

California Commission on Teacher Credentialing

*Meeting of
August 13-14, 2003*

AGENDA ITEM NUMBER: GS – 10 - C
COMMITTEE: Commission Committee of the Whole
TITLE: Conforming Pre-intern Programs to NCLB Requirements

 x Action

 x Information

 Report

Strategic Plan Goal(s):

Goal 1: Promote educational excellence through the preparation and certification of professional educators

- Sustain high quality standards for the preparation of professional educators

Presented By: Beth Graybill

Prepared By:

_____ **Date:** _____
Suzanne Tyson, Ed.D.
Consultant, Professional Services Division

Approved By:

_____ **Date:** _____
Lawrence Birch, Ed.D.
Administrator, Professional Services Division

Approved By:

_____ **Date:** _____
Beth Graybill
Interim Director, Professional Services Division

Authorized By:

_____ **Date:** _____
Dr. Sam W. Swofford
Executive Director

Conforming Pre-intern Programs to NCLB Requirements

Professional Services Division

August 13-14, 2003

Executive Summary

This item presents four options for changing the Pre-intern Program to conform to the federal Public Law 107-110: No Child Left Behind Act of 2001 (NCLB).

Policy(s) Issue to be Considered

Should the Commission approve a plan for changing the Pre-intern Program to conform to the Public Law 107-110: No Child Left Behind Act of 2001 (NCLB), and ultimately phase out the program by July 2006?

Fiscal Impact Statement

The Professional Services Division is responsible for managing the Pre-intern Program and providing technical assistance and communication to the field. The Commission budget supports the costs of these activities. No budget augmentation is needed to continue program activities.

Conforming Pre-intern Programs to NCLB Requirements

Professional Services Division

August 13-14, 2003

Introduction

The governor signed Assembly Bill 351 (Scott, Chapter 934, Statutes of 1997) in 1997 to establish the Pre-intern Program. The program was established during a time of severe teacher shortages as a short-term solution to meet the demand for more teachers. In sponsoring and administrating the Pre-intern Program, the California Commission on Teacher Credentialing addresses the need of preparing more qualified teachers by funding local education agencies to offer advisement, support, and instruction in subject matter content, test preparation, and initial teacher training for teachers who are in the process of completing their subject matter requirements.

Table 1 below shows program growth from its inception in 1998 through 2001-02 and a decrease in numbers of pre-interns served starting in 2002-2003. After peaking with 10,534 pre-interns served in 2001-02, the decrease thereafter is the result of a variety of factors, including district efforts to comply with the federal Public Law 107-110: No Child Left Behind Act of 2001 (NCLB), which reauthorized the Elementary and Secondary Education Act of 1965 (ESEA).

Table 1
Participation in the Pre-intern Program-1998 to 2003-2004

Fiscal Year	Number of Funded Programs	Number of Pre-interns Served	Number of Districts	Pre-Intern Dollars Available (Millions)
1998-99	18	957	41	\$2
1999-00	43	5,800	316	\$11.8
2000-01	58	7,694	330	\$11.8
2001-02	68	10,534	450	\$11.8
2002-03	70	8,843	660	\$11.8
2003-04 (Projected)	60	5,189	660	\$10.3

This agenda report provides information about how districts are addressing the No Child Left Behind Act, how districts are staffing Title I schools, and how the Pre-intern Program could be modified in 2003-04 to assist districts in meeting the requirements of NCLB. It also provides information about how the Pre-intern Program could be phased out by July 2006 to comply with the NCLB.

‘Highly Qualified’ teachers in all schools.

The Public Law 107-110: No Child Left Behind Act of 2001, which reauthorized the Elementary and Secondary Education Act of 1965 (ESEA), requires that public elementary and secondary school teachers of core academic subjects be:

- licensed by the state,
- hold at least a bachelor's degree, and
- demonstrate competence in the subjects they teach.

This federal law requires that all public school teachers meet this requirement by the end of the 2005-2006 school year. In order to address the educational challenges in Title I schools (schools receiving special federal funding for economically disadvantaged students), all teachers of core academic subjects hired after the first day of the 2002-2003 school year and teaching in a program supported with Title I, Part A funds must meet the requirements of a “highly qualified teacher.”

The California State Board of Education's plan to comply with the “highly qualified” section of the Public Law 107-110: No Child Left Behind Act of 2001 (NCLB) clarifies that a teacher serving on a Pre-intern Certificate is not considered "highly qualified." In order to align with NCLB requirements and the state plan, the Commission might consider a phase-out of the Pre-intern Program in 2003-2004 and discontinue the program by July 1, 2006.

District plans to address NCLB

In October 2002, directors of current Pre-intern Programs were made aware of the possibility that pre-interns would not be considered highly qualified when the State Board submitted its plan for NCLB. At that time, and at two subsequent meetings in December 2002 and in March 2003, directors were encouraged to explore ways of implementing their Pre-intern Programs in ways that would comply with the NCLB.

Information collected from sponsors of Pre-intern Programs shows that districts are making efforts to staff their schools with fully qualified teachers. An analysis of responses submitted in the Competitive Grant Process reveals that all districts represented in the Pre-intern Program prefer to hire fully credentialed teachers. Districts report that they only consider hiring pre-interns if recruitment efforts are unsuccessful in hiring a fully credentialed teacher first or an intern second. However, pre-interns are clearly preferred over holders of an Emergency Permit.

The rationale for preferring pre-interns is that the funding allows districts to provide subject matter preparation and supervise pre-interns carefully so that their performance in the classroom is improved. Emergency Permit holders typically have less support and supervision. Nevertheless, in spring 2003 most districts sent lay-off notices to teachers who had not completed subject matter requirements, including pre-intern teachers. The districts plan to recruit and hire teachers who have passed subject matter requirements to the extent that they are available.

Staffing public schools

Due to the efforts made by districts to hire teachers that meet the NCLB definition of "highly qualified," there is a statewide decrease in the number of pre-interns projected for 2003-04. There also is a decreasing need to staff Title I schools with pre-interns hired after July 1, 2002. Nevertheless, districts with hard-to-staff schools often need to hire teachers who are still working on the completion of subject matter requirements. This appears to happen because the demand for teachers meeting the NCLB requirement may exceed the supply in certain regions of the state or in certain subject areas.

Table 2 and Table 3 below show the trend data related to the supply of teachers. Table 2 displays the trends in permits and waivers from 1995 to 2002. After peaking in 1999-2000, the number of holders of Emergency Teaching Permits has decreased 18% in the past two years.

Table 3 shows how many teachers have received a full credential in California in the past five years. The overall increase in the last year of data is more than 23%. The decrease in the number of Emergency Permits and the increase in the number of fully credentialed teachers show trends that help districts meet the requirements of NCLB. The Pre-intern Program has contributed to these trends by moving teachers to a credential faster and retaining the potential teachers at nearly twice the rate of Emergency Permit holders.

Table 2
Emergency Teaching Permits and Teaching Credential Waivers Issued 1995-2002

Certificate Category	1995-1996	1996-1997	1997-1998	1998-1999	1999-2000	2000-2001	2001-2002
Emergency Permits	15,022	22,705	28,518	33,496	34,309	32,573	28,126
Credential Waivers	1,595	3,626	3,213	3,377	2,724	2,265	1,778

Table 3
Total California Teaching Credentials Issued 1997-2002

	1997-1998	1998-1999	1999-2000	2000-2001	2001-2002
California Institution for Higher Education (IHE) Prepared	16,767	16,993	17,555	18,397	23,225
District Prepared	393	508	703	805	682
Out-of-State Prepared	4,837	4,216	3,864	4,724	5,629
Totals	21,997	21,717	22,122	23,926	29,536

The information in the tables above indicates a statewide decrease in the need to assign teachers who are not fully credentialed. However, districts with hard-to-staff schools still report that they are unable to attract and retain credentialed teachers while some school districts are able to hire either fully credentialed teachers or teachers who have completed subject matter to satisfy the requirements of NCLB. The need to use pre-interns to staff schools can be broken down into three need levels: reduced staffing need, moderate staffing need, and high staffing need.

Reduced staffing needs

Four of the 70 programs that were funded to serve pre-interns in 2002-03 withdrew from the program as of July 1, 2003, because they are able to staff their schools with teachers who have either completed the requirements in subject matter, or with teachers who are fully credentialed. Eight of the programs, serving approximately 60 districts, have reduced significantly their need to hire pre-interns and therefore, have reconfigured to become co-sponsors with another program in close proximity.

Moderate staffing needs

Many districts still have a moderate need for pre-interns to staff their schools. In compliance with NCLB, these districts are not staffing schools with pre-interns hired after July 1, 2002. However, when no fully credentialed teacher is available, these districts are assigning pre-interns hired prior to July 1, 2002, to classrooms. In many cases, the pre-intern received one year of

training in 2002-03 and will complete a second in 2003-04 with the expectation that subject matter examinations will be passed in the second year. In some cases, pre-interns are also used to staff non-Title I schools. Districts with moderate staffing needs report that hiring these teachers will allow them to still comply with NCLB in 2003-04 and 2004-05. Their intent is to hire only fully credentialed teachers by 2006. Even districts with a moderate need for pre-interns anticipate having difficulties hiring and retaining fully credentialed teachers in certain subject matter areas. The single subject areas of mathematics and science, and those in special education are areas that are cited as the most difficult to staff across the state.

High staffing needs

Hard-to-staff districts view the Pre-intern Program as a mechanism that will enable them to ultimately meet the NCLB requirements to staff schools with "highly qualified" teachers by July 1, 2006. For 2003-04, districts in this group are using pre-interns hired prior to July 1, 2002 as well as pre-interns hired after July 1, 2002 to staff their schools. Since most of these districts have only Title I schools, they can not use the option of assigning pre-intern teachers to non-Title I schools. Despite the use of a vast range of recruitment and hiring strategies that includes recruitment fairs, hiring bonuses, employment of international teachers, and Teaching As A Priority funds to attract fully credentialed teachers when these funds are available.

These districts remain concerned about meeting their goal of a "highly qualified" teacher in every classroom. Districts plan to use the Pre-intern Program to provide organized subject matter examination preparation, initial teacher training, site coach support, and individual advisement to teachers who are hired as teacher of record and are in the process of completing subject matter requirements during 2003-04.

Although districts with high staffing needs indicate that they had released pre-interns who had not demonstrated subject matter competence at the end of 2002-03, districts submitted information on the difficulties they are having attracting teachers who have completed subject matter requirements to replace those who were released. In spite of making every effort, some districts still envision that they might need to re-hire some teachers for Title I schools before those teachers have passed subject matter examinations.

Needs in the hard-to-staff schools are primarily for single subject science, single subject mathematics, and special education teachers or teachers for charter schools. Districts that projected a need to serve pre-interns who have not met subject matter requirements and were hired after July 1, 2002, are required to provide the following information to Commission staff:

- evidence of significant efforts made to hire fully credentialed teachers;
- data that show a reduction in emergency permits from 2001-2002 to 2002-2003;
- plans to staff all schools with teachers who have met subject matter requirements by July 1, 2006; and

- willingness to submit the appropriate non-compliance documents to the federal government.

Districts were also required to submit evidence that they had collected data on their non-credentialed teachers by subject area and by credential requirements and had analyzed the data in order to inform staffing decisions and projections. This requirement was imposed for 2003-04 participating districts because Commission staff found the collection and analysis of data to be an essential component of decreasing the number of non-credentialed teachers in districts that participated in the Commission's Transition To Teaching Program.

Modification of the Pre-intern Program

Commission staff met several times during the last year to consider information from the field and to discuss possible modifications to the Pre-intern Program to assist programs in compliance with NCLB. Discussions with the field revealed that districts intend to comply with NCLB but have fears that compliance will not be possible unless they have a supply of qualified teachers to match their staffing needs. In response to their need for an increased supply of teachers who have met subject matter requirements, the following new option was added to the Pre-intern Program for 2003-04.

The intent of this option, as described in the Competitive Grant Process document was "to encourage the K-12 community, particularly school districts that will be most impacted by NCLB, to develop options for bringing the Pre-intern Program into compliance with NCLB. Such options would include 'front-loading' the Pre-intern Program so that participants gain and demonstrate their subject matter competency prior to becoming teachers of record."

Through the Accelerated Subject Matter Acquisition Programs (ASAP) option, programs could front-load in 2003-04. From the inception of the Pre-intern Program, in order to participate, a Pre-intern was required to be the teacher of record. Under the new option starting in 2003-04, programs would be able to serve individuals who are not teachers of record. These participants would be screened as potential hires and would receive notification from a district that they would be hired upon passage of subject matter if there was no credentialed teacher available for the position. A participant in this category would be placed in an intensive subject matter preparation program and would not become the teacher of record until subject matter requirements were completed. The eligibility requirements for the ASAP Program would be the following:

- a) A Baccalaureate degree from a regionally accredited four-year college or university;
- b) A passing score on CBEST;
- c) A full-time contract contingent on subject matter completion;

- d) Completion of 18 hours of college coursework in specified single-subject areas for single subject authorizations; or completion of 40 hours of college course work in specified general education subjects for the multiple subjects authorization; and
- e) A grade point average of 3.0 or an assurance from a participating Intern Program that a lower grade point average will not prevent entrance into an Intern Program.

Serving participants in 2003-04 who are not teachers of record has the potential of increasing California's supply of teachers who are subject matter competent. These participants have the potential to be in the classroom six months to a year after funding is received at the local level.

Table 4 on the next page shows the numbers within subgroups of pre-interns that can be served in 2003-04 based on \$10,378,000 that is contingent on the governor signing the State Budget. This represents a 41% reduction in numbers served from 2002-03.

Table 4
Categories of Pre-interns in 2003-2004

Category 1	Category 2	Category 3	ASAP Option	
Number of Pre-interns Hired Prior to July 2002	Number of Pre-interns Hired after July 2002 Serving in Non-Title I Schools	Number of Pre-interns Hired after July 2002 Serving in Title I Schools. Documentation Submitted. Predominantly Single Subject Science and Math, and Special Education.	Number of Pre-interns Served before Becoming Teacher of Record	Total Number Served with Local Assistance Funds Allocated to the Pre-intern Program
2490 48% of total	675 13% of total	830 16% of total	1193 23% of total	5188

Table 4 represents the total number of pre-interns that can be funded with Pre-intern funds in 2003-04. There were requests from programs to serve 8,679 pre-interns. Initial requests from programs were reduced by 1,120 for consistently overestimating the number to be served in previous years. After this reduction, the Pre-intern Program would need to fund 7,559 pre-interns in order to meet all program needs. The amount in the Governor's Budget is \$4,740,000 short of funding projected 2003-04 needs.

Options for phasing out the Pre-intern Program by July 1, 2006

Requiring highly qualified teachers for all students by July 1, 2006, is the intent of NCLB. Yet it appears that shortages continue to exist in hard-to-staff schools and certain subject areas. As districts move toward the goal of NCLB, the need for the Pre-intern Program should continue to decrease. Until that time, the Pre-intern Program remains the best option available to districts that are unable to hire fully credentialed teachers or interns. While pre-interns are still working on the completion of subject matter, the options described below would enable districts with hard-to-staff schools to create conditions that will enable them to meet the goal of the state plan and comply with NCLB. For those individuals who will be served by pre-intern programs between now and July 1, 2006, the goal is to move them quickly to subject matter competence by focusing first on test preparation. Once subject matter knowledge has been verified, these individuals can move into intern programs where they can complete credentialing requirements.

Options 1 and 2 phase out the program by gradually reducing the numbers served, while Option 3 would continue the Pre-intern Program as implemented originally.

Option 1

Under Option 1, the following steps would be taken:

- Continue to monitor the staffing needs of districts that are currently participating in the program.
- Reduce the number of pre-interns served in each category as the need declines for that category. This approach was used for 2003-2004 and resulted in a 41% reduction. For example, in the 2004-2005 school year there should be fewer pre-interns hired prior to July 1, 2002. Districts would not request funding for these individuals, and a natural reduction would occur.
- Further reduce program numbers if there is evidence that individual districts are not making efforts to recruit and hire fully credentialed teachers.

Under this option pre-interns teaching core areas hired after July 1, 2002, would not be NCLB compliant.

Option 2

Under Option 2, the following steps would be taken:

- Make the reductions described in Option I, but in addition reduce the number of pre-interns funded in Category 3 to 12% of the total number of pre-interns to be served in 2004-05.

- Reduce the number of pre-interns funded in Category 3 to 8% of the total number of pre-interns served in 2005-06. The rationale for reducing Category 3 pre-interns in the last two remaining years of the program is to align programs with the NCLB requirements. The problem with forcing a reduction in this category is that there may still be a need to serve newly hired pre-interns to fill shortage areas in hard-to-staff schools. Districts with high staffing needs in hard-to-staff schools would be most affected.
- Discontinue the Pre-intern Program effective July 1, 2006.

Under this option pre-interns teaching core areas hired after July 1, 2002 would not be NCLB compliant. The number of pre-interns who are non-compliant would be less than in Option 1 because of the 4% annual reduction in pre-interns served in Category 3.

Option 3

Under Option 3, the Pre-intern Program would continue as it was originally implemented. This would mean that currently funded Pre-intern Programs would apply for pre-intern funding each year to meet their staffing needs. The ASAP modification would not be a program option. The program would continue beyond 2005-2006.