



COMMISSION ON  
**TEACHER CREDENTIALING**  

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*Ensuring Educator Excellence*

**Annual Report Card on  
California Teacher Preparation Programs  
For the Academic Year 2011-2012**

**As Required by Title II of the Higher Education Act**

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## Vision Statement

All of California's diverse learners, preschool through grade 12, are inspired and prepared to achieve their highest potential by a well-prepared and exceptionally qualified educator workforce.

## Mission Statement

To inspire, educate and protect the students of California.

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# **Annual Report Card on California Teacher Preparation Programs for the Academic Year 2011-2012 as Required by Title II of the Higher Education Act**

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## **Introduction**

This agenda item presents the *Annual Report Card on California Teacher Preparation Programs for the Academic Year 2011-2012* as required by Title II of the Higher Education Act. In 2008, the law was reauthorized and substantial changes were made to the Title II data collection and reporting requirements. The 2008-09 reporting year was the pilot year in which states were asked to implement the changes and the 2009-2010 reporting year started full implementation of the new requirements. This is the thirteenth annual report and it includes the pass-rate data for all examinations used for teacher credentialing purposes in California in addition to data for the new reporting requirements.

## **Background**

Section 207 of Title II requires institutions to submit annual reports to state agencies on the quality of the teacher preparation programs. States are required to collect the information contained in these institutional reports and submit an annual report to the United States Department of Education (ED) that reports on the success of teacher preparation programs and describes efforts to improve teacher quality. These report cards are also intended to inform the public of the status of teacher preparation programs. The new reporting requirements for Title II impact (1) the sponsors of all teacher preparation programs; (2) the state agencies that certify new teachers for service in public schools; and (3) the Secretary of Education.

## **Reauthorization of the Higher Education Opportunity Act and Title II Requirements**

The Higher Education Opportunity Act (HEOA) legislation was reauthorized in August 2008 with some of the changes implemented beginning with the 2007-2008 year's state report, such as the elimination of the quartile rankings as well as the elimination of the requirement to report on waivers. Some of the modified requirements include scaled scores for each assessment, statewide average scaled scores, and two separate reports (traditional and alternative routes) for program sponsors. The 2009-2010 reporting year required full reporting through the new system for both states and program sponsors. Commission staff worked with the testing contractors and ED and implemented the new requirements. The Commission continues to offer technical assistance webcasts to provide information to California's program sponsors for the new reporting system.

## **Institutional and Program Report Cards for 2011-2012**

Westat, the ED's contractor, developed a web-based data entry tool called the Institutional and Program Report Card (IPRC) and states were given the option to either develop their own system or use Westat's IPRC. Commission elected to use Westat's system because it is free to the states and the data will be collected uniformly across many states. Fifty-four states and outlying areas used the IPRC developed by Westat for the 2011-2012 reporting year. All California's program sponsors who have approved Multiple Subject, Single Subject, and Education Specialist preliminary credential programs submitted their institutional and program report card data to

Westat on or before April 30, 2013, in compliance with federal reporting deadlines set forth in Title II.

The IPRC web system collected information in the following sections:

- Section I: Program Information, Admission Requirements, Program Enrollment, Supervised Experience, Teachers Prepared by Subject Area and Academic Major, and Program Completers
- Section II: Annual Goals; Assurances
- Section III: Assessment Rates and Summary Rates for 2009-2010, 2010-2011, 2011-2012
- Section IV: Low-Performing Teacher Preparation Programs
- Section V: Technology
- Section VI: Teacher Training (General education and Special education)
- Section VII: Contextual Information (Optional)

### **The State Report Card for 2011-2012**

Sections 205 through 208 of the *Title II of the Higher Education Act (HEA)*, as amended in 2008 (PL 110-315) call for increased or different types of accountability for programs that prepare teachers. Section 205 of the Title II requires annual reports from each institution of higher education (IHE) that conducts a traditional preliminary teacher preparation program or an alternative route program to state certification or that enrolls students receiving federal assistance under HEA (e.g., Title IV).

States are responsible for coordinating the IHE traditional route, IHE-based alternative route, and non-IHE-based alternative route data collection. There are many common data reporting elements in the IHE and state Title II data collections. Much of the data that the IHEs and non-IHE-based alternative routes report to the state will be included in the state report to the ED. State Title II reporting is a paperless process. This data collection is mandatory and provides a national database on teacher preparation in all states. States report through a web-based reporting system called the State Report Card System (STRC). The STRC is an online tool, developed and maintained by Westat, used by states to meet the annual reporting requirements on teacher preparation, certification, and licensing mandated by Title II. States must use the STRC to report their Title II data to the ED.

Title II data are intended to inform students and aspiring teachers, the education community, institutions of higher education, Congress, researchers, policymakers and the public about the quality of teacher preparation in the U.S. Title II reporting is intended to encourage transparency and accountability and to encourage a national conversation on teacher quality. The Title II report submitted by each state will be available at <http://title2.ed.gov/>.

The STRC web system collected information in the following sections:

- Section I: Program Information, Admission Requirements, Enrollment, Supervised Clinical Experience, Teachers Prepared by Area of Credential, Subject Area and Academic Major, Program Completers, and Credentials Issued
- Section II: Assurances
- Section III: Credential Requirements
- Section IV: Standards and Criteria

- Section V: Assessment Information by Traditional and Alternative routes
- Section VI: Alternative Routes
- Section VII: Program Performance
- Section VIII: Low Performing
- Section IX: Teacher Shortage
- Section X: Technology
- Section XI: Improvement Efforts

Pass rate information by assessment for each of the program sponsors for both traditional and alternate routes are presented in Appendix A and all IPRC sections are presented in Appendix B. The final version of the report will be available on the Commission website for public access in accordance with federal reporting guidelines. In order to meet the federal reporting deadlines, submission of the report to the ED will need to be completed via the web-based Title II Data Collection System by October 31, 2013.

**Staff Recommendation**

Staff recommends that the Commission approve the *2011-2012 Annual Report Card on California Teacher Preparation Programs*, so staff may transmit the reformatted web-based version of the report to the ED on or before October 31, 2013.

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## **Introduction**

In October 1998, Congress passed and President Clinton signed the Higher Education Reauthorization Act, which contained many provisions affecting different aspects of higher education. Title II of the Act included federal grant programs that advanced efforts to improve recruitment, preparation, and support of new teachers and mandated certain reporting requirements for institutions and states regarding teacher preparation and licensing. The intent of Congress was that the programs and requirements of Title II would provide incentives for improving teacher preparation systems and provide greater accountability for ensuring teacher quality.

Title II established new reporting requirements for: (1) the sponsors of teacher preparation programs; (2) state agencies that certify new teachers for service in public schools; and (3) the Secretary of Education in the United States Department of Education (ED). Section 207 of Title II requires institutions to submit annual reports to state agencies addressing the quality of their teacher preparation programs. States are required to collect the information contained in these institutional reports and submit annual reports each October to the ED that includes information about teacher certification requirements, accountability and performance information about preparation programs, and a description of efforts to improve teacher quality.

Title II requires that, annually, the U.S. Secretary of Education compile all state reports into a single national report for submission to Congress. The national report provides comprehensive national data on the manner in which institutions prepare teachers, including pass rate data on assessments required for certification or licensure. The report also describes what states require of individuals before they are allowed to teach, and how institutions and states are raising standards for the teaching profession. This report contains the information that will be submitted to the ED in October 2013 in compliance with the Title II reporting requirements for states.

### **The California Context**

Over the past twenty years, education in California has undergone a number of important changes. The challenges of enrollment changes, expanding diversity, legislative action, and pending retirements of many K-12 teachers have prompted California to refine its capacity to train educators while undertaking extensive efforts aimed at improving the recruitment, retention, and preparation of K-12 teachers.

During the first half of the 1990s, California's K-12 population soared and with that explosive growth came the need for many more highly qualified teachers. During the latter half of the decade, student enrollment leveled off, but the rate of teacher retirements increased, creating a continuing demand for prepared educators. Policymakers and educators sought to address California's significant teacher shortage by enacting a number of new programs to encourage individuals from all backgrounds to consider teaching in California's public schools. A number of recruitment programs were funded and unnecessary barriers to teaching were lowered by enacting multiple routes to the teaching profession, including interns and examination routes. State funds had been allocated to support intern programs, and the state has fully funded an induction program for all beginning teachers.



Of equal, if not greater concern to policymakers and educators were issues of quality. Academic content standards for K-12 students that reflect what students should know and be able to do at each grade level in each content area are well established beginning in the late 1990s. Statewide K-12 student assessments aligned with these standards were implemented. Alongside reforms in K-12 education came, arguably, the most comprehensive reform in educator preparation in California's history. Subject matter preparation standards for prospective teachers and teacher preparation standards were aligned with what is expected to be taught in the public schools. A learning-to-teach continuum that recognizes the importance and interconnectedness of subject matter preparation, instruction in effective pedagogy, and a system of mentoring and formative assessment, or induction, during the critical first two years of teaching, forms the basis of California's approach to ensuring high quality teacher preparation.

Efforts to reform California's credential system began in 1992 when the Governor and Legislature enacted SB 1422, (Chap. 1245, Stats. 1992) calling for the Commission to complete a comprehensive review of the requirements for earning and renewing teaching credentials. The Commission conducted a systematic study that included the appointment of an advisory panel to examine credential requirements and make recommendations for reform and restructuring.

As a result of the recommendations of the SB 1422 advisory panel, the Commission sponsored omnibus legislation, SB 2042, in 1998 (Chap. 548, Stats. 1998) that called for:

- The implementation of new standards to govern all aspects of teacher development, including subject matter studies, professional preparation, induction, and continuing growth;
- The alignment of all teacher preparation standards with California's K-12 academic content standards for students and the *California Standards for the Teaching Profession*;
- The creation of a two-tiered teaching credential that would establish the completion of a standards-based induction program as a path to the Level II or Clear credential;
- Increased accountability by building a teaching performance assessment into initial teacher preparation; and
- The establishment of multiple routes into teaching that meets the same high standards, including programs that blend pedagogy and subject matter courses into a single program.

Passage of SB 2042 served as the impetus for the extensive standards and assessment development effort designed to significantly improve the preparation of K-12 teacher candidates. Pursuant to statute, standards are aligned with the Academic Content Standards for California Public Schools K-12, the Curriculum Frameworks, and the *California Standards for the Teaching Profession*. This alignment extends to subject-matter exams, creating stronger linkages between the content of the undergraduate subject matter programs and the subject-matter examinations that candidates may take in lieu of those programs.

Aligning every educator credential program with SB 2042 was a multi-year, multi-stage process. As every set of credential program standards was revised and adopted, institutions offering those programs were required to submit documents demonstrating how their program satisfied the new standards.

### *Implementation of the No Child Left Behind Act*

In the midst of the SB 2042 implementation, Federal Public Law 107-110: No Child Left behind (NCLB) Act was signed into legislation (2001). While most of the highly qualified teacher requirements were consistent with the SB 2042 focus on subject matter competence and the alignment of teacher preparation standards with student content standards, some Highly Qualified Teacher (HQT) requirements did initiate revisions to some of California's teacher recruitment and preparation programs. The California State Board of Education (SBE), the California Department of Education (CDE), and the Commission continue to work cooperatively to align State regulations and certification requirements with the requirements of NCLB. Where appropriate for Title II purposes, this report discusses those efforts.

California has worked hard to maintain its progress in improving teacher quality and student achievement despite the worst fiscal situation in recent state history. Some of the educational programs implemented early in the last decade have been eliminated or reduced while discussions about finding resources to support other programs continue. The state's economy has continued to struggle leaving the state, postsecondary institutions, and local school districts facing significant fiscal constraints while attempting to address the needs of its student population.

The state's policymakers persist in attempting to address these very difficult statewide issues against a backdrop of continued change at the local level. During the 2011-2012 school year, the CDE reports that there were about 6.2 million children enrolled in California's 10,153 public schools.<sup>1</sup> The California Department of Finance reported that no single racial or ethnic group constitutes a majority of California's population. The composition of the state's population is reflected in its public school enrollments. Indeed, California schools are among the most culturally and linguistically diverse in the nation.

According to the CDE, more than half (52 percent) of California children enrolled in kindergarten through 12th grade are Hispanic or Latino, 26.2 percent are white, 11.7 percent are Asian, Filipino or Pacific Islander, 6.5 percent are African American, and 0.7 percent are Native Americans. Together, these students speak more than 60 different languages and nearly 22 percent or 1.4 million, are English language learners. More than sixty percent (60.4%) of English learners are enrolled in the state's elementary grades, kindergarten through sixth. The diversity in languages and learners has created a need for teachers who possess a deep knowledge of the subjects they teach and an ability to adapt instructional strategies to meet student needs. Therefore, California requires all teachers (elementary, secondary, and special education) to receive instruction in English language development and specially designed academic instruction in English as part of the initial teacher preparation program.

### *Enrollment in Teacher Education*

California has focused its efforts in preparing a sufficient number of teachers to educate the state's K-12 student population for almost twenty years. These efforts resulted in a significant increase in enrollment in teacher preparation programs during the first three years of Title II reporting (1999-2000 to 2001-2002). However, Title II enrollment data indicates a steady decline

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<sup>1</sup> *Fingertip Facts on Education in California*, California Department of Education, 2013

in the past few years. In the past five years, enrollment declined by about 18,000 or 41 percent. As the table indicates, total enrollment declined by 24 percent between 2010-11 and 2011-12.

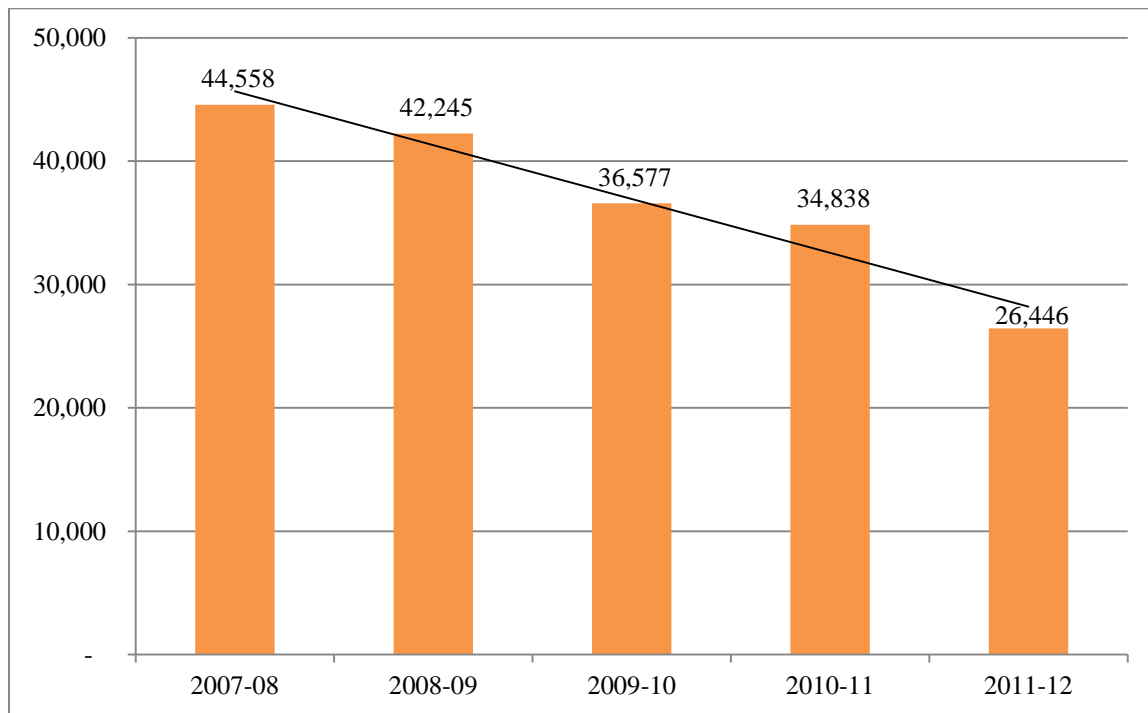
**Table 1: Teacher Preparation Program Enrollment, 2007-2008 to 2011-2012**

	2007 - 2008	2008 - 2009	2009 - 2010*	2010 - 2011*	2011 - 2012*	One year change
Multiple Subject	19,071	*	*	*	*	
Single Subject	15,383	*	*	*	*	
Education Specialist	10,104	*	*	*	*	
<b>Total</b>	<b>44,558</b>	<b>42,245</b>	<b>36,577</b>	<b>34,838</b>	<b>26,446</b>	<b>-24%</b>

*\*Note: Due to new federal Title II data collection process, enrollment data by credential type is not available starting with 2008-2009 reporting year.*

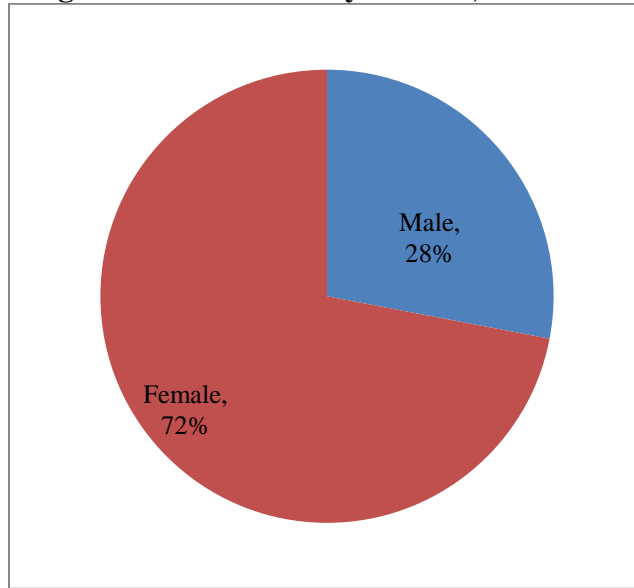
This declining trend is also illustrated in Figure 1, which follows.

**Figure 1: Teacher Preparation Program Enrollment, 2007-2008 to 2011-2012**



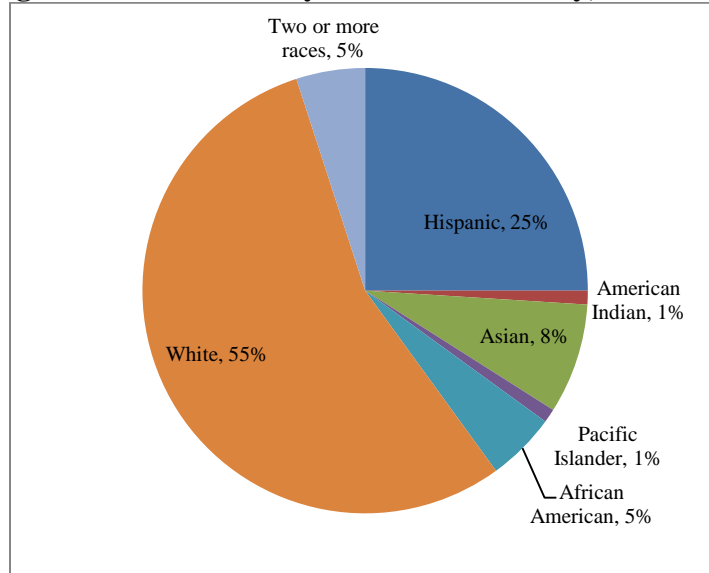
Starting with the 2008-2009 reporting year, enrollment by gender and race/ethnicity is collected through the Institutional and Program Report Card.

**Figure 2: Enrollment by Gender, 2011-2012**



Overall, about three-fourths (72 percent) of those enrolled in the teacher preparation program were female and less than one-third (28 percent) were male.

**Figure 3: Enrollment by Race and Ethnicity, 2011-2012**



*Please note: race and ethnicity information is optional. Teacher Preparation programs were asked to report whatever data they had collected. So the total number reported by race and ethnicity may not necessarily add up to total number of students enrolled.*

Teacher preparation programs were asked to report the number of candidates by ethnicity and race separately. Individuals who are non-Hispanic/Latino are reported in one of the race categories. More than half (55 percent) identified themselves as white and one-fourth (25 percent) as Hispanic/Latino of any race. Asian consisted of 8 percent, Black or African American 5 percent, 1 percent Native Hawaiian or Other Pacific Islander, and another 1 percent as

American Indian or Alaska Native. Individuals can belong to one or more racial groups and they are reported under “two or more races” category. This category consisted of the remaining 5 percent of the enrollment.

Overall, the race or ethnic distribution of teacher candidates enrolled in the teacher preparation programs has becoming more diverse in recent years. In 2008-09, 57 percent identified themselves as White, 39 percent non-White, and 4 percent two or more races. In 2011-12, the data show 55 percent as White, 40 percent non-White, and 5 percent two or more races. This reflects a 1 percent increase in non-White teacher candidates in the past four years.

According to CDE’s data on ethnicity of teachers in 2011-12, more than two-thirds (69 percent) were White, 18 percent Hispanic, 7 percent Asian, 4 percent African American, 1 percent American Indian and the remaining one percent Two or more races. This data indicate that the recent teacher candidates are more diverse than California’s current teaching workforce.

## **Teacher Certification in California**

In order to be employed in a public school district, teachers must hold a credential from the Commission. California’s credential structure is organized by subject matter and classroom setting. Within this structure, the state has established certification requirements that ensure candidates are prepared for their initial teaching credential and then each candidate must satisfy additional requirements before advancing to the second level or clear teaching credential.

There are four basic credentials that authorize individuals to teach in public school settings: the Multiple Subject Teaching Credential, the Single Subject Teaching Credential, the Education Specialist Instruction Credential, and the Designated Subjects Teaching Credential. The Commission also issues credentials for other educational service occupations requiring state certification, such as child development teachers and school counselors, psychologists, nurses, librarians, and administrators. The Title II legislation does not require reporting of data related to Designated Subject credentials, child development permits, or the services credentials. In addition, for general education (Multiple Subject and Single Subject) and special education (Education Specialist Instruction) the Title II report requires reporting on only the Preliminary teaching credential. The teachers all complete an induction program to earn the Clear teaching credential but no information about these second tier programs is provided in the Title II report.

### **Subject Matter and Classroom Setting**

California’s teaching credential structure emphasizes both content knowledge and pedagogical competence. Candidates pursuing a Multiple Subject, Single Subject, or Education Specialist credential must hold a bachelor’s degree in a subject other than education from a regionally accredited college or university. Candidates must also acquire knowledge and demonstrate preparation to teach by completing a Commission-approved teacher preparation program. A formal recommendation to the Commission from the California college, university, or local educational agency where candidates completed the program is made. The State offers multiple routes to teaching certification, including traditional one-year post baccalaureate programs at institutions of higher education, district or university sponsored intern programs, and four-to five-year “blended” programs that allow for the concurrent completion of a baccalaureate degree

(including subject matter requirements) and professional preparation. All credential programs, *no matter the delivery mode*, are held to the same standards of quality and effectiveness, and all programs include instruction in pedagogy and supervised teaching experience.

The credential most often held by those teaching in an elementary school classroom is the Multiple Subject Teaching Credential. This credential authorizes individuals to teach a variety of subjects in a self-contained classroom in preschool, kindergarten, grades 1 through 12, and classes organized primarily for adults.

The appropriate credential to teach a specific subject such as mathematics or English in a departmentalized (single subject) classroom at the middle or high school level is the Single Subject Teaching Credential. This credential authorizes public school teaching in a departmentalized classroom in preschool, kindergarten, grades 1 through 12, and classes organized primarily for adults.

A Single Subject Teaching Credential authorizes an individual to teach in one of the specific content areas listed below.

Agriculture	Health Science
Art	Home Economics
Biological Sciences	Industrial and Technology Education
Biological Sciences (Specialized)	Mathematics
Business	Mathematics (Foundational-Level)
Chemistry	Music
Chemistry (Specialized)	Physical Education
English	Physics
General Science (Foundational-Level)	Physics (Specialized)
Geosciences	Social Science
Geosciences (Specialized)	World Languages*

*\*World Languages include American Sign Language, Arabic, Armenian, Cantonese, Farsi, Filipino, French, German, Hebrew, Hmong, Italian, Japanese, Khmer, Korean, Mandarin, Portuguese, Punjabi, Russian, Spanish, and Vietnamese.*

The Education Specialist Instruction Credential authorizes individuals to teach students with disabilities. This credential is now separated into seven distinct authorizations: Mild/Moderate Disabilities, Moderate/Severe Disabilities, Visual Impairments, Deaf and Hard-of-Hearing, Physical and Health Impairments, Early Childhood Special Education, and Language and Academic Development. Individuals seeking the Education Specialist Instruction Credential complete a special education preparation program that includes student teaching in the area of their chosen specialization plus verification of subject matter competency.

### **Requirements for Initial Certification**

Multiple Subject and Single Subject preliminary credentials are issued to beginning teachers for a maximum of five years and are non-renewable. Candidates are expected to complete additional requirements to earn the clear credential within the five-year period of the preliminary credential.

For individuals pursuing the SB 2042 credential, options to complete the clear credential are a Commission-approved:

- Induction program offered by a school district, county office, or consortia;
- Induction Program offered by a college or university; or if Induction has been verified as unavailable by an employer; and
- A Clear Credential program.

Although completion of an induction program is the required route to a clear SB 2042 credential, current law allows candidates who obtained their preliminary credential before August 29, 2004 to satisfy the Level II requirements by completing the equivalent of one academic year of post-baccalaureate coursework, including work that meets the statutory requirements for health, special education, and advanced computer technology, plus either coursework or an examination to demonstrate an advanced preparation for teaching English language learners as required by AB 1059. AB 2210 (Chap. 343, Stats. 2004), signed by the Governor, eliminated the coursework option and deemed induction as the primary route to the clear SB 2042 credential for candidates issued their preliminary on or after August 29, 2004. The Commission adopted regulations to implement the provisions of the law. National Board Certification also satisfies Level II or Clear requirements for both Ryan and SB 2042 credentials.

California preliminary Education Specialist Credentials are issued to beginning teachers for a maximum of five years and are not renewable. Holders of these credentials must complete an approved program including an individualized induction plan to satisfy the Level II or Clear Education Specialist Credential. The Clear Multiple or Single Subject Teaching Credential and the Clear Education Specialist Credential are issued for a maximum of five years and may be renewed for 5-year periods.

### **Specific Assessment Requirements**

California uses a variety of examinations to assess candidates' competencies in basic skills, subject matter proficiency, and professional knowledge. Over the past several years, policy changes have been enacted related to the assessment of teacher candidates in California. As such, this section discusses:

- (1) the assessment requirements;
- (2) the transition to a subject matter examination program, the California Subject Examination for Teachers (CSET); and
- (3) changes in assessment requirements to align with the federal Public Law 107-110: No Child Left Behind Act (NCLB).

### *Requirements for 2011-2012 Reporting Period*

The Commission operates one of the largest educator-testing systems in the country with over 60,000 individual examinations administered each year. Multiple subject, single subject, and education specialist teacher candidates are required to satisfy the basic skills requirement in order to obtain a preliminary or clear teaching credential. During the reporting period, California law required candidates to demonstrate subject matter knowledge by passage of a Commission-approved subject-matter assessment or by completing a Commission-approved subject-matter program of coursework in the field in which they will be teaching. Additionally, the State requires new Multiple Subject and Education Specialist Credential candidates to pass an

examination assessing professional knowledge and competency in reading instruction prior to obtaining a preliminary credential. For initial teacher certification or licensure, California uses the following written tests or performance assessments:

- \* Assessment of Basic Skills (CBEST, CSET: Writing, out-of-state basic skills exams)
- \* Assessment of Subject Matter Knowledge (CSET)
- \* Assessment of the Methods for Teaching Reading (RICA)
- \* Assessment of Professional Knowledge and Pedagogy (TPA)

The California Basic Educational Skills Test (CBEST) provides an assessment of a candidate’s basic knowledge and skills in reading, writing, and mathematics. These skills are usually acquired through academic experience in high school and during the completion of baccalaureate degree requirements. The reading and math sections of the CBEST consist entirely of multiple-choice questions while the writing section requires examinees to construct two brief essays in response to specific topics. The test is delivered in English and all responses must be in English. In 2006 and again in 2008, legislation was passed to allow alternate means of demonstrating basic skills (California Education Code Section 44252(b)).

**Table 3: Assessment of Basic Skills\***

Test Name	State Cut Score	Test Score Range
California Basic Educational Skills Test (CBEST) in three sections: <ul style="list-style-type: none"> <li>• Mathematics</li> <li>• Reading</li> <li>• Writing</li> </ul>	41 in each of three sections (Scores as low as 37 are acceptable if the total score is at least 123)	20-80 for each section
CSET: Multiple Subjects plus Subtest in Writing	220	100-300
CSU Placement exams <ul style="list-style-type: none"> <li>• English Placement Test (EPT)</li> <li>• Entry Level Mathematics Test (ELM)</li> </ul>	EPT = 151 ELM = 50 (March 2003 and after) 550 (before March 2003)	EPT = 120-180 ELM = 0-80 (for cut score 50) ELM = 100-700 (for cut score 550)
CSU Early Assessment Program in English and Mathematics	College Ready (exempt) in each of the two sections	“Not College Ready (not Exempt)” to “College Ready (Exempt)”

*\*As per SB 1209, out-of-state basic skills tests are accepted in lieu of CBEST starting 1/1/07.*

While California Education Code §44252(f) requires candidates to take CBEST prior to admission to a program of professional preparation for diagnostic purposes, if they have not yet met this requirement, programs are required to assure that candidates demonstrate proficiency in basic skills before advancing them to daily student teaching responsibilities. Candidates admitted to university or district intern programs are required to satisfy the basic skills requirement prior to assuming their teaching responsibilities. *All* candidates must pass the CBEST, or the equivalent, before they can begin student teaching.

*Assessment of Subject Matter Knowledge*

Since the Ryan Act of 1970, California has required candidates to demonstrate competency in the content area they will teach. Historically, candidates have had two options to demonstrate subject matter competence; passage of a subject matter examination or completion of an approved subject matter preparation program. Candidates who will teach individual subjects in



departmentalized classrooms are required to demonstrate subject matter competency in one of 41 specific content areas. Content knowledge is almost always assessed prior to a candidate’s entry into a program of professional preparation, and verification of subject matter competency is required prior to the commencement of student teaching.

In response to NCLB highly qualified teacher requirements, the Commission, the State Board of Education, and the Department of Education worked to identify any teacher preparation requirements that were not aligned with federal requirements. Upon review, it was determined that California’s multiple subject credential subject matter preparation program option (that waived the examination requirement) was not consistent with NCLB requirements. As a consequence, beginning July 1 2004, every multiple subject credential candidate was required to pass the CSET for Multiple Subjects. Multiple subject teachers who had gained certification between July 1, 2001 and July 1, 2004, were also required to pass the CSET in order to continue teaching in California schools.

California verifies a single subject candidate’s knowledge of an academic content area by one of two methods: achievement of a passing score on an appropriate subject matter examination or completion of a Commission-approved subject-matter program or its equivalent. In 2011-12, sixty-four percent of Single Subject credential candidates used the subject matter examination option to demonstrate subject matter expertise. All other single subject candidates satisfied this requirement by completion of a Commission-approved subject matter program. All teacher candidates satisfying subject matter requirements for California certification by examination are now required to take the CSET.

*Reading Instruction Competence Assessment (RICA)*

The RICA is designed specifically for testing professional knowledge in the area of teaching reading acquired through a program of professional preparation. All multiple subject and special education programs are required to include instruction in the teaching of reading in their methodology courses. Their candidates must pass the RICA to obtain certification.

**Table 4: Performance Assessment of Professional Knowledge and Pedagogy**

Test Name	State Cut Score	Test Score Range
<b>Reading Instruction Competence Assessment (RICA)</b>		
Written Examination	220	100-300
Video Performance Assessment	220	100-300

The purpose of the RICA is to ensure that candidates earning the initial Multiple Subject Teaching Credentials or Education Specialist Instruction Credentials possess the necessary knowledge and skills to provide effective reading instruction to students. Candidates are required to demonstrate competence in each of the following domains:

- Planning, Organizing, and Managing Reading Instruction Based on Ongoing Assessment
- Word Analysis
- Fluency
- Vocabulary, Academic Language, and Background Knowledge
- Comprehension

The RICA consists of two assessment options: the RICA Written Examination and the RICA Video Performance Assessment. Candidates are required to pass one of these assessments; candidates choose the format. The Written Examination is a pencil and paper assessment that consists of multiple-choice and constructed-response questions. The Video Performance Assessment centers on a set of three candidate-created videotape packets that show the candidate teaching reading in a variety of settings: whole class, small group, and individual. Additionally, each video packet must include the videotaped instruction, a written instructional context form, and a written reflection form. Only about 1 percent of candidates utilize the video performance option when taking the RICA.

These candidates must pass RICA before they can be recommended for an initial credential, but passage is not required for candidates to complete a teacher preparation program. The Title II reports require institutions to provide pass rate information on all program completers. An individual may be a 'program completer' but not yet have passed the RICA examination. California Education Code Section 44283 requires that candidates for an initial Multiple Subject Teaching Credential and candidates for the initial Education Specialist Instruction Credentials pass the RICA prior to receiving their credential. Passage of this assessment is not a requirement for the Single Subject Teaching Credential or for the Education Specialist in Early Childhood Special Education (ECSE).

#### *Performance Assessment Requirements*

California State law requires that teacher preparation programs include a performance assessment of each preliminary multiple and single subject credential candidate's teaching ability. The Commission completed the development of a model teaching performance assessment, the California Teaching Performance Assessment (CalTPA) that program sponsors may choose to embed in their programs. The model includes both formative assessment data as well as summative assessment data for each credential candidate. Pilot testing and field review have been conducted. The assessment system contains a set of performance tasks and task-specific rubrics, assessor training, and administrator training. Alternatively, program sponsors may choose to develop their own teaching performance assessments or select other Commission approved assessments that meet the same standards as the CalTPA. Pursuant to SB 1209 (Chap. 517, Stats. 2006), each teacher preparation program is required to embed a teaching performance assessment (TPA) into the preparation program by July 1, 2008 and candidates enrolling then or after in the program will be required to satisfy this.

As of July 2008, California statute (Chap. 517, Stats. 2006) requires all candidates for a preliminary Multiple and Single Subject Teaching Credential to pass an assessment of their teaching performance with K-12 public school students as part of the requirements for earning a teaching credential. This assessment of teaching performance is designed to measure the candidate's knowledge, skills and ability with relation to California's Teaching Performance Expectations (TPE), including demonstrating his/her ability to appropriately instruct all K-12 students in the Student Academic Content Standards. Each of the three approved teaching performance assessment models (California Teaching Performance Assessment (CalTPA), Fresno Assessment of Student Teachers (FAST), Performance Assessment for California Teachers (PACT)), requires a candidate to complete defined tasks relating to subject-specific pedagogy, designing and implementing instruction and student assessment, and a culminating

teaching experience or event. When taken as a whole, teaching performance assessment tasks/activities measure the TPEs in multiple ways. Candidate performances are scored by trained assessors against one or more rubrics that describe levels of performance relative to each task/activity. Each model must also meet and maintain specified standards of assessment reliability, validity, and fairness to candidates.

#### *Assessments' Reliability and Validity Requirements*

The process used to develop and implement California examinations follows a standardized, rigorous set of procedures in order to assure the validity, reliability, and legal defensibility of the examination. This process makes certain that teacher candidates ultimately have the required knowledge, skills and abilities to provide effective instruction for K-12 students in accordance with California's student academic content standards. The development process and associated activities include the formation of a panel of K-16 California educators who are experts in the particular area of the examination and represent the demographics of California. These panel members review the most current K-12 standards, curriculum frameworks, advisories, literature, and research in the area when drafting the content specifications. National experts and focus groups consisting of California K-12 practitioners as well as the Commission's Bias Review Committee (BRC) then review those specifications. Next, as a job analysis activity, the specifications are reviewed by a wide range of California K-16 practitioners with background in the examination field, who rate specific knowledge, skills and abilities that would be expected of beginning teachers of that area. The Commission then presents the specifications in a public forum to seek additional stakeholder's input before final adoption. Then the test items are developed, based specifically on the finalized content specifications, and field tested by individuals who have the same background as potential examinees. An analysis of the performance of test item is then carried out to determine which items accurately test the needed knowledge, skills, and abilities. A new panel of K-16 California educators then reviews the items used on the first administration to recommend a passing standard appropriate for a beginning teacher, which is then presented to the Commission in a public forum for their review and adoption. The examination is reviewed periodically as well as when changes are made to the California's student academic content standards so the examination maintains its validity, reliability, and legal defensibility.

## **Alignment of Standards and Assessments**

This section of the report provides a brief background of California's recent teacher preparation reform efforts including a description of state standards for programs and teachers.

### **Standards and Criteria for General Education Teacher Certification**

After extensive input from California educators, administrators, and policymakers, the Commission adopted three sets of SB 2042 standards.<sup>2</sup> They are as follows:

- *Standards of Quality and Effectiveness for Elementary Subject Matter Preparation*, adopted September 2001.

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<sup>2</sup> Information about the Commission's SB 2042 standards may be found at <http://www.ctc.ca.gov/educator-prep/program-standards.html>.

- *Standards of Quality and Effectiveness for Teacher Preparation Programs*, adopted September 2001, updated March 2007, April 2008, January 2009, and January 2013.
- *Standards of Quality and Effectiveness for Teacher Induction Programs*, adopted March 2002, revised and updated June 2008, and January 2013.

Pursuant to SB 1209 (Chap. 527, Stats. 2006), the professional teacher induction program standards were reviewed, revised, and adopted by the Commission in June 2008. The review and revision were focused on areas of redundancy and duplication with the preliminary preparation programs.

Through its accreditation review process (described below), the Commission holds institutions accountable for ensuring that programs meet standards of quality and effectiveness and for ensuring that candidates meet prescribed competence standards.

In addition to the requirements identified in the *Teacher Certification in California* section of this report, the Commission has established Teaching Performance Expectations (TPEs) that describe what beginning teachers should know and be able to do regardless of pupil level or content area. These expectations define the levels of pedagogical competence and performance the Commission expects all candidates to attain as a condition of earning an initial teaching credential. The Commission expects institutions and districts preparing prospective teachers to verify individual attainment of the performance expectations prior to recommending a candidate for a teaching credential:

### **The Teaching Performance Expectations (TPEs)**

- A. Making Subject Matter Comprehensible to Students  
TPE 1 – Specific Pedagogical Skills for Subject Matter Instruction
- B. Assessing Student Learning  
TPE 2 – Monitoring Student Learning During Instruction  
TPE 3 – Interpretation and Use of Assessments
- C. Engaging and Supporting Students in Learning  
TPE 4 – Making Content Accessible  
TPE 5 – Student Engagement  
TPE 6 – Developmentally Appropriate Teaching Practices  
TPE 7 – Teaching English Learners
- D. Planning Instruction and Designing Learning Experiences for Students  
TPE 8 – Learning about Students  
TPE 9 – Instructional Planning
- E. Creating and Maintaining Effective Environments for Student Learning  
TPE 10 – Instructional Time  
TPE 11 – Social Environment
- F. Developing as a Professional Educator  
TPE 12 – Professional, Legal, and Ethical Obligations  
TPE 13 – Professional Growth

In 2012-13, the Commission undertook the task of revising the TPEs to ensure alignment with the Common Core State Standards. This work was completed and revised TPEs were adopted by the Commission in March 2013.

Effective July 1, 2008, SB 2042 requires that the performance assessments be embedded in multiple and single subject preparation programs. Consistent with California law, teacher preparation programs may develop their own assessment or may use the Commission developed model, the CalTPA. The Commission must review and approve each TPA assessment model before it can be used to document candidates' readiness for a credential. To date, three performance assessments have been approved for use by the Commission. All candidates must pass a performance assessment in order to be recommended for a preliminary credential.

*The Standards of Quality and Effectiveness for Teacher Preparation Programs* include standards related to: program design, governance, and qualities; preparation to teach curriculum to all students in California schools; preparation to teach all students in California schools; and supervised field work. These standards cover critical areas such as classroom management, reading instruction, child development, assessing students in relation to the K-12 academic content standards, intervening to help students meet the K-12 standards, computer skills, students with special needs, and English learners. Credential-specific *Standards of Quality and Effectiveness* has been adopted for all teaching credentials in California and describes the qualities that must be met by all teacher preparation programs in California.

Teachers of English learners must hold an appropriate authorization for English language development, specially designed academic instruction delivered in English, or content instruction delivered in the primary language. Pursuant to AB 1059 (Chap. 711, Stats. 1999), all California Ryan Multiple and Single Subject Credential teacher preparation programs were required to satisfy the standard established by the Commission for the preparation of teachers to serve English learners. These AB 1059 coursework requirements--and an English learner credential authorization--are now embedded in Multiple and Single Subject programs that have received SB 2042 approval from the Commission on Teacher Credentialing. For credential holders who did not complete AB 1059/SB 2042 approved coursework, or who have not yet earned an equivalent authorization to teach English learners, several options are available including the California Teachers of English Learners (CTEL) program or examination.

In 2013, the Commission revised the Multiple and Single Subject preparation standards to strengthen the preparation of all teachers in the area of English Learners. These revisions were adopted by the Commission in January 2013. All preliminary teacher preparation programs must transition to these new standards by January 31, 2015.

### **Standards and Criteria for Special Education Teacher Certification**

A standards design team was appointed by the Executive Director of the Commission in 2006 to review the credential requirements and program standards for preparing special education teachers. Draft standards were developed by the Design Team and adopted by the Commission in December 2008. All programs fully transitioned to the new Education Specialist credential standards by September 30, 2011. In addition, Teaching Performance Expectations (TPEs) for Special Educators were adopted by the Commission in Fall 2009.

## **Standards and Criteria for Subject Matter Preparation Programs**

The *Standards of Program Quality and Effectiveness for the Subject Matter Requirement for the Multiple Subject Teaching Credential* include standards related to the substance of subject matter program curriculum, qualities of the subject matter program curriculum, leadership and implementation of the subject matter programs, and content specifications for the subject matter requirement for the multiple subject teaching credential. Completion of this subject matter preparation prepares multiple subject candidates for the CSET: Multiple Subjects examination but does not waive candidates from the requirement to pass the examination.

In June 2002, the Commission adopted new subject matter requirements for mathematics, science, social science, and English. In January 2004, the Commission adopted new subject matter requirements and standards in four additional subject areas – art, languages other than English (now called World Languages), music, and physical education. The requirements for these eight subject matter areas are aligned with the state student content standards and are consistent with standards established by national teacher associations in each subject area (i.e., National Council of Teachers of Mathematics, National Council for the Social Sciences, National Art Education Association, National Council on the Teaching of Foreign Language.) The prior teacher certification standards for these subject areas and assessments for teacher candidates in those subject areas were fully aligned with the new subject matter requirements. In addition, the Commission developed new subject matter requirements and standards in five additional subject areas – agriculture, business, health science, home economics, industrial and technology education. Subsequently, based on legislation, subject matter requirements were developed for 6 additional world languages, and following that, for American Sign Language (ASL). In 2013, Subject Matter requirements were updated to align with the Common Core State Standards in Multiple Subjects, Mathematics, and English.

## **Standards for Practicing Teachers**

In 1997, the Commission adopted, the State Board of Education endorsed, and the Superintendent of Public Instruction approved the [\*California Standards for the Teaching Profession \(CSTP\)\*](#) setting forth the standards for professional teaching practice in California. The standards were developed to facilitate the induction of beginning teachers into their professional roles and responsibilities by providing a common language and a vision of the scope and complexity of teaching. The CSTP guide teachers as they define and develop their practice.<sup>3</sup> In October 2009, the Commission adopted revised CSTP. The Superintendent of Public Instruction approved and the State Board of Education endorsed the revised CSTP.

Under SB 2042, the two-tiered credentialing system includes a two-year induction period as a path to earn the clear credential. Teachers who hold a preliminary credential and are pursuing this path to the clear credential must complete the two-year teacher induction program of support and formative assessment during their first five years of teaching.

In June 2008, the Commission adopted revised [\*Standards of Quality and Effectiveness for Teacher Induction Programs\*](#). These standards establish the expectations of the Commission and the Superintendent of Public Instruction for new teacher induction, a multi-year model of

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<sup>3</sup> Additional information about the *California Standards for the Teaching Profession* may be found at the following website: <http://www.btsa.ca.gov/ba/pubs/pdf/cstpreport.pdf>

individualized support designed to promote growth in a beginning teacher’s classroom practice. By design, these standards, coupled with standards for subject matter preparation and standards for professional teacher preparation reflect a learning to teach continuum. Only induction programs that meet these standards may recommend candidates for a clear teaching credential. In 2013, these standards were revised to strengthen the preparation to teach English learners.

In California, induction programs may be offered by public K-12 school districts, county offices of education, and/or institutions of higher education. Local educational agencies that received funds in 2008-09 continue to receive state funding to support induction programs through the Beginning Teacher Support and Assessment Program (BTSA), a program administered jointly by the Commission and the California Department of Education.

As of August 2013, the Commission had approved 154 BTSA programs as induction programs that are aligned with SB 2042 and the Commission’s adopted standards for teacher induction programs. On July 1, 2009 the approved BTSA Induction programs were integrated into the Commission’s accreditation system. In 2010-11, induction programs were brought fully into the fold of the Commission’s accreditation system.

### **Alignment of Teacher Credential Standards with California Student Content Standards**

Pursuant to subdivision (a) of California Education Code §60605, SB 2042 requires that each candidate recommended for a credential demonstrate satisfactory ability to assist students to meet or exceed state content and performance standards for pupils. The standards-based credential system is intended to hold programs and candidates accountable for teaching and learning and reflect congruence with California’s K-12 academic content standards. Each of the various pathways for earning a preliminary credential – integrated programs of subject matter preparation and professional preparation, post baccalaureate programs of professional preparation, and intern programs of professional preparation – reflect this requirement. Induction and clear preparation programs continue a candidate’s work with student content standards. In 2011, the State Board adopted the Common Core Standards. Recently, the Commission has been in the process of ensuring alignment of teacher preparation standards to the Common Core Standards. The Teaching Performance Expectations (TPEs) were recently updated to reflect California’s common core and adopted by the Commission (March 2013), as well as CSET subject matter requirements for multiple subjects, Math, and English (adopted in June 2013). All teacher preparation programs are expected to align their programs to the revised TPEs and to the Common Core State Standards.

## **Statewide and Institutional Pass Rates**

This section of the report provides statewide information about the number of individuals who completed programs of professional preparation in the 2011-2012 academic year and information about the performance of those candidates who took any assessments required for initial certification in California. The performance data are based on the institutional report card data submitted by nearly 90 postsecondary institutions and school districts that were approved by the Commission to offer Multiple Subject, Single Subject, and Education Specialist credential programs in California for the 2011-2012 academic year.

## Statewide Assessments Used for Certification

In accordance with the federal reporting guidelines of the Higher Education Act, this report provides pass rates for the CBEST, subject matter content examinations, and the RICA. Table 5 below indicates the specific California examinations used in the reporting of the assessment categories and a description of the State requirements for those examinations.

**Table 5: Description of the Assessments Used**

<b>Assessment Categories</b>	<b>Description of the Examination</b>	<b>Who must take the Examination(s)</b>	<b>When passage of the examination(s) is required</b>
Basic Skills*	Assessment of basic skills in reading, writing, and math	Multiple subject, single subject, and education specialist credential candidates	Before advancement to the supervised classroom teaching portion of the teacher preparation program or teacher placement for intern positions
Content Knowledge*	Assessment of subject matter content knowledge for subject area taught in grades K-12	Any single subject or education specialist credential candidate who chooses the examination option in the specified content areas to fulfill the subject matter requirement for teachers, and, all multiple subject credential candidates	Before advancement to the supervised classroom teaching portion of the teacher preparation program or teacher placement for intern positions
Professional Knowledge/ Pedagogy**	RICA – the assessment of the skills and knowledge necessary for the effective teaching of K-8 reading	Multiple subject and education specialist credential candidates	Before recommendation for the credential
Pedagogical Knowledge	TPA – assesses pedagogical performance of prospective teachers	Multiple and single subject credential candidates	Before recommendation for the credential

*\*The knowledge assessed by the CBEST and subject matter examinations is not typically acquired through the teacher preparation program. Verification of basic skills is required prior to recommendation for the credential while subject matter knowledge is required before advancement to the supervised classroom teaching portion of a teacher preparation program.*

*\*\*RICA is currently the only assessment required for certification that is designed to test a portion of the professional knowledge acquired through a program of professional preparation. Since passage of this exam is not a requirement for the Single Subject Teaching Credential, the RICA performance data in this report are specific to candidates completing Multiple Subject and Education Specialist credential programs only.*



### **Institutional Pass-Rate Data for Academic Year 2011-2012**

For purposes of federal reporting, a distinction is made between candidates who completed programs of teacher preparation and those recommended for credentials. Program completers are defined as candidates who completed all the academic requirements of a Commission-approved teacher preparation program. These program requirements do not include any of the following California credential requirements:

- Possession of a baccalaureate degree or higher degree from a regionally-accredited institution of postsecondary education;
- Passage of a basic skills examination before student teaching;
- Completion of subject matter requirement either by passing a subject matter examination or completing an approved program;
- Completion of a course or passage of an examination in the principles and provisions of the United States Constitution;
- A criminal background clearance as specified by the Commission; and
- Passage of the RICA as a state requirement for the Multiple Subject Teaching Credential and the Education Specialist Credential.

Pass rate information in Appendix A represents aggregate data for candidates who have completed a teacher preparation program in California and have taken examinations to fulfill any of their credential requirements. Although California considers California's university and district intern programs to be equivalent to traditional programs associated with institutions of higher education, Title II reporting requirements mandate that pass rate data for alternative routes to certification be reported separately from those of "traditional" programs. Pass rate information for programs and subject areas with less than ten program completers is not reported.

Caution should be exercised when interpreting aggregate pass-rate data for the summary and individual assessment categories. Also, not all "program completers" are required to take all the assessments reported and the assessments are taken in various stages of their preparation. Pass rates may be influenced by a number of variables including program size. One candidate's performance has a larger impact on smaller programs than on larger programs. For example, a program with 20 program completers would have a 100% overall pass rate if all of its program completers passed all the assessments they took for credentialing purposes (e.g., CBEST, subject matter tests, and RICA). But if one program completer did not pass all assessments, the institutional pass rate would be 95%. If the same situation occurred in a program with 200 program completers, the overall pass rate would be 99.5%.

Overall program quality is determined by a variety of factors, including the extent to which programs meet standards of quality and effectiveness. Institutional reports included in Appendix B provide the necessary context for analyzing the merits and features of an individual teacher preparation program.

Overall summary pass rates for traditional teacher preparation program sponsors for the 2011-2012 academic year ranged from 91 percent to 100 percent. Overall summary pass rates for alternative preparation programs ranged from 77 percent to 100 percent. It is critical to note that pass rates at or near 100 percent are not uncommon as assessments used in the reporting are

requirements for the credentialing of teachers, and “program completers” by definition have completed the academic coursework portion of their teacher preparation programs.

Pass rates for the RICA for traditional preparation programs ranged from 77 percent to 100 percent and for alternative routes ranged from 65 percent to 100 percent. Because the content of the RICA is taught during program coursework for Multiple Subject and Education Specialist credentials, pass rates for this exam are high. As noted earlier, the content knowledge assessed by basic skills and subject matter examinations is not acquired through the teacher preparation program. Due to the nature of the basic skills and subject matter examinations-really entrance requirements for a program, the expected pass rate was 100 percent. However, slight variances were found primarily due to administrative errors and/or reporting responsibilities.

In addition to pass rate data for all assessments, the federal regulations mandate that the states report on state-level credential data as part of the state report. The annual publication called the [Teacher Supply Report](#) has detailed data on credentials issued for the 2011-2012 academic year. The following figure provides summary data on total number of individuals who received initial certification in the state and individuals who completed their teacher preparation outside of California during the 2011-2012 academic year.

**Figure 4: Statewide Certification Data for 2011-2012**

**13,570** Total number of persons who received initial certification or licensure in the state during 2011-2012. This number includes individuals who completed programs of professional preparation through traditional and alternative routes:

<b>Credential Type</b>	<b>Number</b>
Multiple Subject	5,133
Single Subject	5,275
Education Specialist	3,162

**2,880** Total number of persons who completed teacher preparation outside of California and received initial certification or licensure in California during 2011-2012.

<b>Credential Type</b>	<b>Number</b>
Multiple Subject	1,134
Single Subject	1,245
Education Specialist	501

## Assessing the Performance of Preparation Programs

Since the Ryan Act of 1970, the Commission has been responsible for oversight of programs that prepare future educators. The Commission's accreditation system holds *all* teacher preparation programs to the same standards of quality and effectiveness. Since the adoption of the first *Accreditation Framework* in 1993, the Commission has maintained, with the exception of a temporary hiatus, a comprehensive accreditation system that includes regular, rigorous reviews of the colleges and universities, school districts, county offices of education, and other entities.

Recommendations for revisions to the accreditation system were made through a process that included a work group representing all stakeholders in teacher preparation. The Commission has approved the revised accreditation system and adopted a revised *Accreditation Framework* in 2007. Implementation of the revised system began in the 2009-2010 academic year.

One significant shift in the system was to distribute the accreditation activities over a seven year cycle rather than cluster activities in a site visit that occurs once every seven years. Perhaps even more important a shift in the system was the focus on candidate competence and program effectiveness data as a primary tool to drive program improvement and accountability for all educator preparation programs. This is accomplished by completion and submission of Biennial Reports. There is an expectation that all programs engage in regular data collection and use the analysis of the data to make programmatic improvements.

### Procedures for Assessing the Performance of Educator Preparation Programs

California's accreditation system is governed by a revised *Accreditation Framework* adopted by the Commission in December 2007. Under the Commission's accreditation system, institutions are required to meet Common Standards of program quality and effectiveness that apply to all credential programs, as well as specific program standards of quality and effectiveness that apply to each educator preparation program offered by the institution.<sup>4</sup>

In order to determine the quality of teacher preparation programs, three different activities provide insight into an accreditation decision. The activities are Biennial Reports, Program Assessment, and Site Visits. Each of the activities is explained below.

### Biennial Reports

Biennial Reports focus on candidate assessment and program effectiveness data. Every credential preparation program reports to the Commission how it utilizes data to guide on-going program improvement activities. Biennial reports move accreditation away from a "snapshot" approach to an on-going cycle of data collection and analysis. The Biennial Report process recognizes that

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<sup>4</sup> Additional information about the Commission's standards for educator preparation programs may be found in the following documents: *Standards of Quality and Effectiveness for Teacher Preparation Programs for Multiple and Single Subject Credentials*. Available online at

<http://www.ctc.ca.gov/educator-prep/standards/AdoptedPreparationStandards.pdf>

*Accreditation Framework*, Commission on Teacher Credentialing. Available online at:  
[http://www.ctc.ca.gov/educator-prep/PDF/accreditation\\_framework.pdf](http://www.ctc.ca.gov/educator-prep/PDF/accreditation_framework.pdf).

effective practice means program personnel are engaged constantly in the process of evaluation and program improvement.

The Biennial Report includes a section in which the institution briefly describes its credential preparation programs, summarizes the number of candidates and completers in each program, and provides a brief update on changes made to the programs since the last Biennial Report was submitted. The program provides aggregated data for 4-6 key assessments. The report also includes a section in which institution leadership identifies trends observed across educator preparation programs and describes institutional plans for remedying concerns identified by the data. Program-specific improvement efforts must align to appropriate Common or Program standards.

#### *Review Process*

Staff reviews Biennial Reports to ensure 1) completion of the report by each approved credential program, 2) inclusion of aggregated candidate assessment and program effectiveness data, 3) analyses of candidate and program data, and 4) articulation of the next steps or action plan that reflects the data analyses and is aligned with Program and/or Common Standards. Staff summarizes the information for the Committee on Accreditation (COA).

Institutions are notified of receipt and review of the Biennial Report. It is possible that information provided by an institution in a Biennial Report could reveal a significant concern with the operation or efficacy of a credential program. In such cases, the COA could request additional information from the institution, directing staff to hold a technical assistance meeting with the institution to address the concerns, or scheduling a focused site visit to be conducted by members of the Board of Institutional Reviewers (BIR), which would be different from the regularly scheduled accreditation site visit. However, only after a site visit by members of the BIR would the institution be subject to stipulations or denial of accreditation.

#### *Use by Review Teams*

When an institution submits documents for Program Assessment (year four of the accreditation cycle) and when preparing for a Site Visit (year six of the cycle), Biennial Reports are sent to the appropriate review team to provide them with a more comprehensive representation of the institution's activities over time. Reports are used by these review teams as another source of information upon which standards findings and accreditation recommendations are based. Findings on standards and accreditation recommendations may not be based solely on information provided in Biennial Reports.

#### **Program Assessment**

Program Assessment takes place in year four of the accreditation cycle and examines each approved program individually. It is the feature of the accreditation system that asks institutions to report on how the approved program meets the standards—either approved California program standards, experimental program standards, or national or professional program standards. Institutions also submit in-depth information about the assessments the program uses to determine candidate competence. Program Assessment informs the Site Visit, which takes place in year six of the accreditation cycle.

### *Review Process*

The Program Assessment document is reviewed by trained members of the BIR who have expertise in the specific program area. The reviewers have access to the Biennial Reports that have been submitted by the program.

Teams of two trained content area experts read each Program Assessment document to determine if the standard can be deemed preliminary aligned prior to the collecting evidence at the site visit. Programs receive feedback on the review and may submit additional information. Readers submit any outstanding questions or areas of concern to the COA and the Committee ensures that the site review team investigates the issue(s). The Administrator of Accreditation reviews the program reports, preliminary findings, and questions/areas of concern to determine the size and composition of the accreditation site review team. If reviewers identify issues that warrant further review or if questions remain unanswered at the conclusion of the Program Assessment, the sixth year site visit may include a more detailed review of such programs.

### **Site Visits**

An accreditation team visits each institution in the sixth year of the accreditation cycle. The institution prepares for a site visit that focuses mainly on the Common Standards, but may include any program areas identified in advance by the COA as a result of the Program Assessment process. Biennial Reports, Program Assessment documents, including the Preliminary Report of Findings are made available to the site review team. The site visit results in an accreditation recommendation for consideration and action by the COA.

### *Review Process*

The accreditation site visit team is composed of 3 to 7 BIR members, responsible for reviewing all programs at an institution. The site team examines evidence that substantiates and confirms, or contradicts, the preliminary findings of Program Assessment. The team also reviews evidence to determine if the educational unit meets the Common Standards. Evidence comes from a variety of sources representing the full range of stakeholders, including written documents and interviews with representative samples of significant stakeholders. Each program in operation participates fully in the interview schedule. The COA may include additional members to the team with expertise in specific program areas(s) identified as needing additional study during the site visit. The site visit team makes an accreditation recommendation to the COA who has the responsibility for making the accreditation decision, as described below.

### *Commission Review*

Summary information about each of the accreditation activities is included in the Annual Report on Accreditation submitted by the COA to the Commission. The report can be found at [http://www.ctc.ca.gov/reports/coa\\_2011\\_2012\\_annual\\_report.pdf](http://www.ctc.ca.gov/reports/coa_2011_2012_annual_report.pdf).

### **Procedures for Determining Educator Preparation Program Accreditation**

After reviewing the recommendation of a site visit team that includes information from all the accreditation activities, the COA makes a decision about the accreditation of educator preparation programs at an institution. The *Accreditation Framework*, which guides the accreditation process, calls for three categories of accreditation decisions: Accreditation,

Accreditation with Stipulations, and Denial of Accreditation. Within that rubric, the COA makes one of five decisions pertaining to each institution:

*Accreditation* – The institution has demonstrated that, when judged as a whole, it meets or exceeds the Common and Program Standards. The institution is judged to be effective in preparing educators and demonstrates overall quality in its programs and general operations.

*Accreditation with Stipulations* – The institution has been found to have some Common Standards or Program Standards not met or not fully met. The deficiencies are primarily technical in nature and generally relate to operational, administrative, or procedural concerns. The institution is judged to be effective overall in preparing educators and general operations.

*Accreditation with Major Stipulations* – The institution has been found to have significant deficiencies in Common Standards or Program Standards. Areas of concern are tied to matters of curriculum, field experience, or candidate competence. The institution demonstrates quality and effectiveness in some of its credential programs and general operations, but effectiveness is reduced by the identified areas of concern.

*Accreditation with Probationary Stipulations* – The institution has been found to have serious deficiencies in Common Standards or Program Standards. Significant areas of concern tied to matters of curriculum, field experience, or candidate competence in one or more programs have been identified. A probationary stipulation may require that severely deficient programs be discontinued. The institution may demonstrate quality and effectiveness in some of its credential programs and general operations, but the effectiveness is overshadowed by the identified areas of concern.

*Denial of Accreditation* – The COA can deny accreditation upon either an initial visit or a revisit to an institution. Although a recommendation of Denial of Accreditation typically comes after a finding of probationary status at an initial visit and after the institution has been provided with an opportunity to institute improvements a review team can recommend Denial of Accreditation at any time if the situation warrants the finding in accordance with this section of the Handbook.

*a) Initial Visits*

A COA decision of Denial of Accreditation upon an initial visit means that extremely serious and pervasive issues exist at an institution. In these instances, the COA has determined that it is highly unlikely that the issues and concerns identified by a review team and COA can be successfully addressed and rectified in a timely manner. The particular facts, the leadership and/or the infrastructure indicate that a significant amount of time and work must be devoted should the institution choose to address the identified issues during which time it is not prudent to have candidates enrolled in the credential program.

*b) Revisits*

If an accreditation team, upon conducting a revisit to an institution that received major or probationary stipulations, finds that the stipulations have not been adequately addressed or remediated, or determines that significant and sufficient progress has not been made towards addressing the stipulations. If an accreditation team finds that: (a) sufficient progress has been made, and/or (b) special circumstances described by the institution justify a delay, the COA may, if requested by the institution, permit an additional period of time for the institution to remedy its severe deficiencies. If the COA votes to deny accreditation, all credential programs must close at the end of the semester or quarter in which the decision has taken place. In addition, the institution's institutional approval ceases to be valid at that time and the institution will no longer be a CTC approved credential program sponsor.

Institutions accredited with stipulations are required to address the stipulations within one calendar year. Institutions are required to prepare a written report with appropriate documentation that they have taken action to address the stipulations. In the case of major or probationary stipulations, institutions are also required to prepare for a re-visit that focuses on the areas of concern noted by the accreditation team during the original visit. Throughout this process, institutions receive technical assistance from Commission staff in developing responses and preparing for re-visits.

An institution receiving Denial of Accreditation is required to take immediate steps to close all credential programs at the end of the semester or quarter in which the COA decision took place. The institution is required to file a plan of discontinuation within 60 days of the Committee's decision, which outlines the institution's effort to place enrolled students in other programs or provide adequate assistance to permit students to complete their particular programs. The institution is prohibited from re-applying for accreditation for two years and is required to make a formal application to the COA that includes the submission of a complete institutional self-study report. The self-study must clearly indicate how the institution has attended to all problems noted in the accreditation team report that recommended Denial of Accreditation. In 2012, the Commission's Committee on Accreditation clarified its processes such that Denial of Accreditation is an option upon an initial visit, rather than after a revisit only.

**Criteria Used to Classify Low Performing Preparation Programs**

The COA monitors the quality of educator preparation programs through its accreditation system. Accreditation is granted to those institutions that meet the Commission's standards of quality and effectiveness. Institutions that do not meet Commission standards are precluded from offering educator preparation programs in California.

The State uses its accreditation procedures to identify and assist low-performing institutions and those at risk of becoming low performing programs of teacher preparation. California revised its definitions of Low-Performing and At Risk of Becoming Low-Performing in 2011. For the purpose of meeting the requirements of Title II, section 208(a) of the Higher Education Act, California uses the following procedures and criteria concerning low-performing institutions:

***Low-Performing Institutions*** – An institution that is determined by an accreditation review team and the COA to have failed to meet a significant number the Commission’s standards of quality and effectiveness and receives an accreditation decision of ***Probationary Stipulations*** would be designated as low-performing. Such an institution would be required to respond to the stipulations and provide evidence within one calendar year that the concerns noted by the review team have been addressed. Institutions receiving Accreditation with Probationary Stipulations are required to have a re-visit that focuses on the areas of concern noted by the accreditation team during the original visit. If the institution does not address the stipulations, the COA would deny accreditation.

***At Risk of Becoming Low-Performing*** – An institution that is determined by an accreditation review team and the COA to receive ***Accreditation with Major Stipulations*** is at risk of becoming a low-performing institution. Such an institution is required to respond to the stipulations and provide evidence within one calendar year that the concerns noted by the review team have been addressed. Institutions receiving Accreditation with Major Stipulations are required to have a re-visit that focuses on the areas of concern noted by the accreditation team during the original visit.

The Commission’s site visits are on hiatus for the 2012-2013 year and will resume in October 2013.

## **Alternative Routes to Certification**

Within the California context, it is critical to distinguish between alternative certification and alternative routes to certification. While California has *alternative routes* to the teaching credential, it does not have *alternative credentials*. As previously discussed, there are four types of teaching credentials in California: (1) Multiple Subject; (2) Single Subject; (3) Education Specialist; and (4) Designated Subjects Credential. Regardless of whether an individual has met all the necessary requirements for one of the four types of teaching credentials through the traditional means, a one-year post-baccalaureate program at an institution of higher education, a four- to five-year “blended” program that allows for the concurrent completion of subject matter and professional preparation, or a district or university sponsored intern program, the resulting credentials issued are identical. Further, all programs, including intern programs, are required to meet uniform standards of program quality and effectiveness established by the Commission. All programs include instruction in pedagogy and supervised teaching experiences. All programs are required to ensure that prospective teachers meet the teaching performance expectations prior to completing the program.

The most frequently used alternative route to teaching in California is enrollment in an intern program. Intern programs are designed to provide formal teacher preparation to qualifying individuals concurrent with their first year or two of paid teaching. Interns benefit from a close linkage between their teacher preparation and classroom experience, as they are able to immediately put newly acquired skills and knowledge into practice in the classroom. California offers two types of intern programs, those offered by universities and those offered by local education agencies.



University intern programs provide one- or two-year internships leading to basic teaching credentials, specialist teaching credentials, and service credentials. School districts and county offices of education collaborate with local universities in the planning and implementation of professional instruction, support, supervision, and assessment of interns.

District intern programs are two or three-year programs operated by local school districts or county offices of education in consultation with accredited colleges and universities. These interns acquire basic teaching credentials and specialist teaching credentials by completing on-the-job training coupled with intensive professional development. District Intern programs are required to provide each intern with the support and assistance of a mentor teacher or other experienced educator, and to create and fulfill a professional development plan for the interns in the program.

In December 2007, the Commission took action to require confirmation that multiple subject, single subject, and education specialist interns completed 120 clock hours (or the semester and quarter unit equivalent) of initial teacher preparation prior to issuance of an Intern Credential. The pre-service component must include foundational preparation in pedagogy, including classroom management and planning, reading/language arts, specialty specific pedagogy, human development, and teaching English learners.

At the April 2013 meeting, the Commission took action to identify the range of content that is required to be included in the Preservice portion of the Intern program related to the teaching of English learners. The content is a subset of the Commission's program standard addressing the teaching of English learners, which must be addressed comprehensively in the full Intern program. *For more information, please refer to <http://www.ctc.ca.gov/educator-prep/PS-alerts.html>*

Legislation enacted in 2001, SB 57 (Scott, Chap. 269, Stats. 2001), allows qualified individuals to become multiple and single subject teachers through an Early Completion Option (ECO). Within this option, candidates who successfully complete an Commission approved teaching foundations exam in their field, which includes teaching methods, learning development, diagnosis and intervention, classroom management and reading instruction (currently the Teaching Foundations Examination), and who subsequently pass a teacher performance assessment on their first attempt may be granted a preliminary credential. Under SB 57, credential candidates still need to meet the existing requirements of a bachelor's degree, subject matter competence, US Constitution, computer technology, basic skills, and character fitness to qualify for a credential. Those seeking the Multiple Subject credential also need to pass the RICA.

## **Teacher Shortage, Technology, Teacher Training**

The reauthorization of the Higher Education Act in 2008 included new provisions addressing teacher shortage, use of technology, and teacher training. Beginning with the 2008-09 reporting year, all preparation programs and each state are required to respond to these new provisions. This section addresses these new requirements.

## **Teacher Shortage**

The 2008 Reauthorized Higher Education Act states the following:

*Each institution of higher education (IHE) that conducts a traditional teacher preparation program (including programs that offer any ongoing professional development programs) or alternative route to state credential program, and that enrolls students receiving Federal assistance under this Act, shall set annual quantifiable goals for increasing the number of prospective teachers trained in teacher shortage areas designated by the Secretary or by the state educational agency, including mathematics, science, special education, and instruction of limited English proficient students.*[§\(205\(a\)\(1\)\(A\)\(ii\), §206\(a\).](#)

Detailed responses by each program sponsor to annual goals for shortage areas such as mathematics, science, and special education are included in *Appendix B: Institutional and Program Report Card – Section II: Annual Goals*.

In addition, the state has taken action to address shortage areas this past year through several initiatives described below.

To address shortages in the area of the sciences, the Commission on Teacher Credentialing approved a Foundational-Level General Science authorization for Single Subject Credentials on August 8, 2008. The new Foundational-Level General Science Credential authorizes instruction in general and introductory science in grades K-12, and integrated science grades K-8. Teachers holding this authorization are also considered “Highly Qualified” for the purpose of the federal No Child Left Behind Act. The process to amend the regulations for the single subject teaching credential has been completed.

Additionally, two bills were passed, AB 131 (Chap. 487, Stats. 2008) and AB 2302 (Chap. 41, Stats. 2008), that provide additional flexibility for individuals holding special education credentials to provide services to students with autism spectrum disorder. New Commission standards and program options also address this high need area.

SBX5 1 (Chap. 2, Stats of 2010) was signed by Governor Schwarzenegger that required the Commission to develop a process by June 1, 2010 that authorizes additional high quality alternative route educator preparation programs in the areas of science, mathematics, technology, and career technical education, provided by school districts, county offices of education, community-based organizations (CBO) and nongovernmental organizations (NGO). The Commission has adopted such a process and work continues on the implementation of that process. Additional information on this topic is available at <http://www.ctc.ca.gov/educator-prep/coa-agendas/2010-06/2010-06-item-18.pdf>.

## **Technology**

The 2008 Reauthorized Higher Education Act requires the following:

*Provide the following information about the use of technology in your teacher preparation program. Please note that choosing “yes” indicates that your teacher preparation program would be able to provide evidence upon request. Does your program prepare teachers to:*

- (i) *integrate technology effectively into curricula and instruction*
- (ii) *use technology effectively to collect data to improve teaching and learning*
- (iii) *use technology effectively to manage data to improve teaching*
- (iv) *use technology effectively to analyze data to improve teaching and learning.*

*Provide a description of the evidence that your program uses to show that it prepares teachers to integrate technology effectively into curricula and instruction, and to use technology effectively to collect, manage, and analyze data in order to improve teaching and learning for the purpose of increasing student academic achievement. Include a description of the evidence your program uses to show that it prepares teachers to use the principles of universal design for learning, as applicable. Include planning activities and a timeline if any of the four elements listed above are not currently in place.*

The Commission's standards (<http://www.ctc.ca.gov/educator-prep/standards/AdoptedPreparationStandards.pdf>) require all programs to address the use of technology to support instruction. Detailed responses by each program sponsor to the use of technology are included in *Appendix B: Institutional and Program Report Card – Section V: Technology*.

### **Teacher Training**

The 2008 Reauthorized Higher Education Act requires the following:

*Provide the following information about your teacher preparation program (general and special education). Please note that choosing “yes” teachers to teach students with disabilities and students who are limited English proficient. Does your program prepare teachers (general and special education) to:*

- (i) *teach students with disabilities effectively*
- (ii) *participate as a member of individualized education program teams*
- (iii) *teach students who are limited English proficient effectively.*

*Provide a description of the evidence your program uses to show that it prepares general and special education teachers to teach students with disabilities effectively, including training related to participation as a member of individualized education program teams, as defined in section 614(d)(1)(B) of the Individuals with Disabilities Education Act, and to effectively teach students who are limited English proficient. Include planning activities and timeline if any of the three elements listed above are not currently in place.*

The preparation of educators to teach students with special needs and students who are limited English proficient is of paramount importance in California. The Commission's adopted program standards address the issues of teaching English learners and teaching students with special needs in all general and special education preparation programs.

- SB 2042 Multiple and Single Subject Preliminary Credential Program Standards. <http://www.ctc.ca.gov/educator-prep/standards/AdoptedPreparationStandards.pdf>
  - Standard 12: Preparation to Teach English Learners
  - Standard 13: Preparation to Teach Special Populations (Students with Special Needs) in the General Education Classroom

- Education Specialist Teaching and Other Related Services Credential Program Standards.  
<http://www.ctc.ca.gov/educator-prep/standards/Special-Education-Standards.pdf>
  - Program Standard 10: Preparation to Teach English Language Learners
- Standards of Quality and Effectiveness for California Teachers of English Learners (CTEL) Programs Leading to CLAD Certification.  
<http://www.ctc.ca.gov/educator-prep/standards/EPPS-Handbook-CTEL.pdf>

Detailed responses by each program sponsor to teacher training in general education and special education are listed in *Appendix B: Institutional and Program Report Card – Section VI: Teacher Training*.

## **Improving Teacher Quality**

This section of the report describes steps taken during the past years to improve teacher quality. Recognizing that teacher quality and student achievement are inextricably linked, policy makers have initiated a number of programs and reforms aimed at significantly improving the preparation of K-12 teachers.

### **Implementation of SB 2042**

SB 2042, discussed at length earlier in this report, is arguably the most comprehensive teacher education reform effort aimed at improving the quality of California teachers in decades. The Commission’s extensive efforts over the past few years to develop, adopt, and implement new standards for teacher preparation, elementary subject matter preparation for the multiple subject credential, for blended programs, and induction programs, has been an enormous, yet critical undertaking for the future of education in California. It has involved a broad spectrum of educators from throughout the state, impacts all accredited general education programs in California, and has culminated in the adoption of new program standards aligned with the state’s academic content standards for its K-12 pupils and new and more effective assessments for teacher education candidates. Ensuring that prospective teachers are prepared to teach to California’s rigorous academic content standards is a central, and perhaps the most critical, component to improving academic achievement of all students in California.

All teacher preparation programs in the state and 154 professional teacher induction programs have now been approved by the Commission as aligned with SB 2042. All programs are currently in the process of aligning their programs with the revised language intended to strengthen the preparation to teach English Learners, adopted by the Commission in 2013. Since it has been more than 10 years since the adoption of the SB 2042 standards, the Commission convened a stakeholder group to review the requirements for the preparation of general education teachers. This process began late in 2011, and was temporarily suspended in order to allow the Educator Effectiveness Task Force (EETF), a blue ribbon committee formed by the Superintendent of Public Instruction in partnership with the Commission, to develop broad policy recommendations related to improving teacher effectiveness in California. The work of EETF culminated in a report entitled, *Greatness by Design: Supporting Outstanding Teaching to Sustain a Golden State*. The Teacher Preparation Advisory Panel (TAP) resumed its work, taking into account the recommendations in *Greatness by Design* around licensure and preparation. The

full EETF report may be accessed at the following website: <http://www.cde.ca.gov/eo/in/documents/greatnessfinal.pdf#search=Greatness%20by%20Design&view=FitH&pagemode=none>.

The recommendations from the Teacher Preparation Advisory Panel (TAP) were presented to the Commission in June 2013. <http://www.ctc.ca.gov/commission/agendas/2013-06/2013-06-agenda.html>. In August 2013, an agenda item on “Proposed Plan for Implementing Recommendations from the Teacher Preparation Advisory (TAP) Panel was presented to the Commission. The Commission will examine, prioritize and possibly adopt some or all of the forty recommendations. <http://www.ctc.ca.gov/commission/agendas/2013-08/2013-08-agenda.html>.

### **Alignment of State Requirements with Public Law 107-110: No Child Left Behind Act (NCLB)**

The Commission and the California State Board of Education worked diligently to ensure compliance with the requirements in the federal Public Law 107-110: No Child Left Behind Act (NCLB). In 2003, the State Board of Education adopted the State Plan for NCLB and the Commission took action to align California’s teacher certification requirements with the State Board adopted plan.

Two major actions taken by the Commission related to NCLB Act are:

- (1) changing requirements for subject matter verification for Multiple Subject Teacher Credentialing candidates; and
- (2) phasing out of emergency permits, pre-intern certificates, and individualized internship certificates.

#### *Verification of Subject Matter Competence*

The State Board’s NCLB State Plan clarifies that elementary teachers who are “new to the profession” are required by federal statute to demonstrate their subject matter competence by passing an examination. The Commission acted to adopt a requirement that all candidates enrolled in a multiple subject teacher preparation program on or after July 1, 2004, must meet the subject matter requirement by passing a Commission-approved examination. The currently approved examination is the CSET: Multiple Subjects.

#### *Phasing out Emergency Permits*

Overall, there is a declining trend in the total number of permits issued. Emergency permits are not issued no longer. Two new documents – Short Term Staff Permit (STSP) and Provisional Internship Permit (PIP) - began to be issued in 2005-06. The STSP allows an employing agency to fill an acute staffing need when local recruitment efforts have been made but a fully credentialed teacher could not be found. The PIP allows an employing agency to fill an immediate staffing need by hiring an individual who has not yet met the subject matter competence requirement needed to enter an intern program. Overall, there was a decrease in permits by 7.4 percent between 2010-11 and 2011-12; with a decrease of 3.9 percent in the STSP and 19.8 percent in the PIP. Less than 900 permits were issued in 2011-12.

### **Recent Legislation Impacting Teacher Preparation**

California's system of teacher preparation allows for multiple pathways to the credential. While blended undergraduate and teacher preparation programs are allowable, the vast majority of preparation programs are postbaccalaureate programs. For decades, state law required professional preparation programs to be not more than one year, or the equivalent of 1/5 of a 5-year program of professional preparation. Preparation programs found it increasingly difficult over the years to include within this one year cap the additional content expected by policymakers, researchers, the general public for new teachers. In 2013, Governor Brown signed SB 5 (Padilla), Chapter 171, Statutes of 2013. This new law allows the programs to include not more than 2 years of full-time study of professional preparation. This new law should allow for greater flexibility for programs of all pathways to ensure sufficient coverage of all necessary coursework and fieldwork and to ensure candidates master the expectations prior to being granted a preliminary credential.

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