards as the Cal TPA. Pursuant to SB 1209 (Chap. 517, Stats. 2006), each teacher preparation program is required to embed a teaching performance assessment (TPA) into the preparation program by July 1, 2008 and candidates enrolling then or after in the program will be required to satisfy this.

As of July 2008, California statute (Chap. 517, Stats. 2006) requires all candidates for a preliminary Multiple and Single Subject Teaching Credential to pass an assessment of their teaching performance with K-12 public school students as part of the requirements for earning a teaching credential. This assessment of teaching performance is designed to measure the candidate's knowledge, skills and ability with relation to California's Teaching Performance Expectations (TPEs), including demonstrating his/her ability to appropriately instruct all K-12 students in the Student Academic Content Standards. Each of the three approved teaching performance assessment models (CalTPA, FAST, PACT) requires a candidate to complete defined tasks relating to subject-specific pedagogy, designing and implementing instruction and student assessment, and a culminating teaching experience or event. When taken as a whole, teaching performance assessment tasks/activities multiply measure the TPEs. Candidate performances are scored by trained assessors against one or more rubrics that describe levels of performance relative to each task/activity. Each model must also meet and maintain specified standards of assessment reliability, validity, and fairness to candidates.

Assessments' Reliability and Validity Requirements

The process used to develop and implement California examinations follows a standardized, rigorous set of procedures in order to assure the validity, reliability, and legal defensibility of the examination. This process makes certain that teacher candidates ultimately have the required knowledge, skills and abilities to provide effective instruction for K-12 students in accordance with California's student academic content standards. The development process and associated activities include the formation of a panel of K-16 California educators who are experts in the particular area of the examination and represent the demographics of California. These panel members review the most current K-12 standards, curriculum frameworks, advisories, literature, and research in the area when drafting the content specifications. National experts and focus groups consisting of California K-12 practitioners as well as the Commission's Bias Review Committee (BRC) then review those specifications. Next, as a job analysis activity, the specifications are reviewed by a wide range of California K-16 practitioners with background in the examination field, who rate specific knowledge, skills and abilities that would be expected of beginning teachers of that area. The Commission then presents the specifications in a public forum to seek additional stakeholder's input before final adoption. Then the test items are developed, based specifically on the finalized content specifications, and field tested by individuals who have the same background as potential examinees. An analysis of the item performance is then carried out to determine which items accurately test the needed knowledge, skills, and abilities. A new panel of K-16 California educators then reviews the items used on the first administration to recommend a score appropriate for a beginning teacher, which is then presented to the Commission in a public forum for their review and adoption. The examination is reviewed periodically and if changes are made to the California's student academic content standards so the examination maintains its validity, reliability, and legal defensibility.

Alignment of Standards and Assessments

This section of the report provides a brief background of California's recent teacher preparation reform efforts including a description of state standards for programs and teachers.

Standards and Criteria for General Education Teacher Certification

After extensive input from California educators, administrators, and policymakers, the Commission adopted three sets of SB 2042 standards.² They are as follows:

- *Standards of Quality and Effectiveness for Elementary Subject Matter Preparation*, adopted September 2001.
- *Standards of Quality and Effectiveness for Teacher Preparation Programs*, adopted September 2001, updated March 2007, April 2008, and January 2009.
- *Standards of Quality and Effectiveness for Teacher Induction Programs*, adopted March 2002, revised and updated June 2008.

Pursuant to SB 1209 (Chap. 527, Stats. 2006), the professional teacher induction program standards were reviewed, revised, and adopted by the Commission in June 2008. The review and

² Information about the Commission's SB 2042 standards may be found at <http://www.ctc.ca.gov/educator-prep/program-standards.html>.

revision were focused on areas of redundancy and duplication with the preliminary preparation programs.

Through its accreditation review process (described below), the Commission holds institutions accountable for ensuring that programs meet standards of quality and effectiveness and for ensuring that candidates meet prescribed competence standards.

In addition to the requirements identified in the *Teacher Certification in California* section of this report, the Commission has established Teaching Performance Expectations (TPEs) that describe what beginning teachers should know and be able to do regardless of pupil level or content area. These expectations define the levels of pedagogical competence and performance the Commission expects all candidates to attain as a condition of earning an initial teaching credential. The Commission expects institutions and districts preparing prospective teachers to verify individual attainment of the performance expectations prior to recommending a candidate for a teaching credential:

The Teaching Performance Expectations (TPEs)

- A. Making Subject Matter Comprehensible to Students
TPE 1 – Specific Pedagogical Skills for Subject Matter Instruction
- B. Assessing Student Learning
TPE 2 – Monitoring Student Learning During Instruction
TPE 3 – Interpretation and Use of Assessments
- C. Engaging and Supporting Students in Learning
TPE 4 – Making Content Accessible
TPE 5 – Student Engagement
TPE 6 – Developmentally Appropriate Teaching Practices
TPE 7 – Teaching English Learners
- D. Planning Instruction and Designing Learning Experiences for Students
TPE 8 – Learning about Students
TPE 9 – Instructional Planning
- E. Creating and Maintaining Effective Environments for Student Learning
TPE 10 – Instructional Time
TPE 11 – Social Environment
- F. Developing as a Professional Educator
TPE 12 – Professional, Legal, and Ethical Obligations
TPE 13 – Professional Growth

Effective July 1, 2008, SB 2042 requires that the performance assessments be embedded in multiple and single subject preparation programs. Consistent with California law, teacher preparation programs may develop their own assessment or may use the Commission developed model, the California Teacher Performance Assessment (Cal TPA). The Commission must review and approve each TPA assessment model before it can be used to document candidates' readiness for a credential. To date, three performance assessments have been approved for use by the Commission.

The Cal TPA provides teacher candidates with both formative and summative assessment data. The formative data consists of detailed feedback that assists candidates in documenting the quality of their teaching and focusing on those aspects of teaching in which they need further development and support. The summative data indicates the degree to which candidates have successfully accomplished the performance tasks that comprise the Cal TPA. All candidates need to pass a performance assessment in order to be recommended for a preliminary credential.

The Standards of Quality and Effectiveness for Teacher Preparation Programs include standards related to: program design, governance, and qualities; preparation to teach curriculum to all students in California schools; preparation to teach all students in California schools; and supervised field work. These standards cover critical areas such as 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. Credential-specific *Standards of Quality and Effectiveness* have been adopted for all teaching credentials in California and describe the qualities that must be met by all teacher preparation programs in California.

Teachers of English learners must hold an appropriate authorization for English language development, specially designed academic instruction delivered in English, or content instruction delivered in the primary language. Pursuant to AB 1059 (Chap. 711, Stats. 1999), all California Ryan Multiple and Single Subject Credential teacher preparation programs were required to satisfy the standard established by the Commission for the preparation of teachers to serve English learners. These AB 1059 coursework requirements--and an English learner credential authorization--are now embedded in Multiple and Single Subject programs that have received SB 2042 approval from the Commission on Teacher Credentialing. For credential holders who did not complete AB 1059/SB 2042 approved coursework, or who have not yet earned an equivalent authorization to teach English learners, several options are available including the California Teachers of English Learners (CTEL) program or examination.

Standards and Criteria for Special Education Teacher Certification

A standards design team was appointed by the Executive Director of the Commission in 2006 to review the credential requirements and program standards for preparing special education teachers. Draft standards were developed by the Design Team and adopted by the Commission in December 2008. Currently the programs are transitioning to the updated standards. In addition, Teaching Performance Expectations (TPEs) for Special Educators are being reviewed by the field and will return to the Commission for adoption in Fall 2009.

Standards and Criteria for Subject Matter Preparation Programs

The Standards of Program Quality and Effectiveness for the Subject Matter Requirement for the Multiple Subject Teaching Credential include standards related to the substance of subject matter program curriculum, qualities of the subject matter program curriculum, leadership and implementation of the subject matter programs, and content specifications for the subject matter requirement for the multiple subject teaching credential. Completion of this subject matter preparation prepares multiple subject candidates for the CSET: Multiple Subjects examination but does not waive candidates from the requirement to pass the examination.

In June 2002, the Commission adopted new subject matter requirements for mathematics, science, social science, and English. In January 2004, the Commission adopted new subject matter requirements and standards in four additional subject areas – art, languages other than English, music, and physical education. The requirements for these eight subject matter areas are aligned with the state student content standards as well as standards established by national teacher associations in each subject area (i.e., National Council of Teachers of Mathematics, National Council for the Social Sciences, National Art Education Association, National Council of Teaching of Foreign Language.) The teacher certification standards for these subject areas have been completed and assessments for teacher candidates in those subject areas are now fully aligned with the new subject matter requirements. In addition, the Commission developed new subject matter requirements and standards in five additional subject areas – agriculture, business, health science, home economics, industrial and technology education, and LOTE in American Sign Language (ASL). They were approved by the Commission at their January-February 2005 meeting. Since then, LOTE in Filipino was approved in 2006 and LOTE in Arabic, Armenian, Cantonese, Farsi, Hmong, and Khmer were approved in 2007. The CSET content specifications in all of these subject areas have also been aligned with the state student content standards.

Standards for Practicing Teachers

In 1997, the Commission adopted, the State Board of Education endorsed, and the Superintendent of Public Instruction approved the *California Standards for the Teaching Profession* (CSTP) setting forth the standards for professional teaching practice in California. The standards were developed to facilitate the induction of beginning teachers into their professional roles and responsibilities by providing a common language and a vision of the scope and complexity of teaching. The CSTP guide teachers as they define and develop their practice.³ In October 2009, the Commission adopted revised CSTP. The Superintendent of Public Instruction approved and the State Board of Education endorsed the revised CSTP.

Under SB 2042, the two-tiered credentialing system includes a two-year induction period as a path to earn the clear credential. Teachers who hold a preliminary credential and are pursuing this path to the clear credential must complete the two-year teacher induction program of support and formative assessment during their first two years of teaching.

In June 2008, the Commission adopted revised *Standards of Quality and Effectiveness for Teacher Induction Programs*. These standards establish the expectations of the Commission and the Superintendent of Public Instruction for new teacher induction. By design, these standards, coupled with standards for subject matter preparation and standards for professional teacher preparation reflect a learning to teach continuum. Only induction programs that meet these standards may recommend candidates for a clear (Type B) teaching credential.

In California, induction programs may be offered by public K-12 school districts, county offices of education, and/or institutions of higher education. Local educational agencies may apply for and receive state funding to support induction programs through the Beginning Teacher Support and Assessment Program (BTSA), a program administered jointly by the Commission and the California Department of Education.

³ Additional information about the *California Standards for the Teaching Profession* may be found at the following website: <http://www.btsa.ca.gov/ba/pubs/pdf/cstpreport.pdf>

As of August 2010, the Commission had approved 169 BTSA programs as induction programs that are aligned with SB 2042 and the Commission's adopted standards for teacher induction programs. On July 1, 2009 the approved BTSA Induction programs were integrated into the Commission's accreditation system. The Commission will consider any new proposals for SB 2042 induction programs as they are submitted.

Alignment of Teacher Credential Standards with California Student Content Standards

Pursuant to subdivision (a) of California Education Code §60605, SB 2042 requires that each candidate recommended for a credential demonstrate satisfactory ability to assist students to meet or exceed state content and performance standards for pupils. The standards-based credential system is intended to hold programs and candidates accountable for teaching and learning and reflect congruence with California's K-12 academic content standards. Each of the various pathways for earning a preliminary credential – integrated programs of subject matter preparation and professional preparation, post baccalaureate programs of professional preparation, and internship programs of professional preparation – reflect this requirement.

Statewide and Institutional Pass Rates

This section of the report provides statewide information about the number of individuals who completed programs of professional preparation in the 2008-2009 academic year and information about the performance of those candidates who took any assessments required for initial certification in California. The performance data are based on the institutional report card data submitted by the 91 postsecondary institutions and school districts that were approved by the Commission to offer Multiple Subject, Single Subject, and Education Specialist credential programs in California for the 2008-2009 academic year.

Statewide Assessments Used for Certification

In accordance with the federal reporting guidelines of the Higher Education Act, this report provides pass rates for the CBEST, subject matter content examinations, and the RICA. Table 10 on the next page indicates the specific California examinations used in the reporting of the assessment categories and a description of the State requirements for those examinations.

Important Note: *The knowledge assessed by the CBEST and subject matter examinations is not typically acquired through the teacher preparation program. Verification of basic skills is required prior to recommendation for the credential while subject matter knowledge is required before advancement to the supervised classroom teaching portion of a teacher preparation program. The RICA is currently the only assessment required for certification that is designed to test a portion of the professional knowledge acquired through a program of professional preparation. Since passage of this exam is not a requirement for the Single Subject Teaching Credential, the RICA performance data in this report are specific to candidates completing Multiple Subject and Education Specialist credential programs only.*

Table 5: Description of the Assessments Used

Assessment Categories		Description of the Examination	Who must take the Examination(s)	When passage of the examination(s) is required
Basic Skills		CBEST – the assessment of basic skills in reading, writing, and math	Multiple subject, single subject, and education specialist credential candidates	Before recommendation for the credential
Content Knowledge	Academic Content Areas	Assessment of subject matter content knowledge (as specified by federal guidelines) for art, English, languages other than English, math, music, social science, and sciences	Any single subject or education specialist credential candidate who chooses the examination option in the specified content areas to fulfill the subject matter requirement for teachers	Before advancement to the supervised classroom teaching portion of the teacher preparation program or teacher placement for intern positions
	Other Content Areas	Assessment of subject matter content knowledge (as specified by federal guidelines) for multiple subject, agriculture, business, health science, home economics, industrial technology education, and physical education	Any single subject or education specialist credential candidate who chooses the examination option in the specified content areas to fulfill the subject matter requirement for teachers, and, all multiple subject credential candidates	
Professional Knowledge/ Pedagogy		RICA – the assessment of the skills and knowledge necessary for the effective teaching of K-8 reading	Multiple subject and education specialist credential candidates	Before recommendation for the credential
Pedagogical Knowledge		TPA – assesses pedagogical performance of prospective teachers	Multiple and single subject credential candidates	Before recommendation for the credential

Institutional Pass-Rate Data for Academic Year 2008-2009

For purposes of federal reporting, a distinction is made between candidates who completed programs of teacher preparation and those recommended for credentials. Program completers are defined as candidates who completed all the academic requirements of a Commission-approved teacher preparation program. These program requirements do not include any of the following California requirements:

- Possession of a baccalaureate degree or higher degree from a regionally-accredited institution of postsecondary education;
- Passage of a basic skills examination before student teaching;
- Completion of subject matter requirement either by passing a subject matter examination or completing an approved program;
- Completion of a course or passage of an examination in the principles and provisions of the United States Constitution;
- A criminal background check as specified by the Commission;
- Passage of the RICA as a state requirement for the Multiple Subject Teaching Credential and the Education Specialist Credential.

Pass rate information in Appendix A represents aggregate data for candidates who have completed a teacher preparation program in California and have taken examinations to fulfill any of their credential requirements. Although California considers California's university and district intern programs to be equivalent to traditional programs associated with institutions of higher education, Title II reporting requirements mandate that pass rate data for alternative routes to certification be reported separately from those of "traditional" programs. Pass rate information for programs and subject areas with less than ten program completers is not included.

Caution should be exercised when interpreting aggregate pass-rate data for the summary and individual assessment categories. Also, not all "program completers" are required to take all the assessments reported and the assessments are taken in various stages of their preparation.

Pass rates may be influenced by a number of variables including program size. One candidate's performance has a larger impact on smaller programs than on larger programs. For example, a program with 20 program completers would have a 100% overall pass rate if all of its program completers passed all the assessments they took for credentialing purposes (e.g., CBEST, subject matter tests, and RICA). But if one program completer did not pass all assessments, the institutional pass rate would be 95%. If the same situation occurred in a program with 200 program completers, the overall pass rate would be 99.5%

Overall program quality is determined by a variety of factors, including the extent to which programs meet standards of quality and effectiveness. Institutional reports included in Appendix B provide the necessary context for analyzing the merits and features of an individual teacher preparation program.

Overall summary pass rates for traditional teacher preparation program sponsors for the 2008-2009 academic year are high, from 82 percent to 100 percent. Overall summary pass rates for alternative preparation programs ranged from 93 percent to 100 percent. It is critical to note that

pass rates at or near 100 percent are not uncommon as assessments used in the reporting are requirements for the credentialing of teachers, and “program completers” by definition have completed the academic coursework portion of their teacher preparation programs.

Pass rates for the RICA for both traditional preparation programs and alternative routes to certification range from 80’s to 100 percent. Because the content of the RICA is taught during program coursework for Multiple Subject and Education Specialist credentials, pass rates for this exam are high. As noted earlier, the content knowledge assessed by basic skills and subject matter examinations is not acquired through the teacher preparation program. Due to the nature of the CBEST and subject matter examinations, the expected pass rate was 100 percent. However, slight variances were found primarily due to administrative errors and/or reporting responsibilities.

The following figure provides total number of persons who received initial certification in the state and persons who completed their teacher preparation outside of California during the 2008-2009 academic year.

Figure 4: Statewide Certification Data for 2008-2009

18,196 Total number of persons who received initial certification or licensure in the state during the 2008-2009 academic year. This number includes individuals who completed programs of professional preparation through traditional and alternate routes:

Credential Type	Number
Multiple Subject	8,400
Single Subject	6,657
Education Specialist	3,139

3,554 Total number of persons who completed their teacher preparation outside of California and received initial certification or licensure in California during the 2008-2009 academic year.

Credential Type	Number
Multiple Subject	1,176
Single Subject	1,750
Education Specialist	628

Assessing the Performance of Preparation Programs

Since the Ryan Act of 1970, the Commission has been responsible for oversight of programs that prepare future educators. The Commission’s accreditation system holds *all* teacher preparation programs to the same standards of quality and effectiveness. Since the adoption of the first *Accreditation Framework* in 1993, the Commission has maintained a comprehensive

accreditation system that includes regular, rigorous reviews of the colleges and universities, school districts, county offices of education, and other entities.

Recommendations for revisions to the accreditation system were made through a process that included a work group representing all stakeholders in teacher preparation. The Commission has approved the revised accreditation system and adopted a revised *Accreditation Framework* in 2007. Implementation of the revised system began in the 2008-2009 academic year.

The significant shift in the system was to distribute the accreditation activities over a seven year cycle rather than cluster activities in a site visit that occurs once every seven years. A second significant shift in the system is the reporting of candidate competence data for all educator preparation programs to the Commission. This is accomplished by completion and submission of Biennial Reports. There is an expectation that all programs engage in regular data collection and use the analysis of the data to make programmatic improvements.

Procedures for Assessing the Performance of Educator Preparation Programs

California's accreditation system is governed by a revised *Accreditation Framework* adopted by the Commission in December 2007. Under the Commission's accreditation system, institutions are required to meet nine Common Standards of program quality and effectiveness that apply to all credential programs, as well as specific program standards of quality and effectiveness that apply to each educator preparation program offered by the institution.⁴

In order to determine the quality of teacher preparation programs, three different activities provide insight into an accreditation decision. The activities are Biennial Reports, Program Assessment, and Site Visits. Each of the activities is explained below.

Biennial Reports

Biennial Reports focus on candidate data. Every credential preparation program reports to the Commission how it utilizes data to guide on-going program improvement activities. Biennial reports move accreditation away from a "snapshot" approach to an on-going cycle of data collection and analysis. The Biennial Report process recognizes that effective practice means program personnel are engaged constantly in the process of evaluation and program improvement.

The Biennial Report includes a section in which the institution briefly describes its credential preparation programs, summarizes the number of candidates and completers in each program, and provides a brief update on changes made to the programs since the last Biennial Report was submitted. The report also includes a section in which institution leadership identifies trends observed across educator preparation programs and describes institutional plans for remedying

⁴ Additional information about the Commission's standards for educator preparation programs may be found in the following documents: *Standards of Quality and Effectiveness for Teacher Preparation Programs for Multiple and Single Subject Credentials*. Available online at <http://www.ctc.ca.gov/educator-prep/standards/AdoptedPreparationStandards.pdf>

Accreditation Framework, California Commission on Teacher Credentialing. Available online at: http://www.ctc.ca.gov/educator-prep/PDF/accreditation_framework.pdf.

concerns identified by the data. Program-specific improvement efforts must align to appropriate Common or Program standards.

Review Process

Staff reviews Biennial Reports to ensure 1) completion of the report by each approved credential program, 2) inclusion of candidate data, 3) analyses of candidate and program data, and 4) articulation of the next steps or action plan that reflects the data analyses and is aligned with Program and/or Common Standards. Staff summarizes the information for the Committee on Accreditation (COA).

Institutions are notified of receipt and review of the Biennial Report. It is possible that information provided by an institution in a Biennial Report could reveal a significant concern with the operation or efficacy of a credential program. In such cases, the COA could request additional information from the institution, directing staff to hold a technical assistance meeting with the institution to address the concerns, or scheduling a focused site visit to be conducted by members of the Board of Institutional Reviewers (BIR), which would be different from the regularly scheduled accreditation site visit. However, only after a site visit by members of the BIR would the institution be subject to stipulations or denial of accreditation.

Use by Review Teams

When an institution submits documents for Program Assessment (year 4 of the accreditation cycle) and when preparing for a Site Visit (year 6 of the cycle), Biennial Reports are sent to the appropriate review team to provide them with a more comprehensive representation of the institution's activities over time. Reports are used by these review teams as another source of information upon which standards findings and accreditation recommendations are based. Findings on standards and accreditation recommendations may not be based solely on information provided in Biennial Reports.

Program Assessment

Program Assessment takes place in year four of the accreditation cycle and examines each approved program individually. It is the feature of the accreditation system that asks institutions to report on how the approved program meets the standards—either approved California program standards, experimental program standards, or national or professional program standards. Institutions also submit in-depth information about the assessments the program uses to determine candidate competence. Program Assessment informs the Site Visit, which takes place in year 6 of the accreditation cycle.

Review Process

The Program Assessment document is reviewed by trained members of the BIR who have expertise in the specific program area. The reviewers have access to the Biennial Reports that have been submitted.

Teams of two trained BIR members read each Program Assessment document. They read to determine if the standard can be deemed preliminary aligned prior to the collecting evidence at the site visit. Programs receive feedback on the review and may submit additional information. The Program Assessment completed by BIR readers is forwarded to the COA six months to a

year before the scheduled Site Visit. Readers submit any outstanding questions or areas of concern to the COA and the Committee ensures that the site review team investigates the issue(s). The COA reviews the program reports, preliminary findings, and questions/areas of concern to determine the size and composition of the accreditation site review team. If reviewers find no issues or concerns through program assessment, it may be determined that it is unnecessary to review any program in detail at the site visit. If reviewers identify issues that warrant further review or if questions remain unanswered at the conclusion of the Program Assessment, the 6th year site visit may include a more detailed review of such programs.

Site Visits

An accreditation team visits each institution in the sixth year of the accreditation cycle. The institution prepares for a site visit that focuses mainly on the Common Standards, but may include any program areas identified in advance by the COA as a result of the program assessment process. Biennial Reports, Program Assessment documents, including the Preliminary Report of Findings are made available to the site review team. The site visit results in an accreditation recommendation for consideration and action by the COA.

Review Process

The accreditation site visit team is composed of 3 to 7 BIR members, responsible for reviewing evidence that substantiates and confirms, or contradicts, the preliminary findings of Program Assessment. The team also reviews evidence to determine if the educational unit meets the Common Standards. Evidence comes from a variety of sources representing the full range of stakeholders, including written documents and interviews with representative samples of significant stakeholders. Each program in operation participates fully in the interview schedule. The COA may add additional members to the team with expertise in specific program areas(s) identified as needing additional study during the site visit. The site visit team makes an accreditation recommendation to the COA who has the responsibility for making the accreditation decision, as described below.

Commission Review

Summary information about each of the accreditation activities is included in the Annual Report on Accreditation submitted by the COA to the Commission. The report can be found at http://www.ctc.ca.gov/reports/coa_2007_08_annual_report.pdf

Procedures for Determining Educator Preparation Program Accreditation

After reviewing the recommendation of a site visit team that includes information from all the accreditation activities, the COA makes a decision about the accreditation of educator preparation programs at an institution. The *Accreditation Framework*, which guides the accreditation process, calls for three categories of accreditation decisions: Accreditation, Accreditation with Stipulations, and Denial of Accreditation. Within that rubric, the COA makes one of five decisions pertaining to each institution:

Accreditation – The institution has demonstrated that, when judged as a whole, it meets or exceeds the Common and Program Standards. The institution is judged to be effective in preparing educators and demonstrates overall quality in its programs and general operations.

Accreditation with Stipulations – The institution has been found to have some Common Standards or Program Standards not met or not fully met. The deficiencies are primarily technical in nature and generally relate to operational, administrative, or procedural concerns. The institution is judged to be effective overall in preparing educators and general operations.

Accreditation with Major Stipulations – The institution has been found to have significant deficiencies in Common Standards or Program Standards. Areas of concern are tied to matters of curriculum, field experience, or candidate competence. The institution demonstrates quality and effectiveness in some of its credential programs and general operations, but effectiveness is reduced by the identified areas of concern.

Accreditation with Probationary Stipulations – The institution has been found to have serious deficiencies in Common Standards or Program Standards. Significant areas of concern tied to matters of curriculum, field experience, or candidate competence in one or more programs have been identified. A probationary stipulation may require that severely deficient programs be discontinued. The institution may demonstrate quality and effectiveness in some of its credential programs and general operations, but the effectiveness is overshadowed by the identified areas of concern.

Denial of Accreditation – The institution has been found to routinely ignore or violate the Common Standards or Program Standards. The institution does not have minimal quality and effectiveness in its credential programs and operations and the level of the competence of the individuals being recommended for credentials is in serious question. The denial of accreditation results in the removal of the authority for operating credential programs in California.

Institutions accredited with stipulations are required to address the stipulations within one calendar year. Institutions are required to prepare a written report with appropriate documentation that they have taken action to address the stipulations. In the case of major or probationary stipulations, institutions are also required to prepare for a re-visit that focuses on the areas of concern noted by the accreditation team during the original visit. Throughout this process, institutions receive technical assistance from Commission staff in developing responses and preparing for re-visits.

An institution receiving Denial of Accreditation is required to take immediate steps to close all credential programs at the end of the semester or quarter in which the COA decision took place. The institution is required to file a plan of discontinuation within 60 days of the Committee's decision, which outlines the institution's effort to place enrolled students in other programs or provide adequate assistance to permit students to complete their particular programs. The institution is prohibited from re-applying for accreditation for two years and is required to make a formal application to the COA that includes the submission of a complete institutional self-

study report. The self-study must clearly indicate how the institution has attended to all problems noted in the accreditation team report that recommended Denial of Accreditation.

Criteria Used to Classify Low Performing Preparation Programs

The COA monitors the quality of educator preparation programs through its accreditation system. Accreditation is granted to those institutions that meet the Commission's standards of quality and effectiveness. Institutions that do not meet Commission standards are precluded from offering educator preparation programs in California.

The State uses its accreditation procedures to identify and assist low-performing institutions and those at risk of becoming low performing programs of teacher preparation. For the purpose of meeting the requirements of Title II, section 208(a) of the Higher Education Act, California uses the following procedures and criteria concerning low-performing institutions:

Low-Performing Institutions - An institution that is determined by an accreditation review team and the COA to have failed to meet the Commission's standards of quality and effectiveness would be designated as low-performing and would be denied accreditation. An institution denied accreditation is prohibited from offering teacher preparation programs in California for a minimum of two years. At the end of such time, the institution can reapply and is required to submit a formal application and demonstrate that the problems identified in the original institutional review have been addressed.

At Risk of Becoming Low-Performing – An institution that is determined by an accreditation review team and the COA to receive Accreditation with Probationary Stipulations is at risk of becoming a low-performing institution. Such an institution is required to respond to the stipulations and provide evidence within one calendar year that the concerns noted by the review team have been addressed. Institutions receiving Accreditation with Probationary Stipulations are required to have a re-visit that focuses on the areas of concern noted by the accreditation team during the original visit.

Currently, California has one teacher preparation institutions (Alliant International University) which has been identified as *At Risk of Becoming Low-Performing*. The institution has had stipulations identified and placed upon them. Commission staff is closely monitoring activities at this institution, action plans to address the stipulations are due in the coming months, and a revisit will take place within one year.

Alternative Routes to Certification

Within the California context, it is critical to distinguish between alternative certification and alternative routes to certification. While California has *alternative routes* to the teaching credential, it does not have *alternative credentials*. As previously discussed, there are four types of teaching credentials in California: (1) Multiple Subject; (2) Single Subject; (3) Education Specialist; and (4) Designated Subjects Credential. Regardless of whether an individual has met all the necessary requirements for one of the four types of teaching credentials through the traditional means, a one-year post-baccalaureate program at an institution of higher education, a four- to five-year “blended” program that allows for the concurrent completion of subject matter and professional preparation, or a district or university sponsored intern program, the resulting credentials issued are identical. Further, all programs, including intern programs, are required to

meet uniform standards of program quality and effectiveness established by the Commission. All programs include instruction in pedagogy and supervised teaching experiences. All programs are required to ensure that prospective teachers meet the teaching performance expectations prior to completing the program.

The most frequently used alternative route to teaching in California is enrollment in an intern program. Intern programs are designed to provide formal teacher preparation to qualifying individuals concurrent with their first year or two of paid teaching. Interns benefit from a close linkage between their teacher preparation and classroom experience, as they are able to immediately put newly acquired skills and knowledge into practice in the classroom. California offers two types of internship programs, those offered by universities and those offered by local education agencies.

University intern programs provide one- or two-year internships leading to basic teaching credentials, specialist teaching credentials, and service credentials. School districts and county offices of education collaborate with local universities in the planning and implementation of professional instruction, support, supervision, and assessment of interns.

District intern programs are two or three-year programs operated by local school districts or county offices of education in consultation with accredited colleges and universities. These interns acquire basic teaching credential and specialist teaching credentials by completing on-the-job training coupled with intensive professional development. District Intern programs are required to provide each intern with the support and assistance of a mentor teacher or other experienced educator, and to create a professional development plan for the interns in the program.

In December 2007, the Commission took action to require confirmation that multiple subject, single subject, and education specialist interns completed 120 clock hours (or the semester and quarter unit equivalent) of initial teacher preparation prior to issuance of an Internship Credential. The pre-service component must include foundational preparation in pedagogy, including classroom management and planning, reading/language arts, specialty specific pedagogy, human development, and teaching English Learners.

Legislation enacted in 2001, SB 57 (Scott, Chap. 269, Stats. 2001), allows qualified people to become multiple and single subject teachers by entering an internship program and successfully completing the Teaching Foundations Examination (TFE) in their field and performance assessment in lieu of traditional teacher preparation course work and student teaching. Under SB 57, credential candidates still need to meet the existing requirements of a bachelor's degree, subject matter competence, US Constitution, computer technology, basic skills, and character fitness to qualify for a credential. Those seeking the Multiple Subject credential also need to pass the RICA. Individuals then have the opportunity to "challenge" traditional teacher preparation course work by taking a test, scored in a manner consistent with California requirements, that covers topics such as teaching methods, learning development, diagnosis and intervention, classroom management and reading instruction. Individuals who pass this test may enter a state-funded teacher intern program, and be eligible for early completion of the program by passing the teaching performance assessment on their initial try, and being observed in a classroom

setting. Observations by trained assessors will measure the candidate's skills in classroom management, instructional strategies, and assisting all students to learn. Individuals that are recommended by the programs would be awarded a preliminary teaching credential. Candidates have an early completion option to earn a clear credential by completing the requirements of a state-approved induction program at a faster pace than traditionally required of the two-year program.

Teacher Shortage, Use of Technology, Teacher Training

The reauthorization of the Higher Education Act in 2008 included new provisions addressing teacher shortage, use of technology, and teacher training. Beginning with the 2008-09 reporting year, all preparation programs and each state are required to respond to these new provisions. This section addresses these new requirements.

Teacher Shortages

The 2008 Reauthorized Higher Education Act states the following:

Each institution of higher education that conducts a traditional teacher preparation program (including programs that offer any ongoing professional development programs) or alternative routes to state certification or licensure program, and that enrolls students receiving Federal assistance under this Act, shall set annual quantifiable goals for increasing the number of prospective teachers trained in teacher shortage areas designated by the Secretary or by the state educational agency, including mathematics, science, special education, and instruction or limited English proficient students.

Detailed responses by each program sponsor to annual goals for shortage areas such as mathematics, science, and special education are included in *Appendix B: Institutional and Program Reports Card – Section II: Annual Goals*.

In addition, the state has taken action to address shortage areas this past year through several initiatives described below.

To address shortages in the area of the sciences, the Commission on Teacher Credentialing approved a Foundational-Level General Science authorization for Single Subject Credentials on August 8, 2008. The new Foundational-Level General Science Credential authorizes instruction in general and introductory science in grades K-12, and integrated science grades K-8. Teachers holding this authorization are also considered “Highly Qualified” for the purpose of the federal No Child Left Behind Act. The process to amend the regulations for the single subject teaching credential has been completed.

Additionally, two bills were passed, AB 131 (Chap. 487, Stats. 2008) and AB 2302 (Chap. 41, Stats. 2008), that provides additional flexibility for individuals holding special education credentials to provide services to students with autism spectrum disorder. New Commission standards and program options will also address this high need area.

SBX5 1 (Steinberg) was signed by Governor Schwarzenegger that required the Commission to develop a process by June 1, 2010 that authorizes additional high quality alternative route educator preparation programs in the areas of science, mathematics, technology, and career technical education, provided by school districts, county offices of education, community-based organizations (CBO) and nongovernmental organizations (NGO). The Commission has adopted such a process and work continues on the implementation of that process. Additional information on this topic is available at <http://www.ctc.ca.gov/educator-prep/coa-agendas/2010-06/2010-06-item-18.pdf>

Use of Technology

The 2008 Reauthorized Higher Education Act requires the following:

Provide a description of how your program prepares teachers to integrate technology effectively into curricula and instruction, and to use technology effectively to collect, manage, and analyze data in order to improve teaching and learning for the purpose of increasing student academic achievement. Indicate a description of how your program prepares teachers to use the principles of universal design for learning, as applicable. Include planning activities and a timeline if any of the four elements listed above are not currently in place: (i) integrate technology effectively into curricula and instruction; (ii) use technology effectively to collect data to improve teaching and learning; (iii) use technology effectively to manage data to improve teaching and learning; and (iv) use technology effectively to analyze data to improve teaching and learning.

Detailed responses by each program sponsor to use of technology are included in *Appendix B: Institutional and Program Reports Card – Section V: Use of Technology*.

Teacher Training

The 2008 Reauthorized Higher Education Act requires the following:

Provide information about the preparation of both general and special education teachers to teach students with disabilities and students who are limited English proficient. Include planning activities and timelines if these activities are not currently in place. Include both traditional and alternative routes to teacher certification or licensure, as applicable.

The preparation of educators to teach students with special needs and students who are limited English proficient is of paramount importance in California. The Commission's adopted program standards address the issues of teaching English learners and teaching students with special needs in all general and special education preparation programs.

- SB 2042 Multiple and Single Subject Preliminary Credential Program Standards.
<http://www.ctc.ca.gov/educator-prep/standards/AdoptedPreparationStandards.pdf>
 - Standard 12: Preparation to Teach English Learners
 - Standard 13: Preparation to Teach Special Populations (Students with Special Needs) in the General Education Classroom

- Education Specialist Teaching and Other Related Services Credential Program Standards. <http://www.ctc.ca.gov/educator-prep/standards/Special-Education-Standards.pdf>
 - Program Standard 10: Preparation to Teach English Language Learners
- Standards of Quality and Effectiveness for California Teachers of English Learners (CTEL) Programs Leading to CLAD Certification. <http://www.ctc.ca.gov/educator-prep/standards/EPPS-Handbook-CTEL.pdf>

Programs that prepare general education and special education teachers are now required to indicate how they (i) teach students with disabilities effectively; (ii) participate as a member of individualized education program teams; (iii) teach students who are limited English proficient effectively.

Detailed responses by each program sponsor to teacher training in general education and special education are listed in *Appendix B: Institutional and Program Reports Card – Section VI: Teacher Training*.

Improving Teacher Quality

This section of the report describes steps taken during the past years to improve teacher quality. Recognizing that teacher quality and student achievement are inextricably linked, policy makers have initiated a number of programs and reforms aimed at significantly improving the preparation of K-12 teachers.

Implementation of SB 2042

SB 2042, discussed at length earlier in this report, is arguably the most comprehensive teacher education reform effort aimed at improving the quality of California in decades. The Commission’s extensive efforts over the past few years to develop, adopt, and implement new standards for teacher preparation, elementary subject matter preparation for the multiple subject credential, for blended programs, and induction programs, has been an enormous, yet critical undertaking for the future of education in California. It has involved a broad spectrum of educators from throughout the state, impacts all accredited teacher education programs in California, and has culminated in the adoption of new program standards aligned with the state’s academic content standards for its K-12 pupils and new and more effective assessments for teacher education candidates. Ensuring that prospective teachers are prepared to teach to California’s rigorous academic content standards is a central, and perhaps the most critical, component to improving academic achievement of all students in California.

All teacher preparation programs in the state and 169 professional teacher induction programs have now been approved by the Commission as aligned with SB 2042.

Alignment of State Requirements with Public Law 107-110: No Child Left Behind Act (NCLB)

The Commission and the California State Board of Education worked diligently to ensure compliance with the requirements in the federal Public Law 107-110: No Child Left Behind Act (NCLB). In 2003, the State Board of Education adopted the State Plan for NCLB and the

Commission took action to align California's teacher certification requirements with the State Board adopted plan.

Two major actions taken by the Commission related to NCLB Act are

- (1) changes in requirements for subject matter verification for Multiple Subject Teacher Credentialing candidates; and
- (2) the phase out of emergency permits, pre-intern certificates, and individualized internship certificates.

Verification of Subject Matter Competence

The State Board's NCLB State Plan clarifies that elementary teachers who are "new to the profession" are required by federal statute to demonstrate their subject matter competence by passing an examination. The Commission acted to adopt a requirement that all candidates enrolled in a multiple subject teacher preparation program on or after July 1, 2004, must meet the subject matter requirement by passing a Commission-approved examination. The currently approved examination is the CSET: Multiple Subjects.

Phasing out Emergency Permits and Certificates

Overall, there is a declining trend in the total number of permits issued. No emergency permits (with term Long Term) were issued in 2008-09. Two new documents began to be issued in 2005-06, the STSP and the PIP. The STSP allows an employing agency to fill an acute staffing need when local recruitment efforts have been made but a fully credentialed teacher could not be found. The PIP allows an employing agency to fill an immediate staffing need by hiring an individual who has not yet met the subject matter competence requirement needed to enter an internship program. The PIP and STSP documents were issued to individuals that previously might have been issued an Individualized Intern Certificate. Overall, there is a decrease in permits by 34 percent between 2007-08 and 2008-09; with a decrease of 24 percent in the STSP and about 54 percent in the PIP. Less than 3,000 permits were issued in 2008-09.

Other actions taken by the Commission to realign certification programs and processes to the State Board's Plan and the new federal law were outlined in last year's Title II report. They include the development of a new Degree Authorization in NCLB core academic subjects. This authorization meets the NCLB requirements for teachers in middle schools by either requiring a major in the subject to be taught or 32 semester units. The Commission also voted to phase out the Pre-Intern Program by 2005-06 for teachers of record. Funding was provided for this program for 2004-2005 and 2005-06 in order to accommodate second year pre-interns and those with a need for accelerated subject matter preparation, but no new first year pre-interns will be admitted into the program.

Other Recent Efforts

Laws that were passed during the 2009 legislative session that impact teacher preparation:

AB 239 (Brownley, Chap316, Stats. 2009) 1. Authorizes the Commission to issue an English Learner (EL) authorization to an applicant who possesses a valid teaching credential and who holds specified EL certificates issued by the National Board of Professional Teaching Standards (NBPTS). 2. Allows District Intern Programs to continue to offer Education Specialist

Credentials in all areas of special education by deleting a January 1, 2010 sunset date. 3. Requires the Commission to issue a clear teaching or services credential authorizing service in the area in which the person has received NBPTS certification rather than limiting credential areas to multiple subject, single subject and education specialist teaching credentials.

AB 544 (Coto, Chap. 324, Stats. 2009) Requires the Commission, upon recommendation by a tribal government of a federally recognized Indian tribe in California, to issue an American Indian Languages Credential to a candidate who has demonstrated fluency in that tribal language, and who meets other requirements. Authorizes the holder of an American Indian Languages Credential to teach the American Indian language for which the credential was issued in California public schools and makes the holder of that credential eligible for a clear teaching credential upon completion of a specified period of time and application and consultation, as specified.

AB 794 (Hagman, Chap. 125, Stats. 2009) Requires the Commission to waive all application and processing fees for the initial issuance of a teaching credential to an out-of-state applicant who relocates to California due to orders received from a branch of the United States Armed Forces that requires the applicant's spouse to relocate to California.

AB 1025 (Conway, Chap. 379, Stats. 2009) Commencing July 1, 2010, requires a non-certificated candidate, prior to assuming a paid or volunteer position to supervise, direct, or coach a pupil activity program sponsored by, or affiliated with, a school district, to obtain from the Commission an Activity Supervisor Clearance Certificate upon verification of the candidate's personal identification and verification that he or she meets specified requirements. Requires that each certificate be issued initially for a period of 5 years and provides that it may be renewed. Requires the Commission to submit specified information relating to applicants to the Department of Justice to obtain state and federal criminal history information prior to the issuance of a certificate, as specified, and requires the Commission to make the information available to the Department of Justice or the Federal Bureau of Investigation, upon request. It requires the Commission to provide a copy of an individual's criminal history record search response if an application for a certificate is denied on the basis of that record.

SB 19 (Simitian, Chap. 159, Stats. 2009) Requires that data elements and codes included in the California Education Information System be maintained in compliance with any other applicable federal or state law that can be interpreted as protecting the privacy and confidentiality of individual pupils or certificated personnel. Contains other provisions not related to teacher certification.

Overview of Institutional and Program Report Card

Appendix A

Pass rate information can be found in Appendix A. This appendix includes the following:

- A-1: Pass Rate for Traditional Teacher Preparation Programs, Academic Year 2008-2009
- A-2: Pass Rate for Alternative Route to Teacher Certification, Academic Year 2008-2009

Appendix B

Institutional and Program Report Cards (IPRC) can be found in Appendix B. It contains information on Admission requirements, Program Enrollment, Supervised experience, Annual goals, Assurances, Technology, and Teacher Training.

- B-1: IPRC for Traditional Teacher Preparation Programs, Academic Year 2008-2009
- B-2: IPRC for Alternative Route to Teacher Certification, Academic Year 2008-2009

(Due to its size, appendix A and B are available in electronic form only at www.ctc.ca.gov)