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# 2G

## Information/Action

### *Educator Preparation Committee*

#### Education Specialist Educator Preparation

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**Executive Summary:** This agenda item is presented in three parts: Part One offers a national perspective with respect to the preparation of effective educators of students with disabilities; Part Two provides a particular perspective from one preparation program, CSU Long Beach, which is one of the six institutions participating in the reform efforts led by CEEDAR (the Collaborative or Effective Educator Development Accountability and Reform Center); and Part Three provides a brief history of special education credentialing in California along with information about the Commission's prior work relating to special education preparation and credentialing and asks the Commission to provide direction on the Commission's policy vision for general and special education preparation and credentialing, given other reforms that have been taking place around general and special educator preparation and licensing.

**Policy Question:** Should prospective special education teachers complete a common trunk of preparation, as defined by the TPEs in agenda item 2B of this meeting, along with prospective general education teachers? Should special education teachers who complete a common trunk of preparation earn an authorization to provide services to general education students?

#### **Staff Recommendation**

Staff recommends that the Commission discuss the policy questions presented in this agenda item, take any action(s) as the Commission may deem appropriate relating to these policy questions, and provide direction to staff, as appropriate, to implement Commission policy relating to the preparation and credentialing of general education and special education teacher candidates.

**Presenters:** Paul Sindelar, University of Florida; Shireen Pavri, CSU Long Beach; William Hatrick and Sarah Solari Colombini, Consultants, Professional Services Division

#### **Strategic Plan Goal**

#### **II. Program Quality and Accountability**

- a) Develop and maintain rigorous, meaningful, and relevant standards that drive program quality and effectiveness for the preparation of the education workforce and are responsive to the needs of California's diverse student population.

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## Education Specialist Educator Preparation

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### Introduction

This agenda item is presented in three parts: Part One offers a national perspective with respect to the preparation of effective educators of students with disabilities; Part Two provides a particular perspective from one preparation program, CSU Long Beach, which is one of the six institutions participating in the reform efforts led by CEEDAR (the Collaborative for Effective Educator Development Accountability and Reform Center); and Part Three provides a brief history of special education credentialing in California along with information about the Commission's prior work relating to special education preparation and credentialing and asks the Commission to provide direction on the Commission's policy vision for general and special education preparation and credentialing, given other reforms that have been taking place around general and special educator preparation and licensing.

The content of this agenda item presents input from multiple groups and stakeholders working in the area of preparation of teachers to teach students with disabilities. At the December 2015 meeting, the Commission indicated its intention to maintain an Education Specialist credential and agreed that general education and special education teachers should share a common "trunk" of knowledge, skills, and abilities. This agenda item includes additional information requested by the Commission at the December 2015 meeting and provides a context for the Commission as it considers potentially adopting principles and policies supportive of a common set of knowledge, skills, and abilities expected of both general education and special education teachers, as well as a more targeted set of knowledge, skills, and abilities that reflect the differential instructional responsibilities of special education teachers.

### **Part One: National Perspective on Preparing Effective Educators for Students with Disabilities**

In recent years, numerous states have implemented targeted strategies and initiatives to address the achievement gap between general education students and students with disabilities who are receiving special education services. At the national level, CEEDAR, a national technical assistance center, began its work in January 2013 to support states in their efforts to develop teachers and leaders who can effectively prepare students with disabilities to meet college and career readiness standards. The state of California and six California educator preparation programs received grant funds in 2014 to create aligned professional learning systems that improve core and specialized instruction for students with disabilities in inclusive settings. In addition to integrating evidence-based practices and instructional strategies to ensure effective and efficient teaching and to foster student success, the six IHEs participated in focused case studies to provide information about developing models of collaborative general and special educator preparation. A summary of the CEEDAR work in California is provided in Appendix A.

## **Part Two: Institutional Level Perspective from California State University (CSU), Long Beach**

California State University, Long Beach engaged in the CEEDAR efforts with a focus on improving its urban dual credential program by integrating evidence-based inclusive practices. CSULB has implemented a team-based approach to teacher and leadership reform, involving general and special educator preparation faculty, leadership faculty, and partner school districts. An undergraduate, dual certification program with a year-long residency has been established and is team-taught by special and general education faculty. A summary of key findings and lessons learned by CSU Long Beach is provided in Appendix B.

## **Part Three: The Landscape of Special Education in California**

The Preliminary and Clear Education Specialist Instruction Credentials are the current special education credentials issued by the Commission. The Education Specialist Credential along with the associated specialty areas were initially established in 1997 but underwent additional revisions that became effective in 2010. All current and prior special education credentials, certificates, endorsements, specialty areas, and added authorizations allow an educator to provide instructional services to students identified in the specific Federal Disability Categories. Additional history about special education credentials in California is provided in Appendix C.

### *Preparation to Earn an Education Specialist Credential*

When the Commission adopted the 1996 version of the Education Specialist Credential structure, the Education Specialist Credential became an initial basic credential rather than an advanced specialist level of certification. This change to the credential structure was in response to the widespread shortages of teachers in special education. As of 1996, special education teachers were no longer required to earn a Multiple or Single Subject Teaching Credential prior to earning the Education Specialist Credential. The elimination of the prerequisite teaching credential requirement was expected to help alleviate the shortage. Appendix D includes data and information regarding the number of Education Specialist Educator Preparation programs and the number of credentials issued for the past five years for each of the specialty content areas. Also in Appendix D is information on the total number of new special education teachers from 1998-1999 to 2014-15 and how many of the new credentials were Preliminary Credentials, Intern Credentials, or permits or waivers. The information in Appendix D illustrates the trends in special education teacher preparation over the last fifteen years. These trends include an increase in the number of educator preparation programs, although there are still very few low incidence [Physical Health Impairments (PHI), Visual Impairment (VI), and Deaf and Hard of Hearing (DHH)] educator preparation programs. The data also shows that California is preparing half as many education specialist teachers as it did in 1998, however, the number of fully prepared (preliminary) teachers has increased (Appendix D).

In a continued effort to be responsive to the field, the Commission continued to revise policy relating to special education teacher preparation. In 2006, as a result of SB 1209, the Commission developed authorizations that focused on specific areas of expertise. In addition, the Commission reexamined the Education Specialist credential to determine if changes were necessary. *A Report to the Governor and Legislature on the Study of Special Education*

*Certification*<sup>1</sup>, developed pursuant to SB 1209 outlined the context of licensure and preparation of special education teachers. This report was developed by a work group and design team with subcommittees that were charged with modifying certification for special education teachers to meet the current needs in California. Six of the seven specialty content area authorizations identify specific Federal Disability categories for which the teacher is authorized while the seventh specialty content area, Language and Academic Development, prepares and authorizes teachers to work with students who have a language processing issue across any of the federal disability categories.

- Mild/Moderate
- Moderate/Severe
- Deaf and Hard of Hearing
- Physical Health Impairments
- Visual Impairment
- Early Childhood Special Education
- Language and Academic Development

In addition to the seven initial Education Specialist credentials, the need for small additional authorizations was identified due to the fact that the California Department of Education (CDE) began collecting more detailed data. Prior to 1998, a teacher of special education students was required to be prepared and hold an authorization to teach students in a specific federal disability category only if more than half the students in the class had the disability.

Adoptions in late 2009 and through 2010 included the development of Added Authorizations in the areas of Adaptive Physical Education (APE), Autism Spectrum Disorder (ASD), Early Childhood Special Education (ECSE), and Resource Specialist (RS). After a decade of revisions and modifications to the credential structure, California now offers seven initial Education Specialist credentials (listed above) and nine added authorizations [ASD, Deaf Blind (DB), Emotional Disturbance (ED), Orthopedic Impairment (OI), Other Health Impairment (OHI), Traumatic Brain Injury (TBI), APE, ECSE and RS]. To provide a larger context for special education services and the demand for special education services, information about the number of students with disabilities in California in relation to the federal disabilities categories is provided in Appendix E. The Commission will have the opportunity later in this item to examine and discuss the current education specialist credential structure as well as the added authorizations to determine if there may be a different way to organize the credential system while addressing the various federal disability categories.

#### *Statewide Special Education Taskforce*

In 2013, the State Board of Education (SBE), California Department of Education (CDE) and the Commission with the support of a group of private foundations created a Statewide Special Education Task Force. This Task Force was convened to examine why students with disabilities continued to demonstrate lower academic and career postsecondary outcomes and to identify the barriers to achievement. The Statewide Special Education Task Force called for California to

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<sup>1</sup> <http://www.ctc.ca.gov/reports/Special-Education-Certification-Report-2007.pdf>

provide one coherent system of preparation to teach all students. The Statewide Special Education Taskforce concluded that special education is successful when it is part of a strong general education system. A summary of the Task Force's report<sup>2</sup> is included in Appendix F. To access the full Statewide Special Education Task Force report click on the following link: [detailed report](#). Since the Commission has the responsibility for the preparation and licensure of educators for California's public schools, some of the recommendations in the report were specific to the Commission. These recommendations included:

- Develop a common trunk within the credential system
- Qualify education specialist teachers to teach general education
- Provide greater scope and flexibility for education specialist credential holders
- Maintain multiple pathways into the profession
- Clarify the competence and authorization of current education specialist credential holders
- Change the education specialist authorization to add services to students in general education and special education (i.e. students without an IEP)

Appendix G includes the specific recommendations from the Educator Preparation and Professional Learning task group that are outlined in the complete report and that fall under purview of the Commission. The Educator Preparation and Professional Learning task group was one subset, of the Statewide Special Education Taskforce, of experts in California charged with examining teacher licensure and professional development. After the recommendations of the Statewide Special Education Task Force report were released in March 2014, the Commission acted to address some portions of the report that were under its purview.

#### *National Governors' Association Task Group*

The Commission received a grant from the National Governors' Association in June 2015 to work in collaboration with the State Board of Education and the California Department of Education to further the work the Commission had done so far in reevaluating what prospective teachers need to teach all students with disabilities. This grant supported the Commission's selection of a leadership team to determine options for the Commission to consider as it reevaluated the preparation of special education teachers in California. This grant also provided funding for the Commission to conduct stakeholder meetings throughout the state over a period of three months to collect feedback about how to prepare all teachers to work effectively with all students, including students with disabilities. Data was gathered through surveys and meetings which were held from August 2015 through October 2015 to inform the Commission for policy development and further action. The task group reached consensus around three concepts for the Commission to consider. These three ideas were:

- 1) fieldwork experience for special education teachers should include both general education and special education settings,

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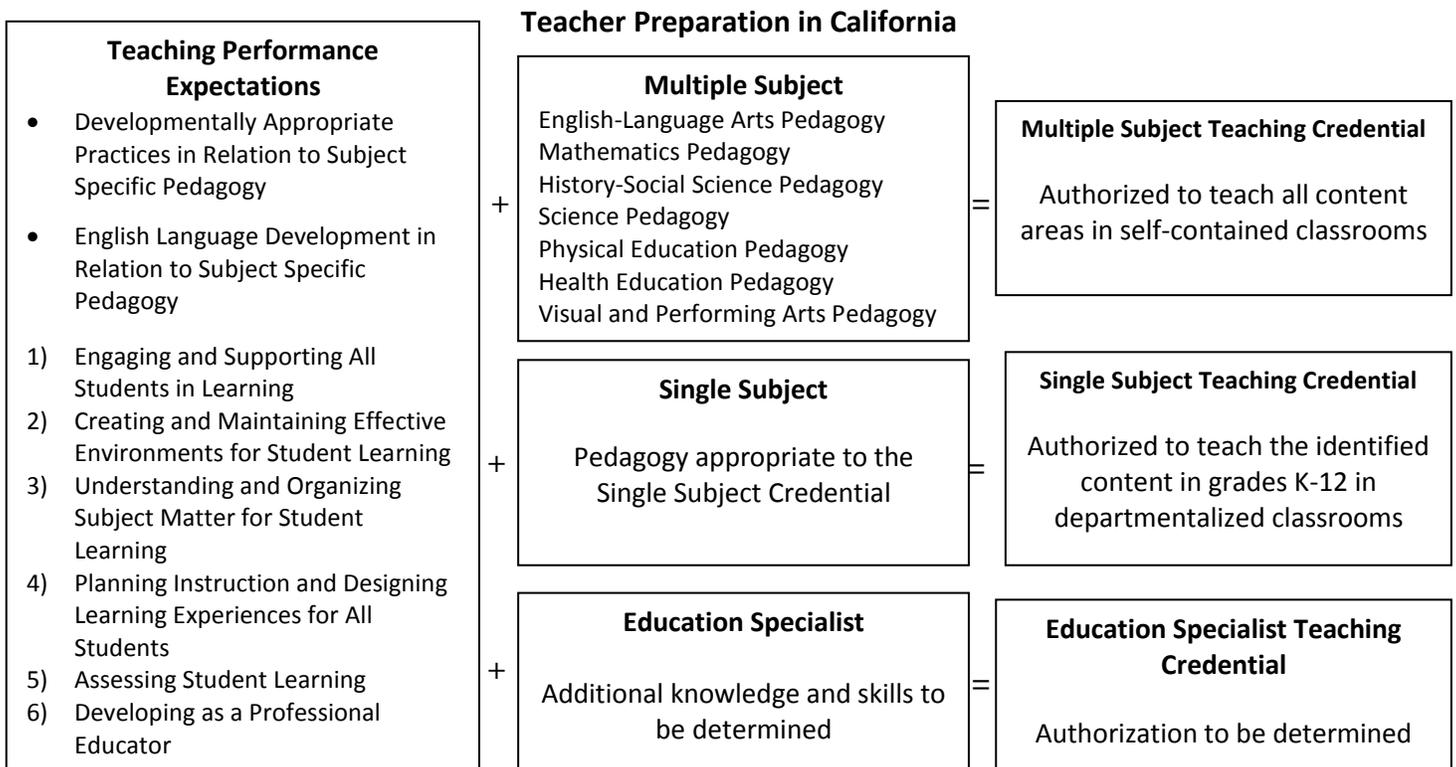
<sup>2</sup><http://www.smcoe.org/assets/files/about-smcoe/superintendents-office/statewide-special-education-task-force/Task%20Force%20Report%205.18.15.pdf>

- 2) the teaching performance expectations should be revised to include and define a common trunk of knowledge, skills and abilities for both general education and special education teachers, and
- 3) there should be an exploration of expanding teacher preparation into the undergraduate years to improve teacher preparation.

In addition to the three items of consensus, a list of educator preparation topics that were examined and discussed at the NGA leadership team meetings can be found in Appendix H.

*Current Work Relating to Special Education Preparation and Credentialing*

The schema below illustrates the concept of a potential Commission policy that would specify a common trunk of preparation for both general education and special education credential candidates:



The policy context for the preparation and licensing of special education teachers has been evolving over a long period of time. Given the recent reforms relating to the preparation of general education teachers to work more effectively with students with disabilities who are in the general education classroom, perhaps it is an opportune time for the Commission to identify the common set of knowledge, skills, and abilities expected of both general education and special education teachers and consider the potential benefits and impact of defining a common foundation, or “trunk” in the preparation of both general education and special education teachers.

To that end, the Commission considered in item 2B of this meeting a revised set of Teaching Performance Expectations (TPEs) that will govern general education teacher preparation. These same TPEs could serve as this common foundation of preparation for both general education and special education teachers. This revised set of TPEs has benefited from broad-based input from stakeholders across the spectrum of educator preparation, including both general and special education, and the recently-validated TPEs now have content that reflects expectations for increased knowledge, skills, and abilities for general education teachers with respect to effectively teaching students with disabilities in the general education classroom.

Adopting the concept of a so-called common trunk of preparation, however, raises several policy issues for the Commission's consideration relating to the foundational question of what should be the appropriate relationship between general education and special education preparation with respect to the common trunk.

If the common trunk is seen as being sufficient to prepare general education teachers to work effectively with special education students in the general education classroom, then is the reverse also the case? That is, would the common trunk be sufficient to prepare special education teachers to work effectively with general education students in the general education classroom, and if so, should they be provided with a general education teaching authorization? Staff suggests that prospective special education teachers who complete a common trunk of preparation with general education teacher candidates should earn some type of general education teaching authorization.

If the common trunk is seen as appropriate for a limited general education teaching authorization for special education candidates, then should these candidates also be required to pass the Teaching Performance Assessment requirement along with the general education candidates? If special education candidates complete the common trunk but are not required to pass the TPA, how would their ability to effectively teach general education students be demonstrated?

California's authorizations for special education teachers are currently focused on the federal disability categories except for the Language and Academic Development credential. Given the current context in California and the Commission's work to strengthen and streamline the accreditation system, now may be an opportune time to revisit the education specialist credentials and the accompanying added authorizations.

### **Policy Questions for the Commission's Discussion and Staff Direction**

1. Does the Commission support, and wish to adopt, a policy that would establish a common trunk of preparation for both general education and special education candidates?
  - If yes, do the TPEs as presented in agenda item 2B of this meeting appropriately define a common trunk of preparation for both general education and special education teacher candidates?

- If yes, does the Commission wish to establish an authorization that allows special education candidates to teach general education students in the general education classroom?
  - If yes, does the Commission wish to require special education candidates to pass the Teaching Performance Assessment as a condition of receiving an authorization to teach general education students, or does the Commission wish to establish a different means of documenting the ability of special education candidates to effectively teach general education students?
2. If the Commission does not support, or does not wish to adopt a policy that would establish a common trunk of preparation for both general education and special education teacher candidates, does the Commission wish to revise and maintain a different set of preparation requirements, a different set of TPEs for special education teacher candidates, and/or a different means for special education candidates to demonstrate they have met expectations than for general education candidates?
  3. Should the Commission restructure the Education Specialist credential structure in a manner that supports federal disability categories, but does not restrict authorizations to the individual federal disability categories?
    - If yes, then Commission staff will work with stakeholders to identify appropriate authorizations that meet federal requirements and provide flexibility to the education specialist candidate and employers.
    - If no, then the current credential structure for education specialist credentialing including the seven initial credentials and nine added authorizations will be maintained.

### **Staff Recommendation**

Staff recommends that the Commission discuss the policy questions presented in this agenda item, take any action(s) as the Commission may deem appropriate relating to these policy questions, and provide direction to staff, as appropriate, to implement Commission policy relating to the preparation and credentialing of general education and special education teacher candidates.

### **Next Steps**

Based upon the Commission's discussion and direction, staff will move forward to implement Commission direction and will bring updates to the Commission at future meetings.

## **Appendix A**

### **Collaboration for Effective Educator, Development, Accountability, and Reform Center (CEEDAR) Work**

#### **CEEDAR Accomplishments in California\***

##### **Overview of the CEEDAR Center**

The Collaboration for Effective Educator Development, Accountability, and Reform Center (**CEEDAR Center**) is a national technical assistance center dedicated to support states in their efforts to develop teachers and leaders who can successfully prepare students with disabilities to achieve college and career ready standards. The CEEDAR Center is a five-year cooperative agreement awarded to the University of Florida by the U.S. Department of Education, Office of Special Education Programs. The CEEDAR Center officially began its work on January 1, 2013.

##### **Mission**

The CEEDAR Center is committed to helping State Education Agencies (SEAs), Institutions of Higher Education (IHEs), and Local Education Agencies (LEAs) create aligned professional learning systems that provide teachers and leaders effective opportunities to learn how to improve core and specialized instruction in inclusive settings that enable students with disabilities to achieve college and career ready standards.

##### **Overarching Goals**

The CEEDAR Center provides technical assistance to 20 states focusing on four overarching goals:

- Reform teacher and leader preparation and induction
- Refine personnel evaluation systems
- Revise licensing standards
- Foster an aligned and coherent professional learning system

##### **California Accomplishments**

The California Commission on Teaching Credentialing (CTC), the California Department of Education, and six IHEs (Brandman University, CSU Fresno, CSU Long Beach, CSU Los Angeles, Loyola Marymount University, and San Francisco State University) are collaborating to enhance how teachers and leaders are prepared to effectively support students with disabilities and other students who may struggle with learning. The work CEEDAR has undertaken in California aligns with the Report of California's Statewide Task Force on Special Education, *One System: Reforming Education to Serve ALL Students* (March, 2015), which provides additional impetus to CEEDAR's mission.

CTC and each IHE created blueprints aligned with the state's goals and objectives. These blueprints serve to guide the work and to specify the deliverables and expected outcomes. The blueprints are focused on integrating evidence-based practices and instructional strategies to ensure effective and efficient teaching and to foster student success.

## California State CEEDAR Blueprint

### **Goal 1: Improve Educator Preparation Programs – Students with Disabilities are Everyone’s Students**

By virtue of its participation in CEEDAR, California aspires “to make educator preparation programs stronger in preparing teachers and other educators to address the needs of all students, including students with disabilities.”

To achieve this goal, California first proposed to revise its preliminary preparation standards to emphasize practices that support student achievement, among them collaboration, assistive technology, positive behavior management, and multi-tiered systems of support. CTC also proposed establishing a requirement that all new teachers to demonstrate these skills during induction.

To accomplish this goal, CTC is in the process of revising and implementing the preliminary teacher preparation standards, induction standards, and standards for administrators to require educators to have the knowledge and ability to support student achievement.

### **Goal 2: Publicize examples of collaborative, cross-training teacher preparation programs**

CTC also aspires to “to have model programs available for other institutions and educational agencies to use as a resource for solutions to issues that may be hindering modifications to their programs.”

To accomplish this goal, CTC supported the CEEDAR IHEs, in collaboration with their P-12 partner districts, to develop and share effective examples of collaborative teacher and leader preparation. This objective led to the case study work we described earlier in this brief.

This document was provided by the CEEDAR center.

## **Appendix B**

### **California State University Long Beach Summary of CEEDAR Work**

As faculty and administration at California State University, Long Beach embarked upon their journey to create an urban dual credential program many lessons were learned and much ground was gained over the course of their implementation of this new program. CSULB had two goals for the CEEDAR initiative: (i) the development of a dual certification program at the undergraduate and post baccalaureate levels that prepares teachers to work in diverse, urban, inclusive schools and (ii) enhancing educational administrators' knowledge and skills in working with students with disabilities and English learners. CSULB makes the following observations as the result of their experience.

#### **Three Essential Learnings**

- 1) The importance of partnerships – with colleagues at the University and school district partners, and involvement of district partners--in advisement at the program development stage and co-planning at the implementation stage
- 2) The importance of thinking outside the box- allowing the team to come up with the ideal educator preparation program before addressing logistic and other parameters.
- 3) The disparate jargon that is used in teacher education v. special education, including words such as “remediation”, “intervention”, and “accommodation”.

#### **Two Recommendations**

- 1) Get the right people on the team – people who are motivated to get things done, who are collaborative and open to learning, and have the respect of their colleagues.
- 2) The importance of administrative backing and support – change needs to be supported at all levels from the Dean and Department Chairs, to the faculty and academic advisors.

#### **Final Thought**

Clinical practice is powerful! Early field experiences woven into the curriculum empower students both to apply course learning to authentic student learning settings, and to use their classroom experiences to enrich their deepening understandings of pedagogy and practice.

Source: CSULB summary of learning from CEEDAR grant initiative. Shireen Pavri, author.

## **Appendix C**

### **History of Credentialing and Licensure in California**

#### *Ryan Specialist Instruction Credentials*

The 1970 Ryan Act, which created the Commission on Teacher Credentialing, established five Specialist Credentials in Special Education: Learning Handicapped, Severely Handicapped, Communicatively Handicapped, Visually Handicapped and Physically Handicapped (including orthopedically handicapped). The Specialist Instruction Credential was considered an advanced credential and therefore prospective special education teachers were required to hold a basic teaching credential before they could earn a special education teaching credential. In 1974, under the term “individuals with exceptional needs,” the same five sub-classifications identified by the Ryan Act were also identified in the California Master Plan for Special Education by the California Department of Education.

#### *Education Specialist Credentials (Level 1 and Level II)*

In 1993, the Commission adopted policies to begin a major restructuring of special education credentials. Between 1994 and 1996, a Special Education Advisory Panel composed of special education teachers, administrators, university professors, school board members, personnel directors, audiologists, language and speech specialists, as well as infant specialists was asked to advise the Commission in the development of the new credential structure and to recommend program standards. The new structure was adopted by the Commission in the fall of 1996 and implemented in January 1997. The basic credentials that were adopted were as follows:

- Education Specialist Instruction Credential: Mild/Moderate Disabilities
- Education Specialist Instruction Credential: Moderate/Severe Disabilities
- Education Specialist Instruction Credential: Deaf and Hard-of-Hearing
- Education Specialist Instruction Credential: Physical Health Impairments
- Education Specialist Instruction Credential: Visual Impairments
- Education Specialist Credential: Early Childhood Special Education
- Education Specialist Credential: Language and Academic Development (2011)

When the Commission adopted the Education Specialist Instruction Credential structure in 1996, the Commission designated the Education Specialist Instruction Credential as a basic credential rather than an advanced specialist level of certification. Special education teachers were no longer required to earn a Multiple or Single Subject Teaching Credential prior to earning the Education Specialist Instruction Credential. Both the Commission and the Special Education Advisory Panel recognized the widespread shortages of teachers in special education. The elimination of the prerequisite teaching credential was expected to help alleviate the shortage.

The Education Specialist Instruction Credential standards adopted in 1996 required collaboration with general education teachers and fieldwork in both general and special education. Under the 1996 standards, Education Specialist Credential candidates were also required to demonstrate subject matter competence either through completion of an approved subject matter preparation program or passage of a Commission-approved subject matter examination in any

general education content area. However, the authorization of the credential was not restricted to a particular grade level, or subject matter area. The Education Specialist Instruction Credential was developed as a two-tier credential and was initially implemented beginning with a Level I credential, followed by a Level II credential that included additional advanced preparation. The Level II program was typically completed while the candidate was employed and providing special education services.

- | <b>1970 Ryan Specialist</b>   | <b>1997 Education Specialist</b>   | <b>2010 Education Specialist</b>  |
|---|--|---|
| <ul style="list-style-type: none"> <li>• One tier advanced credential—added to a General Education credential</li> <li>• Specialty areas: Learning, Severely, Communication, Physically, and Visually Handicapped (LH,SH,CH,PH,VH)</li> </ul> | <ul style="list-style-type: none"> <li>• Two-tier initial credential</li> <li>• Level I and Level II</li> <li>• New specialty areas; embedded resource specialist preparation</li> <li>• Embedded English Learner preparation and authorization</li> </ul> | <ul style="list-style-type: none"> <li>• Two-tier initial credential</li> <li>• Preliminary &amp; Clear</li> <li>• Embedded autism preparation</li> <li>• Required completion of Clear Induction program</li> </ul> |

In addition to the initial credential, credential holders can add authorizations in specialty areas to their credential. The table below lists the available added authorizations and the number of educator preparation programs offering the authorization.

<b>Added Authorizations Available</b>	<b>Number of Preparation Programs</b>
Adapted Physical Education	12
Autism Spectrum Disorders	33
Deaf-Blind	1
Early Childhood Special Education	21
Emotional Disturbance	7
Orthopedic Impairment	5
Other Health Impairment	2
Resource Specialist	3
Traumatic Brain Injury	2

*Current Education Specialist Credentials (Preliminary and Clear)*

In June 2006, the Commission directed staff to begin the review and revision of the structure and requirements for the Education Specialist Credentials. The Special Education Credential Work Group was formed in December 2006. At the December 2007 meeting, the Commission approved a *Report to the Governor and Legislature on the Study of Special Education Certification* that contained 25 recommendations for modifications and improvements to the Education Specialist Credentials. In January 2008, the Commission approved an implementation plan that outlined the steps that would be taken to implement those 25 recommendations. Included in that plan was the establishment of a Design Team that had the responsibility for developing a set of proposed *Standards of Program Quality and Effectiveness* for all Education Specialist Credentials, credential authorization statements, and added authorizations (AAs) in

special education, and Teaching Performance Expectations (TPEs) for candidates earning the Education Specialist Credential. In 2007, English learner authorizations were embedded in the preliminary credentials. The Commission approved standards for the Preliminary and Clear Education Specialist Credentials and Added Authorizations in late 2008 and early 2009. By 2010, the added authorization for autism was embedded into the Preliminary Education Specialist Credential as well as the requirement for participation in a Clear Induction program for teachers holding a preliminary Education Specialist Instruction Credential [Special Education Teaching Requirements](#) . In August of 2014, the Commission adopted a revised set of Education Specialist TPEs to reflect the Common Core State Standards requirements and an enhanced focus on English Learners.

Comparison of Ryan Specialist and Current Education Specialist (2007 & 2010)

<b>Ryan Specialist</b>	<b>Education Specialist (2007 &amp; 2010)</b>
<ul style="list-style-type: none"> <li>• Authorizes preschool</li> <li>• Does not authorize Resource services</li> <li>• No Early Childhood Special Education (ECSE) authorization</li> <li>• Teaching students on the Autism spectrum authorized by Severely Handicapped credential only</li> <li>• No English learner authorization</li> </ul>	<ul style="list-style-type: none"> <li>• Specific grade/age authorizations</li> <li>• Authorizes Resource services</li> <li>• Early Childhood Special Education (ESCE) was added in 1997</li> <li>• Preparation and authorization to teach students on the Autism spectrum added to all specialty area programs in 2010</li> <li>• English learner authorization added in 2007</li> </ul>

As a result of changes made to the credentialing system, preparation for general education teaching and special education differed in significant ways and focused on knowledge, skills, and abilities specific to the setting. As settings have changed to be more inclusive of special education students, research began to emerge that a change to the preparation of teachers might be needed.

A [webinar](#) was developed by Commission staff in 2012 to explain the evolution of the preparation of educators who teach students with disabilities in California and can be found on the Commission’s webcast page: *Foundations of Special Education Certification in California*.

## Appendix D

### Current California Approved Education Specialist Preparation Programs

In March of 2005, 44 institutions of higher education had one or more special education programs. Additionally, six school districts and/or county offices of education offered an Education Specialist Intern program. Currently, 64 of the 94 California educator preparation programs have one or more special education teacher preparation programs. In addition, eight school districts and/or county offices of education offer an Education Specialist Intern program. Although this represents a growth in the number of program sponsors, there continues to be a shortage in specific specialty areas as illustrated in the table below.

**Approved Education Specialist Credential Programs**

Program	Number of Educator Preparation Programs
Mild/Moderate Disabilities	59
Moderate/Severe Disabilities	41
Early Childhood Special Education	17
Deaf and Hard of Hearing	6
Visual Impairments	2
Language and Academic Development	2
Physical and Health Impairments	1

In addition, after examining the data regarding the number of credentials issued in low incidence areas, it is evident that the issuance of credentials in these areas are limited. The chart below illustrates the number and type of documents issued.

**Education Specialist Instruction Documents Issued by Specialty Area**

	Documents Issued				
	2010-11	2011-12	2012-13	2013-14	2014-15
Mild Moderate	3,763	3,513	3,225	3,108	3,359
Moderate/Severe	1,743	1,594	1,579	1,893	1,671
Early Childhood Special Education	416	347	394	358	392
Deaf & Hard of Hearing	<i>132</i>	<i>119</i>	<i>94</i>	<i>96</i>	<i>87</i>
Physical Health Impairments	<i>89</i>	<i>74</i>	<i>84</i>	<i>47</i>	<i>64</i>
Visual Impairment	<i>46</i>	<i>52</i>	<i>45</i>	<i>51</i>	<i>43</i>
Language Academic Development	<i>0</i>	<i>1</i>	<i>7</i>	<i>6</i>	<i>6</i>

*Italics indicate over 50% of the documents issued were permits or waivers.*

In an effort to provide a more global picture of the issuance of Education Specialist teaching credentials, the table on the next page provides historical account of data collected.

**Special Education Teachers-Types of initial Authorizations, 1998-1999 to 2014-15**

Year	California Prepared				Out of State Prepared	Total
	Preliminary	Interns*	Waivers	Permits**		
1998-1999	1899	325	1769	6123	359	<b>10,475</b>
1999-2000	1794	294	1895	6158	288	<b>10,429</b>
2000-2001	1310	403	1417	6646	441	<b>10,217</b>
2001-2002	1248	601	1977	6262	492	<b>10,580</b>
2002-2003	1332	1159	1544	5622	485	<b>10,142</b>
2003-2004	1652	1343	948	3776	343	<b>8,062</b>
2004-2005	1410	1407	859	3170	317	<b>7,163</b>
2005-2006	1478	1823	138	3828	335	<b>7,602</b>
2006-2007	2212	1244	184	2697	519	<b>6,856</b>
2007-2008	670	2284	201	1770	638	<b>5,563</b>
2008-2009	1208	1931	141	1366	628	<b>5,274</b>
2009-2010	1494	1623	123	879	601	<b>4,720</b>
2010-2011	1827	1446	93	907	488	<b>4,761</b>
2011-2012	1999	1163	97	737	501	<b>4,497</b>
2012-2013	1557	1485	88	738	506	<b>4,374</b>
2013-2014	1256	1241	51	1392	494	<b>4,434</b>
2014-2015	1271	1133	67	1558	568	<b>4,597</b>

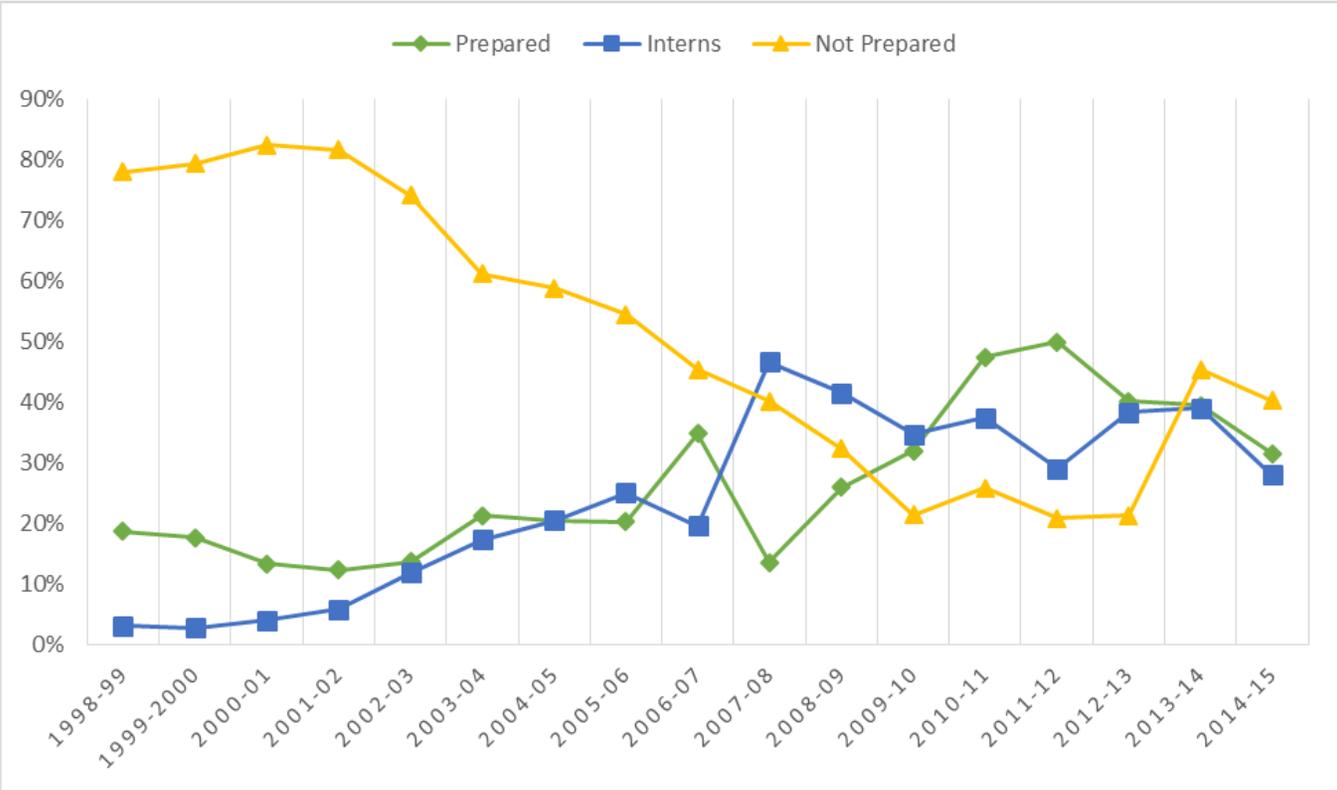
**Percentage of New Authorizations by Level of Preparation, 1998-1999 to 2014-15**

Year	California Prepared			Out of State Prepared
	Preliminary	Interns*	Not Prepared**	
1998-1999	18%	3%	75%	3%
1999-2000	17%	3%	77%	3%
2000-2001	13%	4%	79%	4%
2001-2002	12%	6%	78%	5%
2002-2003	13%	11%	71%	5%
2003-2004	20%	17%	59%	4%
2004-2005	20%	20%	56%	4%
2005-2006	19%	24%	52%	4%
2006-2007	32%	18%	42%	8%
2007-2008	12%	41%	35%	11%
2008-2009	23%	37%	29%	12%
2009-2010	32%	34%	21%	13%
2010-2011	38%	30%	21%	10%
2011-2012	44%	26%	19%	11%
2012-2013	36%	34%	19%	12%
2013-2014	28%	28%	33%	11%
2014-2015	28%	25%	35%	12%

\*Individuals prepared through the university or district Intern credential program.

\*\*Special Education Limited Assignment Teaching Permits were first issued in 2009.

Percentage of New Authorizations by Level of Preparation, 1998-1999 to 2014-15



## Appendix E California Public School Student Information

### *Demand for Special Education Services in California*

The table below shows the number of students with disabilities served by California public schools. The percentage of students with disabilities has slightly increased when compared to the growth of the total student population.

**Total Number of Students with Disabilities in California**

	<b>Students in CA</b>	<b># of SWDs</b>	<b>% of Students with Disabilities</b>
2010-11	6,217,002	678,929	10.9%
2011-12	6,220,993	686,352	11.0%
2012-13	6,226,989	695,173	11.2%
2013-14	6,236,672	705,279	11.3%
2014-15	6,235,520	717,961	11.5%

Dataquest data provided by the California Department of Education was used for this table.

A further breakdown of the number of students receiving special education services can be found in the table below. This table represents duplicated counts as one student may have more than one disability.

**Number of Students (age 0-22) Receiving Special Education Services by Disability**

<b>Disability</b>	<b>2011-12</b>	<b>2012-13</b>	<b>2013-14</b>	<b>2014-15</b>
Autism	71,819	78,624	84,713	90,787
Deaf	3,943	3,790	3,691	3,524
Deaf-Blindness	37	46	22	12
Emotional Disturbance	25,975	25,111	24,438	24,212
Hard of Hearing	9,990	10,202	10,393	10,320
Intellectual Disability	43,303	43,672	43,570	43,750
Multiple Disability	5,643	6,081	6,208	6,435
Other Health Impairment	61,843	66,509	70,954	76,628
Orthopedic Impairment	14,261	13,385	12,876	12,293
Specific Learning Disability	278,689	279,407	281,882	284,191
Speech or Language Impairment	164,593	162,379	160,686	160,068
Traumatic Brain Injury	1,747	1,691	1,680	1,726
Visual Impairment	4,318	4,120	4,003	3,857
<b>Totals</b>	<b>686,161</b>	<b>672,417</b>	<b>705,116</b>	<b>717,803</b>

Dataquest data provided by the California Department of Education was used for this table.

Note: The totals of students are a duplicated count since some students have more than one disability.

## **Appendix F**

### **Statewide Special Education Task Force Report Summary**

In 2013, the Commission joined the California Department of Education and the State Board of Education in establishing the Statewide Special Education Task Force comprised of a variety of stakeholder groups. The culminating work of the Statewide Special Education Task Force was the publication of a report including recommendations for policies and procedures at state and local levels.

The Statewide Special Education Task Force envisioned an educational approach in which general education and special education work together seamlessly as one system designed to address the needs of all students. In this proposed system all students would be considered general education students first and all educators, regardless of the students they are assigned to serve, would have a collective responsibility to ensure that each child receives the education and support needed to maximize his or her development and potential. It should be noted that one of the primary tenets of the Individuals with Disabilities Education Act (IDEA) is that every student with disabilities has the right to be educated in the Least Restrictive Environment (LRE). While schools have been moving toward more inclusive practices, it is important to remember that special education is a continuum of services, not a placement. Students with disabilities receive specialized academic instruction and support services across a full continuum of program options. For special education teachers in California, service across the continuum of program options is described in Title 5 80048.6 (a) (1) below:

*“Service across the continuum of program options available”: Pursuant to Education Code Sections 56031, 56360, and 56361, the continuum includes resource rooms or services, special education settings, general education settings; special schools; home/hospital settings; state hospitals; development centers; correctional facilities; non-public, non-sectarian schools and agencies as defined in Education Code Sections 56365 and 56366; and alternative and non-traditional instructional public school settings other than classrooms.*

Although there are a variety of special education settings available in California public schools, California continues to implement the provisions of IDEA and LRE so that more instruction and services are being provided in the general education classroom and other less restrictive environments. These provisions have and will continue to change the dynamics of California’s classrooms and the preparation of teachers. To access the full Statewide Special Education Task Force report click on the following link: [detailed report](#).

The Task Force report was presented to the Commission in April 2015 (<http://www.ctc.ca.gov/commission/agendas/2015-04/2015-04-3J.pdf>). The Task Force had a number of subgroups that worked concurrently and developed specific recommendations. The task groups and recommendation areas are identified here:

- Early Learning
- Evidence-Based School and Classroom Practices
- Assessment

- Accountability
- Family and Student Engagement
- Special Education Financing
- Educator Preparation and Professional Learning

**Appendix G**  
**Statewide Special Education Task Force**  
**Educator Preparation and Professional Learning: Framework and Recommendations**

Of the many recommendations suggested by the Task Force, the Commission has focused on addressing the recommendations that fall within the scope of its responsibilities, specifically, those focusing on educator preparation. Included in the section of the Task Force report specific to educator preparation were recommendations regarding general and special education preparation programs. Although there are eight recommendations listed below only six (**bold**) are under the purview of the Commission. These recommendations are summarized below and can be found in the [Educator Preparation and Professional Learning Framework and Recommendations](#) document.

**Educator Preparation Recommendations:**

**Recommendation 1.A:** General and special education teacher preparation will be redesigned to ensure a robust and rigorous common ‘trunk’ or foundation within the credential system for all P-12 California educators, to include candidates’ demonstration of competence in Evidence-Based Practices (EBPs)

**Recommendation 1.B:** All current school administrators, general education teachers, education specialists, and support personnel (school psychologists, counselors, teacher librarians, academic coaches, teachers on special assignment) will receive on-going, sustained, and job-embedded Professional Learning aligned with the Quality Professional Learning Standards (QPLS) and be able to demonstrate competence in the same evidence-based areas listed under 1.A.

**Recommendation 2:** All Education Specialist teachers prepared under the Common Foundation and with related competencies will be qualified with a General Education teaching credential (Multiple Subject or Single Subject) and/or concurrently complete both general education and special education authorizations through dual, merged and/or integrated general-special education programs. (This authorization could occur through a common foundation for all educators.)

**Recommendation 3:** Re-design the Education Specialist credential structure to provide for greater scope and increased flexibility that will enable the holder of the credential to facilitate evidence-based delivery of instructional services.

**Recommendation 4:** The State of California should provide incentive grants to preparation programs, e.g. universities, districts, county offices, etc. for research-based collaborative general/special education program development, redesign and/or revision, and to prospective teachers pursuing these credentials.

**Recommendation 5:** Maintain the multiple pathways available to general and special educators.

**Recommendation 6:** The subcommittee recommends that the Commission clarify the competence and authorization of current teachers who possess the existing Education Specialist K-22 credentials in mild-moderate and moderate-severe disabilities for the instruction of Reading/ELA to both students with and without Individual Education Programs.

**Recommendation 7:** Change the CTC Education Specialist credential authorization settings in the Education Code section to reflect and add services to students in the context of general education as well as the specialized settings.

**Recommendation 8:** Caseload/Workload Guidance. During the Implementation phase for the adopted Special Education Task Force recommendations, we strongly encourage the Implementation Team to form a stakeholder committee including individuals with expertise on caseload/workload issues and models, parents, teachers and administrators to review current staffing ratios for special educators in California.

Source: Educator Preparation and Professional Learning: Framework and Recommendations

## **Appendix H**

### **National Governor's Association Workgroup Findings**

The following principles were developed by California's NGA Leadership team based on input collected at the stakeholder meetings:

1. Preparation programs and training are needed for all teachers in concepts and skills that are necessary to teach in inclusive classrooms, including Multi-Tiered Systems of Support (MTSS), Universal Design for Learning (UDL), and other evidence-based practices.
2. Credential candidates need early, diverse fieldwork experiences focusing on educator preparation, incorporating evidenced based teaching practices and supports, increasing fieldwork hours, and allowing for more experiences with diverse student populations for success in the classroom.
3. Collaboration and collective responsibilities for all students in an inclusive manner should be a key concept included in educator preparation programs. Moreover, the teacher of record should never be "alone" in serving their students but rather there should be a strong system of supports for teachers to meet the needs of each student.
4. Teachers who work with students in the low-incidence disabilities need to maintain the depth of knowledge of the low incidence area while also participating in the common trunk of educator preparation that all teachers will receive.
5. It is important to consider both length and cost to educator preparation programs so as not to exacerbate the teacher shortage in California. Requiring Special Education teachers to take more classes than their General Education counterparts would require more money and time, thus exacerbating the already critical shortage in the field.
6. Preparation cannot become too broad and lacking in depth of knowledge. A "one size fits all" approach does not benefit any student.
7. It is important that any improvements that are made by the Commission to teacher preparation in better preparing teachers to serve all students should be accompanied with complimentary improvements to administrator preparation. Newly prepared teachers work in schools that are led by administrators and experienced teachers. A reform as important as this must not be limited to new teacher preparation.

After sharing the results of the eight stakeholder meetings held across the state with the NGA leadership team, the team reconvened in November 2015 to discuss the findings. General consensus was reached among the leadership team members in the following three areas:

1. The necessity of fieldwork experiences in both general and special education settings for education specialist credential holders;

2. The revised TPEs and the six multiple and single subject credential program standards adopted in 2015 are the common trunk of knowledge that all educators need; and;
3. Exploring and encouraging a more effective use of undergraduate programs can help to alleviate the teacher shortage in special education and possibly improve quality preparation by providing more opportunities for individuals to acquire greater depth in the knowledge, skills and abilities required of effective teaching.