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# 4A

## Action

### *Professional Services Committee*

## Teacher Supply in California, 2012-2013 A Report to the Legislature

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**Executive Summary:** This agenda item is in response to Assembly Bill 471 (Chap. 381, Stats. 1999) which requires the Commission to report to the Governor and the Legislature each year on the number of teachers who received credentials, certificates, permits and waivers to teach in California public schools. In addition, information on teacher demand related to statewide and regional data will be presented by CalSTRS and WestEd.

**Policy Question:** Does the Commission approve transmitting this report to the Governor and the Legislature?

**Recommended Action:** That the Commission approve the *Teacher Supply in California, 2012-13*, report for transmittal to the Governor and the Legislature.

**Presenters:** Roxann Purdue and Marjorie Suckow, Consultants, Professional Services Division

#### Strategic Plan Goal

##### *I. Program Quality and Accountability*

- ◆ Track current trends and research in learning theory, educator preparation and certification and disseminate information about high quality programs, models, and outcomes

## Executive Summary

Determining teacher supply in California is essential for policymakers as they analyze how current statutes and policies impact teacher recruitment, teaching incentives and teacher preparation. This report provides data collected by the Commission on Teacher Credentialing (Commission) and addresses several questions regarding the supply of teachers newly available to teach in California classrooms.

Assembly Bill 471 (Chap. 381, Stats. 1999; Education Code §44225.6) requires the Commission to report to the Governor and the Legislature each year on the number of teachers who received credentials, authorizations, permits and waivers. The report includes the type and number of documents initially issued authorizing service to teach in California public schools or schools under public contract for fiscal year 2012-13. The report incorporates the requirements specified in statute into a tool for policymakers and others interested in teacher supply.

This report is organized with the following headings:

- Teacher Supply Data: New Teaching Credentials Issued in California
- New Teaching Credentials Issued by Type
- Distribution of Credentials Issued by Preparation Pathway and Type of Program Sponsor
- Teachers Prepared Through Alternative Certification Pathways (Intern Programs)
- Future Teacher Supply Indicator: Teacher Preparation Program Enrollment Data
- Number of English Learner Authorizations Issued
- Number of Teaching Permits and Waivers Issued
- Comparison of Fully Credentialed Teachers Serving in California Public Schools versus New Intern Credentials, Permits, and Waivers Issued
- Demographic Data: Age Distribution for Holders of New Teaching Credentials
- Demographic Data: Gender and Ethnicity Distribution of Current Teaching Workforce

Selected findings are provided below that summarize the information contained in the full report for California during fiscal year 2012-13:

- Decrease of 7 percent in the number of newly issued credentials across all three types of preliminary teaching credentials (i.e., Multiple Subject, Single Subject, and Education Specialist).
- Ninth consecutive year in which the total number of initial teaching credentials issued has decreased.
- Decrease of 30 percent over the past five years in the number of new teaching credentials initially issued.
- Increase to a total of 98.5 percent in number of fully-credentialed teachers serving in California public schools.
- Increase of 92.7 percent in number of Education Specialist (special education) District Intern credentials issued.
- Average age for new intern credential holders differed by type – ranging from 29.3 years for Multiple Subject (elementary) intern credentials to 35.3 years for Education Specialist (special education) intern credentials.

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# Teacher Supply in California, 2012-2013

## A Report to the Legislature

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### Introduction

This agenda item provides a report of multiple subject, single subject and education specialist credentials awarded by the Commission in 2012-13. The report also includes information on other certificates, authorizations, permits and waivers issued in 2012-13. Additional detailed data tables are provided in the *Appendix* <http://www.ctc.ca.gov/commission/agendas/2014-04/2014-04-4A-appendix.pdf> as follows:

Table 1	New Credentials Issued by Type and Institution
Table 1A	University Intern Credentials Issued by Type and Institution
Table 2	District Recommended Credentials by Type and Local Education Agency
Table 3	New Credentials Issued Based on Out-of-State Preparation
Table 4	Comparison of Credentials, Interns, Permits, Waivers by Subject Area
Table 4A	Comparison of English Learner Authorizations Issued on Credentials, Certificates, Permits and Waivers
Table 4B	Permits and Waivers for English Learner Authorization Issued by County
Table 4C	Permits and Waivers for English Learner Authorizations Issued by School District
Table 4D	Certificates of Completion of Staff Development (CCSD) Issued
Table 5A	Interns, Permits, and Waivers Issued by County - Summary
Table 5B	Interns, Permits and Waivers Issued by School District
Table 5C	Interns, Permits and Waivers Issued by District and Subject Area
Table 6A	Misassignments in Decile 1-3 Schools, Statewide and County
Table 6B	Misassignments in Decile 1-3 Schools, County and School Districts

### Background

Assembly Bill 471 (Chap. 381, Stats. 1999) requires the Commission on Teacher Credentialing (Commission) to report to the Governor and Legislature annually. The requirements of the report are detailed in Education Code §44225.6 (see page 24 of this item) and must include the following:

1. Number of individuals recommended for multiple subject, single subject and special education credentials, by higher education and alternative certification pathways and the type of credential or certificate for which they were recommended;
2. Number of individuals issued an initial credential based on a program completed outside of California by the type of credential or authorization issued;
3. Number of individuals issued an emergency permit, credential waiver, or other authorization that does not meet the definition of a highly qualified teacher under the federal No Child Left Behind Act of 2001;
4. Number of individuals issued a Certificate of Completion of Staff Development pursuant to Education Code §44253.10;

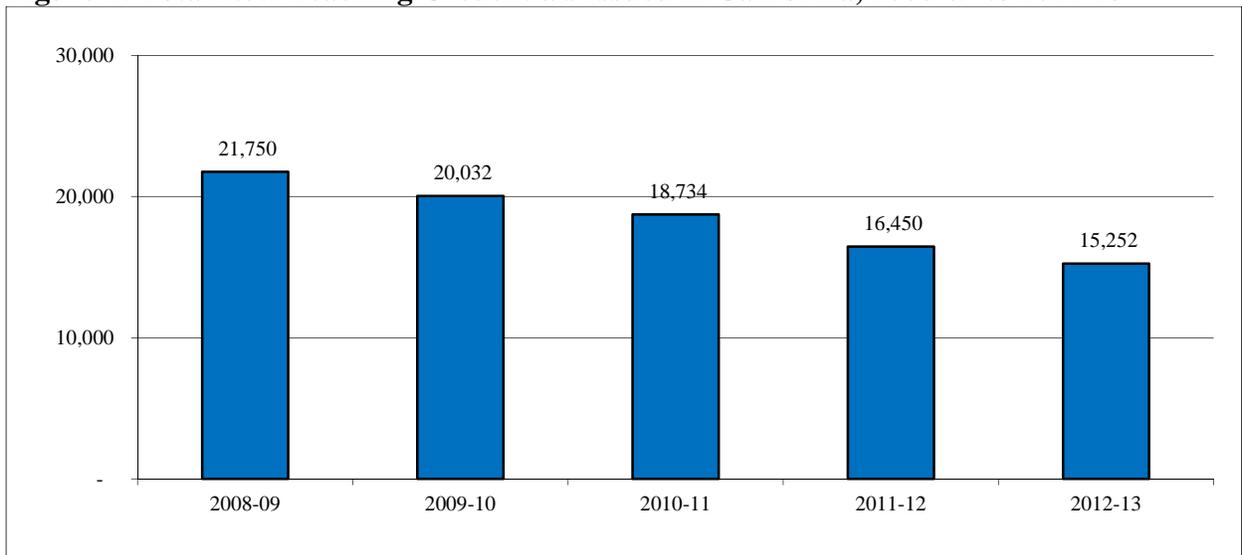
5. Number of individuals, statewide, by county and by school district, serving on the following documents and the percentage of the total number of individuals serving as teachers statewide:
  - University and district interns
  - Emergency permits
  - Credential waivers
  - Preliminary and clear credentials
6. Total number of credentials recommended by all Commission-accredited teacher preparation programs for each of the following:
  - University of California system
  - California State University system
  - Independent colleges and universities that offer teacher preparation programs approved by the Commission
  - Other institutions that offer teacher preparation programs approved by the Commission.

**Teacher Supply Data: New Teaching Credentials Issued in California**

Teachers may earn a California teaching credential through a variety of programs offered by institutions of higher education (IHEs) or intern programs offered by a school district, county office of education, or consortium of districts. All teacher preparation programs must meet the same teacher preparation standards and be accredited by the Commission. Teachers prepared in other states may obtain a California credential based on their certification in another state, with different options available depending on their years of teaching experience. In 2007, Senate Bill (SB) 1209 (Chap. 517, Stats. 2006) streamlined the process for out-of-state prepared teachers to obtain a credential in California.

Figure 1 shows the numbers of teachers initially issued a California teaching credential for fiscal years 2008-09 through 2012-13. The numbers reflect the number of teachers earning a first time or new type of credential, which may not be their initial credential in California.

**Figure 1: Total New Teaching Credentials Issued in California, 2008-09 to 2012-13**



The following tables show the types of teaching credentials earned in California through the various pathways – California IHE programs, school district programs, and teachers prepared in other states and countries. The last column reports the percentage of change in teaching credentials issued between 2011-12 and 2012-13.

Table A below illustrates that the new teaching credentials in 2012-13 decreased by 7.3 percent over the previous fiscal year. Although both California IHE prepared and out-of-state prepared pathways showed a declining pattern (9.3 percent and 2.3 percent, respectively), the district sponsored pathway showed a significant increase, 45.8 percent between 2011-12 and 2012-13.

**Table A: New Teaching Credentials Issued in California by Pathway, 2008-09 to 2012-13**

	2008-09	2009-10	2010-11	2011-12	2012-13	% Change from 11-12
<b>California IHE Prepared*</b>	17,797	16,151	15,459	13,330	12,089	-9.3%
<b>District Prepared**</b>	399	250	236	240	350	45.8%
<b>Out-of-State Prepared</b>	3,554	3,631	3,039	2,880	2,813	-2.3%
<b>Totals</b>	<b>21,750</b>	<b>20,032</b>	<b>18,734</b>	<b>16,450</b>	<b>15,252</b>	<b>-7.3%</b>

*\*IHE prepared includes both traditional and intern delivery models.*

*\*\*District prepared includes only an intern delivery model.*

This report focuses on three basic types of preliminary teaching credentials issued by the Commission for service in K-12 academic settings:

- Multiple Subjects teaching credentials authorize service in self-contained classrooms that are commonly offered in most elementary schools and core settings offered in grades 5 through 8;
- Single Subject teaching credentials authorize service in departmentalized classes that are most commonly offered in middle and high schools; and
- Education Specialist instruction credentials authorize special education instruction in a variety of settings for students with special needs.

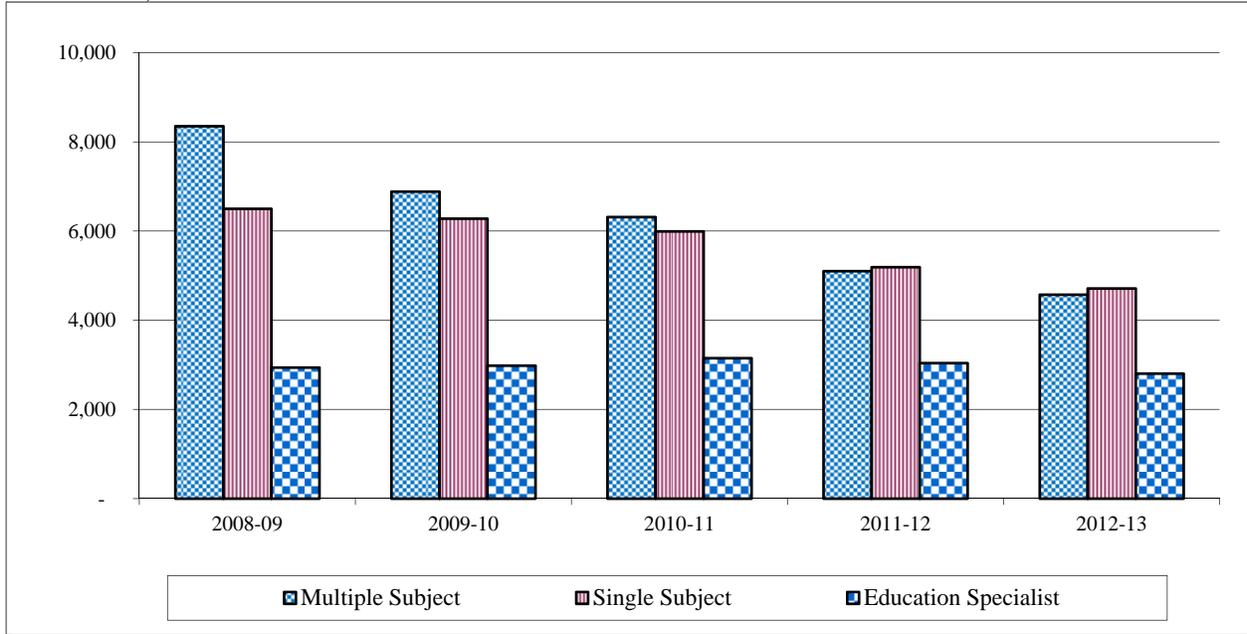
Table B shows a declining pattern in the number of all three types of teaching credentials, ranging from 7.7 percent for education specialist to 10.4 percent for multiple subjects. Overall, there was a decrease of 9.3 percent for all teaching credentials between 2011-12 and 2012-13.

**Table B: New Teaching Credentials Issued By Type Based on Preparation in a California Institution of Higher Education\*, 2008-09 to 2012-13**

	2008-09	2009-10	2010-11	2011-12	2012-13	% Change from 11-12
<b>Multiple Subject</b>	8,354	6,887	6,315	5,102	4,573	-10.4%
<b>Single Subject</b>	6,502	6,280	5,995	5,190	4,713	-9.2%
<b>Education Specialist</b>	2,941	2,984	3,149	3,038	2,803	-7.7%
<b>Totals</b>	<b>17,797</b>	<b>16,151</b>	<b>15,459</b>	<b>13,330</b>	<b>12,089</b>	<b>-9.3%</b>

*\*IHE prepared includes both traditional and intern delivery models.*

**Figure 2: New Teaching Credentials Prepared by California Institutions of Higher Education, 2008-09 to 2012-13**



Detailed information on types of credentials issued by higher education segments and individual higher education institutions is available in Table 1 of the *Appendix*.

Table C provides data on the number of teaching credentials issued to individuals who were prepared within a district intern program. Between 2011-12 and 2012-13, there was a significant increase (45.8 percent) in the total number of credentials issued by district intern programs which may be primarily attributed specifically to the education specialist district intern programs. While there was a decrease (by 8.2 percent) for single subject, there was an increase (by 6.5 percent) for multiple subject credentials. The number of education specialist credentials almost doubled (92.7 percent) between 2011-12 and 2012-13.

**Table C: New Teaching Credentials Prepared By District Intern Programs, 2008-09 to 2012-13**

	2008-09	2009-10	2010-11	2011-12	2012-13	% Change from 11-12
<b>Multiple Subject*</b>	46	5	11	31	33	6.5%
<b>Single Subject</b>	155	112	101	85	78	-8.2%
<b>Education Specialist</b>	198	133	124	124	239	92.7%
<b>Totals</b>	<b>399</b>	<b>250</b>	<b>236</b>	<b>240</b>	<b>350</b>	<b>45.8%</b>

\*Number of multiple subject credentials is small; so the percentage of change should be viewed with caution.

Detailed information on types of credentials issued by district intern programs is available in Table 2 of the *Appendix*.

**Figure 3: New Teaching Credentials Prepared By District Intern Programs, 2008-09 to 2012-13**

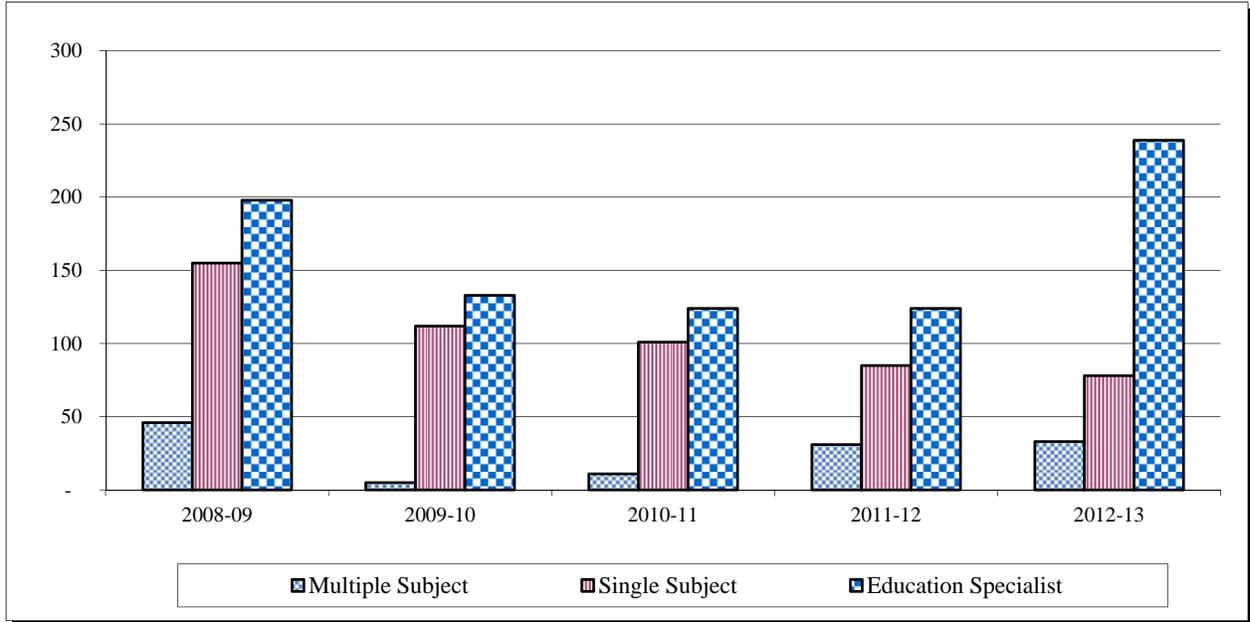


Table D provides data on number of credentials issued to teachers who were trained out-of-state and out-of-country. Though there was an overall decrease of 2.3% between 2011-12 and 2012-13, there was a slight increase for multiple subject credentials (1.9 percent) and education specialist credentials (1.0 percent). The number of single subject teaching credentials issued decreased by 7.6 percent.

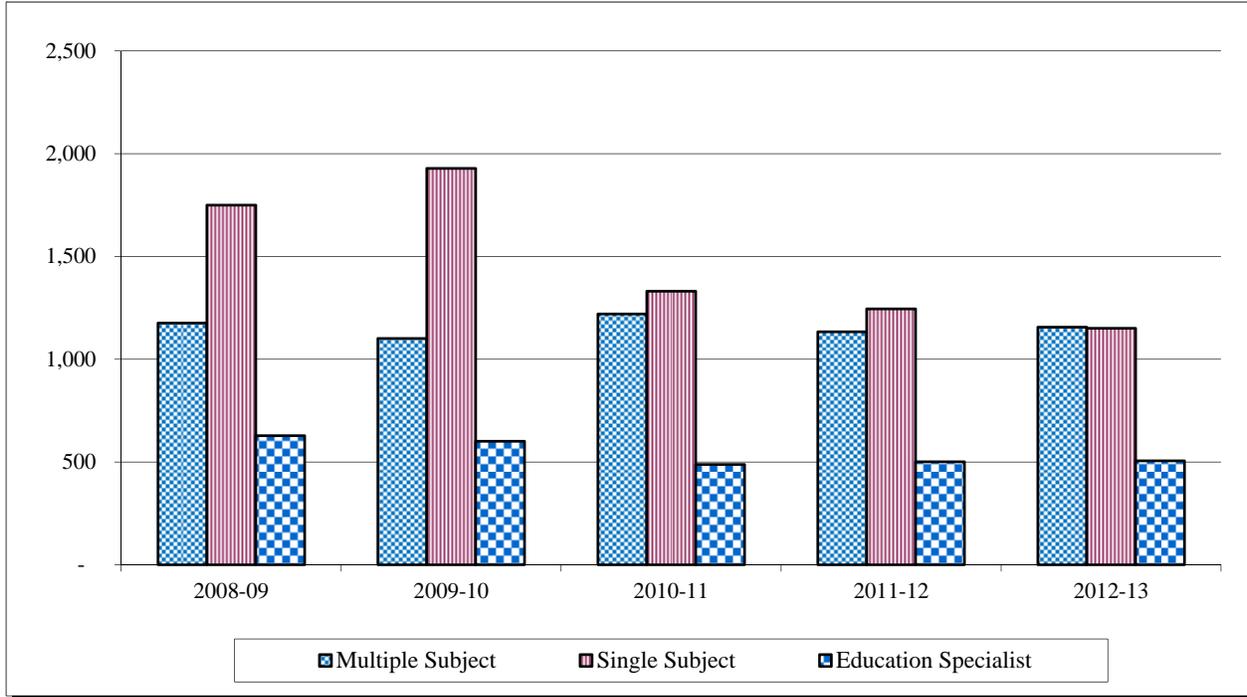
**Table D: New California Teaching Credentials Issued Based on Out-of-State Preparation**

	2008-09	2009-10	2010-11	2011-12	2012-13	% Change from 11-12
<b>Multiple Subject</b>	1,176	1,101	1,220	1,134	1,156	1.9%
<b>Single Subject</b>	1,750	1,929	1,331	1,245	1,151	-7.6%
<b>Education Specialist</b>	628	601	488	501	506	1.0%
<b>Totals</b>	<b>3,554</b>	<b>3,631</b>	<b>3,039</b>	<b>2,880</b>	<b>2,813</b>	<b>-2.3%</b>

*Note – Data include new teaching credentials issued to individuals who were trained out-of-country also.*

Detailed information on types of credentials issued by out-of-state trained teachers is available in Table 3 of the *Appendix*.

**Figure 4: New California Teaching Credentials Issued Based on Out-of-State Preparation, 2008-09 to 2012-13**



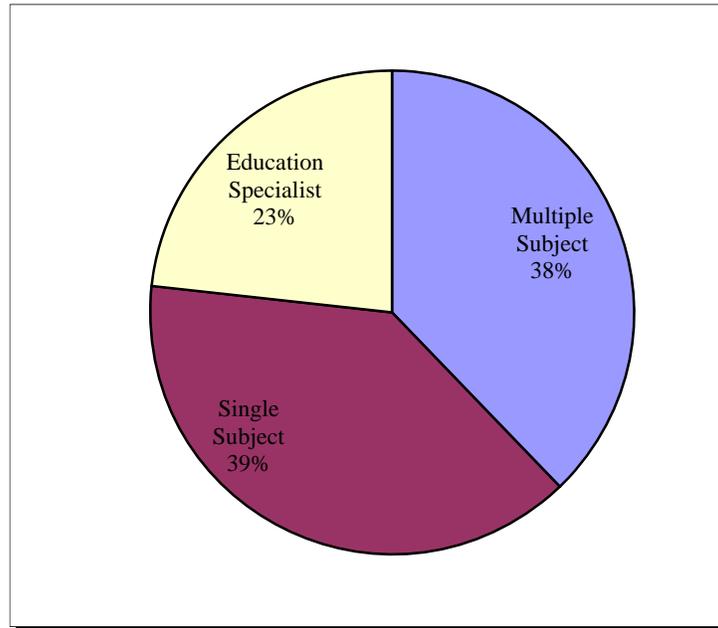
### New Teaching Credentials Issued by Type

This report focuses on three basic types of preliminary teaching credentials issued by the Commission for service in California’s K-12 classrooms: Multiple Subject, Single Subject, and Education Specialist credentials. As shown in the table below, new Multiple Subject teaching credentials comprised 37.8 percent of the total number of new credentials issued in 2012-13 at 5,762. Single Subject teaching credentials comprised 39 percent at 5,942, and Education Specialist teaching credentials comprised 23.3 percent of the total at 3,548.

**Table E: New Teaching Credentials Issued By Type, All Preparation Pathways, 2012-13**

Multiple Subject	5,762	37.8%
Single Subject	5,942	39.0%
Education Specialist	3,548	23.3%
<b>Totals</b>	<b>15,252</b>	<b>100.0%</b>

**Figure 5: Distribution of New Teaching Credentials Issued by Credential Type, 2012-13**



**Distribution of Credentials Issued by Preparation Pathway and Type of Program Sponsor**

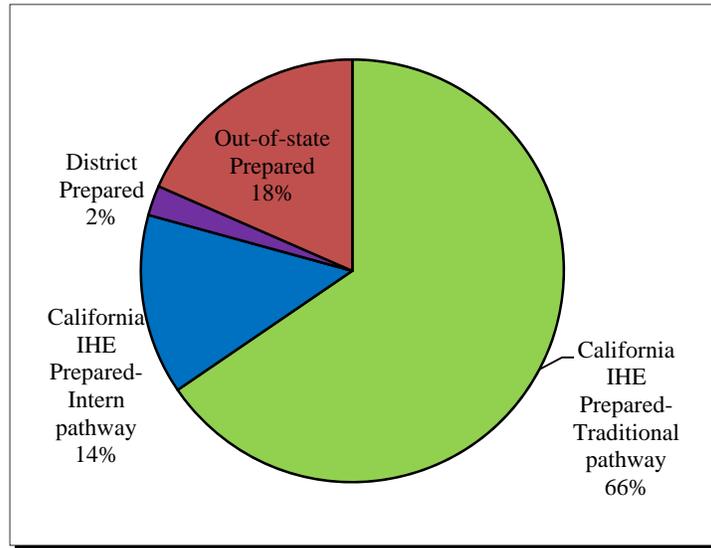
California colleges and universities prepared more than three-fourths (79.3 percent) of the newly credentialed teachers in California during fiscal year 2012-13. Nearly two-thirds came through the traditional pathway and about one-seventh (13.8 percent) came through the intern pathway. Teachers prepared in other states who became credentialed in California comprised 18.4 percent and the remaining 2.3 percent of teachers were prepared through district intern programs.

**Table F: New Credentials Issued By Preparation Pathway and Credential Type, 2012-13**

Preparation Route	Multiple Subject	Single Subject	Education Specialist	Totals	Percent
California IHE Prepared (traditional pathway)	4,282	4,146	1,557	9,985	65.5%
California IHE Prepared (intern pathway)	291	567	1246	2,104	13.8%
District Prepared (intern only)	33	78	239	350	2.3%
Out-of-State Prepared	1,156	1,151	506	2,813	18.4%
<b>Total</b>	<b>5,762</b>	<b>5,942</b>	<b>3,548</b>	<b>15,252</b>	<b>100.0%</b>

*Note: Out-of-state prepared data includes out-of-country applicants also.*

**Figure 6: Distribution of New Teaching Credentials Issued by Preparation Pathway, 12-13**

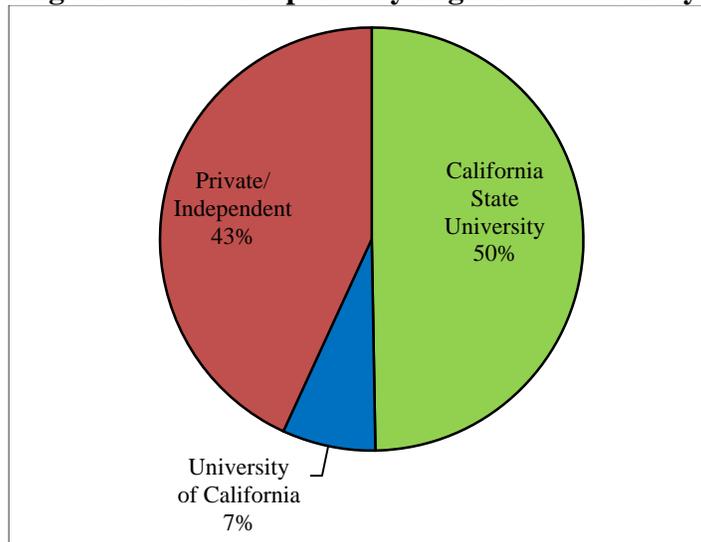


Of the three university system – California State University (CSU), University of California (UC), and Private/Independent colleges and universities – the CSU system prepared nearly half (49.7 percent) of the new teachers in the fiscal year 2012-13. Private/Independent colleges and universities prepared 43.1 percent and UC programs prepared 7.1 percent of the new teachers.

**Table G: New Teaching Credentials Issued by Type of Higher Education System, 2012-13**

Segment	Totals	Percent
California State University	6,011	49.7%
University of California	862	7.1%
Private/Independent College/University	5,216	43.1%
Total	12,089	100.0%

**Figure 7: New Teaching Credentials Prepared by Higher Education System, 2012-13**



### Teachers Prepared Through Alternative Pathways (Intern Programs)

California offers a variety of preparation pathways to provide flexibility for individuals interested in becoming teachers. The traditional pathway to teaching includes a year of post-baccalaureate preparation courses including field experience and student teaching. Alternative pathways such as intern delivery models allow subject-matter competent candidates to complete pre-service preparation and begin service as the teacher of record in a paid position while completing the additional preparation coursework and field experience.

Many IHEs offering teacher preparation programs also offer an intern program while school district, county office of education, or a consortium of districts may also offer intern preparation programs. All programs must meet the same Commission-adopted standards and must be approved by the Commission. Each program must demonstrate how it prepares interns prior to their classroom service as well as how interns are supervised, mentored and assessed in addition to providing continued teacher education courses for the interns.

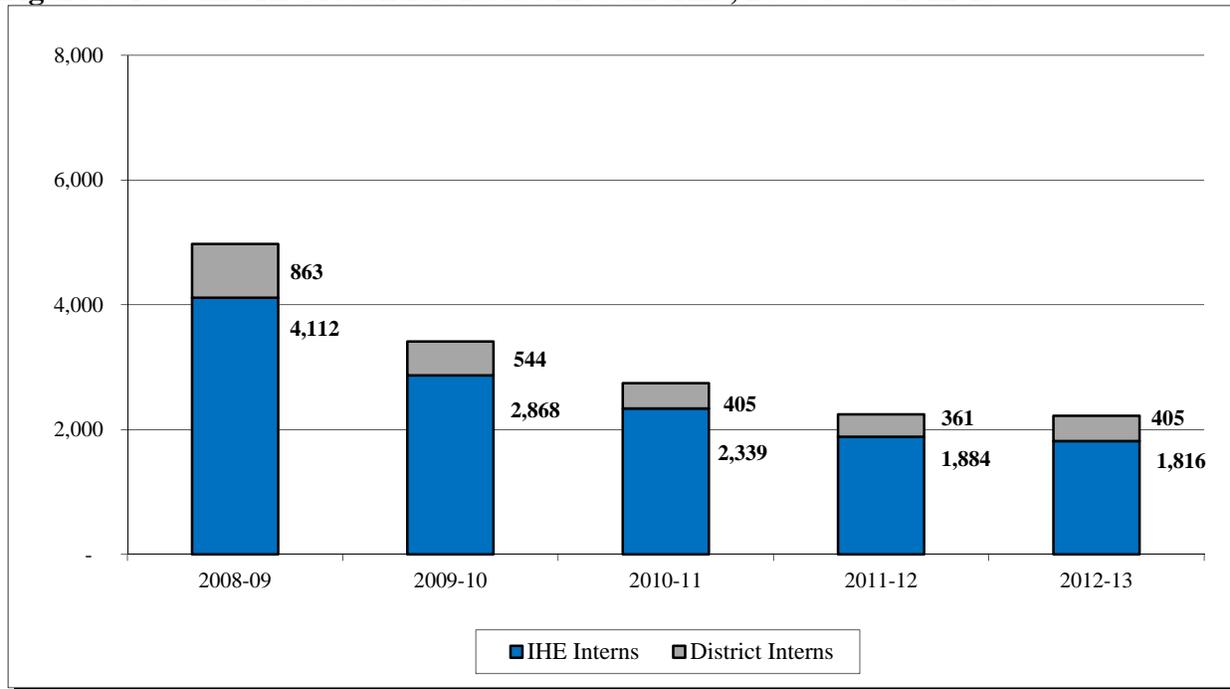
Table H shows the number of intern credentials issued based on both IHE and school district programs over a five-year period. While there was an overall decrease of 1.1 percent between 2011-12 and 2012-13 in the total number of intern documents issued, district intern credentials actually increased by 12.2 percent. Intern programs may be one, two or three years in length. Intern credentials are issued for a length of two years (three years for an education specialist district intern). Therefore, the data in Table H are intended to represent only those intern credentials initially issued in that fiscal year not the total population of interns holding a valid document and serving in California public schools. Upon successful completion of an intern program, candidates are recommended for a preliminary teaching credential.

**Table H: New Intern Credentials Issued in California, 2008-09 to 2012-13**

	2008-09*	2009-10*	2010-11*	2011-12*	2012-13*	% Change from 11-12
<b>IHE Interns</b>	4,112	2,868	2,339	1,884	1,816	-3.6%
<b>District Interns</b>	863	544	405	361	405	12.2%
<b>Totals</b>	<b>4,975</b>	<b>3,412</b>	<b>2,744</b>	<b>2,245</b>	<b>2,221</b>	<b>-1.1%</b>

*\*Flexible funding established by SB 4 of the Third Extraordinary Session, Stats. 2009 (SB3X 4).*

**Figure 8: New Intern Credentials Issued in California, 2008-09 to 2012-13**



Detailed information on types of intern credentials issued by higher education systems and individual IHEs are available in Table 1A of the *Appendix*.

**Future Teacher Supply Indicator: Teacher Preparation Program Enrollment Data**

Tracking teacher preparation program enrollment can serve as one indicator of potential future teacher supply in California. Federal Title II regulations require all states to report data on teacher preparation. The enrollment data for all California teacher preparation programs for the past five years is provided in Table I. Due to new Federal Title II data collection processes, enrollment data is not available by credential type starting with the 2008-09 year; so only total enrollment is presented.

Total teacher preparation enrollment was down by 20.7 percent between 2010-11 and 2011-12. Overall, total teacher preparation enrollment declined by more than 18,000 candidates between 2007-08 and 2011-12. This is a decrease of 41 percent in the past five years.

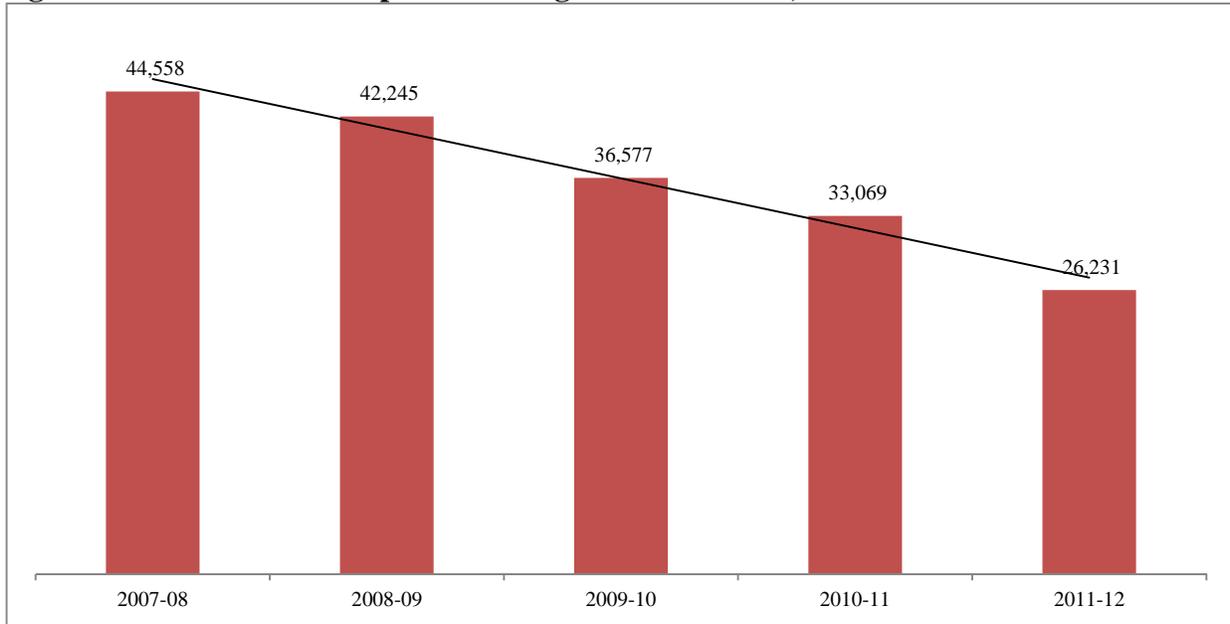
**Table I: Total Teacher Preparation Program Enrollment, 2007-08 to 2011-12**

	2007-08	2008-09	2009-10	2010-11	2011-12	% Change from 10-11
<b>Enrollment Totals</b>	<b>44,558</b>	<b>42,245</b>	<b>36,577</b>	<b>33,069</b>	<b>26,231</b>	<b>-20.7%</b>

*Note: Enrollment data for 2012-2013 will not be available until summer 2014. 2011-12 is the most recent data available. Enrollment data represents candidates enrolled for their initial credentials during the timeframe September 1, 2011 to August 31, 2012.*

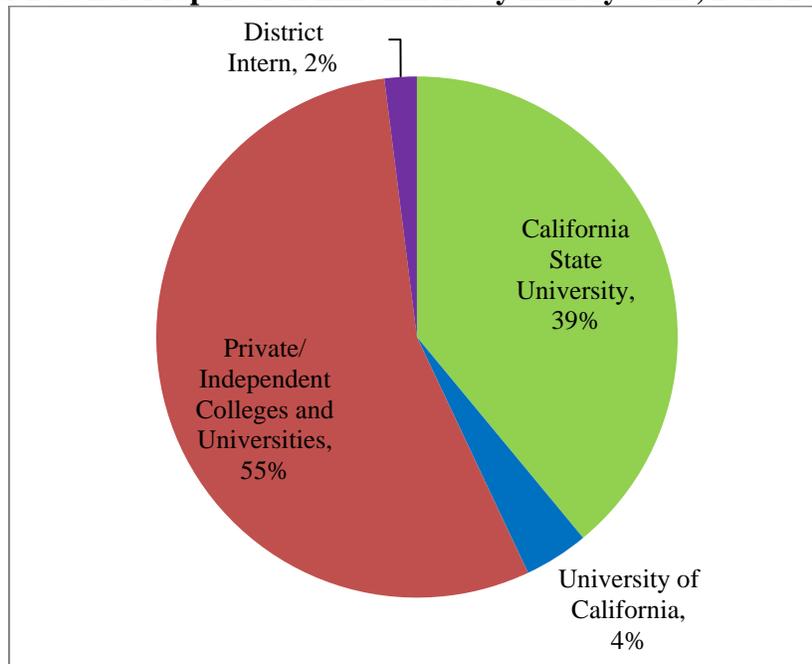
*Source: Annual Report Card on California Teacher Preparation Program for the Academic Year 2011-2012 as required by Title II of Higher Education Act.*

**Figure 9: Total Teacher Preparation Program Enrollment, 2007-08 to 2011-12**



More than half (55 percent) of the total enrollment in 2011-12 was in Private/Independent colleges and universities; more than two-thirds (39 percent) were enrolled in the CSU system. The UC system enrolled 4 percent and District Intern programs enrolled the remaining 2 percent.

**Figure 10: Total Teacher Preparation Enrollment by IHE Systems, 2011-2012**



Though there is a relationship between IHE enrollment of teacher candidates and the number of teaching credentials issued by IHE systems, not all teacher candidates enrolled in the teacher preparation programs in a specific fiscal year will earn teaching credentials in the same fiscal year. Teacher preparation programs may be one, two, or three years in length; in addition, information reviewed as part of a series of accreditation visits indicates that many candidates may elect to pursue part-time enrollment in the program. In cases of part-time enrollment, some candidates may take several years to earn their credential. The teacher preparation enrollment data is collected as part of the federal mandate (Title II) in which the IHEs are required to report enrollment data for September 1 to August 31 of each school year. Whereas the number of teaching credentials issued is reported for July 1, 2012 to June 30, 2013.

### **Number of English Learner Authorizations Issued**

California's K-12 students who are English learners (EL) require teachers with the specialized knowledge and skills to support English language acquisition as well as access to academic content across the curriculum. According to the California Department of Education (CDE), there were about 1.4 million EL students in public schools in 2012-13 (<http://www.cde.ca.gov/ds/sd/cb/cefelfacts.asp>).

The Commission has focused a variety of recent activities on addressing and improving preparation for meeting the needs of students who are English learners and on updating the knowledge and skills required of individuals who teach or provide services to these students. The Commission has approved several pathways for an individual to gain or demonstrate that he or she has the knowledge, skills, and abilities to teach English learners:

- Complete a Commission-approved Preliminary Multiple Subject, Single Subject or Education Specialist Teacher Preparation Program where EL pedagogy is embedded in the program
- Complete a Commission-approved California Teachers of English Learners (CTEL) Program or a Commission-approved Bilingual Authorization Program
- Pass the Commission-adopted CTET Examinations
- Complete a Commission-approved Certificate of Completion of Staff Development (CCSD) - currently available only for holders of specific credentials

Currently, all California-prepared teachers now earn an EL authorization based on their teacher preparation program coursework. Individuals admitted to California Multiple and Single Subject teacher preparation programs on or after July 1, 2002 are required to complete the requirements for an EL authorization for issuance of a preliminary credential. In addition, California-prepared individuals recommended for Education Specialist Instruction Credentials on or after July 1, 2007 must also complete the requirements for an English learner authorization for issuance of a Level I or preliminary credential. The California Teacher of English Learners (CTEL) examination and approved programs are available to individuals who were prepared in California prior to this requirement as well as individuals initially prepared as teachers outside of California without appropriate preparation or authorization to serve EL students. The examination and the approved programs address the same subject matter requirements. There are fourteen approved CTET programs. In 2012-13, more than 900 teachers passed all three sections of the CTET examination.

The Emergency Crosscultural, Language and Academic Development (CLAD) Permit is only required for the following fully credentialed teachers when assigned to instruct English learners in California’s public schools before earning a CLAD Certificate or EL authorization. An Emergency CLAD Permit authorizes the holder to provide ELD and SDAIE instruction to English learner students while completing the requirements for a CLAD Certificate/EL authorization. The CLAD Permit is normally needed by a teacher in California for one of the following reasons:

- Admitted to a California program before July 1, 2002 and earned a preliminary or clear Multiple/Single Subject Teaching Credential without an English learner authorization; or
- Earned an Education Specialist Instruction Credential prior to July 1, 2007 without an English learner authorization; or
- Out-of-state and out-of-country prepared teachers; or
- Holds a services credential with a special class authorization, designated subjects teaching credential, or other type of permit that serves as a prerequisite for the emergency permit when additional requirements are met.

An Emergency Bilingual Permit authorizes the holder to provide the same services as an Emergency CLAD Permit plus content instruction delivered in the language of emphasis in the subjects and at the levels authorized by the prerequisite teaching credential. An Emergency Bilingual Permit is appropriate for fully credentialed teachers assigned to positions requiring content instruction delivered in the primary language of the student who do not yet hold a bilingual authorization.

The Commission took action in December 2012 to amend regulations in order to reduce the number of emergency permit reissuances from four to two in order to limit the potential time an individual may teach EL students without full preparation. Regulations were approved by the Office of Administrative Law and became effective on January 1, 2014.

Table J provides data on the number of Emergency CLAD and Bilingual Authorization Permits issued for the past five years. There was a decrease of 25.9 percent in the number of Emergency CLAD Permits issued and an increase of 21.4 percent in the number of Emergency BCLAD Permits issued between 2011-12 and 2012-13.

**Table J: Emergency CLAD and Bilingual Authorization Permits, 2008-09 to 2012-13**

	2008-09	2009-10	2010-11	2011-12	2012-13	% Change from 11-12
Emergency CLAD	4,752	2,672	1,466	1,168	866	-25.9%
Emergency Bilingual Permits	83	73	58	56	68	21.4%

The Certificate of Completion of Staff Development (CCSD) allows individuals to complete a staff development program to earn an authorization to provide Specially Designed Academic Instruction Delivered in English (SDAIE) to EL students within the subject matter content and grade level of the holder’s prerequisite credential. Assembly Bill 2913 (Chap. 169, Stats. 2004)

established a sunset date of January 1, 2008 for the issuance of the CCSD to most teachers (Multiple Subject, Single Subject and Education Specialist). The decrease in CCSD authorizations beginning in the 2008-09 year is due to the implementation of this bill.

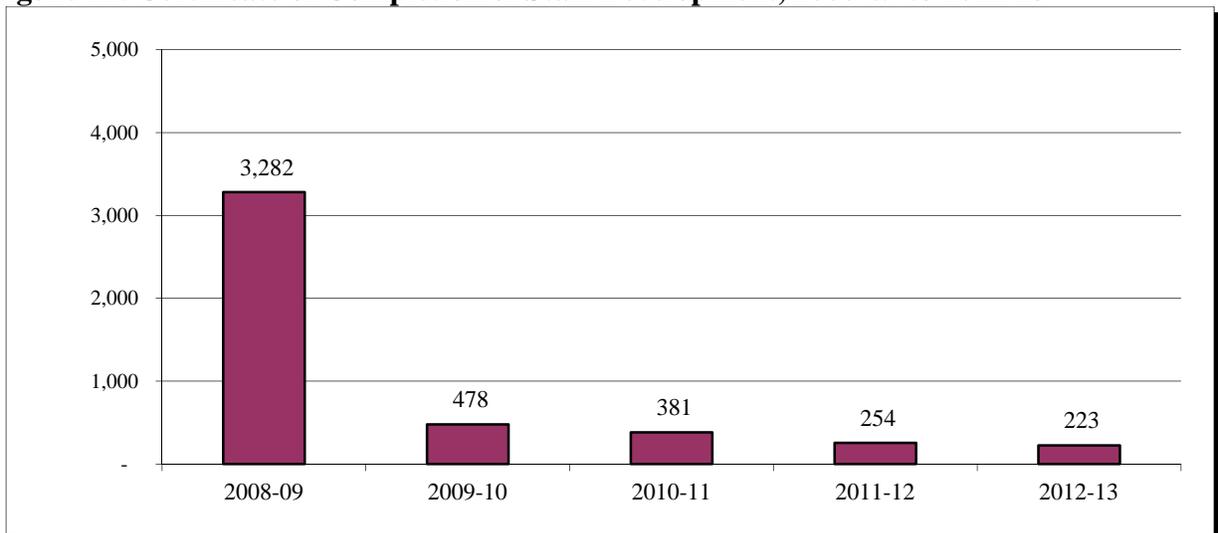
Senate Bill 1292 (Chap. 752, Stats. 2006) added section 44253.11 to the Education Code, which authorizes teachers with designated subjects career technical education and special subject teaching credentials or holders of service credentials with a special class authorization to be assigned to provide SDAIE to English learners based on completion of a staff development program. This bill did not include a sunset date for this population of teachers. However, the Commission took action in 2008 to embed SDAIE content within the preparation program standards required to earn a Clear Designated Subjects Career Technical Education Credential. The SDAIE authorization (equivalent to the CCSD) is included on documents for individuals who complete CTE programs under the new clear credential standards upon recommendation by an approved program sponsor. If a program sponsor had not yet transitioned to the new program standards, candidates could not be enrolled under the prior standards beyond August 31, 2010. Candidates must have completed any program based on prior standards by August 31, 2013. Therefore, the number of individuals holding a Designated Subjects credential and enrolling in CCSD programs in the future should continue to diminish.

**Table K: Certificate of Completion of Staff Development, 2008-09 to 2012-13**

2008-09	2009-10	2010-11	2011-12	2012-13	% Change from 11-12
3,282	478	381	254	223	-12.2%

*Note: Data do not include waivers; there were 108 waivers issued in 2008-09, 90 in 2009-10, 121 in 2010-11, 100 in 2011-12, and 111 in 2012-13.*

**Figure 11: Certificate of Completion of Staff Development, 2008-09 to 2012-13**



For detailed data on all EL and bilingual authorizations, refer to Table 4A in the *Appendix*. CLAD and Bilingual authorization permits and waivers requested by school districts are presented in Tables 4B and 4C. Data on EL and bilingual misassignments by county is presented in Tables 6A and 6B in the *Appendix*.

## **Number of Teaching Permits and Waivers Issued**

No Child Left Behind (NCLB) reauthorized the Elementary and Secondary Education Act (ESEA) of 1965. The federal law requires states to develop assessments linked to teacher quality. To align with NCLB, California's State Board of Education established that teachers of NCLB core academic subjects must have:

- a bachelor's degree; and
- a state credential or an intern credential for no more than three years; and
- core academic subject matter competence.

### *Short-Term Staff Permits and Provisional Internship Permits*

This section shows the numbers of Short-Term Staff Permits (STSP), Provisional Internship Permits (PIP), and Waivers that were issued in 2012-13. These documents are not compliant with the Highly Qualified Teacher (HQT) requirement in the NCLB Act. HQT compliance falls under the authority of the State Board of Education and the California Department of Education.

Prior to 2005, the Commission issued emergency multiple subject, single subject, and education specialist teaching permits at the request of California public school employers. An individual could hold a maximum of five permits of each type as long as the renewal requirements were met. With the passage of the Federal NCLB Act, the Commission took action on December 4, 2003 to discontinue the issuance of emergency multiple subject, single subject and education specialist teaching permits effective July 1, 2006, with the understanding that there would be a continuing need for documents to address staffing needs. Thus, the Commission developed the Short-Term Staff Permit (STSP) and the Provisional Internship Permit (PIP) in 2005 to address the two distinct types of staffing needs identified – acute and anticipated.

A STSP may be requested by an employing agency when there is an acute staffing need. An “acute staffing need” exists when an employer needs to fill a classroom immediately based on an unforeseen need. STSPs are restricted to service in the employing agency that requests issuance of the permit and are valid for one school year and are not renewable.

A PIP may be requested by an employing agency when there is an anticipated staff need. An “anticipated staffing need” exists when a district is aware that an opening is going to occur and conducts a diligent search for a credentialed teacher, but is unable to recruit one. PIPs are restricted to service within the employing agency that requests issuance of the permit and are issued for one calendar year. Prior to October 1, 2013, the PIP could be renewed once; however, the Commission took action to eliminate this one time option for renewal and regulations were approved to implement the change.

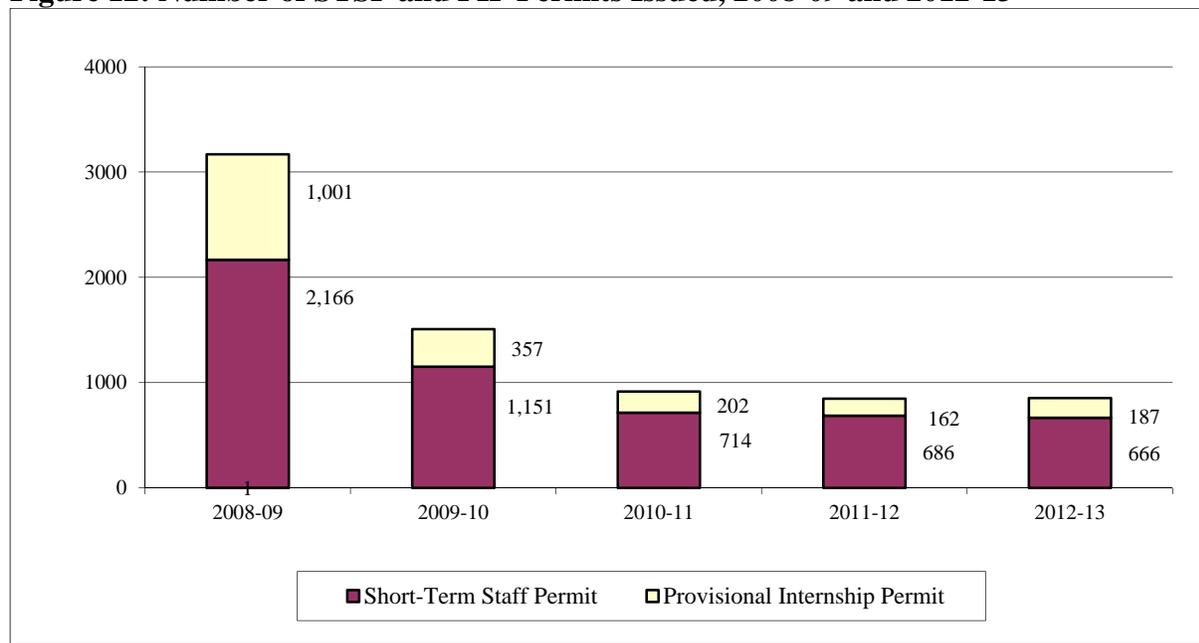
Overall, there is a declining trend in the total number of permits issued in the past four years. While there was a decrease of 2.9 percent in the number of STSP issued, there was an increase of 15.4 percent for PIP between 2011-12 and 2012-13. There is a small increase in the total number when both permits were combined. However, in the past five years, there was a decrease of about 2,300 permits (or 73 percent) in the STSP and PIP issued (69 percent and 81 percent, respectively).

**Table L: Number of STSP and PIP Permits Issued, 2008-09 to 2012-13**

	2008-09	2009-10	2010-11	2011-12	2012-13	% Change from 11-12
Short-Term Staff Permit (STSP)	2,166	1,151	714	686	666	-2.9%
Provisional Internship Permit (PIP)	1,001	357	202	162	187	15.4%
<b>Total</b>	<b>3,167</b>	<b>1,508</b>	<b>916</b>	<b>848</b>	<b>853</b>	<b>0.6%</b>

Note – PIP includes first-time, new type, and reissuance. As of October 1, 2013, PIPs are no longer reissued.

**Figure 12: Number of STSP and PIP Permits Issued, 2008-09 and 2012-13**



#### *Limited Assignment Teaching Permits*

Limited Assignment Teaching Permits were designed to allow fully credentialed teachers to teach outside their authorized areas while completing the requirements to earn an added authorization, supplementary authorization, or subject matter authorization. Limited Assignment Teaching Permits are issued at the request of, and are restricted to service with, a California public school employer to fill vacancies. These permits allow employing agencies flexibility, especially in rural and remote areas of the state, to assign individuals to teach in more than one subject area.

The Commission issues General Education Limited Assignment Teaching Permits (GELAP) in any statutory subject area available on a Single Subject or Multiple Subject teaching credential. An individual must hold a valid California general education teaching credential to qualify for a GELAP. The Multiple Subject GELAP authorizes the holder to teach self-contained classes, such as those generally found in elementary schools. The Single Subject GELAP authorizes the holder to teach departmentalized courses within the authorized content area(s) named on the document, such as those generally found in the middle and high schools. GELAPS are valid for one year and may be reissued twice in any one specific subject.

The Special Education Limited Assignment Teaching Permit (SELAP) was added to the Title 5 Regulations effective July 3, 2009. A SELAP may be issued in any of the seven Education

Specialist Instruction Credential specialty areas while the holder completes the requirements for an Added Authorization in Special Education or a full Education Specialist authorization. An applicant for the SELAP must hold a valid California special education teaching credential or a clear or life Speech-Language Pathology or Clinical or Rehabilitative Services credential with a Special Class Authorization. A SELAP is valid for one year and may be reissued twice in any one specific specialty area.

Table M provides data on the number of Limited Assignment Permits issued for the past five years. There was an increase of 27.3 percent for GELAP Multiple Subject, 12 percent for GELAP Single Subject and 5 percent for SELAP. Overall, there was an increase of 10.5 percent in all limited assignment permits between 2011-12 and 2012-13.

**Table M: Number of Limited Assignment Teaching Permits Issued, 2008-09 to 2012-13**

	2008-09	2009-10	2010-11	2011-12	2012-13	% Change from 11-12
GELAP: Multiple Subject	26	23	34	33	42	27.3%
GELAP: Single Subject	786	647	754	708	793	12.0%
SELAP	NA	106	404	294	309	5.1%
<b>Total</b>	<b>812</b>	<b>776</b>	<b>1,192</b>	<b>1,035</b>	<b>1,144</b>	<b>10.5%</b>

*Note – Data include first-time, new type, and reissuance. Data on limited assignment teaching permit was published starting in the 2011-12 report. SELAPs were first issued in 2009.*

#### *Variable Term Waivers*

Waivers are the final option for public school employers within the hiring priority. Since July 1994, the Commission has had the authority to issue waiver documents that have expressly to do with educator preparation and credentialing and with the ability of employers to employ or assign persons who are not appropriately credentialed for their assignment. Variable Term Waivers give the employer the ability to meet staffing needs when a suitable fully qualified credentialed employee cannot be found. Employing agencies must complete a diligent search for a suitable credentialed teacher or qualified intern teacher before requesting a credential waiver.

Criteria for Variable Term Waivers are set by the Commission and include specific requirements for designated high and low incidence credentialing areas including verification of recruitment efforts, evidence of qualifications to teach in the assignment and a commitment to meet the credentialing goals. Waivers are issued or denied based upon the criteria and factors such as an employer’s continuing needs; the support the employer will provide to the applicant; or extenuating, extraordinary and unanticipated circumstances.

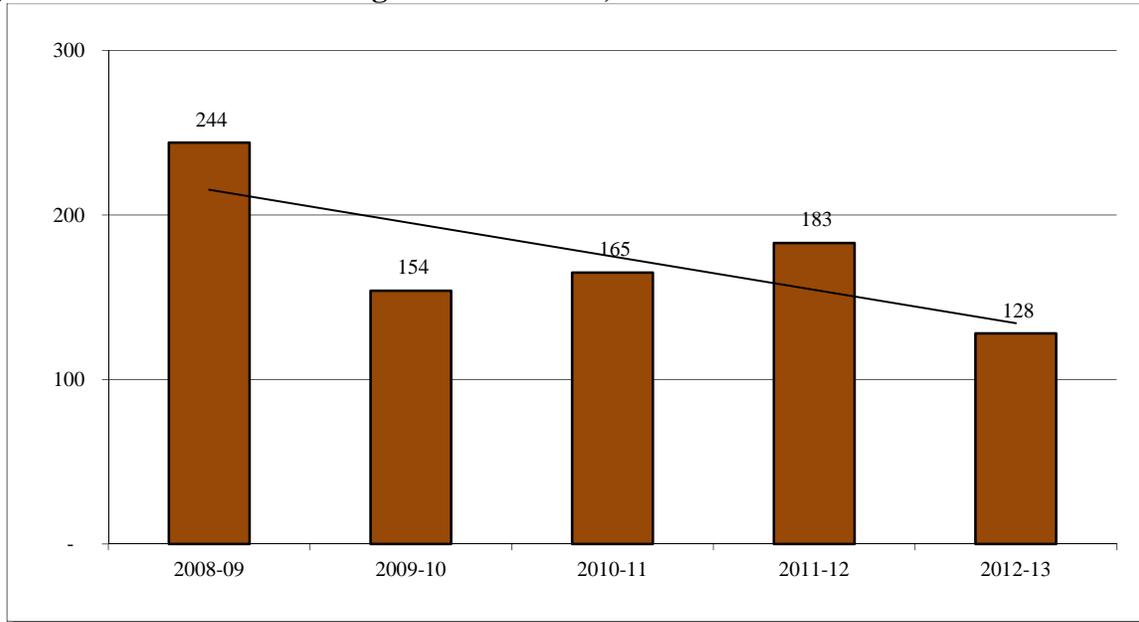
The number of teaching credential waivers issued in 2012-13 decreased by 30.1 percent between 2011-12 and 2012-13, as illustrated in Table N. Although there was a slight increase in the number of waivers in 2011-12, overall the number of waivers issued decreased by nearly 120 waivers (about 48 percent) in the past five years.

**Table N: Number of Teaching Waivers Issued, 2008-09 to 2012-13**

2008-09	2009-10	2010-11	2011-12	2012-13	% Change from 11-12
244	154	165	183	128	-30.1%

Note – Data include first-time, new type, and reissuance of waivers for Multiple Subject, Single Subject and Education Specialist Credentials.

**Figure 13: Number of Teaching Waivers Issued, 2008-09 to 2012-13**



Tables 5, 5A, 5B, 5C in the *Appendix* have detailed information on various documents (intern credentials, permits and waivers) requested by counties and school districts for individuals without full preparation. While intern credentials represent those individuals whose preparation is still in progress, holders of these documents are considered to be compliant with the Federal highly qualified teacher requirements of No Child Left Behind (NCLB). The additional documents in these tables are not compliant with the highly qualified teacher requirements in NCLB.

At the state level, a total of 4,346 documents of this type were requested by 55 counties. Los Angeles county alone requested nearly one-fifth (20 percent) of the documents. Another one-fourth (23 percent) were requested by three counties: Alameda, San Diego, Santa Clara. These three counties requested between 300 and 400 documents each. About one-third (34 percent) were requested by another ten counties: Riverside, San Bernardino, Kern, Fresno, Contra Costa, Sacramento, San Francisco, Tulare, San Joaquin, and Orange. These ten counties requested between 100 to 200 documents each. In other words, nearly three-fourths of all permits and waivers were requested by 14 counties only. The following counties - Stanislaus, Merced, San Mateo, Monterey, Ventura, and Solano – each requested between 50 to 100 documents and other counties requested less than 45 documents each. When the total number of documents requested was compared with total full-time equivalent teachers from those 55 counties, it accounted for less than 1.6 percent.

Detailed information on types of permits and waivers issued by subject area is available on Table 4 in the *Appendix*. At the state level, more than half (59 percent) of the intern credentials were issued in education specialist, followed by another one-third (28 percent) in single subjects and the remaining 13 percent in multiple subjects. By contrast, more than half (54 percent) of the permits were issued in single subject content areas; one-third (36 percent) in education specialist and remaining 9 percent in multiple subjects. More than three-fourths (85 percent) of the waivers were issued in education specialist content areas.

**Comparison of Fully Credentialed Teachers Serving in California Public Schools versus New Intern Credentials, Permits, and Waivers Issued**

Table O shows the total number of full-time equivalent individuals holding teaching documents who were employed in California public schools during fiscal years 2011-12 and 2012-13. The table also shows these numbers as a percentage of the total teaching staff<sup>1</sup>. Taking into account the total number of certificated teaching staff in California’s schools and the number of teaching permits issued, the percentage of teachers on university intern credentials has decreased from 0.7 percent in 2011-12 to 0.6 percent in 2012-13. Permits stayed very steady. Limited Assignment teaching permits accounted for 0.4 percent; STSPs for 0.2 percent and PIPs for 0.1 percent. The number of waivers issued accounted for less than 0.1 percent of the total K-12 public school teachers.

**Table O: Comparison of Teachers Serving in California Public Schools with Full Authorization versus Intern Credentials, Permits, and Waivers Issued**

	2011-12		2012-13	
	Number	% of Total	Number	% of Total
Fully Credentialed Teachers (Preliminary and Clear Credentials)	279,525	98.4%	278,840	98.5%
University Intern	1,884	0.7%	1,816	0.6%
District Intern	361	0.1%	405	0.1%
Limited Assignment Teaching Permit	1,035	0.4%	1,144	0.4%
Provisional Intern Permit (PIP)	162	0.1%	187	0.1%
Short-Term Staff Permit (STSP)	686	0.2%	666	0.2%
Waivers	183	0.1%	128	0.1%
<b>Total</b>	<b>286,836</b>	<b>100.0%</b>	<b>283,186</b>	<b>100.0%</b>

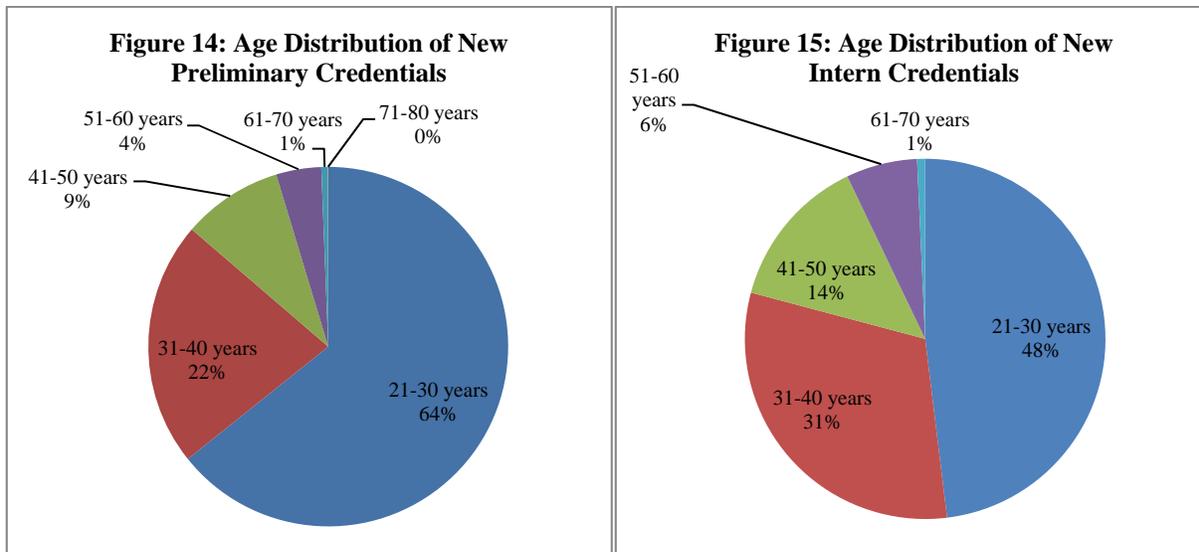
**Demographic Data: Age Distribution for Holders of New Teaching Credentials**

The Commission gathers information on the age of credential holders as part of the application process. An analysis of the age distribution of all new teaching credentials issued in the academic year 2012-2013 revealed some interesting findings.

For the preliminary teaching credentials, more than two-thirds (64 percent) of the credential holders were in the 21-30 age group. Another one-fourth (22 percent) were in the 31-40 age group. Less than one tenth were in the 41-50 age group and the remaining 5 percent were older than 51. The average age of the new California preliminary teaching credential holders in 2012-2013 was 31.7 years.

<sup>1</sup> Data Source: California Department of Education 2012-13.

For the intern credentials, nearly half (48 percent) were in the 21-30 age group. Another one-third (31 percent) were in the 31-40 age group and another 14 percent were in the 41-50 age group. Less than one-tenth (7 percent) were older than 51. The average age of the new intern teaching credential holders in 2012-2013 was 32.5 years.



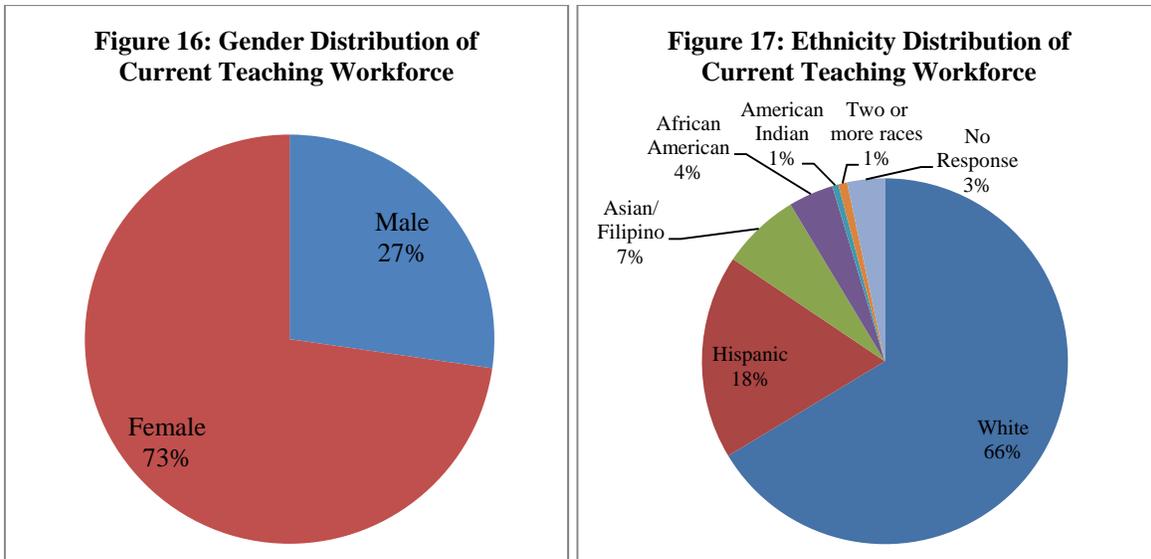
*Note: Preliminary credentials include California recommended teaching credentials only. Intern credentials include University and District intern teaching credentials. Data include initial credentials only; do not include renewals.*

Further analysis of age groups by teaching credentials indicated the following: Preliminary Single Subject teaching credential holders were on average older (30.4 years) than the Single Subject Intern teaching credential holders (29.9 years). Similarly, Preliminary Multiple Subject teaching credentials were on average slightly older (29.6 years) than Multiple Subject Intern teaching credential holders (29.3 years). By contrast, Preliminary Education Specialist teaching credential holders were on average slightly younger (35.1 years) than the Education Specialist intern credential holders (35.3 years). District intern credential holders were the oldest of all credential types with an average age of 35.5 years.

In summary, the average age differed by preparation pathways: the intern teaching credential holders' average age was slightly higher (0.8 years) than that of preliminary credential holders. The average age also differed by teaching credentials types – ranging from 29.3 years for Multiple Subjects intern credentials to 35.3 years for Education Specialist intern credentials.

**Demographic Data: Gender and Ethnicity Distribution of Current Teaching Workforce**

In 2012-2013, more than 283,000 teachers taught in the California's K-12 public schools. Nearly three-fourths (73 percent) of the teachers were female while less than one-third (27 percent) were male. Approximately two-thirds (66 percent) identified themselves as White and another one-fifth (18 percent) identified as Hispanic. Asians constituted 7 percent and African American 4 percent. American Indian was less than 1 percent and teachers belonging to two or more races constituted another 1 percent and the remaining 3 percent did not respond.



Source: California Department of Education's Data Quest; *Certificated Staff by Ethnicity for 2012-13. State Summary, Number of teachers by ethnicity. Asian/Filipino category includes Pacific Islander also.*

### Summary of Selected Findings

Selected findings are provided below that summarize the information contained in the full report for California during fiscal year 2012-13:

- Decrease of 7 percent (Table A) in the number of newly issued credentials across all three types of preliminary teaching credentials (i.e., Multiple Subject, Single Subject, and Education Specialist).
- Ninth consecutive year in which the total number of initial teaching credentials issued has decreased.
- Decrease of 30 percent over the past five years in the number of new teaching credentials initially issued.
- Number of credentials issued declined for two pathways – California IHE Prepared for both traditional and intern pathways (9.3 percent) and teachers prepared out-of-state (2.3 percent), whereas District Intern prepared teachers showed an increase (by 45.8 percent).
- California IHEs prepared more than three-fourths (79 percent) of the total new teaching credentials issued in 2012-13 (Table F).
- The overall number of candidates enrolled in teacher preparation programs declined for the eleventh consecutive year (Table I). Teacher preparation program enrollment decreased by more than 18,000 candidates in the past five years (Figure 9).
- There was an overall decrease of candidates who enrolled in intern programs (Table H). However there was a dramatic increase of 92.7 percent in number of Education Specialist (special education) credentials issued by the District intern programs.
- Average age for new intern credential holders differed by type – ranging from 29.3 years for Multiple Subject (elementary) intern credentials to 35.3 years for Education Specialist (special education) intern credentials.
- There has been a significant decrease in teaching permits (PIP and STSP) issued in the past five years (Table L). The number of STSP decreased by 2.9 percent between 2011-12 and 2012-13. The limited assignment teaching permits (GELAP and SELAP) increased by 10.5 percent between 2011-12 and 2012-13 (Table M).

- There was a decrease in the number waivers issued for teaching credentials between 2011-12 to 2012-13, by 30.1 percent and there was overall decline of 48 percent in the past five years (Table N).
- Overall, in the public schools there was a slight increase (0.1 percent) in fully-credentialed teachers in proportion to all those teaching in California public schools (Table O). Fully-credentialed teachers represented 98.5 percent of all California public school teachers in 2012-13, up from 98.4 percent in 2011-12.

## Education Code Reporting Requirements–Table Numbers and Appendix Page Numbers

**44225.6. Annual report on teacher availability relative to credentials, internships, and emergency permits; contents; public access to report on Web site.**

By April 15 of each year, the commission shall report to the Legislature and the Governor on the availability of teachers in California. This report shall include the following information:

	Table #	Appendix Page #
(1) The number of individuals recommended for credentials by institutions of higher education and the type of credential or certificate, or both, for which they were recommended, including certificates issued pursuant to sections 44253.3 and 44253.4.	1 1A	25-28 29-31
(2) The number of individuals recommended by school districts operating district internship programs and the type of credential or certificate, or both, for which they were recommended, including certificates issued pursuant to Sections 44253.3 and 44253.4.	2	32-33
(3) The number of individuals receiving an initial credential based on a program completed outside of California and the type of credential or certificate, or both, for which they were recommended, including certificates issued pursuant to Sections 44253.3 and 44253.4.	3	34-35
(4) The number of individuals receiving an emergency permit, credential waiver, or other authorization that does not meet the definition of a highly qualified teacher under the federal No Child Left Behind Act of 2001 (20 U.S. C. Sec. 6301 et seq.).	4 4A 4B 4C 4D	36-37 38 39 40-47 48
(5) The number of individuals receiving the certificate of completion of staff development in methods of specially designed content instruction delivered in English pursuant to subdivision (d) of Section 44253.10 and, separately, pursuant to paragraph (1) of subdivision (e) of Section 44253.11.	4D	48
(6) Statewide, by county, and by school district, the number of individuals serving in the following capacities and as a percentage of the total number of individuals serving as teachers statewide, in the county, and in the school district: (A) University internship (B) District internship (C) Preinternship (D) Emergency permit (E) Credential waiver (F) Preliminary or professional clear credential. (G) An authorization, other than those listed in this paragraph, that does not meet the definition of a highly qualified teacher under the federal No Child Left Behind Act of 2001 (20 U.S. C. Sec 63-1 et seq.) by category authorization. (H) Certificate issued pursuant to Section 44253.3. (I) Certificates issued pursuant to Section 44253.3 and 44253.4, 44253.10 or 44253.11, if available. (J) The number of individuals serving English learner pupils in settings calling for English language development, in settings calling for specially designed academic instruction in English, or in primary language instruction, without the appropriate authorization under Section 44253.3, 44253.4, 44263.10, or 44253.11, or under another statute, if available. The Commission on Teacher Credentialing may utilize data from the department's Annual Language Census Survey to report the data required pursuant to this paragraph.	5A 5B 5C        6A 6B	49-50 51-78 79-301        302 303-306
(7) The specific subjects and teaching areas in which there are a sufficient number of new holders of credentials to fill the positions currently held by individuals with emergency permits.	Table 4	36-37
(b) The commission shall make this report available to school districts and county offices of education to assist them in the recruitment of credentialed teachers and shall make the report and supporting data publicly available on the commission's web site.	Full report is posted on the Commission's website	
(c) A common measure of whether teacher preparation programs are meeting the challenge of preparing increasing numbers of new teachers is the number of teaching credentials awarded. The number of teaching credentials recommended by these programs and awarded by the commission is indicators of the productivity of teacher preparation programs. The commission shall include in the report prepared for the Legislature and Governor pursuant to subdivision (a) the total number of teaching credentials recommended by all accredited teacher preparation programs, authorized by the commission and the number of recommended by each of the following: (1) The University of California system (2) The California State University system (3) Independent colleges and universities that offer teacher preparation programs approved by the commission. (4) Other institutions that offer teacher preparation programs approved by the commission. ( <i>Added by Stats. 1999, c. 381 (A.B. 471), § 2. Amended by Stats. 2000, c. 135 (A.B. 2539), § 40; Stats 2001, c. 342 (S.B. 299), § 4; Stats. 2004, c. 902 (A.B.3001), § 2, eff. Sept 29, 2004; Stats 2005, c. 677 (S.B. 512), § 25 eff. Oct. 7, 2005; Stats. 2006, c. 752 (S.B. 1292), § 1; Stats.2007, c. 345 (S.B.280), § 1.</i> )	1 1A        2	25-28 29-31        32-33