

*California  
Commission on Teacher Credentialing*

*Meeting of  
November 5-6, 2003*

AGENDA ITEM NUMBER: GS – 10-A

COMMITTEE: General Session

TITLE: Study Session - Implementation Plan to Phase Out Emergency Permits

\_\_\_\_\_ Action

X Information

**Strategic Plan Goal(s) :**

Provide leadership in exploring multiple, high quality routes to prepare professional educators for California's schools.

Approved By:

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Dale A. Janssen, Director  
Certification, Assignment and  
Waivers Division

Date: 10/16/03

Authorized By:

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Sam W. Swofford, Ed.D.  
Executive Director

Date: 10/16/03

## **Study Session**

### **Implementation Plan to Phase Out Emergency Permits**

October 16, 2003

#### **Summary**

At its October meeting, the Commission took action to suspend action taken in August and at the November meeting to have a full discussion of the issues related to the implementation of phasing out emergency permits by July 1, 2006. This Study Session has been planned to give an opportunity for interested parties to provide the Commission with information pertaining to emergency permits. The Commission staff has tentatively invited representatives from the following organizations to make presentations:

Association of California School Administrators  
Dr. Tom Loveless, The Brookings Institution  
The Center for the Future of Teaching and Learning  
The Education Trust  
Dr. Ronald Ferguson, Harvard University  
Los Angeles Unified School District  
California County Superintendents Education Services Association  
California Federation of Teachers  
California Teachers Association  
California School Boards Association  
California State Board of Education  
San Bernardino, Riverside and San Diego County Offices of Education

An in-folder agenda item will be available at the Commission meeting listing specific participants.

#### **Background**

Commissioner Bersin, at the September meeting, stated there were several questions that needed to be considered before the Commission could move forward with its goal of phasing out emergency permits by July 1, 2006. The questions that follow will be the structure for the November Commission meeting.

Questions to be considered:

- 1) What are the standards for determining an emergency on a case-by-case basis?
- 2) What should constitute “best efforts” on the part of a school district to find a fully qualified teacher?
- 3) What are the timelines for a transition that would allow districts to become compliant?
- 4) Should the Commission and stakeholders develop targets against which to measure progress?

- 5) Should the Commission simply indicate a school district is not in compliance and wait for the federal government to come in with sanctions?
- 6) How should the education community support internship programs in light of budget cutbacks?
- 7) What accountability should be placed on the person with the emergency permit to pursue a credential?

Teachers serving on emergency permits and credential waivers are not No Child Left Behind (NCLB) compliant. As of the first day of school for the 2002-03 school year NCLB required all teachers being placed in classrooms receiving Title I funding to be “highly qualified.” By the end of the 2005-06 school year, all elementary and secondary teachers (in the core areas of English, reading, language arts, mathematics, science, foreign languages, civics and government, economics, arts, history and geography) serving on emergency permits and credential waivers will not be in compliance with the requirements of NCLB.

Education specialist emergency permits and credential waivers have been excluded from these discussions. Currently the U.S. Congress is in the process of reauthorizing the Individuals with Disabilities Education Act (IDEA), which is intended to define a “highly qualified” special education teacher. Options pertaining to education specialist emergency permits and credential waivers will be presented to the Commission after the reauthorization of IDEA.

### **Current Emergency Permit Requirements**

The overall goal of NCLB is to have a “highly qualified” teacher in every classroom in the country. However the use of less than fully credentialed teachers is not a new phenomenon. Prior to the origin of the California Commission on Teacher Credentialing, the State Department of Education issued Provisional Credentials to persons who met minimum qualifications, but had not completed a teacher preparation program. This was the pre-1970 antecedent to the emergency credential or permit, which the state has issued regularly for over 30 years. In 2001-02, the most current full-year data available, the Commission issued 29,083 emergency permits, of which 12,610 were for multiple subject and 9,546 were for single subject. Table one displays the data from 2001-2002 and the partial data from 2003-2004. Pre-interns, emergency permits and waivers all decreased from 2001-2002.

**Table 1 Comparison of Pre-Interns, Emergency Permits and Waivers between 2001-2002 and 2002-2003**

Credential Type	Pre-Interns			Emergency Permits			Waivers		
	01-02	02-03**	%	01-02	02-03**	%	01-02	02-03**	%
30-Day Substitute	N/A	N/A		N/A	N/A		2,973	1,505	-49
Multiple Subject	4,799	3,499	-27	12,610	8,541	-32	149	116	-22
Single Subject	2,875	3,505	22	9,546	7,232	-24	444	211	-52
Special Education	2167	2,078	-4	5,970	6,112	2	1,185	1427	20
Resource Specialist	N/A	N/A		153	78	-49	0	0	
Reading Specialist	N/A	N/A		N/A	N/A		241	190	-21
Adapted PE	N/A	N/A		*			141	144	2
Clinical or Rehabilitative	N/A	N/A		53	21	-60	380	413	9
Administrative Services	N/A	N/A		N/A	N/A		34	12	-65
Pupil Personnel Services	N/A	N/A		NP/A	N/A		74	46	-38
Library Media	N/A	N/A		232	230	-1	49	53	8
Other	N/A	N/A		519	601	16	106	80	-25
<b>Total</b>	<b>9,841</b>	<b>9,082</b>	<b>-8</b>	<b>29,083</b>	<b>22,815</b>	<b>-22</b>	<b>5,776</b>	<b>4,197</b>	<b>-27</b>

\* Adapted PE emergency permits are included in the total of special education emergency permits.

\*\*2002-2003 data is preliminary.

The Education Code authorizes the Commission to issue emergency permits based upon the request of employing agencies. All districts must have a Declaration of Need on file prior to the Commission issuing emergency permits. The Declaration of Need is an annual declaration a public school district makes stating the number of teachers the district anticipates hiring on emergency permits. The general requirements for emergency permits are:

- Bachelor's or higher degree from a regionally accredited institution;
- Passage of the California Basic Educational Skills Test;
- Subject matter requirement;

for the Emergency Multiple Subject Teaching Permit, at least ten semester units of course work in each of at least four of the following subject areas or at least ten semester units of course work in each of three subject areas and an additional ten semester units in a combination of two of the remaining subject areas. The subject areas are as follows: language studies, literature, history, humanities, human development, mathematics, physical education, science, social science and the arts;

for the Emergency Single Subject Teaching Permit, at least eighteen semester units, or nine upper division or graduate semester units of course work in the subject to be taught (For an emergency permit in one of the science subjects,

at least nine units must be in the specific area of concentration. For an emergency permit in one of the specialized science areas, all units must be completed in the area of specialization.)