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ABSTRACT

This publication reports on significant steps taken by the Commission on Teacher Credentialing from July 1989 through June 1991 to address policy issues and challenges facing the State of California. The following aspects of the Commission's activities are described: establishment of the Commission's mission, goals and objectives; legislative and reform initiatives in 1989 and 1990; the California New Teacher Project; standards for preparation of professional educators; elementary school subject matter standards; middle grades programs; professional growth and service requirements; enrollments in preparation programs; paraprofessional programs; university-based internship programs; approved preparation programs at California universities and colleges; alternative routes to certification; advisory panels assisting the Commission; teacher education program evaluation; preparation and certification of school administrators; streamlining the credentialing system; a special education study; meeting the needs of diverse students; teacher assignment information; improvement of examinations in credentialing; maintenance of standards of professional conduct; automation in the licensing division; and Commission revenues and expenditures. A selected list of recent publications of the Commission is included. (LL)

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# Leadership, Responsibility, and Innovation in the Education Decade

Seventeenth Report  
of the Commission  
on Teacher Credentialing,  
1989-1991

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Commission  
on Teacher  
Credentialing

State of  
California

July 1991

SP 034 837

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# Leadership, Responsibility, and Innovation in the Education Decade

Seventeenth Report  
of the Commission  
on Teacher Credentialing,  
1989-1991

Commission  
on Teacher  
Credentialing

State  
of California

Pete Wilson,  
*Governor*



Commission Offices:  
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Sacramento, California 95814  
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# ◆ Leadership, Responsibility, and Innovation in the Education Decade

Seventeenth Report  
of the Commission on Teacher Credentialing,  
1969-1991

## Commission on Teacher Credentialing

Mary Jane T. Pearson, Chair	<i>Faculty Member</i>
Marta Jo Kirkwood, Vice-Chair	<i>Secondary Teacher</i>
Kathleen Bailey	<i>Public Representative</i>
Samuel J. Cullers	<i>Public Representative</i>
Jerilyn R. Harris	<i>Secondary Teacher</i>
Harvey Hunt	<i>Office of the Superintendent of Public Instruction</i>
Arlene Krouzian	<i>Elementary Teacher</i>
Richard T. Newkirk	<i>Middle School Teacher</i>
Eileen P. Ohanian	<i>Teacher</i>
Robert L. Reeves	<i>School Administrator</i>
Carmen L. Ribera	<i>Elementary Teacher</i>
Polly Ridgeway	<i>Public Representative</i>
George M. Silliman	<i>Public Representative</i>
Wilma Wittman	<i>School Counselor</i>

### *Ex-Officio Members:*

Barry Kaufman	<i>Association of Independent California Colleges and Universities</i>
Judith Warren Little	<i>Regents, University of California</i>
William J. Sullivan, Jr.	<i>California Postsecondary Education Commission</i>
Arthurlene Towner	<i>California State University</i>

### *Executive Secretary:*

Philip A. Fitch

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Commission on Teacher Credentialing  
State of California

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**Commission on Teacher Credentialing with Governor George Deukmejian, 1990**

- ◆ Members of Commission, as pictured above in 1990, with constituency and geographical location indicated below, are: Back row, left to right: **Harvey Hunt**, *Office of the Superintendent of Public Instruction, Sacramento*; **Polly Ridgeway**, *Public Representative, Long Beach*; **Judith Warren Little**, *Regents, University of California, University of California, Berkeley*; **Richard T. Newkirk**, *Middle School Teacher, Yuba City*; **Robert L. Reeves**, *School Administrator, Poway*; **William J. Sullivan, Jr.**, *California Postsecondary Education Commission, California State University, Sacramento*; **Arlene Krouzian**, *Elementary Teacher, San Francisco*; **Samuel J. Cullers**, *Public Representative, Sacramento*; **George M. Silliman**, *Public Representative, Newark*; **Eileen P. Ohanian**, *Teacher, Fresno*; **Arthurlene Towner**, *California State University, California State University, Hayward*; and **Philip A. Fitch**, *Executive Secretary*. Front row, left to right: **Kathleen Bailey**, *Public Representative, Diamond Springs*; **Jerilyn R. Harris**, *Secondary Teacher, Ukiah*; **Carmen L. Ribera**, *Elementary Teacher, Sacramento*; **Marta Jo Kirkwood**, *Vice-Chair, Secondary Teacher, Long Beach*; **Governor George Deukmejian**; **Mary Jane T. Pearson**, *Chair, Faculty Member, California State University, Sacramento*; **Wilma Wittman**, *School Counselor, Orange*; and **Grace E. Grant**, *Association of Independent California Colleges and Universities, Stanford University, Stanford* (who left the Commission in early 1991). Not pictured: **Barry Kaufman**, *Association of Independent California Colleges and Universities, Dominican College, San Rafael* (who was appointed to the Commission in 1991).

## Introduction

By Mary Jane T. Pearson

*Chair, Commission on Teacher Credentialing*

On July 21, 1989, a new Commission on Teacher Credentialing held its first official meeting. This reformulated Commission was brought about by Senate Bill 148 of 1988, authored by State Senator Marian Bergeson, a long-time friend of the Commission and its educational work. As a result of an election at that first meeting of newly-appointed Commissioners, I began my first term as Chair, along with Kathleen Bailey, who was elected Vice-Chair. Later, in December of that year, our annual election of officers provided the opportunity for me to continue to serve as Chair of the Commission, and for Jody Kirkwood to assume the Vice-Chair position.

During the past two years I have been privileged to represent the Commission in many settings--with the Governor, the Legislature, many California colleges and universities, national forums, practicing teachers and other educators at their school sites, and a wide variety of professional organizations. It has been my pleasure to serve with the present 18 members of the Commission, as well as with several Commissioners who completed their service during the past two years: Commissioner Ruth Gadebusch, who represented school boards; Commissioner Carolyn Ellner, who was the ex-officio representative of the California State University; Commissioner Grace Grant, who was the ex-officio representative of the Association of Independent California Colleges and Universities; and Commissioner Gene Garcia, who was the ex-officio representative of the University of California. While losing these fine members of the Commission, we have gained the excellent recent appointments of Commissioner Arthurlene Towner representing the California State University, Commissioner Judith Warren Little representing the University of California, and Commissioner Barry Kaufman representing the Association of Independent California Colleges and Universities.

During this same two-year period, the Commission shared in the recognition of Governor George Deukmejian's outstanding service to the State of California. We worked closely with him on such important educational activities as the beginning of the California New Teacher Project and annual celebrations of the Day of the Teacher. Now we are delighted to enter an exciting new era of cooperation with Governor Pete Wilson.



Mary Jane T. Pearson, Ph.D.

**A New Era**

## Several Important Initiatives

Those of us who have been privileged to serve during these past two years on the Commission as recomposed and inspired by the Bergeson Act are proud of the accomplishments made possible by such changes in the law.

Among the most important initiatives have been:

◆ The Bergeson Act doubled the number of teachers serving on the Commission, from three to six, while retaining appointees from five other key educational constituencies, who sit with four public members and four ex-officio representatives of major segments of California higher education. The result is a highly professional, highly representative, and highly workable mix of 19 commissioners.

◆ Establishment of the California New Teacher Project, a cooperative effort between the Commission, local school districts, county offices of education, institutions of higher education, and the State Department of Education. During this three-year pilot study, 37 local projects have been established across the state, and by early 1992 we expect to draw from such experiences a blueprint for bold new policy initiatives to assist and strengthen teachers as they pass from initial training through their early years of professional service.

◆ The Commission has embarked on an extensive review of its program evaluation system, in cooperation with the Accreditation Advisory Council created through provisions of the Bergeson Act, and anticipates developing proposals for new and improved approaches to the evaluation and accreditation of professional preparation programs at institutions of higher education across California.

◆ Study and reform in the many professional areas and fields served by the Commission--for example: new credential requirements have been established for preparation of middle grades teachers; significant steps are underway in special education and education of the limited-English-proficient; examinations used as part of the credentialing process are being revised and expanded as a result of research by the Commission; and recommendations from a panel examining ways to streamline the total credential process in the state are being considered.

## Expanded Abilities

These two years have also seen the Commission implement its Credential Automation System, which provides greater efficiency and accuracy in the issuance of credentials, and promises further benefits in professional service to the field in the years to come. With the expanded capabilities of automation, the Commission has committed itself to improved service for clients through a reduction in the typical backlog of applications.

## A Dedication

It is with great pride and pleasure that, as Chair, I formally dedicate this Seventeenth Report of the Commission on Teacher Credentialing to the 21 Commissioners with whom I have served these past two years. Each has made outstanding contributions to the State of California through his or her untiring and dedicated service.



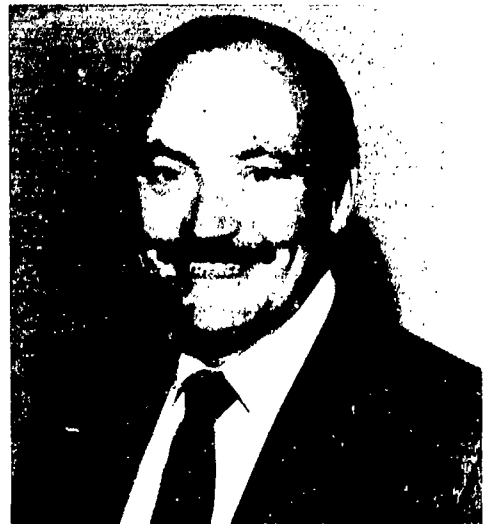
## Commentary

By Philip A. Fitch

Executive Secretary, Commission on Teacher Credentialing

The past two years, July 1989 through June 1991, have been a time of significant change, substantial growth, and continuing accomplishment for the Commission on Teacher Credentialing. A new composition for the Commission was formulated in July of 1989, including six teachers, one school administrator, one school board member, one higher education faculty member, four public members, and a representative of the State Superintendent of Public Instruction as voting members, with four ex-officio members representing the three higher education sectors in our state and the Postsecondary Education Commission.

During the fall of 1989, the Commissioners participated in a two-day retreat at which they developed an initial statement of philosophy, followed by a mission statement and specific goals and objectives for the agency. The Commissioners were intent on developing a forward-looking orientation for the decade of the 1990s. These efforts have continued during the past two years, and the Commission is publishing, in conjunction with this Seventeenth Report, a companion document on its mission, goals, and objectives as refined and adopted in the spring of 1991. The Commission has been very active during these past two years in addressing the educational policy issues and challenges facing the State of California, and the body continues to have strong and gifted leadership from its chair, Dr. Mary Jane T. Pearson, and vice-chair, Mrs. Marta Jo Kirkwood.



Philip A. Fitch, Ed.D.

Significant steps have been taken by the Commission to realize the promise of Senate Bill 148 (the Bergeson Act), including:

- ◆ The restructuring of the Commission membership, as mentioned above.
- ◆ The California New Teacher Project, which is now in its third year and operating at 37 sites across the state. The importance of the induction period for professional educators has come into focus through this effort, and there is now evidence that a number of intervention support strategies can significantly reduce the attrition rate of teachers during their first three years of teaching.
- ◆ The enhancement of Commission responsibility and authority under the law has enabled the agency to deal with a number of professional educational policy issues relating to credentialing and the preparation of teachers and other educators.
- ◆ The establishment of an 18-member Accreditation Advisory Council to recommend to the Commission a framework for the accreditation of professional

## Significant Steps

preparation programs has resulted in considerable progress toward validation and improvement of the agency's program evaluation procedures.

◆ The improvement of the requirements for the present emergency credentials, the strengthening of requirements for credential waiver processes, and the need to obtain and renew emergency permits before 1994 have all worked to ensure a more professional process for the assignment of educators in California.

## **Excellent Staff**

It has also been my privilege, during the past two years as Executive Secretary, to work with a superb group of managers and a committed and talented Commission staff. Several additions and promotions of staff in our four divisions (Administration, Legal and Professional Standards, Licensing and Professional Development, and Professional Services) have further strengthened the staff's unusual expertise and experience. Several consultant positions have been added to the Professional Services staff, thus enabling us to carry out legislative and policy mandates, including several special studies of major importance to education in California.

## **Advice from the Field**

During these past two years the Commission has established more than 20 advisory panels to receive advice in matters dealing with all areas of education. The substance and richness of the Commission's standards in various areas is in large part dependent on the quality and commitment of the advisory panel members and our staff who work with those groups. The Commission is twice blessed with true professionals among its advisors and its staff.

## **Key Activities**

Other activities of particular importance during the past two years include:

◆ The commitment of the Commission to significantly reduce the backlog in the issuance of credentials. The agency has been given authority to add new positions for the 1991-92 year, which, in conjunction with enhancements to the computer system, form our management plan to reduce the backlog.

◆ Full implementation of the Credential Automation System has made the process of granting credentials more efficient, and offers further promise for future improvements.

◆ A remodeling of our office facilities is now underway, which promises the addition of work space, modularized furnishings, and more available equipment to allow for even more efficient and productive use of staff time.

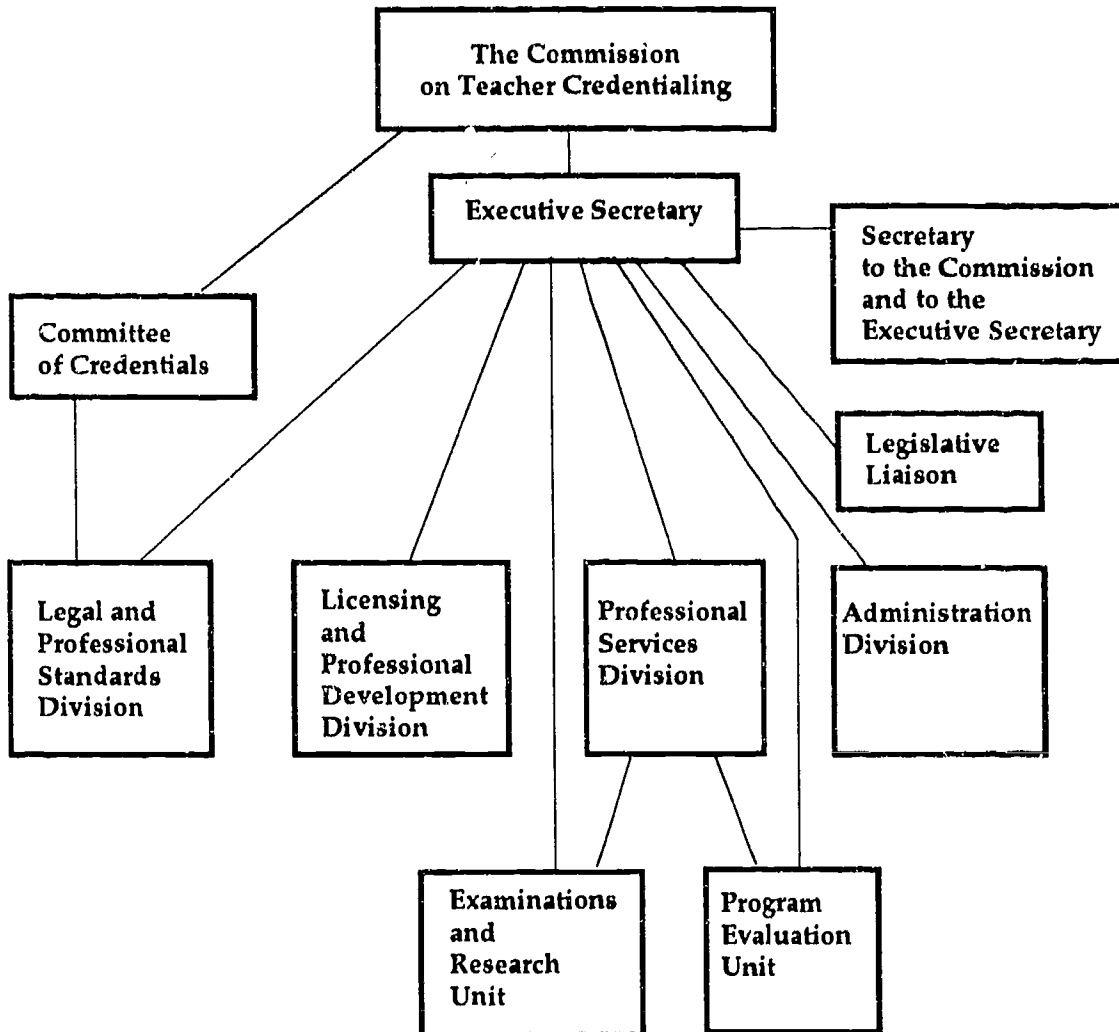
◆ A continuing effort by the Commission to adopt, revise, and update standards for all credential areas ensures improved quality in the preparation of all credentialed educators in the state. Key studies are being completed which will lead to the development of new standards in such areas as bilingual-crosscultural education, language development, special education, administrative services, and paraprofessionals. In addition, all examinations used by the Commission are continually studied and updated.

◆ The addition of a second staff legal counsel position has allowed the expansion of activities in our Legal and Professional Standards Division, and the addition of an investigator position in that area in the coming year will further the comprehensiveness and effectiveness of that important area of our work.

## **Pride in Our Service**

All of us involved with the Commission are proud of these efforts, of the dedication of the members of the Commission, of the talented work of the staff of the agency, and of the cooperation of the professional education community with whom we work across the state. We look forward to continuing our important responsibilities in service to the children of California.

## Organizational Chart of the Commission



A full listing of Commission staff within the above divisions, as well as several units not indicated in the chart, appears on the following two pages.

## Staff of the Commission

◆ The staff of the Commission, as of July 1, 1991, consists of:

**Executive Office:** Philip A. Fitch, *Executive Secretary*; Lea Williams, *Secretary to the Commission*; Jo Wolf, *Office Assistant*; Tom Rose, *Legislative Coordinator*; Alan H. Jones, *Consultant for Preparation of Seventeenth Report*.

### Professional Services

**Professional Services Division:** David Wright, *Director*; Ellen Smith, *Secretary*; Bill Madden, *Staff*.

**Examinations and Research Section:** Dick Majetic, *Administrator*; Michelle Hammad, *Secretary*; Pat Brinlee, Bob Carlson, and Terry Janicki, *Consultants*.

**Program Evaluation Section:** Robert Salley, *Administrator*; Michelle Hammad, *Secretary*; Carol Bartell, Larry Birch, Linda Bond, Joe Dear, Lee Huddy, Michael McKibbin, John McLevie, Marie Schrup, and Priscilla Walton, *Consultants*; Kay Pollock and Arnold Ward, *Staff*.

**Clerical Support:** Corinthia Duke, *Supervisor*; Rose Alvarez, Ella Baird, Cheri Howard, Joyce Neeley, Nancy Peters, Shirley Rasmussen, and Rebecca Rodriguez, *Staff*.

### Legal and Professional Standards

**Legal and Professional Standards Division:** Paul M. Longo, *General Counsel and Director of Professional Standards*; Nanette F. Rufo, *Assistant Legal Counsel and Coordinator of Professional Standards*; Patricia Gianoli, Ruth Hosokawa, Rosemary Johnston, Diane Mansker, Penni Ramirez, and Linda Young, *Staff*.

### Licensing and Professional Development

**Licensing and Professional Development Division:** Sarah Gomez, *Director*; Nancy Cajucom, *Secretary*; Bobbi Fite, *Staff*.

**Certification Section:** Ruth Collier, *Manager*; Earl Baker, Carolyn Bartley, Steve Burke, Carol Chamberlain, Kathy Clark, Rachael Cruit, Vel DeLaura, Geri Elkin, Marilyn Errett, Marilyn Fairgood, Terri Fesperman, Marilyn Gouge, Edye Guisepe, Mal Helmuth, Patty Kelly, Judy Louie, Sharon Maryland, Mark McLean, Linda McShane, Yvonne Novelli, Jan Quigley, Sherry Rossi, Rod Santiago, and Susan Scott, *Staff*.

**Certification Support Section:** Donna Nakamura, *Manager*; Nancy Bridges, Jeanette Lee, and Pamela Stamps, *Staff*.

**Quality Control Section:** Kathy Tang, *Manager*; Annette Doll, Dorothy Erickson, Roberta Gragg, Ann Hashimoto, Eleanor Hilton, Karen Holverson, Beverly Simmons, and Shirley Whitted, *Staff*.

**Conversion Project:** Lillie Ford, *Manager*; Jenelle Barham, Julie Lee, Carmen Mirazo, Lora Recio, Alisia Roberts, Krystal Turner, and Kathryn Williams, *Staff*.

**Microfilm/Fingerprint Section:** Gary Chapman, *Manager*; Damita Hilliard-Ahmad, Robert Buckner, Janice Friend, Jane Ann Jackson, Sandra Jackson, Linda Sierras, and Patricia Vassar, *Staff*.

*Storage and Retrieval Section: Myrt Rust, Manager; Nancy Kunkel, Mary Vassilakis, Juli Weycker, and Aileen Wilson, Staff.*

*Administration Division: Ed Boyce, Chief.*

*Fiscal and Personnel Section: Mary Carrillo, Manager; Heidi Brida, Cindy Dangberg, Sandi Derr, and Isabel Navarrete, Staff.*

*Business Services Section: Gary Gomes, Lori Gonzales, LeMardeio Morris, Karen Muneawa, and Lawrence Robinson, Staff.*

*Data Processing Section: Bill Fricke, Manager; Steve Escobedo, Joe Fischer, and Mary Rayon, Staff.*

*Cashiering Section: Kay Guyton, Manager; Velia Martinez, Linus Rapien, and Esther Sakata, Staff.*

## Administration



**Offices of the Commission on Teacher Credentialing  
at 1812 Ninth Street in Sacramento**

The Commission offices are located at 1812 Ninth Street in downtown Sacramento, and are open from 8 a.m. to 5 p.m. Monday through Friday excepting legal holidays.

The Commission meets during the first week of each month, except for a combined July-August meeting. Nine of the 11 meetings each year are held in Sacramento; the remaining two sessions are held elsewhere in the state. All Commission meetings are open to the public, except for executive sessions in which the body considers confidential personnel and professional standards items. Announcements and agendas for all meetings are available from the Commission offices.

The Commission publishes a quarterly newsletter, containing brief reports on Commission meetings, actions taken, and other matters of interest. The newsletter is mailed to local education agencies, colleges and universities, and professional organizations throughout California. Requests for the newsletter should be addressed to the Commission offices.

**Commission  
Offices**

**Monthly  
Meetings**

**Quarterly  
Newsletter**

## Membership of Committees of the Commission

◆ As of July 1991, the membership of the committees of the Commission is as follows:

**Executive Committee:** Mary Jane T. Pearson, Chair, Kathleen Bailey, Samuel J. Cullers, Jerilyn R. Harris, Marta Jo Kirkwood, Polly Ridgeway, and George M. Silliman.

### Standing Committees

**Budget Committee:** George M. Silliman, Chair, Richard T. Newkirk, Eileen P. Ohanian, Robert L. Reeves, Carmen L. Ribera, Polly Ridgeway, Judith Warren Little, *ex officio*, and William J. Sullivan, Jr., *ex officio*.

**Legislative Committee (Meeting as Committee of the Whole):** Marta Jo Kirkwood, Chair.

**Licensing Committee:** Polly Ridgeway, Chair, Marta Jo Kirkwood, Richard T. Newkirk, Carmen L. Ribera, George M. Silliman, Wilma Wittman, William J. Sullivan, Jr., *ex officio*, and Arthurlene Towner, *ex officio*.

**Planning and Research Committee:** Samuel J. Cullers, Chair, Kathleen Bailey, Jerilyn R. Harris, Harvey Hunt, Arlene Krouzian, Eileen P. Ohanian, Robert L. Reeves, Barry Kaufman, *ex officio*, and Judith Warren Little, *ex officio*.

**Professional Standards Committee:** Kathleen Bailey, Chair, Arlene Krouzian, Eileen P. Ohanian, Carmen L. Ribera, Polly Ridgeway, Wilma Wittman, and Arthurlene Towner, *ex officio*.

**Programs Committee:** Jerilyn R. Harris, Chair, Kathleen Bailey, Samuel J. Cullers, Harvey Hunt, Marta Jo Kirkwood, Arlene Krouzian, Wilma Wittman, Barry Kaufman, *ex officio*, and Arthurlene Towner, *ex officio*.

### Ad Hoc Committees

**Ad Hoc Committee on Commission Goals and Objectives:** Carmen L. Ribera, Chair, Samuel J. Cullers, Harvey Hunt, Barry Kaufman, *ex officio*, and Judith Warren Little, *ex officio*. (This Committee completed its charge in June, 1991).

**Ad Hoc Committee on Facilities and Space Management:** Wilma Wittman, Chair, Samuel J. Cullers, Arlene Krouzian, Robert L. Reeves, Polly Ridgeway, and George M. Silliman.

## Commission Establishes Mission, Goals, and Objectives

In 1970 the California Legislature and Governor created a permanent, independent commission to strengthen the effectiveness of teachers and teacher education in the state. Originally named the Commission for Teacher Preparation and Licensing, the agency was renamed the Commission on Teacher Credentialing in 1983. Five years later, in 1988, the Legislature and Governor enacted new legislation that strengthened the Commission's autonomy as the state's primary policymaking body in the education profession, and expanded its legal and regulatory authority. In pursuit of the charge implicit in that authority, the Commission, during 1990 and 1991, developed and adopted a statement of its mission, principles, goals, and objectives for the 1990s to the year 2000.

The mission adopted by the Commission calls upon the agency: to maintain and enhance quality while encouraging innovation and creativity in the preparation, assessment, selection, development and utilization of professional educators for California's schools; to provide leadership in the education profession by creating and pursuing a vision of the profession's future, by recognizing the essential contributions of professional educators, and by enhancing the profession's growing stature; to establish and maintain standards for entry, advancement, and conduct in the profession, screen credential applications carefully and efficiently, and investigate critical issues regarding the performance and status of the education profession; and to contribute to the effectiveness of public education, and be accountable for its actions to the public and the profession.

The Commission adopted, along with that mission, a vision for the education profession in the future, a set of principles to guide its activities, and eight major goals for the 1990s, each accompanied by a set of objectives.

The mission, principles, goals, and objectives have been published in a companion document to this Seventeenth Report of the Commission, entitled "Competent and Caring Educators in Every School: The Mission and Goals of the Commission on Teacher Credentialing." Copies are available from the Commission office.

◆  
**Mission  
Statement**

**Companion  
Document**

## Legislative and Reform Initiatives in 1989 and 1990

◆ The Commission sponsored two major bills in the 1989 Legislative Session--AB 2304 and SB 1368--and five additional bills in 1990. All but one of these measures--AB 2924--made it through the legislative process successfully and were signed into law. A brief description of the Commission-sponsored bills follows:

### 1989 Sponsored Legislation

**AB 2304 (Clute)** makes several reforms in the Commission's professional standards process: (1) It requires all testimony before the Committee of Credentials to be given under penalty of perjury; (2) It permits the Commission to voluntarily appear in criminal proceedings regarding any person holding a credential in order to furnish pertinent information, make recommendations regarding conditions of probation, or provide other assistance necessary to protect the interests of the public; and (3) It requires that the arrests of credential-holders accused of committing sex offenses listed in Education Code Section 44010 be reported immediately to the Commission, in addition to the offenses already listed in Penal Code Section 290 (which were already reported to the Commission). In addition, AB 2304 gives the Commission more flexibility in revising requirements for special education credentials, while providing assurance that pupils with specific handicapping conditions are taught by teachers whose preparation and credential authorization are specifically related to that handicapping condition.

**SB 1368 (Watson)** requires the Commission to review and study assignment practices in the elementary and middle grades. It also: (1) Authorizes teachers to teach in departmentalized settings in grades K-8 if they have completed specified coursework in the subject(s) they will teach; and (2) It authorizes team-teaching and the regrouping of pupils across classrooms. The study of assignment practices called for in this bill was completed in 1991, and includes recommendations for changes in the credentialing of elementary and middle school teachers.

### 1990 Sponsored Legislation

**AB 981 (Lempert)** authorizes the Commission to develop a comprehensive teacher supply and demand reporting system. Once fully operational, this system will provide great assistance to both teachers and school districts in filling teaching vacancies, and will also provide the state with a much-needed research base. AB 981 also authorizes the Commission to review the teacher candidate recruitment efforts currently undertaken by colleges and universities.

**AB 2923 (Hughes)** requires candidates for credentials in music, art, home economics, industrial arts, and physical education to be prepared in methods of teaching reading (as all other single subject credential candidates are already required to be).

**AB 2943 (Clute)** makes several credentialing changes, including: (1) Permits multiple subject teachers with supplementary authorizations to teach such single subjects in grades 9 and below; (2) Revises the areas tested on the general knowledge examination taken by multiple subject credential candidates; and (3) permits



the Executive Secretary to enter into contracts on behalf of the Commission (unless that function is specifically reserved by the Commission).

AB 3120 (Lempert) permits candidates for a Language Development Specialist Credential to take the LDS examination at any time.

AB 2924 (Hughes) would have clarified that school counselors must hold a Pupil Personnel Services Credential, and that persons not holding this credential may not provide specified counseling services to students. Although this measure passed the Assembly, the Commission and other parties determined that clarification in this area was not necessary.

In addition to these Commission-sponsored measures, the Commission also supported several bills in 1989 and 1990 which were passed into law. These included:

SB 1636 (Roberti) establishes the California School Paraprofessional Teacher Training Program, to be administered by the Commission. Beginning in the 1992-93 school year, the Commission will select at least 12 school districts which have identified 30 or more teaching assistants and other paraprofessionals seeking to complete college courses in order to become fully-credentialed teachers. The bill provides for these persons to receive reimbursement for their tuition, books, and fees at California State University or California community college campuses.

SB 2460 (Cecil Green) requires the Commission to undertake various leadership activities to prepare teachers to deal more effectively with youth gangs and violence on school campuses.

AB 2985 (Quackenbush) authorizes the Commission to undertake a review of current and proposed alternative routes to certification.

In 1991, the Commission decided to seek legislation for several changes relating to its professional standards processes and to teaching assignments in the elementary and middle grades.

The professional standards legislation, AB 1139 (Woodruff), has three primary purposes: (1) It would permit the Commission to receive recommendations from the Committee of Credentials to issue private admonitions to credential holders in the same manner as it currently issues credential revocations, suspensions, and denials; (2) It would provide that convictions for specified offenses following pleas of *nolo contendere* would be treated the same as convictions based on pleas of guilty; and (3) It would give the Commission continuing jurisdiction over credential applicants and holders in order to institute or continue any investigation begun regarding their fitness to possess a credential. As of the date of this report, AB 1139 has passed the Assembly Education Committee (11-0), the full Assembly (77-0), and the Senate Education Committee (7-0).

In the area of teaching assignments, SB 215 (Craven) would provide additional flexibility to school districts in the assignment of teachers in grades K-8 who hold multiple subject credentials. As amended in July 1991, the measure would permit a local school board to assign such teachers to teach any subject in grades K-8, provided that the local district has established policies and procedures for use in determining if the person is qualified to teach that subject. As of the date of this report, SB 215 has passed the Senate Education Committee (8-0), the full Senate (37-0), and the Assembly Education Committee (10-0).

## Supported Legislation

## 1991 Initiatives

## California New Teacher Project

◆ The California New Teacher Project is a pilot study of alternative ways to enhance the success of beginning teachers through expanded support and assessment measures. The project was initiated and funded by the Legislature as part of the Teacher Credentialing Law of 1988 (Chapter 1355 of the Statutes of 1988, often referred to as the Bergeson Act). The project is jointly administered by the Commission and the California State Department of Education.

### Evolving Ideas

In its third year during 1990-91, the New Teacher Project funded 37 local projects to explore innovative ways of supporting and assessing new teachers. Extensive research is being undertaken on the support and assessment approaches being tested in these pilot projects, which were selected in a competitive bidding process. A Comprehensive evaluation of the support mechanisms in these projects is being conducted by the Southwest Regional Educational Laboratory (SWRL). Far West Laboratory for Educational Research and Development (FWL) is pilot-testing innovative forms of new teacher assessment. The research findings of these external reviewers will form the basis of recommendations to the Legislature in March of 1992. These recommendations will suggest policies that should govern the support and assessment of beginning teachers as a condition for the professional certification and development of those teachers in the future.

### Across the State

The project has involved teachers in urban, metropolitan, suburban, and rural districts throughout the state. Approximately 3,000 first- and second-year teachers have participated in the pilot tests since 1988. During the 1990-91 year, approximately 1,900 teachers received support services. Some 1,060 experienced educators have served as support providers to new teachers in the project, thus contributing to their own professional development and competence. Local projects are administered by combinations of the following sponsors: 30 school districts, 12 universities, 15 county offices of education, and six local teacher associations.

### Types of Support

Projects were selected to represent a variety of approaches, structures, and delivery models for new teacher support. The projects vary in the type of support provided, the intensity of services offered, and the methods for providing support for new teachers. Some new teachers receive help from experienced teachers, such as a mentor teacher, a coach, or a "buddy." In some projects support is provided by district staff personnel, university professors, or outside consultants. Training consists of beginning-of-the-year orientation meetings, seminars and workshops, conferences, and university coursework. Other forms of assistance include team support meetings, stipends for the purchase of classroom materials, opportunities to observe and be observed in classrooms, and formative assessment measures. Technological support measures are highlighted in several projects, with the use

of computers and interactive television. Some projects link university teacher preparation programs and schools in a formal way, others rely on informal arrangements. Several projects are developing Professional Development Centers at selected school sites. Others provide release time or reduced teaching loads for new teachers in order to involve them in project activities, allowing more time for planning and for working with mentors or other experienced teachers.

It is clear that new teacher support does make a difference. Preliminary findings from the research conducted by SWRL indicate the following:

- ◆ New teacher retention rates are higher when support is provided. Teachers receiving support are more likely to return to teaching in the same district or another district than other new teachers across the state.
- ◆ Intensity of support positively affects new teachers' instructional practices. New teachers spend more time planning instruction when they receive more direct, focused, one-on-one support. New teachers receiving the strongest support are more aware of state, district, and textbook guidelines and are more likely to use a variety of instructional resources.
- ◆ Student engagement rates are positively affected when new teachers receive more intense forms of support from their more experienced colleagues.
- ◆ Support contributes to new teacher feelings of success. New teachers receiving support, particularly those in urban and rural districts, report higher levels of career satisfaction than their non-supported counterparts.
- ◆ Both new teachers and their support-providers grow and develop as a result of their involvement in the project. The collegial interactions among novices and their more experienced support-providers benefit all teachers and add a dimension of richness to the life of a school.
- ◆ The most cost-effective approaches to serving new teachers all include structured time specifically set aside for new teachers and experienced teachers to work together.

The New Teacher Project assessment component is designed to investigate a variety of assessment approaches that might be appropriate for evaluating beginning-teacher performance as a part of the professional credentialing process. These approaches include classroom observations, oral interviews, videotaped scenarios, portfolios, technologically-based exercises, and other structured exercises in controlled settings. Initial findings suggest that classroom observations provide a rich source of information about a teacher's performance in the classroom, but are also expensive. Planning skills and student assessment abilities can be effectively evaluated through semi-structured interviews or portfolio reviews. Written examinations are the least-costly assessment approach, but provide the least direct information about actual performance.

Ongoing research on both the support and assessment measures will continue to examine the most cost-effective ways of supporting and assessing new teachers. The approaches eventually recommended will recognize the complexity of teaching and the needs of the diverse student population in California. As the demand for a highly-skilled, well-qualified teacher workforce increases, it has become evident that a well-designed, carefully-implemented plan for new teacher support and assessment can contribute to this improved workforce, and to public confidence in the teaching profession.

## **Preliminary Findings**

## **Assessment Alternatives**

## **Improved Workforce**

## Standards for Preparation of Professional Educators

- ◆ During the past two years the Commission has moved forward steadily to develop quality program standards for the preparation of professionals in all credential areas. In this effort the Commission has continued its practice of bringing together subject matter experts from colleges and universities and K-12 schools to form advisory panels. The expert panels develop the standards and recommend them for adoption to the Commission.

Each standard describes the quality that the Commission expects to find in preparation programs. Some standards relate to the curriculum of preparation; others address the quality of field experiences. Each set of standards also defines the levels of competence and performance that candidates must attain.

### Standards in Place

The Commission adopted its 32 standards for Multiple Subject and Single Subject credential programs in December of 1988. In subsequent years full sets of program standards have been developed and approved for the following credentials:

- ◆ Experimental and Alternative Programs (1989)
- ◆ Middle Level Emphasis (1989)
- ◆ School Nurse (1989)
- ◆ Bilingual Crosscultural Emphasis (1990)
- ◆ Internships (1990)
- ◆ Reading Language Arts Specialist (1990)
- ◆ Early Childhood Emphasis (1991)
- ◆ Library Media Teacher (1991)
- ◆ Pupil Personnel Services (1991)

Among the program standards adopted by the Commission are a set of twelve approved in April 1990 which are common to all credential areas. These common standards address such issues as program design and coordination, adequacy of resources, faculty qualifications, student advisement, and admissions criteria.

### Essential Dimensions

The Commission's standards represent current thinking in the education profession about the essential dimensions of professional preparation. The standards also provide many degrees of flexibility for colleges and universities. Each standard is sufficiently broad so that different institutions of higher education can meet it in different ways. At the same time, the standards are clear and precise so the Commission's professional evaluation teams can determine which ones are (and are not) being met on each campus.

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# Elementary Subject Matter Standards

In 1988, the Commission adopted Standards of Program Quality for Subject Matter Programs for prospective elementary teachers. These standards were based on Assembly Bill 1759 (Clute), which the Commission had sponsored. The standards were developed by an expert panel that consisted of elementary classroom teachers, school principals, curriculum specialists in school district and county offices, and faculty members from colleges of letters, arts, and sciences in universities. The standards were also based on the Commission's extensive study of the elementary school curriculum and its future directions in California.

Based on the Commission's curriculum research and the advice of its expert panel, the standards require each candidate to complete studies in ten disciplines:

- ◆ History
- ◆ Human Development
- ◆ Literature
- ◆ Physical Education and Health
- ◆ Social Science
- ◆ Humanities
- ◆ Language Studies
- ◆ Mathematics
- ◆ Science
- ◆ Visual and Performing Arts

The Commission's standards address the quality of study across these disciplines. The broad statements allow for multiple forms of implementation by colleges and universities, while providing sufficient clarity to enable professional reviewers to assess each institution's work in this area.

To date, 61 institutions of higher education have submitted 71 programs for approval by the Commission. Each institution describes the following: the proposed program's version of a well-educated person; the content of the curriculum, including the potential areas of depth of study; the themes that are interwoven in the program, such as interdisciplinary study, the use of technology, and infusion of gender and multicultural perspectives; and the ways in which programs are coordinated and candidates are assessed.

Beginning in 1990, the Commission appointed review teams to evaluate programs that were submitted for approval under these new standards. The program review teams include teachers, professors, and curriculum specialists in the subjects of required study. In April of 1990, the team members assembled for a two-day training session, which included direct instruction, mock reviews of sample programs, simulations of interviews, and report writing exercises. Reviews of subject matter programs for elementary teachers will continue as a part of the evaluation activities of the Commission during 1991-92.

## Ten Disciplines

## Review of Programs

## Middle Grades Emphasis Programs

- ◆ In September 1988, the Commission authorized the establishment of an advisory panel to explore the possibility of developing and implementing credential requirements authorizing service in the middle grades. More than 150 specialists in middle grade education were nominated by professional organizations, school districts, county superintendents, colleges, and universities. As with all Commission advisory panels, the 21-member group represented the geographic regions and cultural diversity of California.

### Careful Study

After nearly a year of deliberations, the advisory panel recommended establishment of an emphasis credential which could be attached to either a multiple or a single subject teaching credential. In the course of its deliberations, the panel reviewed most of the prominent literature on middle schools, including *Caught in the Middle* by the California Department of Education, and *Turning Points* by the Carnegie Council on Adolescent Development. Also, the Commission completed a survey of colleges and universities to determine their interest in the middle grades field. Principals in schools with grades 5 through 9 were also surveyed by the Commission. Nearly 50 universities and 200 principals responded, indicating overwhelming support of the recommendations of the advisory panel.

### Program Features

Among the features of the new Middle Level Emphasis Credential are the following:

- ◆ Academic preparation in two or more disciplines;
- ◆ Preprofessional experiences with early adolescents;
- ◆ Preparation in specific middle level curriculum areas such as interdisciplinary teaming, cross-grade grouping, individualized learning, exploratory and enrichment experiences, core and interdisciplinary instruction, active and cooperative learning;
- ◆ Understanding of middle level philosophy, organization, and pedagogical approaches;
- ◆ Focus on cognitive, physical, moral, and emotional development of early adolescents;
- ◆ Preparation for the role of curriculum-based advisor;
- ◆ One student teaching experience at the middle level;
- ◆ Experience in the variety of instructional and extra-curricular activities in a middle level school;
- ◆ Experience organizing an environment which promotes active, responsible citizenship;
- ◆ Experience working with parents of adolescents.

### First Approval

In June 1991, the first Middle Level Emphasis Program, at San Francisco State University, was approved by the Commission. Approximately 20 other colleges and universities are expected to submit such programs for approval.

## Professional Growth and Service Requirements

The Hughes-Hart Education Reform Act of 1983 (Senate Bill 813) required future teachers to complete professional growth requirements in order to renew their California credentials. Teachers who received their first clear credential after September 1, 1985, are required to complete 150 hours of professional growth activities every five years. Each teacher consults with a professional growth advisor, defines his or her goals of professional development, and plans a set of activities to meet those goals. These activities may include university courses, conferences, staff development programs, systematic programs of observation and analysis of teaching, leadership roles in professional organizations, and participation in educational research or innovation efforts.



In 1990-91, teachers completed the first five-year cycle under this legislation. These credential-holders have submitted the required Plan and Record Form which includes professional growth goals that each teacher has designed with the assistance of a professional growth advisor. On the opposite side of the form, each credential-holder has listed the goal-related activities that have been completed to meet the goals. These activities are verified by their advisors. Accompanying the Plan and Record Form is the Verification of Successful Service Form. Each credential-holder must provide verification of successful service for a minimum of 90 days in a K-12 setting during each five-year cycle.

### Reporting Procedures

Also in 1990-91, the Commission completed the first two phases of a three-phase study of these professional growth requirements. Nearly 300 school districts responded to the Commission's requests for information on the implementation, accomplishments, and potential weaknesses of this legislative mandate. The second phase of the study involved a survey of the credential-holders and professional-growth advisors. A sample of each received questionnaires about their activities, their experiences, and suggestions for improvement. Information from all phases of the study will be considered by the Commission as plans for further implementation of the statute are developed.

### Further Study

## Enrollments in Preparation Programs

Annually, the Commission collects and reports data on the number of candidates enrolled in credential programs at, and recommended for credentials by, California institutions of higher education and local education agencies. For the first time in the nine years that such data have been collected, the figures for academic year 1988-89 showed declines in many reporting categories. However, the data for 1990-91 indicated a solid rebound in both enrollments and recommendations for credentials. Overall data for both years are displayed in the chart below:

### Two Years of Data

Enrollments in Commission-Approved Professional Preparation Programs and Recommendations for Issuance of Credentials Upon Completion of Such Programs

Credential Type	Academic Year 1988-89		Academic Year 1989-90	
	Enrollments	Recommendations	Enrollments	Recommendations
<b>Teaching</b>				
Multiple Subject	16,856	9,982	19,136	10,643
Single Subject	8,996	5,477	9,385	5,759
Specialist	6,509	1,886	6,944	1,859
Designated Subjects	6,993	1,660	11,520	1,942
<b>Total Teaching</b>	<b>39,354</b>	<b>19,005</b>	<b>46,985</b>	<b>20,103</b>
<b>Services</b>				
Administrative	5,569	1,589	6,082	1,662
Pupil Personnel	3,180	813	3,443	1,016
Other Services	1,284	524	1,559	545
<b>Total Services</b>	<b>10,033</b>	<b>2,926</b>	<b>11,084</b>	<b>3,223</b>
<b>TOTAL</b>	<b>49,387</b>	<b>21,931</b>	<b>58,069</b>	<b>23,326</b>

## Paraprofessional Program

Senate Bill 1636 of 1990 (Roberti) established the California Paraprofessional Teacher Training Program, to be administered by the Commission with the purpose of creating a career ladder into certificated teaching for school paraprofessionals who work effectively with students.

### Initial Report Submitted

During the past year the Commission has created an Advisory Panel on Paraprofessional Career Ladders to offer advice in this area. Further, the agency has undertaken a survey of local education agencies throughout the state to secure information on the number of paraprofessionals who would be potentially eligible for such a program, and an initial report has been submitted to the Legislature. Additional agency staff will continue work in this area in the coming year as the program is further implemented.



## University-Based Internship Programs

In November 1989, the Commission approved its Standards of Program Quality for University Internships. These standards were based on the recommendations of the Commission's Internship Advisory Panel. The internship program requirements were revised to reflect the differences between candidates in internship programs and "regular" programs.

In California, internships have traditionally been viewed as an alternative method of professional preparation and certification. The Commission has determined that candidates in internship programs must meet the same standards of performance and competence as candidates in conventional preparation programs. The major differences between internship programs and conventional programs are as follows:

- ◆ The program is developed and implemented as a cooperative relationship between a district and a university with greater collaboration in decision-making, and shared responsibility for support, feedback, and evaluation;
- ◆ They become responsible for the duties related to the credential at an accelerated pace;
- ◆ Because interns take full responsibility for a group of students much earlier than teacher-candidates in a conventional teacher education program, the admission policies of the internship should be rigorous enough to account for the accelerated responsibilities;
- ◆ Before an intern takes over classroom responsibilities, the program should provide an initial training program that provides the basic skills and knowledge necessary to commence their classroom responsibilities;
- ◆ An internship is specifically designed to be a blend of theory and practice so interns can expeditiously acquire the skills that underlie effective professional practice.
- ◆ Interns are compensated for their service;
- ◆ Safeguards are built into the approval process to assure that interns are not being used in place of first-year teachers or to replace experienced teachers (with higher salaries) with less-experienced interns;
- ◆ Because interns potentially displace fully credentialed teachers (and members of the bargaining unit), it is the policy of the Commission that the bargaining unit should be included in the design and oversight of internships, as well as the ongoing evaluation of these programs;

Many interns serve in areas of critical need in which fully-credentialed persons are not available. Internships are particularly good alternatives for school districts that must hire persons with emergency credentials to fill their employment vacancies. The number of university-initiated internship programs has grown rapidly in recent years. In March, 1991, there were 81 approved internship programs at California colleges and universities. This is an increase of 25 percent over a three-year period. These programs enrolled 1,399 credential candidates and recommended 824 candidates for full certification in 1988-89.

### Program Characteristics

### Rapid Growth

## Approved Preparation Programs at California Universities and Colleges

As of July 1, 1991, following are the professional preparation programs approved by the Commission for various credentials at universities and colleges in California:

Code to credentials listed below: MS-multiple subjects teacher; SS-single subject teacher; DS-designated subjects teacher; BL-bilingual/crosscultural specialist; EC-early childhood education specialist; R-reading specialist; SE-special education specialist; M-mathematics specialist; AG-agriculture specialist; HS-health science specialist; LD-language development specialist; AD-administrative services; LI-library services; HS-health services/school nurse; CL-clinical rehabilitative services; PP-pupil personnel services; PS-school psychology services.

Credentials:	MS	SS	DS	BL	EC	R	SE	M	AG	HS	LD	AD	LI	HS	CL	PP	PS
<b>California State University</b>																	
CSU, Bakersfield	x	x		x	x	x	x				x	x				x	
CSU, Chico	x	x		x	x	x	x		x		x	x	x	x	x	x	x
CSU, Dominguez Hills	x	x	x	x			x				x			x	x	x	x
CSU, Fresno	x	x		x	x	x	x	x	x		x	x		x	x	x	x
CSU, Fullerton	x	x				x	x				x			x	x	x	x
CSU, Hayward	x	x				x	x				x			x	x	x	x
Humboldt State U.	x	x					x				x			x	x	x	x
CSU, Long Beach	x	x	x	x	x	x	x				x	x	x	x	x	x	x
CSU, Los Angeles	x	x	x	x		x	x				x	x	x	x	x	x	x
CSU, Northridge	x	x	x			x	x				x			x	x	x	x
CS Poly. U. Pomona	x	x	x	x		x	x	x								x	x
CSU, Sacramento	x	x		x		x	x				x	x	x	x	x	x	x
CSU, San Bernardino	x	x	x	x		x	x				x			x		x	x
San Diego State U.	x	x		x		x	x			x	x	x		x	x	x	x
SDSU Imperial Valley	x	x															
San Francisco State U.	x	x	x	x	x	x	x			x	x	x		x	x	x	x
San Jose State Univ.	x	x		x	x	x	x	x		x		x	x	x	x	x	x
CSPU San Luis Obispo	x	x				x	x	x			x					x	
CSU, San Marcos	x																
Sonoma State Univ.	x	x			x	x	x				x					x	
CSU, Stanislaus	x	x				x	x				x	x		x		x	
<b>University of California</b>																	
UC, Berkeley	x	x				x	x	x			x	x				x	x
UC, Davis	x	x		x		x		x	x							x	x
UC, Irvine	x	x					x				x					x	

Credentials:	MS	SS	DS	BL	EC	R	SE	M	AG	HS	LD	AD	L	HS	CL	PP	PS
UC, Los Angeles	x	x	x				x					x				x	x
UC, Riverside	x	x					x	x				x				x	
UC, San Diego	x	x					x									x	
UC, Santa Barbara	x	x		x			x	x				x		x		x	x
UC, Santa Cruz	x	x															
<b>Private</b>																	
Azusa Pacific Univ.	x	x					x	x				x				x	
Bethany Bible College	x	x															
Biola University	x	x															
California Baptist Col.	x	x															
Cal. Col. Arts & Crafts	x	x															
California Lutheran	x	x	x				x	x				x				x	x
Chapman College	x	x					x					x				x	x
Christ College	x	x															
Christian Heritage	x	x															
Claremont Grad. Sch.	x	x						x				x					
Col. Develop. Studies	x							x									
Col. of Notre Dame	x	x				x		x				x					
Dominican College	x	x						x								x	
Fresno Pacific College	x	x		x			x	x		x	x	x	x			x	x
Holy Names College	x	x					x					x					
John F. Kennedy Univ.	x																
La Sierra University	x	x										x				x	x
Loma Linda Univ.								x						x	x		
Loyola Marymount	x	x					x	x				x				x	x
Masters College	x	x						x									
Mills College	x	x										x					
Mt. St. Mary's College	x	x						x				x				x	
National University	x	x		x	x	x	x					x				x	
Occidental College	x	x															
Pacific Oaks College	x				x			x									
Pacific Union College	x	x															
Patten College	x																
Pepperdine U./L.A.	x	x						x				x					
Pepperdine U./Malibu	x	x															
Pt. Loma Nazarene	x	x				x		x				x				x	
St. Mary's College	x	x				x	x	x				x				x	
Santa Clara Univ.	x	x						x				x				x	
Simpson College	x	x															
So. California College	x	x						x									
Stanford University	x										x						
U. S. International U.	x	x					x					x				x	x
University of LaVerne	x	x				x	x	x				x				x	
Univ. of the Pacific	x	x		x			x	x		x	x	x		x			x
University of Redlands	x	x						x				x		x		x	
Univ. of San Diego	x	x		x				x				x		x		x	
Univ. of San Francisco	x	x										x				x	
Univ. of Southern Cal.	x	x		x	x	x	x		x	x	x	x	x			x	x
Westmont College	x	x															
Whittier College	x	x				x	x					x			x		

## Alternative Routes to Certification

◆ In recent years, "alternative certification" has received a great deal of attention in both California and across the United States. Most people define alternative certification as variations on the traditional patterns of education coursework and student teaching that are offered by most accredited colleges and universities. Alternative certification is particularly attractive to persons who are not able to participate in traditional preparation programs for financial reasons.

Alternative certification is not a new phenomenon in California. In fact, a review of credential files shows that there were alternative approaches in this state as early as the 1920s. The most recent option is the District Intern Program that was established in 1983.

### Many Alternatives

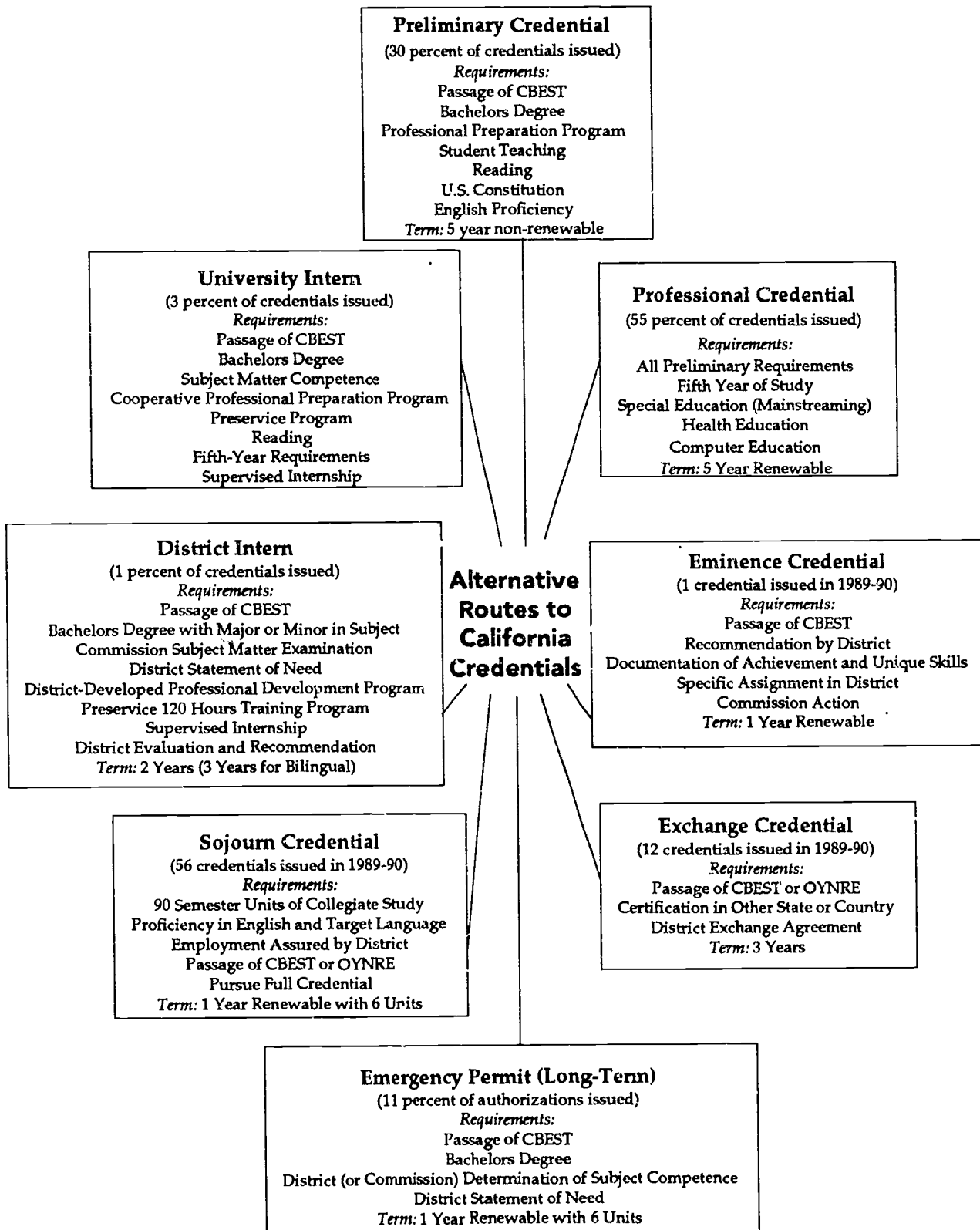
The structure of teaching credentials in California offers several options or alternatives, which are displayed in the chart on the following page. That chart features the major alternative routes that are available, a summary of the requirements for each, and the size and percentage of the credentialed workforce prepared annually through each option.

The 1989-91 period has both opened new vistas and pointed out some of the limitations of alternative certification programs. For example, between 1984 and 1989, 21 different California school districts participated in district intern/teacher trainee certification. Yet by 1989, only two districts continued to issue District Intern Certificates. One district, the Los Angeles Unified School District, continues to administer the program for more than 99 percent of the candidates.

### Reaching New Groups

Many districts and universities have used various alternative approaches to certification to reach groups that have traditionally not been tapped as prospective teachers. For example, San Diego State University and San Francisco State University have each designed programs for military personnel who wish to enter teaching as a second career. California State Universities, Los Angeles, and California State University, Dominguez Hills, are developing programs to partially accommodate emergency permit holders. Other universities are developing programs for mid-career persons who are retiring or being laid-off from corporations that are "down-sizing."

## Basic Teaching Credential Options and Requirements



## Advisory Panels Assist Commission

### Rationale and Policy

◆ The Commission and its staff consult frequently with several advisory panels. The adopted recommendations of these panels were among the most significant policies established by the Commission during the 1989-1991 period.

In 1981, the Commission adopted a rationale and policy for establishing and working with such panels, indicating three reasons why it is important to utilize advisory panels: (1) Neither the Commission nor its staff possess sufficient expertise to resolve by themselves all of the complex issues they face; (2) Commissioners and staff members acquire valuable insights and perspectives from consultation with groups of persons whose views are varied and whose backgrounds are diverse; and (3) Agents who are responsible for administering the Commission's policies, and constituents who are affected by those policies, find the policies to be more acceptable if they (or their proxies) have been consulted as the policies are being formulated, considered, and adopted.

According to Commission policy, an advisory panel is formed when either of the following circumstances occur: (a) When staff members do not possess sufficient technical expertise, and cannot inexpensively acquire sufficient technical information, on matters that need to be resolved by the Commission; or (b) When the views of constituents who may be affected by policy determinations are not sufficiently represented by the Commission, and when these viewpoints cannot sufficiently be discussed in a public hearing or a written survey.

To govern the composition of advisory panels, the Commission has adopted policies to insure a balance of representation on advisory panels: (1) When an advisory panel is established to address an issue that potentially affects diverse constituencies, its membership reflects the diversity of the affected constituencies; (2) Appointments to advisory panels also reflect, to the extent feasible, the ethnic and cultural diversity of the California public schools; and (3) When a panel is set up to examine a problem that is particularly technical and specialized, some of the panel members are appointed for their technical expertise without regard for their other characteristics.

### Clear and Forceful Advice

From 1981 through 1990, the Commission adopted all of the recommendations of all of its advisory panels. All panels have presented their recommendations to the Commission during public meetings, and the Commission has provided extended opportunities for panelists and other constituents to discuss each panel's findings and recommendations. Members of the Commission and its staff have been consistently impressed by the clarity and forcefulness of the panels' presentations, and by the quality of their recommendations. When objections to a panel's recommendations have been expressed by other constituents, the Commission has: (1) accepted the panel's written report; and (2) established a process for broad discussion of the panel's recommendations throughout the state.

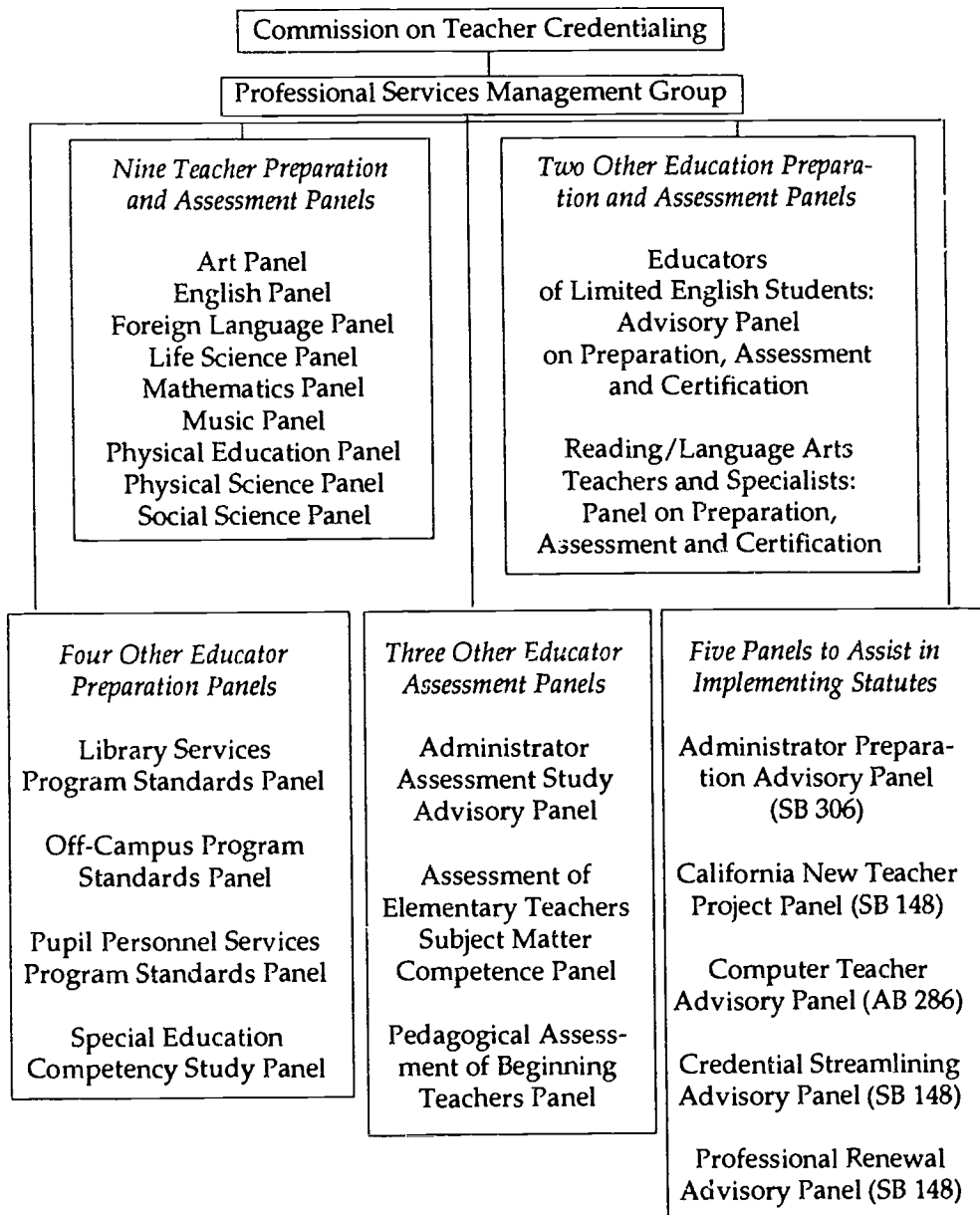
Without question, the Commission's advisory panels contribute in significant ways to the agency's policymaking achievements.

## Critical Services

In addition to recommending new standards, needed regulations, and other important policies to the Commission, past and current advisory panels have also performed other critical services for the Commission and the education profession. Advisory panels review proposals that have been drafted by other groups and organizations, and provide information about current and anticipated concerns of the field. As a result of their service on advisory panels, the members of these panels also become knowledgeable about the Commission as a policy-making body and serve as spokespersons for the policies they have recommended.

The Commission's current advisory panels are organized conceptually in groups to give the Commission expert advice regarding standards for educator preparation, standards for educator assessment, and the implementation of recent statutes, as indicated in the following chart:

### Oversight and Organization of Advisory Panels



## Twenty-Three Advisory Panels

## Commission Reviews Program Evaluation

◆ The Commission is responsible for periodic evaluations of all professional preparation programs at colleges and universities in California which lead to credentials issued by the agency. During the 1989-90 and 1990-91 academic years, the Commission coordinated the evaluation of 218 such programs at 24 institutions of higher education. Full approval was given to 67 percent of the programs evaluated in 1989-90, and to 73 percent of the programs reviewed in 1990-91.

During the two-year period a total of 385 professional educators were utilized by the Commission as program evaluators; of that number, 138 are public school teachers, 42 educational administrators, and 187 are from colleges and universities. That evaluator group consisted of 149 males and 236 females, and the ethnic breakdown showed 38 African-Americans, 14 Asian-Americans, 39 Hispanic-Americans, and 291 Caucasian Anglos.

### Formation of AAC

In response to Senate Bill 148 (the Bergeson Act), the Commission established in October of 1989 an 18-member Accreditation Advisory Council (AAC). The AAC's initial task has been to recommend a framework for use in the ongoing accreditation of educator preparation programs in California, and to develop proposed guidelines under which the Commission can issue requests for proposals from non-government entities which might undertake such accreditations on behalf of the Commission.

The AAC consists of nine college and university representatives and nine members from professional organizations, including teachers, administrators, and other certificated personnel, as well as school boards. The higher education members equally represent the University of California, the California State University, and the Association of Independent California Colleges and Universities. During the first year of operation, Irving G. Hendrick, dean of the School of Education at the University of California, Riverside, chaired the AAC, with Rosa Nagaishi of the California Science Teachers Association as vice-chair. Currently, Bill Mansfield of the California Teachers Association is AAC chair, and Henrietta Schwartz, dean of the School of Education at San Francisco State University, serves as vice-chair.

### Report under Study

The AAC held 13 meetings between November of 1989 and January of 1991, and a sub-group of the body met during the summer of 1990 to draft its initial report. Comments were solicited from all constituent organizations during the fall of 1990, and the recommendations were submitted to the Commission in February of 1991. Upon receiving the AAC report the Commission instructed its staff to study the document, and a staff analysis is scheduled to be presented to the Commission in October of 1991. Following Commission deliberation, it is anticipated that the additional steps called for in Senate Bill 148 will take place during the coming year.

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## Preparation and Certification of School Administrators

The current two-tier California administrative credential structure was established by legislation in 1981 and became fully implemented July 1, 1985. The first Preliminary Administrative Services credentials were granted in September of 1985, expiring in 1990.

In 1987, the Commission sponsored a Symposium on School Leadership. One of the recommendations from the Symposium was a comprehensive study of the field of school leadership, once sufficient time had elapsed to evaluate the implementation of the current two-tier credential regulations. In 1988, the Commission undertook a feasibility study of models for competency assessment of administrative credential candidates, seeking to gain information about the knowledge and skills of candidates who desire to become school administrators.

Since a number of candidates have now gone through both the Preliminary and Professional Administrative Services Programs, and since there have been significant changes in the pre-service and in-service training opportunities available for school administrators, the Commission determined in early 1990 to conduct a study of administrator preparation in California. The 1990-91 State Budget Act and legislation enacted in 1990 (SB 306, Morgan) helped to define the scope of this comprehensive study, to include the following topics: The efficacy of the existing university-based administrative services credential structure and administrative preparation programs; Alternative models for assessing administrator competence; Issues related to competencies required for administrative positions; and the California School Leadership Academy Administrative Training Center instructional program and other non-university based training for administrators.

As a first step in the study, the Commission conducted a two-day Forum on School Administrator Preparation on September 29-30, 1990, to: (1) Discuss issues in administrator preparation; (2) Further define the scope of the study; and (3) Specify appropriate research methodologies. The 25 participants in the Forum were school and district administrators, professors of school administration, and leaders in research or school leadership and restructuring. The Report on the Proceedings of the Forum was presented to the Commission and made available to the School Administration Advisory Panel which it appointed in 1990. The study is being conducted by Commission staff and guided by the Advisory Panel, which represents professional organizations, school districts, institutions of higher education, the State Superintendent of Public Instruction, parents, and the business community.

The study is to examine the content, structure, and modes of delivery for university and non-university administrative training programs in the state. Surveys of and interviews with candidates, graduates, employers, and institutions are in-



**Undertaking  
a Study**

**Seeking  
Advice**

## Revising Standards

cluded in the study design. The study is scheduled to be completed in December of 1991, with a report to the Commission soon thereafter.

Following completion of the study, the Advisory Panel will provide information, perspective, and advice to the Commission and its staff regarding the requirements, standards, and other policies that govern the preparation, assessment, certification, induction, and professional growth of school administrators. This information and advice will be based, at least in part, on the findings and interpretation of the policy study. The Advisory Panel will then conceive and develop standards of program quality for the professional preparation of school administrators. The scope and content of the program quality standards will depend upon the structure of preparation and credentialing that is recommended by the panel and adopted by the Commission as a result of the study. Such revised standards should be ready for consideration by the Commission in early 1993.

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## Streamlining the Credentialing System

◆ In May 1990 the Commission appointed an advisory panel to study ways to streamline the California credentialing system. The charge to the panel was to examine issues related to the simplification of the credential structure in response to the Bergeson Act (Senate Bill 148 of 1988) which calls upon the Commission to "reduce and streamline the credential system to ensure teacher competence in the subject field or fields, while allowing greater flexibility in staffing local schools."

From July 1990 through April 1991, the advisory panel met several times to identify credentialing concerns and to develop recommendations for simplification of the system. Due to the various complex and diverse issues, the panel members worked in subcommittees concentrating on the credentialing structure, teacher assignment and credential authorization issues, regulatory changes, and information management.

## Preliminary Report

A preliminary report of recommendations from the advisory panel was received by the Commission in May 1991 and was disseminated throughout the state for constituent responses. The recommendations are based on the principles that the existing Multiple and Single Subject teaching credential structure be maintained and that the restructuring of the credential system not result in the disenfranchising of certificated personnel or further limit a school district's ability to staff schools. During 1991 the advisory panel will review the responses to the preliminary report and continue to determine methods of simplifying the credentialing system, leading to a final report to the Commission on this important set of issues.

## Special Education Study Unfolds

In September 1988, the Commission initiated a study to determine the competencies required for the preparation of personnel in special education. The specific objectives of the study were: (1) To identify competencies common to all teachers of exceptional students, referred to as "core" competencies; (2) To identify specific competencies that are uniquely needed by teachers of students with particular handicapping conditions; and (3) To identify specific competencies needed by regular education teachers who work with exceptional students. The overall purpose of the study is to establish a research basis for restructuring credentials in special education and establishing new standards for these credentials.

A Special Education Advisory Panel appointed by the Commission assisted in the design of the study and the development of recommendations to be presented to the Commission. The Panel included representatives from organizations concerned about students within each of the categorical areas, major professional groups, institutions of higher education involved in professional preparation of special educators, and other interested persons. The Panel members communicated with their representative groups to provide continuous input from the field. Commission staff worked with the Panel from 1989 to 1991 to create a survey questionnaire, analyze survey data, and develop recommendations to submit to the Commission for consideration. The survey instrument was composed of 91 competency statements representing 13 handicapping conditions as defined in federal law, in addition to items relating to early childhood and bilingual/multicultural education. The Commission mailed a total of 3,949 surveys, and received a 35 percent return rate.

In April of 1991, the draft report of the Panel's recommended options for special education credentialing structures was accepted by the Commission. The Panel recommendations included three components: the inclusion of teacher preparation at the undergraduate level, increased integration of regular and special education professional preparation programs, and proposed options for restructuring special education credentialing. These options are organized under Mild/Moderate Disabilities, Severe/Profound Disabilities, and Orthopedic/Other Health Impairments, with separate programs for teachers of Visually Impaired, Deaf and Hard of Hearing (Deaf-Blind), and Speech and Language Impaired.

Later in April 1991, the Commission held three public forums in Hayward, Sacramento, and Fullerton to receive input on the results of the study and recommendations proposed by the Panel. Participants at the hearings responded positively to the recommendations, and submitted additional suggestions to be considered by the Commission as final recommendations are drafted. The final tech-

### Advisory Committee

### Draft Report

### Public Hearings

nical report on the Special Education Competency Study with recommendations from the Panel will be presented to the Commission later in 1991.

## **Changes Being Considered**

By the end of 1991, the Commission will determine whether changes are warranted in the current special education credentials. Considerations and decisions regarding the special education credential structure will be informed by the expertise of Panel members and public hearing participants, by a wide variety of constituent organizations, institutions of higher education, and individuals, and by data from the survey.

Issues currently under study at the Commission include the integration of regular education and special education training programs, the requirement of a regular education credential as a prerequisite for all special education credentials, undergraduate entry into special education teacher preparation programs, and how resource specialists, adapted physical education specialists, and early childhood educators might be represented in a new credential structure. The number of special education credentials is also being reviewed, along with the relationships among these credentials.

## **Developing New Standards**

Following the adoption of credential structure decisions, the Commission will solicit nominations for potential advisory panel members to develop and recommend a set of standards for professional preparation programs in selected areas of special education. The panel members will study a variety of national standards, current research, California state frameworks, as well as state and federal mandates governing educational services to individuals with handicaps. Given the complex set of issues surrounding special education, this new advisory panel will require one year to develop program standards for recommendation to the Commission. Subsequent implementation of new standards will take place over the course of one to two years following the Commission's action.

## Meeting the Needs of Diverse Student Populations

Since 1988, the Commission has made major changes in teacher preparation and credentialing standards to respond to the rapidly shifting population demographics of California schools. Initially, the Commission determined that the knowledge base of teachers, and all other credentialed service and specialist personnel who are employed in California schools, should include an understanding of California's linguistically- and culturally-diverse population. The Commission accepted the policy that multicultural competencies are germane to all people working in schools, given the changing demographics of the state and its schools.

The Commission mandated that all teacher education programs include study of multicultural education and the development of a capacity to teach multiculturally. The Commission's standards 14, 15, and 30 underscore this commitment to equity and pluralism in the training of teachers and other school personnel. These standards are being incorporated into all credential areas as the Commission adopts new standards for the professional preparation of educational professionals. The Reading/Language Arts Specialist, School Counselor, School Psychologist, School Social Worker, School Nurse, Early Childhood, and Multiple and Single Subject Standards of Professional Preparation all include required multicultural training and competencies.

During 1989 and 1990, the Commission conducted workshops for institutions of higher education to assist with implementation of the new standards on multicultural education. In January of 1990, the Commission staff coordinated a Celebrating Diversity Conference co-sponsored with the Association of Independent California Colleges and Universities, California Federation of Teachers, California State Department of Education, California State University, California Teachers Association, Southern Service Center of Far West Laboratory, and the University of California. More than 60 colleges and universities sent teams of faculty members from their teacher education programs and other disciplines to the conference, which also included many teachers, administrators, and school district staff developers. The conference focused on the infusion of multicultural content and practices into programs of professional preparation. During 1991, the Commission is conducting a study to determine the impact of the conference on institutional practices.

While adding multicultural themes to the curriculum of teacher preparation, the Commission also began to redesign credentials for individuals who provide instructional services to limited-English-proficient (LEP) students. During 1990-91, the Commission accepted the recommendations of its Bilingual Crosscultural Advisory Panel to make substantive changes in the credentials and examinations



### **Professional Preparation**

### **Celebrating Diversity Conference**

### **Redesigning Credentials**

## **Projected Design**

that authorize service to LEP students. The Commission authorized the development of a new design for the preparation and credentialing of teachers who provide instruction in English language development, specially designed academic instruction in English, and academic instruction through the primary language.

It is projected that new credentials and examinations in this field will be in place by January of 1993. This new design will likely include:

(1) Standards for professional programs for a Multiple and Single Subject(s) Credential with a (Bilingual) Crosscultural Language Acquisition and Development Emphasis--this would add an entry-level option for English language development teachers as well as bilingual teachers by uniting under one credential preparation program all teachers who offer instructional services to LEP students;

(2) New Standards for programs of professional preparation for a (Bilingual) Culture and Language Specialist Credential--this would broaden the current Bilingual Specialist and Language development Specialist Credential by uniting the two credentials into one, offering specialized services in the areas of assessment, curricular improvement, staff development, and community and parent relations, thus providing schools and districts with language and culture resource specialists who can work with all teachers who provide instructional services to LEP students; and

(3) A new examination system that will parallel the new Multiple/Single Subject(s) Credential with a (Bilingual) Crosscultural Language Acquisition and Development Emphasis--this would replace the current Language Development Specialist and Bilingual Certificate of Competence examinations with a new six-component examination which would test Language Structure/Acquisition/Development, Bilingual and ESL Models and Methodology, "Generic" Culture and Crosscultural Communication, Methodology for instruction in the Language of Emphasis, The Culture of Emphasis, and The Language of Emphasis.

## Assignment Information Collected through Monitoring

The 1989-90 school year was the first in which county superintendents of schools throughout California monitored and reported the local assignments of certificated teachers and other personnel, as required by provisions of SB 435 (Watson), the 1987 legislation sponsored by the Commission. The county superintendents submitted their first annual reports to the Commission summarizing the results of assignment monitoring and reviews of certificated staff in at least one-third of the school districts within the jurisdiction of each county. The reports included information about teachers assigned under the authority of Education Code Sections 44256, 44258.2, and 44263, provisions which allow local school boards to make assignments in instructional areas not covered by the credentials held, as well as information on actions taken by local committees on assignments. Also reported was information on each school district regarding misassignments and efforts to eliminate such misassignments.

The Commission provided a report form to each county requesting detailed information as mandated under the law. The Commission's staff monitored assignments in three of seven single-district counties (including San Francisco) which the agency is required to monitor by Education Code Section 44258.9. The data collected from all monitoring activities will be included in a comprehensive report to the Legislature.

Of the 1,037 school districts in the 58 counties, 337 districts employing 69,029 certificated personnel were monitored. Teaching assignments to areas not authorized by the credential on the basis of local governing board action or Committees on Assignment totaled 4,245. More than half of these were teachers assigned under Education Code Section 44263, which authorizes the teaching of a single subject class with 18 total or nine upper-division semester units in the subject. An additional 964 certificated positions were held by individuals employed on California Department of Education Waivers.

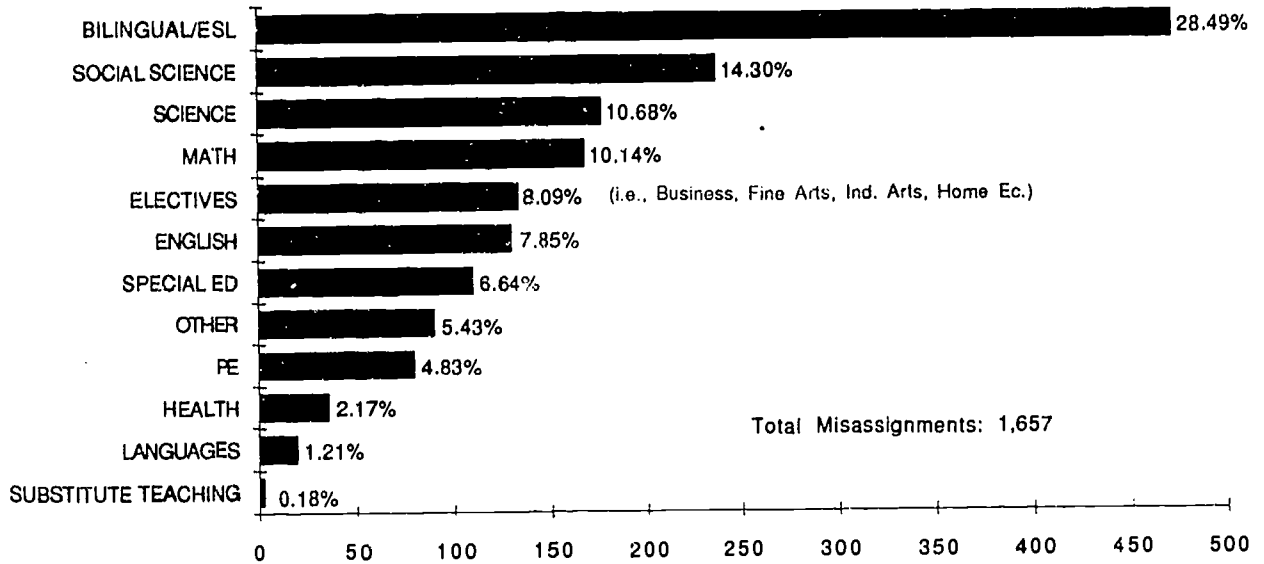
All but 16 counties reported misassignments of certificated personnel. A total of 1,657 misassignments were initially identified. Percentages of the misassigned teachers, grouped in broad subject areas, are shown in Table A on the next page. Assignments to subjects made on the basis of Education Code Sections which provide for local flexibility are reflected in Table B, also on the next page.

◆  
**Report  
Submitted**

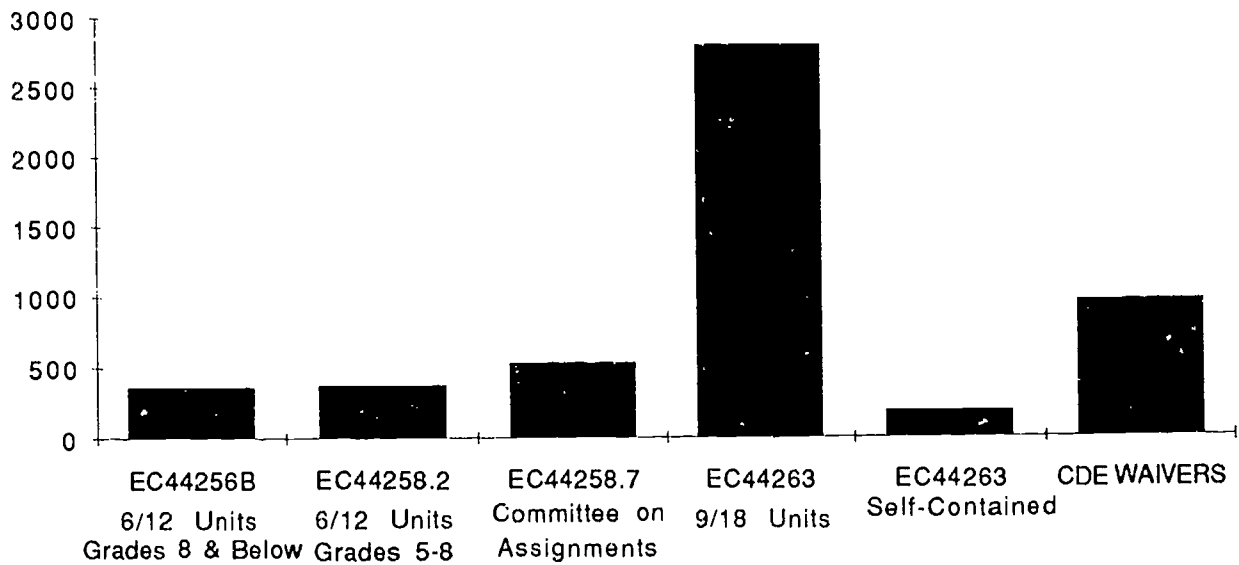
**Major  
Findings**

**Two  
Tables**

**Table A**  
**Teachers Misassigned by Subject Area, 1989-90**



**Table B**  
**Assignments on the Basis of Education Code Sections, 1989-90**





## Commission Studies, Uses, and Improves Examinations in Credentialing

Examinations are one way to assure the public that candidates for teaching credentials can demonstrate the necessary knowledges, skills, and abilities they will need in the schools where they will teach. In accord with California laws, the Commission currently utilizes examinations of three major types, as described below. In 1989 and 1990, the Commission continued to conduct special studies of all examinations, and began to improve several examinations on the basis of prior studies.

**California Basic Educational Skills Test (CBEST):** This examination battery consists of tests of reading, mathematics, and writing. It is administered at numerous locations across California six times a year, and at other times through special administrations. More than 50,000 candidates take the battery annually in California. The CBEST is also administered in Oregon, which has also adopted it as a state requirement for teacher credentialing. In California, taking the CBEST is a requirement for admission to college and university teacher preparation programs; on some campuses passage of the CBEST is necessary for admission, while on other campuses the CBEST score is used to indicate areas of weakness which must be mastered prior to completion of the program. Ultimate passage of the CBEST, however, is required for all persons seeking to teach in the California schools, including former teachers who have been away from the classroom for more than three years.

Each year the Commission publishes a summary of passing rates on the CBEST, broken down by institution attended, credential categories, and other factors. In 1990-91, the Commission published the results of a special study of cumulative passing rates on the CBEST. This study showed that, over time, 86 percent of Hispanic examinees, 84 percent of Asian-American examinees, and 63 percent of African-American examinees pass the entire battery, sometimes after repeating the examination. Compared with a cumulative pass rate of 96 percent for Caucasian (Anglo) examinees, the study showed the adverse impact of the CBEST is less pronounced than was suggested by prior reports, which were based on only twelve months of data. The Commission continues to be deeply concerned about the impact of the CBEST, and has initiated new studies of the nature and causes of this impact in 1991. The Commission also regularly undertakes and publishes validity studies, studies of possible bias on examination questions, studies of test repeaters, and other research important to understanding the CBEST and its use in California.

**National Teacher Examination (NTE):** The Commission utilizes two examinations from the NTE battery: the NTE General Knowledge Test and the NTE Specialty Area Tests. The NTE **General Knowledge Test** is a component of the NTE Core Battery, which measures communication skills, professional knowledge skills, and general knowledge skills. The General Knowledge Test includes areas such as literature, fine arts, history, science, and mathematics. Because of its breadth of coverage, the Commission adopted this test in 1984 as a means for applicants for the multiple subjects credential to demonstrate their subject matter knowledge. During recent years, the number of persons taking this test in California has increased to the point where nearly one-half of the applicants for multiple subjects credentials use passage of this test as partial qualification for their credentials.

### CBEST

### NTE

## Specialty Area Tests

In 1989-90, the Commission initiated the development of a new examination to replace the General Knowledge Test. To measure more accurately and comprehensively the content knowledge and skills needed by future elementary teachers, the Commission appointed an expert advisory panel and selected a test development firm through competitive bidding. The new assessment will give more time to essays and other "constructed responses" than to multiple-choice questions, and will encompass literature, language, mathematics, science, social science, history, physical education, human development, and the visual and performing arts. The Commission will complete extensive field tests of the new assessment before adopting and implementing it in 1992-93.

The NTE Specialty Area Tests are utilized by the Commission to examine subject matter knowledge in specific single subject credential fields. These tests consist of multiple-choice questions that measure the primary components of undergraduate "majors" in subjects such as biology, mathematics, English, music, and physical education. Passage of a Specialty Area Test is a legal way to qualify for a Single Subject Teaching Credential. In recent years, increasing numbers of credential applicants have passed these tests in order to earn California credentials.

In 1989, the Commission adopted an extensive report of a Commission-sponsored study of the validity of 15 Specialty Area Tests. Based on the research results, the Commission adopted an ambitious plan for revising all 15 tests. The Commission then appointed eight advisory panels, and selected a test development contractor, to develop new Content Area Performance Assessments (CAPAs). In each subject, the CAPA measures each candidate's ability to perform by writing essays, solving problems, analyzing data, or submitting original works. The Commission adopted the first five CAPAs in 1991, and will examine their effects in 1991-92. Meanwhile, the advisory panels and the contractor are assisting the Commission further, by updating the multiple-choice tests and making them more congruent with the changing school curriculum in California. Overall, the Commission's several reforms in the Specialty Area Tests will improve them as screens to verify the subject matter expertise and competence of prospective teachers.

## LDS and BCC Examinations

**Examinations for Teachers of Limited-English Speaking Students:** The California Legislature, through the Language Development Specialist Act of 1982, directed the Commission to develop a state-level examination to enable California teachers to demonstrate competence as language development specialists (LDS). This legislation calls for a written examination as well as an evaluation of actual teaching in a situation where English is the second language of the pupils. The LDS examination is an assessment of nine prescribed competencies, and includes multiple-choice questions as well as short essays about videotaped scenes of classroom teaching.

Passage of another examination, the Bilingual Certificate of Competence examination (BCC), authorizes a certificated individual to teach in a bilingual classroom in the subject authorized by the person's basic teaching credential. The purpose of such certificates is to increase the number of persons who are qualified to provide appropriate bilingual-crosscultural instruction to children whose primary language is other than English. The most significant difference between the BCC and the LDS is that the BCC requires the candidate to be proficient in the students' primary language.

In 1989-90, the Commission's Advisory Panel on Bilingual Crosscultural Education reviewed the purpose, scope, and content of the LDS and BCC examinations. Based on the Panel's recommendations, the Commission in 1991 adopted a sweeping plan to improve these examinations by restructuring them. The Commission selected a test development contractor, whose work is being guided by the advisory panel and the Commission's staff. To be completed in 1992, the work will produce a set of six modules to be taken by future teachers who would like to teach limited-English students. The new modules are expected to be more valid than the current BCC and LDS examinations, and will (for the first time) integrate the assessment of all teachers of limited-English pupils. The Commission plans to implement the modularized, integrated examinations in 1993.

## Maintaining Standards of Professional Conduct

The Committee of Credentials was established by law to maintain standards of fitness and moral character on the part of credential applicants and holders. Its seven members, appointed by the Commission, include one elementary and one secondary teacher, one school administrator, one school board member, and three members of the public. Members serving at the date of this report are:

<u>Name</u>	<u>Position</u>	<u>Term Expires</u>
Gayle Knapp, Chair	Public Member	6-30-92
W. Royce Clark	Public Member	6-30-93
Barbara S. Boyle	Public Member	6-30-92
Dale A. Crandall	Secondary Teacher	6-30-92
Mary Humphreys	Elementary Teacher	6-30-93
Mary Kay Kamath	School Board Member	6-30-92
Sam Swofford	School Administrator	6-30-92

The Committee has statutory responsibility for examining potential or actual unfitness of credential applicants and credential holders, and to determine probable cause for adverse action. Its decisions are reported to the Commission, along with recommendations for Commission action. In reviewing allegations, the Committee considers evidence of poor moral character, as well as evidence of rehabilitation and requalification, in order to evaluate the professional fitness of credential applicants and holders.

The Professional Standards Division of the Commission serves both the Committee of Credentials and the Commission. The Division receives and processes approximately 150 new cases per month. Some result in mandatory action, others necessitate discretionary review by staff and the Committee of Credentials. Still others are determined not to be within the jurisdiction conferred upon the Commission by statute.

In fiscal year 1990-91, the Commission acted to revoke the credential(s) of 134 individuals, to suspend credentials in 35 cases, and to issue 28 private admonitions. Applicants were denied credentials in 23 cases. In the years 1986-1991, the Commission acted to revoke a total of 549 credentials, to suspend a total of 222 credentials, and to issue a total of 133 private admonitions. In the same five-year period, applicants were denied credentials in a total of 67 cases.

The Committee's and the Commission's jurisdiction and authority to monitor credential applicants and holders and the procedures governing the operation of



**Committee  
of  
Credentials  
Role**

**Professional  
Standards  
Division**

**Actions  
Taken**

## **Legal Jurisdiction**

both the Committee and the Commission are set forth in statute and regulation. See, generally, California Education Code Sections 44240-44248, 44336-44355, 44360-44362, and 44420-44439, and California Government Code of Regulations Sections 11500-11528, and Title 5 California Code of Regulations Sections 80028, 80301-80320, 80331-80338, and 80412.

The most recent additions to the Title 5 Regulations are legally cited as 5 California Code of Regulations Sections 80331-80338 and are referred to collectively as the "Rules of Conduct for Professional Educators." They address such topics as the need for candor and honesty in the issuance of letters and/or memoranda of recommendation for employment, a prohibition against the withdrawal from professional employment by certificated individuals without good cause, conflicts of interest, and a prohibition against the use of harassment and retaliation against certificated individuals who have made good faith complaints concerning suspected misconduct.

## **Confidentiality**

All cases and case materials before the Committee of Credentials and the Commission are highly confidential while cases are under consideration. Members of the Commission, the Committee, or the staff of the agency are legally prohibited from releasing any and all information pertaining to active cases. However, the nature of any final action taken by the Committee and the Commission becomes public information and is placed on the "All-Points Bulletin," which is distributed nationally, and submitted for distribution to participants in the National Association of State Directors of Teacher Education and Certifications clearinghouse.

## **Publications**

Following are publications concerning professional standards which the Commission has issued during the past two years and which are available upon request to the Commission offices:

*CTC Complaint Procedures*, 1990

*Professional Discipline of Teachers and Other Certificated Persons*, 1990

*Professional Standards for Educators*, 1990

*Rules of Conduct for Professional Educators*, 1991

## **Automation and Other Innovations Highlight the Licensing Division**

On February 14, 1990, the Credential Automation System (CAS) was implemented by the Commission's Licensing Division after several years of planning and preparation. The system allows the Commission to record the receipt of an application on the day that it arrives in the office, and to track the application as it moves through the several units of the Licensing Division. ◆

If an applicant has held a credential in the past, background information is collected from the applicant's microfilmed files and converted to the computer format. After a computer file is established, the applicant's qualifications for the credential are evaluated by a Certification Officer or Technician. Using the information now in the computer's data base, along with the materials submitted with the application, the Certification Officer determines whether to grant the credential, deny it, or return the application for additional information. This decision is entered into CAS, and the next morning the granted applications are given to the Quality Control Unit to match with the credential documents which have been printed overnight. Quality Control reviews the documents for accuracy, and prepares them for mailing along with the applications that have been denied or need further information.

The benefits of the automated system are many. Once the initial conversion of the microfilm file to the computer format is completed, information about applicants and their applications is immediately available to staff in order to process applications and answer questions without delay. The actual evaluation of an applicant's qualifications still takes approximately the same amount of time it did prior to the implementation of CAS, but the clerical functions involved in moving the application from place to place and preparing a document have been greatly expedited and improved. In an average month, the Licensing Division staff now processes approximately 12,000 applications, and there are more than 175,000 complete files in CAS. In addition, the new system produces a credential document which has the authorization statement and renewal information printed on the face of it, which helps employers with proper assignments and credential holders to understand their renewal requirements so they can complete them in a timely manner.

Fifteen months after implementing this fully-automated system, the training period is complete, most of the "bugs" have been worked out of the system, and the agency is developing enhancements which will further improve the ability to process credentials. In addition, the state's Office of Technology and the Department of Finance have authorized the purchase of a larger computer which will handle the data faster and more efficiently.

**Many  
Advantages**

**Larger  
Computer**

## New Information System

On March 14, 1991, the Commission initiated an automated call management system in the Information Services Unit. Now, when an applicant calls Information Services (916-445-7254) from a touch-tone telephone, he or she has access to a variety of credential information 24 hours a day, seven days a week.

The system has separate recordings for each of the areas listed below. Most of the messages have voice order forms where callers can leave their names and addresses so complete information can be mailed to them. The areas covered are: ordering an application form; evaluations for foreign trained applicants; out-of-state professional preparation programs; general information about California credentials; the Commission's processing time and the status of an application; examinations, including CBEST, NTE, CLEP, BCC, LDS, and BCAC; requirements and procedures for renewing credentials; adding subjects to an existing credential; Commission meetings and official correspondence; Professional Standards; program evaluation and review; and assignment of certificated personnel.

Certification Officers continue to be available to answer calls between the hours of 12:30 and 4:30 p.m. each workday afternoon. They can be reached either through the automated system, by selecting the appropriate menu choice for answers to specific licensing questions, or directly at (916) 445-7256.

## Zero-Based Budget

In August, 1990, the Licensing Division submitted a budget for fiscal year 1991-92 that included quantity, time, and motion studies, as well as full explanations for all Licensing tasks, and requested that the Commission, the Department of Finance, and the Legislature establish a new budgetary base for the division. This zero-based budget request was approved and, effective July 1, 1991, the Licensing Division has a budget which authorizes 65 permanent positions, up from the 40.5 authorized for the current fiscal year. This increase in staff should allow the division to handle the anticipated workload of 159,000 applications while still being able to continue with their many related duties, such as providing information services, holding credential workshops, keeping the Credential Handbook and other leaflets and manuals up to date, and participating in assignment monitoring.

## Credential Workshops

The annual Spring Credential Workshops presented by the Licensing Division in 1991 provided information about changes in credentialing laws, regulations, and procedures to 725 people. The workshops were held in nine locations across the state: County Offices of Education in Alameda, Los Angeles, Orange, Riverside, Sacramento, San Diego, Santa Barbara, Tehama, and Tulare Counties hosted the meetings. Participants in the workshops included credential analysts, personnel administrators, secretaries, principals, district superintendents, and county superintendents.

## Applications Received and Credentials Granted

During the most recent five years, the Commission has received the following numbers of applications and granted the following total numbers of credentials and certificates:

<u>Year</u>	<u>Applications Received</u>	<u>Credentials and Certificates Granted</u>
1986-87	110,738	94,931
1987-88	111,879	110,584
1988-89	113,688	85,569
1989-90	119,982	64,337
1990-91	140,908	155,491

## Commission Revenues and Expenditures

The Commission is a fee-supported agency of the State of California. Credential application fees represented approximately 65 percent of its total revenue in fiscal year 1989-90. Fees are charged for all applications for all credentials issued by the Commission. ◆

Examination fees are the other primary source of Commission revenue, accounting for approximately 32 percent of revenues in that same year. Such examination fees are charged for taking the California Basic Education Skills Test (CBEST), the Bilingual Certificate of Competence examination (BCC), the Bilingual Certificate of Assessment Competence examination (BCAC), and the Language Development Specialist (LDS) examination. Additionally, a fee is charged to all candidates who use passage of a subject matter examination to qualify for a credential. Interest earned on invested funds provides the balance of Commission revenues (about 3 percent). A chart depicting revenues appears on the next page.

Total Commission revenues for the 1989-90 year were \$10,835,000, of which \$6,338,000 came in credential application fees, \$3,126,000 in examination fees, and \$1,371,000 in fingerprint fees, miscellaneous sales of documents, and interest from the investment of the prudent reserve which the Commission is mandated to hold in the Teacher Credentials Fund. The Commission ended the 1989-90 fiscal year with \$3,714,000 in reserve in the Teacher Credentials Fund.

### Total Revenues

During the 1989-90 fiscal year, the Commission spent \$10,798,000 of its authorized expenditure level of \$10,942,000, which left \$142,000 in unexpended year-end savings and \$2,000 in carryovers. Contract payments for examination programs, fingerprint processing charges, advisory committee, and evaluation team expenses, as well as other miscellaneous expenditures, accounted for 48 percent of expenses for the year. Charges for services provided for the Commission by other state agencies accounted for another five percent of expenditures. The remaining 47 percent of the Commission's expenditures were for salaries and benefits.

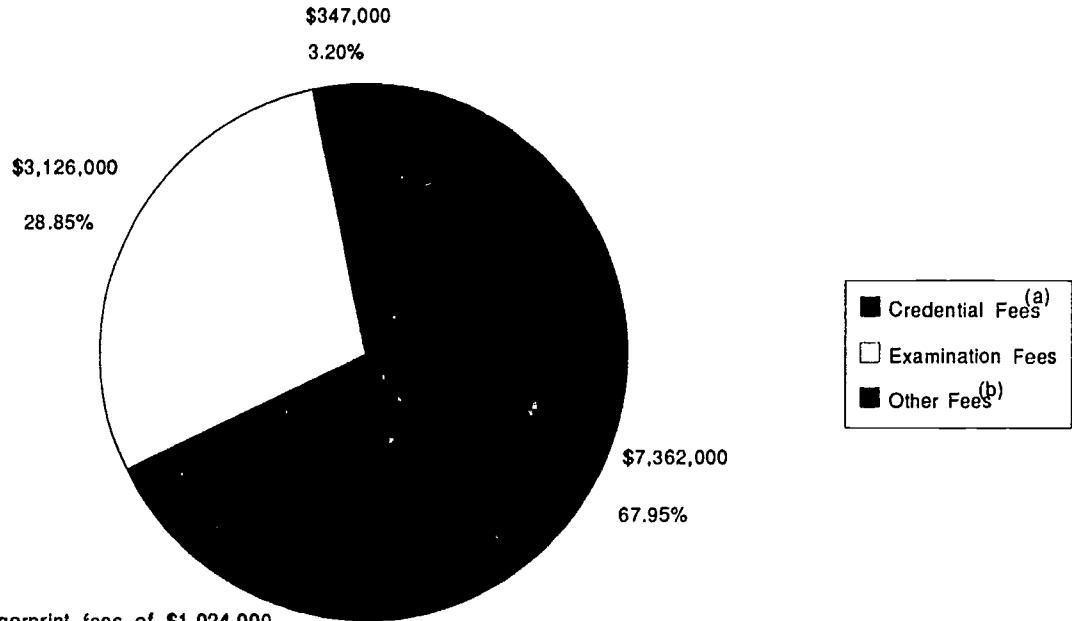
### Expenditures

When expenditures are broken down for the 1989-90 year by the four main agency functions, the totals were as follows: credential issuance, 44 percent; examinations, 32 percent; professional services (including research and development, program approval and evaluation, and legislation and administration), 17 percent; and professional standards enforcement, 7 percent. A charts of expenditures also appears on the next page.

### Expenditures by Function

General Fund expenditures associated with the California New Teacher Project, which the Commission administers jointly with the California Department of Education, are not included in the above figures.

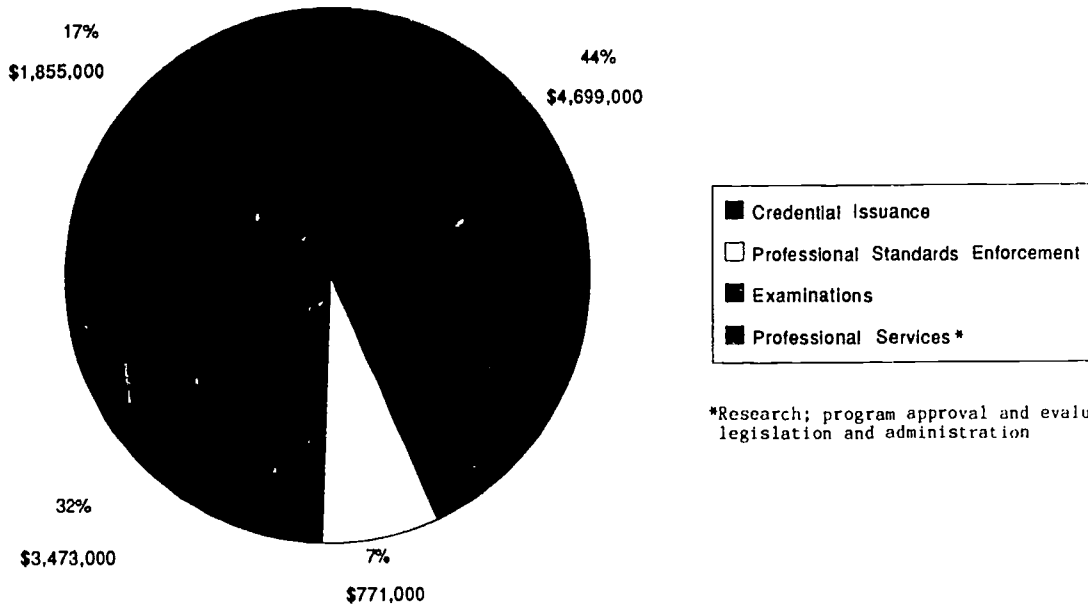
**FY 1989-90 Revenue Sources**  
Total: \$10,835,000



(a) Includes fingerprint fees of \$1,024,000

(b) Interest on invested funds, sale of documents & misc. services to public totalling \$347,000

**FY 1989-90 Expenditures**  
Total: \$10,798,000<sup>1</sup>



\*Research; program approval and evaluation; legislation and administration

<sup>1/</sup> Excludes General Fund Costs associated with the California New Teacher Project.



## Recent Publications of the Commission

Following is a selected list of other publications issued by the Commission during the 1989-1991 period: ◆

- The Administrator's Assignment Manual*, revised 1991
- California Basic Educational Skills Test: Annual Report of Examination Results*, 1990
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