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Information/Action

Professional Services Committee

Final Report of the Federal Transition to Teaching Grant

Executive Summary: This agenda item provides the Final Report for the federal grant Transition to Teaching. Three years ago the Commission received a one million dollar grant that funded the efforts of the Emergency Permit Reduction Program. The guiding question of this program was, “What would it take to eliminate or greatly reduce the use of emergency permits in two large urban school districts?” Two school districts agreed to participate in the study. Each reduced their use of emergency permits by 95%.

Recommended Action: Staff recommends that the Commission accept the final report of the California Transition to Teaching Grant Program.

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Strategic Plan Goal: 6

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

- ◆ Work with education entities to expand the pool of qualified professional educators.
- ◆ Provide avenues with other organizations in expanding the pool of qualified educators.

Final Report of the Federal Transition to Teaching Grant

Introduction

Placing a qualified teacher in every classroom is a priority goal for the Commission on Teacher Credentialing. Yet, in the later half of the 1990s, the state observed increases in the number of individuals serving on emergency permits, particularly in large urban school districts. In the 2000-01 academic year, at the initiation of two Commissioners, Dr. Allen Bersin and Ms. Margaret Fortune, staff began exploring the question, “What would it take to eliminate or greatly reduce the necessity for emergency permits and credential waivers in large school districts?” In response to this question, the Commission pursued funding for and developed the Emergency Permit Reduction Program to explore how districts could reduce their reliance on Emergency Permits. During that same year, Senate Bill 837 (Scott, Chapter 585, Statutes of 2001) gave the Commission additional authority to ensure that districts make a diligent search for certificated teachers when vacancies occur. The Commission received a 1.0 million dollar three-year Transition to Teaching grant to assist it in its efforts to ensure more qualified teachers among the state’s teacher workforce.

The program funded by the grant had five objectives:

- To identify 100% of persons serving on emergency permits and waivers within a district.
- To counsel individuals serving on emergency permits and encourage them to enroll in an appropriate preparation program. The program established a goal of 75% of individuals recruited and hired would complete the credential requirements for a preliminary credential within three years of the project.
- To retain 75% of those who are recruited and hired through the project through the three year life of the project.
- To assist districts in developing their infrastructure and capacity to assist potential teachers at all stages of teacher development.
- To develop a program model that will allow districts to recruit, track, prepare and assist teachers to fill their vacancies.

San Diego City Schools and Oakland Unified School District volunteered to be part of the pilot project to examine the challenges and develop strategies necessary to reduce or eliminate the use of Emergency Permits.

This agenda item summarizes the findings of the program including the strategies used to address each objective and the final results. The final report for this three-year grant, which ended September 30, 2004 is included in Attachment A.

Background

The Transition to Teaching Grant project was one of several efforts by the Commission to reduce the use of emergency permits. These efforts also included the implementation of the California Pre-internship Program, authorized by AB 351 (Scott, Chapter 934, Statutes of 1997) and SB 837, which gave the Commission additional authority to scrutinize the justification for emergency permit applications submitted by school districts. In addition to these Commission efforts, the project was aided by the California Teacher Recruitment Centers that were funded as part of SB 1666 (Alarcon, Chapter 70, Statutes of 2000).

Oakland Unified School District is one of the ten largest school districts in California with more than 50,000 students and 2,900 teachers. San Diego City Schools is the second largest school district with more than 137,000 students and 8,400 teachers. In 1999-2000, 74% of the teachers in Oakland held full credentials. Although 97% of the teachers were fully credentialed in San Diego, the district wanted to reduce the number of emergency permit holders in critical needs areas such as special education. In the first year (2001) of the project, San Diego City Schools identified 206 Emergency Permit (EP) holders and Oakland Unified School District employed identified 157 EP holders.

A number of other entities worked with the participating districts and Commission staff to help identify, track, and assist individuals as they transitioned from emergency permits to preparation programs. The Paraprofessional, Pre-intern, Intern, and Beginning Teacher Support and Assessment Programs along with the Northern and Southern California Teacher Recruitment Centers were all important partners in the project.

Each district worked to identify emergency permit or waiver holders and to clarify the circumstances that caused the district to request these permits and waivers. The recruitment centers offered assistance in identifying those on emergency permits and supplying potential recruits to the districts.

Results of the Project

Data Collection The first stage in the project was to clarify and analyze the EP data. In both districts, relatively little was known about teachers who were serving on EPs. In most cases little attention had been paid to how many years the teacher had served on the permit, the progress that was being made toward a credential, or what areas were missing in the teacher's preparation. The data gathered by the districts frequently did not match Commission credential data. There were also discrepancies in the data collected by the district human resources divisions and by those responsible for supporting EP holders.

In order to develop a data collection and tracking system and a data profile for each participant, each district created a questionnaire and interview protocol. Data that were collected included: the number of years on an emergency permit; other credentials held; universities enrolled in and

programs admitted to; exams passed; credential being pursued; and requirements to be met. The questions that were asked by the districts to the EP holders are provided in Attachment B.

Advisement In many cases when the advisement appointment was made, it was the first conversation that the EP holder had had with any person either at the district or at a university about fulfillment of credential requirements. Many of the EP holders were unaware of the options and opportunities that were available. Both districts advised candidates that they were expected to make tangible, satisfactory progress toward full certification in order to be employed by this district.” Both districts made moving into a pre-intern, intern, or other form of teacher preparation, where available, a condition of employment. In the first year of the project, a total of 87 EP holders from both districts chose not to enroll in one of the available options and were not rehired.

Preparation and Support Once the circumstances of each EP holder was known, the next step was to assure appropriate placement and ongoing support for each participant. Contacts were made with teacher preparation providers in the areas of the two districts. In some cases the nearby universities did not have internship programs in the areas of need. For many of the EP holders, demonstration of subject matter competence was the area of deficiency. Many of the EP holders were taking pedagogical coursework in order to renew their credential, but were no nearer to a preliminary credential because of their inability to pass the subject matter exam. These participants were placed in one of the local Pre-intern programs. Each person was assigned a support provider for the appropriate type of credential.

Support service for those seeking special education credentials was a particularly acute need in both districts. The districts needed to move outside of the service area to seek programs that offered low incidence credential programs. After the three years of the project the two districts developed or expanded a total of twenty-one different partnerships with colleges and universities, district intern programs and pre-intern programs.

Through the efforts of advisement and support, the first two goals of the project were met. Both districts identified 100% of persons serving on EPs and waivers and then counseled and enrolled them in the preparation option most suited to their individualized needs and credential status.

If all persons who were on EPs, including those who were terminated in the first year are counted, then the rate of certification would be 65%, which is below the targeted objective of this project. If those who chose not the pursue certification are not counted, then the percentage would be 75%, which is the targeted percentage of the third goal of this project.

Candidates who progressed satisfactorily through the preparation process received a stipend for their efforts. The grant provided funding to participants for program costs including: books and supplies; tuition; exam fees; and credential fees.

Developing Capacity In addition to developing partnerships with teacher preparation programs, both districts made significant changes in their internal structures to accommodate the EP holders. Probably the most important change was in the attitudes toward the teacher hiring process and creating a climate where failing to progress toward full certification was not acceptable. For example, San Diego moved all preparation programs (general education, special education and the Beginning Teacher Support and Assessment Program) under the Teacher

Preparation and Student Support Division making it easier for candidates to access seamless support along the learning to teach continuum. The direct linkage to the Human Resources Division facilitated enhanced advisement, support and monitoring of program participants on a regular basis.

In Oakland, the project fostered a stronger link between the Human Resources Division and the New Teacher Support Program. There was a complete restructuring of all Learning to Teach Programs. Programs formerly spread among several departments were consolidated into one department under one director. The position of Credentials Manager was added to the Human Resources department. A school-site coaching network was developed and additional field support staff were provided.

Recruiting and preparing special education teachers is particularly challenging for districts. In Oakland, the district had to seek the services of special education programs outside of their immediate area when satisfactory agreements could not be reached with the local California State University. In San Diego, preparing candidates in low incidence disability areas was challenging because there were no programs available in the area. Partnerships were developed with California State University, Los Angeles and the John Tracy Clinic to provide preparation programs through their distance learning programs.

Candidate Results By the end of the three-year project, a total of 551 persons had received some form of services in the two participating districts. Of that number, 348 become credentialed teachers, and 74 persons are completing credential requirements. At the end of the project, only 15 persons remain on emergency permits between the two districts. Twelve of those are in special education and three are in library media. Those who chose not to seek placement in an appropriate preparation program, they were not rehired. A total of 195 persons were not rehired over the course of the three-year project.

The Emergency Permit holders who became fully certificated were provided additional support after completing initial certification. The multiple and single subject candidates were placed in Beginning Teacher Support and Assessment programs and the education specialist teachers moved to a Level II Advanced Specialization program.

Program Model The final goal of the project was to develop a program model that would allow districts to recruit, track, prepare and assist teachers to fill their vacancies. The model (See Table 1 below) has been disseminated to other districts to meet the legislative requirements in response to SB 837 (Scott). Information and strategies that were developed under this grant were made available at a number of conferences including California School Boards Association (CSBA) and the Credential Counselors and Analysts of California (CCAC).

Table 1
Steps in the California Transition to Teaching Process

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| <ol style="list-style-type: none">1. Identify those on Emergency Permits and collect data on their circumstances.2. Advise each candidate of the options available and develop a plan to achieve certification.3. Develop a support system for each candidate and track progress as part of the data collection system.4. Develop partnerships with teacher preparation agencies to facilitate the candidate's pursuit of full certification with multiple entry points available.5. Provide smooth transitions through each phase of the learning to teach continuum. |
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Funding Each district received slightly over \$490,000 in grant funds. Each district received \$370,000 for training stipends for participants during the three years, and \$120,000 for personnel costs. The Commission received a total of \$19,400 over the three years of the grant for indirect costs and costs associated with assisting the districts in program development and disseminating the program model.

Summary

The districts, with support from the Commission staff and others, have shown that the use of emergency permits can be diminished in a relatively short period of time. The project has documented that specific steps can be implemented and will result in lower numbers of EPs.

Each district made a commitment, as a matter of policy and practice, to put a fully credential teacher in every classroom. This commitment had to be made by the school board, the superintendent and human resources personnel. The districts created a structure that gathered systematic data, provided support and advisement, and finally, created appropriate credential pathways for those who chose to seek credentials within a structure that viewed teachers as a valuable resource.

ATTACHMENT A
Final Report Documents
California Transition to Teaching

Attachment A-1
Executive Summary
Grant Performance Report-2001-2004
California Transition to Teaching Final Report

The Transition to Teaching federal grant assists two of the largest school districts in the State of California, Oakland Unified School District and San Diego City School District, in meeting the goal of having a fully qualified teacher in every classroom. The major components of this grant program include: recruitment and advisement; teacher preparation, mentoring and performance assessment, and induction. All performance targets for the second year of the project have been met except for overall retention.

Objective 1: Recruitment and Advisement

In the first year all of the vacancies in the two participating school districts have been identified, and confirmed. The number in Oakland was adjusted downward by nearly 100 as it was found that documentation procedures were faulty. Both programs developed and made fully operational a New Teacher Database that greatly improved record keeping procedures. Each teacher that was not fully certified was contacted, and their employment and teacher development status was reviewed. The message from the districts was, "If you are not making tangible, satisfactory progress toward full certification, you will not be employed by this district." Each district streamlined its recruitment process including a one step, online application process. All matters related to new teachers were carried out in a single department.

The new tracking system was used to assist program participants. Those who needed assistance in subject matter were placed in Pre-intern Programs. Those who demonstrated subject matter competence were placed in Intern or other teacher preparation programs. Those who did not make satisfactory progress toward certification were not offered new contracts. The program continued to actively recruit persons to replace those who were dismissed and to fill the positions that remained.

Objective 2: Teacher Preparation

Teachers recruited into this program were placed in the appropriate teacher preparation program. Each identified person was advised, their individual status was reviewed, and opportunities to enter the appropriate teacher preparation stage of the Learning to Teach Continuum were offered.

In both districts, each participant was provided a support teacher and an individualized instructional program. Teachers placed in a pre-intern program were provided initial pedagogical instruction and concentrated instruction in the subjects they were assigned to teach. 551 persons, including all original 362 emergency permit holders at the beginning of the project, were identified as potential candidates for the services of the program. All received advisement and were counseled about the options available to achieve certification. Of these 348 became fully certificated in the three years of the project and 73 have achieved initial certification and are expected to be fully certified this year. Nine persons are completing subject matter requirements and fifteen remain on emergency permits. Of those who have decided to pursue

certification, 75% have achieved full certification. Both districts made a specific effort to recruit and prepare teachers in the area of special education. Special Education has become the area of greatest concern for both districts.

Objective 3: Support and Induction

The third objective of the program is to assure that the teachers recruited, hired and prepared through the project receive the support and additional professional development they need to be successful and remain in teaching. Those persons who completed initial preliminary certification were placed in the district's teacher induction program, the Beginning Teacher Support and Assessment (BTSA) program. BTSA provides a final stage in a seamless system that continues to support a candidate beyond initial certification. Each participant has been provided the necessary support network to increase the probability of success and retention.

The Oakland New Teacher Support and Development Center provided assistance through eight Field Support teachers and 170 mentor teachers. In San Diego full time release support providers assisted teachers between four and six and a half hours per week.

Because of the large number of those emergency permit holders who decided not to pursue certification, the retention rate did not meet the project's target (75). Eight-seven of those who were originally serving on emergency permits chose not to pursue certification and were not rehired in the initial year. Over the three years of the project a total of 195 persons were not retained from the original group and replacements. This was a rate of 65%.

Objective 4: Capacity Building

In addition to helping districts recruit teachers in areas of shortage, one of the goals of this project was to assist participating districts to develop their infrastructure and capacity to assist potential teachers at all stages of teacher development. Both districts consolidated all matters pertaining to new teachers into a single unit. The most important accomplishment was to change the culture and attitudes toward the teacher hiring process and to create a climate where not progressing toward full certification was unacceptable.

Both districts expanded their outreach to more teacher preparation programs particularly in the area of special education. Both districts recruited from new populations such as career changers. More than fifty of the participants were formerly paraprofessionals. At the end of the project San Diego employed twelve persons on Emergency Permits and Oakland three.

Objective 5: Develop a Program Model

The final goal of the project was to develop a program model that allows participating districts to recruit, track, and assist teachers as the districts fill their vacancies. In the course of implementing this project, an integrated learning to teach continuum has been created. The continuum provides: preparation individualized to participant's background; a support network that assists the teacher at each stage in the continuum; and an induction system that assures retention and assistance to become a professional educator.

In the first year of the project, the program participants found that there are a series of steps that need to be taken to successfully execute the recruitment and preparation stages of the program. These stages have been identified and used to develop a strategy that is portable to other districts experiencing teacher shortages. Seven additional districts joined the “Transition to Teaching” consortium and are using the program model.

The model that was developed was provided to many other districts in California. The model was presented at state and regional conferences. The model was presented to: California School Boards Association, Credential Counselors and Analysts of California, California Association for Alternative Certification, and National Association Alternative Certification. California’s Teacher Recruitment Centers used the model in their technical assistance efforts with school districts in their service areas. The efforts of this project, and the model that was developed by it, as well as the other efforts by CCTC and California’s school district, the number of emergency permits has dropped by more than forty percent.

In addition to the seven districts that became part of the Transition to Teaching Consortium and adopted the model, Los Angeles Unified School District adopted many features of the model and has applied them in the district. As a result they have accomplished an 80% decrease in the number of teachers on Emergency Permits. The model was also used to implement state legislation designed to reduce the use of Emergency Permits.

Attachment A-2
Grant Performance Report
California Transition to Teaching

**Grant Performance Report2001-04 Final Report
Transition to Teaching**

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Overall outcome: To recruit, hire, prepare and retain qualified, credentialed teachers in all shortage areas in Oakland and San Diego Unified School Districts

Objectives and Goals	Activities to be Completed	Description of Activities	Summary of Accomplishments and Tasks Completed and Challenges To Be Faced
<p>Goal 1 Recruit teachers to fill teacher vacancies in Oakland and San Diego School Districts</p> <p>Objective 1 Districts will identify 100% of persons serving on emergency permits and credential waivers.</p> <p>Districts identify all new positions and all persons whose contracts were not renewed and fill those positions with fully credentialed teachers or those proceeding toward certification.</p>	<p>Continue to track and serve continuing participants and identify new participants.</p> <p>Identify shortages (District Needs Profile chart).</p> <p>Develop and expand recruitment strategies to new populations and shortage areas.</p>	<p>Districts and CCTC will identify each person serving on an emergency permit or waiver by name, grades or subject taught and location.</p> <p>Districts will identify any unfilled positions or positions created by growth, attrition, termination, or retirement.</p> <p>Implement and refine a one step, online employment system.</p>	<ul style="list-style-type: none"> •100% of positions and vacancies have been identified in the first year. • Programs identified, prepared and supported all emergency permit holders in Oakland(254) and in San Diego(204). Replacements were recruited in the second and third years as necessary for those whose chose not to progress toward certification. • District Needs Profile Chart updated throughout life of project. • Implemented recruitment strategy with districts’ human resources division providing ongoing preparation and support through certification and induction. • Improved involvement of site level principals in: information flow; assisting participants; identifying potential new participants (e.g., substitute teachers and parent volunteers); and participating in the selection process. • Continued career fairs and advisement meetings to inform participants of new options such as the Early Completion Intern Option and the Individualized Intern Certificate and new university partners. • Continued to advertise in community, business, military and university oriented media outlets. • Focused sharply on those critical need areas such as secondary math, special education including low incidence, elementary bilingual and new single subject areas such as Languages Other than English and Music. • Both districts have set criteria for hiring new teachers. In San Diego the program admission process includes a 3.0 GPA requirement and an interview before a panel of district administrators, university staff, course instructors and support providers.

Objectives and goals	Activities to be Completed	Description of Activities	Summary Accomplishments and Tasks Completed and Challenges To Be Faced				
Goal 1 Recruitment continued	Continue and expand outreach activities with colleges and universities, local military bases, businesses and industries, engage media and advertising outlets, and other recruitment activities.	Districts will meet with all colleges and universities in the service area to solicit and expand their participation in the project.	<ul style="list-style-type: none"> • Both districts recruited career changers. More than 30% of the program participants are career changers and more than 90% have had successful work experience in the related subject field. • Both districts expanded or developed partnerships with a total of 21 teacher preparation agencies including the following colleges and universities, district intern programs and pre-intern programs: <p style="margin-left: 20px;"><i>Preparation partners -- Oakland</i></p> <table style="width: 100%; border: none;"> <tr> <td style="width: 50%; vertical-align: top;"> <ul style="list-style-type: none"> CSU Hayward UC Berkeley Holy Names College San Francisco State University University of San Francisco Project Pipeline Oakland Pre-intern Program </td> <td style="width: 50%; vertical-align: top;"> <ul style="list-style-type: none"> Patten College JFK University Alliant University St. Mary's College National University </td> </tr> </table> <p style="margin-left: 20px;"><i>Preparation partners – San Diego</i></p> <table style="width: 100%; border: none;"> <tr> <td style="width: 50%; vertical-align: top;"> <ul style="list-style-type: none"> San Diego State University CSU San Marcos University of San Diego National University John Tracy Clinic San Diego Teaching Fellows Program San Diego Pre-intern Program </td> <td style="width: 50%; vertical-align: top;"> <ul style="list-style-type: none"> UC San Diego CSU Los Angeles Azusa Pacific University Chapman University </td> </tr> </table> <ul style="list-style-type: none"> • The greatest challenge was to deal with the Emergency Permit holders who were either not interested in proceeding toward teacher certification or unable to demonstrate the necessary competence in the subjects that they were teaching. In Oakland, 123 Emergency Permit holders were not rehired for the subsequent school year; in San Diego, participants were moved into the Pre-intern program, but 73 of those were not rehired. These participants were replaced with either fully certificated teachers or with persons who were interested in completing certification requirements and were placed in the appropriate credential program. Eighty-four persons were added to the project in Oakland and 105 were added in San Diego to fill vacancies. 	<ul style="list-style-type: none"> CSU Hayward UC Berkeley Holy Names College San Francisco State University University of San Francisco Project Pipeline Oakland Pre-intern Program 	<ul style="list-style-type: none"> Patten College JFK University Alliant University St. Mary's College National University 	<ul style="list-style-type: none"> San Diego State University CSU San Marcos University of San Diego National University John Tracy Clinic San Diego Teaching Fellows Program San Diego Pre-intern Program 	<ul style="list-style-type: none"> UC San Diego CSU Los Angeles Azusa Pacific University Chapman University
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Objectives and goals	Activities to be Completed	Description of Activities	Summary Accomplishments and Tasks Completed and Challenges To Be Faced
<p>Goal 2 Candidate Preparation.</p> <p>All of those that are recruited into this program are placed in the appropriate teacher preparation program that will result in full certification.</p> <p>Objective 2 100% will be counseled and enrolled in the preparation option most suited to their individualized needs and credential status.</p> <p>Objective 2a. A minimum of 75% of those who are recruited and hired will complete the credential requirements for a preliminary credential within the three years of the project.</p>	<p>Create a system to advise participants, including a method to analyze the preparation needs of each participant in terms of subject matter preparation, prior pedagogical coursework completed, and needs for supervised field experiences.</p> <p>Create a tracking system for each participant.</p>	<p>Create a candidate needs analysis, status check, and deficiency analysis.</p> <p>Create Status Chart-Identify persons who will enter in first year, those who achieve subject matter, who continue, who are certified, who drop out/are removed.</p> <p>Create a coordinated counseling system that utilizes the expertise of district certification staff, university certification staff and faculty advisors to develop individualized instructional plans for each participant.</p> <p>Develop system to pay for preparation, exam and credential expenses.</p>	<ul style="list-style-type: none"> • 362 original participants and 197 replacement participants were placed in appropriate preparation programs. • All participants were assigned support providers. • Program advisors and mentors developed plans for assistance and support of each credential candidate. <p><i>Oakland</i></p> <ul style="list-style-type: none"> • In 01-02 of the original 254 identified as Emergency Permit holders, there were actually 157 teaching slots (potential vacancies). The remainder were documentation issues, such as 2 or 3 persons holding the same teaching slot in the year. • District has created a database that tracks each candidate from initial recruitment through induction. All data is on a single screen, including work location, credential status, and support provider. • 88 new participants were added in the second and third years of the project to make the total number of participants 241. • 123 achieved full certification and 6 remain in credential programs. • 111 were terminated due to failure to make satisfactory progress <p><i>San Diego</i></p> <ul style="list-style-type: none"> • District has created a status chart that can be used by all counselors to determine which requirements have been met. • 105 persons were added to the original 206 to form a total of 311 participants. • 170 achieved full certification and 55 have initial certification. • 72 persons were not rehired because of failure to make satisfactory progress toward certification. • 225 achieved full certification by the end of the project. <p>Therefore, a total of 348 persons achieved full certification within the three years of the project. Of those who decided to pursue achieving full credential status 75% achieved full certification.</p>

Objectives and goals	Activities to be Completed	Description of Activities	Summary of Accomplishments and Tasks Completed in and Challenges To Be Faced
Goal 2 Candidate Preparation continued		Assign a mentor and supervisor as part of the initial preparation phase of the program. Supervisor and mentor will, with the assistance of the advisor, assure that all coursework, fieldwork and performance assessment are addressed and opportunities for remediation are available as necessary.	<ul style="list-style-type: none"> • Participants who made satisfactory progress toward certification were provided with a stipend to pay for certain expenses including: <ol style="list-style-type: none"> 1. books and supplies 2. tuition 3. exam fees 4. paying credential fees.

Objectives and goals	Activities to be Completed	Description of Activities	Summary of Accomplishments and Tasks Completed and Challenges To Be Faced
<p>Goal 3 Candidate Support and Retention continued</p>			<p><i>San Diego</i></p> <ul style="list-style-type: none"> • All participants were assigned to a support provide. Support providers were assigned full time to new teacher support. The time spent with candidates averaged between 4 to 6.5 hours per week per candidate. Candidates also spent time in group seminars where they shared experiences, explored problems and sought solutions to classroom situations. • In both districts all of those who graduated were slotted to enter a Beginning Teacher Support and Assessment Program. • Payment of stipend for books and fees was contingent upon good standing in the program including attending advisement meetings, seminars and workshops. <p>348 persons achieved certification in the first three years of the project. This is only 65% of all of those who received services from the project. However, if those who indicated no interest in full certification in the first year of the program are not used in the calculation, then the certification rate is 75%.</p>

Objectives and goals	Activities to be Completed	Description of Activities	Summary of Accomplishments and Tasks Completed in and Challenges To Be Faced
<p>Goal 4 Capacity Building</p> <p>Assist Districts in developing their infrastructure and capacity to assist potential teachers at all stages of teacher development.</p> <p>Assist in developing preparation programs in areas that are not currently being met.</p>	<p>Develop a coordinated, sequential set of expectations and steps to meet those expectations from recruitment, advise-ment, preparation including instruction, support, performance assessment, and into induction.</p> <p>Assist teacher preparation agencies develop programs where none exist such as special education programs in low incidence areas.</p> <p>Assist districts to create their own programs when university preparation programs are not able to meet their needs.</p>	<p>Create a non-duplicative continuum of opportunities for teachers to demonstrate knowledge of their chosen content area and pedagogical skills.</p> <p>Provide ample opportunities where teachers can show that they can perform California’s Teaching Performance Expectations.</p> <p>Establish additional teacher preparation options where an insufficient supply exists, especially in the area of special education.</p> <p>Expand opportunities to recruit second career professionals.</p>	<p><i>Oakland</i></p> <ul style="list-style-type: none"> • The most important accomplishment was to change the culture and attitudes toward the teacher hiring process and to create a climate where not progressing toward full certification was unacceptable. • There was a complete restructuring of all Learning To Teach Continuum Programs. Programs formerly spread among several departments were consolidated into one department under one director. <p>The Human Resources Department(HR) and the New Teacher Support Programs implemented protocols and programs specifically to support the goals of this project. HR added and developed the position of Credentials Manager. New Teacher Support and Development developed its school-site coaching network and field support staff.</p> <p>“The project described and validated the District’s response to a need for systemic reform and commitment to support teacher certification—from all levels of superintendency, human resources management and technical implementation, division-level directorship, department-level program coordination, field support, site administration, and collegiality. All participants with the system would be informed about credential requirements and processes in order to recruit, support and retain qualified applicants. It would be necessary to link the HR Credentials Manager with New Teacher Support (Coordinators and Field Staff) in order to work with site administration for new teacher orientation and ongoing site support.” (Project as summarized by the district director)</p> <p><i>San Diego</i></p> <p>San Diego City Schools has added a Single Subject (Secondary) and a Mild/Moderate Disabilities to its existing District Intern program.</p> <p>The district continues to have difficulty recruiting and preparing teachers in the areas of Deaf and Hard of Hearing and Physical and Health Impairments. The district is exploring options with universities to meet these needs.</p>

Objectives and goals	Activities to be Completed	Description of Activities	Summary of Accomplishments and Tasks Completed in and Challenges To Be Faced
<p>Goal 4 Capacity Building continued</p>	<p>Create subject matter refresher programs to assist for second career persons who seek teaching positions.</p> <p>Develop facilities where instruction can be offered adjacent of teaching sites.</p> <p>Facilitate innovative preparation delivery such as distance learning in low incidence areas.</p> <p>Develop career ladder opportunities for paraprofessionals and encourage other programs to develop “home grown” teachers.</p>	<p>With the assistance of the regional Teacher Recruitment Center develop a coordinated, systematic ongoing system of teacher recruitment, placement and preparation.</p>	<p><i>San Diego continued</i></p> <ul style="list-style-type: none"> • Continued to develop and expand university partnerships. Preparation coursework was co-developed and co-taught by university and district personnel. Support providers’ services were connected to the instructional modules. All instruction and support were connected to performance. • The district has been able to successfully recruit fully credentialed multiple subject candidates to fill vacancies. Therefore, the university multiple subject intern program has been suspended until a need develops • In the second and third years both districts focused on previously unexploited recruitment sources. Substitute teachers, paraprofessionals and parent volunteers were encouraged and supported by their districts to seek full certification. In San Diego the district in cooperation with the Southern California Teacher Recruitment Center focused on bringing more former military into the program. • More than 50 of the participants in the project were formerly paraprofessionals. • More than half of the participants were from groups underrepresented in the teaching workforce. • Both districts had ongoing test preparation institutes as systematic components of their new teacher support system. • Both programs expanded their partnerships with universities and expanded their own teacher preparation capacity. • Preparation programs for library-media teachers were not readily available, and there were relatively few teachers prepared in this credential area. Although this is not considered a traditional shortage area, it was a shortage concern for these two districts. • Each district used new options available such as Individualized Intern Certificate to prepare teachers who do not fit into other teacher preparation options.

Objectives and goals	Activities to be Completed	Description of Activities	Summary of Accomplishments and Tasks Completed and Challenges To Be Faced
<p>Goal 5 Develop Program Model</p> <p>Develop a program model that will allow districts to recruit, track, prepare and assist teachers to fill their vacancies.</p> <p>Implement an integrated learning to teach continuum that will provide preparation individualized to the candidate's circumstances; a support network that assists the teacher at each stage in the continuum; a performance assessment system that assures that only qualified teachers complete the process; and an induction system that assures retention and assistance in becoming a professional educator.</p>	<p>Develop a program strategy that is portable to other districts experiencing teacher shortages.</p> <p>Communicate the successes and lessons learned from this project to major stakeholders and constituents.</p> <p>Examine feasibility of expansion of model.</p>	<p>Through Teacher Recruitment Centers, informational meetings and annual meetings of state organizations, offer model and assistance to other districts who must resort to hiring teachers on Emergency Permits.</p> <p>Develop a Learning to Teach Continuum that provides a teacher preparation system that accommodates candidates' specific preparation needs.</p>	<ul style="list-style-type: none"> • Developed a program model based on the lessons learned in the first year of the project to guide districts interested in Emergency Permit Reduction. • Developed a protocol of questions to be asked of emergency permit holders for districts to use when developing their reduction program. • The model, protocol and strategies for Emergency Permit reduction have been distributed statewide. The model was presented at state, regional and national conferences. The model was presented to the California School Boards Association; Credential Counselors and Analysts of California, California Association for Alternative Certification, and National Association for Alternative Certification. The results of the project were also reported to the Commission on Teacher Credentialing in each year. • In the second year of the project California's Teacher Recruitment Centers used the model in their technical assistance efforts with school districts in their service areas; however, in June 2003 the Teacher Recruitment Centers were eliminated as part of California's budget reduction. Both districts assumed the recruitment and advisement services previously provided by the Centers. The Southern California has continued to operate through the San Diego County Office of Education at a reduced role particularly assisting with those transitioning from the military. • Due to the efforts of this project and the model that was developed, as well as other efforts by CCTC and California's school districts, the number of Emergency Permits has dropped by more than forty percent in California. • Transition among all of the elements in the Learning to Teach Continuum have become routine in participating districts. Communication among the program facilitators and support providers have been systematized, and participants flow from one program to another as they move toward full certification . • This project has shown that a seamless Learning to Teach Continuum can be used to provide multiple entry points for those who want to become teachers including moving persons from emergency permit status to full certification

			and induction.
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Objectives and goals	Activities to be Completed	Description of Activities	Summary of Accomplishments and Tasks Completed in and Challenges To Be Faced
<p>Goal 5 Develop Program Model Continued</p>			<ul style="list-style-type: none"> • Added to the original entry points have been programs such as the expedited intern routes and individualized intern routes. • All persons who have completed preliminary certification have moved into an induction program or an advanced specialization program (special education). The model has facilitated these transitions and provide continued support during the first years of fully certificated teaching. • In addition to the seven districts that became part of the Transition to Teaching Consortium, Los Angeles Unified School District has adapted and applied parts of the model. As a result they have accomplished an 80% decrease in the number of teachers on Emergency Permits. • All of the districts that have used the model have found that Emergency Permits can be drastically reduced. The model requires that districts change the way that Emergency Permits are perceived. The model must include the following elements: <ul style="list-style-type: none"> Careful tracking of credential holders; Articulated partnerships with teacher preparation programs; Teacher preparation that is practice-based and individualized; A support network that assists the teacher through the process, from entry through induction; Attention to those factors that attract teachers and make them want to stay. • The model developed through this project has shown that it is possible to virtually eliminate the use of emergency permits in two large urban districts. It requires careful data collection, good, ongoing candidate advisement, partnerships that provide support and instruction geared toward the needs of the participating teachers.

Attachment A-3
Project Performance Using GPRA Program Performance Indicators:
California Transition to Teaching
2001-2004

GPRA Objective 1: Grantees will recruit mid-career professionals or recent college graduates who have the skills necessary to obtain teacher certification and to become effective teachers.

Indicator 1.1: At least 80% of participants who plan to teach at the secondary level will have an academic background or professional experience in the subject matter in which they are teaching or intend to teach.

Participants from the two districts in the program, who are teaching secondary classes based on an intern credential, demonstrate subject matter competence in the subjects they are assigned to teach either by completion of: a) an approved subject matter program; b) a program deemed equivalent to the approved subject matter program; or c) passed the state approved standardized test in the subject area. Those participants who have not met the subject matter standard are placed in a pre-internship program where a major emphasis of this program is to provide additional subject matter instruction sufficient to pass California's subject matter examination, which is the equivalent to a collegiate major.

By the end of the project, 98% of the secondary participants have demonstrated subject matter competence. In Oakland all of the secondary participants have demonstrated subject matter competence. In San Diego and but 6 of the secondary participants have not demonstrated subject matter competence. They have placed in the second year of a pre-intern program.

Indicator 1.2: At least 75% of participants will be certified to teach in high need subject fields identified by LEAs participating in the program, particularly, mathematics, science, foreign language, bilingual education, reading and special education.

In the first year 100% of participants in the California program were teaching in areas of shortage as identified by the two participating districts. These areas include teachers of: mathematics; science; English/ language arts; languages other than English; education specialists, in the areas of mild to moderate disabilities, moderate to severe disabilities, physically disabled, deaf and hard of hearing; and bilingual education.

In the second year, in both districts, more than ninety per cent of the participants were serving in the subject fields listed above. Areas of shortage in the two districts also include the following fields: Library Media(6), Art (1), Music(4), Physical Education (2), and Social Science (3).

Out of the 551 participants in the three years of the project, only 19 participants taught in areas that are not considered high need subject fields.

GPRA Objective 2: Grantees will succeed in placing and retaining qualified participants in K-12 classrooms.

Indicator 2.1. Grantees will have placed 95% of participants in teaching positions in subject fields in which they are certified or seeking certification.

Of the 356 persons who are active in the program, 293 have achieved full certification in the subject areas of their credential. Thirty are in intern programs and have achieved subject matter competence with only pedagogical instruction remaining to be completed. Fifteen are in pre-intern programs and are scheduled to complete subject matter competence this year. The remaining eighteen are still serving on an emergency permit, but all of these are serving in special education or in library media and have achieved subject matter competence. Therefore all remaining participants have or are seeking certification in their subject fields. Those 195 who chose not to seek certification in their subject fields were not rehired.

Indicator 2.2: At least 90% of grantees will report providing to participants support services such as mentoring, co-teaching and observation, that lasted two years or more.

Each of the original participants and those who replaced those who were not rehired (total 551) have been provided on site support services as well as advisement, performance assessment and supervision, by the two partner districts. The pre-intern program provides support and assistance based on an individualized analysis of the candidate's needs. Internships also provide blended "theory-to-practice" instruction, a support network, and assessment over a one or two year period. Support has continued for those who moved from one teacher preparation component to another.

After participants earn their preliminary teaching credential, they are served by a two-year, state-funded teacher induction program called the Beginning Teacher Support and Assessment Program, which provides mentoring, and support through the first two years of full certification.

Attachment A-4

Summary of Lessons Learned from the California Transition to Teaching Project

“In response to California legislation, SB 837, (Scott) and federal legislation the California Commission on Teacher Credentialing initiated the Emergency Permit Reduction Project. To help achieve the goals of this project, the Commission staff sought and was awarded federal Transition to Teaching funds. The central question guiding the project was, “What would it take to eliminate or greatly reduce the necessity for emergency permits and credential waivers in large school districts?” Two districts San Diego City Schools and Oakland Unified School District volunteered to be part of the pilot project to examine the challenges and develop strategies necessary to address this question.

Lessons learned about strategies or results that can inform the design and implementation of other alternative certification programs are provided below.

Developing a Model

One goal of the project was to develop a program model that will allow districts to recruit, track, prepare and assist teachers to fill their vacancies. The project has shown that there are certain steps that are common in the process. The steps in the model are as follows:

Steps in the California Transition to Teaching Process

1. Identify those on Emergency Permits and collect data on their circumstances.
2. Advise each candidate of the options available and develop a plan to achieve certification.
3. Develop a support system for each candidate and track progress as part of the data collection system.
4. Develop partnerships with teacher preparation agencies to facilitate the candidate’s pursuit of full certification with multiple entry points available.
5. Provide smooth transitions through each phase of the learning to teach continuum.

In both districts it was learned that there was not enough known about those who held Emergency Permits. For these persons who were the last hired, they were also the least served. They did not have the same level of support that other beginning teachers had, had the least advice because they were not well connected to either a teacher preparation program to the district new teacher support structure.

Reliable **data** were essential for persons at all levels of the project including those making policy decisions, those creating the new teacher support system and individualized preparation programs, and principals and support providers at the school site to provide appropriate support and performance assistance to the EP holder. It was probably most important to the emergency permits holders themselves because the data gathered provided the information necessary so they could make an informed career choice.

We learned that **advisement** was quite labor intensive. For many of the participants, it was the first conversation that they had had about certification matters. In the course of the interviews, it was discovered that for many EP holders their primary concern was how they stayed employed not how to achieve certification. Many of the candidates were required to make choices about their career objectives. Having veteran teachers to advise them, who were both resolute and caring, was essential.

Developing **partnerships** with teacher preparation programs was also more complex than originally expected. When the program began, the two districts had formal partnerships with ten different teacher preparation programs. By the end of the program 21 different partnerships had been developed. In order to provide the variety of options to meet the needs of those who wanted to pursue certification, many more options needed to be developed. In some cases, such as low incidence disabilities, the programs were not available in the local service area. San Diego developed preparation programs with universities that had distance learning capabilities to serve these teachers. In another case the special education intern program had placed specific restrictions on the workload of the interns (they could only be employed on an 80% contract) which was not acceptable to the district (Oakland). Therefore, the district sought other partners without these restrictions.

Changing the Hiring Norms in the School Districts

This project exposed some unspoken attitudes that had an impact on the quality of teachers in the two participating districts. Probably the most important change was in the attitudes toward the teacher hiring process and creating a climate where failing to progress toward full certification was not acceptable.

The profiles that were collected in the data gathering and advisement stages pointed out that for a much larger than expected number of participants, employment not certification was both immediate and long term goal or emergency permit holders. The message that was sent was, “If you are not making tangible, satisfactory progress toward full certification, you will not be employed by this district.” In other words both districts made moving into a pre-intern, intern, or other form of teacher preparation, a condition of employment.

Over a period of years both districts had come to accept the use of emergency permits as standard operating procedure. Permit renewal requirements were seen as hoops to jump through in order to stay employed. For many candidates their teaching positions were seen as entitlements. Some had been employed on EPs for many years. More than a few were belligerent when told that progress toward certification was the condition for continued employment. In the first year eighty-seven EPs chose not to enter a teacher preparation option

and were not rehired. s There was a good deal of turmoil caused by these rehiring decisions, but the districts stood by their commitment.

Changes that occurred included modifying the internal structure in both districts that deal with beginning teachers. Before the project, efforts to support beginning teachers were spread among several departments and were not adequately coordinated. Both districts consolidated their efforts to support new teachers into a single support system assuring appropriate assistance through the phases of learning to teach.

The Dilemma of Raising Standards and Expectations Versus Meeting Grant Program Objectives

The leadership of this project was surprised by the number of EP holders who chose not to pursue certification or who were not able to meet the certification requirements. That a third of the participants would not be rehired was not expected. This is a product of moving to higher expectations. Although this meant that the project would not meet one of its objectives, on balance, holding to the higher standard will have long term positive effects in both districts. This project had to reconcile its dilemma that one of the project's goals would not be met because there was a much more important principal at stake. The overall goal related to the elimination of EPs came into direct conflict with goals related to retention of the emergency permit holders who we were trying to support and retain

This commitment to higher expectations had to be made by the school board, the superintendent and human resources personnel. The districts created a structure to gather systematic data, provide support and advisement, developed appropriate credential pathways for those who chose to seek credentials within a structure that viewed teachers as a valuable resource. They reorganized the structure of their organizations to facilitate supporting new teachers.

Attachment A-5

**Participation in California Transition to Teaching Grant 2001-2004:
Participation by Year, High Need Schools, and Certification Achieved**

School Year	Number of new Participants	Number of Participants who were certified as a result of the program	Number of Participants who have teaching positions in high need schools
2001-2002	362	119	353
2002-2003	167	106	160
2003-2004	22	123	19
Total	551	348	532

Number of participants who have taught (as a teacher of record) in a high need school for:	1 year =	203
	2 years =	182
	3 years =	147

Attachment A-6
Final Budget for California Transition to Teaching
California Transition to Teaching
Budget
S350B010112-01

Budget Category	01-02	02-03	03-04	Total
San Diego Personnel	\$30,000	\$30,000	\$30,000	90,000
San Diego Benefits	\$10,000	\$10,000	\$10,000	30,000
San Diego Training Stipends	\$74,175	\$149,730	\$149,730	370,290
Oakland Personnel	\$30,000	\$30,000	\$30,000	90,000
Oakland Benefits	\$10,000	\$10,000	\$10,000	30,000
Oakland Training Stipends	\$74,175	149,730	\$148,232.50	370,290
CCTC support	\$0	\$1,005	\$4,000	9,300
CCTC Indirect	\$0	\$5,060	\$5,060	10,120
Total	\$228,950	\$385,525	\$385,525	\$1,000,000

Grant Amounts Per Project

Project	01-02	02-03	03-04	Totals
Oakland	\$114,175	\$189,730	\$188,232.50	\$492,137.50
San Diego	\$114,175	\$189,730	\$188,232.50	\$492,137.50

ATTACHMENT B

Transition to Teaching Pilot Project Questions For Districts Concerning Their Pool of Emergency Permit and Credential Waiver Holders

- Do you know the name and work assignment of every person serving on an Emergency Permit or Credential Waiver in your district?
- Do you know the number of years that an individual has served on an Emergency Permit?
- For those who you have requested an Emergency Permit for a second or more years, do you know what teacher preparation program they are enrolled?
- Do you know the kinds of courses they are enrolled in? Are these courses content (subject matter) courses, or are they pedagogical courses? What is the likelihood that the courses that these emergency permit holders are taking will lead to a full credential?
- Have you developed the necessary partnerships with colleges and universities to assure that preparation opportunities are available to all of the teachers you have employed?
- Are there Emergency Permit holders that should be in pre-intern programs?