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ABSTRACT

This report describes results from a longitudinal study of the effectiveness of District Intern Programs on California's alternative teacher certification. Data came from classroom observations, reviews of program documents, questionnaires, and interviews with district interns, mentors, principals, administrators, instructors, and union officials. The report presents background information on the program; a comparison of alternative certification programs nationwide and a review of literature on alternative certification; an outline of the procedures used in the study; an examination of the demographics of District Intern Programs; a discussion of the nature and scope of District Intern Programs; an analysis of the effectiveness, strengths, and weaknesses of local programs; conclusions based on data generated by the study; and recommendations based on the conclusions. The seven appendixes present the many routes to teacher certification in California; effectiveness of the Teacher Trainee Program (alternative teacher certification); standards of quality and effectiveness for District Intern Programs; governing board statement on the District Intern Certificate; current District Internship Programs; review of the District Intern Program in the Los Angeles Unified School District; and professional development plans for bilingual interns. (SM)

The Effectiveness of District Intern Programs of Alternative Teacher Certification in California: A Longitudinal Study

State of California
Commission on Teacher Credentialing
December, 1996

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California Commission on Teacher Credentialing
December 1996

Executive Summary

The District Intern Program was created by statute in 1983. Of the eight different routes to teacher certification in California, the District Intern Program was created most recently. (The available routes are outlined in Appendix A). The same statute that created the District Intern Program required the California Commission on Teacher Credentialing to study the effectiveness of the program.

In 1987, the Commission produced an initial report on the first two cohorts of district interns (who were then called teacher trainees). The present study draws on the 1987 report and compares the initial findings with data collected in 1994.

This report is organized in eight parts:

1. a background information section summarizes the requirements of the program as well as the policy issues that undergird the program;
2. a comparison of alternative certification programs across the nation and a review of the literature on alternative certification;
3. an outline of the procedures used in this study;
4. an examination of the demographics of district intern programs;
5. a discussion of the nature and scope of district intern programs that have been developed in California;
6. an analysis of the effectiveness, strengths and weaknesses of local programs;
7. conclusions based on the data generated by this study; and
8. recommendations based on those conclusions.

Since its inception, the District Intern Program has had three goals: (1) to allow districts to develop high quality teacher preparation programs in credential areas in which local universities cannot meet the districts' demands for qualified teachers; (2) to allow districts to develop programs that directly address the needs of their students, such as preparing teachers for schools in low-income urban districts; and (3) to provide an additional path into the teaching profession for persons whose economic circumstances prevent them from entering through a traditional program, or whose life experiences and maturity make them particularly suited for alternative preparation in a program that closely ties theory to practice and is committed to on-the-job training. This study examines a decade of data to determine if these three goals have been achieved partially or fully.

In 1994, the Commission sent research questionnaires to current district interns and persons who have received permanent certification after graduating from district intern programs. They were asked to provide information about their background; their current employment; the support, preparation and assessment they received as district interns; and their judgments about the effectiveness of their preparation and experiences in the program. The data collected in 1994 were compared with the Commission's 1987 report to the Legislature on the effectiveness of District Intern Programs. The Executive Summary of the 1987 report is located in Appendix B.

The demographic data indicate that district intern programs provide a method to diversify the teaching workforce. Groups that are under-represented in the teaching force and individuals who are coming into teaching from second careers are well represented in district intern programs. These programs tie a preparation program and full-time employment together, and are particularly well suited for work-seasoned, mature individuals. Many district interns stated that they would have been unable to pursue careers in teaching without the support provided by the District Intern Program.

The quality and comprehensiveness of the curriculum in district intern programs varied a great deal. Programs at urban sites were more comprehensive and were able to sustain themselves over time. Interns reported that there are areas where the curriculum needs to be improved, such as preparation in child and adolescent development and in working with parents. Current interns rated from "good" to "superior" their preparation in eight of eleven curriculum areas.

As was found in the 1987 study, interns reported in 1994 that the formal "mentor" support system is not supplying assistance at a level of intensity that would be beneficial. Most interns reported that they received adequate support both from the formal "mentoring" system and the informal systems, including help from other teachers at their grade level or department and especially interaction with other interns. However, twelve percent of the interns reported that they had not had contact with a mentor or other person formally assigned to them. Others reported that formal support was inadequate because their mentors were employed at schools some distance from their sites or taught subjects in different areas or grade levels than the interns. The numbers of support conferences and observations were lower than what would be reasonably expected, and were fewer than reported by district interns in the 1987 study. The quality of support does vary from site to site, however. District interns in the San Diego Unified School District, for example, did not encounter the same difficulties found in other programs.

Current interns and graduates of district intern programs report that the strengths of their programs far outweigh the weaknesses. There is high praise for the practicality, immediacy, and relevance of the coursework. Interns appreciate that experienced classroom teachers are teaching most of the courses in the program. Opportunities to interact with peers who are experiencing the same challenges and encountering the same frustrations are important parts of learning to teach.

School districts that sponsor district intern programs report that they have been able to retain those who successfully complete the two-year internship. Seventy-five percent of the respondents to the graduate questionnaire were still in the districts where they began, and most remain in the same hard-to-staff schools. Most of the graduates of district intern programs report that they have assumed significant leadership positions in the schools where they work. Since most of the interns have taught fewer than seven years, their move into leadership positions is surprising and remarkable for teachers in their early years of service.

Urban school districts have successfully used the District Intern Program to meet some of their staffing needs, particularly in hard-to-staff schools. However, the data show that there have been only minor reductions in the need for emergency permits in these districts. Most rural districts have used the District Intern Program primarily as a convenient hiring device. Most of the programs initiated by rural districts were active only long enough to hire a few teachers, and the professional development plan that was provided to those teachers was significantly less extensive than the instruction of district interns in urban settings.

Significant aspects of district intern programs must be improved, such as the unevenness of intern support and the use of District Intern Certificates to provide a convenient hiring mechanism rather than as a professional preparation program. Nevertheless, the data from these surveys leads the Commission to conclude that district intern programs provide a valuable and necessary route into teaching. The Commission believes that expansion of district intern programs would be warranted if mechanisms are put into place to assure that district interns are well prepared, supported during their internship, and assessed on their performance with their students.

Acknowledgments

Members of the Commission on Teacher Credentialing and its professional research staff are grateful to the many individuals who provided information during the course of this evaluation study. The Commission appreciates the cooperation of those who administer district intern programs. They assisted the Commission by distributing questionnaires to district interns, and they responded to all requests for information about their programs.

The Commission wishes especially to thank the many district interns who took the time to answer questions and provide information about their experiences in district intern programs. Their responses to the open-ended questions was particularly appreciated since these questions consumed additional time. The interns' responses showed their interest in and concern for improvement of district intern programs.

The Commission's staff would like to thank Dr. Vicky S. Dill, Schreiner College, Kerrville, Texas, for her assistance with the Review of Literature section of this report. She provided an advance copy of her chapter in the 1996 edition of the *Handbook of Research on Teacher Education.* Her directions and research findings guided and shaped the literature review in this report.

Finally, the author would like to thank the other members of the Commission staff for their assistance in developing this report: Joyce Neeley for her editorial and clerical assistance; Dennis Tierney and Carol Bartell for suggestions related to categorizing the data from the open-ended questions; and David Wright for providing policy direction and editorial advice on this report.

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December 1996

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Background Information

Legislation on District Intern Programs

The District Intern Program was initiated as part of Senate Bill 813, the Hughes-Hart Education Reform Act of 1983. As part of a comprehensive package of school reforms, this statute established an alternative route into teaching for single subject teachers. The program was originally known as the Teacher Trainee Certificate Program. The statute created an opportunity for school districts to initiate internship programs. Teacher trainees had to possess baccalaureate degrees, but they were not required to enroll in university courses during the internship. Instead, as a condition for employing teacher trainees, the 1983 statute required each school district to create a professional development plan for its teacher trainees. Districts were required to provide teacher trainees (interns) with the support of mentor teachers or other experienced educators who were designated through a competitive search and evaluation process.

In addition to holding a baccalaureate degree, trainees were required to pass the state basic skills examination (CBEST), demonstrate subject matter competence by examination, and hold a major or minor in their subject area. Under the provisions of the statute, teacher trainee programs were two years in length. In legislation that was passed in 1984, the Commission was required to issue a Clear Teaching Credential to each teacher trainee who successfully completed the program and was evaluated and recommended by the school district.

In 1987, legislation authored by Senator Teresa Hughes gave the Teacher Trainee Program a new name: the District Intern Program. Moreover, the program was expanded to include elementary and bilingual classrooms, and the Commission was required to adopt *Standards of Program Quality and Effectiveness for District Intern Programs*. A preservice program was added to each intern's professional development plan. The 1987 statute required 120 clock-hours of instruction in areas such as child development, pedagogy, and classroom management. For Bilingual Programs, interns were required to demonstrate oral (speaking) proficiency in the target language. Additional coursework in bilingual methods was also mandated.

To implement the 1987 internship statute, the Commission in 1988 adopted and disseminated *Standards of Program Quality and Effectiveness for District Intern Programs*. The standards are largely the same as those used to evaluate University Intern Programs. The main differences are that the district intern standards do not include student teaching standards, and the support persons (mentors) do not participate in evaluating the interns. The 1987 statute also required the Commission to evaluate District Intern Programs periodically on the basis of its standards. However, the statute did not give the Commission the authority to require any changes in the programs nor impose any sanctions if the programs were found to be substandard in any area. The *Standards and Preconditions for District Intern Programs* may be found in Appendix C.

In 1994, lawmakers made more changes in the District Intern Program. Senate Bill 1657 (Hughes, Chapter 673 of the Statutes of 1994) provides a second route for interns to demonstrate subject matter competence: completion of a Commission-approved subject matter program. With this change, both district and university programs have two options (exams and programs). The Bilingual District Intern Program was reduced from three years to two years and changed to a BCLAD (Bilingual-Crosscultural Language and Academic Development) Emphasis Program. The revised statute also allows the Los Angeles Unified School District to conduct a pilot study of a District Intern Program in Special Education for teachers who teach students with Mild-Moderate disabilities. The 1994 statute also requires the Commission to develop standards for Mild-Moderate Special Education District Intern Programs. Pursuant to the 1994 statute, the Commission has adopted *Standards of District Intern Program Quality and Effectiveness for Teaching Students with Mild-Moderate Disabilities*, which were drafted in consultation with personnel from Los Angeles Unified School District. The results of the pilot study will be reported to the Legislature in 1999.

California statutes require that a Professional Clear Credential be granted upon satisfactory completion of a two-year District Intern Program. The recommendation for the credential is made by the governing board of the participating school district. If the Commission denies the credential, it must show that the candidate is incompetent. District Interns are not required to meet the same statutory requirements (i.e., health education, special education, and computer education) as other applicants for Clear Teaching Credentials. Statutes related to BCLAD district interns require demonstration of only speaking proficiency in the target language; whereas, candidates in university BCLAD programs or teachers who complete a BCLAD certificate program must demonstrate proficiency in speaking, listening, reading, and writing in the target language.

California laws do not allow the Commission to govern the quality of District Intern Programs to the same extent as University Intern Programs. Districts that choose to offer programs need only file a Governing Board Statement which certifies that the district will supply the required training, support, and evaluation. If these assurances are provided, the Commission is obligated to grant intern certificates to applicants, even if a prior review has shown the local program to be substandard or deficient. AB 1432 (Richter, Statutes of 1996) eliminated the requirement for districts to file a Statement of Need and allows districts to request District Intern Certificates in any credential area (not just those subjects where there is a school board designation of a shortage). A copy of the Governing Board Statement Form: District Intern Certificate may be found in Appendix D.

Other Legislation on Alternative Certification Programs

In June, 1992, the Commission produced *Alternative Routes to Teacher Certification in California: A Report to the Legislature*. This report was the Commission's response to AB 2985 (Quackenbush, Chapter 1464 of the 1990 Statutes). This legislation required the Commission to review alternative avenues for persons to become certificated to teach in California (including District Intern Programs), and to report its findings and recommendations to the Legislature. The report presented the array of options from a variety of perspectives, examined alternative certification in other states, described and illustrated the options, discussed the public policy implications of the available options, and recommended several ways to improve alternative certification. Included were the following recommendations to the Legislature and the Governor.

1. Encourage careful expansion of the responsible alternatives in teacher preparation and certification, which could be beneficial to the schools and the teaching profession.
2. Make state funds available to provide grants so school districts and universities could incorporate needed innovations in alternative certification programs, such as summer coursework, support systems, and performance assessments; and so state and local agencies could exchange information about the most effective
3. Make special funds available for grants to facilitate the success of alternative certification programs in small school districts in rural regions. For the District Intern Program, the Legislature should establish parity with the University Internship Program by providing access to the same source of local funds for the supervision, support, and assessment of district interns. The Commission also recommended that the Legislature provide greater flexibility in the supervision ratio for interns, to allow more widespread use of the option of reallocating local funds to pay costs of support, assessment, and supervision for district interns and university interns.
4. Make special assistance available for large numbers of individuals from nontraditional sources to become teachers in California's hard-to-staff schools. The Legislature should consider options such as a special loan-forgiveness program for individuals who are leaving business, industry, or the military services, to enable them to enter internships in urban and rural schools that serve low achieving students.
5. Establish a resource center to demonstrate information and coordinate efforts to recruit talented individuals from nontraditional sources into the teaching profession in California.
6. Require new district intern programs to meet State standards prior to commencing operations in the future, as a protection to the interns and the students they teach.

In 1992, the Legislature passed and the Governor signed AB 1303 (Lempert, Eastin) that requires the Commission, in cooperation with the California Department of Education, to establish and operate a resource center that disseminates information regarding state and federal programs that encourage or assist military personnel, upon retirement, to enter the teaching profession. The Commission has established the resource center, and has earned a federal grant to support the transition into teaching for individuals who are separating from the military services and aerospace industries.

In each of the past three years, the Commission has distributed more than one thousand copies of a manual describing the alternative certification options that are available in California, as well as materials on testing requirements and the locations of districts that are participating in alternative preparation and certification programs. These materials have been forwarded to persons who live in more than forty states, and to American military personnel stationed all over the world.

The Commission and its professional staff have encouraged the development of alternative certification options in school districts, colleges and universities. As a result of disseminating information and providing technical assistance, internships are now the fastest growing approach to teacher preparation in California. More than two-thirds of all California institutions offer internships.

In addition to internships, the Commission also encourages colleges and universities to initiate experimental programs and pilot programs for prospective teachers. Education Code 44273 authorizes the Commission to approve programs at institutions of higher education that propose to test novel hypotheses about the preparation of teachers, or to try out innovative curriculum or techniques of teacher preparation. Most of the statutory restrictions on "conventional" teacher preparation can be waived in these pilot or experimental programs. To be approved as an experimental or pilot program, the proposing institution must show the program has "merit and the potential of improving the quality and service authorized by the credential." Currently, twenty-one approved experimental or pilot programs are operating at eleven universities.

Assembly Bill 1161 (Quackenbush, Chapter 1147 of the Statutes of 1993) required the Commission to solicit and review proposals to establish, expand or enhance programs of alternative certification. As a result of this statute, Education Code Section 44382 specifies that alternative certification programs shall address geographic and subject matter shortage areas, and be targeted toward people with work experience, such as those from business, industry, and the military services, and others who already have Bachelor's Degrees in the fields in which they plan to teach. The 1993-94, 1994-95, and 95-96 State Budget Acts included $2 million from the General Fund to support alternatives to traditional programs for teaching credential candidates. Thirty-one programs received funds from the Commission to create internship programs. These programs involve more than 190 districts and have prepared more than 2400 interns throughout the state, and are described in greater detail in a later section of this report (see pages 9-13).

Implementation of District Intern Programs

The Teacher Trainee/District Intern Program has been implemented in thirty-two California school districts. Ninety percent (90%) of all individual interns, however, have been employed in one district--the Los Angeles Unified School District. Other districts with active programs in last two years are San Diego Unified School District, Oakland Unified School District, Compton Unified School District, Long Beach Unified School District, Bonita Unified School District, and the Sacramento County Consortium, which includes seven districts cooperating under the aegis of Project Pipeline. Ontario-Montclair School District started a new cohort of district interns in the Summer of 1995. Fourteen other districts have suspended their programs after hiring one intern each. One district suspended its program after training four interns in two cycles. Four rural districts continued for more than one cycle and prepared a total of thirteen interns, but none of these programs continues to be active. A list of all districts that have requested District Intern Certificates since 1984 may be found in Appendix E.

Allied Efforts to Recruit and Support New Teachers

In 1994, the Commission on Teacher Credentialing published the report, *Teachers for California's Schools in the 21st Century: Recruitment and Support Programs.* This report describes the current condition of the teaching workforce, describes efforts to improve the diversity of the workforce, and proposes ways to improve the recruitment of teachers. On April 23, 1994, the Commission co-sponsored with Recruiting New Teachers, Incorporated, Belmont, Massachusetts, a symposium to discuss the findings of the report and to propose strategies to provide excellent teachers for California's multicultural classrooms.

The Commission has initiated the California Paraprofessional Teacher Training Program, established by Senate Bill 1636 (Chapter 1444, Statutes of 1990) and SB 862 (Chapter 1220, Statutes of 1991). The primary purpose of this program is to create new career ladders that enable school paraprofessionals to become certificated classroom teachers. The program provides grants, through a competitive process, to thirteen projects involving more than 30 school districts and county offices of education in collaboration with California Community Colleges and California State Universities. Nearly 600 paraprofessionals are being supported by the $1.5 million allocated to this program from the General Fund.

In 1988, the California New Teacher Project (CNTP) was initiated by the Commission and the Department of Education as a pilot study of alternative methods of supporting and assessing teachers who were new to the classroom. From 1988 until 1992, thirty-seven local and regional pilot projects explored alternative, innovative ways of supporting and assessing over 3,000 first- and second-year teachers. The long-range purpose of the project, authorized by the Bergeson Act (SB 148), was to develop a comprehensive statewide strategy for the professional induction and certification of beginning teachers in the future.

The pilot study demonstrated very dramatically the value of introducing teachers into the profession with support from experienced colleagues, and it identified the most cost-effective methods of providing high-quality, intensive support and professional development. The pilot project showed that intensive support, continued training and informative assessments of teachers in their first professional years result in significantly better instruction for students. The research also demonstrated that current assessments of prospective and novice teachers do not effectively assure the public that teaching credentials are granted only to competent individuals. The Commission's report of the pilot study, *Success for Beginning Teachers* (1992), pointed out the need for better assessments of beginning teacher performance and for finding ways to use assessment results to design local support and professional development plans for beginning teachers.

At the conclusion of the four-year pilot study, the Legislature recognized the importance of the early years of teaching and initiated the Beginning Teacher Support and Assessment (BTSA) Program in Senate Bill 1422 (Bergeson, Chapter 1245, Statutes of 1992). The Legislature also expressed its renewed commitment to developing "new policies to govern the support and assessment of beginning teachers, as a condition for the professional certification of those teachers in the future" [Education Code Section 44279 (a)].

The California Beginning Teacher Support and Assessment (BTSA) Program is administered jointly by the Commission on Teacher Credentialing and the Superintendent of Public Instruction. Among the purposes of the BTSA Program are to: (1) ensure the professional success and retention of new teachers who show promise of becoming highly effective professionals; (2) identify teaching novices who need additional feedback, assistance, and training to realize their potential to become excellent teachers; and (3) establish an effective, coherent system of performance assessments that are based on a broad framework of common expectations regarding the skills, abilities, and knowledge needed by new teachers. The BTSA Program currently consists of thirty locally designed and administered programs representing the diversity of the state in terms of geographic regions, community settings and the ethnic and cultural makeup of the student population. Program funds were awarded on the basis of proposed plans to implement support and assessment strategies that were determined to be cost-effective in the pilot study. Approximately $4,000 per teacher has been allocated through a combination of state and local funds to provide a variety of support services and professional development opportunities that are based on authentic assessments of teacher performance.

Senate Bill 1422 (Bergeson, 1992) directed the Commission to ". . . review the requirements for earning and renewing multiple and single subject teaching credentials." The review of credential standards and requirements is a comprehensive, systemic look at the entire teacher credentialing structure, from preservice preparation into the induction or entry period and extending to ongoing professional development and credential renewal. Credential policies at every stage are being examined, not in isolation, but within the context of the school environment and a vision of the teaching profession for the 21st century.

In the *Comprehensive Review of Teacher Education, Induction, and Development for 21st Century Schools*, the Commission is examining all of the standards, programs, courses, and other requirements that candidates must fulfill in order to earn and renew basic credentials. The review is involving thousands of educators and others interested in the preparation and ongoing development of those who will shape the learning of California's children in the next century. This undertaking is the most comprehensive review of teaching credential requirements in California's history. At the conclusion of this review, the Commission intends to restructure its credential policies to better prepare teachers for the challenges of educating the future citizens of California.

Grants Issued to Encourage Alternative Certification Programs

Since 1993-94, the annual State Budget has included $2 million to support alternatives to conventional university training programs for individuals interested in obtaining teaching credentials. The Commission administers the $2 million annual fund by providing grants to school districts and county offices of education that propose to create, expand or improve teacher internship programs. A school district or county office of education may request funds for the creation or expansion of a District Intern Program (operated pursuant to Education Code Section 44325 and following) or a University Intern Program (operated pursuant to Education Code Section 44450 and following). Only school districts and county offices of education may submit funding proposals for internship programs; however, these agencies may work collaboratively with colleges, universities, teacher associations, private businesses, defense-related industries, military services, or others to develop and implement internships. The purposes of the alternative certification grant award program are suggested in the following provisions of the statute (Education Code Section 44830).

(a) The Legislature finds and declares that the teaching profession must be able to recruit talented individuals, in addition to college students, from a variety of sources to address geographic and subject area shortages. Many persons changing careers and early retirees from industry and the military are interested in the challenge of teaching.

(b) The Legislature further finds that, in California, there is a serious shortage of qualified teachers in the subjects of mathematics, science and technology, of teachers who work with limited-English-proficient pupils, and of minority teachers.

(c) Therefore, in enacting this article, the Legislature intends to encourage public school districts, county offices of education, and colleges and universities to design concentrated programs leading to permanent credentials for people with work experience and others who already have Bachelor's Degrees.

The law stipulates that up to $1,500 per intern may be awarded per year for purposes of providing instruction, support and assessment to the intern. Participating school districts receive one- or two-year grants, and are expected to provide similar in-kind contributions unless this would cause a hardship. Proposals are selected for funding based upon the following criteria, which were established by AB 1161 (Quackenbush, Chapter 1147 of the Statutes of 1993):

(a) Geographic distribution of grant recipients;
(b) Demonstrated need for increasing the number of certificated personnel;
(c) The number of participants to be served by the proposed program;
(d) The quality of the curriculum, instruction, support and assessment; and
(e) Cost-effectiveness.

In October, 1993, the Commission offered the first Request for Proposals (RFP) based on this legislation. Twenty programs were awarded grants, and are preparing more than 1200 teachers through intern programs. These 20 programs received three-quarters of the available resources. In February, 1994, the Commission issued a second RFP to use the remaining funds in a highly focused effort to recruit teachers from a specific segment of California's workforce that has been particularly hard hit by the down-sizing of the defense industry. In doing so, the Commission allocated the remaining $500,000 to create the *California Aerospace and Defense Worker Corps.*

The *California Aerospace and Defense Worker Corps* provides opportunities for mathematicians, scientists, and engineers who have been dislocated by defense cutbacks to enter into teaching. Through this Corps, dislocated aerospace and defense workers can re-enter the labor market in a rewarding new career, and can provide valuable instruction to California youth based on their work experiences and their knowledge of subject matter. One local agency responded to the Commission's second RFP; this proposal was funded by the agency.

In April 1994, the RFP for Alternative Certification Programs was issued a third time. Eight more projects were funded, and the entire appropriation of $2 million was distributed to the participating projects. Table 1 provides a summary of the 28 projects' recruitment targets.

As a result of Alternative Certification funding co-sponsored by the Governor's Office and the Commission on Teacher Credentialing, the following has happened.

- More than 1,400 teachers were placed in California's hardest-to-staff schools.
- Twelve of 28 funded programs recruited interns from aerospace and defense-related industries, including the armed services. Every proposal to recruit displaced aerospace and defense workers was funded.
- All 11 programs preparing teachers for secondary schools are training interns in mathematics and science. All proposals to recruit interns in mathematics and science were funded.

Table 1

Target Populations and Numbers Prepared with Local Assistance Funds for Alternative Preparation and Certification Programs (First Cycle, 1994-96)

Lead Sponsor (Participants)	*Populations Recruited*	*Number of Interns Prepared*	*Focus/ Subjects*
District Intern Programs			
Project Pipeline. (7 Sacramento County Districts)	Military/Defense-Related and Paraprofessionals	14	Math/ Science/ Elementary
Los Angeles Unified School District	Paraprofessionals/ Under-represented	942	Math/ Science/ Elementary
Long Beach USD	Under-represented	35	Bilingual
San Diego Unified SD	Under-represented	82	Bilingual
Compton USD/ Teach For America	Under-represented	21	Math/ Science/ Elementary
University Intern Programs			
Antioch & Pittsburg USD (CSU Hayward)	Under-represented/ Paraprofessionals	14	CLAD Elementary
Compton USD Model School (CSU Dominquez Hills)	Under-represented/ Emergency	30	Bilingual
Fresno County Office of Education (CSU Fresno with 30 Districts)	Military/ Emergency/ Paraprofessionals	275	Math/ Sci./ Elem. Bilingual/ Rural & Special Education
CSU Fullerton (16 Districts)	Emergency/ Paraprofessionals	66	Elementary/ Bilingual
New Haven USD (CSU Hayward)	Secondary/ Military & Aerospace Industries	30	Math/ Science
Oakland USD (CSU Hayward)	Emergency/Paraprofessionals Aerospace/Military	68	Bilingual
Pomona USD (CPU Pomona)	Emergency/ Defense-related Industries	56	Math/ Science/ Bilingual
Ravenswood USD (Holy Names College)	Under-represented	18	Elementary/
USIU/Grossmont (USIU and 7 Districts)	Under-represented/ Military	11	Bilingual/ Math/ Science
CSU Dominguez Hills (6 districts & 4 private industry councils)	Aerospace and Defense-Related Industries	137	Math/ Science/ Elementary
Compton USD Emergency (CSU Dominguez Hills)	Emergency/ Under-represented	35	Elementary
Elk Grove USD and Far West Laboratory)	Under-represented Defense-Related	54	Elementary
Orange County Dept. of Ed. (8 Districts and Chapman Univ.)	Paraprofessionals	15	Elementary/ Juvenile Court

Table 1 (Continued)

Target Populations and Numbers Prepared with Local Assistance Funds for Alternative Preparation and Certification Programs (First Cycle, 1994-96)

University Intern Programs Special Education Lead Sponsor (Participants)	*Populations Recruited*	*Number of Interns Prepared*	*Focus/ Subjects*
California Youth Authority (CSU San Bernardino)	Emergency/ Upgrade Existing Staff	53 LH	Incarcerated Youth Special Education
Northeastern California (CSU Chico) (11 SELPAs and 32 Districts and County Offices)	Military/ Forestry/ Paper Products/ Under-represented	127 LH	Rural
Imperial County SELPA (San Diego State University) (17 Districts and SELPAs)	Paraprofessionals/ Emergency	80 LH/SH	Local Residents/ Rural
Los Angeles COE (CSU Long Beach and 3 SELPAs)	Emergency	76 LH/SH	Juvenile Court/ LEP
Riverside County SELPA (CSU San Bernardino and 4 Districts)	Emergency/ Under-represented	49 LH	Rural/ LEP
Sacramento COE (CSU Sacramento and 4 SELPAs)	Emergency	7 MS LH/SH	Rural/ Elementary
San Diego Unified (San Diego State University)	Under-represented/ Emergency	72 SH/LH	LEP
San Bernardino COE (CSU San Bernardino)	Emergency	(Cancelled) SH	LEP/ Rural
San Luis Obispo Co. SELPA (CPU SLO, and 11 Districts)	Paraprofessionals/ Emergency	12 LH	Rural
Cal Poly Pomona (CPU Pomona and 3 Districts)	Under-represented/ Emergency/ Paraprofessionals	39 LH	LH
CSU Northridge/Antelope Valley (10 Districts & 1 SELPA)	Under-represented	30 LH/SH	High Desert/ Rural

SELPA= Special Education Local Planning Area
LH= Learning Handicapped
SH= Severely Handicapped
MS= Multiple Subject

PARTICIPATION TOTALS-1994-96

170	**Participating School Districts and County Offices of Education Interns**
1094	**District Interns**
809	**University Interns**
545	**Special Education University Interns**
2,448	**Total Number of Interns in Funded Programs-94-96**

Table 1 (Continued)

Target Populations and Numbers Prepared with Local Assistance Funds for Alternative Preparation and Certification Programs (Second Cycle, 1996-97)

Lead Sponsors and Co-Sponsors	Recruitment Sources	Interns/ Credentials	Focus/ Subjects
California Youth Authority CSU San Bernardino	Military Personnel; Upgrade existing staff	36 Special Education	Incarcerated Youth; Learning Handicapped
Northeastern California Partnership for Special Education CSU Chico SELPA's and 40 Districts and County Offices	Military, Defense & Other Industries; Forestry Industry; Emergency Teachers Paraprofessionals	78 Special Education	Rural Learning Handicapped
Project Pipeline in Center School District and Eight Other Districts in Sacramento, Yolo, El Dorado, Placer & Contra Costa Cnties	Military Services; Aerospace Industries; Emergency Teachers; Paraprofessionals; Under-Represented	25 Multiple Subject; Single Subject	Elementary; Middle; Secondary; Math, Science
CSU Fullerton 21 School Districts	Military Services; Aerospace Industries; Bilingual Teachers; Paraprofessionals; Under-Represented	57 Multiple Subject; Single Subject CLAD/BCLAD	LEP Elementary
Fresno County Office of Education Consortium CSU Fresno 20 School Districts 7 County Offices	Military Services; Paraprofessionals; Emergency Teachers; Under-Represented Groups	130 Multiple Subject; Single Subject CLAD/BCLAD, Special Education	Elementary; Secondary; Math, Science; Learning Handicapped; Rural
Imperial County San Diego State University 17 School Districts and SELPAs	Local Residents and Paraprofessionals	35 Special Education	Learning Handicapped; Severely Handicapped; Rural
Los Angeles School District (LISTOS Intern Program)	Military, Aerospace; Other Industries; Science, Math; Paraprofessionals; Under-represented	758 BCLAD, Multiple Subject; Single Subject; Special Education	Elementary; Secondary; Mild/Moderate Disabilities

Table 1 (Continued)

Target Populations and Numbers Prepared with Local Assistance Funds for Alternative Preparation and Certification Programs (Second Cycle, 1996-97)

Lead Sponsors	Recruitment Sources	Interns/ Credentials	Focus/ Subjects
Los Angeles County Office of Education CSU Long Beach, L.A.County Office of Education and Belflower, Downey, Lynwood, Montebello Districts	Emergency Teachers; Under-represented	40 Special Education	Learning Handicapped; Severely Handicapped; Juvenile Court; Community Schools
New Haven School District CSU Hayward	Military Services; Under-represented	20 Single Subject	Secondary Math, Science, English
Oakland School District CSU Hayward Oakland Education Assn.	Aerospace Industries; Military Services; Emergency Teachers; Math, Science; Under-represented, Male Elementary	80 Multiple Subject	Elementary; Secondary; Bilingual
CPSU Pomona Hacienda La Puente District	Under-represented	30 Multiple Subject CLAD	LEP Students
Riverside County CSU San Bernadino 11 School Districts and SELPAs	Emergency Teachers; Under-represented	30 Special Education	LEP Students; Learning Handicapped; Rural
San Diego School District San Diego State University	Aerospace Industries; Military Services; Emergency Teachers	45 Special Education	Learning Handicapped; Severely Handicapped
Long Beach School District	Military Services; Aerospace Industries; Math, Science (15); Paraprofessionals; Emergency Teachers; Under-represented	45 Multiple Subject; BCLAD	Elementary; Middle School; Math; Science
CSU Dominguez Hills Program for Displaced Workers from Aerospace and Defense Industries: 10 School Districts and 17 Private Industry Councils	Aerospace Industries; Military Services; Emergency Teachers	114 Multiple Subject; Single Subject	Elementary; Secondary; Math; Physical Science

Table 1 (Continued)

Target Populations and Numbers Prepared with Local Assistance Funds for Alternative Preparation and Certification Programs (Second Cycle, 1996-97)

Lead Sponsors	Recruitment Sources	Interns/ Credentials	Focus/ Subjects
Cal Poly Pomona San Bernadino COE and 10 School Districts	Aerospace Industries; Military Services; Emergency Teachers; Paraprofessionals	57 Special Education	Learning Handicapped; Severely Handicapped
San Diego School District	Aerospace Industries; Military Services; Under-represented; Language Minorities; Paraprofessionals	92 Multiple Subject; BCLAD	Elementary
Elk Grove School District San Francisco State University	Military Services; Aerospace Industries; Under-represented; State & Federal Governments; Language Minorities; Male Elementary	50 Multiple Subject; Single Subject	Elementary; Middle; Secondary; Math, Science
CSU Northridge Antelope Valley SELPA and 16 School Districts	Aerospace Industries; Military Services; Under-represented	30 Special Education	Elementary; Middle School; High School; Special Education
Ontario-Montclair School District Ontario-Montclair Teachers Assn.	Aerospace Industries; Military Services; Under-represented; Paraprofessionals	20 Multiple Subject; BCLAD	Elementary Bilingual
West Contra Costa School District CSU Hayward	Military Services; Aerospace Industries; Emergency Teachers; Underrepresented	60 Multiple Subject; Single Subject CLAD	Elementary; Secondary; Math, Science
UCLA Extension Norwalk-La Mirada School District	Emergency Teachers; Under-represented	36 Multiple Subject; CLAD/BCLAD	Elementary
Berkeley School District UC Berkeley Extension, Oakland School District, San Francisco District.	Career Changers; Male Elementary; Under-represented; Paraprofessionals; Emergency Teachers	20 Multiple Subject; CLAD	Elementary

BCLAD = (Bilingual) Crosscultural, Language and Academic Development Teaching
LEP = Limited-English-Proficient Students
SELPA = Special Education Local Planning Area

PROJECTED PARTICIPATION TOTALS: AGENCIES AND INTERNS 1994-97

178	School Districts and County Offices of Education
Numbers of Interns Projected by Programs in 1994-97:	
2,234	District Interns
1,206	University Interns
896	Special Education University Interns
4336	Total Number of Interns in Funded Programs (First and Second Cycle)

- The funded programs serve students in 39 counties and 170 school districts. The participating districts serve more than 2 million California K-12 students.
- Six of the eight active programs for district interns are being supported by grants. All district intern programs that requested funds received them.
- Funded programs hired 150 participants from aerospace and defense-related industries and agencies, and they hired another 200 mid-career changers from other California industries.
- Five of the projects serve rural areas. Although the numbers of teachers needed by these districts are not as large, when there are shortages, the need may be even more acute in a rural area than in an urban setting.
- Twenty of the 28 projects are making specific, concerted efforts to recruit individuals who are under-represented in California's teacher population.

Evaluation of District Intern Programs

Pursuant to Education Code Section 44327(b) the Commission sponsored an evaluation of the largest District Intern Program in the Los Angeles Unified School District. The program was evaluated by a team of four educators with an understanding of District Intern Programs. The team used the Commission's *Standards of Program Quality for District Intern Programs* as the criteria for judging the quality of the program. The reviewers examined documents provided by the district, including training materials, professional development plans, and assessment instruments used by the district to determine candidate competence. The evaluators also interviewed interns, instructors, support personnel, administrators of the program, and teachers and administrators in the schools where interns were employed. Prior to the evaluation, the reviewers were trained in interpreting the program standards, interview procedures, decision-making processes, and report writing. The team's report of its findings can be found in Appendix F. The team determined that the overall quality of the program was quite good, but expressed concerns in the areas of mentor support, assessment of candidates, institutional attention to the program, and in the secondary program, instruction in adolescent development.

All of the active District Intern Programs have been placed on the Commission's Program Evaluation Schedule: 1996-97 San Diego Unified School District; 1997-98 Sacramento County Consortium; 1997-98 Long Beach Unified School District and; 1998-99 Ontario-Montclair School District and Los Angeles Unified School District. Other programs will be placed on the evaluation schedule as soon as they have recommended interns for permanent credentials.

University Participation in Internship Programs

Prior to the initiation of the District Intern Program in 1983, universities were authorized to enter into collaborative relationships with school districts to design internship programs. The Internship Act of 1967 (Education Code sections 44450 to 44467) authorized the approval of internship programs in California. However, the first internships date back as early as the 1950's when Claremont Graduate School and Stanford University began their programs with Ford Foundation funding. Overall, forty universities have developed 142 internship programs, which are summarized in Table 2. The largest program for elementary and secondary teachers is at Claremont Graduate School, and the largest special education programs are at San Jose State University.

Table 2

Approved University Internship Programs

1996

University Systems	Multiple/ Single Subject and Bilingual	Special Education	Admin- istrative Services	Pupil Personnel Services	Totals
California State University	32	27	9	13	81
University of California	8	2	0	1	11
Private & Independent	40	1	7	2	50
Totals	80	30	16	16	142

Review of the Literature on Alternative Certification

Studies of District Intern Programs in California

Commission's 1987 Study. In 1987, the Commission submitted a report to the Legislature entitled *The Effectiveness of the Teacher Trainee Program: An Alternative Route into Teaching in California.* This report was based on the results of written questionnaires and oral interviews with more than 200 interns, mentor teachers, district and site-level administrators, instructors, and others connected to the program. Twelve trained assessors observed the performance of (a) teacher trainees in their second year of service, (b) a matched group of second-year teachers who had completed traditional teacher preparation programs, and (c) another matched group of second-year emergency credential holders. Using an observation system that examined six performance measures, 462 observations of classroom activities were a basis for the Commission's findings and recommendations.

Although some weaknesses were found in the Program, the Commission's 1987 study found the District Intern (Teacher Trainee) Program to be generally effective. The study found that teacher trainees were at least as proficient on classroom effectiveness measures as other teachers in their second year in the classroom. The report found that the programs were able to attract high quality individuals who wanted to teach in the state's hardest-to-staff schools.

The study found that Los Angeles Unified School District was able to develop a comprehensive instructional program that oriented the interns to the district's priorities and curriculum and provided basic teaching skills that are necessary to work in an urban setting. Only one of the rural districts, San Benito Union High School District, was able to implement a comprehensive instructional program for its teacher trainees. The remainder of the rural programs relied on simpler forms of training and staff development workshops designed for veteran teachers rather than teacher trainees.

Two areas of weakness were found in the support of interns and the evaluation of trainee competence. The results of the study showed very mixed data concerning mentor support. While most trainees reported receiving necessary support from the formal mentoring process and the informal collegial process, a substantial number reported that they did not receive support in the early stages of the program. Others stated that the formal system did not provide the quality of service that they expected. Many interns reported that their mentors frequently had teaching assignments some distance away from them, or taught a different subject or grade level.

Evaluation of intern performance was the weakest program element according to the 1987 study. Most participating districts evaluated teacher trainees using criteria and procedures that were designed with experienced teachers in mind, and that are not appropriate for assessing novices. The large number of trainees also reported that there was a lack of uniformity in the criteria used for evaluating them.

Studies of the Los Angeles District Intern Program. Trish Stoddart and her colleagues at the Center for Research on Teacher Education, Michigan State University, conducted a series of studies that used Los Angeles District Interns as part of the data base. Stoddart's (1990) work used the LAUSD program as a case study in which she asked four questions. (1) How effective is an alternative route to teacher certification in recruiting academically qualified individuals to teach in urban schools? (2) Does the population of teacher candidates recruited into the alternative route program differ from the traditional college-based teacher education program? (3) What kind of professional education is provided by an alternative route to teacher certification? and (4) How do teachers in the alternative route program compare to university-educated teachers?

Stoddart found that LAUSD reduced by 25 percent the number of Emergency Permit holders hired. The number of teachers hired from traditional teacher education programs remained unchanged. She also found that the academic background of the Los Angeles District Interns compared favorably with those who were prepared in traditional university programs. Stoddart noted that the undergraduate grade point average of more than half of the interns was higher than 3.25, with 9 percent achieving less than 2.75. She pointed out that both of these figures compared very favorably with national figures (p. 96). According to Stoddart, interns tend to be older and have transferred into teaching from other occupations. The exception was that 53 percent of the district interns teaching mathematics entered the program directly from college.

Stoddart found that the curriculum of the LAUSD program covered the same topics as traditional programs, but focused more on practical and immediate application rather than on underlying principles and critical approaches to the content areas. She also noted that the program put heavier emphasis on topics such as multicultural education than was found in traditional programs. Stoddart concluded that "traditional programs, unless radically restructured, are unlikely to recruit sufficient teachers to meet this need for qualified teachers for inner city school students" (p. 118). At the same time she cautioned that, "developing alternative route programs which primarily serve to socialize teacher candidates into prevailing school practice, while providing teachers, will not help improve instruction for at-risk students" (p. 118).

Ball and Wilson (1990), and McDiarmid and Wilson (1991) used district interns as part of their samples to analyze the knowledge base of mathematics teachers in preservice, induction year, alternative route and staff development programs. Ball and Wilson compared alternatively-certified and traditionally-trained teachers and concluded, "It is striking that, despite apparently dramatic structural and philosophical differences between university-based and alternate route programs, so much remains the same about these novice mathematics teachers" (p. 11). They conclude that neither route has produced mathematically thoughtful teachers with the capability of translating mathematics into concepts that students can readily learn.

McDiarmid and Wilson (1991) studied eight alternate route teachers who were assigned to teach mathematics but did not have a major in mathematics. All had some mathematics training such as a minor, or were engineers entering a second career. None of the eight teachers could generate stories or examples to explain mathematic concepts. The alternative route teachers tended to refer more often to the need to memorize certain concepts instead of understanding why those concepts worked in solving math problems. Traditional teachers with more extensive background in mathematics (e.g., degrees in mathematics) tended to perform better. The authors

thought it would be possible for teachers with less background in mathematics to gain the ability to teach mathematics concepts eventually, but they were concerned about the mathematical education of their students in the interim. They also opined that programs based on "learning by doing" use a high-stakes strategy with student learning as the unknown variable (p. 102).

Cost-Effectiveness Analysis of District Interns. In 1987, the California Legislative Analyst reviewed the Teacher Trainee Program, including its cost-effectiveness. The Analyst concluded that, when compared with traditional teacher preparation programs, the Teacher Trainee Program was more cost-effective for taxpayers and prospective teachers, but not for school districts.

The program was cost-effective for taxpayers because the state did not provide supplementary funds to support local program costs. Instead, program funds were drawn from existing budgets by the participating districts. The fiscal benefits for the participating interns were even more substantial since they received a salary of more than $20,000, which would not have been forthcoming in a traditional program. For school districts, however, the Analyst concluded that the program was not cost-effective since program funds were an additional expense that had to be taken from other budgets. The Analyst suggested that the lack of allocated funds for this program was the primary reason why few districts exercised the option to participate, and why so many districts sponsored the program for one training cycle but did not continue.

Review of Alternative Certification Nationwide

In 1983, eight states reported they were implementing alternatives to the conventional route (approved teacher education programs) for certifying teachers. In 1988, this number rose to 21 states, and by 1990, to 33 states. By 1995, nine additional states reported they were implementing alternative paths. Six of the remaining states indicate they are either piloting or considering alternative certification. Overall, then, 48 states are employing or considering alternative paths to teacher certification (Feistritzer & Chester, 1995).

According to the National Center for Educational Information, 42 states with active alternative certification programs offer 98 different alternative routes to persons who want to become teachers. Even the states that have no official alternatives offer programs that are *variations* on their traditional routes. For example, Indiana offers a statewide program called the Indiana Urban Teacher Program. Data on alternative certification in other states have been collected from four sources (particularly Feistritzer & Chester, 1995), and are displayed in Table 3.

Every state that has implemented an alternative certification program has either a basic skills testing requirement, or a subject matter testing requirement, or both. Virtually every state requires a training program for prospective teachers, but the length and intensity of the training vary greatly. Sometimes this variance occurs within the state itself, such as in California. Most of the states also require alternative routes to include a practicum or field experience.

In fourteen states, alternative routes are available in all subjects and grades, and are open to anyone with a Bachelor's Degree in a field other than education. Nine states limit alternative certification to certain grades and subject areas, usually based on shortages. Districts or the state education agency have the major responsibility for program development and implementation in these 23 states. Twenty-five states have

programs that are alternatives to the conventional program, but institutions of higher education retain the primary responsibility for the alternative programs. Twelve states have programs where an individual's background is assessed by the state or district, and university coursework is required based on the assessment of the individual's background. Other states report having alternative routes, but frequently these are little more than teachers on Emergency Permits or teachers moving from one state to another (28 programs). Finally, nine states have options similar to California's Eminence Credentials and Sojourn Credentials. (See Appendix A for descriptions of these two credentials.)

The fifteen states in the Southeastern United States have been the most active of any region of the country in using alternative routes to certification. In a 1990 study, Cornett found that entry standards in these programs were equal to or higher than regular teacher education programs in the southeast region. All of the programs required additional support or supervision of the new teachers. In summary, Cornett found that the programs were attracting people who would not normally enter teaching, particularly mid-career and under-represented teachers who compared favorably on nearly every performance measure with traditionally prepared teachers.

Alternative Certification in Texas and New Jersey

The two states most known for their alternative certification programs are Texas and New Jersey. Both began their statewide programs in 1984, the same year that California began implementing district intern programs. At the same time New Jersey began its program, the state's authority to issue emergency permits was suspended. At approximately the same time that alternative routes to certification began in Texas, university preparation programs were reduced to a maximum of eighteen semester-units of instruction. In both Texas and New Jersey, dissatisfaction with the existing preparation of teachers had as much to do with the implementation of alternative certification routes as did the inability of districts to meet their need for teachers in critical shortage areas.

In Texas, a substantial number of the state's teachers are prepared through alternative routes to certification in 25 different programs. These programs began with the purpose of addressing teacher shortages; however, because university preparation was limited to a total of 18 semester-units, the alternative programs soon became proving grounds for rich innovation and systemic reform in all areas (Dill, 1994). The programs strive to be collaborative, use rigorous selection criteria, and "hands-on," problem-solving approaches to teaching impoverished youth (Dill, 1994). In describing the Houston Independent School District program, Stafford and Barrow (1994) list the vital program components as: (1) screening, (2) training, (3) supervision, and (4) support (p.194).

There are three different kinds of alternative certification programs in Texas. More than one-third of the programs are developed and administered primarily by institutions of higher education; nearly half are administered by regional service centers, and three were developed by specific school districts (Houston, Dallas, and El Paso). More than half of the alternative certification interns are from minority groups. The grade point average of interns is higher, as a group, than those entering traditional programs (Irons and Wale, 1988; and Brown, Edington, Spencer, & Tinafero, 1989). In a study by Barnes, Salmon and Wale (1990), it was found that the

Table 3

Alternative Certification Programs in Other States

State	Average Number of Candidates	Total Number of Teachers in State	Annual New Hires	Responsible Party(ies)	Teachers Eligible	Testing Requirements	Training Programs	Practicum
Alabama 1986	30	4,200	2,300	College	Majors other than Education; all grades short	GRE/State Test	39 Semester-hours/Master Program	300 Hours Student Teaching
Alaska 1993	18	8700	*	State	All	Praxis and Assessment Center	Determined by Assessment	1 Year
Arizona 1988	32	40,000	*	College/ District	Majors in other than education; 7-12	Basic Skills/Subject + Teacher Proficiency	26 Weeks	1 Year Internship
Arkansas 1988	30	*	*	College	All (non-Education. major)	PRAXIS/State Certification	College Program	Internship 3 Years
California (District Intern) 1984	350	220,000	12,000	District	Shortage Areas	Basic Skills/PRAXIS	120 Clock-hours in summer + average 250 Clock-hours training	2 Year Internships
(University Intern) 1954	1,000	SEE ABOVE	SEE ABOVE	College	District Need	Basic Skills/ PRAXIS	32 semester-units	1 or 2 Years
Colorado 1991	50	33,000	2,600	District	All	Basic Skills	225 Clock-hours of Prof. Ed.	1 Year Mentor Support
Connecticut 1988	60	42,000	2,000	State and District	All	State Competency Subject Matter	2 Months in Summer	Beginning Teacher/ 2 Year Training
Delaware 1986	30	6,000	500	College	Academic Shortage Areas	Pre-professional Skills	Special Institutes 15 Semester-units in Ed.	Internship / Student Teaching
Florida 1988	350	108,000	4,500	College	All	State Cert. Exam/Subject Matter	90 Days + 6 Semester-units	Internship
Georgia 1989	900	73,000	4,100	College	Critical Need	State Cert. & Performance	Summer Institute 20 Quarter-units	1 Year Internship

Sources: *Chronicle of Higher Education* (1988), Cornell (1988), Feistritzer, Chester (1995), NCSIE (1990)

* Indicates data were not available to the author.

Indiana and North Dakota are not participating or considering any programs at this time.

Table 3

Alternative Certification Programs in Other States (Continued)

Hawaii 1985	96	12,000	1,000	College	Math/Science	PRAXIS	30 Semester-units	Student Teaching
Idaho 1990	10	11,000	5,00	College/ District	Shortage	PRAXIS/ Performance including 2 Summers & Preservice	18 Semester-units	2 Year Internship
Illinois 1990	100	111,000	5,000 Union	Chicago Schools Union + Colleges	All- especially Bilingual and Special Education	*	Every Saturday + Summer	2 Years
Iowa	Proposed	32,000	900	IHE	*	*	2 Summers	2 Years
Kansas 1992	*	36,000	1,300	IHE	Except Peace Corps and Post-baccalaureate	Basic Skills PRAXIS	*	*
Kentucky 1992	*	41,000	1,800	District/IHE	All	PRAXIS	250 Clock-hours	44 Weeks + Internship
Louisiana 1990	343	50,000	2,700	College/ District	Shortage	PRAXIS	Joint Dev./ 21 Semester-units of Professional Education	1 Year Internship
Maine *	300	16,000	600	State	Out-of State Transcript Analysis in Shortage Areas	PRAXIS	Determined by Analysis	Minimum 18 Semester Units of Education Coursework
Maryland 1989	109	43,000	2,800	District	All	PRAXIS	180 Hours of Professional Preparation	Internship
Massachusetts 1987	530	*	*	State	All	PRAXIS/State Teacher Competency	Individualized	300 Hours of Student Teaching
Michigan 1995	New	93,000	3,000	College District Union	Shortage	Basic Skills and Subject Matter	2 Years Occupational Experience	6 months - 2 Years
Minnesota 1991	40	43,000	1,700	District/ College	All	Basic Skills	Individualized /Staff Dev.	1 Year Residency
Mississippi 1986	200	35,000	*	State/College	Shortage	PRAXIS	9 Semester-hours/3 Years	3 Year Residency
Missouri 1991	25	54,000	2,000	College	Shortage 5 Years in Subject Field	State Assessment / Performance	18 Semester-units	2 Year Internship

Table 3

Alternative Certification Programs in Other States (Continued)

Montana	New	10,000	*	State/IHE	Transitional	*	6 Semester-units	3 Years
Nebraska 1990	45	20,000	700	College	Re-entry	Basic Skills	6 Semester-units annually 15 Total	3 Years
Nevada	Proposed	14,000	1,700	State/IHE	Within 6 units of full certification	*	Regular Program	1 Year
New Hampshire 1990	176	11,000	*	State/District Training Center	All	*	200 Hours Individual/ Preservice & Inservice	1 Year Internship
New Jersey 1983	600	80,000	4,000	District	All	PRAXIS	200 Clock-hours	1 Year Internship
New Mexico 1986	115	17,000	600	College/ District	All	PRAXIS	Summer Program + Individualized	1 Year Internship
New York 1968	433	184,000	2,800	College/ District	All University Internship	*	Master Degree	1 Year Internship
North Carolina 1985	300	74,000	5,800	District	All Lateral Entry from Private Schools	State Cert. PRAXIS	Individualized /College or Staff Dev.	Internship 1 Year
Ohio 1991	7	112,000	5,800	District/ College	Secondary	PRAXIS	18 Semester-units of Professional Preparation / (6 Preservice)	2 Year Internship
Oklahoma 1990	54	44,000	*	District/ College	Shortage Areas	State Certification	18 Semester-units in Professional Education	Internship
Oregon 1986	0	26000	1000	Standards Board District	Shortage Special Education	CBEST PRAXIS	District Developed Plan	1 Year
Pennsylvania 1983	350	102,000	5,800	College Internship	Shortage Areas	PRAXIS Professional Knowledge	Professional Preparation Course Work 24 Semester-units	3 Year Internship
Rhode Island	Considering	*	*	*	*	*	*	*
South Carolina 1991	48	40,000	*	District/ College	Shortage Areas	PRAXIS	2 Week Summer Program/ 80 Days of Staff Dev.	3 Year Internship

Table 3

Alternative Certification Programs in Other States (Continued)

South Dakota	20	11,000	660	College	Shortage Areas	*	3 Professional Education Courses Student Teaching	Internship
Tennessee 1990	50	43,000	2700	College District	All Second Career	State Certification	Cooperatively Planned Program	1 Year
Texas 1984	2,400	213,000	15,000	Regional Service Centers District/ College	All Areas	Basic Skills	1 Year Program	Internship
Utah 1992	New	19,000	1,200	Consortium	All Areas Career Changers	*	Individual	2 Year Internship
Vermont 1971	25	6,500	*	State License by Peer Review Evaluation	Experience in Subjects Taught	*	Upon Panel Recommendation	*
Virginia 1993	700	75,000	3,000	District/ Service Center/ Colleges	Secondary	State Certification	Demonstration of Competency / 15 Semester-units Course Work	1 Year Internship
Washington 1991	8	46,000	1,700	College	All Areas	*	45 Quarter-Units Seminars	1 Year Internship + 2 Summers
West Virginia 1995	0	22,000	500	Consortia	All	State Certification/Proficiency Assessment	200 Hours Formal Instruction	1 Year internship
Wisconsin 1993	320	52,000	2,900	College	Special Ed. Second Career	*	36 Semester-units	3 Year Internship
Wyoming 1994	5	6,500	200	District	Second Career	*	Individualized Personal Developement Plan	1 Year Internship

Texas programs produced highly motivated interns, who scored comparatively higher on certification exams, who received generally high praise from the principals and veteran teachers who supervised them, and whose student achievement scores compared favorably to traditionally trained beginning teachers statewide.

There is great variance in the data reported about alternative certification programs in New Jersey. Natriello and Zumwalt (1992) compared alternative and traditionally trained teachers and found neither group to be "consistently superior." The average number of contact hours in the curriculum in a New Jersey program is 200 hours, which is about the same as the time spent in a traditional preparation program (Darling-Hammond, 1990). Some of the problems that are reported in studies of the New Jersey programs are similar to problems reported in other states. Though there may be state standards or requirements, individual programs are inconsistent or haphazard in implementing the requirements. For example, Smith (1990) reports that the majority of the alternative certification candidates did not receive the mentoring and support services that were required.

It appears that there have been substantial changes in the New Jersey programs over the past ten years. Not all of the participating districts were willing or able to commit the time and resources necessary to build a quality program. Some districts sought the assistance of universities to fill the voids that they found. Noting that school districts were encountering difficulty keeping up with the financial and emotional strains brought by the added responsibilities of teacher preparation, Smith (1991) questioned whether policymakers cared if interns were poorly prepared. While not condemning alternative certification as a whole, Smith concluded that additional funding was necessary for financially strapped districts to support the collaborative activities needed for alternative certification to succeed.

Dill notes that in New Jersey, "Districts ill prepared for the responsibilities which the state-developed program entailed left important standards poorly enforced" (Dill, 1996). The lesson from New Jersey and other states is that alternative certification, when done "on-the-cheap" or with the intention that it will save the state money, most likely will not succeed and reflects on the state's commitment to the education of its children, particularly its most impoverished children.

Alternative Certification and Teacher Shortages

Most alternative certification programs were created because the organizations that examine teacher supply such as the National Center for Educational Statistics projected shortages of teachers. NCES predicted, "By 1992, the supply of new teacher graduates will only meet two-thirds of demand" (NCES, Schools and Staffing Survey 1987-88). These projections were based on three assumptions: K-12 school enrollments would increase; teacher attrition would rise; and approximately the same number of persons would continue to enter teacher education programs as had in the early 1980's.

Feistritzer and Chester (1995) have also followed the teacher supply trends and have noted that the projected shortages did not occur. They suggested the reasons are because of faulty assumptions and definitions.

> What few people took into account was what is meant by a "new" teacher. The projections are based on the unspoken assumption the "new teacher" and "new teacher graduate" were synonymous. In other words, the projected number of new teachers was based on the expected number of teachers new to each school in the United States, not new to the teaching profession. Furthermore, it was assumed the supply of these new teachers would be new teacher graduates--people who had just completed a traditional college teacher education program (Feistritzer and Chester, 1995, p. 2).

NCES data found that persons who have just finished a teacher preparation programs constitute only about one-third of public school "new hires." Interstate transfers account for 16 percent of new hires. Persons who delay entry into teaching one or more years after completing programs account for nearly one-fifth of new hires, and people who have taught before and then come back to teaching are 30 percent of the new hires according to NCES. According to Feistritzer, statements such as, "The nation will need 200,000 teachers in the next decade," have caused alarm when, in fact, the nation has been hiring teachers at that rate for decades. Feistritzer and Chester offer the following analysis of new hire projections.

> To illustrate how misleading the projections can be, if one considers a new teacher to be one hired to a public school building in the 1987-88 school year who did not teach in that school the prior year, then 307,772 "new teachers" were hired that year, according to NCES data. If new teacher is defined as "new to the state or sector" (meaning moved from one state to another or from private school to public), then 166,355 new teachers were hired that year. If new teacher is defined as new to teaching and just out of college, the number of new teachers hired in 1987-88 was only 32,235 (Feistritzer and Chester, 1995, p. 3).

During the period from 1984 to 1988, shortage projections by NCES and other government agencies led a number of states to look for alternative ways to meet the need for teachers. Many of these responses were to propose "short-cuts" which did not take into account the complexities of teacher preparation. Many of these routes drew heavy criticism from the education establishment. In most states, teacher preparation was part of the undergraduate experience. There were relatively few opportunities for persons who decided late in their collegiate careers or after they had graduated to become teachers in these states. From about 1988 on, the states that

developed alternative routes frequently cited the need for programs for nontraditional students as the primary reason for alternative programs. Many of these programs still emphasized shortage areas, but participation in them was not restricted as much as in earlier programs.

In California, the magnitude of shortages of fully qualified teachers is most manifested in the issuance of Emergency Permits and Credential Waivers. There are indications that district intern programs have had an impact on the numbers of substandard permits that are issued. For example, from 1987-89 the Los Angeles Unified School District was able to reduce the percentage of new teachers who had emergency permits from 47 to 34 percent, a 25 percent decrease (Stoddart 1990). In spite of programs such as district and university internships, however, there are still massive requests for Emergency Permits. Table 4 summarizes the requests that were made and granted by the Commission in 1993-94. Districts make most frequent requests for teachers of elementary grades, mathematics, English, and special education teachers of the learning handicapped/severely handicapped. One of the reasons why the numbers of Emergency Permits for elementary teachers are so high is because they include teachers prepared in other states who do not hold a basic Multiple Subject Credential required to teach special education. The Commission took steps to provide relief for this problem when it eliminated the basic credential as a prerequisite for special education teaching in the future.

Education Code Section 44300, which was revised by the Bergeson Act of 1988, requires that an applicant for an Emergency Permit provide documentation that the district has made a "diligent search" for certified teachers, "including teacher candidates pursuing full certification through internship, district internship, or other alternative routes established by the Commission." In the past two years, the Commission has developed an integrated system to provide for the appropriate and legal assignment of teachers. Both internship programs and emergency permit authorizations are included in the integrated system. It is clear that annual issuance of 12,000 Emergency Permits is a problem that deserves further scrutiny and resolution.

Changing Concepts of Alternative Certification

Both Dill (1996) and Feistritzer and Chester (1995) note the changes that have occurred over time in how the term *alternative certification* has been defined and used. In the early 1980s the most common use of the term was to describe non-university based programs that allowed non-traditional students to teach in areas of teacher shortage and in the hardest-to-staff schools. Later in the 1980s most states expanded the definition to include university programs, but still tended to emphasize particular subjects and placement in urban schools. More recently, states have tended to see *alternative certification* even more broadly to describe all of the various options that are available. The trend is to be more inclusive and create specifically designed programs to bring persons from outside of education into classrooms.

Table 4

Long-Term Emergency Permits and Emergency Limited Assignment Permits Issued in 1993-94

Single Subject	Long Term	Limited Assignment
Art	92	12
Business	106	4
English	897	98
Foreign Language	318	48
Home Economics	40	17
History	16	11
Health	36	48
Industrial Technology	50	9
Life Science	510	59
Mathematics	1012	206
Music	161	12
Physical Education	294	83
Physical Science	260	48
Social Science	443	45
Total	**4,235**	**700**

Multiple Subject	Long Term	Limited Assignment
Bilingual	277	
General Subjects	4757	19
Total	**5,034**	**19**

Special Education	Long Term
Communication Handicapped	90
Learning Handicapped	1857
Learning Handicapped Severely Handicapped	79
Physically Handicapped	46
Severely Handicapped	745
Visually Handicapped	22
Total	**2,839**

All Programs	Long Term
Single Subject	4235
Multiple Subject/Bilingual	277
Multiple Subject/General Subjects	4757
Special Education	2839
Total	**12,108**

McKibbin and Ray (1994) provided a guide for use in evaluating and improving alternative certification programs. Chart 1 displays this guide in which conditions are presented as the policy goals or circumstances that state agencies or program developers are trying to address. These include conditions such as addressing teacher shortages in specific subject areas, bringing teachers into hard-to-staff classrooms, attracting those who normally do not or cannot enter teaching through traditional routes, and improving teacher preparation instruction.

The elements that demonstrate the program's nature and character are called *dispositions* (McKibbin and Ray, 1994). These dispositions represent the rationale and justification for the existence for alternative certification programs, and therefore; should be used to judge the effectiveness of the programs. Dispositions include alternative certification's pragmatic orientation which aligns the participants' past experiences with the responsibilities that a teacher must assume. Instruction is focused and practical and is integrated with theoretical knowledge. All of this is blended with the intern's previously attained content knowledge. By drawing teachers from nontraditional sources, and by targeting specific shortage needs, alternative certification programs concentrate their energies in areas where they will make the greatest difference. The key is understanding and being sensitive to market demands and allowing them to focus the programs.

In most alternative certification programs employment and instruction are linked at every level. It is difficult to balance the demands of being a teacher and also being a learner. As Howey and Zimpher (1994), Stoddart (1990), and Hawley (1990) all point out, there are great dangers if "experience is the only teacher." However, if learning is context-based and accompanied with appropriate, powerful pedagogy, then extremely rich learning opportunities are provided. Instruction can be adapted and lead to immediate applications. Finally, alternative certification programs offer opportunities to examine an intern's ability to perform effectively in an authentic context -- his or her own classroom (McKibbin and Ray, 1994). In student teaching situations, candidates have relatively little control of the setting or the curriculum. The student teaching context is artificial and the performance judgments are frequently based on the cooperating teacher's goals, not the candidate's. In an internship, performance judgments are based on the intern's application of the school's curriculum with pupils who are the intern's students. These four dispositions reflect the character and quality of alternative certification programs; McKibbin and Ray advocate that these measures should be used to judge the effectiveness of the programs.

Chart 2 summarizes the nineteen studies that compare teachers prepared through alternate routes with those prepared through traditional routes. In most of the studies, teachers who were prepared through alternate routes compared favorably or performed at least as well as those prepared through traditional preparation routes.

Chart 2

Summary of Studies That Compare Teachers Prepared Through Alternate Routes to Certification and Those Prepared Through Traditional Routes

Authors, Date of Study, Location	Comparison Measures	Summary of Results
Goebel, 1986, Houston, Texas	Principals' Impressions, Retention Rate, Student Achievement, Teacher Appraisal	No significant variance for groups of certified first year teachers and interns.
Wright, McKibbin, and Walton, 1987, California	Performance in: Classroom Environment, Student Involvement, Presentation Skills, Content and Method, Classroom Management, Cognitive Activity	No significant difference between matched set of Teacher Trainees, Second Year Traditionally Trained Teachers, and Emergency Credential Holders on 6 Classroom Performance Criteria.
Million, 1987, South Carolina	Student Teachers and Interns	Well-trained content specialists can successfully move from non-teaching positions into the classroom.
Brown, Edington, Spencer, & Tinafero, 1989, Texas	Grade Point Average; PPST (basic skills)	Alternative Certification Program participants earned overall GPA's, teaching field GPA's, Pre-Professional Skills Test scores that were comparable to or better than traditionally trained teachers and teachers on emergency permits.
Goebel & Ronacher, 1989, Houston, Texas	Student Achievement	Student Achievement for Alternatively Certificated Teachers, & First year teachers with previous teaching experience was higher than those with little or no experience.
Hawk and Schmidt, 1989, North Carolina	Classroom Competence; NTE	Evaluations of Lateral Entry participants indicated that they were competent in the school classrooms and as successful on NTE exams as traditionally prepared teachers.

Chart 2

Summary of Alternate Routes to Certification Study

(Continued)

Authors, Date of Study, Location	Comparison Measures	Summary of Results
Hassard, 1989, Georgia	Attitudes; Efficacy	Research on attitudes (directive versus student centered) of regularly certified and alternatively certified teachers showed that, by mid-year, attitudes of the two groups were comparable. Each group's sense of efficacy was comparable by mid-year.
Dill, 1990, Nationwide	Under-represented groups	Indicated that minorities in alternate route programs frequently outscored minorities in traditional routes on standard certification examinations. Alternative certification programs have a much better record of recruiting and certifying capable minority teachers.
Bliss, 1990, Connecticut	Curriculum; Hiring rate	Unlike the loosely-coupled courses traditional programs offered, the residential program was organized as a coherent, integrated curriculum; Alternative certification candidates were hired at a rate higher than their traditionally certified peers.
Barnes, Salmon, and Wale, 1990, Texas	Minority recruitment; Student Achievement	Larger proportions of minority candidates were certified through alternative routes than through traditional ones; student achievement of alternatively certified interns compared favorably to student achievement of traditionally trained beginning teachers statewide.
Ball & Wilson, 1990, California and Michigan	Content preparation in mathematics	Indicted both routes are not capable of producing mathematically thoughtful teachers capable of instructing youth in mathematics.
Guyton, Fox and Sisk, 1991, Georgia	Retention; Success	Retention of alternatively certified teacher was equivalent to regularly certified. "Condensed pedagogical preparation and a supervised internship are a reasonable alternative to traditional preparation programs for persons with degrees in the subject they teach." p. 7.

Chart 2

Summary of Alternate Routes to Certification Study

(Continued)

Authors, Date of Study, Location	Comparison Measures	Summary of Results
Feistritzer, 1992, Nationwide	Recruitment; Predisposition toward teaching	Those who inquired about alternative certification were 10 times as interested in "inner cities" and 16 times as interested in teaching bilingual children, and twice as likely to be interested in teaching because of the "Value and signifi-cance of education in society." p. 22.
Stoddart, 1993, California	Differences in the nature and attitudes of those recruited into alternative certification	Alternative Certification programs recruited higher percentages of minority teachers; had greater willing-ness to teach in urban environments and had uniformly higher expectations for both poor and advantaged learners, and were able to affirm urban realities and the value of student's ethnicity rather than operate from a "cultural deficit' model.
Natriello and Zumwalt, 1993, New Jersey	Recruitment sources and attitudes	Alternate route teachers more willing to teach in urban areas and disadvantaged students.
Houston, Marshall and Mc David, 1993, Texas	Background, and teaching competence	Alternative certification interns were more racially diverse than certified teachers, more likely to be male, and more often married. They concluded that after 8 months of teaching there are no differences between those who have spent 2 or more years completing a traditional certification program and those who complete an alternative program.
Adams and Dial, 1993, Texas	Retention	Traditionally certified are 20% more likely to leave than alternatively certified; men are less likely to leave than women; women over 40 are less likely to leave than younger counterparts; Whites were more likely to leave than either Blacks or Hispanics.
Tellez and Guerra, 1995, Texas	Beginning Teacher's Proficiency	No statistical differences were found between those prepared through university-based programs and district-based programs.
Miller and McKenna, 1995, Florida and Georgia	Attitudes and Retention	No differences were found in those prepared through a public school, university and private industry based programs after three years on the job.

The National Debate on the Value of Alternative Certification

As can be noted throughout this review of literature and the size of the bibliography that is attached to this report, the existence of alternative certification has spurred considerable debate. Recently two major education journals have devoted entire issues to discussions of the pros and cons of alternative certification. The Spring, 1990 *Peabody Journal of Education*, edited by Willis Hawley, and the Winter, 1994 edition of the *Educational Forum*, edited by Roy Edelfelt, provide the most comprehensive set of articles to date. There seems to be little common ground between the proponents and the detractors. This section summarizes the writings of Martin Haberman to describe the position of the proponents of alternative certification, and paraphrases the publications of Linda Darling-Hammond and Arthur Wise to represent those who see little value in alternative certification.

In his article in the *Educational Forum*, Arthur Wise (1994) states that alternative teacher certification programs in school districts are poor solutions to either shortages of teachers or improving teacher preparation. He conceptualizes alternative certification as a choice between professionalism and amateurism. He recommends that all prospective teachers should complete university-based, NCATE-approved teacher preparation programs. Wise, who is the President of the National Council for Accreditation of Teacher Education (NCATE), states that it is a mistake for states to allow "local employers to train and license their own candidates, thus removing state standards entirely" (p. 140). Wise states, "Policymakers, in their desire to do something effective, have passed alternative certification policies hoping to solve the problems of teacher competence and teacher shortage" (p.140). He goes on to say that alternative certification is based on policymakers' belief that it takes relatively little expertise to be a teacher, and their assumption "that teaching is 'walk-in' job that requires little in the way of preparation except content knowledge" (p. 143).

Linda Darling-Hammond, Professor at Teachers College, Columbia University, makes a distinction between "alternate route" programs and "alternative certification" programs, as was mentioned earlier. The alternate route programs (1) often include a Master's Degree, (2) are held to rigorous state standards, and (3) provide the critical knowledge base at universities (p. 137). Programs such as those conducted in Connecticut and Maryland fall into this category (1990). Darling-Hammond contrasted alternative certification programs that (1) reduce the amount of required professional preparation, (2) allow developers to get around state standards, and (3) do not contain the necessary knowledge base to produce a fully qualified teacher (p. 125 ff.). Darling-Hammond includes programs in Texas, New Jersey, and by implication, California in the "low standards" alternative certification category.

Throughout their writings, both Wise and Darling-Hammond characterize alternative certification as a "quick fix," substandard, and an oxymoron to professional preparation (1991). They continually reinforce the notion that teacher preparation is best left to the professionals--i.e., NCATE-approved teacher preparation institutions.

Martin Haberman, Professor of Education at the University of Wisconsin-Milwaukee, presents a decidedly different view of alternatives to traditional teacher preparation. His hope for alternative certification is partially based on his frustrations with traditional teacher education.

> Teacher educators claim that the courses, experiences and other parts of their program are vital components for producing effective teachers. This is difficult to take seriously, however, since traditional programs do not produce teachers who are effective in urban schools and communities. Indeed, they do not produce teachers who will even apply to work in urban schools. This is because teacher educators possess only some of the vital parts and systematically reject or denigrate the knowledge and know-how of the suppliers of the other vital parts, such as expert classroom teachers, health and human service professionals, and community resource people, including parents (1994, p. 162).

Haberman (1994) rests his hope for teacher education in alternative certification because they are not "one-size-fits-all" programs and because they focus on those elements most likely to produce quality teachers for urban settings. He states that rather than trying to make the case that teaching is a profession, it is better to view teaching as a "moral craft derived from the teacher's ethical commitments" (p.165).

Selection is Haberman's first critical element in teacher preparation. With a focused, rigorous selection process, candidates can be selected who have a high probability for success with children who live in poverty conditions. They demonstrate a mature developmental level that will allow them to relate to low-income children and youth of diverse ethnic backgrounds.

The expertise of the faculty is the second critical element. The faculty of a teacher preparation program should have "recent, relevant know-how in teaching children and youth . . . such as currently practicing classroom teachers who have been identified as effective in impoverished school districts . . . and (should) possess skills in coaching candidates' actual teaching behavior and of modeling best practices for them" (p. 165).

Third, the content of the program is based on an ideology that interns "believe schooling is the major force in improving children's life chances" (p 165). It is based on the cumulative experience of effective practitioners; context based; draws on research, theory, expert opinion and common sense; and has a problem-solving orientation.

Finally, a system of support is critical in the preparation of teachers for urban schools. Haberman advocates on-site coaching rather than a "supervision-based" model. Coaching includes demonstrations and mutual sharing, and it leads to fuller implementation of instructional activities (p. 167).

Two authors that have written about alternative certification have concentrated on the implications of these programs for teacher preparation in general. Natriello (1992) states that alternative certification has drawn attention to factors which have not been important enough in the past. Teacher educators and policymakers must pay greater attention to the following factors:

1. importance of managing the supply of teachers;
2. more attention on the process of selecting teachers;
3. more attention on the content of teacher preparation programs particularly the importance of (a) context, (b) learning through experience and (c) developing skills in subject specific pedagogy; and
4. the role of schools in the education of teachers (1992, pp. 7-8).

Fenstermacher described the dichotomy between alternative teacher preparation and traditional preparation as a democratic view of preparation versus a professional view. Alternative programs are broad-based and in tune with political forces that are trying to meet a particular need; whereas, traditional programs are trying to capture of particular body of knowledge, set rigorous standards, and control entrance into the profession (Fenstermacher 1990). Fenstermacher concluded, ". . . there may be value in ceasing to think of them as oppositional to one another. Perhaps the best course of action lies in blending these ideas, wherein the advantages of being close to practice are maintained, but so are the advantages of reflective and critical approaches to pedagogy" (p. 182).

Procedures Used in This Study

The present study followed two earlier phases of data collection. The first phase, which occurred from 1985 to 1987, included three questionnaires (n=250); interviews with district interns, mentors, principals, district and program administrators, instructors, and union officials (n=320); observations of the classrooms of second year district interns, credentialed teachers and emergency permit holders (n=462); and review of program documents, plans and evaluation instruments (n=36). The 1985-87 study was (and continues to be) the largest study that has ever been done of district-based preparation and certification programs for teachers.

The second phase of data collection occurred from 1989 to 1993, and consisted of the ongoing requests by the Commission for the professional development plans (curriculum) of district intern programs, as well as demographic data on interns. This phase also included a quality review of the Los Angeles program.

For the present report, a third data gathering phase occurred in 1994. Two questionnaires were developed and distributed to a stratified random sample of graduates of district intern programs, and to current district interns. Questionnaires were sent to 694 graduates of district intern programs. These were selected from the Commission's data bank of credential holders. Survey recipients included one-half of all graduates (662) who had completed the Los Angeles program, and all interns (32) who had graduated from programs in other districts. Eighty-six of the survey instruments were returned as undeliverable. Usable questionnaires were returned by 216 former interns, which was a thirty-six percent return rate. Fourteen of those returned were from rural school districts.

Questionnaires were mailed to all interns enrolled in programs in the 1993-94 academic year. Of these, 149 were returned, which was a forty percent return rate; twenty-eight completed surveys were from districts other than Los Angeles.

For those questions that solicited numerical responses, the statistical treatments consisted of frequency distributions and mean (average) responses. Q-sort techniques were used to analyze the open-ended quality judgments of the survey participants.

One of the remarkable aspects of this study was the willingness of many interns to respond to the open-ended questions. Only six of 365 respondents did not offer responses to questions that required narrative replies. Many interns provided extensive answers that indicated they had thought about their professional preparation. It was clear that the respondents cared a great deal about their district intern programs, and were interested in praising the programs and making suggestions for program improvement. In many cases the respondents offered several ideas, comments, or examples for a particular question, which made analysis a greater challenge and resulted in percentage totals greater than 100 percent on those questions.

In addition to compiling and categorizing the open-ended responses, the author of this report has included verbatim responses that illustrate the interns' opinions and concerns about particular aspects of district intern programs. These verbatim responses are provided in boxes and italics and are identified as to whether they were provided by a current district intern or by a graduate of one of the programs.

Demographics of District Intern Programs

Between 1984 and 1996, more than 3,000 participants were selected to participate in district intern programs. Of these, nearly 2,000 have successfully completed programs. Approximately five percent of the candidates recommended annually for teaching credentials in California are prepared by district intern programs. In 1996, more than 1,000 interns were enrolled in seven existing district intern programs.

Los Angeles Unified School District (LAUSD) has been the largest preparer of teachers through this route. LAUSD has recommended more than 1,900 of those who have successfully completed a district intern program. In 1996, more than 900 interns were in one of the LAUSD cohorts.

The Los Angeles program continues to grow. In 1996-97, Los Angeles will prepare more than 1,000 district interns, in particular responding to the Class Size Reduction Initiative. This includes the first cohort of 30 interns who completed one year in the elementary program and will then begin preparation for teaching children with mild/moderate disabilities. In addition to the current candidates, the District sponsors a Fellows Program that provides opportunities for former interns to get together, share common interests and continue to learn from each other.

Tables 5, 6 and 7 present data about the background of the interns who were enrolled in programs in 1994, compared with similar data that were collected in 1987. Table 5 shows that most of the interns had previously held several jobs. Only those positions that had been held for at least a year or longer were counted in Table 5. In the current district intern programs, more persons were recruited out of technical occupations and fields such as engineering than in 1987. This is likely because of the availability of persons seeking positions due to the downsizing of defense-related industries in California. An intern who moved into teaching from a job in engineering commented:

> *The DI program is an excellent program--it is very appealing to "second career" people like myself. I would have never gotten into the teaching profession without it, and I know many other interns who feel the same way.*

Darling-Hammond (1990) noted, as she analyzed the report of the Commission's 1987 study, that a large number of district interns had entered the program after careers in "lower-paid jobs . . . such as technical support and service jobs" (p. 141). Though it is not clear that the 1987 data supported this analysis, it is certainly not true in 1994 that the majority of interns are being drawn from lower paid jobs. It is also not clear that entry into teaching after a career in another service occupation is detrimental to schools or to students.

There is also an increase in the number of persons previously employed in school-related positions. Most of the increase is due to active recruitment of paraprofessionals. Many districts have made a concerted effort to provide career and educational opportunities for paraprofessionals, particularly for those with proficiency in languages for teaching limited-English-proficient students.

The institutions where the interns earned baccalaureate degrees were largely unchanged in the two reporting periods (Table 6). The interns in the latest survey are slightly older. The average age of interns in the 1994 cohort was 33; whereas, in 1987 the average age was 31 (Table 7).

Table 5

A Comparison of Occupational Backgrounds of District Interns Who Had Prior Full-time Employment Longer than One Year

(1987 and 1994 Cohorts)

Occupations	1987* Percent N=211	1994 Percent N=149
Clerical, Office Work	18%	18%
Management, Accounting	30%	28%
Medical	6%	3%
Military	4%	5%
Sales, Marketing, Service Industries	40%	34%
Social Service	12%	8%
Teaching (Private School, College, Paraprofessional)	43%	50%
Technical, Engineering	34%	40%
Other	6%	2%

* Totals are more than 100% because many of the interns held more than one job for longer than 1 year prior to entering an internship program.

Table 6

A Comparison of Collegiate Backgrounds of District Interns

(1987 and 1994 Cohorts)

Institutions	1987 Percent N=211	1994 Percent N=149
California State Universities	29%	35%
Universities of California	30%	26%
Private/Independent Colleges/Universities	13%	11%
Out-of-State Institutions	28%	28%
Master's Degrees	14%	18%
Doctorate (Ph.D., Ed.D., M.D., Veterinary)	6%	4%

Table 7

A Comparison of the Ages of District Interns (1987 and 1994 Cohorts)

Ages	1987 Percent N=211	1994 Percent N=149
19 - 30	53%	59%
31 - 40	36%	21%
41 - 55	11%	26%
56+	1%	3%

One of the goals of district intern programs is to provide opportunities to enter teaching for persons who are from under-represented groups in the teaching workforce. Table 8 presents the breakdown of the 720 interns in California public schools in 1994. The numbers of 1994-95 district interns from under-represented groups are compared with those who were prepared in district intern programs in 1987. Both cohorts of interns are compared with teachers prepared in the California State University system, which prepares large percentages of the teachers for California schools each year. It is clear that district intern programs have made great progress in attaining the goal of recruiting teachers who are from the same ethnic and racial groups as their students.

Table 8

Recruitment from Groups that Are Under-represented in the Teaching Workforce: Comparison of District Interns and Teacher Candidates Prepared by the California State University System

	African-American	American Indian	Asian. Filipino, Pacific-Islander	Hispanic	White, Non-Hispanic
District Interns 1994-95 (N=720)	8%	1%	7%	31%	53%
California State University Candidates 1993-94 (N=10,787)	3%	1%	2%	12%	82%
District Interns 1986-87 (N=211)	10%	0%	6%	6%	78%

To learn why the district interns had chosen teaching, a question was asked of the current interns and the graduates of programs. The question was modeled after a similar inquiry made by the National Center for Educational Information (NCEI) in 1992. The NCEI survey asked why the respondents had entered teaching, and included a group of prospective teachers who had contacted Recruiting New Teachers, and a group of experienced teachers whose names were provided by the National Education Association. Three possible responses were added to the options available in the District Intern Survey. Table 9 presents the responses of the NCEI groups and the district interns in California.

The highest-ranked reasons were quite similar among the four groups. The same two reasons were ranked first (the value or significance of education in society), second (desire to work with young people), or third (interest in subject matter field) by nearly all groups. The third highest choice for current interns was "their interest in contributing to their community" (which was added to the choices available in the NCEI survey). Also worth noting is the high ranking by current interns of the following reason: "I always wanted to be a teacher," particularly since the majority of the district interns were career-changers. Interest in subject matter was a less important reason for the current district interns than for the other three groups.

In summary, district intern programs have placed more than 3000 teachers in California's hardest-to-staff schools. Most of the interns became teachers after careers in another profession. Nearly half of the who entered district internships where from ethnic and racial groups underrepresented in the teaching workforce.

Table 9

Reasons Why District Interns Were Interested in Becoming Teachers Compared To National Samples of Teachers and Prospective Teachers

Reasons	1993-1994 District Interns N=149		District Intern Graduates N=216		NCEI Prospective Teachers* N=1,003		NCEI Teachers 1992* N=2,380	
Value or significance of education in society	67%	1	54%	1	69%	1	32%	3
Desire to work with young people	50%	2	42%	2	65%	2	70%	1
Interest in subject-matter field	18%	6	25%	3	36%	3	43%	2
Encouraged by a teacher in a school	6%		7%		21%	5	28%	4
Encouraged by a teacher or adviser in college	3%		2%		7%	8	7%	
Spend more time with my family	6%		7%		6%		--	
Financial rewards	2%		5%		3%		4%	
Long summer vacation	11%	9	11%	10	8%	7	26%	5
Job security	11%	9	15%	6	6%		19%	7
Employment mobility	7%		5%	5	7%	8	6%	
Preparation program appealed to me	11%	9	15%	6	1%		8%	
Want a suitable job until marriage	0%		1%		0%		4%	
Want a change from other work	4%		10%		9%	6	6%	
Need a second income in the family	1%		1%		2%		4%	
Need for income after end of my marriage	1%		1%		1%		1%	
Always wanted to be a teacher	23%	4	15%	7	4%		28%	5
Opportunity for a lifetime of self growth	19%	5	12%	9	32%	4	10%	9
One of the professions open to me	10%		19%	5	2%		11%	8
Sense of freedom in my own classroom	15%	8	14%	8	5%		9%	10
Influenced by a family member who is/was a teacher	10%		9%		--		--	
Interested in school reform	16%	7	10%		--		--	
Interested in contributing to my community	32%	3	22%	4	--		--	
Other (Specify):	7%		11%		9%		7%	

*Who Wants To Teach, C. Emily Feistritzer, National Center for Educational Information, Washington, D.C., 1992

Nature and Scope of District Intern Programs

The guiding principles of a district intern program are contained in the professional development plan for the participating interns. Each school district must develop a plan that includes an instructional program, including (1) preservice training that readies a teacher to take over full-time classroom responsibilities, (2) a support system that provides ongoing assistance throughout the program, and (3) an assessment system that provides the basis for recommending each intern for full certification as well as feedback that can be used to improve performance. This section describes the coursework available in two urban district intern programs, one suburban program involving several districts, and a general description of the curriculum developed at rural sites.

Curriculum in Urban, Suburban and Rural Programs

As was mentioned above, the largest program in the state was developed by Los Angeles Unified School District (LAUSD). The multiple subject instructional program (for elementary and middle school teachers) conducted by Los Angeles Unified includes a total of 496 hours of instruction. This is equivalent to 33 semester-units of instruction (1 semester-unit = 15 clock-hours of instruction). Instruction includes 136 hours of instruction in classroom organization and management and 144 hours of methods instruction in language arts, math and science, social science, English-as-a-second language, music and art, and physical education. The program also includes a total of 56 clock-hours of instruction in health, computer education, special education, and CPR. The remaining hours (160) are in the study of authentic assessment strategies and portfolio development, development of case studies, and field practicum including opportunities to observe other teachers. In addition to the instructional hours listed above, the bilingual program provides another 160 hours of instruction including 80 hours in bilingual methodology. The program for secondary teachers consists of 366 hours of instruction.

The Los Angeles program begins with 120 hours of training that occurs before interns assume responsibility for their own classrooms. The program gives special emphasis to concepts of child development and subject-specific methods for teaching content. In addition, during the preservice phase and in the weekly classes, interns receive instruction in the following areas:

- Teaching and learning processes (i.e., how learning occurs, classroom management, and student diagnosis);
- Instructional processes (i.e., teaching techniques, reading instruction, and curriculum development);
- Planing the instructional environment (i.e., working with parents, multicultural education, and orientation to the district); and
- Teaching skills (i.e., microteaching and discussion, and feedback on practices that were successful and those that were not).

All interns must complete an assessment portfolio demonstrating their competence and performance in the skill areas related to the Commission's *Standards of Competence and Performance for District Intern Programs.* Among the items that are included in each portfolio is the report on the Community Project that each intern completes. Each intern must spend a minimum of 32 hours investigating the nature of (and resources in) the community surrounding his/her school. Each district intern must also complete a case study of a particular student. In this activity the intern selects a student whose academic or social performance is substandard (needs improvement). The intern outlines a plan of action for (and with) the student as well as the steps that he/she will take. The intern documents the student's progress in a journal over the next six weeks. The final entry in the journal is a reflection on the success of the intervention and any adjustments that need to be made.

One of the graduates of the Teacher Trainee (pre-1987) Program noted that one of the strengths of the program was the District's commitment in the following way:

> *Feeling that we were an important asset to LAUSD as demonstrated by official LAUSD efforts.*

A current intern in the LAUSD program stated:

> *Rather than being some half-baked attempt to push new, inexperienced teachers through the system, this thing really works! I am constantly amazed, and wonder how a school district could set up such a professional academic institution. It has to be the people, ones such as (District Intern Administrator) and my mentor (name of mentor) among many other dedicated, sincere professionals.*

San Diego City Schools. The Human Resources Services Division developed the Bilingual Education Credentialing Alternative (BECA) District Intern Program because the colleges in the San Diego area were not able to provide nearly as many bilingual teachers as were needed. The list of courses contained in the BECA Professional Development Plan may be found in Appendix G. The program consists of 385 hours of instruction and four field practica. Much of the program is modeled on the LAUSD program, including the use of expert teachers and administrators from the district serve as the instructors for the required courses. One unique and interesting feature of the program is that four resource teachers are released full-time to serve as the main support system for the interns in the program.

One San Diego intern stated:

> *The major strengths of our San Diego District Intern Program are the thoroughness of each course and the dedication of our BECA resource teachers and administrator. The level of district 'buy-in' seems to be very high. As a BECA intern, I am perceived as a teaching professional. I don't feel this is the case with teachers on Emergency Credentials.*

Project Pipeline, Sacramento County Consortium. Because the Sacramento area had experienced the shut down of two of its military bases and the downsizing of another, a consortium of local districts decided they wanted to capitalize on the experience and maturity that was available from military personnel who are interested in teaching careers. Working separately, none of the districts was able to provide the needed training since each district had relatively few positions to fill. So a consortium of seven districts was formed under the administrative leadership of Project Pipeline, which manages a program committed to recruitment of teachers from groups that are under-represented in the teaching force. Interns in the program complete 267 hours of coursework, 30 hours of practicum, 120 hours of resident teaching, and 60 hours of support seminars (total 477 hours).

Rural District Intern Programs. Over the past decade, fifteen school districts in predominantly rural areas have initiated district intern programs. None of these programs has developed plans for more than three interns, and most have had only one intern. Only one rural program trained more than two cohorts of interns. Fourteen programs were each conducted for one cycle for one intern.

Although rural programs did develop plans for their interns as a condition for the issuance of District Intern Certificates, many of these plans were brief and superficial. This compares to the Los Angeles and San Diego plans which were thorough, extensive and carefully constructed. Most of the rural plans required the interns to attend the same workshops that were conducted for the professional development of more experienced teachers. In the 1994 study, some of the rural program graduates reported attending as little as 20 hours of training annually.

The three rural programs that were developed after the change in the District Intern Law in 1987 did include the summer coursework required in the law. In at least two cases the districts accepted, in lieu of the summer training program, courses that the interns had already finished. During the course of the school year, interns in the three rural programs attended staff development meetings or "one-shot" workshops, which were designed for veteran teachers, rather than training programs specifically designed for beginning teachers. These three programs were not continued after the initial interns completed their training.

In most cases, the interns in the rural areas reported that they received assistance from mentors or "the teacher down the hall" on topics such as lesson planning, finding instructional materials, classroom management and selecting appropriate teaching strategies from the support person assigned to them

The only rural program of high quality was offered by the San Benito Union High School District. This program continued to serve interns through 1993 and began again in 1996. Between 1984 and 1993, this district trained five interns in four training cycles. The program included a series of structured observations, a staff development program in curriculum development and teaching methodology and a professional seminar using education periodicals and other education writings. The primary leadership of the program and instruction for the interns was provided by the District Superintendent and the Director of Personnel. A detailed description of this program appeared in *The Effectiveness of the Teacher Trainee Program: An Alternate Route into Teaching in California* (Wright, McKibbin, and Walton 1987, p. 67-71).

Rating of the Curriculum by District Interns

Both current district interns and graduates were asked to judge the quality of the coursework they had completed. Both groups were asked to make judgments about topics and skills that are commonly taught in teacher preparation programs. Their responses are displayed in Table 10. None of the ratings reached as high as 3.4, a rating that would clearly be in the superior range. Specific weaknesses were cited in coursework related to child/adolescent development and working with parents and community members.

The current interns tended to rate the coursework that they had received somewhat higher than the graduates. On 8 of the 11 curriculum topics or skills, the current interns' average rating was between "good" and "superior." The graduates showed much wider variability than the current interns, with two topics below average, one good to superior and the remaining eight rated between average and good. There are (at least) four possible explanations for the differences between ratings by current interns and graduates. First, it is possible that instruction improved, and therefore deserved higher ratings. In retrospect, the graduates may have found the instruction less applicable and powerful. A third possibility is that the interns have a poorer frame of reference than the graduates because of their limited experience. Another is that as teachers get further away from their preparation, there is a tendency to attribute their skills to their own resourcefulness rather than to their preparation programs.

The Support Available to District Interns

Each district intern is required by law to be assisted by a mentor or other specifically assigned support person. The kinds of assistance that were received are listed in Table 11, which shows that the variance in the amounts of reported assistance was huge. Twelve percent of the interns reported that they had not been assisted by mentors or other designated support persons. However, most of these interns indicated that other colleagues provided support for them, including individuals who were not officially designated to do so. Many interns stated that their mentors were located at other schools, which were sometimes considerable distances away, or that their formal support persons did not teach the same subjects or grade levels as they did. However, other interns listed several different methods of support. One intern whose mentor was not in the same school kept an ongoing interactive journal by electronic mail. This intern was very positive about the support even though it was seldom face-to-face.

Table 10

Ratings of District Intern Curriculum by Current District Interns and Graduates of District Intern Programs

SCALE

0 = Not Taught/Very Poor
1 = Below Average
2 = Average
3 = Good
4 = Superior

Curriculum Topics and Skills	Graduates of District Intern Programs: Overall Mean Ratings N=211	Current District Interns: Overall Mean Ratings N=149
Child/Adolescent Development	1.8	2.2
Classroom Organization/Management	3.3	3.3
Diagnosis and Assessment of Students	2.0	3.2
General Teaching Strategies/Methods	2.9	3.0
Unit/Lesson Planning	2.9	3.2
Motivating and Involving Students	2.8	3.1
School and District Procedures and Policies	2.5	--
Subject Specific Strategies/Methods	2.8	3.3
Working with Limited-English-Proficient Students	2.4	3.0
Working with Parents/Community Members	1.6	2.5
Working with Students from Diverse Cultures	2.9	3.1
Strategies for Children with Special Needs	--	2.2

Table 11

Kinds of Assistance Provided By Mentors as Described by Current District Interns N=149

Kinds of Assistance Provided	Number Listing Response	Percentage Listing Response
Materials, Supplies	40	27%
Advice (Guidance, Suggestions, Tips, Ideas, Strategies, Interactive Journaling)	32	22%
Curriculum Strategies, Lesson Planning	25	17%
Planning, Organization, Classroom Management	22	15%
Moral Support	15	10%
Feedback on Performance	11	7%
Money, Resources	9	6%
Release Time, Coverage, Substitute Days	9	6%
Information on Professional Development Activities	8	5%
Assistance with Portfolio	3	2%
No Assistance	17	12%
Other Miscellaneous Kinds of Assistance	3	2%
No Response	10	7%

Two of the most common support mechanisms for district interns are classroom observations and conferences with the support person. Tables 12 and 13 provide information on these two types of activities. The frequency of observations and opportunities to confer that are reported by current district interns appear to be low. Three-quarters of the interns reported that mentors watched them teach fewer than six times in the year prior to this survey. Three-quarters of the interns reported that they had an opportunity to confer with their assigned mentors less than once every two weeks. Though there are not designated amounts of time that these activities are to be performed, this level of consultation seems to be less than would be expected. A district intern stated her concern in the following way:

> *My primary concern is the need for an even closer relationship with the mentor. I believe that a required number of meetings and visitations should be spelled out and enforced. Currently, the DI is at liberty to set up meetings and also for help. Often, I found myself so busy that I did not set them up and needlessly suffered as a result. Otherwise, I think the program is excellent.*

As was noted in the review of literature on Alternative Certification Programs, nearly every study reports the importance of a support system. Shulman (1989), in her study of the Los Angeles District Intern Program, pointed out the need for improvement in this area. The Commission's evaluation of the Los Angeles Program came to a similar conclusion. In Los Angeles those responsible for implementation of Professional Development Plans for district interns are not also responsible for implementing the mentor program. Two current interns described their experiences in the following ways:

> *It is difficult for the district to find suitable mentor teachers for all the interns. My mentor is not at my school, does not teach in my subject field and was not assigned to me until halfway through the first semester. She also has about 5 other new teachers she is supporting, so she doesn't have much time for me. All my support has come from other teachers and administrators at my school and within the DI program.*

> *I had great experiences with my mentor teachers my first year. Unfortunately, that wasn't the case this year. First of all, she taught GATE students in upper grade, who are non LEP. I teach a full bilingual first grade class. Perhaps more attention should be paid to grade level and students when matching-up mentors with mentees.*

One program did not rate low on the measures related to intern support: the San Diego BECA Program. In this program, four teachers are released full-time from their classroom duties to provide demonstration lessons, specific pedagogical instruction, and feedback to the interns. Almost without exception the BECA interns felt well-supported by the system that had been developed. One BECA intern described her support system as follows:

> *There is an exceptional support system provided by the program. You are visited at least once (more often twice) per week and at each visit a written "visitation" form is provided for necessary feedback and/or suggestions. My resource teacher, (name of teacher) is a definite asset to the program. Without her help in the class room, I don't know where I would be.*

Table 12

Numbers of Observations Per Year of District Interns by Mentors

(Comparison of 1987 and 1994 Data)

Observations	1994 Interns N=149	1987 Interns N=239
None	15%	15%
1-3	34%	28%
4-6	27%	19%
7-9	3%	10%
10-15	8%	12%
16-80	11%	9%
No Response	2%	7%
Total	100%	100%

Table 13

Numbers of Conferences Between Mentors and District Interns in Year Prior to Survey

(Comparison of 1987 and 1994 Data)

Numbers of Conferences	1994 District Interns N=149	1987 District Interns N=239
0	20%	4%
1-3	20%	12%
4-6	9%	11%
7-9	5%	19%
10-15	21%	35%
16-25	12%	7%
26-80	13%	9%
No Response	0%	4%
Total	100%	100%

Notwithstanding the exception noted above, there is a significant need to improve connections between mentor programs and district intern programs. Some of the problems of program discontinuity that were found in the 1987 study persisted in 1994. Implementation of mentor program changes may be essential if districts are to improve the support of interns who are not well served by the current system.

Informal Peer Support Among District Interns It is clear from the comments made by current interns and program graduates that the interns have formed very cohesive groups that are committed to colleagueship and assisting each other. The internal support system that develops among interns is found in the most successful programs. The comments of three current interns and a graduate of one program (below) indicate that the informal peer support system is established and working well.

Interns:

> *. . . Another strength is to be able to talk to other interns about problems that occur and how to handle situations. Many of these suggestions are great since they are coming from teachers who have had to handle similar situations . . .*

> *The best quality of the DI program is the unity of the new teachers--they are a wonderful support, as well as great sounding boards.*

> *In my opinion, the best thing about the intern program is that it brings new teachers together in a "low risk" situation. In this forum, common problems and experience are discussed. Additionally, since our training is the same, it is tremendously helpful to discuss its implementation by colleagues. In short, it is the establishment of a community of shared information, experience, and support that "makes" the DI program.*

Graduates:

> *I enjoyed being able to interact with my fellow interns and discussing ideas/concepts things that would work in the classroom and more importantly things that didn't work. Each of us had a unique perspective that when shared really enabled us to become better teachers.*

> *The biggest strength I found in the program was the networking we developed with other teachers. Another strength was that we always knew we had someone to guide us if we had a problem. Not only were the instructors helpful, but so was our coordinator and timekeeper. The atmosphere was pleasant because we really got to know our peers.*

> *One major strength of the program is in the creation of networks with other teachers. We learn to learn from each other and we learn how to creatively share ideas for our use in the classroom. Another strength is the programs way of preparing us with practical tools and methods we need to use in our classroom. They keep it direct and simple.*

Performance Assessment of District Interns

In the 1987 study, the elements of professional development plans that earned the most criticism were the assessments of intern performance. The evidence showed that the assessments of interns were shallow and unconnected to the rest of the programs. Since then, the large metropolitan programs have moved to more authentic forms of assessment including requiring interns to develop portfolios. Because this method of assessment was not fully implemented at the time of this report, description and judgment will be postponed until more details and results are available. Nevertheless, all of the early indicators are that interns, support persons and administrators are very supportive of the portfolio form of assessment.

Concerns with the evaluation system that were found in the 1987 study seemed to have been addressed in several of the district intern programs. Several district intern programs are developing assessment instruments that try to measure performance in authentic ways. The Los Angeles Program is in the fourth year of implementation of a portfolio assessment system. At the time of this study, their instruments were still in the development and revision stages. The San Diego Program was also using portfolio assessment, and the first cohort of BECA interns graduated in June 1995. Soon information will be available on the effectiveness of the district's assessment procedures. In 1994, relatively few concerns were raised about assessment issues by current interns or graduates of the programs.

District Intern Programs in Compton Unified School District and Oakland Unified School District were developed and implemented in cooperation with a national organization, Teach For America (TFA). TFA has developed the Performance Assessment Instrument (PAI) for use in determining the effectiveness of the TFA Corps members. Since the curriculum in the TFA model is loosely coupled when compared to other urban programs, the effectiveness and validity of the PAI is particularly important. These qualities of the PAI have yet to be evaluated, however.

More needs to be learned about the effectiveness of instruments and assessment processes being used by the programs mentioned above as well as the measurement systems used by other active district intern programs. Following completion of this report, the Commission staff will continue to explore the effectiveness of district intern assessment systems.

Effectiveness, Strengths and Weaknesses of Programs

In response to open-ended questions, current district interns and graduates of programs were asked to identify the strengths and weaknesses of the programs. In both cases, twice as many strengths as weaknesses were mentioned. Tables 14 and 15 display the reported strengths and weaknesses. As was reported earlier, mentor support was one of the most frequently mentioned weaknesses. Samples of some of the comments about mentor support are provided below.

Interns:

> *. . .being able to work with my Mentor teacher helped me with the planning and organization of my classroom. Having a qualified mentor teacher has been a very valuable experience.*

> *In talking to other interns from other programs (other universities), it seems that this program lends the most support and guidance than others. (We have several student teachers that come in from SDSU at our school and they rarely get observed where we have our resource teachers coming in at least 2 or 3 times a week.*

Graduates:

> *Poor mentor teachers. The mentor program is the weak link. I see most mentors do very little for their $4,000. Many do not ever do what they should to help.*

> *District interns in LAUSD are supposed to have a mentor teacher to guide them. I did not have one for 1.5 years.*

Instructors of District Intern Courses

In the responses of several interns and graduates, course instructors were mentioned as both a strength and a weakness of the programs. When mentioned as a weakness, most of the concerns centered around a few instructors who came unprepared or who taught the interns much as they would have taught their younger (K-12) students. Comments related to instructors are represented by the following.

Interns:

> *The classes were always at the "cutting edge." We had instructors who were not only knowledgeable about the current research, but were also aware of how to best implement them in the classroom. The DI program also grouped us by lower and upper primary. This allowed us to form networks. The interaction with fellow interns was a definite plus. The emphasis was on hands-on learning. What was learned in our classroom was taken immediately to our "teaching classrooms."*

> *Another major weakness related to weak, disorganized administration relates to the inconsistent effectiveness of DI instructors. Often they were ill-prepared, frequently informing us that they had 24-48 hours notice that they would be teaching a 5 week workshop!*

Table 14

Strengths of District Intern Programs

Strengths	Graduates of Programs N=216		Current District Interns N=149	
Learn By Doing (Hands-On Training, On the Job Training, Theory Connected to Practice)	46	21%	46	31%
Instruction Connected to Work Situation	45	21%	28	19%
Professionals (Teachers) Teach Classes	45	21%	28	19%
Support System	44	20%	25	17%
Strong, Up-To-Date, Instruction	42	19%	30	20%
Peer Support (Lasting Professional Bonds, Interpersonal Networks, Interaction Among Colleagues)	41	19%	37	25%
Financial Reasons (No Tuition, Earn a paycheck, No loss of income)	29	13%	14	9%
Reasonable Time Commitment (Class Schedule Coincides with Work Schedule, Flexibility)	14	6%	5	3%
Only Way Mid-career person Could Enter Teaching	8	4%	8	5%
Strong Administrative Staff	8	4%	16	11%
Free to Experiment and Learn from Failures (Can Share Successes and Failures)	6	3%	3	2%
Portfolio Assessment System	6	3%	6	4%
Strengths Mentioned by Two Interns	16	--	1	--
Strengths Mentioned Once	27	--	5	--
No Strengths Listed	3	2%	3	2%
Other Miscellaneous Strengths	14	6%	2	1%

Table 15

Weaknesses of District Intern Programs

Weaknesses/Needed Improvements	Program Graduates N=216		Current District Interns N=149	
Better Mentor Support (Mentor Earlier in Year, In Same School/ Subject)	33	15%	17	11%
Better Instructors (Varying quality, Instructors Need to Be Selected Further in Advance, Instructors Treated Us Like Children)	25	12%	32	21%
Stricter Standards for Interns, (Less Tolerance for Interns Who Do Unsatisfactory Work or Are Not Punctual)	12	6%	11	7%
Need to be Able to Transfer Units (Transcripts)	10	5%	9	6%
Need More Student Teaching	6	3%	1	1%
More/Better Child Development Courses	5	2%	1	1%
Need Better Statement by Program of Expectations	4	2%	1	1%
More on Theory and Research	4	2%	4	3%
Too Much Overlap in Classes	3	1%	2	1%
Out of Touch/Poor Coursework	3	1%	12	8%
Need Better Communication to School Sites on Program	3	1%	6	4%
More Cultural Awareness	3	1%	1	1%
Need Better Organization	3	1%	8	5%
More Hands on Work	3	1%	2	1%
More Direction From State	3	1%	1	1%
More/Better Classroom Management Coursework	2	1%	7	5%
Better Timing of Classes	2	1%	7	5%
Need More on Reading	3	1%	1	1%
Better Assessment/Feedback on Performance	2	1%	4	3%
Program Too Demanding in Compressed Time	2	1%	9	6%
Need Better Communication/Scheduling	3	1%	3	2%
No Weaknesses Listed	27	13%	20	13%
Weaknesses listed by two interns	16		2	
Weaknesses listed by one intern	27		11	
Other Miscellaneous Weaknesses	14		4	

Interns continued:

The fact that the teachers of the DI program are real teachers who are in the classroom on a daily basis makes their guidance and advice invaluable. What I learned from them was not merely theory, but how to put the theory into practice.

There did not seem to be any standards in the instructors we received, while some were well prepared and committed, many were ill-prepared beyond the first session. Many showed up late to class or not at all. For a class that meets once a week, I seem to feel there were a great many teachers filling in as substitutes on short notice.

Graduate:

The classes are taught by classroom teachers who have the same day-to-day experiences you have in your classroom. It was very obvious on those occasions when an instructor was not.

Selection and Supervision of Interns

One of the more surprising findings of this study was the number of interns and graduates who suggested that the programs get "tougher" with some of their colleagues who they thought were doing substandard work. Comments related to selection of district interns are represented by the following.

Graduate:

Many of my peers were given great leeway to turn in assignments late and receive the same credit as those of us who handed in work on time--that's not fair to responsible students.

Interns:

Many participants do not take the program seriously and do little work. Those same individuals seem to have the attitude that the program is just "another burden" placed on them by the district. New interns should be made aware prior to entering the program on exactly what is expected of them and what the parameters are for continuance in the program.

Screen prospective interns more carefully! Pick them on the basis of higher academic and personal standards. Watch especially for LAZINESS and IMMATURITY. Try for interns who have some "life experience" under their belt. Weed out the unmotivated and the low achievers.

Graduate:

District interns in LAUSD are supposed to have a mentor teacher to guide them. I did not have one for 1.5 years.

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> *Another major weakness related to weak, disorganized administration relates to the inconsistent effectiveness of DI instructors. Often they were ill-prepared, frequently informing us that they had 24-48 hours notice that they would be teaching a 5 week workshop!*

> *There did not seem to be any standards in the instructors we received, while some were well prepared and committed, many were ill-prepared beyond the first session. Many showed up late to class or not at all. For a class that meets once a week, I seem to feel there were a great many teachers filling in as substitutes on short notice.*

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Other Program Strengths Reported by Interns

District intern programs received high praise for their practicality, integration of theory and practice, and use of practitioners as primary instructors in delivering the coursework. Peer support was also frequently listed as a strength, especially by the current interns. Interns listed the strong quality of program administration more than twice as frequently as the graduates. The graduates and current interns also assessed the time commitments of the programs differently. The graduates described the time commitments as reasonable twice as often as current interns, who described the schedule as demanding more frequently then graduates.

Graduates:

> *We always learned techniques that were immediately applicable to what we were doing each day. Most instructors were very enthusiastic. I enjoyed the support of other interns.*

> *It explains educational theory--but carries it over into actual practice. The instructors are currently in classrooms of their own and can identify with current educational issues and problems. It provides a great networking system between instructors and fellow interns.*

> *All the courses address real (not textbook) situations and can be applied in the classroom immediately. The instructors are currently teaching at schools like your own and can relate and understand the students' problems and concerns.*

Interns:

> *I strongly believe that this intern program is a better training program than any other local teacher's program. It is highly favorable that coursework is taken while on the job. All assignments, research, readings directly relate to the real class room situation and all learned can be immediately implemented, experimented, and practiced. The courses in this program are of the best and most updated information. It is nice to be a new teacher at my school and yet be ahead of everyone else with knowledge of new and updated information and programs.*

The DI program offers a practical, hands-on approach to learning the necessary classroom skills. The classes are taught by actual classroom teachers who share the same experiences as the intern. Also, the intern is attending classes with colleagues who share and exchange similar teaching problems and solutions. Finally, the intern program allows a far more convenient format for an adult to achieve a credential than the college format.

The major strengths of the program are staffing, curriculum clearly defined, year-by-year agenda and support from administration. It really helps to have instructors who are for the most part currently teaching in the LAUSD. It also is really beneficial to have a curriculum that is directly applicable to our immediate classroom needs. Knowing what our classes are and that we have a secure place in the program is immensely reassuring. The staff who administers the program are experienced and able.

Costs of Programs for District Interns

Among both current interns and graduates the eighth most frequently mentioned strength of district intern programs was the lack of out-of-pocket costs. Although program cost was not an item that interns were asked to rank in a list of items, it is interesting that seven other strengths were mentioned in this open-response format more frequently than low program cost. Some of the comments related to costs were as follows.

Graduates:

We were not required to pay for our classes which allows those without the money to complete student teaching and credential.

Enable qualified people from the private sector to transition into the classroom without burden (financial) of student teaching.

The opportunity of being able to attend classes once a week and occasionally on Saturdays and having professional and experienced teachers conducting those classes is a great benefit. The program also enables people that must work (such as myself) the opportunity of completing the program while receiving a monthly salary (on-the-job training).

Program Outcomes: Retention of Intern Teachers

One of the measures of success of a program is each district's ability to retain its interns after they have received full certification. In the early years, critics of district intern programs predicted that interns would, at the first opportunity, leave schools with the poorest students in the hardest-to-staff classrooms. The data provided by the respondents to this survey, and evidence provided by the districts, do not support this prediction. Three-quarters of the graduate respondents to this survey continued to teach in the same districts where they served as interns. Table 16 lists the occupations of those who left their preparing districts. Twelve of those who left went to other school districts, and four others are teaching at colleges and universities. Two-thirds of those who left teaching continued to be generally complimentary of the program. A graduate who moved to Georgia and an intern who was released from the program provided interesting comments.

Graduate:

Moving to Georgia and working in their educational system and seeing the teachers at my new school really makes me appreciate the education I got through the intern program.

Intern:

On a personal note, I left the program because my principal felt I was incompetent as a teacher. I gave it my best, but my efforts amounted to zero in her eyes. I resigned. She claimed that she would give me a below satisfactory rating on my evaluation. I appreciated the opportunity that the DI program provided me. I understand and sympathize with the plights of teachers everywhere.

Table 16

Graduates of District Intern Programs No Longer Teaching in the Same District (N=56)

Current Employer	Number of Interns
Another School District	12
Graduate and Professional School Students	9
Public Service (e.g., EPA, Foreign Service)	6
Unemployed or Unknown	6
Business and Professional	4
Publishing Industry	4
Teaching at College Level	4
Aerospace and Defense-Related Industries	3
Military	2
Other (single entries)	6
Total	56

Program Outcomes: Advancement of Graduates to Leadership Roles

Another measure of program success is the number of leadership positions that have been assumed by graduates of the program. Table 17 presents the additional responsibilities that graduates of district intern programs have assumed. After teaching on permanent credentials for fewer than eight years, 30 percent of the graduates served in elected positions such as department chairs, and 23 percent served as the coordinators of programs such as bilingual education. Unfortunately, the author can find no benchmarks to determine if these "promotions" are particularly high or not. However, the percentages seem disproportionately high, particularly because about half of the respondents had served in teaching for three years or less. One of the graduates who had assumed several leadership positions described the program as follows:

Graduate:

Draws together an unusually bright and lively group of people. It is practically oriented, it provided an excellent forum to which I as a novice teacher could bring my thoughts and concerns. Most of the classes were lively and interesting.

Table 17

Leadership Positions and Additional Responsibilities Awarded to Graduates of District Intern Programs (N=216)

Additional Responsibility	Percentage of Respondents Serving in this Capacity
Departmental/grade level chair	30%
Curriculum development leader	24%
Other (e.g., Club coordinator, Academic Decathlon)	23%
Program Coordinator, e.g. Bilingual Coordinator	23%
Site-based Management Council	23%
Grant writer	21%
Served as other teacher support person (e.g. teacher advisor)	21%
Master Teacher for student teachers	13%
Teacher organization position	13%
Teacher-Parent Councils	11%
Served as mentor teacher	9%
Instructor at college or university	7%
Resource teacher	5%
Counselor, Dean of Students	3%
Instructor in District Intern Program	2%

Attributes for Success in Internships

Program graduates were asked to identify the personal characteristics and attributes that interns need in order to succeed in a district intern program. Those attributes are listed in Table 18. The listed characteristics resemble the attributes of teachers who are successful and who stay in teaching. These attributes also correspond closely to the findings of Haberman in his categorization of "Star" teachers (Haberman, 1995).

After thirty years of research Haberman has found fifteen functions that star teachers possess and those who do not succeed do not. These include the following functions. *Persistence*-"the continuous generation and maintenance of student interest and involvement" (p. 21). *Protecting learners and learning*- star teachers respond to authority by finding a way to create maximum learning experiences but not in a way that becomes adversarial with those who make school-wide decisions. *Putting ideas into practice*- star teachers are able to translate their ideas or text material into learning activities. They turn abstract generalizations into

Table 18

Personal Characteristics/Attributes Necessary for Success in a District Intern Program

As Reported by District Intern Program Graduates (N=216)

Characteristics/Attributes Necessary to Succeed	Number of Interns Citing this Attribute	Percentage Offering Response
Self-Motivated	46	21%
Flexible	37	17%
Persistent	33	15%
Understanding the Elements That Impede Burnout	32	15%
Dedication/Commitment	29	13%
Stamina	27	12%
Commitment to Youth	27	12%
Patience	24	11%
Organizational Skills	24	11%
Intelligence/Knowledge; e.g., Subject Matter Knowledge	20	9%
Self-Confident	18	8%
Professional Orientation	18	8%
Creativity/Imagination	12	6%
Common Sense/Good Judgment	11	5%
Sense of Humor	11	5%
Recognition of Fallibility	11	5%
Apply Generalizations	11	5%
Enthusiasm	7	3%
Maturity	7	3%
Ability to Respond to Authority	6	3%
Desire to Learn	5	2%
Love of Children	3	1%
Tolerance	2	1%
Other Attributes Mentioned Once	6	2%

experiences for children that they understand why they are doing it and what ought to be accomplished. (p.47) *Approach to at risk students-* Stars learn about their student's out-of-school lives and use what they learn to make learning activities more meaningful (p.53) Failures and quitters find reasons external to the school to explain why students are not succeeding.

Personnel-professional orientation- "To have children obey, follow directions...because the teacher will love them in return is a basic strategy of failures and quitters, not stars"(pp. 54-55). "Stars relate closely to children and youth but do not intrude on their life space and do not use their relationship to resolve any of their own unmet emotional needs." (p 60) *Burnout-* stars seek support groups,

understand that they are part of a bureaucracy, and spend little time tilting at windmills. *Fallibility*-there is a distinct difference between stars and quitters in how they identify and own up to their mistakes. *Stamina*- stars teachers are irrepressible; they are not worn down by children. (p. 73) *Organizational Ability*- stars teachers manage space, time, materials, and understand the conditions that foster learning. Star teachers recognize that *effort has greater importance than ability* and concentrate on the potential of each child to succeed if given sufficient encouragement and opportunity (p.79). *Teaching not sorting*-Star teachers recognize the teaching is more than explaining assignment making and checking for understanding. "Real teaching, in effect, puts the learner in charge since it is he or she who must be interested, engaged, activated, involved, and set to work in his or her own behalf." (p 81)

The graduates of district intern programs identified personnel characteristics that are very similar to those functions identified through Haberman's investigations of star teachers. Self-motivation was the most frequently mentioned characteristic mentioned by district interns. Though not one of Haberman's functions, self-motivation is central to many of the functions. Attributes such as flexibility, persistence, understanding burnout, stamina commitment to youth, organizational skills were listed by the interns and by Haberman as necessary to be successful.

One intern described the characteristics of the personnel in her program as follows:

> *Being taught by teachers who are dealing daily with the same kind of urban children that I am dealing with. The instructors are kind, have a good sense of humor, are mature, caring, wise adults who understand thoroughly what the task is, and share as colleagues, with humility and poise. They possess the skills, enthusiasm, and commitment to educate children in this pluralistic, urban melee. They share their successes and failures with us. Their indomitable spirit gives us confidence that the task is not overwhelming; that we too, can succeed as skilled, firm, compassionate professionals in a difficult situation.*

Conclusions and Recommendations

Since its inception, the District Intern Program has had three purposes:

1. To allow school districts to develop high quality teacher preparation programs in areas where there are teacher shortages because local universities cannot meet the districts' demands for qualified teachers.
2. To allow districts to develop programs that are specifically geared to the needs of their students, such as preparing teachers for schools in low-income communities.
3. To provide an alternative route into teaching for persons whose economic circumstances prevent them from entering teaching through traditional programs, or whose life experiences and maturity make them particularly suited for alternative preparation in programs that closely tie theory to practice and are committed to on-the-job training.

Are the purposes of District Intern Program being accomplished? If not, what are their shortcomings? The findings of this study should be viewed in light of such questions. To conclude the report, each program purpose is restated as a question, which is followed by a data-based answer.

1. In those districts that have developed District Intern Programs, is the quality of programs very high, and do programs focus on credential areas where teacher demand is not met by traditional programs?

Because of a loophole in state laws, the Commission has not been able to examine the quality of District Intern Programs as comprehensively and intensively as it evaluates the quality of traditional programs. The Commission has established *Standards of Program Quality and Effectiveness* for both district intern programs and traditional programs. But state laws do not permit the Commission to administer standards for district intern programs with the same level of scrutiny as it does for traditional programs. The Commission may advise a district about program weaknesses, such as the widespread weaknesses in mentor support, but the district is not obligated to correct the deficiencies. If similar weaknesses were detected in a traditional program, the institution would be required to correct each problem within one academic year.

Because of this loophole in state laws, the data compiled in this study provide a partial answer to the question about program quality. Instruction in District Intern Programs is highly practical for the interns, who learn most from course instructors who are classroom teachers. Programs integrate theory and practice very effectively, according to local participants. Programs appear to be well managed, and interns are pleased with the informal help that other teachers provide.

This study also showed that formal assistance by mentor teachers has deteriorated in quality and effectiveness since 1987, when it was shown to be a program weakness in a prior study. Observations of interns by mentors and other designated support persons became less frequent, though they were insufficient at the time of the prior study. Interns have fewer conferences with mentors today than they did eight years ago; one-fifth of the participants had no conferences with their mentor teachers. The pattern changes only in those programs where mentor support is integrated into the program and mentors are given time to provide assistance to interns.

Poor assistance for student teachers was a common criticism of traditional teacher preparation programs for many years. A primary reason for the resolution of this problem has been the enforcement of *Standards of Program Quality* by the Commission. California can expect the quality of intern support by school districts to continue to decline unless the quality of this support becomes a condition for the issuance of District Intern Certificates.

Demographic information indicates that district intern programs are attracting a high proportion of those who are underrepresented in the teaching workforce. District interns are being prepared in credential areas where universities have not been successful in meeting the needs of the districts, which have therefore had to meet their needs by hiring teachers with only emergency permits. Unfortunately, district intern programs are too small to meet the demand for new teachers. For every intern that is hired and trained, schools in California hire five others on emergency permits who receive little or no training and support.

2. *In school districts that have developed district intern programs, have the programs been effective in resolving the districts' long-term needs for teachers who are especially suited to teach local students?*

Graduates and current interns alike derive a substantial degree of satisfaction from their teaching positions. Many former interns have taken on additional responsibilities relatively early in their teaching careers. The fact that three-fourths of all former interns remain in their preparing districts for several years is additional evidence of the success of the programs. It is also substantially different from the commonly held view that most new teachers leave teaching within five years, and that even higher proportions leave hard-to-staff schools.

On the other hand, well over half of the districts that implemented district intern programs terminated their programs after training only one or two teachers. In most of these cases, a district used this section of law to hire a person they wanted to employ, but who had not completed any prior preparation. Reviews of professional development plans that have been used in most rural districts show that these programs were considerably less rigorous than those sponsored by larger districts such as Los Angeles and San Diego. Conversations with the "directors" of these programs verify that the smaller districts had no intention of developing ongoing programs to prepare teachers to address long-term shortages.

3. *Do district intern programs provide an alternative route into teaching for persons whose economic circumstances prevent them from entering teaching through traditional programs, or whose life experiences and maturity make them particularly suited for alternative preparation in programs that closely tie theory to practice and are committed to on-the-job training?*

The demographic data from this study indicate that the answer to this question is a resounding yes. Groups that are underrepresented in the teaching force and those coming into teaching from second careers are well represented in district intern programs. These programs that tie preparation and full-time employment together are particularly well suited for mature, work-seasoned individuals. Many other individuals are probably not well suited to enroll in these programs, including most of the candidates who enter teaching as undergraduates and many who enter teacher preparation immediately after completing baccalaureate degrees. The strength of these programs is recruiting persons who are able to take advantage of intensive training that blends theory and practice by combining instruction and support with full-time employment. Again and again, district interns and program graduates who

responded to the surveys stated that they would have been unable to enter teaching without the support provided by the District Intern Program.

Important elements of district intern programs must be improved, such as the unevenness of intern support and the use of District Intern Certificates to provide a convenient hiring mechanism rather than a professional preparation program. Nevertheless, the data from its 1994 and 1987 studies leads the Commission to conclude that these programs provide a valuable and necessary route into teaching.

Recommendations

Based on the findings and conclusions of this study, which is one in a series of studies of District Intern Programs in California, the Commission on Teacher Credentialing recommends the following policy changes to California lawmakers.

(1) *For the first time, give the students of District Interns strong assurances of quality and effectiveness in their education. Break new policy ground by assuring the quality and effectiveness of District Intern Programs. Make program quality and effectiveness a condition for the award of District Intern Certificates.*

Program quality is currently weak in certain areas, particularly in the systematic support that districts are required by law to provide to interns. The strength and effectiveness of formal assistance by experienced mentors is indispensable to the success of alternative certification programs. The Commission's research data show that District Interns in the 1990s are receiving poorer assistance than their predecessors did in the 1980s.

Program quality should be assured by completing periodic reviews of the strengths and weaknesses of programs, and by making the award of subsequent Certificates dependent on either (a) meeting all *Standards of Program Quality and Effectiveness* or (2) requiring that local programs be improved on the basis of review findings. Program effectiveness should be assured by reviewing the assessments of District Intern performance, and by making the award of subsequent Certificates dependent on (a) meeting all *Standards of Assessment Quality and Intensity* or (b) requiring local programs to improve performance assessments on the basis of review findings.

If lawmakers are not prepared to provide assurances of *both* quality *and* effectiveness in District Intern Programs, then the Commission recommends that *either* program quality *or* effectiveness be assured in the future. In this event, the Commission recommends that a local district receive District Intern Certificates on the basis of either a program quality assurance *or* a program effectiveness assurance, at the district's discretion. The Commission is prepared to assist lawmakers in accomplishing this breakthrough in education policy.

(2) *Expand the numbers of District Interns and other alternate route teachers by increasing state support for alternative certification programs. Foster greater innovation and experimentation in teacher education by making state funds available to programs that are designed pursuant to Education Code Section 44379. Each year, enable additional school districts to sponsor District Intern Programs with state support.*

Although the numbers of District Interns are increasing, they are not keeping pace with student enrollment growth or the rising demand for teachers in hard-to-staff schools. For every District Intern enrolled in an on-the-job training

program, there are five emergency teachers who lack preparation and training for their complex, important responsibilities.

The persistent shortages of teachers, particularly in hard-to-staff schools, are caused in part by unnecessary restrictions and confining barriers in the use of state funds for alternative certification at the local level. It makes little sense to support university internships but not experimental efforts or pilot programs offered by the same universities. It makes less sense to restrict the state's support for each intern to a level ($1,500 per year) that California's own research shows is not adequate to do the job.

To address the urgent needs of local schools, the Commission recommends that the annual appropriation for alternative certification be increased by $4.5 million per year, that programs offered under Section 44273 be made eligible, and that interns be eligible for state support up to a limit of $2,500 per year.

(3) *Studies of the effectiveness of alternative certification programs should continue, in part to ascertain the success or failure of policies initiated pursuant to Recommendations (1) and (2). Future studies should focus on: the quality and effectiveness assurances that local schools agree to make; the expanded range of programs made eligible for state support; and new District Intern Programs in the field of special education. Support for these studies should be provided from the General Fund.*

A series of reports on the effectiveness of District Intern Programs have provided valuable information for policymakers in California and other states. The present report is one of a series that includes research by the Commission as well as studies by independent researchers. The scope of these studies has been constrained by the options and assurances that are permitted by state laws, and by the lack of funds to support the studies' costs.

Rather than discontinuing the research, lawmakers should foster expansion of the scope and intensity of evaluation data so the success of policy changes can be judged informatively, and so the need for further policy changes will be uncovered systematically and resolved before these needs become emergencies.

Children in California deserve the best education that their teachers and parents can provide. Alternate programs of teacher preparation and alternate routes to state certification contribute to innovation and excellence in public education. With the adoption of specific policy changes recommended by the Commission, the considerable contributions of District Intern Programs to excellence in elementary and secondary education will be safeguarded and strengthened for children whose adult lives will occur entirely in the twenty-first century.

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Appendix A:

Array of Routes to Teacher Certification in California

Options for Alternative Certification Available for Teaching in California

Commission on Teacher Credentialing
August 1, 1992

Introduction to the Report

This document examines alternative certification options that are available for prospective teachers in California. The roles of school districts and universities in alternative certification are examined, as well as the benefits and difficulties of the available options. The document demonstrates that many viable alternatives are currently available to accommodate the needs of individuals in different circumstances, the desire of institutions of higher education to provide innovative teacher preparation programs, and the needs of school districts to place talented, well-prepared teachers in each classroom. The document emphasizes the importance of maintaining high standards in each route to certification.

Alternative routes into teaching have been available in California for approximately forty years. Even the basic credential is offered in two options with several variations on it. The purpose of this document is to present the array of options from a variety of different perspectives, provide descriptions and examples of the options, and finally, discuss the public policy implications of the various options that are available.

The Array of Options

In California, structures for preparing and certifying teachers have been as diverse and varied as the State's students, schools, and universities. This section of the report describes nine alternative paths to teacher certification in California. These options are also displayed in Chart 1 and Figure 1 (pp. 2 and 3). The appendices provide more specific information about the alternatives. Before examining the distinctive features of the nine options, however, it is important to consider the *common* standards and requirements that apply generally to most of the alternative ways for becoming a teacher.

Common Standards for Alternative Routes

The following paragraphs describe five "common" standards and requirements that generally characterize the alternative paths into teaching. These common standards are followed by the nine alternative paths that provide access into teaching for individuals in diverse circumstances.

CHART 1

Basic Teaching Credential Options and Requirements

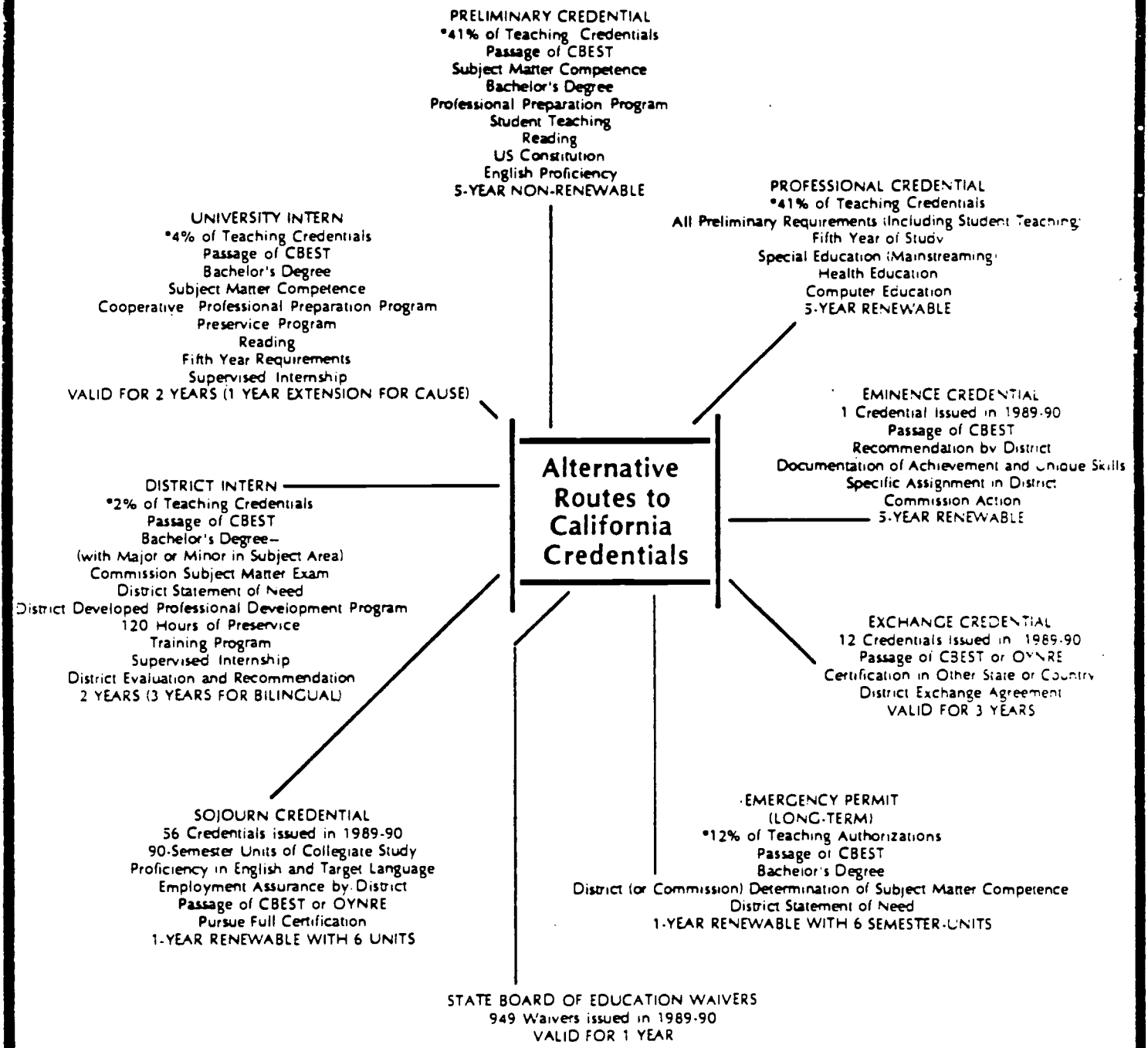
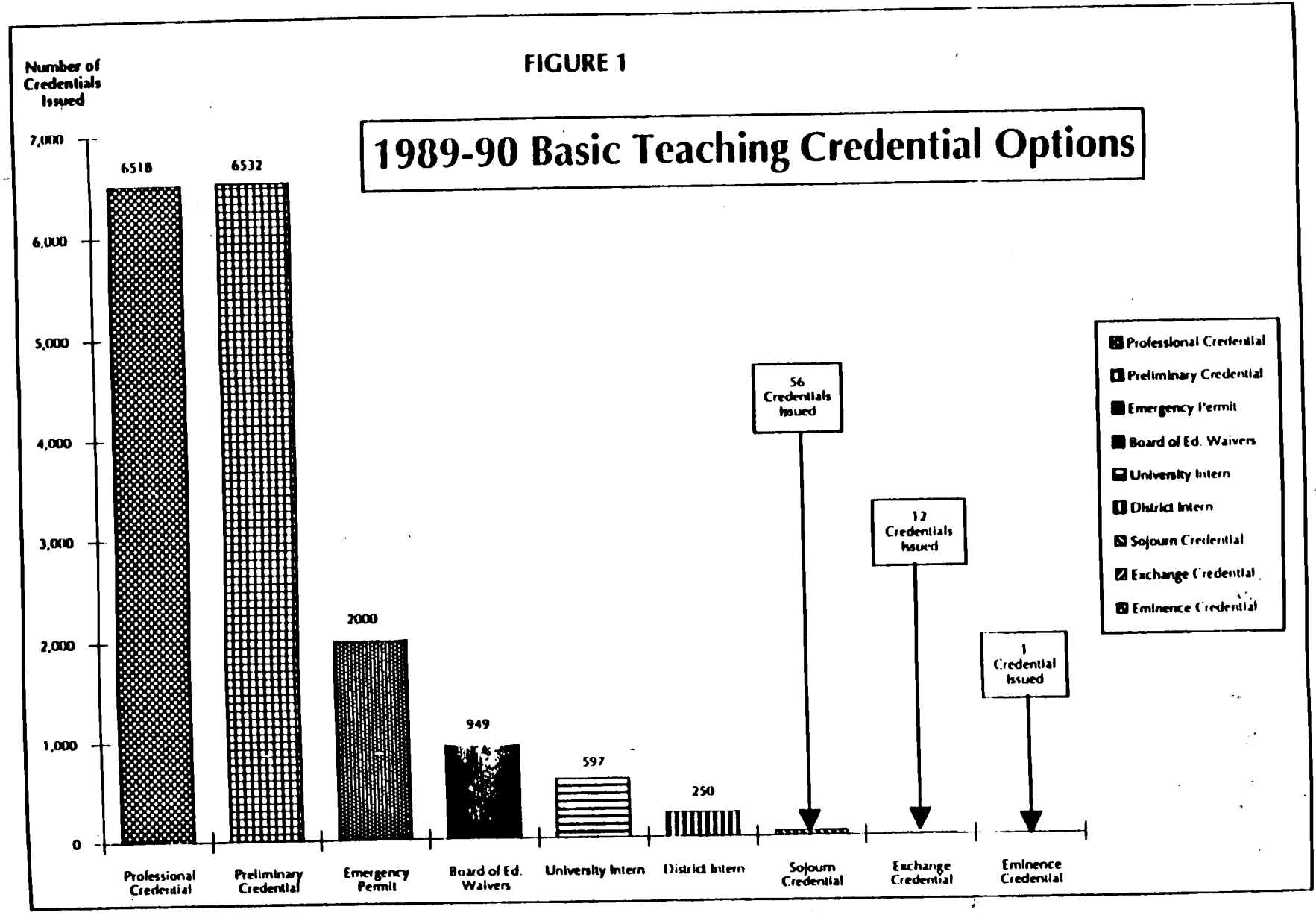


FIGURE 1



First Common Standard: Baccalaureate Degree. In nearly all of California's credentialing options, teachers must earn baccalaureate degrees from accredited colleges or universities. Degrees from non-accredited institutions do not meet this requirement. Among institutions in the United States, only those campuses that are accredited by one of the six regional accrediting bodies satisfy California's standard. Individuals with advanced degrees do fulfill the requirement even if they do not possess baccalaureate degrees.

Unlike many other states, California applies this standard quite flexibly in one important respect. Applicants for teaching credentials often possess degrees in subjects other than the ones they intend to teach. For example, candidates with degrees in engineering may plan to teach mathematics or sciences, for which California has a shortage of teachers. California has two alternative ways for credential candidates to establish their competence in the subjects to be taught (see below for details). Applicants who fulfill either one of those two subject-matter requirements qualify for credentials without having to earn second degrees.

Second Common Standard: Proficiency at Basic Academic Skills. In all of the alternatives for earning a teaching credential, applicants must demonstrate proficiency at basic academic skills by earning satisfactory scores on the California Basic Educational Skills Test (CBEST). This examination measures college-level proficiency at reading, writing, and quantitative reasoning. Candidates for credentials must demonstrate proficiency in each set of skills.

The CBEST Reading Test measures each applicant's ability to comprehend and interpret information and ideas in narrative passages. The Writing Test assesses each candidate's ability to compose two short, coherent essays about topics of general interest. The Mathematics Test measures the ability to reason quantitatively, and does not emphasize computational skills. The skills assessed by the three tests are among the abilities that are commonly associated with well-educated adults. They are among the qualities that Californians want teachers to possess even if they do not intend to teach reading, writing, or mathematics.

Third Common Standard: Competence at the Subject(s) to be Taught. Candidates for California teaching credentials must also demonstrate their competence in the subjects they intend to teach. State policies offer two alternative ways in which to demonstrate this competence. Within California, colleges and universities offer subject matter preparation programs that provide a thorough understanding of the subjects that comprise the California curriculum of public education. Candidates may meet the State's credentialing requirement by completing one of these programs, which have been evaluated and approved by the Commission.

Alternatively, candidates may qualify for teaching credentials by passing examinations in the subjects they expect to teach. The Commission has adopted a written examination in each of the subjects of certification, and these examinations are administered throughout the nation and abroad. Recently the Commission has begun to develop *performance assessments* in the subjects to be taught, which will supplement the existing examinations. These performance assessments will measure *competence*, just as the current exams measure *knowledge* in the subject areas. The assessments will also be administered outside of California, to facilitate the transfer of teachers from other states and nations.

Fourth Common Standard: Professional Preparation for Teaching. Most of the credentialing options include some practical preparation in teaching, including study of concepts and principles that underlie effective teaching. This preparation also includes study and practice of effective methods and approaches to classroom instruction. Of all the requirements for earning a credential, this one is characterized by the widest array of options. In fact, the range of credentialing alternatives (described below) vary most extensively in relation to the requirement that candidates obtain some practical preparation in teaching.

State laws require that the practical preparation of teachers include study of (1) alternative methods of reading instruction, (2) instructional uses of computers, (3) methods of teaching exceptional students in "mainstream" classrooms, and (4) health education, which emphasizes the dangers of substance abuse. The ways in which these requirements may be met vary among the alternative routes. The requirements do not apply to all of the optional paths into teaching, as Table 1 (p. 17) shows.

Fifth Common Standard: Year of Postbaccalaureate Study. Another standard for teaching in California is that teachers complete one year of post-baccalaureate study, commonly called "the fifth year of study." Instead of being a barrier to prospective teachers, however, this requirement may be met in a variety of flexible ways.

Candidates may complete the fifth year of study after they begin teaching, by earning a preliminary credential. To receive such a credential, individuals must complete only the requirements outlined above, and not the fifth year of study. Having selected this option, a candidate may teach for as many as five years. In order to continue in teaching, one year of post-baccalaureate study must be competed in an accredited college or university.

Alternatively, candidates may finish five years of college or university coursework before they begin teaching. Individuals who elect this option usually qualify for "Clear" Professional Teaching Cedentials, which signify that the teachers have met all credentialing requirements. Like the Preliminary Credentials, these licenses are valid for five years. Professional Clear Credentials must be renewed by completing individual programs of professional growth that are planned by individual teachers in consultation with professional growth advisors.

Summary of Common Standards. The five common standards and requirements do not apply uniformly to all of the credentialing alternatives that are described below. Table 1 (page 17) shows which standards and requirements apply to each certification option under the law. The nine alternatives are described next.

Traditional Teacher Preparation Programs

Traditional teacher preparation programs offer the most conventional means for candidates to obtain professional preparation for teaching (see the fourth common standard above). This alternative is described first to facilitate comparisons with the other options.

In relation to most of the alternatives, the primary feature of traditional teacher preparation is that it occurs while candidates are enrolled as students in colleges and universities. In this capacity, the candidates spend time as supervised trainees in schools, but they are not employed in schools. The other characteristics of traditional preparation programs are outlined below.

(1) In California institutions, professional preparation programs for teaching credentials meet Standards of Program Quality and Effectiveness that have been developed by professional educators and adopted by the Commission. Classroom teachers, school administrators, and teacher educators participate in drafting the standards, and in reviewing the quality and effectiveness of university programs in relation to the standards.

(2) Even the most conventional and traditional approach to teacher preparation provides options and alternatives to be resolved individually by candidates. Within this approach, candidates can demonstrate their subject matter competence by passing examinations or by completing coursework. They can also pursue their professional preparation as graduate or undergraduate students. California institutions offer more than one-hundred (100) distinct programs that are distributed extensively throughout the state. Traditional teacher education programs lead to certification for elementary teachers, secondary teachers, and for teachers who are specially prepared to teach limited-English proficient students. Finally, candidates can also elect to obtain special preparation for teaching young children in the early grades (Preschool to Grade 3), or for teaching early adolescents in the middle grades (Grades 5 to 9). These options and alternatives are available *within the traditional route,* and are in addition to Alternatives Two through Nine below.

(3) Many colleges and universities collaborate extensively with school districts in placing individual candidates in schools for practice teaching. Overall, however, postsecondary institutions assume responsibility for traditional teacher education programs. In practice, the institutions function autonomously in the recruitment and admission of candidates, in the appointment and utilization of teacher educators, and in the design and structure of programs. Candidates are *students* in the traditional sense, and they depend on their colleges and universities for educational decisions that substantially affect their subsequent careers and effectiveness.

(4) Even in their capacity as student teachers in elementary and secondary schools, candidates are enrolled in university courses (which are usually called Supervised Teaching), which bear academic credits for the candidates. As college students, the candidates function as *trainees* under the close supervision of certificated teachers who are the *instructors of record* in the classrooms. Student teaching is frequently cited as the most valuable component of traditional teacher preparation, but student teachers are not responsible for the education of students in the schools.

(5) Traditional teacher preparation programs create learning environments that suit the maturational levels of many candidates. Individuals who have not previously pursued careers on their own need structures that allow them to learn professional knowledge and skills gradually. Institutions move candidates through a graduated series of learning experiences that begin with site-based observations and progress incrementally toward the instruction of entire classes of students. As the candidates progress through these field experiences, they receive feedback and assistance from university faculty and classroom teachers, which fosters their acquisition of teaching skills.

(6) Most traditional teacher preparation programs include coursework in the basic principles of education, and in effective methods of curriculum and instruction. Increasingly, they include study of multicultural education, and training in the teaching of diverse students. Connecting these topics of study and discussion with the responsibilities of student teachers, however, is frequently difficult for traditional teacher education programs. In large measure, this difficulty stems from the fact that course content is the responsibility of university faculty, while instruction in supervised settings is the responsibility of school personnel. Collaboration between universities and school districts is a major challenge for both institutions. Many candidates in traditional programs perceive their education courses to be more theoretical than helpful, and some feel their universities give them too little assistance in their practice teaching, which they generally regard as professionally valuable.

Approximately 82 percent of all basic teaching credentials issued by the Commission are through traditional teacher training programs. Seventy-two (72) colleges and universities offer these programs and recommended more than 13,000 candidates for basic credentials during 1989-90. Traditional programs offer two paths or routes to certification: Preliminary Teaching Credentials and Professional Clear Credentials. These two routes are described briefly below.

Alternative One: Preliminary Teaching Credentials

When a candidate completes a professional preparation program during the senior year in college, she or he earns a Preliminary Teaching Credential. Alternatively, many candidates begin their professional preparation as undergraduates and complete it before they have earned a full year of postbaccalaureate credits. These candidates also earn Preliminary Credentials. In either case, teachers with Preliminary Credentials must complete a fifth year of study for full certification.

Steps to a Preliminary Teaching Credential				
Pass basic skills proficiency test (CBEST).	Pass examination of subject matter competence or a program of subject matter study.	Complete program of professional courses, including reading, and supervised teaching.	Obtain Baccalaureate Degree from an accredited university or college.	Obtain a Preliminary Teaching Credential.

Alternative Two: Professional Teaching Credentials

After earning a Preliminary Credential, a beginning teacher can earn a Professional Clear Teaching Credential by completing a year of postbaccalaureate studies. These studies must include coursework in health education, the education of exceptional students, and the instructional uses of computers.

Alternatively, a candidate teacher can earn the Professional Clear Teaching Credential as his or her *initial credential,* without ever receiving a Preliminary Credential, by completing a professional preparation program *as* the year of postbaccalaureate study. The principal difference between these options is the pursuit of professional preparation as a graduate student versus as an undergraduate student.

Offering professional preparation to undergraduate students enables institutions to integrate that preparation more effectively with content studies, which normally occur in the baccalaureate program. This option also enables individual candidates to learn the connections between disciplinary knowledge and pedagogical principles, which fosters the ability to translate content knowledge into meaningful instruction for students. Completing teacher preparation in a postbaccalaureate year allows candidates to focus on the skills and knowledge necessary to be a teacher after the foundation of subject knowledge has been established in the undergraduate program.

Steps to a Professional Clear Teaching Credential				
Pass basic skills proficiency test (CBEST).	Pass subject matter knowledge exam or a program of subject matter study.	Obtain a Baccalaureate Degree from an accredited university or college.	Complete one year of postgraduate study; US Constitution; supervised teaching, and professional courses, including reading instruction, health education, special education, and computer education.	Obtain a Professional Clear Credential.

Alternative Three: University Internship Credentials

The major difference between University Internship Programs and traditional preparation programs is that intern teachers provide instructional services *while* they complete requisite courses in educational principles and methods. In the course of their training, interns provide professional services earlier than other credential candidates, and they do so without being directly supervised by a certified professional. For this reason the State requires interns to fulfill higher standards of admission to preparation programs than other candidates. Because each intern earns a salary while completing professional studies, Internship Programs are especially attractive to individuals who were previously employed in other professions, and who then decide to become educators.

The other major differences between University Internship Programs and conventional programs are outlined below. See Chart 2 and Figure 2 (p. 9) for summary information.

(1) To enter an Internship Program the candidate must hold a baccalaureate degree and demonstrate subject matter competence by completion of an approved program or by passing an examination. Intern teachers must complete the same requirements for Preliminary and Clear Credentials as other candidates.

CHART 2

Numbers and Types of Internships

DISTRICT INTERNSHIPS

Available Credential Programs:

SINGLE SUBJECT

MULTIPLE SUBJECT

BILINGUAL

24 DISTRICTS HAVE UTILIZED THE DISTRICT OPTION.

UNIVERSITY INTERNSHIPS

Teaching Internships
Numbers of Approved Programs in California as of 12/91

Available Credential Programs:

SINGLE SUBJECT CREDENTIAL (24)

MULTIPLE SUBJECT CREDENTIAL (20)

BILINGUAL TEACHING CREDENTIAL (4)

DESIGNED FOR:

1. FOCUSED POPULATION, E.G., RETIRED NAVAL OFFICERS, SAN DIEGO STATE UNIVERSITY, AND SAN DIEGO CITY UNIFIED SCHOOL DISTRICT.
2. EMERGENCY CREDENTIAL: CSU, DOMINGUEZ HILLS; CSU, LOS ANGELES; AND LOS ANGELES UNIFIED SCHOOL DISTRICT.
3. RE-ENTRY PATH FOR MID-CAREER CHANGES: CSU, DOMINGUEZ HILLS, AND LOS ANGELES UNIFIED SCHOOL DISTRICT.

Specialist and Services Internships
Numbers of Approved Programs in California as of 12/91

Available CredentialPrograms:

SPECIAL EDUCATION CREDENTIALS:
LEARNING HANDICAPPED (12)
PHYSICALLY HANDICAPPED (1)
RESOURCE SPECIALIST (2)
SEVERELY HANDICAPPED (7)
VISUALLY HANDICAPPED (1)

ADMINISTRATION CREDENTIAL (12)

PUPIL PERSONNEL (15)

DESIGNED FOR:

1. SPECIAL POPULATIONS.
2. TO PROVIDE A TRANSITION FROM ONE CREDENTIAL TO ANOTHER.
3. TO MEET DISTRICT NEEDS.

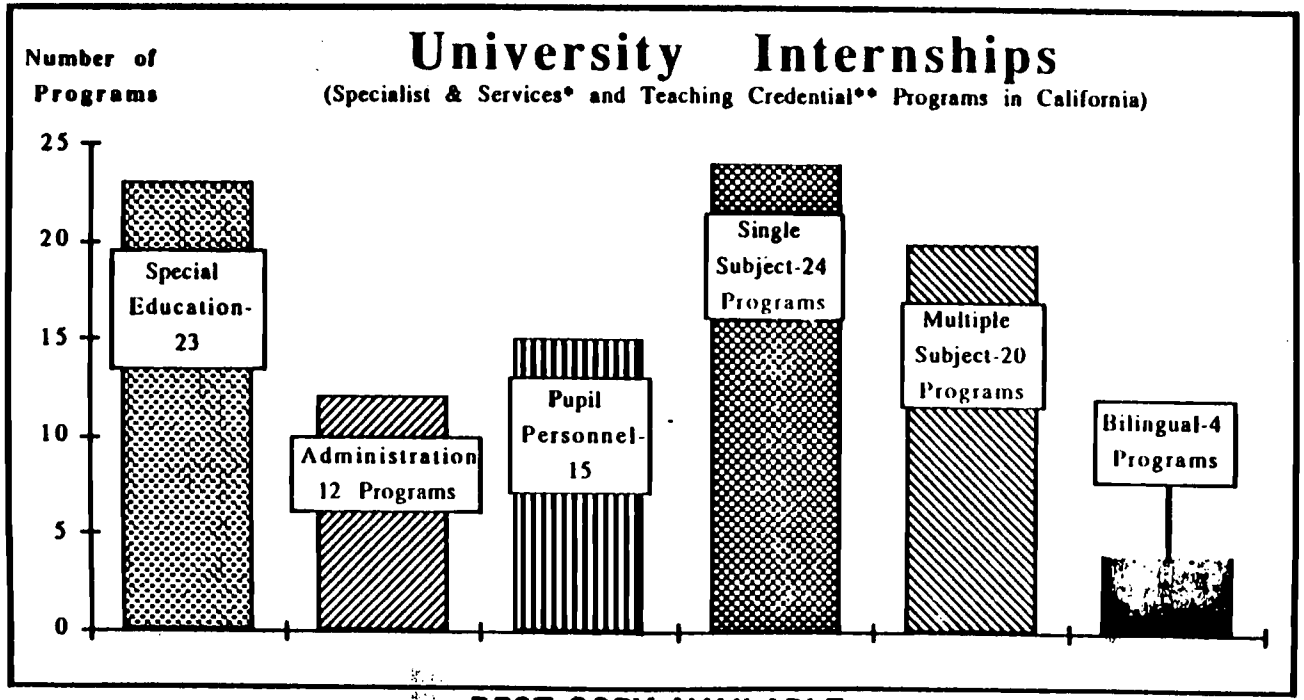


FIGURE 2

(2) The program is developed and implemented as a cooperative partnership between a district and a university, with greater collaboration in decision-making, and shared responsibility for support, feedback, and evaluation. Before an internship proposal is considered by the Commission, the curriculum and design of the program is developed jointly by a university and one or more school districts. School districts also collaborate with postsecondary institutions in the selection of interns for admission to these programs.

(3) Because interns could potentially be hired to displace fully credentialed teachers (and members of the bargaining unit), it is the policy of the Commission that the certificated bargaining agent should be included in the design and oversight of internships, as well as the ongoing evaluation of these programs. Other safeguards are also built into the program approval process to assure that interns are not hired to replace higher paid experienced teachers.

(4) Before an intern assumes responsibility for a classroom, the program provides initial training in the basic knowledge and skills that are necessary to commence classroom responsibilities. This preservice training usually occurs in the summer and includes basic skills training in organizing a classroom, as well as planning classroom activities.

(5) 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. Coursework is frequently taught at a location near the internship site and often the course instruction is adjusted based upon the day-to-day realities that interns are facing.

University Internship Programs were authorized by the Teacher Education Internship of 1967 (Education Code Sections 44450-44467). The statutes allow programs to be one or two years in length. They are to be cooperative ventures between districts and universities, and the statute requires that interns be paid no less than the minimum salary of regularly certified teachers. Salaries can be reduced by no more than one-eighth to pay for the costs of supervising the interns.

Colleges and universities may offer internships for a variety of credentials, including basic teaching credentials, specialist teaching credentials, and services credentials. Programs must meet the *Standards of Program Quality and Effectiveness for Internship Programs* that have been adopted by the Commission on Teacher Credentialing. These programs are evaluated on a six-year cycle by peers and practitioners who are knowledgeable about internships.

In 1989-90, nearly 600 persons were recommended for full teacher certification based on service in University Internship Programs. This number is expected to increase since the numbers of internships and interns have increased each year. University Internship Programs will be examined more thoroughly in a later section of this report.

Steps to a University Internship Credential				
Earn a Bachelors Degree from an accredited college or university.	Pass basic skills proficiency test (CBEST).	Pass subject matter knowledge exam or a program of subject matter study.	Obtain an Internship Teaching Credential. While serving two years as a supervised intern, complete professional courses, including reading, health education, special education, and computer education.	Obtain a Professional Clear Teaching Credential.

Alternative Four: District Intern Certificates

In 1983, the Legislature and Governor enacted a major education reform law, Senate Bill 813, which established an alternative route into teaching called the Teacher Trainee Certificate Program. The 1983 statute created an opportunity for school districts to initiate Internship Programs. Although the teacher trainees had to possess baccalaureate degrees, they were not required to enroll in university courses during the internship. Instead, the 1983 statute allowed each school district to create a professional development plan for its own teacher trainees. Districts were required to provide teacher trainees (interns) with the support of mentor teachers or other experienced educators designated through a competitive search and evaluation process. The program had to be a minimum of two years in length. Evaluation of the trainees' performances by the employing districts was the primary standard for qualifying for Clear Teaching Credentials.

In 1987, a second statute gave the Teacher Trainee Program a new name: District Intern Program. Moreover, the program was expanded to include elementary and bilingual classrooms, and the Commission was required to adopt Standards of Program Quality for District Intern Programs. The 1987 statute also required the Commission to evaluate District Intern Programs periodically on the basis of its standards. To implement the most recent internship statute, the Commission in 1988 adopted and disseminated *Standards of Program Quality and Effectiveness for District Intern Programs.*

Since the inception of the program in 1984 until 1990, approximately 700 interns qualified for Clear Teaching Credentials following successful completion of Teacher Trainee/District Intern Programs in twenty-four California school districts. Ninety-eight percent (98%) of these interns, however, were employed in one district--the Los Angeles Unified School District. In 1990-91, 558 persons were recommended for Professional Clear Credentials based on successful completion of a District Intern Program, more than twice the number recommended in previous years.

California statutes require that a Professional Clear Credential be granted upon satisfactory completion of a two-year District Intern Program. The recommendation is made by the governing board of the participating school district. If the Commission denies the credential, it must show that the candidate is incompetent. District Interns are not required to meet the same statutory requirements (i.e., health education, special education, and computer education) as other applicants for Clear Teaching Credentials.

Furthermore, California laws do not allow the Commission to approve District Intern Programs in the same way that University Intern Programs are approved. Districts that choose to offer programs must file a statement of need and certify that they will supply the required training, support, and evaluation. If these assurances are provided, the Commission is obligated to grant certificates to applicants without having judged the quality of the program at the outset. However, statutes do allow the Commission to evaluate District Intern Programs. The program in Los Angeles Unified School District is on the Commission's program evaluation schedule for 1992-93, and the program will be evaluated based on standards of program quality developed specifically for District Intern Programs. The enabling legislation also includes requirements for an evaluation of the overall effectiveness of District Intern Programs throughout the state, and a report to the Legislature. The first such report was completed in 1987, and the second is scheduled for completion in 1992-93.

Steps to a District Intern Certificate				
Earn a Bachelors Degree from an accredited college or university.	Pass basic skills proficiency test (CBEST).	Pass subject matter knowledge exam (NTE) adopted by the Commission	Hold a major or minor in the subject matter field and obtain a District Intern Certificate while teaching.	Obtain a Professional Clear Teaching Credential.

Alternative Five: Sojourn Credentials

The Sojourn Certified Employee Credential authorizes the holder to provide bilingual instruction, foreign language instruction, or cultural enrichment in the elementary and/or secondary grades of the employing California public school district in the subjects in which the applicant is academically competent to teach. The applicant must have completed a minimum of 90 semester-units of collegiate instruction, pass the CBEST basic skills exam, be fluent in both English and the target language based on an assessment by either the employing district or another approved exam, and agree to pursue full certification. Four years of successful service on the credential is deemed equivalent to student teaching. Recently this credential has been used to bring teachers from Spain and Mexico into California to teach in bilingual and Spanish foreign language classes.

Steps to a Sojourn Credential				
Ninety (90) semester-units of collegiate instruction.	Verify knowledge of English and target language.	Pass basic skills proficiency test (CBEST).	While serving on Sojourn Credential, complete a professional education program.	Obtain a regular teaching credential.

Alternative Six: Exchange Credentials

The governing board of any California school district may enter into an agreement for the exchange and employment of regularly credentialed employees, with the permission of the employees. The agreement must be made with the proper authorities of any country, state, territory, possession of the United States, or other school district within California. Two conditions must be met: exchange teachers must hold valid certification in their own nation or state, and they must pass the CBEST. The exchange credential is valid for three years and is not renewable. Twelve exchange credentials were issued in 1989-90.

Steps to an Exchange Credential		
Hold teaching certification from home state/nation.	Pass basic skills proficiency test (CBEST).	Obtain an Exchange Credential.

Alternative Seven: Eminence Credentials

California law allows any school district in California to apply for an Eminence Credential for a distinguished individual. Eminence is interpreted to mean the possession of superior knowledge and skills, which is determined in relation to the generally accepted standards of achievement in the profession in which the credential is sought; and distinguished superiority of attainments as compared with others in the profession. The school district must justify the request, describe the proposed teaching assignment, identify the unique skills possessed by the applicant, and show how his/her qualifications match the job. Eminence is determined by the Commission based on documentation of achievement and individual recommendations. The applicant must pass the CBEST and be approved by a specific action of the Commission. One Eminence Credential was issued in 1989-90.

Steps to an Eminence Credential				
District recommendation and document of achievement, and job description.	Pass basic skills proficiency test (CBEST).	Approval from the Commission on Teacher Credentialing.	Obtain an Eminence Credential.	After two successful applications for renewal, receive a Professional Clear Credential.

Alternative Eight: Emergency Teaching Permits

Emergency Permits are not an alternative certification option that parallels the other options. An Emergency Permit is a substandard authorization that is issued as a last resort when a school district cannot employ a qualified teacher according to one of the other certification options. Emergency Permits are issued only to school districts who wish to employ that individual in the district. Individuals for whom requests are made must hold a baccalaureate degree, have passed the CBEST, and must have a minimal number of units in the subject(s) to be taught. The district must indicate that no acceptable fully certificated employees are available, and local bargaining units are encouraged to comment on the district's statement of need.

Approximately 2,000 new long-term Emergency Permits are issued each year, and approximately 4,000 are renewed based on the completion of six units of collegiate study. Figure 3 (p. 15) provides information about long-term Emergency Permits issued in the last four years.

Legislation that was enacted in 1988 (the Bergeson Act) requires school districts to provide documentation that the district has made a "diligent search" for certificated teachers, "including teacher candidates pursuing full certification through internship, district internship, or other alternative routes established by the Commission" (Education Code Section 44300). The Commission plans to implement this provision of statute in conjunction with changes in the ninth alternative route to certification, which is described below.

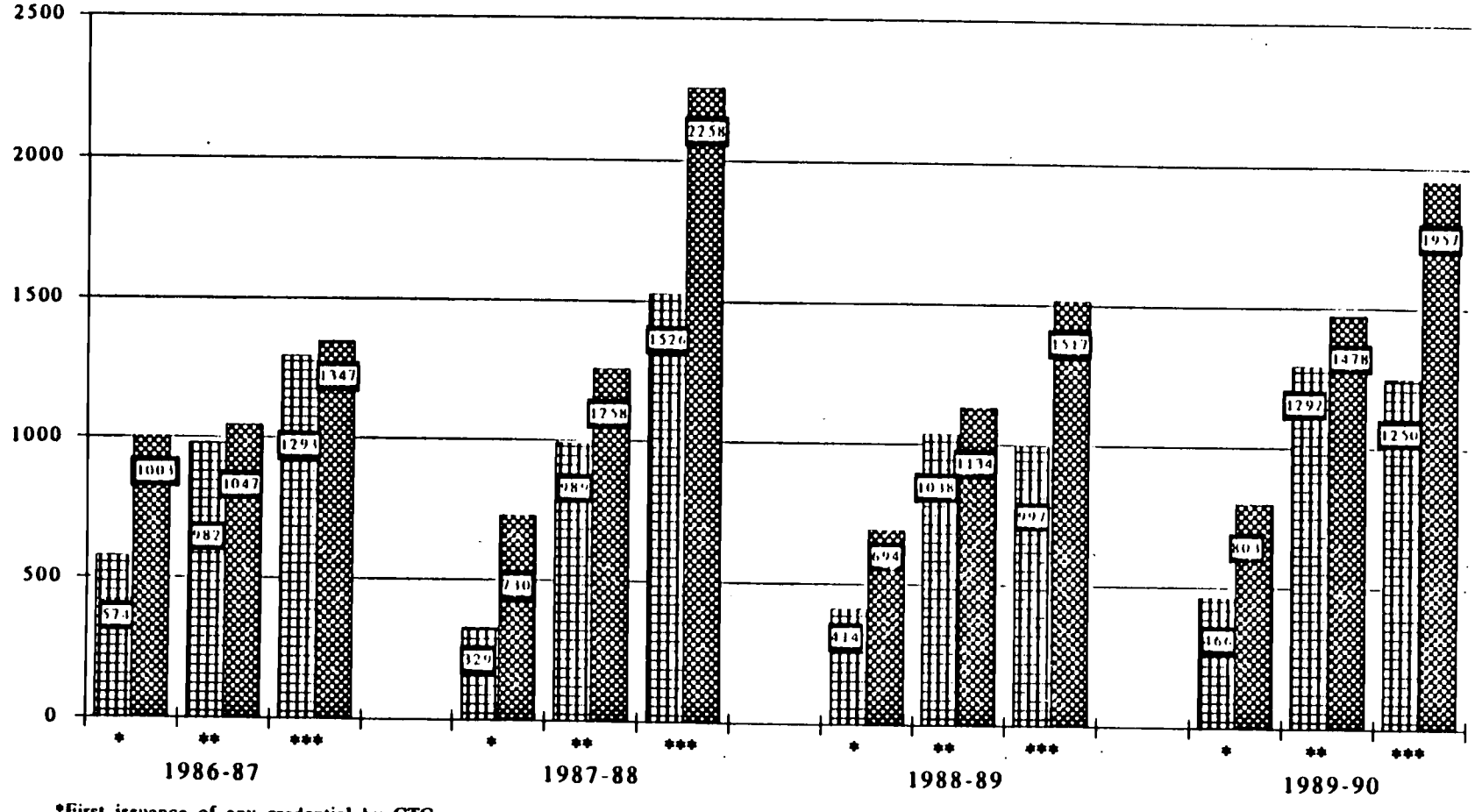
Steps to an Emergency Permit				
Earn a Bachelors Degree from an accredited college or university.	Pass basic skills proficiency test (CBEST).	Verify subject matter competence through exam or minimal coursework.	Obtain an Emergency Permit. While serving on an Emergency Permit, with optional supervision, complete professional courses, including reading, health education, special education, and computer education. Renewable with six units of course work.	Obtain a Professional Clear Credential.

Alternative Nine: Waivers of Credential Requirements

California laws authorize the State Board of Education to waive one or more state policies at the request of a local school district. The Board may waive the requirements of credentialing laws that are administered by the Commission on Teacher Credentialing. Because the statutes related to State Board of Education waivers place the burden on the State Board to justify not giving a waiver, and a screening process occurs prior to Board action, virtually all waiver requests are granted.

FIGURE 3

Single Subject and Multiple Subject Long-Term Emergency Permits Issued in California 1986-90



*First issuance of any credential by CTC.

**Long-Term Emergency Permit issued based on holding previous authorization.

***Renewal of a Long-Term Emergency Permit based on 6 semester-units of coursework.

Shortages of individuals with essential qualifications are the primary reasons for waivers of certification requirements. Shortages are also the primary reasons for the issuance of Emergency Permits (Alternative Eight). The State Board of Education establishes criteria for determining whether waivers of credential requirements are granted. These criteria are not related to the legal requirements for the issuance of Emergency Permits. There is a need to examine, in conjunction with each other, the criteria for granting waiver requests and the legal standards for issuing emergency permits.

Each waiver of credential requirements is for a limited term. Many school districts reapply several times for the same waivers on behalf of the same individuals. The State Board has not established requirements or standards for the repeated granting of a waiver to the same individual.

As a result of a 1988 statute (the Bergeson Act), authority to waive the credentialing requirements of state laws will transfer to the Commission on Teacher Credentialing. The Commission has adopted a plan for assuming responsibility for the credential waiver review process. The Commission expects to develop guidelines by June, 1993, followed by considerable public input. The waiver guidelines will be developed in conjunction with changes in the requirements for the issuance and reissuance of emergency permits.

According to a recent report to the Commission, "The real antidotes to shortages and misassignments of teachers lie in our efforts to recruit, train, induct, develop and retain caring and competent educators for every public classroom." Seven existing routes to certification (above) already provide alternatives to substandard permits and waivers.

Steps to a Waiver of Credential Requirements					
District requests exemption from specific section of the Education Code.	Request is reviewed by the California Department of Education based on established criteria.	Waiver request is sent to the Commission for recommendation.	California Department of Education makes a recommendation on request to the State Board of Education.	State Board of Education acts on waiver request based on input provided.	Obtain a State Board of Education Waiver.

Table 1

Common Standards for Teaching Credentials and Alternative Routes into Teaching in California

Nine Alternative Routes to Teaching	Five Common Standards for Teaching Credentials				
	Baccalaureate Degree	Basic Skills Proficiency	Content Competence	Teaching Preparation	Fifth Year of Study
Traditional Teacher Education Program: Preliminary Credential	X	X	X	X	
Traditional Teacher Education Program: Professional Credential	X	X	X	X	X
University Internship Program	X	X	X	X	X
District Intern Program	X	X	X	X	
Sojourn Credential		X	X		
Exchange Credential		X		X	
Eminence Credential		X			
Emergency Permit	X	X	X		
State Board of Education Waiver					

Delivery Alternatives in California

A second way of viewing the various ways that teachers are prepared for California classrooms is to contrast the sources of that preparation. Chart 3 (p. 20) illustrates the four primary ways in which teachers earn credentials that authorize them to teach in California classrooms. This approach highlights the different kinds of institutions that individuals can rely on for their professional training, whereas the prior section of the report described alternative credential structures and programs. These options did not include the sizable number of teachers who receive their initial teacher preparation in states other than California.

Preparation in Other States

For various reasons, not the least of which is climate, California gains many more teachers through immigration than it loses due to emigration to other states. Approximately one-fourth of the teachers in California schools were initially prepared in other states. In many cases, teachers from other states have received certification by earning baccalaureate degrees in education (these degrees are not available in California institutions). These teachers must verify their subject matter competence, usually by passage of an NTE Examination, in the subject of a California credential. They must also pass the CBEST examination of basic academic skills. Immigrating teachers who completed their preparation as undergraduate students must also complete a fifth year of study to receive a Professional Clear Credential, unless they have already completed equivalent coursework outside of California.

Teachers who enter California from other states are prepared in a wide variety of ways. The most prominent method of teacher preparation in other states is the four-year undergraduate major in education. However, increasing numbers of immigrating teachers are being prepared through alternate routes in other states.

Preparation in School Districts and County Offices

Local Education Agencies (LEAs) have sole responsibility for recommending approximately one in eight of the credentials issued by the Commission. For prospective teachers, school districts and county offices of education are responsible for District Intern Programs, and they recommend interns for Professional Clear Credentials. Additionally, hundreds of local agencies recommend individuals for Designated Subjects Teaching Credentials, which authorize service in vocational and adult classrooms. Districts and counties also recommend large numbers of credentials that are based on local training programs for special education resource specialists, adapted physical education teachers, and child development workers.

Local Education Agencies also originate all recommendations for Emergency Permits. Permits are requested after it has been determined that no fully certificated person is available. When renewing the Emergency Permits, the LEA must enclose verification that six units of coursework has been completed by the permit holder.

Preparation in California Colleges and Universities

As would be expected, California colleges and universities prepare the largest number of teachers for California classrooms. Besides the "conventional" and alternative programs that were described previously, other types of Commission-approved programs are also offered by accredited colleges and universities such as experimental programs, alternative programs and concurrent programs. These programs are discussed in the next section of the report. For colleges and universities that seek to be innovative, the state's licensing agency has approved experimental and alternative programs for more than thirty years.

Teachers Who Enter Classrooms Without Preparation

Many persons enter California classrooms on a temporary basis, without special preparation for their responsibilities. This category includes persons who obtain thirty-day substitute teaching permits, and persons who are assigned to classrooms based on limited-assignment authorizations. These latter authorizations are used to meet the immediate needs of the district, and are based on holding another credential, either in California or another state. The largest numbers of teachers-without-preparation hold long-term Emergency Teaching Permits, which are not issued to teachers with other credentials, and which authorize service for one year in elementary or secondary school classrooms. A teacher who wants to use a long-term permit more than one year must enroll in a college or university for a minimum of six-semester units, in order to renew the permit and, eventually, to earn the Professional Clear Credential.

CHART 3

Sources of Preparation for K-12 Teachers*

California College and University Programs

Conventional Programs:
Skills, knowledge, and supervised field experiences in 16 credential areas.

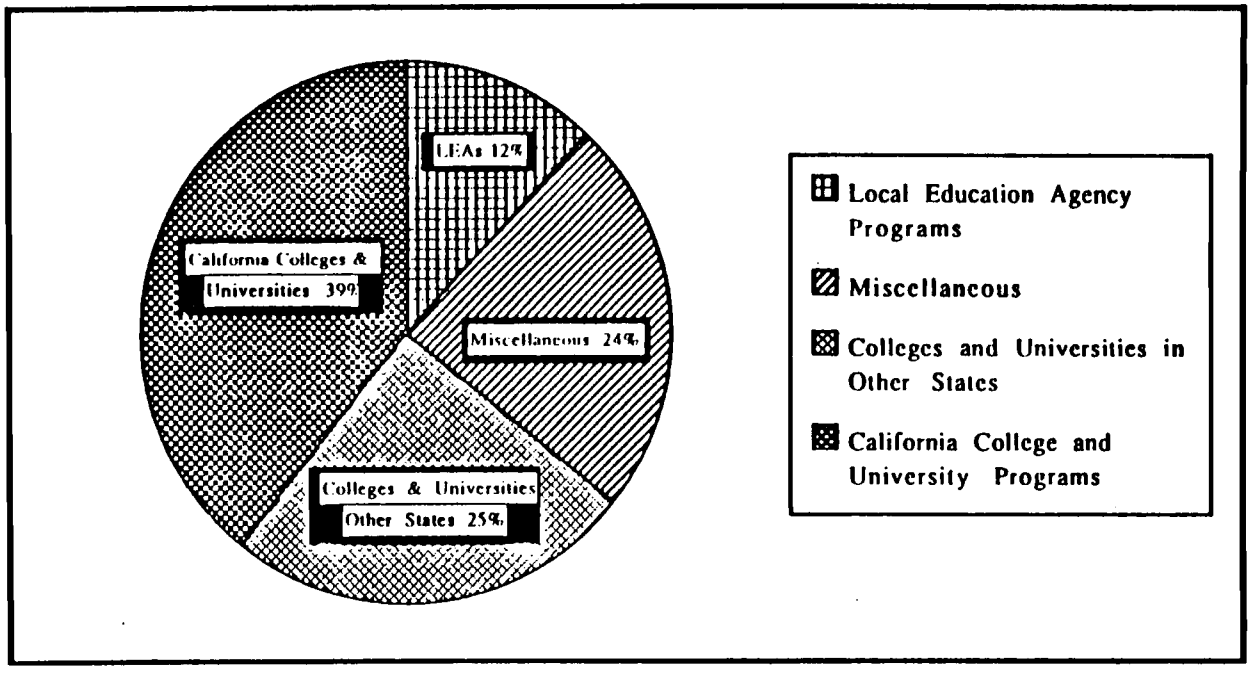
Experimental Programs:
Study research questions, test novel hypotheses, or pursue research objectives.

University Internship Programs:
Connect theory and practice; interns paid while in preparation programs.

Alternative Programs:
Develop unique programs; variations, e.g., concurrent program in elementary education and special education.

Local Education Agency Programs

Designated Subjects, District Intern, Language Development Specialist, and Resource Specialist



Colleges and Universities in Other States

Basic Teacher Program and Passage of CBEST

Miscellaneous
30-Day Substitutes, Children Center Permits, Eminence, Exchange, Long-Term Substitutes, and Sojourn

*Percentages are estimates based upon an accumulation of the best available data.

Entry Alternatives Available for Individuals

Another way to examine the options available in California is by reviewing the ways in which candidates can enter teaching. Although the methods of entry parallel the array of certification options listed in Chart 1 and Figure 1 (pp 2 and 3), each entry option appeals to a particular group of potential teachers with specific backgrounds and life circumstances. This section describes the entry options that provide avenues for persons who bring a variety of skills, backgrounds, and levels of maturity.

Entry Based on Undergraduate Preparation

Undergraduate students may complete teacher certification while they earn their baccalaureate degrees. Undergraduates must pass the state basic skills proficiency test (the CBEST), and they must verify their preparation in one or more subjects to be taught. They can fulfill the subject matter requirement by completing an academic program that has been reviewed by the Commission for this purpose, or they can do so by passing a subject matter exam that has been adopted by the Commission. A subject matter program may coincide with an undergraduate major, or it may depart slightly from the major, because of the unique requirements for *teaching* a subject in public schools. The professional preparation program consists of coursework in the principles of education and methods of teaching, including the teaching of reading, and student teaching assignments equal to one-half of the professional program. Preliminary Teaching Credentials are awarded to teachers who qualify in this manner.

For students who decide early in their undergraduate years that they want to teach, both subject matter preparation and professional education can be completed in four years of full time study. This actually happens infrequently, however. It is difficult for undergraduate students to complete all requirements in four years for several reasons: (1) requirements for earning baccalaureate degrees have increased dramatically in recent years; (2) many institutions do not offer enough sections of required classes to permit students to complete bachelor's degrees in four years; and (3) many individuals take additional courses that do not satisfy specific requirements, often because of inadequate academic counseling and information. Because private and independent institutions have traditionally charged high tuition fees, these institutions often make a special effort to enable undergraduate students to earn degrees and credentials in four years. For this reason, many teachers earn Preliminary Teaching Credentials in non-public institutions.

It is more common for prospective teachers to complete a baccalaureate degree and Preliminary Teaching Credential in more than four years but less than five years of study. These teachers are fully authorized to teach in California classrooms. The Preliminary Credential is particularly suited for those who want to begin teaching as early as possible, or whose economic circumstances dictate the need for a salary. Teachers serving on Preliminary Credentials must complete the remaining certification requirements during the first five years on the job.

Entry Based on Undergraduate and Graduate Preparation

Many teachers earn their professional credentials after earning Bachelor's degrees. They must pass the state basic skills test (the CBEST) and they must verify their subject matter preparation. For prospective teachers with baccalaureate degrees, the two options for subject matter verification appeal to different groups of candidates. The subject matter program option works well if the candidate has previously completed such a program, or most of the coursework for it. Otherwise, the subject matter exam alternative enables the prospective teacher to qualify for a credential without completing additional coursework. Finally, graduate students must complete a professional preparation program, which is identical to that completed by undergraduate candidates. Professional Teaching Credentials are awarded to teachers who complete professional preparation and all other requirements during the fifth year of postbaccalaureate study.

This entry option is particularly suited to candidates who make the career decision after they earn bachelor's degrees, or late in the undergraduate sequence. It is also suited to universities that are concerned about the effects of early professional preparation on the undergraduate education of students. In fact, most campuses of the University of California believe that professional preparation should normally begin after the baccalaureate degree has been earned. This entry option is, therefore, widely practiced throughout the University of California system. Nearly all graduates of these campuses earn Professional Clear Teaching Credentials as their initial credentials in education.

Early Entry in Areas of Teacher Shortage

Qualified teachers are in short supply for mathematics teaching, science teaching, elementary education, special education, and the teaching of limited-English students. In these areas, school districts may hire persons who hold baccalaureate degrees, if they meet certain statutory qualifications. Many teachers begin their careers in District and University Internship Programs, and have special skills in subjects such as mathematics or bilingual education that are in short supply.

These options are suited for persons whose economic circumstances do not allow them to be without employment while they complete their professional preparation. These alternatives are also attractive to persons who are making mid-career changes. Many persons who have worked in business, industry or the military have the background, experience and motivation to be teachers. Their maturity and dependability allow them to be put on a "fast track" into teaching.

Others, who meet the minimal requirements of state laws, start teaching with the use of Emergency Permits.

Entry Based on Special Circumstances

A few teachers enter classrooms based on special qualifications or circumstances. For example, school districts may use the Sojourn Credential to hire a person from another country who is proficient in English and the native language of students in a California classroom. Similarly, a California district can develop an exchange program with other states to recruit certificated teachers who receive Exchange Credentials from the Commission. The Eminence Credential is also available for a district that can demonstrate to the Commission that an individual has attained widespread eminence in a field of education. Because of the special qualifications or circumstances of these candidates, the law exempts them from many of the educational standards and professional requirements that other teachers must fulfill.

Internships: The Most Frequently Used Alternative

Internships are second only to conventional programs in producing fully certified teachers for California classrooms. In this report the Commission has chosen to focus on internships because they have sufficient "critical mass" to affect the overall quality of teaching in the state's elementary and secondary schools. The intern model can also be used to examine our attempts to improve teacher preparation as a whole. The major differences between conventional teacher preparation programs and District and University Internship Programs are listed in the "array of alternatives" section of this report (pages 1-16). This section of the report will explore some of the benefits and problematic aspects of internships.

The Benefits of Internship Programs

Through interviews with participants in District Intern Programs and University Intern Programs, the Commission's staff has been able to document several benefits of these programs.

Benefits to Candidates in Internship Programs. In California, candidates admitted into Internship Programs usually bring an advanced level of maturity and a range of experiences that enable them to provide professional services at an accelerated pace because of their strong ability to grasp the complexities of education relatively quickly. Students of interns and former interns benefit from the richness of their diverse backgrounds, the extent of their content knowledge, and the practical wisdom they bring to the classroom.

Internships allow individuals to pursue professional preparation while earning salaries, which allows mid-career candidates and others who have financial responsibilities to enter careers in education. Financially, internships provide the only viable avenue for many prospective teachers. This is particularly true for economically disadvantaged candidates and potential educators who must support families. The internship alternative is critical if professional opportunities are to be opened to a broad pool of experienced applicants.

Internships also contribute to the quality of education because of their intrinsic qualities and effectiveness. Most interns describe their internship experiences as rich, positive elements of their professional preparation. They develop a strong sense of personal efficacy, and they feel strong collegial relationships with other interns, teachers, administrators and school service personnel. A cohort of interns often becomes a support group in which all the members receive feedback and feel a common sense of purpose. Eventually, the effectiveness of internships benefit the students of the interns and former interns.

Benefits to Postsecondary Institutions in Internship Programs. The strengths of many universities are in the production of knowledge, the development of theoretically sound instruction, and the use of research on teaching to create powerful models of professional preparation. The capacity to interrelate theoretical principles and practical research gives universities a unique role in internships. These qualities of postsecondary institutions contribute in essential ways to the strength of internships. In Internship Programs, moreover, institutions are able to respond quickly to the practical needs of candidates because the candidates are serving students daily. Being responsive, universities often make midcourse corrections that make Internship Programs educative in the most positive sense.

Postsecondary institutions also benefit because Internship Programs enable them to develop rich, realistic professional preparation programs. Collaborative relationships with school districts often create "extra work" for universities, but these relationships also contribute to the currency of the institutional faculty. Compared with conventional programs, Internship Programs often have more stable enrollments. Internships also represent a community service because they contribute to the growth of educators and the improvement of schools.

Benefits to School Districts in Internship Programs. Participating school districts are in the best position to offer effective, hands-on training and supervision that draws on the wisdom of practice. Districts are particularly well suited to establish ongoing support networks for interns and other novices.

School districts also benefit because Internship Programs enable them to meet specific recruitment needs. Rather than relying on Emergency Permits, districts may fill their hiring needs in critical shortage areas with persons who are seeking responsible ways to become professional educators. Districts also benefit by having a substantial role in the preparation of interns, and in determining the interns' instructional needs. The collegial training models that are used to educate interns also benefit the support persons and represent powerful professional development opportunities for experienced teachers.

Collaborative University and District Internship Programs, where both parties share the responsibilities for intern preparation, also represent good uses of limited resources. School districts that are facing teacher shortages may find internships to be a cost-effective way to meet their recruitment needs.

Summary: Benefits of Internships. The combined benefits of internships to the interns, universities and school districts make Internship Programs a particularly appealing model of professional preparation. Moreover, preliminary data indicate that the professional retention of interns is greater than it is for graduates of conventional programs. For example, in one of California's oldest University Internship Programs, at Claremont Graduate School, ninety percent of the interns who graduated from the program were still teaching five years after earning their teaching credentials. This compares to a statewide average of approximately fifty percent of all new teachers who remain in the classroom after five years.

Concerns About Internships. Critics of Internship Programs frequently indicate that interns do not have the seasoning that occurs when a candidate completes a program of foundational studies, methods courses, and student teaching prior to certification. They argue that interns receive a lower level of supervision than student teachers, and that it is unsound and unfair for students to have to suffer through the mistakes that neophytes are likely to make in the absence of daily supervision. There is some validity in these and other concerns that are raised in discussions of internships. Therefore, it is important for the state agency that approves Internship Programs to maintain rigorous standards for admission requirements, preservice preparation, and ongoing supervision, support and evaluation by the cooperating district, and/or the participating university.

It is critical that there be many ways for individuals to become professional educators. As an avenue into education, an alternative such as the University Internship is neither easy nor inferior to conventional programs. Rather, it is a way for responsible school districts, universities, and candidates to collaborate in the preparation of talented educators for California public schools.

The Commission believes that many benefits can be derived from Internship Programs. Many interns serve in areas of critical need in which fully credentialed persons are not available, and they enrich and expand the pool of potential teachers. Ultimately, students in public schools realize the benefits of this alternative model of professional preparation and certification.

Options for Private Industry and the Military

Many California colleges, universities and school districts have made concerted efforts to increase the pool of qualified candidates preparing to be teachers. There has been a twenty percent increase in the number of teachers who have been certified to teach over the past five years, but there are still shortages in several teaching fields. The overall increase has not included sufficient numbers of minority candidates who want to become teachers. This has led the Commission on Teacher Credentialing to explore other possible ways to expand the available pool of teachers. Included in the possibilities are persons who are separating from the military, high technology industries that are currently reducing their workforces, persons who want to enter teaching as a second career or after raising a family, and persons whose financial situation precludes them from choosing one of the more traditional routes into teaching.

Meanwhile, many California businesses have encouraged their employees to consider teaching as they approached retirement or when the companies were "downsizing" their workforces. Companies that have done so include American Telephone and Telegraph, Chevron, Pacific Telesis, and Rockwell International. In most cases, corporations have offered assistance in three ways: by offering severance packages that pay for college tuition, fees, and materials; by releasing the employee during the last years of employment to attend a teacher preparation program; and by providing special funding to a university to develop a preparation program for the company's employees.

The military services represent rich sources of potential teachers. Nationally, between a quarter-million and a half-million personnel separate from the services each year. In California, between 50,000 and 100,000 individuals will leave the military this year, either through retirement, voluntary separation, or involuntary discharge. A Pentagon survey has shown that many of these individuals hold baccalaureate degrees and possess expertise in subjects in which teachers are in short supply. The percentages of military personnel who are college graduates and are members of minority groups are substantially higher than the norm. Compared with other "pools" of potential teachers, military personnel possess extensive organizational skills, impressive subject matter competence and cultural experiences that enrich them as prospective teachers. Their expertise in foreign languages is much greater than the general population. Frequently they have experience in using English in settings where it is a second language. The percentage of minorities with these qualifications is comparatively quite high.

Recently, California has collaborated with Teach For America, a national teacher recruitment program. Beginning in 1990, this program has recruited about 500 college graduates into teaching. In the last two years, more than 100 of these teachers have been placed in California classrooms. Some of them have been included in University Intern Programs, others in District Intern Programs, and the remainder are hired on Emergency Permits. This program has attracted bright, energetic young persons who were interested in teaching in some of California's most challenging schools. Preliminary data show that a number of the Teach for America teachers left their assignments earlier than expected, particularly those who were serving on Emergency Permits and did not have the support network provided by an Intern Program.

Appendix B:

The Effectiveness of the Teacher Trainee Program: An Alternate Route into Teaching in California (1987) Executive Summary

Effectiveness of the Teacher Trainee Program: An Alternate Route into Teaching in California

Commission on Teacher Credentialing
1987

Executive Summary

In 1983, the California Legislature established the Teacher Trainee Program, an alternative route to certification for prospective secondary school teachers. To enter this program, an applicant must have a baccalaureate degree in the subject(s) to be taught, and must pass the adopted tests of basic academic skills and subject matter knowledge for prospective teachers. Professional preparation in a college or university is not required. To employ a teacher trainee, a school district must declare that certificated teachers are not available, and the district must be participating in the mentor teacher program.

The statute that established the Teacher Trainee Program also required the Commission on Teacher Credentialing to study and report on the programs effectiveness. The present document is the Commission's report to the Legislature.

The Teacher Trainee Program is the most recent of five alternative routes to certification that the Legislature has created for teachers in California. The four path that existed prior to the Trainee Program are diagrammed in Part I or the report. The most distinctive feature of the Teacher Trainee option is that the employing school district provides or requires whatever training the district determines is needed by its trainee(s). Under the law, the district must prepare a professional development plan for its trainee(s), assign a mentor teacher to guide and assist each trainee, and evaluate each trainee's performance annually. Once a trainee has completed two years of teaching with a mentor, the school district may recommend the trainee for a clear teaching credential.

The first group of 178 teacher trainees entered the program in the fall of 1984. A total of 438 trainees entered during the first two-and-one-half years of the program's existence. Ninety-six percent of the trainees were employed in a large metropolitan school district in southern California. In 1984-85 and 1985-86, teacher trainees represented 23 percent of this district's new teachers of secondary English, mathematics and science.

One reason for creating the Teacher Trainee Program was to enable work-seasoned adults in other occupations to enter teaching. However, teaching was the prior occupation of the large number of trainees who entered the program in 1984-85. Many other trainees were full-time students before they entered the program. The careers of the other trainees were predominantly in business and technical occupations. As a group, the teacher trainees decided to enter the teaching profession later in life than other beginning teachers. Many of the trainees said they could not afford to enroll in college programs for prospective teachers. Some trainees also had unfavorable perceptions of college programs, and a few had had unsatisfactory experiences in such programs.

The metropolitan school district designed and conducted an extensive training program for its teacher trainees. Veteran teachers and school principles were among the instructors in this training program. For the most part, the program included the same major topics as teacher education programs in colleges and universities. In 1985-86, it cost the school district $1,276 per trainee to operate this program. Many of the trainees rated the program highly, while others did not.

The metropolitan district also invited colleges and universities to develop training programs for the district's trainees. Four institutions did so, and the district gave its trainees the option of completing one of these programs or the district's own training program. Twenty-five trainees enrolled in two of the college programs in 1984-85, and 18 more enrolled in these two programs in 1985-86. The college programs were especially strong because the 43 trainees were exposed to the expertise of professors and mentor teachers. Most of the 43 trainees spoke highly of their college programs.

Several small, rural school districts employed from one to four teacher trainees each, beginning in 1984-85. Because of the small numbers of trainees in their schools, most of the rural districts were able to develop a unique plan for training each trainee. School administrators and mentor teachers gave much attention to these individual plans, and to the needs of each trainee. However, because of the small size of the districts, resources were not available to develop and offer training programs that were specifically designed for beginning teachers. Consequently, most of the rural districts directed their trainees to attend workshops that were designed with experienced teachers in mind.

The evaluation study showed that beginning teachers rely on mentor teachers and other experienced colleagues as sources of support and assistance. The evaluate positively the help of mentors and other support persons. However, some mentors and other support persons need to be better acquainted with the training programs in which the beginning teachers are enrolled. A still greater need is for mentors or other support persons to guide and assist other beginning teachers as effectively as they help teacher trainees.

The Commission's research also indicated that the evaluation of teacher trainees has been one of the weakest elements of the new program. Information provided by 148 beginning teachers and 54 evaluators suggests that the formally adopted evaluation policies of school districts are often not implemented in practice. There is a lack of uniformity in the criteria used as the basis for evaluating teachers. Most districts evaluate beginning teachers using criteria and procedures that were designed with experienced teachers in mind, and that are not appropriate for assessing novices. Finally, more than half of the mentors and other half of the evaluators said they had little or no communication with the mentors and other staff members who guide and assist the novices.

In addition to interviewing the beginning teachers and their mentors and evaluators, the Commission's researchers observed 462 periods or classes taught by the beginning teachers. The researchers used six criteria of classroom effectiveness as the basis for recording six scores for each observed period of instruction. The beginning teachers' scores indicated that 82 teacher trainees were teaching at least as effectively, as a group, as 66 other second year teachers (non-trainees) who were teaching the same subject in the same schools. On the six criteria of classroom effectiveness, the highest

group scores were earned by the twelve teacher trainees who completed university courses in education while being guided and assisted by mentor teachers in the metropolitan school district.

The Commission's report concludes with five recommendations to the California Legislature: (1) that the Legislature retain the statute that established the Teacher Trainee Program; (2) that the Legislature grant authority to the Commission to establish and implement standards related to the quality of the program; (3) that the Legislature appropriate funds for periodic reviews of the program's effectiveness by the Commission: (4) that the Legislature authorize the Commission to establish, on the basis of funded pilot studies, standards related to the support and evaluation of all beginning teachers; and (5) that the Legislature require that school districts establish internship programs or teacher trainee programs a prior condition for employing teachers with emergency credentials.

Appendix C:

Standards of Quality and Effectiveness for District Intern Programs in California with Preconditions

STATE OF CALIFORNIA
CALIFORNIA COMMISSION ON TEACHER CREDENTIALING
1812 Ninth Street
Sacramento, California 95814-7000

PETE WILSON, Governor

Standards of Quality and Effectiveness and Preconditions for District Intern Programs in California

The standards in this document are based on original research by the Commission on Teacher Credentialing (1987), and are used as the primary basis for evaluating the quality and effectiveness of District Intern Programs pursuant to Education Code Section 44327.

California Commission on Teacher Credentialing

State of California

Adopted 1988

Revised to reflect AB 1432 (Richter)

August 1996

Preconditions for District Intern Programs

Preconditions are requirements that must be met by applicants or districts before a District Intern Certificate will be issued. Preconditions are based on requirements of statute or regulation. The authority for each precondition is listed below.

Participating districts must certify that each of the following conditions has been met as part of the application process for a District Intern Certificate. The Superintendent of a participating district shall submit verification of the governing board's approval of participation in a district intern program. The Superintendent shall submit a copy of the Program's Professional Development Plan prior to the first request for a District Intern Certificate.

Preconditions for Applicants

(1) Each intern admitted into the program is in possession of a baccalaureate degree from a regionally accredited institution of higher education.

(A) Applicants who will teach in departmentalized classes in grades six to twelve (including bilingual) must have completed an undergraduate academic major or minor in the subject(s) to be taught (Authority: Education Code 44325,44326).

(B) Applicants who will teach in self-contained classes in kindergarten or grades one to eight (including bilingual) must have completed an undergraduate degree with an academic major or minor, or a diversified or liberal arts program. The degree program must include the subject matter coursework prescribed in Section 44314 of the Education Code (EC 44326).

(2) Each Intern admitted into the program has passed the California Basic Educational Skills Test (EC 44325(c)(2)).

(3) Each Intern admitted into the program has passed the Commission-approved subject matter examination(s) or subject matter program for the subject area(s) in which the District Intern is authorized to teach (EC 44325(c)(3)).

(4) Each Intern admitted into the program has a Certificate of Clearance verifying the Intern's personal identification and good moral character (EC 44325(d)).

(5) Each Intern who is authorized to teach in bilingual classrooms shall pass the oral language component of the Commission-approved assessment program leading to the Bilingual Crosscultural Language and Academic Development Certificate (EC 44325(c)(4)).

Preconditions for School Districts

The governing board of each district participating in the District Intern Program must certify that:

(6) The District Intern will be assisted and guided throughout the training period by (1) a certificated employee who has been designated as a mentor teacher, or (2) a certificated employee who has been selected through a competitive process which has been developed in consultation with the certificated exclusive bargaining agent and approved by the governing body of the district, or (3) personnel who are employed by institutions of higher education to supervise student teachers (EC 44830.3a).

(7) The employing district has developed and implemented a Professional Development Plan for District Interns in consultation with an accredited institution of higher education that offers Commission-approved programs of teacher preparation. The plan shall include the following (EC 44830.3(b)).

(a) Provisions for annual evaluation of the District Intern.

(b) A description of any coursework to be completed by the Intern, as determined by the governing board.

(c) Prior to commencing daily teaching responsibilities, completion of 120 clock hours of training or six semester units (or nine quarter units) in child development and methods of teaching the subjects and grade levels to which the Intern will be assigned. This coursework shall be selected in consultation with the employing district.

(1) The 120 clock hours of training and orientation shall be under the direct supervision of an experienced permanent teacher who shall provide information to the district regarding the areas of emphasis for further study by the District Intern.

(2) Both the supervisor and the District Intern shall be compensated for the preservice training and orientation in an amount that is normally provided by the employing district for staff development or inservice activities.

(d) A plan for completion of other preservice training and, if necessary, student teaching.

(e) During the first semester of employment, District Interns who are employed in kindergarten or grades one through six must receive additional instruction in child development and teaching methods.

(f) During the first year of employment, District Interns who are serving in bilingual classrooms must receive instruction in the culture and methods of teaching limited-English-proficient students.

(g) Employing districts may add any other training to the Professional Development Plan that the governing board chooses.

(8) Each participating district will provide an Intern Program that includes two academic years or the equivalent and the 120 hour preservice program or the equivalent (EC 44325(b), 44830.3 (b) (3)).

(9) Each participating district will cooperate with the Commission in the evaluation the effectiveness of the District Intern Program (EC 44329) and shall participate in the periodic review of the District's program(s) (EC 44327(b)).

Standards of Quality and Effectiveness for District Intern Programs in California

Category I

District Resources and Coordination

Standard 1

Program Design, Rationale, and Coordination

The program of professional preparation is coordinated effectively in accordance with a cohesive design that has a cogent rationale.

Rationale

To be well prepared as teachers, candidates need to experience programs that are designed cohesively on the basis of a rationale that makes sense, and that are coordinated effectively in keeping with their intended designs.

Standard 2

Administrative Attention to the Program

The district gives ongoing attention to the effective operation of each program, and resolves each program's administrative needs promptly.

Rationale

The quality and effectiveness of a program depends in part on the attentiveness of institutional authorities to the program's governance, effectiveness, and needs, which can suffer from district neglect.

Standard 3

Resources Allocated to the Program

The district annually allocates sufficient resources to enable each program to fulfill the Standards in Categories I through V.

Rationale

A program's resources affect its quality and effectiveness. If resources are insufficient, it is neither realistic nor reasonable to expect its staff or students to achieve high standards of quality or competence.

Standard 4

Qualifications of Faculty

Qualified persons teach all professional development courses and workshops, and supervise all field experiences in the District Intern Program.

Rationale

The qualifications of a course instructor or field supervisor may assume many forms, and be derived from diverse sources. For candidates to have legitimate learning opportunities, courses and field experiences must be taught and supervised by qualified persons.

Standard 5

Faculty Evaluation and Development

The district evaluates regularly the quality of courses and field experiences in the program, contributes to faculty development, recognizes and rewards outstanding teaching in the program, and retains in the program only those instructors and supervisors who are consistently effective.

Rationale

For a program to achieve and maintain high levels of quality and effectiveness, courses and field experiences must be assessed periodically, instructors and supervisors must develop professionally, excellent teaching must be recognized and rewarded, and effective instructors and supervisors must be identified and retained in the program.

Standard 6

Program Evaluation and Development

The district operates a comprehensive, ongoing system of program evaluation and development that involves program participants and participating institutions of higher education and that leads to substantive improvements in the program The district provides opportunities for meaningful involvement by parents and community representatives in program evaluation and development decisions.

Rationale

To achieve high quality and full effectiveness, a program must be evaluated comprehensively and continually by its sponsor and clients. Development efforts and substantive improvements must be based on these systematic evaluations.

Category II

Admission and Student Services

Standard 7

Admission of Candidates: Academic Qualifications

The district determines that candidates admitted into the program each year have demonstrated academic ability and subject matter competence in the subjects they teach.

Rationale

The academic qualifications of credential candidates influence the quality and effectiveness of the program and (eventually) the profession.

Standard 8

Admission of Candidates: Paraprofessional Qualifications

Before admitting candidates into the program, the district determines that each individual has personal qualities and preprofessional experiences that suggest a strong potential for professional success and effectiveness as a teacher.

Rationale

Academic qualifications are not sufficient factors for program admissions because of the uniquely human character of teaching. Each prospective teacher must also bring appropriate personal characteristics and experiences to the program so the program can build on human qualities that are essential for effective teaching.

Standard 9

Availability of Program Information

The district informs each candidate in the program about (a) all requirements, standards and procedures that affect candidates' progress toward certification; and (b) all individuals, committees, and offices that are responsible for operating each component of the program.

Rationale

To make adequate progress toward professional competence and certification, candidates must receive information about the applicable policies and requirements. In the absence of such information, candidates become confused, which interferes with their learning and ability to make sound career decisions.

Standard 10

Candidate Advisement and Placement

Qualified members of the district staff are assigned and available to advise candidates about their academic, professional and personal development as the need arises, and to review their school placement and class assignments during and after the Intern Program.

Rationale

Once a district admits a candidate to their program, it has an obligation to provide for his or her academic, professional, and personal development as the need arises.

Standard 11

Candidate Assistance and Retention

The district identifies and assists candidates who need academic, professional, or personal assistance. The district retains only those candidates who are suited to continue in the teaching profession and who are likely to attain the Standards of Candidate Competence and Performance in Category V.

Rationale

A district that prepares teachers has an obligation to attempt to retain promising candidates who experience difficulties during professional preparation. Conversely, the district has an obligation to dismiss candidates who are unsuited to be teachers, or who are unlikely to become competent.

Category III

Curriculum and Training

Standard 12

Preparation for Teaching Responsibilities

Each candidate in the program participates in a preservice orientation program to acquire knowledge and skills that underlie the Standards of Competence and Performance in Category V. Throughout the Intern Program, candidates have adequate opportunities to learn knowledge and skills that are pertinent to Standards 22 through 30 as they relate to the teaching of (a) subjects to be authorized by the credential, and (b) communication skills, including reading.

Rationale

Candidates must have adequate opportunities to learn knowledge and skills that underlie professional competence, so they can serve their students responsibly.

Standard 13

Development of Professional Perspectives

Prior to or during the program, each candidate demonstrates an understanding of essential themes, concepts, and skills related to the subject(s) to be taught, including knowledge of the history and traditions of the field, its role in the curriculum of public education, and ethical issues embedded in it. Each candidate develops a professional perspective by examining contemporary schooling policies and teaching practices in relation to fundamental issues, theories, and research in education.

Rationale

To become fully professional, prospective teachers must begin to develop philosophical and methodological perspectives that are based on consideration of fundamental issues, theories, and research.

Standard 14

Orientation to Children and Adolescents

In a preservice orientation, each candidate is oriented to common traits and individual differences that characterize children and adolescents during several periods of development. For candidates serving in kindergarten and grades one through six, additional instruction in child development occurs during the first year of service. Prior to or concurrent with classroom service, each candidate examines principles of educational equity and analyzes the implementation of those principles in curriculum content and instructional practices.

Rationale

To be well prepared to assume daily teaching responsibilities, candidates must be acquainted with common traits and individual differences of children and adolescents because they will be licensed to teach students at several stages of development.

Standard 15

Preparation for Crosscultural Education

Prior to or during the program, each candidate engages in crosscultural study and experience, including study of language acquisition and experience with successful approaches to the education of linguistically different students. District Interns serving in bilingual classrooms receive additional instruction in the culture and methods of teaching limited-English proficient students during the first year of service.

Rationale

California's population is multicultural and multilingual. Each public school teacher must be prepared effectively to educate students who are culturally and linguistically diverse.

Category IV

Field Experiences, Support, and Evaluation

Standard 16

Collaboration with School Sites and Institutions of Higher Education or Other Districts

The district collaborates with school site administrators and teachers in the selection of excellent schools, mentor teachers and other designated support personnel, and in the assignment of candidates to appropriate classes; and collaborates with institutions of higher education or other participating districts as appropriate.

Rationale

The selection of training schools and teachers, and the placement of candidates in schools and classrooms, strongly affect the quality and effectiveness of field experiences in a professional preparation program. Those selections and placements are most likely to be appropriate and valuable when they are made in the context of a cooperative relationship between the district and local school administrators and teachers. In some cases the participating district may not have the capacity to operate a professional development program that meets the curriculum requirements of Category III. In these cases the district may want to collaborate with an institution of higher education or other participating districts to provide a professional development program.

Standard 17

Qualifications and Recognition of Support Personnel

Each mentor teacher or other designated support person who supervises one or more District Interns is (a) certified and experienced in teaching the subject(s) of the class, (b) trained in supervision and oriented to the supervisory role, and (c) appropriately evaluated, recognized and rewarded by the district.

Rationale

Support personnel are significant sources of professional training for credential candidates, so they must be well qualified, oriented, trained, and recognized.

Standard 18

Guidance, Assistance, and Feedback

Throughout the course of the District Intern Program each candidate's performance is guided, assisted, and evaluated in relation to each Standard in Category V by at least one mentor teacher or other designated support person, and at least one school site administrator, who provide complete, accurate, and timely feedback to the candidate.

Rationale

Candidates can reasonably be expected to attain competence only if their performances are guided, assisted, and evaluated in relation to standards of competence, and only if they receive complete, accurate, and timely information about their progress toward competence.

Standard 19

Determination of Candidate Competence

Prior to recommending each candidate for a Clear Teaching Credential, one or more persons who are responsible for the program determine, on the basis of thorough documentation and written verification by at least one support person and one school site administrator that the candidate has satisfied each Standard in Category V. The district determines that each candidate has attained Standards 22 through 30 as they relate to the teaching of (a) subjects to be authorized by the credential, and (b) communication skills, including reading.

Rationale

If the completion of a professional preparation program is to constitute a mark of professional competence, as the law suggests, responsible members of the school site staff must carefully and systematically document and determine that the candidate has fulfilled the standards of professional competence. Such determinations must be made with regard to the teaching of authorized subjects and the teaching of communication skills because public school students will eventually depend on candidates to teach both of these effectively. It should be noted that Education Code Section 44496(a)(3) prohibits the participation of mentor teachers in the evaluation of teachers and; therefore, cannot participate in the determination of candidate competence.

Category V

Candidate Competence and Performance

Standard 20

Student Rapport and Classroom Environment

Each candidate establishes and sustains a level of student rapport and a classroom environment that promotes learning and equity, and fosters mutual respect among the persons in a class.

Rationale

To realize their educational goals and potential, children and adolescents must feel respected in the school environment. Each prospective teacher must, therefore, learn to establish and maintain respectful relationships with students, and a classroom environment that fosters learning and respect.

Standard 21

Curricular and Instructional Planning Skills

Each candidate prepares at least on unit plan and several lesson plans that include goals, objectives, strategies, activities, materials, and other assessment plans that are well defined and coordinated with each other.

Rationale

Instruction that is carefully and skillfully prepared is likely to be more effective than that which is not; prospective teachers must, therefore, acquire instructional planning skills.

Standard 22

Diverse and Appropriate Teaching

Each candidate prepares and uses instructional strategies, activities, and materials that are appropriate for students with diverse needs, interests, and learning styles.

Rationale

A teacher's strategies, techniques, and materials should facilitate student's efforts to learn the subjects of instruction.

Standard 23

Student Motivation, Involvement, and Conduct

Each candidate motivates and sustains student interest, involvement, and appropriate conduct equitably during a variety of class activities.

Rationale

Student motivation, involvement, and appropriate conduct are essential prerequisites for learning. Prospective teachers must be prepared to stimulate students interest and involvement in varied activities, while maintaining appropriate student conduct.

Standard 24

Presentation Skills

Each candidate communicates effectively by presenting ideas and instructions clearly and meaningfully to students.

Rationale

If a candidate's future students are to have adequate opportunities to learn, he or she must be able to communicate clearly and meaningfully the material they are to learn.

Standard 25

Student Diagnosis, Achievement, and Evaluation

Each candidate identifies students' prior attainments, achieves significant instructional objectives, and evaluates the achievements of the students in a class.

Rationale

Teachers must identify the needs of students in order to guide their learning and plan instruction in a class. Verification of a candidate's pedagogical skills, as reflected in Standards 22 through 26, must also be supplemented by evidence that he or she has successfully led the students in a class to attain instructional objectives, and that he or she has evaluated their achievements as a basis for further instructional planning.

Standard 26

Cognitive Outcome of Teaching

Each candidate improves the ability of students in a class to evaluate information, think analytically, and reach sound conclusions.

Rationale

Thinking abilities are essential for effective citizenship, occupational success, personal fulfillment, and success in school. They cut across the school curriculum: teachers of all subjects and grade levels must be able to foster students' thinking skills.

Standard 27

Affective Outcomes of Teaching

Each candidate fosters positive student attitudes toward the subjects learned, the students themselves, and their capacity to become independent learners.

Rationale

Community welfare depends partly on individual attitudes, for which schooling is partly responsible. Prospective teachers must be able to foster positive attitudes in students.

Standards 28

Capacity to Teach Crossculturally

Each candidate demonstrates compatibility with, and ability to teach students who are different from the candidate.

Rationale

A California teaching credential authorizes a person to teach in any public school throughout a state that is ethnically, culturally, linguistically, and socioeconomically diverse. A teacher whose preparation occurs exclusively among pupils who are similar to the teacher is not well prepared to teach in California.

Standard 29

Readiness for Diverse Responsibilities

Each candidate teaches students of diverse ages and abilities, and assumes the responsibilities of full-time teachers, including communication with parents.

Rationale

Most holders of Multiple Subject Credentials teach in kindergartens and grades one through six. Most holders of Single Subject Credentials teach in grades seven through twelve. Candidates cannot become qualified to teach a range of grade levels if their preparation occurs among students of a single age or ability level. Furthermore, each candidate must be prepared for the rigors or full-time teaching on a daily bases. One of the important responsibilities of teaching is communication of the progress of individual students with his or her parent(s).

Standard 30

Professional Obligations

Each candidates adheres to high standards of professional conduct, cooperates effectively with others adults in the school community, and develops professionally through self-assessment, and collegial interactions with other members of the profession.

Rationale

Teachers have obligations as members of a profession and a school community to develop professionally. They must analyze and assess their own practices, and engage in collegial relationships with other members of the profession.

Appendix D:

Governing Board Statement
District Intern Certificate

State of California
CALIFORNIA COMMISSION ON TEACHER CREDENTIALING
Box 944270 (1812 9th Street)
Sacramento, CA 94244-2700
(916) 445-7254

GOVERNING BOARD STATEMENT
DISTRICT INTERN CERTIFICATE

The superintendent of schools of the employing district or county through whom the attached application for a District Intern Certificate is being submitted has reviewed the information contained in this statement and certifies to the following:

1. Name of Applicant _____

   Social Security # _____

2. Name of School _____

   Address _____

   Telephone # _____

   Name of Principal _____

   Name of District _____ CDS Code _____

   Name of County _____ CDS Code _____

3. Type of Assignment--check appropriate box and list specific subject(s):

   ❒ Specified Subjects (grades 6-12) _____ ❒ Self-Contained Classroom (grades K-8)

   ❒ Specified Subjects (bilingual) _____ ❒ Self-Contained Classroom (bilingual)

4. Requirements Completed:

   College Major _____ College Minor(s) _____

   Subject Assessment Titles and Scores _____

   _____

   ❒ Speaking Component of the Bilingual ,Crosscultural, Language and Academic Development (BCLAD) examination passed.

5. The district intern will be assisted and guided throughout the training period by a certificated employee who meets the requirements of Education Code §44830.3(a).

6. The employing school or agency will provide the district intern with a professional development plan specified in Education Code §44830.3(b) and mandatory preservice training required in Education Code §44830.3(b)(3)(A) or (B).

7. A copy of the Program's Professional Development Plan has been submitted to the Commission.

I hereby certify under penalty of perjury that all of the information contained in this statement is true and correct. The district agrees to notify the Commission if this teacher fails to complete the District Intern Program.

_____ _____ _____

Name (Print or Type) Signature Date

❒ District Superintendent ❒ County Superintendent ❒ Head of State Agency

CL-707a 9/96

Appendix E:

Current District Internship Programs

CALIFORNIA COMMISSION ON TEACHER CREDENTIALING
Box 944270
Sacramento, California 94244-2700
(916) 445-7254

CURRRENT DISTRICT INTERNSHIP PROGRAMS

Below is a list of school districts which currently have District **Internship** programs:

Bonita Unified School District
Long Beach Unified School District
Los Angeles Unified School District
Ontario-Montclair Unified School District
Project Pipeline (Sacramento County Consortium of Districts)
- Center Unified School District
- Del Paso Heights School District
- Elk Grove Unified School District
- Folsom-Cordova Unified School District
- Grant Joint Union High School District
- Natomas Unified School District
- San Juan Unified School District

San Diego Unified School District

For information on the specific requirements for enrollment and completion of the program please contact one of the districts listed above.

12/96

Appendix F:

Review of the District Intern Program
in Los Angeles Unified School District
June 3, 1993

Commission on Teacher Credentialing

AGENDA ITEM

Agenda Item Number:	Commission Meeting Date:	Workplan Item Number:
PREP - 5	June 3, 1993	

TITLE: Review of the District Intern Program in Los Angeles Unified School District

XX Action	____ Appeals and Waivers Committee
____ Information	____ Credentialing & Certification Assignment Committee
____ Public Hearing	____ Executive Committee
____ Informal Discussion	____ General Session
	____ Legislative Committee
	____ Performance Standards Committee
	XX Preparation Standards Committee
	____ _____

Responsible Staff Person: Michael McKibbin, Staff Consultant

Approved: Robert L. Salley, Administrator
Program Evaluation & Research

Review of the District Intern Program in Los Angeles Unified School District

May 20, 1993

Staff Recommendation

Staff recommends that the Commission accept the report of the team that reviewed the District Intern Program conducted by Los Angeles Unified School District.

Background

Education code Section 44327 (b) authorizes the commission on Teacher Credentialing to periodically review district intern programs based on standards specifically adopted for district intern programs. On April 28 -30, 1993 the first review of this type took place at Los Angeles Unified School District. Four team members interviewed first, second and third year interns at each of the sites where instruction is provided. The team also interviewed graduates from the last two classes, instructors, mentor teachers, program administrators, district level administrators, site level principals who both employ and evaluate the interns, and members of the advisory committee. Participants from the three credential areas involved in the program were interviewed- multiple subject, single subject, and multiple subject- bilingual, Spanish.

The District Intern Program was iniated as part of Senate Bill 813 (Hart,1983), which established an alternative route into teaching for single subject teachers which was then called the Teacher Trainee Certificate Program. The statute created an opportunity for school districts to initiate internship programs. Although the teacher trainees had to possess baccalaureate degrees, they were not required to enroll in university courses during the internship. Instead, the 1983 statute allowed each school district to create a professional development plan for its own teacher trainees. Districts were required to provide teacher trainees (interns) with the support of mentor teachers or other experienced educators designated through a competitive search and evaluation process. In addition to holding a baccalaureate degree, trainees were required to pass CBEST, demonstrate subject matter competence through exam, and hold a major or minor in their subject area. Under the provisions of the statute, teacher trainee programs were two years in length. The Commission was required to issue a clear teaching credential to teacher trainees who successfully completed the program and were evaluated and recommended by the school district.

In 1987, a second statute gave the Teacher Trainee Program a new name: District Intern Program. Moreover, the program was expanded to include elementary and bilingual classrooms, and the Commission was required to adopt Standards of Program Quality for District Intern Programs. The 1987 statute also required the Commission to evaluate District Intern Programs periodically on the basis of its standards. To implement the most recent internship statute, the Commission in 1988 adopted and disseminated *Standards of Program Quality and Effectiveness for District Intern Programs.* These standards were used in the review that is the subject of this agenda item. The standards are largely the same as those used to evaluate a university intern program. The main differences is there are no

student teaching standards and the support persons (mentors) do not participate in an evaluation of the intern.

The Teacher Trainee/District Intern Program has been implemented in twenty California school districts. Ninety-eight percent (98%) of these interns, however, have been employed in one district--the Los Angeles Unified School District. Other districts with currently active programs are San Diego Unified School District, San Benito Union High School District, and the Sacramento County Consortium (MATCH Program).

California statutes require that a Professional Clear Credential be granted upon satisfactory completion of a two-year District Intern Program (three years for the bilingual credential). The recommendation for the credential is made by the governing board of the participating school district.. If the Commission denies the credential, it must show that the candidate is incompetent. District Interns are not required to meet the same statutory requirements (i.e., health education, special education, and computer education) as other applicants for Clear Teaching Credentials.

Furthermore, California laws do not allow the Commission to approve District Intern Programs in the same way that University Intern Programs are approved. Districts that choose to offer programs must only file a statement of need and certify that they will supply the required training, support, and evaluation. If these assurances are provided, the Commission is obligated to grant intern certificates to applicants.

Since its inception in 1984, there have been 1829 participants in the Los Angeles program. Of these 1223 have successfully completed the program. There are 335 interns currently in the program. Eighty-eight persons are enrolled in the three cadres of bilingual interns; 208 in the two elementary cadres; and 39 in the secondary program, including 28 mathematics teachers.

The Multiple Subject instructional program conducted by Los Angeles Unified includes a total of 496 hours of instruction. This is equivalent to 33 semester units of instruction (1 s.u. = 15 clock hours of instruction). Instruction includes 144 hours of methods instruction in language arts, math and science, social science, English as a second language, music and art., and physical education. The program includes a total of 56 clock hours of instruction in health, computer education, special education, and CPR. The program contains 136 hours of instruction in classroom organization and management. The remainder of the hours (160) are in the study of authentic assessment strategies and portfolio development, development of case studies, and field practicum including opportunities to observe other teachers. In addition to the instructional hours listed above, the three year bilingual program has another 160 hours of instruction including 80 hours of instruction in bilingual methodology. The secondary program is 366 hours of instruction.

The Commission review team consisted of a director of a university internship program who was experienced in using CTC internship program standards, a director of the second largest District Intern program in California, a teacher who was prepared through a university internship program, and a teacher who had served as a mentor. The team began their review with a training session that was conducted by the staff consultant with the assistance of the team leader.

Although the statutes do not give the Commission the authority to assign a status to District Intern Programs, the team prepared the attached report of its findings. The initial draft of this report was shared with the responsible parties from the district at a Clarification Session at the end of the review. Upon acceptance of this report by the Commission, this report will be sent to the Los Angeles Uified School District Superintendent of Schools, and to the LAUSD School Board.

COMMISSION ON TEACHER CREDENTIALING

DISTRICT INTERN PROGRAM REVIEW

TEAM REPORT

District:	Los Angeles Unified School District
Program:	District Intern Program Elementary Elementary-Bilingual Secondary
Dates of Visit:	April 28 - 30, 1993
Team Leader:	Grace Grant Stanford University
Team Member:	Yvonne Caballero-Allen San Diego Unified School District
Team Member:	Patricia Ortiz Pomona Unified School District
Team Member:	Marilyn Arias El Rancho School District

Team Judgment on the Overall Quality of the Program:

In the review of the Los Angeles Unified School District Intern Program, it is the consensus of the team that the program provides quality preparation for its candidates. This determination is based upon the documents examined, the information gathered, and the interviews conducted with current interns, intern graduates, site coordinators, mentors, program instructors, steering committee members, site administrators, and personnel and program administrators. The overall quality of the program compensates for the areas of concern to the team (Standards 2, 14, 17, 19). If this team were to make an overall recommendation for the status of the program, that recommendation would be full approval.

FINDINGS

INTERVIEWS CONDUCTED	
49	Program Instructor
4	Program Administrators
9	Personnel Administrators
113	Current District Interns
57	District Intern Graduates
12	Evaluators of Interns
27	Mentors
8	Steering Committee Members
12	Site Coordinators
1	Certification Officer
2	Support Staff

DOCUMENTS REVIEWED	
✓	Professional Development Plan
✓	Admissions Folders
✓	Program Document
✓	Course Syllabi
✓	Candidate Files
✓	Intern Handbook
✓	Program Evaluation Data
✓	Intern Evaluation Instruments
✓	Information Booklet
✓	Portfolio

Standards of Program Quality and Effectiveness for District Intern Programs

Category I - District Resources and Coordination

Standard	Meets the Standard	Marginally Meets the Standard	Partially Meets the Standard	Does Not Meet the Standard
1. Program Design, Rationale and Coordination	X			
2. Administrative Attention to the Program		X		
3. Resources Allocated to the Program	X			
4. Qualifications of Faculty	X			
5. Faculty Evaluation and Development	X			
6. Program Evaluation and Development	X			

COMMENT

2. The Mentor Teacher Program needs to work more collaboratively with the District Intern Program, in order to more consistently serve the support needs of interns and more promptly resolve needs in mentor-intern relationships.

3. In a year of shrinking budgets, the District Intern Program continues to receive its proportion of support dollars. Because it is such an effective training program for teachers in urban schools, the team recommends additional support funds when they become available.

6. Formal anonymous feedback from participants in the program would strengthen its evaluation and development.

Category II - Admission and Student Services

Standard	Meets the Standard	Marginally Meets the Standard	Partially Meets the Standard	Does Not Meet the Standard
7. Admission of Candidates: Academic Qualifications	X			
8. Admission of Candidates: Preprofessional Qualifications	X			
9. Availability of Program Information	X			
10. Candidates Advisement and Placement	X			
11. Candidate Assistance and Retention	X			

COMMENTS

Category III - Curriculum

Standard	Meets the Standard	Marginally Meets the Standard	Partially Meets the Standard	Does Not Meet the Standard
12. Preparation for Teaching Responsibilities	X			
13. Development of Professional Perspectives	X			
14. Orientation to Children and Adolescents		X		
15. Preparation for Multi-cultural Education	X			

COMMENTS

13. While the program does not approach knowledge of history and traditions of the field in the conventional manner, it approaches this understanding through examination and analysis of curriculum trends in state frameworks and reform documents.

14. The team found secondary interns and graduates to be only vaguely familiar with common traits and individual differences that characterize adolescence. The program also needs to provide instructional strategies and techniques for addressing gender bias.

Category IV - Field Experiences

Standard	Meets the Standard	Marginally Meets the Standard	Partially Meets the Standard	Does Not Meet the Standard
16. Collaboration with School Sites and Institutions of Higher Education or Other Districts	X			
17. Qualifications and Recognition of Support Personnel		X		
18. Guidance, Assistance and Feedback	X			
19. Determination of Candidate Competence		X		

COMMENTS

16. The Mentor Teacher Program needs to strengthen its collaboration with the District Intern Program in order to more consistently serve the support needs of all interns.

17. The team found a number of interns matched with mentors whose expertise was not the same as that needed by the intern.

19. The evaluation instruments for intern performance (Stull evaluation form and portfolio assessment) need to be more closely aligned to Standards 20 through 30, so that the program can assure that all performance standards are met.

Category V - Candidate Competence and Performance

Standard	Meets the Standard	Marginally Meets the Standard	Partially Meets the Standard	Does Not Meet the Standard
20. Student Rapport and Classroom Environment	X			
21. Curricular and Instructional Planning Skills	X			
22. Diverse and Appropriate Teaching	X			
23. Student Motivation, Involvement and Conduct	X			
24. Presentation Skills	X			
25. Student Diagnosis, Achievement and Evaluation	X			
26. Cognitive Outcomes of Teaching	X			
27. Affective Outcomes of Teaching	X			
28. Capacity To Teach Diverse Students	X			
29. Readiness for Diverse Responsibilities	X			
30. Professional Obligations	X			

COMMENTS

29. The team found that interns teach students of diverse abilities, but not necessarily of diverse ages.

Observations for District Consideration

Commendations:

1. The district is commended for designing a program which attracts excellent candidates to teaching in urban schools. It is sequenced by interns' developmental needs, flexible in its workshop design, and attractive in its on-going general support for their professional growth. Its record of recruiting, supporting, and retaining a diverse and multi-talented pool of prospective teachers is excellent. Further, interns and graduates feel special and are proud to be a part of this effort.

2. The multicultural orientation of this program is outstanding. The team was particularly impressed by the breadth and depth of cross cultural assignments: a community study; a visitation assignment; a case study of a student from a culture other than one's own; the study of the diversity of cultures in the school population; and the incorporation of the needs of speakers of all language groups including African-American dialects. This orientation permeates the entire curriculum. Diversity is also represented in the cadre of instructors and staff who direct and support interns' work as teachers.

3. Interns are effectively prepared for beginning teaching through the summer preservice orientation program. They know district policies and procedures, have acquired the pedagogical knowledge and skills necessary for beginning teaching, and are well aware of the Learning Collaborative's support network and resources available to them. They are eagerly sought by principals to staff their schools.

4. The advising, recruiting, and screening of a candidate's qualifications prior to admission as a district intern are particularly effective. Candidates feel well informed about requirements and expectations. Personnel staff members rigorously review academic characteristics and prior teaching-related experiences, either paid or voluntary. No candidate is admitted to the program until meeting these standards and being hired by a district administrator.

5. The team found the program to be particularly effective in preparing all interns with strategies for working with limited English proficient students. In addition, the bilingual program presents a coherent perspective on second language development, and these candidates are aware of the theoretical and research base for the concepts they apply in their classrooms.

6. The team heard and observed an extraordinary commentary on interns' teaching knowledge and skills. As beginning teachers, they are highly familiar with state frameworks and their alignment with district curriculum guides. As a result of that training, early on they develop pedagogical leadership within their schools and departments. They believe in all students' ability to learn and work

energetically to develop individual self esteem and confidence in learning.

7. Those who provide direct support and guidance for this program - Mary Lewis, Norm Marks and Carla Smotherman - were uniformly praised by interns and graduates for their care, attention, concern, and effectiveness in addressing the on-going needs of the program. They were described as accessible, open, and competent.

8. In addition to mentor teachers, two unique structural features provide on-going support for interns. Their cohort group - which becomes a sustaining community throughout the program - provides weekly opportunities for support, coaching, and learning from their peers. The role the site coordinator, retired school administrators who oversee each of the learning centers, also coaches interns' classroom performance. This coaching takes the form of advising, a weekly interactive journal, and classroom observations.

9. The thematic unit, a focus of the elementary program, provides an extraordinary opportunity for creative, innovative multicultural teaching. Interns and graduates spoke of this pedagogy with enthusiasm.

Recommendations:

1. The team found some graduates would like more information on the transportability of their credential, earned in this program, to other states. We recommend adding this piece to the advisement materials given to interns.

2. The team recommends the addition of one piece to the program evaluation process: the opportunity for all interns to assess anonymously the program as a whole. Although the program provides opportunities for interns to assess courses and instructors, to speak of program strengths and weaknesses in the portfolio interview, and to provide suggestions to the program administrators, few of these opportunities are anonymous. Some interns may feel constrained about speaking publicly but may be more comfortable in the more confidential manner.

3. The team recommends greater attention to timing in hiring and orienting course instructors. Some interns reported some instructors were not completely prepared because they had been given short notice. Other interns reported some instructors were unaware of the curriculum sequence and repeated concepts and topics.

4. The team found the District Intern Program to be making considerable efforts to build effective collaboration with the Mentor Teacher Program, but that those efforts were not reciprocated. As a result some interns do not feel their work to be a mentor's priority. They raised questions about matching by subject, and/or grade and location, about mentor's responsibilities and

training in concepts and methods included in the program, and evaluation. Most were not aware of the process for addressing problems in the intern-mentor relationship. The team recommends setting the intern needs as a higher priority for the Mentor Teacher Program, providing greater clarity in orienting mentors to intern needs, and developing joint processes for addressing common needs in a timely fashion.

5. The team was impressed by the program's use of authentic assessment in the practitioner's portfolio and portfolio interview. The results of this process promote reflection and self-evaluation in interns. The team recommends, however, that the portfolio design be refined to include all candidate competencies (Standards 20-30) not directly included in the Stull evaluation form. Specifically, the unit plan specifications might be revised to incorporate both cognitive and affective goals. While many portfolios provided evidence of building self-esteem and positive attitudes toward learning, we recommend explicitly calling for those concepts in the design of entries.

6. While the program espouses the integration of theory and practice and promotes the classroom application of current research, most second year interns and graduates were not aware of the theoretical underpinnings of their practice. In order for teachers to effectively adopt strategies to their particular classroom contexts, they need to understand the principles underlying these applications. The team recommends introducing these frameworks according to the developmental needs of interns, moving from practice to theory rather than the reverse. Intern teachers need to base their pedagogical decisions upon sound educational principles about the learning of all children and the organization of subject matter rather than solely upon beliefs.

Appendix G:

Professional Development Plan for Bilingual Interns

San Diego City Schools
Human Resource Services Division
Elementary BECA District Intern Program

Preservice/Orientation for Bilingual Interns
Course Outline

ED 100 (120 hours, 8 Credits)
Preparation for Teaching and Learning in the Bilingual Classroom

8 hours	•BECA Program Orientation
84 hours	•Practicum: Introduction to Child Development
8 hours	•Introduction to Basic Bilingual Methodology and Classroom Application
16 hours	•Introduction to Organizing and Conducting Instruction to Match Children's Developmental Stages
20 hours	•Introduction to Bilingual Classroom Organization and Behavior Management in Relation to Developmental Stages of Young Children
8 hours	•Introduction to Reading and Language Arts in the Bilingual Classroom
4 hours	•Introduction to Teaching LEP Students English As A Second Language
4 hours	•Introduction to Teaching Mathematics in the Bilingual Classroom
8 hours	•Overview of Curriculum in SDCS.
4 hours	•Introduction to Parent /Teacher Communication in the Bilingual/Bicultural Classroom
4 hours	•Orientation to SDCS, Site Procedures, and Legal Issues

San Diego City Schools
Human Resource Services Division
Elementary BECA District Intern Program

Professional Development Plan for Bilingual Interns
38 Credits

Year 1 **22 credits**	**ED 100**	**Preservice/Orientation:** Preparation for Teaching and Learning In The Bilingual Classroom (120 hours, 4 weeks, 8 salary credits)
	ED 101	**Educational Psychology and Child Development** (Stages of Child Psychosocial and Cognitive Development) (15 hours, 5 weeks, 1 salary credit)
	ED 102	**Practice in Teaching Skills I:** Clinical Teaching/Lesson Planning, AIMS Cooperative Learning, Organization & Management, Room Environment, Problem Solving Seminars, (45 hours including independent work, 3 salary credits)
	ED 103	**Bilingual Education and Second Language Acquisition: History, Philosophy, Theory, and Culture** (30 hours, 10 weeks 2 salary credits)
	ED 104	**Curriculum and Methods of Teaching Reading and Language Arts in the English and Spanish Bilingual Classroom** (30 hours, 10 weeks, 2 salary credits)
	ED 105	**Curriculum and Methods of Teaching Mathematics in the Bilingual Classroom** 15 hours, 5 weeks, 1 salary credit
	ED 106	**Curriculum and Methods of Teaching Science in the Bilingual Classroom** (15 hours, 5 weeks, 1 salary credit)
	ED 107	**Practice in Teaching Skills II:** Labs, Learning Centers, Developmental, Child-Centered Classrooms, Legal Issues, School Violence, Family Involvement Problem Solving Seminars (45 hours including independent work, 3 salary credits)
	ED 108	**Seminar: Philosophy of Education and Professional Portfolio Development** (15 hours, 3 Saturday Workshops, 1 salary credit)
Year 2 **16 credits**	**ED 201**	**Diversity and Multicultural Education** (15 hours, 5 weeks, 1 salary credit)
	ED 202	**Curriculum and Methods of Teaching Social Studies in the Bilingual Classroom** (15 hours, 5 weeks, 1 salary credit)
	ED 203	**Practice in Teaching Skills III: Professional Portfolio** (45 hours including Seminars, 4 Saturday Workshops and Independent Work, 3 salary credits)
	ED 204	**Inclusion of Special Needs Students** (15 hours, 5 weeks, 1 salary credit)
	ED 205	**Technology in the Bilingual Classroom** (15 hours, 4 day summer course, 1 salary credit)
	ED 206	**Spanish Proficiency for the Bilingual Classroom** (15 hours, 5 weeks, 1 salary credit)
	ED 207	**Curriculum and Methods of Teaching the Visual and Performing Arts in the Bilingual Classroom** (15 hours, 4 day summer course, 1 salary credit)
	ED 208	**Curriculum and Methods of Teaching Health** (15 hours, 4 day summer course, 1 salary credit)
	ED 209	**Curriculum and Methods of Teaching Physical Education in the Bilingual Classroom** (15 hours, 4 day summer course, 1 salary credit)
	ED 210	**Practice in Teaching Skills IV** (Seminars, Developmental Workshops & Independent Work (45 hours, 3 salary credits)
	ED 211	**Education Issues and the Latino Child** (15 hours, 5 weeks, 1 salary credit)
	ED 212	**Assessment and Diagnosis in the Bilingual Classroom** (15 hours, 5 weeks, 1 salary credit)

STRANDS INTEGRATED INTO THE COURSEWORK

Research, Reflection, Application, Frameworks, Organization and Management, Direct Instruction, Cooperative Learning, Models of Teaching, Higher Order Thinking, Integrated Instruction, Thematic Teaching, Learning Centers, Manipulatives and "Hands-on ion," Child Development and Developmental Learning, Bilingual/Second Language Education, Diverse Learner, Multicultural on, Teacher Researcher, Assessment, Technology, Parent/Family/Community Involvement; Legal Issues are integrated into the

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