2012 State Teacher Policy Yearbook

Improving Teacher Preparation in California



Acknowledgments

STATES

State education agencies remain our most important partners in this effort, and their continued cooperation has helped to ensure the factual accuracy of the final product. Although this year's edition did not require the extensive review that the comprehensive editions require, we still wanted to make sure that we captured all relevant policy changes and that states' perspectives were represented. Every state formally received a draft of the policy updates we identified in July 2012 for comment and correction; states also received a final draft of their reports a month prior to release. All but one state responded to our inquiries. We thank the states for their ongoing willingness to engage in dialogue with us.

FUNDERS

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Improving Teacher Preparation in California

The 2012 State Teacher Policy Yearbook puts a spotlight on the critical issue of teacher preparation. The 2011 edition of the Yearbook provided a comprehensive review of all aspects of states' teacher policies, and although considerable progress was noted in areas related to teacher effectiveness, the same could not be said for teacher preparation. While many states have made advancements in teacher evaluation and tenure requirements, teacher preparation has yet to capture states' attention.

Good preparation does not guarantee that teachers will ultimately be effective, but there is much more that can be done to help ensure that new teachers are "classroom ready." This edition of the *Yearbook* offers states a roadmap of their teacher preparation policies, identifying priorities that need critical attention and also identifying low-hanging fruit, policy changes that states can implement in relatively short order.



Current Status of California's Teacher Preparation Policy

Last year's *State Teacher Policy Yearbook* provided an in-depth analysis of each of the topics identified below. The 2012 score includes any policy changes identified in the last year. The year symbol indicates a score increase from 2011.

Yearbook Goal	Торіс	2012 Score
1-A	Admission into Preparation Programs	
1-B	Elementary Teacher Preparation	
1-C	Elementary Teacher Preparation in Reading Instruction	
1-D	Elementary Teacher Preparation in Mathematics	
1-E	Middle School Teacher Preparation	
1-F	Secondary Teacher Preparation	
1-G	Secondary Teacher Preparation in Science	
1-H	Secondary Teacher Preparation in Social Studies	
1-I	Special Education Teacher Preparation	
1-J	Assessing Professional Knowledge	
1-K	Student Teaching	0
1-L	Teacher Preparation Program Accountability	



2012 Policy Update for California

Based on a review of state legislation, rules and regulations, NCTQ has identified the following recent policy changes in California:

No policy updates were identified for California in the area of teacher preparation.

California Response to Policy Update

States were asked to review NCTQ's identified updates and also to comment on policy changes related to teacher preparation that have occurred in the last year, pending changes or teacher preparation in the state more generally. States were also asked to review NCTQ's analysis of teacher preparation authority (See Figure 20).

California confirmed that there were no policy changes related to teacher preparation. The state also confirmed that the descriptions in Figure 20 accurately reflect state authority for teacher preparation and licensing.

igure 1 Delivering well-		
prepared teachers	2012 Grade	2011 Grade
Alabama	B-	С
Alaska	F	F
Arizona	D-	D-
Arkansas	С	С
CALIFORNIA	D	D
Colorado	D	D-
Connecticut	C+	C-
Delaware	D-	D-
District of Columbia	D	D
Florida	B-	B-
Georgia	С	С
Hawaii	D	D
Idaho	D	D
Illinois	D	D
Indiana	B-	C+
lowa	D	D.
Kansas	D+	D+
Kentucky	C+	C-
Louisiana	C	C
Maine	D+	D
Maryland	D+	D+
Massachusetts	C+	C+
Michigan	D+	D+
Minnesota	C+	С
Mississippi	C	С
Missouri	D+	D+
Montana	F	F
Nebraska	D-	D-
Nevada	D-	D-
New Hampshire	C-	D-
	C-	D+
New Jersey New Mexico	D+	D+
New York	C-	D+
North Carolina	D-	
North Carolina North Dakota	D-	D- D
Ohio		D+
	C-	C C
Oklahoma	C	D-
Oregon	D-	_
Pennsylvania	С	C
Rhode Island	С	D+
South Carolina	C-	C-
South Dakota	D	D
Tennessee	B-	B-
Texas	C+	C+
Utah	D	D
Vermont	C-	D+
Virginia	C-	C-
Washington	D+	D+
West Virginia	C-	C-
Wisconsin	D+	D
Wyoming	F	F
Average State Grade	D+	D

COMING SOON

NCTQ Teacher Prep Review

Preparing teachers to be effective and successful in the classroom requires both the strong state policy framework described in the *Year-book* and quality implementation by states' teacher preparation programs.

How are **California's** programs doing? NCTQ will soon answer that question with our forthcoming review of the nation's higher education-based teacher preparation programs that produce 99 percent of traditionally-prepared teachers. The *Review* will find the programs that are doing the best job preparing tomorrow's educators, those that need to improve and those that need to be radically restructured.

The *Review* will be released in Spring 2013. Find out more at www.nctq.org/p/edschools.

Teacher Preparation Policy Checklist for States

1.	Raise admission standards.	 Require teacher candidates to pass a test of academic proficiency that assesses reading, writing and mathematics skills as a criterion for admission into teacher preparation programs. Require preparation programs to use a common test normed to the general college-bound population.
2.	Align teacher preparation with Common Core State Standards.	 Ensure that coursework and subject-matter testing for elementary teacher candidates are well aligned with standards. Ensure that teacher preparation programs prepare elementary teaching candidates in the science of reading instruction and require a rigorous assessment of reading instruction. Require teacher preparation programs to provide mathematics content specifically geared to the needs of elementary teachers.
3.	Improve clinical preparation.	 Ensure that cooperating teachers have demonstrated evidence of effectiveness as measured by student learning. Require summative clinical experience for all prospective teachers that includes at least 10 weeks of full-time student teaching.
4.	Raise licensing standards.	 ✓ Eliminate K-8 generalist licenses. ✓ Require subject-matter testing for middle school teacher candidates. ✓ Require subject-matter testing for secondary teacher candidates. ✓ Require middle school and secondary science and social studies teachers to pass a test of content knowledge that ensures sufficient knowledge of the subjects taught.
5.	Don't lower the bar for special education teachers.	 ✓ Do away with K-12 special education teacher licenses. ✓ Require special education teachers to pass a subject-matter test for licensure that is no less rigorous than what is required of general education candidates.
6.	Hold teacher preparation programs accountable.	 Collect data that connect student achievement gains to teacher preparation programs. Gather other meaningful data that reflect program performance. Establish the minimum standard of performance for each category of data. Produce and publish an annual report card for each teacher preparation program.

Critical Issues for State Teacher Preparation Policy

Critical Attention: Admission into Teacher Preparation Programs



California does not ensure that teacher preparation programs admit candidates with strong academic records.

The demands of K-12 classrooms today require teachers with strong academic backgrounds who can positively affect student learning. To ensure that such strong candidates enter classrooms, it is important to set rigorous standards for entry into the teacher pipeline. This begins with teacher preparation program admissions.

Looking to international examples, such top-performing countries as Finland and South Korea admit prospective teacher candidates from the top 10 percent of the college-going population. While a bar that high is a long way from average standards in the United States, it seems reasonable and appropriate that states should limit access to teacher preparation programs to those who are in the top half of the college-going population in terms of academic achievement.

Most states limit their academic screening to basic skills tests, which generally assess only middle school-level skills and which are generally only normed to the prospective teacher population.

At present, California does not require prospective teachers to pass a test of academic proficiency as a criterion for admission to teacher preparation programs. Instead, the

state requires only that candidates take the test prior to admission; programs are then directed to "use the test results to ensure that, upon admission, each candidate receives appropriate academic assistance necessary to pass the examination." California delays the requirement to pass the test until teacher candidates are ready to student teach.

of Columbia, Florida, Georgia, Hawaii, Idaho, Indiana, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, Nevada, New Hampshire, New Jersey, New Mexico, New York, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Carolina, South Dakota, Tennessee, Utah, Vermont, Virginia, Washington, West Virginia, Wisconsin, Wyoming Illinois Texas

Alabama, Alaska, Arizona, Arkansas,

Connecticut, Delaware, District

CALIFORNIA, Colorado,

NEXT STEPS FOR CALIFORNIA:

Require that teacher preparation programs screen candidates for academic proficiency prior to admission.

Teacher preparation programs that do not screen candidates invest considerable resources in individuals who may not be able to successfully complete the program and pass licensing tests. Candidates in need of additional support should complete remediation before entering the program to avoid the possibility of an unsuccessful investment of significant public tax dollars. California should require candidates to pass a test of academic proficiency that assesses reading, mathematics and writing prior to program admission. Importantly, candidates should be permitted to submit comparable scores on such rigorous tests as the SAT/ACT/GRE.

Require that programs use a common admissions test normed to the general college-bound population. California should require programs to use an assessment that demonstrates that candidates are academically competitive with all peers, regardless of their intended profession. Requiring a common test normed to the general college population would allow for the selection of applicants in the top half of their class while also facilitating program comparison.

Consider requiring candidates to pass subject-matter tests as a condition of admission into teacher programs.

In addition to ensuring that programs require a measure of academic performance for admission, California might also want to consider requiring content testing prior to program admission as opposed to at the point of program completion. Program candidates are likely to have completed coursework that covers related test content in the prerequisite classes required for program admission. Thus, it would be sensible to have candidates take content tests while this knowledge is fresh rather than wait two years to fulfill the requirement, and candidates lacking sufficient expertise would be able to remedy deficits prior to entering formal preparation.

New Hampshire is in the process of adopting a requirement that will make the test a condition of admission.



Critical Attention: Elementary Teacher Preparation



California could do more to ensure that new elementary teachers are ready to teach to the Common Core Standards

To be effective, elementary teacher candidates need liberal arts coursework relevant to the K-6 classroom, and they should also be required to pass a rigorous content test that ensures appropriate subject-matter knowledge.

The Common Core State Standards, adopted by nearly all states including California, represent an effort to significantly raise expectations for the knowledge and skills American students will need for college readiness and global competitiveness. And California, like all states, must ensure that its teachers are prepared to teach to these high standards.

Although a "standards-based" approach grants greater flexibility to teacher preparation programs regarding program design, it is difficult to monitor or enforce absent a rigorous test. Further, alignment of preparation program instruction with student learning standards should be augmented with a broader and deeper content perspective than what will actually be taught in the elementary classroom.

In California, elementary teachers are required to pass each of the three subtests that comprise the CSET: Multiple Subjects test. The first subtest includes reading,

language, literature, history and social science; the second includes science and mathematics; and the third includes physical education, human development, and visual and performing arts. All elementary candidates are also required to pass a reading instruction test, the Reading Instruction Competence Assessment (RICA).

Although the state does not specify any subject-area coursework requirements for all teacher candidates, California requires all subject-area coursework to be completed in the undergraduate program where classes are taught by arts and sciences faculty. A degree in professional education is not allowed. Elementary teacher candidates must also complete a multiple-subject teacher preparation program.

NEXT STEPS FOR CALIFORNIA:

Require elementary teacher candidates to pass a subject-matter test designed to ensure sufficient content knowledge of all subjects.

California should ensure that its elementary content test is appropriately aligned with the Common Core State Standards and require separate, meaningful passing scores for each area on the test. Although California is on the right track by administering a three-part licensing test, thus making it harder for teachers to pass if they fail some subject areas, the state is encouraged to further strengthen its policy and require separate passing scores for each core subject on its multiple-subject test.

Alaska, Arizona, Arkansas, Colorado, Delaware, District of Columbia, Florida, Georgia, Hawaii, Idaho, Illinois, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Michigan, Mississippi, Missouri, Montana, Nebraska, Nevada, New Jersey, New Mexico, New York, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Carolina, South Dakota, Tennessee, Texas, Utah, Vermont, Virginia, Washington, West Virginia, Wisconsin, Wyoming

Alabama, CALIFORNIA, Connecticut, Indiana, Minnesota, New Hampshire

Massachusetts

Require teacher preparation programs to provide mathematics content specifically geared to the needs of elementary teachers and require candidates to pass a rigorous math assessment.

Although California's subject-matter test requires some knowledge in key areas of mathematics, the state should require teacher preparation programs to provide mathematics content specifically geared to the needs of elementary teachers. This includes specific coursework in foundations, algebra and geometry, with some statistics. California should also require a passing score specifically in math for its content assessments to ensure that teacher candidates have adequate mathematics knowledge and an understanding of underlying mathematics concepts.

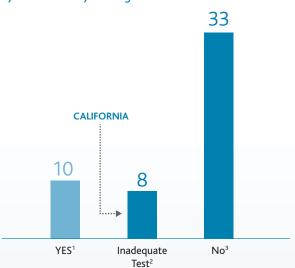
Ensure that the reading assessment is an adequate measure of the science of reading.

Some reading scholars question the ability of the RICA test to screen out candidates who have not learned the science of reading. California should make certain that its assessment is rigorous enough to adequately test elementary teacher candidates' knowledge of the science of reading.

Require elementary teacher candidates to complete a content specialization in an academic subject area.

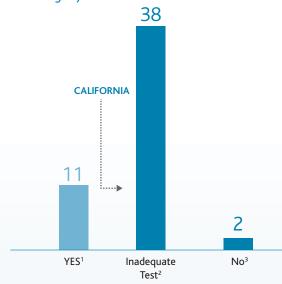
Although California's policy requires that elementary teacher candidates have an arts and sciences major, the state's language does not ensure that these teachers will earn a content specialization in an academic subject area.

Figure 3 Do states measure new teachers' knowledge of the science of reading?



- 1. Strong Practice: Alabama⁴, Connecticut, Massachusetts, Minnesota⁵, New Hampshire, New Mexico⁶, Oklahoma, Tennessee, Virginia, Wisconsin
- 2. California, Florida, Georgia, Idaho, New York, Oregon, Pennsylvania, Texas
- 3. Alaska, Arizona, Arkansas, Colorado, Delaware, District of Columbia, Hawaii, Illinois, Indiana, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Michigan, Mississippi, Missouri, Montana, Nebraska, Nevada, New Jersey, North Carolina⁷, North Dakota, Ohio, Rhode Island, South Carolina, South Dakota, Utah, Vermont, Washington, West Virginia, Wyoming
- 4. Alabama's reading test spans the K-12 spectrum.
- 5. Based on the limited information available about the test on Minnesota's website.
- 6. Test is under development and not yet available for review.
- 7. North Carolina has adopted a task force recommendation to require the Foundations of Reading test. Rules have yet to be promulgated, including whether the test will be required for initial licensure. Current rules require such tests for professional licensure only.

Figure 4 Do states measure new elementary teachers' knowledge of math?

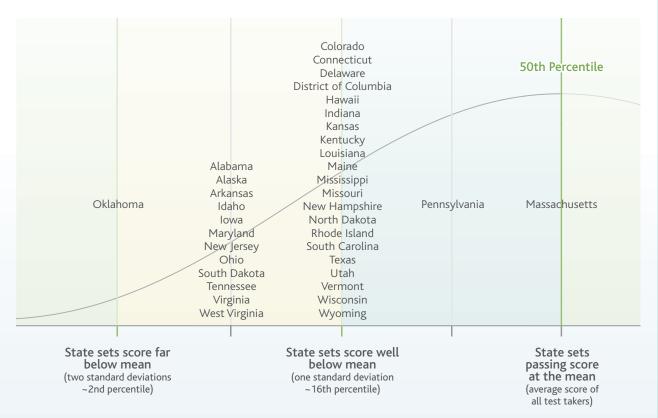


- 1. Strong Practice: Alabama, Connecticut, Indiana, Kentucky, Massachusetts, Minnesota, New Hampshire, New Jersey, Rhode Island, Utah, Vermont
- 2. Alaska, Arizona, Arkansas, California, Colorado, Delaware, District of Columbia, Florida, Georgia, Hawaii, Idaho, Illinois, Iowa, Kansas, Louisiana, Maine, Maryland, Michigan, Mississippi, Missouri, Nevada, New Mexico, New York⁴, North Carolina⁵, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, South Carolina, South Dakota, Tennessee, Texas, Virginia, Washington, West Virginia, Wisconsin, Wyoming
- 3. Montana, Nebraska
- 4. New York is in the process of developing a stand-alone math test.
- 5. North Carolina has adopted a task force recommendation to require the Massachusetts Test of General Curriculum, including the math subtest. Rules have yet to be promulgated, including whether the test will be required for initial licensure. Current rules require such tests for professional licensure only.
 - 1. Testing is not required for initial licensure.
 - 2. The required test is a questionable assessment of content knowledge, instead emphasizing methods and instructional strategies.
 - 3. Massachusetts requires a general curriculum test that does not report scores for each elementary subject. A separate score is reported for math (see Figure 4).
 - 4. North Carolina has adopted a task force recommendation to require the Massachusetts Test of General Curriculum. Rules have yet to be promulgated, including whether the test will be required for initial licensure. Current rules require such tests for professional licensure only.
 - 5. Oregon allows "alternative assessment" for candidates who fail twice.

Figure 5	EEMENTARY CONTENT SCORE FOR SEPARA	Comentary Content teet	Elementary content to	/ with	
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South Dakota					
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Texas					
Utah					
Vermont					
Virginia					
Washington					
West Virginia					
Wisconsin					
Wyoming					
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Figure 6				GLISH		/			NCE				OCIA					/	FINE ARTS
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Figure 7
Where do states set the passing score on elementary content licensure tests¹?



¹ Based on the most recent technical data that could be obtained; data not available for Arizona, CALIFORNIA, Florida, Georgia, Illinois, Michigan, Minnesota, Nevada, New Mexico, New York, North Carolina, Oregon and Washington. Montana and Nebraska do not require a content test. Colorado score is for Praxis II, not PLACE. Alabama, Connecticut, Indiana, Kentucky, New Hampshire, New Jersey, Rhode Island, Utah and Vermont now require the Multiple Subjects test and Maryland, Nevada and South Carolina now require the Instructional Practice and Applications test. Both are new Praxis tests for which technical data are not yet available; analysis is based on previously required test.

Figure 8

Teacher licensing structure in California



Critical Attention: Middle School Teacher Preparation



California does not ensure that new middle school teachers will be prepared to teach appropriate grade-level content.

The middle school years are critical to students' education, yet the preparation and licensure requirements for middle school teachers often do not ensure that they are sufficiently prepared to teach grade-level content.

Too many states, including California, fail to distinguish the knowledge and skills needed by middle school teachers from those needed by an elementary teacher. Whether teaching a single subject in a departmentalized setting or teaching multiple subjects in a self-contained classroom, middle school teachers must be able to teach significantly more advanced content than what elementary teachers are expected to teach.

California offers both a K-12 Single Subject Teaching Credential and a K-12 Multiple Subject Teaching Credential; therefore, the type of credential that middle school teachers are required to have depends on whether they intend to teach in a self-contained or departmentalized

Alaska, Arizona, CALIFORNIA,
Idaho, Illinois, Iowa, Maine, Michigan,
Minnesota, Montana, Nebraska,
Nevada, New Hampshire,
New Mexico, North Carolina,
North Dakota, Oklahoma, Oregon,
South Dakota, Tennessee, Texas, Utah,
Washington, Wisconsin, Wyoming

Maryland, Massachusetts, New York

Alabama, Arkansas, Colorado, Connecticut, Delaware, District of Columbia, Florida, Georgia, Hawaii, Indiana, Kansas, Kentucky, Louisiana, Mississippi, Missouri, New Jersey, Ohio, Pennsylvania, Rhode Island, South Carolina, Vermont, Virginia, West Virginia

classroom. The K-12 range for both of these licenses is deeply problematic in ensuring that candidates know the subject matter they will be required to teach.

California also does not explicitly require a major or minor in the subject areas that prospective middle school teachers plan to teach, and only candidates who wish to earn a multiple subject teaching credential must pass all three subtests of that examination. Those who want a single-subject credential may demonstrate their subject-matter competence by either completing a state-approved subject-matter preparation program or passing the appropriate subject-matter examination.

NEXT STEPS FOR CALIFORNIA:

Prepare middle school teachers to teach middle school.

Teachers with a generalist license are less likely to be adequately prepared to teach core academic areas at the middle school level because their preparation requirements are not specific to the middle or secondary levels. By requiring specific middle grades certification, California will help ensure that students in those grades have teachers who are appropriately prepared to teach grade-level content, which is different and more advanced than what elementary teachers teach.

■ Require content testing in all core areas.

Middle school teacher candidates in California should have to pass a subject-matter test in every core academic area they intend to teach. The state's policy of only requiring middle school teachers who teach multiple subjects to take the same subject-matter test as elementary teachers is simply not adequate.

12 : NCTQ STATE TEACHER POLICY YEARBOOK 2012 CALIFORNIA Encourage middle school teachers licensed to teach multiple subjects to earn two subjectmatter minors.

This would allow candidates to gain sufficient knowledge to pass state licensing tests and be highly qualified in both subjects, and it would increase schools' staffing flexibility. However, middle school candidates in California who intend to teach a single subject should earn a major in that area.

- 1. California offers a K-12 generalist license for self-contained classrooms.
- 2. Illinois has repealed its K-9 license and is in the process of revising middle school certification requirements.
- 3. With the exception of mathematics.
- 4. Oregon offers 3-8 license.
- 5. Wisconsin offers 1-8 license.

Do states distinguish n grade preparation froi	_	K-8 license offered for	K-8 license offered
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Texas					than 50 percent of the teaching assignme within the elementary education grades.
Tennessee					in departmentalized middle schools if not
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Pennsylvania					certification requirements.
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Oklahoma					3. Illinois has repealed its K-9 license. The sta
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Critical Attention: Secondary Teacher Preparation



California does not ensure that new secondary teachers will be prepared to teach appropriate grade-level content.

Secondary teachers must be experts in the subject matter they teach, and only a rigorous test ensures that teacher candidates are sufficiently and appropriately knowledgeable in their content area. Coursework is generally only indicative of background in a subject area; even a major offers no certainty of what content has been covered.

Yet not all states ensure that secondary teachers have sufficient content knowledge in the subjects they are licensed to teach. And nearly all states—even those that do generally require content testing for secondary teachers—allow some science and/or social studies teachers to teach with broad licenses that have significant loopholes.

Most high school science courses are specialized, and the teachers of these subjects are not interchangeable. Nonetheless, most states allow teachers to obtain general science or combination licenses across multiple science disciplines, and, in most cases, these teachers need only pass a general knowledge science exam that does not ensure subject-specific content knowledge. This means that a teacher with a background in biology could be fully certified to teach advanced chemistry or

physics having passed only a general science test—and perhaps answering most of the chemistry or physics questions incorrectly.

Just as with broad field science, most states offer a general social studies license at the secondary level. For this certification, teachers can have a background in a wide variety of fields, ranging from history and political science to anthropology and psychology. Under such a license a teacher who majored in psychology could teach history to high school students having passed only a general knowledge test and answering most—and

California does not ensure that its secondary teachers are adequately prepared to teach grade-level content. Its secondary teacher candidates may verify subject-matter competence by either earning a passing score on the appropriate subject-matter exam (CSET) or completing a commission-approved subject-matter program. Although California does not offer a general science license, except for foundational-level subject areas, the state does not require content testing for those who complete a commission-approved subject-matter program. Further, the state only offers secondary teachers a general "social science" certification; teachers with this license are not required to pass individual content tests for each discipline they are permitted to teach.

NEXT STEPS FOR CALIFORNIA:

perhaps all—history questions incorrectly.

■ Require subject-matter testing for secondary teacher candidates.

As a condition of licensure, California should require its secondary teacher candidates to pass a content test in each subject area they plan to teach to ensure that they possess adequate subject-matter knowledge and are prepared to teach grade-level content.

Alaska, Arizona, CALIFORNIA,
Colorado, Iowa, Montana, Nebraska,
New Hampshire, North Carolina,
Oregon, Washington, Wyoming

Alabama, Arkansas, Connecticut,
Delaware, District of Columbia,
Florida, Georgia, Hawaii, Idaho,
Illinois, Kansas, Kentucky, Louisiana,
Maine, Maryland, Massachusetts,
Michigan, Mississippi, Missouri,
Nevada, New Jersey, New Mexico,
New York, North Dakota, Ohio,
Oklahoma, Pennsylvania,
Rhode Island, South Carolina,
South Dakota, Texas, Utah, Vermont,
Virginia, West Virginia, Wisconsin

Indiana, Minnesota, Tennessee

Require secondary science teachers to pass a content test for each discipline they are licensed to teach.

Although coursework plays a key role in the acquisition of content knowledge, teacher candidates in California should also be required to pass a rigorous subject-matter assessment, which is the only way to ensure that teachers possess adequate knowledge of the subject area.

Require secondary social studies teachers to pass a content test for each discipline they are licensed to teach.

Teacher candidates in California should not be allowed to substitute coursework for a passing score on a content test. While a major is generally indicative of a background in a particular subject area, only a subject-matter test ensures that candidates know the specific content they will need to teach.

It is unclear at this point how new legislation will affect content test requirements for secondary teachers.

Figure 11 Do all secondary teachers have to pass a content test in every subject area they are licensed to teach? Alabama							
test in every subject		٤. /	S / .4	5 /			
area they are licensed) oya	1040				
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Arkansas							
CALIFORNIA	Ц						
Colorado							
Connecticut Delaware							
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Maryland							
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Michigan Minnesota							
Mississippi							
Missouri	Н	-					
Montana	П						
Nebraska							
Nevada							
New Hampshire							
New Jersey							
New Mexico							
New York							
North Carolina							
North Dakota	Ц	-		Ц			
Ohio							
Oklahoma							
Oregon Pennsylvania							
Rhode Island							
South Carolina	П						
South Dakota	П						
Tennessee							
Texas							
Utah							
Vermont							
Virginia							
Washington							
West Virginia							
Wisconsin				Ц			
Wyoming							
	3	28	34	12			

Critical Attention: Special Education Teacher Preparation



California does not ensure that new special education teachers will know the subject matter that they will be required to teach.

Across the country, states are raising performance expectations to ensure that students who graduate from high school are college and career ready. These more rigorous standards apply to special education students just as they do to other students.

The challenge of ensuring that teachers are prepared to teach to the new Common Core State Standards is even more pronounced for special education teachers, who typically have had to meet an even lower bar for content preparation than general educators. And certification rules for special education teachers that do not differentiate between teaching at the elementary and secondary levels only exacerbate the problem.

Allowing a generic K-12 special education certification makes it virtually impossible and certainly impractical for states to ensure that these teachers know all the subject matter they are expected to teach; this issue is just as valid in terms of pedagogical knowledge.

While a K-12 special education license may be appropriate for low-incidence special education students, such as those with severe cognitive disabilities, it is deeply problematic for the overwhelming majority of high-incidence special education students who are expected to learn grade-level content.

Regrettably, California only offers a generic K-12 special education certification. All candidates must earn an undergraduate major in the arts and sciences, although the state's language does not ensure that these teachers will earn a content specialization in an academic subject area.

NEXT STEPS FOR CALIFORNIA:

■ Eliminate licenses for special education that do not differentiate between the preparation of elementary teachers and that of secondary teachers.

California's current model does little to protect some of its most vulnerable students. Failure to ensure that special education teachers are well trained in specific content areas deprives their students of the opportunity to reach their academic potential. California should limit high-incidence special education certifications to elementary or secondary grades.

Alaska, Arizona, CALIFORNIA,
Colorado, Connecticut, Delaware,
District of Columbia, Florida, Georgia,
Hawaii, Idaho, Illinois, Indiana, Kansas,
Kentucky, Michigan, Minnesota,
Mississippi, Missouri, Montana,
Nebraska, New Hampshire,
New Mexico, Nevada,
North Carolina, North Dakota,
Ohio, Oklahoma, South Carolina,
South Dakota, Tennessee, Utah,
Virginia, Washington, Wyoming

Alabama, Arkansas, Iowa, Louisiana, Maine, Maryland, Massachusetts, New Jersey, New York, Oregon, Pennsylvania, Rhode Island, Texas, Vermont, West Virginia, Wisconsin

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Require elementary special education candidates to pass the same content test as general education teachers.

California should ensure that special education teacher candidates who will teach elementary grades possess knowledge of the subject matter at hand and require that these candidates pass the same subject-matter test required of all elementary teachers.

Ensure that secondary special education teachers possess adequate content knowledge.

Secondary special education teachers are frequently generalists who teach many core subject areas. While it may be unreasonable to expect secondary special education teachers to meet the same requirements for each subject they teach as other teachers who teach only one subject, California's current policy of requiring no subject-matter testing is unacceptable and will not help special education students to meet rigorous learning standards. To provide a middle ground, California should consider a customized HOUSSE route for new secondary special education teachers and look to the flexibility offered by the Individuals with Disabilities Education Act (IDEA), which allows for a combination of testing and coursework to demonstrate requisite content knowledge in the classroom.

^{1.} Although the state does issue a K-12 certificate, candidates must meet discrete elementary and/or secondary requirements.

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Figure 12		Pecifi,	
Do states distinguish	DOES NOT OFFER A K-12 CENTIFICATION	Offess K-12 and 8rade-specific	
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and secondary special	77 /	72 ar	ζ, ο ζ,
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education teachers.	DOE 12:	Offe ertifi	Offers only a K- 12
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Alaska Arizona			
Arkansas			
CALIFORNIA			
Colorado			
Connecticut			
Delaware			
District of Columbia			
Florida			
Georgia			
Hawaii			
Idaho			
Illinois			
Indiana			
Iowa			
Kansas			
Kentucky			
Louisiana			
Maine			
Maryland			
Massachusetts			
Michigan			
Minnesota			
Mississippi			
Missouri			
Montana		<u> </u>	
Nebraska			
Nevada			
New Hampshire	1		
New Jersey New Mexico			
New York			
North Carolina			
North Dakota			
Ohio			
Oklahoma			
Oregon			
Pennsylvania			
Rhode Island			
South Carolina			
South Dakota			
Tennessee			
Texas	1		
Utah			
Vermont			
Virginia			
Washington			
West Virginia			
Wisconsin			
Wyoming			
	16	10	25

Figure 13 Which states require subject-matter testing for special education teachers?

Elementary Subject-Matter	Test
Required for an elementary special education license	Alabama, Arkansas, Iowa, Kansas, Louisiana, Massachusetts, Mississippi, New Jersey, New York, Oregon ¹ , Pennsylvania ² , Rhode Island, Texas, West Virginia ³ , Wisconsin
Required for a K-12 special education license	Colorado, Idaho
Secondary Subject-Matter T	est(s)
Tests in all core subjects required for secondary special education license	None
Test in at least one subject required for secondary special education license	Arkansas, Kansas, Louisiana, New Jersey, New York ⁴ , Oregon ¹ , Pennsylvania ² , Rhode Island, West Virginia ³
Required for a K-12 special education license	None

- 1. Although Oregon requires testing, the state allows an "alternative assessment" option for candidates who fail twice.
- 2. In Pennsylvania, a candidate who opts for dual certification in elementary or secondary special education and as a reading specialist does not have to take a content test.
- West Virginia also allows elementary special education candidates to earn dual certification in early childhood, which would not require a content test. Secondary special education candidates earning dual certification as a reading specialist are similarly exempted from the content test.
- 4. New York requires a multi-subject content test specifically geared to secondary special education candidates. It is divided into three subtests.

Critical Attention: Student Teaching



California does not ensure that teacher preparation programs will provide teacher candidates with a high-quality summative clinical experience.

The importance of clinical practice in teacher preparation has become a major area of focus. Student teaching is the final clinical experience of teacher preparation, and teacher candidates have only one chance to experience the best possible placement. Student teaching will shape candidates' own performance as teachers and help determine the type of school in which they will choose to teach. A mediocre student teaching experience, let alone a disastrous one, can never be undone.

Central to the quality of the student teaching experience is the classroom teacher who serves as the teacher candidate's mentor, or cooperating teacher. Only strong teachers with evidence of their effectiveness, as assessed by objective measures of student learning and the teachers' principals, should be able to serve as cooperating teachers. Yet placement is much more likely to be the luck of the draw. NCTQ's recent study *Student Teaching in the United States* found that three out of four teacher preparation programs fail to require that cooperating teachers must be effective instructors.

California not only fails to articulate any requirements for cooperating teachers, but the state also lacks any specific requirements for the duration of the student teaching experience.

Alabama, Alaska, Arizona, Arkansas, CALIFORNIA, Colorado, Connecticut, Delaware, District of Columbia, Georgia, Hawaii, Idaho, Illinois, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, Nevada, New Hampshire, New Jersey, New Mexico, New York, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Carolina, South Dakota, Texas, Utah, Vermont, Virginia, Washington, West Virginia, Wisconsin, Wyoming

Z

Florida, Indiana, Tennessee

NEXT STEPS FOR CALIFORNIA:

■ Ensure that cooperating teachers have demonstrated evidence of effectiveness as measured by student learning.

In addition to the ability to mentor an adult, cooperating teachers in California should also be carefully screened for their capacity to further student achievement. Research indicates that the only aspect of a student teaching arrangement that has been shown to have an impact on student achievement is the positive effect of selection of the cooperating teacher by the preparation program, rather than by the student teacher or school district staff.

Require teacher candidates to spend at least 10 weeks student teaching.

California should require a summative clinical experience for all prospective teachers. Student teaching should be a full-time commitment, as requiring coursework and student teaching simultaneously does a disservice to both. Alignment with a school calendar for at least 10 weeks ensures both adequate class-room experience and exposure to a variety of ancillary professional activities.

		,]
Figure 14	æ	/	
Do states require	404 404	/ 5 =	
the elements of a	7.G 7.G	SSS	
high-quality student	471V 845 VESS	TE ST STAN	
teaching experience?	COOPERATING TEACHER FFECTIVENESS ON	FUL TIME STUDENT LEAST TO WEEKS AT	
Alabama	7 /	7	
Alaska			
Arizona			
Arkansas			
CALIFORNIA			
Colorado			
Connecticut			
Delaware			
District of Columbia			
Florida			
Georgia			
Hawaii			
Idaho			
Illinois			
Indiana ¹			
Iowa Kansas			
Kentucky Louisiana			
Maine			
Maryland			
Massachusetts			
Michigan			
Minnesota			
Mississippi			
Missouri			
Montana			
Nebraska			
Nevada			
New Hampshire			
New Jersey			
New Mexico			
New York			
North Carolina			
North Dakota			
Ohio			
Oklahoma			
Oregon			
Pennsylvania			
Rhode Island			
South Carolina			
South Dakota			
Tennessee			
Texas			
Utah			
Vermont			1. Based on new REPA II regulations.
Virginia			Candidates can student teach for
Washington		2	less than 12 weeks if determined
West Virginia Wisconsin		— ²	to be proficient.
Wyoming			
vvyoninig			
	3	28	I and the second

Critical Attention: Teacher Preparation Program Accountability



California does not hold its teacher preparation programs accountable for the effectiveness of the teachers they produce.

Teacher preparation programs operate by virtue of state approval. As such, it is up to states to connect that approval to accountability measures that ensure that all approved programs meet minimum performance standards. Such an accountability system informs the public—including prospective teachers seeking a program as well as districts hiring graduates—by shining a light on high performers as well as identifying those programs performing poorly.

Further, as more states begin to raise expectations for teachers by way of evaluations focused on effectiveness, there is an even greater need to hold teacher preparation programs accountable for the effectiveness of the teachers they produce. Although the quality of both the subject-matter preparation and professional sequence is crucial, there are also additional measures that can provide the state and the public with meaningful, readily understandable indicators of how well programs are doing when it comes to preparing teachers to be successful in the classroom.

Alaska, Arizona, Arkansas, CALIFORNIA,
Connecticut, Delaware, District of
Columbia, Hawaii, Idaho, Illinois,
Indiana, Iowa, Kansas, Maine,
Maryland, Massachusetts, Minnesota,
Mississippi, Missouri, Montana,
Nebraska, New Hampshire,
New Jersey, New Mexico, New York,
North Dakota, Oklahoma, Oregon,
Pennsylvania, South Dakota, Utah,
Vermont, Virginia, Washington,
West Virginia, Wisconsin, Wyoming

Alabama, Colorado, Georgia, Kentucky, Michigan, Nevada, North Carolina, Ohio, Rhode Island, South Carolina, Tennessee, Texas

Florida, Louisiana

California neither monitors how well programs are preparing teachers to be successful by means of collecting program-specific, objective data that reflect program performance, nor has it established minimum performance standards that can be used for accountability purposes. Further, the state does not provide the public with meaningful, readily understandable indicators of how well programs are doing.

NEXT STEPS FOR CALIFORNIA:

■ Collect data that connect student achievement gains to teacher preparation programs.

As one way to measure whether programs are producing effective classroom teachers, California should consider the academic achievement gains of students taught by programs' graduates, averaged over the first three years of teaching. Data that are aggregated to the institution (e.g., combining elementary and secondary programs) rather than disaggregated to the specific preparation program are not useful for accountability purposes. Such aggregation can mask significant differences in performance among programs.

Collect other meaningful, program-level data that reflect program performance.

Although measures of student growth are an important indicator of program effectiveness, they cannot be the sole measure of program quality for several reasons, including the fact that many programs may have graduates whose students do not take standardized tests. The accountability system must therefore include other objective measures that show how well programs are preparing teachers for the classroom, such as:

- Evaluation results from the first and/or second year of teaching;
- Satisfaction ratings by school principals and teacher supervisors of programs' student teachers, using a standardized form to permit program comparison;
- Average raw scores of teacher candidates on licensing tests, including basic skills, subject matter and professional knowledge tests;
- Number of times, on average, it takes teacher candidates to pass licensing tests;
- Five-year retention rates of graduates in the teaching profession.

Establish minimum standards of performance.

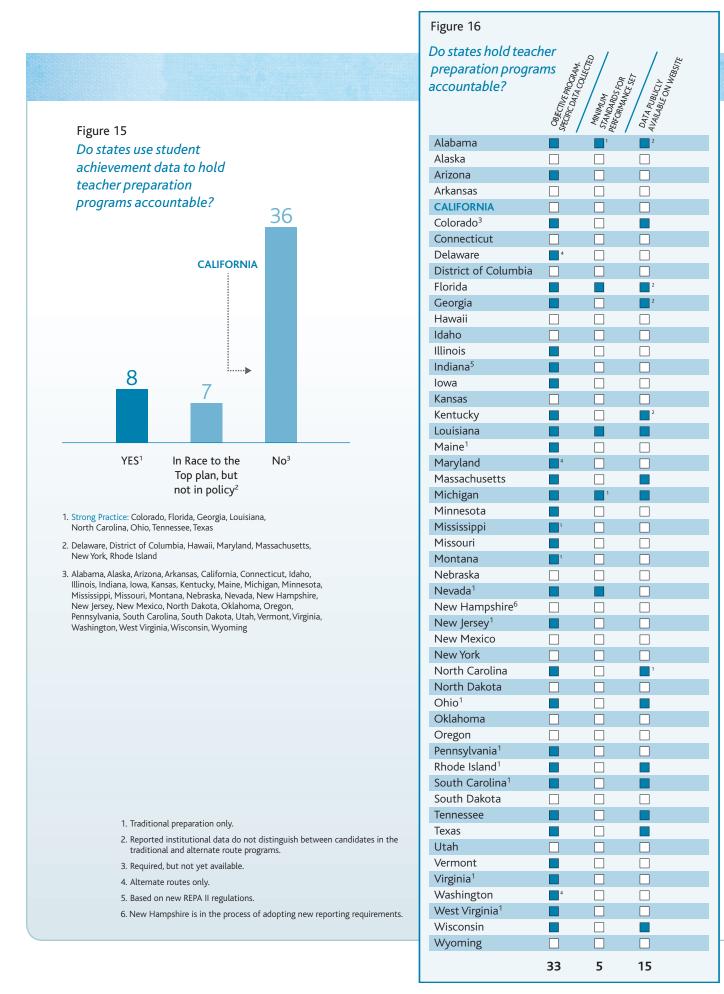
Merely collecting the types of data described above is insufficient for accountability purposes. The next and perhaps more critical step is for the state to establish precise minimum standards for teacher preparation program performance for each category of data. Programs should then be held accountable for meeting these standards, and there should be consequences for failing to do so, including loss of program approval.

Publish an annual report card on the state's website.

California should produce an annual report card that shows all the data the state collects on individual teacher preparation programs, which should be published on the state's website at the program level for the sake of public transparency. Data should be presented in a manner that clearly conveys whether programs have met performance standards.

Maintain full authority over teacher preparation program approval.

There appears to be considerable overlap between the public process of state program approval and the private process of national accreditation in California with programs allowed to substitute national accreditation for state approval. While it is not unreasonable that the state may wish to coordinate these processes for institutions also seeking national accreditation, California should ensure that it is the state that considers the evidence of program performance and makes the decision about whether programs should continue to be authorized to prepare teachers.



TEACHER PRODUCTION IN CALIFORNIA

States have long established requirements for teacher preparation and licensure and have lately turned their attention toward accountability systems for preparation programs. But one topic that has received little attention from states is the issue of teacher production. From the number of teachers who graduate from preparation programs each year, only a subset are certified and only some of those certified are actually hired in the state; the relationship between these numbers has important implications for related policymaking.

States are rightly focused on areas of chronic teacher shortages, such as secondary mathematics and science, but little consideration is given to areas of consistent oversupply, particularly the overproduction in most states of elementary teachers. While it is certainly desirable to produce a big enough pool to give districts choice in hiring, the substantial oversupply in some teaching areas is not good for the profession. Limited resources are squandered on individuals who will not go on to teach, most critically the scarce supply of student teaching placements with effective cooperating teachers. Admissions criteria, licensure requirements and program accountability standards may be unnecessarily depressed if the dots are not connected from graduation to certification to actual employment in a district.

Maryland's "Teacher Staffing Report" provides a model for other states. Published biennially, the report has been tracking staffing trends in the state for almost three decades. While its primary purpose is to determine teacher shortage areas, it also identifies areas of surplus. By collecting hiring data from districts, Maryland has a rich set of data that can inform policy

The latest edition of the "Teacher Staffing Report" can be found at: http://www.marylandpublicschools.org/MSDE/divisions/ certification/progapproval/mtsr.

California teacher production data: California publishes an annual report entitled, "Teacher Supply in California," which includes data on the number of teachers who received credentials, certificates, permits and waivers, and addresses issues regarding the supply of teachers newly available to teach in California classrooms. Specifically, the report breaks down the number of credentials by those earning multiple subject, single subject and education specialist certifications. It also includes a ments for individuals recommended by California institutions as well as for those who completed an out-of-state program.

However, no connection is made between these data and district-level hiring statistics and, consequently, this report provides for comparison purposes only. No inference may be made regarding the shortage or surplus of teachers for specific credential areas as information was not available regarding the numbers of teaching positions in each credential area, numbers of credential holders currently serving in schools, or the availability of newly credentialed teachers for vacant positions in schools."

Figure 17		/	National acceptation is	/e _{AC}
What is the relationship	STATE HAS ITS OWN	Overlap of accredita:	si no	gb
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approval and national	5175			
accreditation?	77 7	rap (nal c	
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Connecticut				
Delaware				
District of Columbia				
Florida				
Georgia				
Hawaii				
Idaho				
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Michigan Minnesota				
Mississippi		1		
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Montana	_			
Nebraska				
Nevada	-			
New Hampshire				
New Jersey				
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New York				
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North Dakota				
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Rhode Island				
South Carolina				
South Dakota				
Tennessee				
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Utah				
Vermont				
Virginia		1		
Washington West Virginia				
Wisconsin				
Wyoming				
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	8	31	12	



There are some areas where a small adjustment would result in significantly stronger policy. Here are some issues that represent low-hanging fruit, policies that can be addressed in relatively short order.

- To ensure adequate subject-area knowledge, California should require secondary teachers who obtain certification in general social science to pass individual content tests (or a composite test that reports individual subscores) for each discipline they will be licensed to teach, as noted in the secondary critical attention section.
- To ensure that teacher candidates have strong reading, mathematics and writing skills, California should close the loophole that allows candidates with a deficient score in one area of the state's basic skills test to pass based on a composite score. As is the practice in most states, California should require a passing score in each area.
- As a first step toward using an assessment for admission to a teacher preparation program that compares candidates to the general college-going population, California should allow teacher candidates to submit ACT/SAT/GRE scores that demonstrate academic proficiency.



^{1.} National accreditation can be substituted for state approval.

Alternate Routes to Certification

The policies discussed in the "Critical Attention" section of this report primarily focus on traditional teacher preparation programs because such programs presently train the vast majority of new teachers. Of course, there are some teachers that attain licensure outside of these traditional programs. Alternate routes to certification were developed based on the idea that there should be pathways into the teaching profession for nontraditional candidates who are able to demonstrate strong subject-area knowledge and an above-average academic background.

Unfortunately, most states have considerable work to do to make their alternate routes viable pathways into the teaching profession. Considerable variation remains in both the quality of states' routes and how much of an alternative to traditional preparation such routes actually provide.

A high-quality, genuinely alternative licensure pathway should be rigorous yet flexible in admissions, focused and deliberate in preparation, and open to broad usage across subjects and grades.

State policy for alternate routes to teacher licensure should ensure that:

- Strong academic performance and subject-matter-knowledge testing are prerequisites for program admission.
- Subject-area majors are not required or candidates have the option to test out of any subject-area coursework requirements.
- Coursework is streamlined and not overly burdensome, and it meets the immediate needs of new teachers.
- Program length is reasonable (no more than two years). Practice teaching and/or intensive mentoring is required.
- Limits are not placed on the subjects and/or grades an alternate route teacher can teach, and alternate route providers are not restricted to colleges and universities; districts and nonprofits should be permitted to offer programs as well.

California has two alternate routes: the District Intern Credential and the University Intern Credential. While California's programs are unrestricted in their usage and allow for a diversity of providers, the programs have significant room for improvement. Both routes need stronger admissions requirements, streamlined and relevant coursework and appropriate support for new teachers (see Figure 19).

NEXT STEPS FOR CALIFORNIA:

■ Set rigorous admissions requirements for both alternate routes.

California specifies no academic entrance criteria for applicants to its District Intern Credential or University Intern Credential program. The state should set a rigorous GPA requirement of 2.75 or higher for program admission as a first step toward ensuring that candidates are of good academic standing. Alternatively, the state could require one of the standardized tests of academic proficiency commonly used in higher education for graduate admissions, such as the GRE. California also should eliminate its basic skills test requirement. Such minimum competency tests are impractical and ineffective for candidates already holding a college degree.

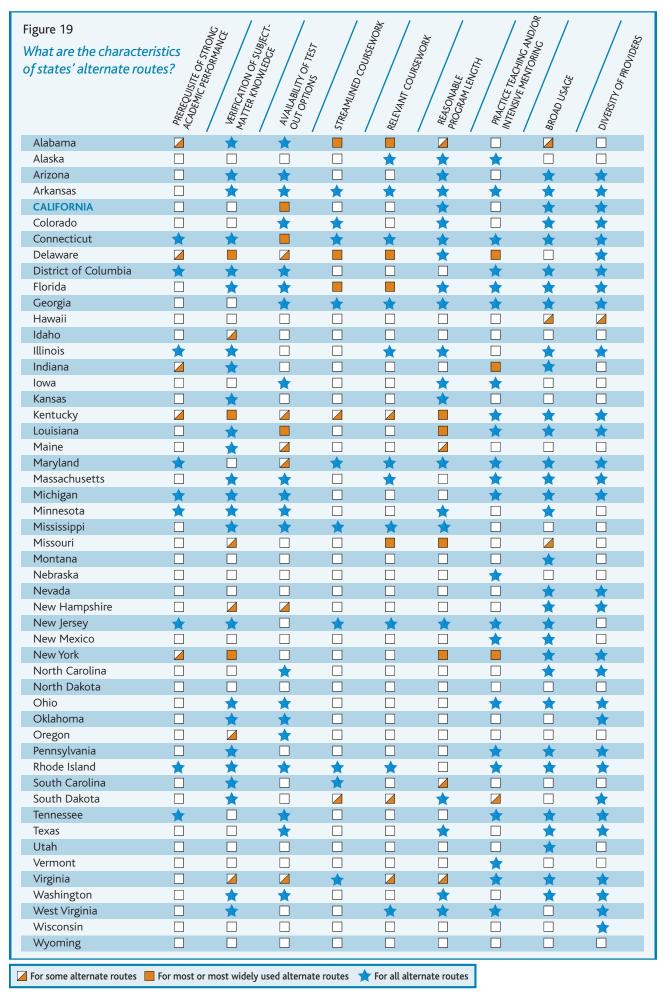
Critically, California should require all alternate route candidates to pass a subject-matter test as a condition of program admission because having subject-matter knowledge prior to beginning teaching is fundamental. California allows candidates to pass a subject-matter test in lieu of meeting content coursework requirements, but all candidates should pass a subject-matter test as a condition of admission. While California's District Intern Credential program requires candidates pursuing multi-subject certification to pass a subject-matter test, the state does not require a content-specific test for single-subject intern certification.

■ Ensure that preparation coursework and support target the immediate needs of new teachers.

Alternate route teachers have to deal with the stresses of beginning to teach while also completing required coursework on evenings and weekends. States should ensure that participants are required to meet only standards or complete coursework that is practical and immediately helpful to a new teacher. While California specifies coursework requirements for its District Intern Credential program, these requirements are not as streamlined and relevant to the needs of new teachers as they might be. Further, the state articulates no such guidelines for University Internship Credential candidates. Such relevant topics might include curriculum training, reading instruction and classroom management.

In addition, California should strengthen its induction experience for new alternate route teachers. The state currently requires that new teachers in its District Intern Credential program work with a mentor, but there are insufficient guidelines indicating that the mentoring program is structured for new teacher success, and it is not available to candidates in the University Internship Credential program. Effective induction strategies include practice teaching prior to teaching in the classroom, intensive mentoring with full classroom support in the first few weeks or months of school, a reduced teaching load and release time to allow new teachers to observe experienced teachers during the school day.

Figure 18		4 /	8 / 370,
Do states provide real alternate pathways to certification?	GENUINE OR NEARLY	Altemate Poute that	Offered route is disingenuous
Alabama			
Alaska			
Arizona			
Arkansas			
CALIFORNIA			
Colorado			
Connecticut			
Delaware			
District of Columbia			
Florida			
Georgia			
Hawaii			
Idaho			
Illinois			
Indiana			
lowa			
Kansas			
Kentucky Louisiana			
Maine			
Maryland			
Massachusetts			
Michigan			
Minnesota			
Mississippi			
Missouri			
Montana			_
Nebraska	П		
Nevada			
New Hampshire			
New Jersey			
New Mexico			
New York			
North Carolina			
North Dakota			
Ohio			
Oklahoma			
Oregon			
Pennsylvania			
Rhode Island			
South Carolina			
South Dakota			
Tennessee			
Texas			
Utah			
Vermont			
Virginia			
Washington			
West Virginia			
Wisconsin			
Wyoming			



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Alternate Route Policy Checklist for States

1.	Set high standards and provide flexibility for meeting them.	 Screen candidates based on academic ability. Set a higher standard for entry than is set for traditional teacher preparation. Require candidates to pass the state's subject-matter licensing test. Don't require a major in the intended subject area; instead, allow candidates to demonstrate subject-matter knowledge on a rigorous test. 	
2.	Provide streamlined preparation.	 Limit coursework (ideally to no more than 12 credits a year). Require that the alternate route is an accelerated course of study. Ensure that all coursework requirements target the immediate needs of the new teacher Offer candidates an opportunity to practice teach in a summer training program. Provide intensive mentoring. 	
3.	Remove regulatory obstacles.	 ✓ Allow for a diversity of alternate route providers. ✓ Don't limit the use of alternate routes to shortage areas or to certain grades or subjects. 	

Figure 20
Authority for Teacher Preparation in California

Governor of California

The State Superintendent of Public Instruction is elected.

Members of the California
State Board of Education
are appointed by the
Governor.

Members of the
Commission on
Teacher Credentialing are
appointed by the Governor.

There is overlap between NCATE accreditation and state approval of teacher education programs.

The Commission on Teacher Credentialing holds the authority to approve teacher education programs. The Commission on Teacher
Credentialing holds the authority for setting teacher preparation program standards and admission criteria.

The Commission
on Teacher
Credentialing is
the state authority
charged with adopting
rules regarding
teacher certification.

Critical Attention Summary for California



Red

		AUTHORITY
ADMISSION INTO PREPARATION PROGRAMS	Require that preparation programs screen candidates prior to admission by using a common test normed to the general college-bound population and limit acceptance to those candidates demonstrating academic ability in the top 50th percentile.	Commission on Teacher Credentialing
MIDDLE SCHOOL TEACHER PREPARATION	 Require specific middle grades certification. Require middle school candidates to pass a content test in every core area they intend to teach. Encourage two subject-matter minors for candidates who are licensed to teach multiple subjects; those who teach single subjects should earn a content major. 	Commission on Teacher Credentialing
SECONDARY TEACHER PREPARATION	 Require secondary candidates to pass a content test in each subject they are licensed to teach. Require secondary science and social studies teachers to pass a content test for each discipline they are licensed to teach. 	Commission on Teacher Credentialing
SPECIAL EDUCATION TEACHER PREPARATION	 Eliminate the K-12 special education certificate, and require licenses that differentiate between preparation of elementary and secondary teacher candidates. Require elementary special education candidates to pass the same content test as general elementary teachers. Ensure that secondary special education teachers possess adequate content knowledge. 	Commission on Teacher Credentialing
STUDENT TEACHING	 Ensure that cooperating teachers have demonstrated evidence of effectiveness as measured by student learning. Require at least 10 weeks of full-time student teaching. 	Commission on Teacher Credentialing
TEACHER PREPARATION PROGRAM ACCOUNTABILITY	 Collect performance data to monitor programs. Set minimum standards for program performance with consequences for failure to meet those standards. Publicly report performance data. 	Commission on Teacher Credentialing



Yellow		
		AUTHORITY
ELEMENTARY TEACHER PREPARATION	 Require all elementary teacher candidates to pass a rigorous content test that assesses knowledge of all subjects. Require preparation programs to provide mathematics content specifically geared to the needs of elementary teachers, and require candidates to pass a rigorous math assessment. Ensure reading test adequately measures science of reading. Require a content specialization in an academic subject area. 	Commission on Teacher Credentialing



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NCTQ is available to work with individual states to improve teacher policies.

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