

**PRE-INTERNSHIP  
TEACHING PROGRAM:**

**A Progress Report to the Legislature**



**State of California**

**California Commission on Teacher Credentialing  
1900 Capitol Avenue  
Sacramento, CA 95814**

**October, 2000**

**PRE-INTERNSHIP**

# **TEACHING PROGRAM: A Progress Report to the Legislature**

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# California Commission on Teacher Credentialing

State of California  
Gray Davis, Governor

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# **PRE-INTERNSHIP TEACHING PROGRAM**

## **Executive Summary**

Since July 1998, California has been engaged in an effort to provide high quality, intensive preparation for emergency permit holders through the Pre-internship Program, which was established by the AB 351 (Scott, Chapter 934, Statutes of 1997-98). The Governor and the Legislature increased funding for the program from \$2 million in 1998 to \$11.8 million in 1998-99. The funding level has remained constant at \$11.8 million per year, enabling the California Commission on Teacher Credentialing to fund 58 programs, involving 332 districts, serving 7,694 pre-interns in 2000-01.

In the first year of implementation the Pre-internship Program served only applicants pursuing multiple subject credentials. In the second year, the program was expanded to serve those who are working toward a Special Education Credential or Single Subject Credentials in mathematics, science, and English. The Pre-internship Program improves the effectiveness and retention of its participants by providing subject matter training, introductory teaching strategies, and coaching from an experienced teacher. Participants in the Pre-internship Program are required to demonstrate subject matter competence by passing a California-approved subject matter examination or by completing an approved subject matter preparation program.

The enabling legislation for the Pre-internship Program requires that the Commission provide an interim report to the Legislature in October, 2000 and a final report in October 2001. The Commission surveyed participating programs and pre-interns to collect the required data, which is summarized below.

## **Key Findings**

- The Pre-internship Program is achieving expectations for improving the recruitment, retention, and subject matter passage rates of pre-interns.
- Beyond the initial goals for the program, the Pre-internship Program is becoming a powerful teacher training model in which pre-interns integrate content and teaching knowledge as they learn to teach.
- The Pre-internship Program has been successful in training teachers differently in an era of teacher shortage.
- Overall, the Pre-internship Program has made progress in providing well-trained teachers who are critical to the educational reforms that California is undertaking.

## Legislative Requirements and Summary Findings

The Commission is specifically required to provide data to the Legislature on the following questions:

- 1. What are the number of participating districts, and how many pre-intern teachers are served?**

*Summary Findings: The program provided funds to serve 957 pre-interns in 1998-99, 5,800 pre-interns in 1999-2000, and is providing funds to serve 7,694 pre-interns in 2000-01. Three hundred and thirty two (332) school districts currently participate in the program. (Interim Report pages 9-10)*

- 2. What is the impact of the program on decreasing the number of emergency permits issued?**

*Summary Findings: Every pre-intern certificate that is issued replaces an emergency permit. In 1999-2000, 21,722 emergency permit holders were eligible to participate in this program, and 5,800 were actually served. The program is funded in the current budget year to support 7,694 pre-interns. (Page 11)*

- 3. What are the retention rates of pre-interns as compared to emergency permit teachers?**

*Summary Findings: In the first year of the Pre-internship Program, 90% of the participating pre-interns were retained in teaching for a second year, compared to 65% of emergency permit holders. The program just completed its second year, so second year retention data is not yet available but will be included in the final report. (Pages 11-12)*

- 4. What is the success rate of pre-interns, by year of participation, in meeting subject matter requirements for a credential?**

*Summary Findings: In the first year of the Pre-internship Program, nearly 60% of the participants passed their subject matter examinations. Pre-interns passed at double the rate of the comparison population of Emergency Permit holders. Exam pass rates vary by program, with some programs reporting pass rates as high as 85%. (Pages 12-14)*

- 5. How do pre-interns assess the effectiveness of the pre-intern preparation, support and assistance provided?**

*Summary Findings: A survey of pre-interns asked participants to report on the value of several aspects of the program. The majority of pre-interns found their program to be of value, with the highest ratings given to program information and resources. (Pages 15-16)*

**6. To what extent do participating school districts provide in-kind contributions to the Pre-internship Program?**

*Summary Findings: Local education agencies draw on a variety of other funds to support the Pre-internship program, including: Federal Title II and Title VI, and State Peer Assistance and Review funds. The nature and extent of in-kind contributions varies widely from program to program, and an analysis of these differences will be included in the final report. (Page 16)*

**7. What are the recommendations regarding continuance, modification, or discontinuance of the Pre-internship Program?**

*Summary Findings: All indications from the first two years of implementation suggest that the Pre-internship Program has been effective in training teachers quickly and retaining them to create a larger supply of fully qualified teachers for California's public schools. Minor modifications to the program have been recommended as the program moves into the next phases of implementation. (Pages 16-18)*



## **PRE-INTERNSHIP TEACHING PROGRAM Background**

In 1997 the California Legislature passed and the Governor signed Assembly Bill 351 (Scott, Chapter 934, Statutes of 1997) establishing the Pre-internship Teaching Program. AB 351 (Scott) defines a Pre-internship Program as providing emergency teachers with "early, focused, and intensive preparation in the subject matter that they are assigned to teach and development in classroom management, pupil discipline, and basic instruction methodologies." The program is designed to facilitate as quickly as possible a candidate's entry into an internship or other teacher preparation program. The goals of the program are responsive to the significant and increasing need for additional teachers in California schools. The Pre-internship Program offers these teachers support and instruction in subject matter content as well as test preparation.

Prior to the creation of the Pre-internship Program, most emergency permit holders received little training or support because limited resources were available. The Pre-internship Program provides grant awards for training and support at \$2,000 per pre-intern per year to counties and school districts that participate in a competitive grant process. Agencies may apply singularly or jointly as a consortium. The Pre-internship Program seeks to improve the effectiveness and retention of these teachers, eventually replacing the emergency permit system with funded, formalized support for entry into an approved teacher preparation program. Local programs must provide subject matter instruction, support, and introductory pedagogy in classroom management, student discipline and teaching strategies.

The first year of the Pre-internship Program was limited to multiple subject teachers; the second year allowed for the addition of single subject teachers in mathematics, science and English. Funding increased from \$2 million to \$11.8 million in 1998. The increased funds were used to renew current programs and to add new programs. The California Commission on Teacher Credentialing (CCTC) received approval through AB 466 (Chapter 623, Statutes of 1999) to offer pre-intern services to pre-interns with special education assignments in September 1999.

CCTC began issuing Pre-internship Certificates in July 1998 to approved sponsoring education agencies. The requirements for a Pre-internship Certificate are the same as for an emergency permit, and candidates are those who have not completed the subject matter requirement for entry into a credential preparation program. Both require the completion of a bachelor's degree with a minimum number of units (forty for multiple or eighteen for a single subject credential with a minimum grade of "C") in the subject of the teaching assignment. Both also require the passage of the California Basic Educational Skills Test (CBEST).



However, the emergency permit requires that the holder take six units toward the completion of a teaching credential, while the Pre-internship Certificate requires that the holder take the appropriate subject matter examination required for completion of a credential.

A Pre-internship Certificate is issued for one year and may be reissued once if the holder takes the appropriate subject matter examination(s) and participates in an approved local Pre-internship Program. In compelling cases, a third certificate may be issued at the discretion of the Commission. Emergency permits continue to be issued under current regulations.

In March 1998, the first Request for Proposals (RFP) for pre-intern funding was issued to every school district, county office of education and post-secondary institution in California. Eighteen programs were awarded grants to serve 955 pre-interns. The length of the grant program was, at that time, one year. The source of the funds for the first RFP was the Federal Goals 2000 Program. In January 1999, a second RFP offering \$11.8 million from California's General Fund was issued which expanded the program into the approved single subject areas. Seventeen of the original programs were approved to continue and twenty-six new programs were added. On October 20, 1999, the Commission issued an RFP to expand the Pre-internship Program to Education Specialist teachers and added seven new programs as a result. Currently, 7,694 pre-interns are being funded.

The Commission established guidelines and operational plans for the award of pre-intern funds, conducted the grant award process, and monitored the quality of funded programs for pre-interns. To implement the program, the Commission consulted with representatives of the California Department of Education, classroom teachers, school administrators, other school employees, parents, school board members, and institutions of higher education. An advisory panel composed of representatives of these groups was appointed and met on March 2, 1998. The advisory panel agreed to add a program evaluation component to the legislative criteria. The panel also recommended the following implementation elements:

- Accept both first and second year emergency permit teachers to the program.
- Use the same subject matter requirements for the Pre-internship Certificate as for the Long Term Emergency Permit.
- Suggest to county offices and school districts that they design their programs initially to reflect the California Standards for the Teaching Profession.

Pre-internship Programs are required to provide subject matter preparation, introductory teaching skills, and coaching from an experienced teacher. In addition to these three program components, individual programs use local resources to individualize their programs. Many programs for pre-interns are collaborative efforts that tap the talents and expertise of teacher educators in colleges and universities and curriculum experts, human resources personnel and credential analysts in local education agencies.

The three required components have become more refined as Commission staff and local program directors have identified the needs of this unique population of teachers. The programs begin with at least 40 hours of basic teaching skills, prior to entry into the classroom, followed by practical teacher training throughout the school year. In some cases this training is provided by the local education agency (LEA) and, in some cases, by an institution of higher education (IHE). Colleges and universities also collaborate with program sponsors to analyze pre-interns' subject matter qualifications. From this analysis a pre-intern is assisted in developing an individual plan for completing subject matter requirements to enter a formal preparation program. Several colleges and universities have designed new course work and programs especially for pre-interns. Local programs have worked together to build programs with effective instruction and coaching that are based on best practices of teacher preparation and development.

The following schedule summarizes the path a pre-intern teacher takes to become fully credentialed.

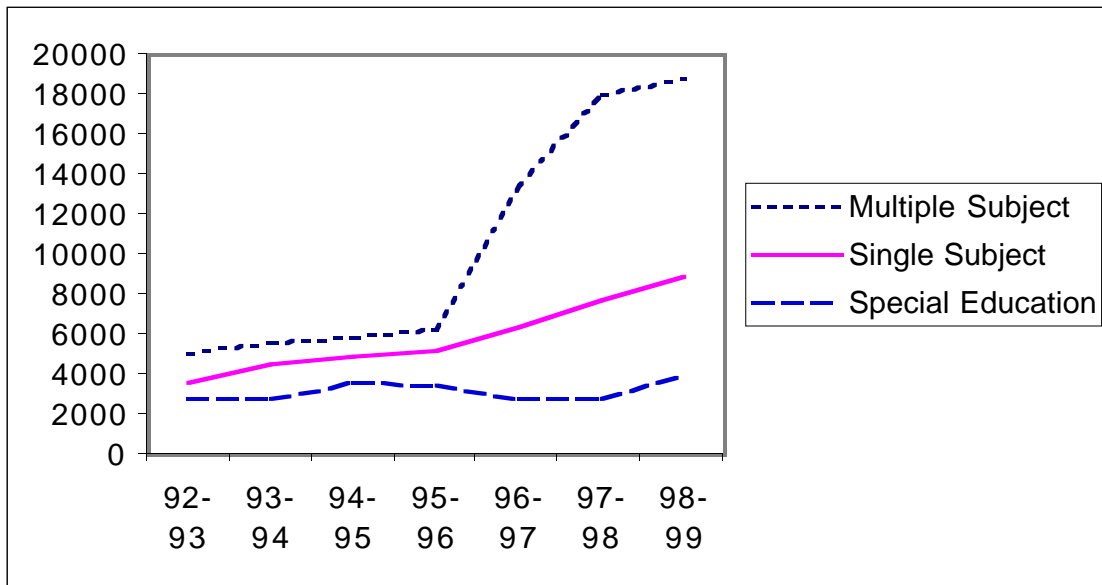
- **First Year:** The pre-intern teacher receives academic advisement, attends test preparation workshops, receives support from an experienced teacher, and takes required subject matter examinations.
- **Second Year:** The pre-intern teacher enters the Internship Credential Program or a traditional teacher preparation program with passage of subject matter examinations. If the examinations are not passed, the pre-intern continues advisement, support, and test preparation. The second year pre-intern teacher also typically completes course work before taking the subject matter examinations a second time.

### **Background on Emergency Permits**

Figure 1 below includes data from the Commission's "1997-98 Annual Report: Emergency Permits and Credential Waivers" which illustrate the permit issuance in recent years:

- The years 1992 to 1995 saw only a slight increase in the number of emergency permits.
- The impact of the state effort to reduce class size in primary grades is evidenced by the large increase in multiple subject emergency permits issued beginning in 1996-97. The total numbers of emergency permit teachers increased from 15,753 in 1995/96 to 24,503 in 1996/97.
- The effect of class size reduction continued in 1997-98 as issuances of multiple subject emergency permits grew to 17,981. These permits increased to 18,814 in 1998-99.
- Emergency single subject permits showed a moderate increase to 7,779 in 1997-98 and to 8,934 in 1998-99.

**Figure 1**  
**Emergency Permits Issued During the Years 1992-93 to 1998-99**



According to the Commission’s annual report, emergency permits authorized the service of 12% of the California teaching force in 1997-98. The Commission issued 30,029 emergency permits in the 1997-98 school year and 34,040 in 1998-99 as published in the annual reports.

**Statewide Pre-internship Program Survey**

The Commission’s Pre-internship Advisory Panel established a formal program evaluation for each program in order to answer questions that are required in the Interim Report to the Legislature. Program sponsors completed and submitted an evaluation study that included retention and success rates, an expense report, and a reflective narrative on the progress of the program.

Program evaluation data also includes surveys of pre-interns and coaches. In 1998-99, 795 surveys were distributed to pre-interns; 310 were returned. In 1999-2000, 2,723 surveys were distributed and 708 were returned. The results of the demographic study are summarized in Appendix A, which provides a profile of pre-interns. Included in the profile are such features as ethnicity, gender, experience, background, and motivation. Anecdotal evidence and direct quotes from program participants further illustrate the type of individual participating in this program. The data show that the program serves a high percentage of non-Anglo teachers, males, and second career starters. More than 60% of the participating pre-interns also have previous classroom experience.

## **State Law on Reports to the Legislature**

While including funds for the Pre-internship Program in the State Budget, the Governor and the Legislature also enacted a state law to govern the reports on this new program. Assembly Bill 351 (Chapter 934, Statutes of 1997) was authored by Assembly Member Scott and sponsored by the Commission. The questions to be answered in program reports as defined in the Education Code (Section 44306) are summarized next. For each of the following questions about the Pre-internship Program information is provided and references to achievements are drawn from the statewide Pre-internship Program Survey.

1. What is the number of participating districts and pre-intern teachers served?
2. What is the impact of the program on decreasing the number of emergency permits issued?
3. What are the retention rates of pre-interns as compared to emergency permit teachers?
4. What is the success rate of pre-interns, by year of participation, in meeting subject matter requirements for a credential?
5. How do pre-interns assess the effectiveness of the pre-intern preparation, support and assistance provided?
6. What are the sources and amounts of in-kind contributions to the pre-internship programs by participating school districts?
7. What are the recommendations regarding continuance, modification, or discontinuance of the Pre-internship Program?

### **Question 1: What are the number of participating districts, and how many pre-internship teachers are served?**

The Pre-internship Program has expanded significantly since its inception. The Program served 957 pre-interns in the 1998-99 fiscal year. In 1999-2000 programs were funded to serve 5,800 pre-interns in 49 programs in more than 300 school districts. The most recent RFP resulted in nine more new programs for the fiscal year 2000-01. At the current funding level, all pre-intern grant funds are committed.

Local programs may serve teachers in one or more authorized areas. Most programs have also been involved in other teacher support programs i.e., 93% participate in internship programs; 98% participate in BTSA. This seems to be an indicator of program success because support structures are in place. Many local education agencies applied for Internship and BTSA programs concurrently with applying for a Pre-internship Program. In fact, joint applications for Intern and Pre-internship Programs are encouraged. Table 1 indicates the number of pre-interns in each program for the 2000-2001 school year, the types of pre-interns each program serves and other support programs they operate.

**Table 1**  
**Pre-internship Program Authorizations and Support Programs**

Program Name	Number Pre-Interns	Multiple Subject	Single Subject	Special Education	Intern Program	BTSA Program
Alameda COE	135	X	X		X	X
Alhambra /CSULA	25			X	X	X
Alhambra SD	45	X		X	X	X
Alisal USD	30	X			X	X
Alum Rock USD	80	X	X	X	X	X
Anaheim UHSD	30		X	X	X	X
Antelope Valley UHSD	115	X	X		X	X
Azusa USD	32	X			X	X
Bakersfield CSD	65	X			X	X
Baldwin Park USD	65	X			X	X
Cal State Teach	300	X	X		X	X
Claremont USD	89	X	X	X	X	X
Clovis USD	35	X	X		X	X
Downey USD	57		X		X	X
El Rancho USD	150	X	X	X	X	
Fontana USD	185	X	X		X	X
Fresno USD	105	X	X		X	X
Glendale USD	30	X	X			X
Hawthorne SD	200	X			X	X
Imperial COE	150	X	X		X	X
Kern COE	150	X	X		X	X
Kings COE	70	X	X	X	X	X
Lancaster SD	41	X	X		X	X
Long Beach USD	200	X		X	X	X
Los Angeles COE	200	X	X		X	X
Los Angeles USD	2,025	X	X	X	X	X
Madera USD	20	X			X	X
Merced	80	X	X	X	X	
Montebello USD	140	X	X	X	X	X
Monterey COE	50	X	X		X	X
Northeastern Consortium	40			X	X	X
Norwalk-La Mirada	80	X	X		X	X
Oakland USD	250	X	X	X	X	X
Oceanside USD	10	X		X	X	X
Ontario-Montclair SD	80	X		X	X	X
Orange COE	200	X		X	X	X
Palmdale SD	90	X		X	X	X
Pasadena USD	110	X	X	X	X	X
Placer COE	30		X	X	X	X
Pomona USD	60	X			X	X
Riverside COE	500	X			X	X
Sacramento City USD	50	X	X		X	X
Sacramento COE	60	X	X	X	X	X
San Diego CSD	50	X			X	X
San Francisco USD	90	X	X	X	X	X
San Joaquin COE	230	X	X	X	X	X
San Mateo COE	100		X	X	X	X
Santa Clara COE	50	X	X	X	X	X
Santa Cruz COE	100	X			X	X
Saugus USD	30	X	X		X	X
Solano COE	40	X	X	X		X
Stanislaus COE	70	X	X		X	X
Torrance USD	75	X	X	X		X
Tulare COE	70	X			X	X
Ventura COE	120	X	X	X	X	X
Walnut Valley USD	80	X	X			X
West Contra Costa USD	100	X			X	X
Yuba COE	30	X	X		X	X

**Question 2: What is the impact of the program on decreasing the number of emergency permits issued?**

With a third of California's districts currently participating in the Pre-internship Program, over 7,000 pre-interns are participating in the Pre-internship Program instead of serving on an emergency permit. When the last Pre-internship RFP was issued in January 2000, ten new proposals were submitted. Of those ten, nine were approved for new programs. As local programs grow, they expect to significantly reduce their districts' needs for emergency permits. The numbers of individuals serving on Emergency Permits has increased, overall, during the first two years of implementation of this program. Factors contributing to the growth in Emergency Permit usage include: the continued effects of class size reduction; teacher retirements; and record numbers of students being served in California's public schools. The Pre-internship and Internship programs are funded at a significantly higher rate in 2000-01 than they have been in prior years, which will enable many more emergency permit holders to move off of emergency permit status and into a systematic preparation program with demonstrated results.

**Question 3: What are the retention rates of pre-interns compared to emergency permit teachers?**

Commission data on pre-interns is based on the 1998-99 school year, the first year of the Program. However, these data are highly encouraging. A primary focus of the Pre-internship Program is to retain individuals who might otherwise leave the profession by providing them with an organized system of support and instruction. Pre-internship Program directors provided first-year retention rates through the Pre-internship Director's Survey that the programs were required to return to the Commission by September 1, 1999. Table 2 represents the reported retention rates for 15 out of 18 Pre-internship Programs in the first year of implementation.

In the first year of the Pre-internship Program, 975 pre-interns participated. Almost 90% percent of them were retained for a second year, as opposed to around 65% of first year emergency permit teachers as indicated by Commission statistics. Teachers who remained in the program for a second year or who transferred to another Pre-intern Program or a teacher preparation program were included in the retention figures. Given that other employment variables for these teachers are the same, one may argue that this improvement in retention is the direct result of the support of the Pre-internship Program.

**Table 2**  
**Percentage of Pre-interns Retained in the Teaching**  
**Profession In 1998-99**

<i><b>Pre-internship Program</b></i>	<b>Retention Rate</b>
Program A	99.0%
Program B	97.1%
Program C	96.7%
Program D	96.3%
Program E	90.8%
Program F	90.0%
Program G	88.7%
Program H	87.8%
Program I	87.5%
Program J	85.0%
Program K	83.0%
Program L	82.9%
Program M	82.5%
Program N	81.0%
Program O	73.0%
<b>Average</b>	<b>88.9%</b>

Of the individuals who received their first long-term emergency permits in the 1997-98 school year, 32% did not apply for any type of teaching authorization the following year. Multiple subject teachers in this group did not reapply at a rate of 29%. Non-application rates for both single subject emergency teachers and Special Education emergency teachers were 38%. These rates for first-time emergency permit holders in the previous two years were similar both in the overall rate and in rates among specific authorizations. These data are consistent with data collected over the last several years that indicate that as many as one-third of emergency permit holders in a given year are lost through attrition. Early reports on attrition of pre-interns indicate an overall rate of just over 11 percent. In Program surveys and interviews of pre-interns conducted in 1998/99, the majority of those who responded reported that support and assistance are the primary factors in their decision to remain in teaching.

**Question 4: What is the success rate of pre-interns, by year of participation, in meeting subject matter requirements for a credential?**

The subject-matter component of all programs includes the development of an individualized instruction plan through an assessment of each pre-intern's subject-matter strengths and weaknesses. Transcript evaluations, self-

assessments, and results of prior examinations (if applicable) contribute to the development of the individualized plan. Program evaluation has led directors to conclude that subject matter training must be focused in several ways to address different needs: testing strategies, test anxiety, and content instruction. In some cases pre-interns attain their subject-matter competence through courses taken at local colleges or universities. The Commission encourages programs to be creative in developing subject-matter training, such as workshop or seminar formats and site-based courses. Along with subject-matter content instruction, programs provide training in test-taking strategies.

Nearly 60% of pre-interns passed their subject matter examinations in the first year. These figures are similar to the pass rates of all test takers, despite the fact that pre-interns are largely members of groups that tend to pass at lower rates than the general population (CCTC, Carlson et al, 2000). One Pre-intern Program reported a pass rate of 85% in the first year. Local programs feel confident that most of the remaining 40% of pre-interns can pass their subject matter examination(s) or complete their course work in their second year of pre-internship, and move into an internship or traditional preparation program.

Preparation toward obtaining subject-matter competence is a key component of the Pre-internship Program. Program participants are often recruited based on the fact that they have previously struggled with this credential requirement and are most likely to benefit from program services.

**Figure 2**  
**Percentage of Pre-interns Who Previously Took Subject Matter Exams**

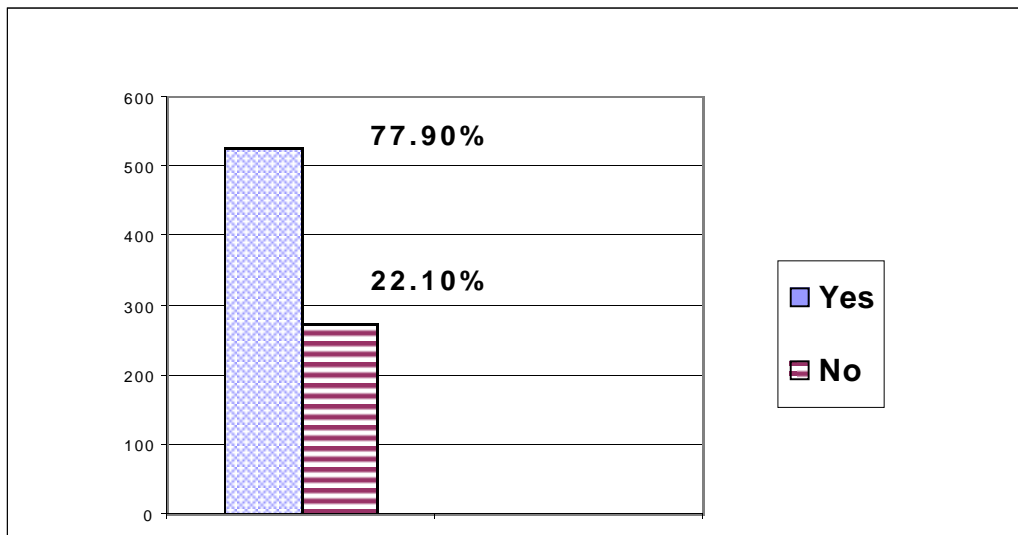
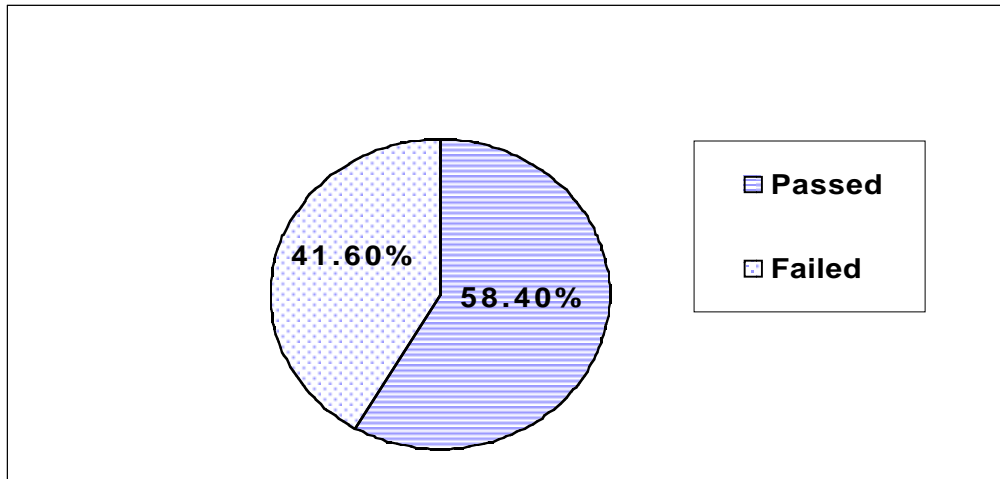


Figure 2 shows that the majority of pre-interns have previously taken and failed a subject matter examination before entering a Pre-intern Program. *The Annual Report on the Multiple Subjects Assessment for Teachers (MSAT) October 1992-June 1999* (CCTC, 1999) reveals that the likelihood of passing the examination actually



is reduced each time an individual repeats the examination, making pre-interns a group which would not be likely to succeed at the same rate as other test takers.

**Figure 3**  
**Pre-intern Examination Passage Rate**



With this in mind, staff anticipated that passage rates on subject-matter examinations among this group might be lower than that of the entire population. Figure 3 shows the overall pass rate for Pre-interns taking the test in their first year in the program. First year results indicated that the passage rate for programs statewide was 58.4%. Table 3 (reprinted from the report cited above) identifies the total number of individuals who took and passed the two sections of the examination which are the multiple choice Content Knowledge and the written response Content Area Exercises. Over three attempts not only did the numbers who took the test again diminish, but the percentage that passed also dropped dramatically.

**Table 3**  
**Analysis of Cumulative Passing Rates on the MSAT**

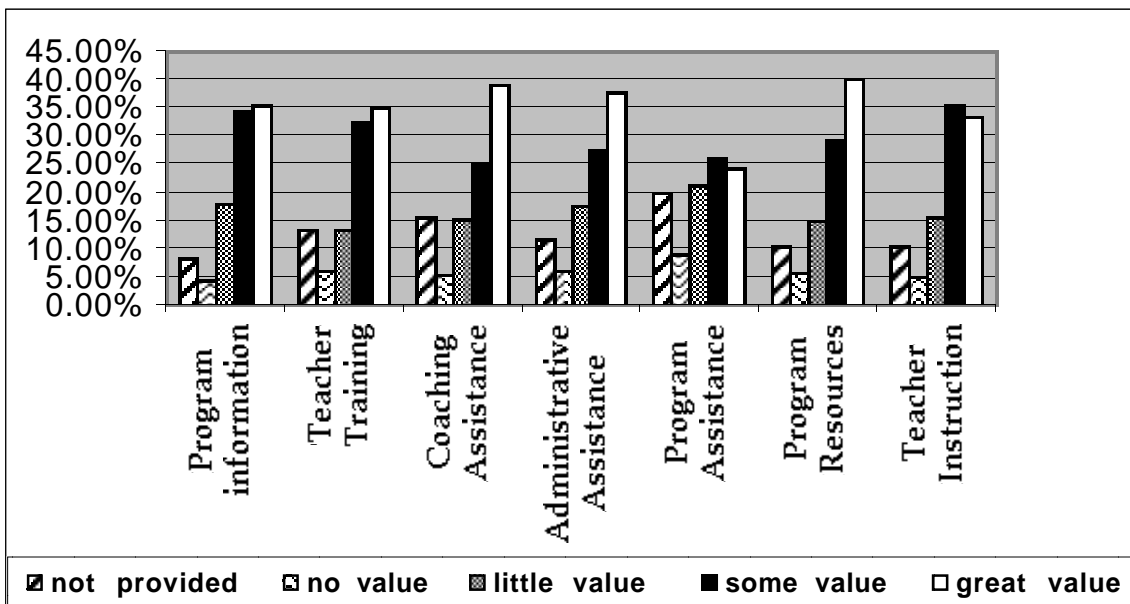
<b>MSAT (by Section)</b>		<b>October 1992-June 1999</b>	
<b>CONTENT KNOWLEDGE</b>	<b># Taking</b>	<b># Passed</b>	<b>% Passed</b>
1 <sup>st</sup> Attempt	49,469	33,874	86.5
2 <sup>nd</sup> Attempt	10,021	2,912	29.1
3 <sup>rd</sup> Attempt	4,756	1,011	21.3
<b>CONTENT AREA EXERCISES</b>			
1 <sup>st</sup> Attempt	49,018	30,763	62.8
2 <sup>nd</sup> Attempt	10,014	3,424	33.9
3 <sup>rd</sup> Attempt	4,013	1,062	26.5

The same report indicates that the overall first time passing rate for all MSAT test-takers who consider English their best language as 64.6%. Twenty five percent of pre-interns cite their primary language as one other than English that suggests that overall pre-intern pass rates will be lower than pass rates for primary English speakers. Although nearly 80% of pre-interns have previously taken the examination, 58.4% passed the test after one year of pre-intern preparation which is twice as many as repeat takers overall. The comparison indicates that the Pre-internship Program has been successful in assisting these teachers to achieve their goal. These rates can be expected to improve as local programs hone and expand their efforts in subject matter content instruction.

**Question 5: How do pre-interns assess the of effectiveness of the pre-intern preparation, support and assistance provided?**

Pre-interns were surveyed during the first and second year of the program to obtain their assessment of the local program services that they received. The second year survey covered the areas of *program information, teacher training, coaching, administrative assistance, program resources, and teacher instruction in subject matter content.*

**Figure 4  
Evaluation of the Pre-internship Program by Pre-interns**



Of the program areas addressed on the survey, the responses showed *program information and resources* to be the most valuable. *Program information* might include a calendar of instruction, examination information, and credential

information. *Program resources* might include books, study guides, and instructional materials. *Teacher training and instruction* ranked second in pre-intern responses. Training refers to learning teaching skills, while instruction refers learning subject matter. *Coaching assistance* received the highest number of “great value” responses. Figure 4 illustrates that the majority of pre-interns found their program to be of value. Staff will use results of individual program surveys to help local programs identify areas in need of improvement.

**Question 6: To what extent do participating school districts provide in-kind contributions to the Pre-internship Program?**

The sources of funds that pre-intern programs use over and above pre-intern grant funds include but are not limited to Title II, Title VI, and Peer Assistance and Review funds. In some cases districts and county offices are using their own budgetary funds (professional development, facilities, supplies, administration) to supplement their pre-internship programs. Though the Commission is still gathering data on the kinds of funds being used to supplement pre-internship programs, a few interesting observations suggest the need for further study. For instance, a wide disparity exists among programs in the amount of additional funds that are used to operate the programs. One program contributed 86% of their program dollars from local funds, while another program relied solely on the state grant funds. Analysis of the correlation between program quality, program size and program costs will be developed in the coming year of implementation.

**Question 7: What are the recommendations for continuance, modification, or discontinuance of the Pre-internship Program?**

**Continuance of the Program**

Investing in the future of pre-interns increases the likelihood that our children will learn from teachers who know their subjects and that the pool of teacher candidates will also increase. The Pre-internship Program has shown that we can significantly raise the retention level and the quality of teachers in training. These conclusions are consistent with other teacher support programs such as BTSA and the Internship Program. The Pre-internship Program is an alternative that produces desirable results in stabilizing the teaching profession. Therefore, the Commission recommends continuance of the Pre-internship Teaching Program with the goal of fully funding all eligible pre-intern teachers.

As this report has previously detailed, the teacher shortage in California is a continuing problem. The Pre-internship Program has been effective in training teachers quickly to create a larger supply of competent teachers. The Pre-

internship Program will take on even greater importance as teacher retirements, opportunities in the private sector, population growth, and education reform continue to impact teacher supply.

The intent of pre-internship legislation was to replace “the emergency permit system with intensive pre-intern preparation and development.” (Ed Code 44300 Sec. 1, 6.c.2.) Further, “if the examination of the Pre-internship Teaching Program...demonstrates that the program should continue because it has been successful in better preparing and retaining pre-intern teachers than the emergency permit system, sufficient resources to fully fund the Pre-internship Teaching Program shall be appropriated by July 2002.” (Ed Code 44300 Sec. 2, b.2) The Governor and the Legislature approved the Commission’s request to link the funding between the Pre-internship and Internship Programs via SB 1666 (Alarcon) Chapter 70 of the statutes of 2000. This measure provides the Pre-internship Program with the flexibility to serve the current demand.

### **Potential Modifications to the Program**

Policy makers might consider moving in the following ways to expand and improve the Pre-internship Program.

#### **Expansion of the Pre-internship Program**

The Pre-internship Program served approximately 5,800 pre-interns in the 1999-2000 school year. Local programs have pledged to serve 7,694 pre-interns in 2000-2001. In order to serve all eligible emergency permit holders, the Pre-internship Program can reasonably be expected to grow by at least 2000 pre-interns each year for several more years. With the linking of pre-intern and intern funds the current demand can be met. If demand unexpectedly increases due to factors such as further class size reductions or unanticipated teacher retirements, funding levels would need to be increased.

#### **Clean-up Legislation**

A review of the data suggests that the Pre-internship Program has been successful and should be continued. Greater success could be achieved, however, if the program more closely reflected the developmental needs of the pre-interns. This could be accomplished by making minor changes in the language of Education Code Section 44305. Currently, the Statutes allow a Pre-internship Certificate to be renewed for one additional year only if the holder takes the appropriate subject matter examination. Many pre-interns may earn their credential within one year by taking course work in the subject area. Policy makers might want to consider creating another option in law allowing pre-interns to complete course work to demonstrate subject matter competence when the course work option is more expedient than the subject matter examinations.

## **Building Local Capacity**

Increasing local capacity in the pre-internship program is important because sponsors of local Pre-internship Programs are responsible for the complexities of the program. They develop, implement, monitor, evaluate and revise their local programs in collaboration with local stakeholders, including district office personnel, coaches and pre-interns, teacher bargaining agents, and university partners. To accomplish this, local sponsors need support and information about what makes a quality program.

To provide this support and information, the Commission has formed a Pre-internship Regional Network throughout California. The regional network is designed to build local capacity by creating a structure that allows each region to offer support and assistance activities that are regionally appropriate. The regions and regional lead agencies listed in Appendix C were selected in July 2000 from existing Pre-internship Programs to provide more direct support to local programs to accommodate program expansion. Regional Consultants perform their responsibilities in collaboration with Commission Staff. The next step is to hold meetings throughout 2000-2001 in each region. The regional networks are intended to provide technical support to sustain the quality of the Pre-internship Program should expansion of the program be approved. Other efforts to build local capacity are described in Appendix B.

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- California Department of Education. (1999). CBEDS Report.
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# **APPENDICES**



# Appendix A

## PRE-INTERN PROFILE

In addition to the legislative mandates, the Commission is also studying the demographics of pre-interns. Knowing more about this population of teachers can help improve their success. The following results are based on responses from the 43 programs in operation during 1999. The major items surveyed were ethnicity, age, gender, experience, background, and motivation. Table A-1 indicates the ethnicity of pre-interns.

**Table A-1**  
**Ethnic Distribution of Pre-Interns**

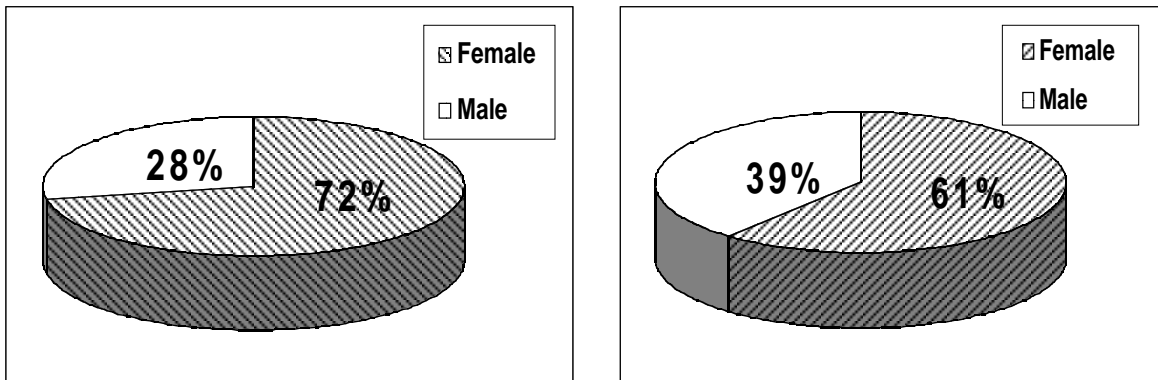
Latino, Hispanic	33%
Caucasian	32%
African American	23%
Filipino	1%
Native American	1%
Southeast Asian	1%
Other (no response or response not listed on the survey)	9%

Up to sixty-three percent of pre-interns are from ethnic groups underrepresented in the teaching profession, compared with 22.4% of credentialed teachers statewide (CBEDS, CDE, 1998.) Also note that the high percentage of Hispanic teachers indicates a closer match ethnically with students and pre-intern teachers than the general teacher work force. The “Other “ category on the table includes those who did not respond to the question and those who responded with an answer not offered on the survey, such as Armenian, East Indian, and Portuguese.

“ ...without the Pre-internship Program I could not have afforded the money or time to teach. This program is truly walking the talk and has given me the most wonderful opportunity of my life—to teach!”

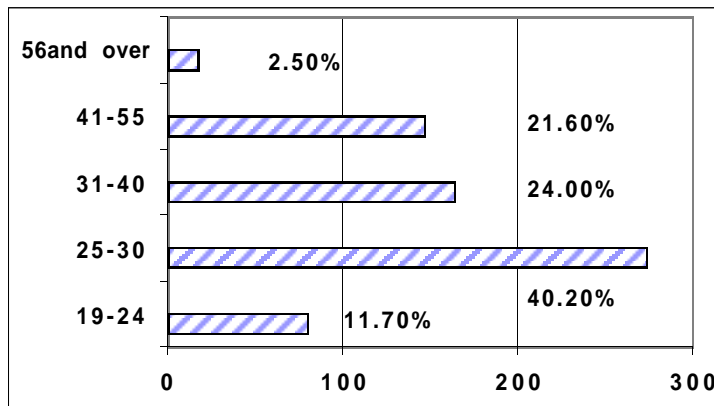
Pre-intern Teacher, 2000

**Figure A-1**  
**Pre-intern Gender 1998-1999**                      **Pre-intern Gender 1999-2000**



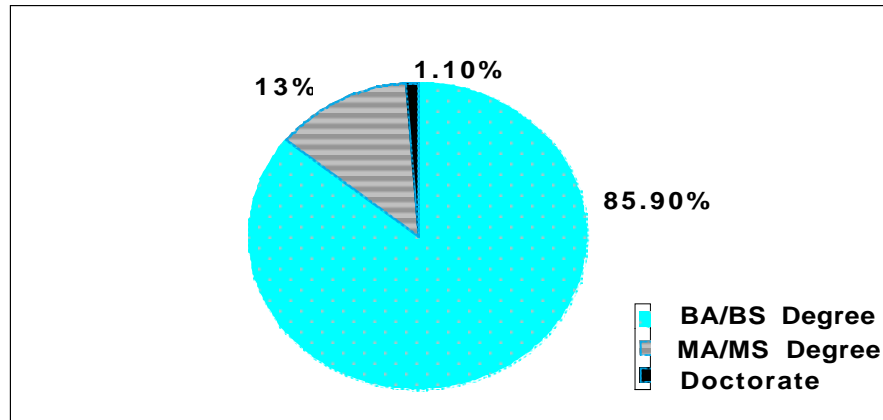
In the first year of the Pre-internship Program, 72% of pre-interns reported their gender as female, and 28% reported they were male. In the second year, the gender breakdown of program participants was 61% female, 39% male, a significant increase in males (Figure A-1). The addition of single subjects, which traditionally include a higher percentage of males, may be responsible for this increase. While most pre-interns are women, the percentage of men is now significantly higher than the general teacher population, which SRI International reports at 29% (Shields et al, 1998).

**Figure A-2**  
**Pre-intern Age Distribution**



Fifty-four percent of pre-interns are under 30 years of age and forty-six percent are over 30 years of age, reflecting once again the diversity of this teaching population. It also suggests the maturity and experience that older pre-interns bring to the job and potential for long careers in education in younger pre-interns.

**Figure A-3  
Degrees Held by Pre-interns**



Sixty-nine per cent of pre-interns have completed college course work beyond a baccalaureate degree, and 13% hold a master’s degree. A few even hold doctoral degrees. However, advanced degrees may not be in the area of a pre-intern’s teaching assignment or may be more specialized than the subject areas authorized by a Pre-intern Certificate. In these cases, even a pre-intern with a doctorate may need some additional subject matter preparation.

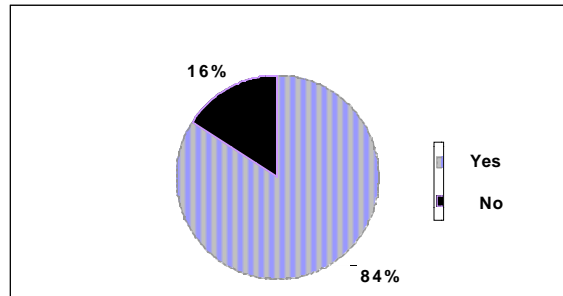
**Table A-2  
Pre-intern Career Experience**

<b>PRIOR OCCUPATION</b>	<b># SURVEYED</b>	<b>AVERAGE YEARS OF EXPERIENCE</b>
<b>Education</b>	<b>351</b>	<b>3.9</b>
<b>Business</b>	<b>551</b>	<b>4.5</b>
<b>Sales</b>	<b>159</b>	<b>4.3</b>
<b>Food</b>	<b>121</b>	<b>4.8</b>
<b>Entertainment</b>	<b>96</b>	<b>4.9</b>
<b>Medical</b>	<b>90</b>	<b>4.4</b>
<b>Government</b>	<b>73</b>	<b>5.0</b>
<b>Sports/Recreation</b>	<b>54</b>	<b>3.4</b>
<b>Military</b>	<b>26</b>	<b>12.3</b>
<b>Miscellaneous</b>	<b>185</b>	<b>4.2</b>

Pre-interns typically come to teaching from other professions as demonstrated by Table A-2. Of those surveyed the highest number come from business (551) with an average of 4.5 years of experience. Those with the highest average years of previous career experience (12.3) came from the military, though the number of them was relatively small (26). The miscellaneous category included people from many different types of jobs with museums, churches, and libraries to mention a few.

**Figure A-4**  
**Pre-intern Prior Classroom Experience**

However, the second highest number have previously worked in education, in such capacities as paraprofessionals, preschool teachers, adult education teachers, emergency permit teachers, and private school teachers. These pre-



interns already have an average of 3.9 years of experience in the classroom. Though this is not a prerequisite of the program, it is a welcome aspect. One individual had been a pre-school director for 19 years. Several had been teachers in private schools for 25 years, one for 32 years. Many had over 10 years experience.

**Table A-3**  
**Pre-intern Interest in Teaching**

Reason	Most important	Very important	Somewhat Important	Little Importance	No Importance
Value of Education	67%	23%	7%	2%	1%
Work with Children	47%	34%	14%	3%	2%
Teacher Influence	13%	21%	27%	18%	21%
Time with Family	16%	18%	25%	19%	22%
Job	20%	25%	30%	15%	10%
Employment Mobility	9%	21%	30%	19%	21%
Self Growth	43%	26%	20%	7%	4%
Desire to Teach	19%	20%	25%	18%	18%
Occupation Change	7%	15%	19%	17%	42%
Professional Autonomy	15%	26%	28%	18%	13%
Teacher Family Member	10%	13%	16%	9%	52%
Financial Benefits	7%	14%	28%	25%	26%

This table of pre-intern responses is adapted from a survey previously published by the National Center for Education Information (C.E. Feistritzer 1992).

Pre-interns identified a variety of reasons for entering teaching. Table A-3 indicates the range of reasons and rates the importance of each reason by percentage of respondents. Pre-interns seem to come to teaching most often for altruistic reasons such as improving the social order and helping children. Thirty-nine per cent of the pre-interns who responded have familial connections to a teacher, and over half were influenced by other teachers. When the high desire for job security and the low interest in job mobility are factored in, pre-interns appear to be a stable population. The idealism and stability of this population suggests the value of these teachers to education.

Combined with their previous education experience and maturity level, the indications are that pre-interns are likely to have a lower attrition rate than those who follow a traditional route to teaching. This assumption is borne out by the retention data shown on Table 2. Contrary to popular views that teachers in emergency placements are not committed to teaching, many pre-interns talk about teaching as “a calling,” “a moral obligation,” and “meaningful.”

The following are a sampling of the comments:

☐ “I think the Pre-internship Program is successful because it gives me the opportunity to change careers to teaching and work as a teacher while I earn my credential.”

--Pre-intern Teacher, 2000

☐ “As a former Vice President of .....Aerospace and Electronics, I experience the job of teaching high school the most rewarding and most challenging work that I have ever done. I love the work and the students and am grateful to be given the opportunity to teach.

--Pre-intern Teacher, 2000

☐ “I felt this program was of positive benefit for [me] even more than for my [pre-intern]. I was able to improve my skills working with new teachers of which there seem to be many each year.”

--Pre-intern Coach, 2000

☐ “The Pre-intern Program helped me switch from merely trying to keep my head above water to being a more organized and effective teacher.”

Pre-intern Teacher, 2000

☐ “Through this program, I have confirmed that teaching is what I want to do with the rest of my life.”

--Pre-intern Teacher, 2000

☐ “The Pre-intern Program] motivated me to finally and actually take the MSAT, and I passed on my first try, something I am very proud of.”

---Pre-intern Teacher, 2000

- “As a pre-intern, I received extra time to study for the MSAT. With the demands of teaching full time, as well as family demands, it was very difficult for me to study thoroughly for the MSAT, as well as take nine quarter units toward a credential. When I entered the Pre-internship Program, however, I did not have to take the nine quarter units for a year, which gave me the time I needed to study and pass the MSAT.”  
--Pre-intern Teacher, 2000
- “The pre-intern coordinator in our district made sure we knew what the MSAT was and also made sure that we had experts...giving us testing tips and instruction in subject matter.”  
--Pre-intern Teacher, 2000
- “I had a successful year thanks in large part to the [Pre-internship] Program, and I was able to develop an excellent working relationship with my mentor and my principal.”  
--Pre-intern Teacher, 2000
- “The Pre-internship Program benefited me by helping me learn how to teach more effectively. It also helped me with planning and organization. It has been a great network that will most likely last for years.”  
--Pre-intern Teacher, 2000
- “Thank you! I am so grateful for the opportunity to be in this program. It is tremendous in every way—the program and the instructors.”  
--Pre-intern Teacher, 2000

Appendix A

## **Appendix B**

### **BUILDING LOCAL CAPACITY**

In addition to assisting local programs in the implementation of their Pre-intern Programs, CCTC staff has increased local capacity to serve pre-interns in two ways. The first approach is for CCTC to connect local programs with supplementary resources and support services that are administered outside the CCTC. The following are three examples of these efforts:

1. THE CCTC has worked with The California Institute on Human Services at Sonoma State University and the California Department of Education to assist the Pre-internship Program in the implementation of education specialist programs through a Special Interest Grant (SIG). The SIG supports CalSTAT, a program that seeks to improve outcomes for children with disabilities by creating a unified education system. It is specifically mandated to work with teachers assigned to special education classrooms without an appropriate credential. Staff from all three agencies are currently investigating the best ways to accomplish the goals of CalSTAT through the Pre-internship Program.
2. CCTC staff is working with other education agencies to develop for pre-interns a system by which they will attain the level of proficiency in the use of computer technology required by the Commission's new technology standards. The California Subject Matter Projects partnered with the Commission and the County Superintendents of Education Association to provide pre-interns with these prerequisite skills through a capacity building federal technology grant of over \$100,000. The pilot project will work with six county offices of education to facilitate their Pre-intern Programs with technology. The project goal is to improve the quality of services and provide pre-interns with the opportunity to use technology to develop their skills by such means as:
  - engaging in chat rooms with other pre-interns,
  - dialoguing with their coaches via email, and
  - using the internet to research subject matter content and plan lessons.
3. CCTC staff has also collaborated with the Subject Matter Projects in order to develop a resource data base through the grant for pre-interns to enhance their teaching knowledge and skills. The county pre-intern directors and the technology director met in January 2000 to develop

implementation plans for each county tailored to their local program. They have held county sessions in technology training for a select pilot group of pre-interns and their coaches. These implementation plans will be used to write a proposal for continued technology assistance with a larger implementation grant for next year.

The second approach is for CCTC to connect local programs with supplementary resources and support services that are administered within the CCTC. The following are three examples of these efforts:

1. CCTC has negotiated with some Pre-intern Programs to participate in the AB 496 loan forgiveness program administered by CCTC for preparing pre-interns who are teaching mathematics. These additional funds allow them to provide more instruction for those teachers who may be further from the goal of subject matter competence. Staff continues to seek out other complimentary funds to enhance the quality of instruction and support provided by the Pre-internship Program.
2. CCTC staff has made many informational presentations on the pre-intern program at conferences, conventions, workshops, seminars, and organizational meetings such as the Credential Counselors and Analysts of California Annual Conference, California Council on the Education of Teachers Conference, Association of California School Administrators, California School Boards Association annual meeting, the Liberal Studies Conference and National Association for Alternative Certification Conference. At the outset the Pre-internship Program was the only one of its kind in the country. Since then, numerous states such as Alabama have begun programs model after California's Pre-internship Program. They have received information directly from staff and from the CCTC web-site.
3. CCTC Certification, Assignments and Waivers Division has worked closely with the Professional Services Division that administers the program to make license transferal from emergency permit to pre-intern certificate easier. Pre-interns entering new programs can exchange their existing emergency permits for pre-intern certificates at no charge and all pre-intern certificates are expedited



# Appendix C

## **PRE-INTERN REGIONAL NETWORKS**

**(Pre-internship Programs by Regions)**

### **Region 1**

#### **SACRAMENTO VALLEY AND NORTHEASTERN CALIFORNIA**

##### **San Joaquin COE, Regional Lead Agency**

Northeastern California Consortium  
Placer County Office of Education  
Sacramento City Unified School District  
Sacramento County Office of Education  
San Joaquin County Office of Education  
Solano County Office of Education  
Stanislaus County Office of Education  
Yuba County Office of Education

### **Region 2**

#### **OAKLAND-SAN FRANCISCO BAY AND SURROUNDING AREAS**

##### **Oakland USD; Santa Clara COE, Regional Lead Agencies**

Alameda County Office of Education  
Alum Rock Union School District Pre-  
internship Program  
Cal State TEACH Pre-internship Program  
Milpitas Unified School District Pre-internship  
Program  
Oakland Unified School District Pre-internship  
Program  
San Francisco Unified School District Pre-  
internship Program  
San Mateo UHSD\*  
Santa Clara County Office of Education  
Santa Cruz County Office of Education  
Monterey County Office of Education  
Alisal Unified School District  
West Contra Costa USD

### **Region 3**

#### **CENTRAL AND COASTAL CALIFORNIA AND SURROUNDING AREAS**

##### **Kern COE; Tulare COE, Regional Lead Agencies**

Bakersfield CSD\*  
Clovis Unified School District  
Fresno Unified School District  
Kern County Office of Education  
Kings County Office of Education  
Madera Unified School District  
Merced County Office of Education  
Tulare County Office of Education

### **Region 4**

#### **LOS ANGELES, VENTURA AND SURROUNDING AREA**

##### **Ventura COE, LACOE, Regional Lead Agencies**

Los Angeles Unified School District  
Montebello Unified School District  
Norwalk-La Mirada Unified School District  
Saugus USD \*  
Torrance Unified School District  
Ventura County Office of Education  
Pasadena USD

### **Region 5**

#### **SAN GABRIEL VALLEY AND INLAND EMPIRE AREAS**

##### **Baldwin Park USD, Regional Lead Agencies**

Antelope Valley Union High School District  
Azusa Unified School District  
Baldwin Park Unified School District  
Claremont Unified School District  
Fontana USD\*  
Lancaster School District  
Ontario-Montclair School District  
Palmdale School District  
Pomona Unified School District  
Riverside County Office of Education  
Walnut Valley

### **Region 6**

#### **SAN DIEGO AND SURROUNDING AREAS**

##### **Orange COE, Regional Lead Agencies**

Anaheim UHSD\*  
Imperial County Office of Education  
Oceanside USD\*  
Orange County Office of Education  
San Diego City Schools

**\* New Programs**