Can teachers successfully educate children to think for themselves if teachers are not treated as professionals who think for themselves?

-Diane Ravitch
# TABLE OF CONTENTS

**Workgroup**
CTA Teacher Evaluation Workgroup ................................................................. i

**Section I**
Introduction ......................................................................................................... 1
Guiding Principles ............................................................................................. 3
From the Perspective of Professional Capital ............................................... 4
The Education Landscape in California .......................................................... 5

**Section II**
Teacher Preparation ................................................................................... 6
Pathways into Teacher Preparation .............................................................. 7
What is a Teacher Residency? ........................................................................ 10
  - Partnerships ............................................................................................... 10
  - Integration ................................................................................................. 10
  - Intensive Support ..................................................................................... 11
Other Essential Components of Pre-Service Preparation ......................... 12

**Section III**
Induction ....................................................................................................... 13
The Recent Status of Induction in California ................................................ 14
Re-examining Induction Programs and Structures ........................................ 15

**Section IV**
Continuing Early Career Support ............................................................... 17

**Section V**
Issues in Credentialing Policy ...................................................................... 19
Special Education Teaching Credentials ....................................................... 20
Teacher Credential Renewal and Professional Development .................... 20

**References** ................................................................................................ 22
<table>
<thead>
<tr>
<th>Name</th>
<th>Position</th>
</tr>
</thead>
<tbody>
<tr>
<td>Eric Heins</td>
<td>CTA Vice President and Workgroup Chair</td>
</tr>
<tr>
<td>Harold Acord</td>
<td>Moreno Valley EA</td>
</tr>
<tr>
<td>Christopher Aguilar</td>
<td>Sylvan EA</td>
</tr>
<tr>
<td>Jesse Aguilar</td>
<td>Kern High School TA</td>
</tr>
<tr>
<td>Greg Bonaccorsi</td>
<td>Fremont Unified TA</td>
</tr>
<tr>
<td>Angela Boyle</td>
<td>CTA Staff</td>
</tr>
<tr>
<td>Beverly Bricker</td>
<td>Palm Springs TA</td>
</tr>
<tr>
<td>Danette Brown</td>
<td>La Habra EA</td>
</tr>
<tr>
<td>Shannan Brown</td>
<td>San Juan TA</td>
</tr>
<tr>
<td>José Cintrón</td>
<td>California Faculty Association</td>
</tr>
<tr>
<td>Janet Davis</td>
<td>United Teachers Los Angeles</td>
</tr>
<tr>
<td>Lori Easterling</td>
<td>CTA Staff</td>
</tr>
<tr>
<td>Mike Egan</td>
<td>CTA Staff</td>
</tr>
<tr>
<td>Robert Ellis</td>
<td>United Teachers of Richmond</td>
</tr>
<tr>
<td>Laura Finco</td>
<td>San Ramon Valley EA</td>
</tr>
<tr>
<td>Marlene Fong</td>
<td>CTA Staff</td>
</tr>
<tr>
<td>Lynne Formigli</td>
<td>Santa Clara United Teachers</td>
</tr>
<tr>
<td>Allen Freemon</td>
<td>Glendale TA</td>
</tr>
<tr>
<td>Wendy Gallimore</td>
<td>Twin Rivers United Educators</td>
</tr>
<tr>
<td>Vernon Gettone</td>
<td>CTA Staff</td>
</tr>
<tr>
<td>David Goldberg</td>
<td>United Teachers Los Angeles</td>
</tr>
<tr>
<td>John Halcon</td>
<td>California Faculty Association</td>
</tr>
<tr>
<td>Ginny Jannotto</td>
<td>CTA Staff</td>
</tr>
<tr>
<td>Daly Jordan-Koch</td>
<td>Vallejo Education Association</td>
</tr>
<tr>
<td>Laura Juran</td>
<td>CTA Staff</td>
</tr>
<tr>
<td>Chuck King</td>
<td>CTA Staff</td>
</tr>
<tr>
<td>Leslie Littman</td>
<td>Hart District TA</td>
</tr>
<tr>
<td>Scott R. Miller</td>
<td>Hawthorne Educ. &amp; Teachers Assoc.</td>
</tr>
<tr>
<td>Theresa Montañó</td>
<td>California Faculty Association</td>
</tr>
<tr>
<td>Joe Nuñez</td>
<td>CTA Executive Director</td>
</tr>
<tr>
<td>Mary Rose Ortega</td>
<td>CTA Board of Directors, Retired</td>
</tr>
<tr>
<td>Jennifer Pettet</td>
<td>Orange United EA</td>
</tr>
<tr>
<td>Connie Pruett</td>
<td>Moreno Valley EA</td>
</tr>
<tr>
<td>Rosalinda Quintanar</td>
<td>California Faculty Association</td>
</tr>
<tr>
<td>Brenda Quispe</td>
<td>Student CTA</td>
</tr>
<tr>
<td>Jane Robb</td>
<td>CTA Staff</td>
</tr>
<tr>
<td>Justo Robles</td>
<td>CTA Staff</td>
</tr>
<tr>
<td>Robert Rodriguez</td>
<td>San Bernardino TA</td>
</tr>
<tr>
<td>Patricia Rucker</td>
<td>CTA Staff</td>
</tr>
<tr>
<td>Norma Sanchez</td>
<td>CTA Staff</td>
</tr>
<tr>
<td>Barbara Schulman</td>
<td>Saddleback Valley EA</td>
</tr>
<tr>
<td>Cliff Schuster</td>
<td>CTA Staff</td>
</tr>
<tr>
<td>George Sheridan</td>
<td>Black Oak Mine TA</td>
</tr>
<tr>
<td>Wendi Smith</td>
<td>Sunnyvale EA</td>
</tr>
<tr>
<td>Janet Thornhill</td>
<td>Association of Chaffey Teachers</td>
</tr>
<tr>
<td>Kathleen Tijan</td>
<td>Elk Grove TA</td>
</tr>
<tr>
<td>Yvonne Tran</td>
<td>Franklin-McKinley EA</td>
</tr>
<tr>
<td>Rebecca Zoglman</td>
<td>CTA Staff</td>
</tr>
</tbody>
</table>
SECTION I

Introduction

The California Teachers Association seeks to engage a broad cross-section of the education community and all interested stakeholders in the conversation about the direction California should take in preparing its teachers, and what those teachers should be prepared to do. Educators, parents, community members, and policy makers understand that quality schools are the foundation of an engaged and prosperous society and share in their determination to provide equitable and excellent educational opportunities for all students in California. Teachers are central to that goal and consequently, stakeholders committed to high educational outcomes for students have an interest in how students’ teachers are prepared and supported.

The present context in California provides an ideal opportunity and a pressing need to examine the role teachers can take in transforming teaching and learning and how we can best prepare them for that challenge. The implementation of Common Core State Standards, the effective use of California’s Local Control Funding Formula to determine education priorities and promote a quality learning environment, and the increasing responsibility assigned to teachers for student success all require that the voices of teachers are heard and valued. Teachers’ specialized knowledge and skills must be applied to essential pedagogical judgments as well as decisions about the conditions necessary for optimal learning. Too often, that is not the case. It is why CTA has identified transforming the profession to create the capacity to collectively drive the education profession as one of the organization’s key goals. That transformation begins with selecting, preparing, and retaining quality teachers.

Teaching is a demanding endeavor, practiced in a complex environment. Pre-service teacher preparation, induction, ongoing early career support and credentialing policy are all critical components of a system that develops a teaching workforce prepared to support student learning. Ensuring that teachers are well prepared prior to assuming the full responsibility for a classroom of students, and subsequently supported as they begin their careers, is a task that requires the involvement and cooperation of all education stakeholders. California’s school districts and teacher preparation institutions must build powerful partnerships that are mutually beneficial and sustainable over time. CTA and local teachers associations must be prepared to take a leadership role in developing and supporting effective policies and high quality programs for teacher preparation, induction, and continuing early career support, using the tools of collective bargaining and professional issues advocacy as appropriate.

CTA believes that raising the quality of teaching and learning is linked to supporting teachers in collaborating and employing their collective judgment to tackle the opportunities and challenges of teaching the diverse students in California’s public schools. Drawing upon their understanding of their students’ and their own cultural capital, teachers can work together to connect the curriculum to their students’ experience and facilitate the development of rich and meaningful relationships among themselves, their students, and their school’s community. This collaborative process must begin in pre-service preparation and extend throughout teachers’ careers.
To prepare a teaching workforce ready to address the opportunities and challenges before us, many of the policy and programmatic responses to date have focused primarily on the technical core of teaching. The proposed solutions are designed to:

- provide California’s newest teachers with stronger background knowledge in the disciplines they teach;
- provide an understanding of how to design and adapt curriculum to teach the content;
- ensure that new teachers have a broad repertoire of instructional strategies and technological tools for meeting the learning needs of English learners and students with special needs;
- develop teacher expertise in data analysis and in applying that analysis in the service of improving instruction;
- cultivate a deep understanding of student development and the social, emotional, cognitive, cultural and linguistic influences that affect learning.

CTA believes that addressing these aspects of teaching is necessary but not sufficient. We must move beyond a sole focus on improving the individual teacher and expand our vision to raising the profession as a whole, to investing in building professional capital. It is time we recognize and utilize the collective wisdom, creativity and passion of teachers and other educators and fully exploit the innovative solutions they can generate together for the benefit of our students, our schools and our communities.

Unions need to be meaningfully and authentically engaged in defining the context that is supportive of new teachers and the profession. Excluding educators’ voices inevitably results in poorly designed and implemented attempts at building a stronger teacher workforce. Teacher unions will not stand as silent witness to decisions made by others; we will have our voices heard in determining the policies and programs that shape our profession. From our unique position as the largest education union in the U.S., CTA offers the ideas and recommendation included in this report based on our mission to promote quality teaching and learning, and grounded in the experience and expertise of the 325,000 educators we represent across California, the majority of whom are teachers.

The following Guiding Principles articulate what is necessary to prepare and support teachers at the beginning of their careers in order to improve student learning and advance the teaching profession.

Educators need to be at the forefront in developing the standards, assessments and credentialing policy that define entry into and advancement in our profession, the hallmark of a true profession. This will require that educators establish their professional culture as one where teaching knowledge and skill is acquired and shared by and among professionals, and this culture must be infused from the earliest point of preparation, through induction and into an advanced career. The California Teachers Association believes that identifying, developing and implementing policies and programs to ensure that a qualified and committed workforce gains entry into the teaching profession, and chooses to remain in the profession, will have a major impact on transforming PreK-12 education in California.
Guiding Principles

CTA believes these principles are the foundation for effective systems to prepare teachers, and support them through the early years of their professional careers.

1. Teacher preparation, early career support programs, and credentialing requirements are the foundations of a system to attract and develop teachers who possess the knowledge, ability and dispositions to assume their professional authority and to persevere in their pursuit of improving student learning.

2. The collective capacity of teachers and other educators continually transforms and advances the teaching profession.

3. An independent standards board composed of a majority of classroom teachers should set and maintain high standards for practice, safeguard professional autonomy for educators, and promote leadership within the profession.

4. The teacher workforce should reflect the diverse population in California. Multiple pathways into the teaching profession that meet the same high standards for licensure are essential.

5. Selection into teacher preparation programs requires consideration of a candidate’s academic preparation; dispositions for teaching; potential to enhance the collective efficacy of the profession; and understanding and respect for the diversity, academic abilities and assets of future students.

6. Pre-service teachers require adequate time in professional preparation supported with sufficient financial resources in order to acquire the knowledge and skills necessary for effective teaching.

7. Teacher preparation should build upon deep content knowledge and should incorporate content-specific pedagogy, reflection, teacher research/inquiry, collaborative practices, and extensive supported clinical experience in schools with students.

8. Teacher preparation and early career support programs should develop and foster the skills of collaboration among educators.

9. Teacher preparation programs require strong partnerships between institutions of higher education and PreK-12 school systems.

10. Induction and early career support programs are essential to supporting and developing quality teachers. These programs must be funded and provided at no cost to the teacher.

11. Effective induction programs and ongoing early career support meet the individual needs of the beginning teacher, are based on the specific teaching context and students of the beginning teacher, and foster support and professional growth without bureaucratic impediments.

12. Sufficient time and resources must be provided to the beginning teacher to fully participate in and benefit from an induction program and ongoing early career support.

13. The design, implementation and oversight of induction and early career support programs must primarily involve experienced practitioners.

14. Credentialing policy should establish and enforce high standards for professional practice while minimizing existing and potential barriers to entering and remaining in the profession.

15. Accreditation for preparation and induction programs must ensure that approved programs fulfill goals they were designed to achieve. The accrediting body must ensure that program participants are provided the expected level of education and institutional support, and that accreditation decisions are made by qualified and impartial reviewers, do not impose unnecessary reporting for programs, and result in program sanctions and termination when warranted.

16. The local teachers association must take a leadership role in shaping the experiences and environments of pre-service candidates and new members of the profession, utilizing its expertise as the exclusive bargaining representative and as the professional organization representing teachers and other certificated educators.
From the Perspective of Professional Capital

California teachers are justifiably proud of the accomplishments of their profession over the last 15 years. In 1999, the first year of California’s accountability system – the Academic Performance Index – only 13% of elementary school, 11% of middle schools and 5% of high schools reached the statewide growth target of 800 points on the API. In 2013, 56% of elementary schools, 50% of middle schools, and 31% of high schools scored at least 800 points on the API. Teachers also took the lead in ensuring that public schools would recover from the worst recession and deepest budget cuts in the state’s history by working to pass Proposition 30 in 2012, bringing billions of dollars for education services to students.

At the same time, teachers are keenly aware that our students, our schools and our profession deserve more. In order to take those further strides, CTA’s perspective on what actions should be pursued, and what processes should be chosen to pursue them, is based on the notion of strengthening professional capital. This perspective is foundational to the ideas offered in this report paper on pre-service preparation and early career support.

Professional capital, according to Hargreaves and Fullan (2012) is comprised of three elements:

<table>
<thead>
<tr>
<th>HUMAN CAPITAL</th>
<th>Social capital can be defined as the quantity and quality of human interaction. It encompasses teacher collaboration and building strong professional communities and networks, which in turn contribute to the development of productive activities among groups of educators. Hargreaves and Fullan assert that strategies that promote social capital are “cornerstones of transforming the profession.”</th>
</tr>
</thead>
<tbody>
<tr>
<td>SOCIAL CAPITAL</td>
<td>Decisional capital “is the ability to make discretionary judgments.” While the ability to make an individual decision about instruction is a necessary component of decisional capital, the use of decisional capital is not centered on individual decision-making. Teachers draw upon the advice, insights and experiences of other educators who are members of their professional community. This shared professional expertise is constantly practiced and perfected, building the capacity for informed judgment by all involved.</td>
</tr>
<tr>
<td>DECISIONAL CAPITAL</td>
<td>Human capital is the set of knowledge, skills, talents and attributes possessed by the individual teacher, aggregated to comprise the human resources available to a school or district. The qualities include factors such as content area knowledge – “knowing your subject and knowing how to teach it”. It also includes the understanding of child and adolescent development, comprehending how students’ learn and how best to assess that learning, selecting strategies for meeting specific student instructional needs, and possessing the ability to understand and incorporate the cultures and communities of students into the education experience.</td>
</tr>
</tbody>
</table>

To the three elements detailed above, CTA believes that community cultural capital must also be included to strengthen professional practice. Given California’s cultural and linguistic landscape, recognizing and utilizing cultural capital can be a transformative factor in teaching and learning. Teachers and students bring to the school community an array of knowledge and skills attained through cultural and familial networks shared by members of a specific cultural identity group. Community cultural knowledge evolves from the aspirational capital (the hopes, dreams and desires for a better future), linguistic capital (languages, communication skills), familial capital (cultural knowledge, traditions, historical memories, social cultural skills), social capital (community networks) and resistant capital (knowledge and skills acquired through negotiating unfriendly social and political structures or oppositional behavior) of specific cultural/racial identity groups. Sharing perspectives derived from community cultural capital can help teachers connect the curriculum to the students’ lived experiences.

CTA agrees with Fullan and Hargreaves’ assertion that “professional capital is the cornerstone that brings together and defines the critical elements of what it takes to create high quality and high performance in all professional practice – including teaching.” If professional capital in the teaching profession is to flourish, we must start by investing in the requisite skills and structures in pre-service preparation, induction and early career support.
Understanding who the teachers and students of California are provides a context for evaluating the necessity and suitability of the ideas proposed in this report paper.

There has been tremendous growth and change in California’s student demographics over the last several decades, including increasing numbers of English learners, immigrant students, students from families with two working parents, single parent households, and students living in government sponsored placements. In 2013-14 more than half (53%) of students in California’s public schools were Hispanic/Latino, up from 37% in 1994. Asian students comprise nearly 9% of the K-12 population and African-Americans account for 6.2% of students, a decline from 8.8% in 1995. Smaller numbers of Filipino (2.4%), Two or More Races (2.7%), Pacific Islander (0.5%), and American Indian/Alaska Native (0.6%) students are enrolled. In California, about three out of every four students in public schools are students of color. By comparison, the proportion of students who are Caucasian/White dropped from 42% in 1994 to 25% in 2013.

In Spring 2013, the California Department of Education identified 1,346,333 students as English learners, constituting 21.6 percent of the enrollment in California public schools. A total of 2,685,899 students speak a language other than English in their homes. This number represents about 43.1 percent of the state’s public school students. The majority of English learners (72 percent) are enrolled in the elementary grades, kindergarten through grade six.

Using the California Poverty Measure, 22 percent of Californians live in poverty, and that figure would be even higher if not for the state and federal safety nets, including CalFresh, the state’s food stamp program; CalWORKs, the state’s cash assistance program; and the federal Earned Income Tax Credit. If these programs were not in place, the child poverty rate would increase by another 12 percentage points, raising it from approximately 25 percent to nearly 37 percent of all children.

The increase in the types and variety of student characteristics has not been mirrored in the teacher candidate population or their experience base. Quite simply, most of California’s teachers do not look like the students they serve. 17.7% of teachers identify themselves as Hispanic/Latino, 5% as Asian, 4% as African-American, and 66.8% are Caucasian/White.

One other fact about the teachers in California is clear: according to the Center for the Future of Teaching and Learning (CFTL), the teaching force has been cut significantly. In their latest report on the status of the profession, the CFTL reported that the size of the student population increased between 2009-10 and 2010-11 but 13,000 fewer teachers were employed in the state’s K-12 public schools to serve that greater number of students. The number of new credentials issued in California between 2007-08 and 2011-12 fell from 23,320 to 16,450 annually. And the number of candidates actively seeking a teaching credential has seen a precipitous drop as well. In the five years between 2006-07 and 2010-11, the number of enrolled candidates in teacher preparation programs declined from nearly 52,000 to less than 35,000, a decrease of 33%. These alarming statistics underscore the need to recruit more teachers, including more from diverse linguistic, racial, ethnic and socioeconomic backgrounds, and ensure conditions that promote retention and development in the early years of teaching. Futernick (2007) identified the top three conditions articulated by teachers that lead them to stay in the profession: decision making authority, close professional relationships, and a sense of team among the school staff. Enhancing professional capital holds promise as one strategy to address the recruitment and retention problem.
SECTION II

Teacher Preparation

Answering the question of what is most important to instill and develop in the next generation of teachers elicits a variety of responses. California has codified its expectations in the California Standards for the Teaching Profession (CSTP), with a related subset of specific Teaching Performance Expectations (TPE) for teachers completing pre-service preparation and obtaining their first credential. CTA is supportive of the CSTP as a set of professional standards, and positions attainment of those standards for all teachers with the equally important goal of diversifying the teaching workforce. Teacher quality and teacher diversity are complementary goals that will best serve California’s K-12 students.

The CSTP and the TPE establish the standards of practice. In turn, the desired level of professional practice will be expressed through personal and professional dispositions possessed by teachers who are:

- Reflective
- Life-long learners
- Content specialists
- Resourceful
- Committed to action that reflect beliefs that all students can achieve and learn
- Participants in collegial work
- Assertive in assuming leadership in all aspects of their profession

We advocate for a more diverse teacher workforce because it contributes to improving student achievement and attainment. For example, we know that teachers of color:

- Tend to have higher academic expectations of students and the academic, personal and social performance of students of color increases when taught by teachers of color;
- Have demonstrated that when culturally responsive pedagogy and content specific approaches are used, academic performance climbs;
- Increase the level of student engagement in classrooms;
- Are less likely to refer Black and Latino students to special education and more likely to refer them to GATE programs;
- Advocate for the success of students of color.

Reaching the dual goals of teacher quality and diversity requires pre-service preparation programs that emphasize social justice, multicultural education and culturally responsive teaching. The work of recruiting and preparing a diverse workforce is challenging, and it does not diminish the responsibility for pre-service programs to prepare all teachers to be culturally responsive educators. Teachers, regardless of background, who are culturally responsive have a higher level of academic success with students who are low-income and racially/ethnically diverse.

If California is to meet its teacher workforce needs for the present and into the future, multiple pathways into the teaching profession are essential to enable entry for candidates with varying needs, experiences, and expectations. Multiple pathways are conducive to increasing the number of teachers from underrepresented ethnic, gender, and language groups as well as mid-career entrants. These pathways may also increase partnerships between institutions, and link the work of university faculty to the work of teacher activists, community organizations, parents, businesses, schools and districts, and teacher unions. These potential partnerships should provide reciprocal field experiences for prospective teachers and practitioners, professional networks and local businesses, university faculty and teachers, and university students and parents.
Early Career Identification

Establishing high school teacher career academies assists in identifying and introducing future teachers to the teaching profession and the world of a teacher. Enrolling students of color and students of poverty in high school teacher career academies ensure that students will receive field experience in teaching. The academy model encourages high schools to develop individualized instruction that engages students and may help them maintain an acceptable grade point average. These programs would serve as an early introduction into the world of teaching.

High school teacher academies serve additional purposes as they facilitate partnerships between college campuses and high schools. The partnership has the potential of providing access for college and university students to gain early field experience by volunteering to tutor K-12 students. Students from both educational systems could engage in community action research and develop curriculum models. High school and college students would learn to negotiate the world of teaching, in large part by developing professional relationships with teachers and teacher educators. Students would also gain access to the teaching profession through engagement in social opportunities with those working in the field of education and would have that participation recognized by others in the profession.

Paraprofessional Career Ladders

Programs that encourage and assist paraprofessionals to become teachers provide schools with individuals that bring valuable knowledge and perspectives into classrooms. Experienced para-professionals have already shown their ability to work with students and their willingness to work in the community. Paraprofessionals who become teachers are likely to stay in the profession longer than traditionally trained classroom teachers. When paraprofessionals come from the minority population in the community, as is often the case, students from the community benefit from having relatable role models. By removing financial, social, and academic barriers more of these valuable workers could move into teaching positions.

Paraprofessional to teacher preparation career ladders can capitalize on the attributes that paraprofessionals bring to the program, enabling the program to streamline their pathway into teaching. These programs can foster stronger school/university collaboration, improved introduction to teaching, and a graduated assumption of teaching roles as knowledge and skills are refined. Studies suggest that paraprofessional to teacher preparation program graduates bring a wealth of community and student knowledge to their practice, attributes that are highly regarded in today’s diverse classrooms. Several research projects conclude that in order to serve these paraprofessionals well, teacher education programs must set up partnerships with school districts to plan and implement a career ladder program, use multiple sources of information to select paraprofessionals for such a program, provide academic and social support services, adapt the teacher education program, and secure tuition assistance.

School district employers may find that offering paid tuition for paraprofessionals to attend school without losing valuable income is an investment that can have a large return in a stable and adequate future teaching force. Given the high cost of teacher turnover and teacher replacement, tuition assistance that encourages established paraprofessionals to enter teaching and stay with the district can be viewed as a cost saving measure. For example, the National Commission on Teaching and America’s Future (NCTAF) estimated that Oakland USD spends more than $12M annually in replacing teachers and Los Angeles USD spends more than $94M annually. The study also found that teacher turnover is highest in high-minority, high-poverty, and low-performing schools.

As a result, those schools spend a higher percentage of available funding on teacher turnover than do high-performing, low-minority, and low-poverty schools because they spend significantly more on teacher recruitment, hiring, orientation, and separation. Redirecting dollars to support paraprofessional career ladders is a reasonable strategy to reduce the waste of those dollars through teacher turnover.
Undergraduate Teacher Preparation

In addition to high school academies, undergraduate teacher preparation can be a promising area as an earlier entry to pre-service preparation than is typical in California today. One strength of undergraduate pre-service programs is the potential for closer collaboration between colleges housing the arts and sciences and colleges of education, when both exist at a college or university. Departments beyond the college of education could have multiple and single subject matter options that would assure that teachers are content ready. By establishing partnerships between colleges of education and departments in the arts and sciences, teacher preparation would become a more university-wide endeavor for those IHEs that operate in silos. Colleges and universities would need to consider and resolve issues such as competitiveness among the varied disciplines, the tendency to create two-tier programs, and the assignment of responsibility for programs and field experiences to full-time tenure track faculty. Although not common in California, undergraduate pre-service programs have been successful for students who are early-deciders on a career in teaching and provide the benefit of extended preparation time not always available in a post-baccalaureate “fifth year” program.

Post-baccalaureate Fifth Year Programs

The most traditional and typical pathway to receive a teaching credential in California is through a post-baccalaureate program completed after receiving a BA or BS degree in a disciplinary field. The undergraduate degree is assumed to provide the necessary content knowledge as long as it has been earned through a Commission on Teacher Credentialing (CTC) approved subject matter program. The post-baccalaureate pre-service preparation program focuses on providing coursework to develop understanding of the principles of pedagogy combined with placement in a supervised teaching practicum. Pre-service program providers work with school districts to place pre-service teachers with master/cooperating teachers in K-6 classes for the multiple-subject candidates and 7-12 classes for single subject credential candidates. The length of the supervised teaching varies greatly from program to program and according to California’s 2011-12 HEA Title II Institutional and Program Report Card (IPRC) ranges from 135 to 1,600 hours. The master teacher models and guides the pre-service candidate in day-to-day classroom management, planning, instruction and assessment, and gradually releases responsibility for the classroom to the pre-service candidate. Pre-service program supervisors provide additional support through planned observations, feedback and conferences and can facilitate the relationship between the cooperating teacher and candidate.

The tradition of assigning pre-service credential candidates to work with practicing master teachers is designed to allow the pre-service candidates to hone their skills in a protected setting with continual support. For this reason, strong processes for the selection, training and support of master teachers is essential to provide quality models and mentors for pre-service teachers. The extent to which pre-service candidates are accepted and recognized as members of the school community or viewed as temporary outsiders influences the degree to which the experience authentically mirrors the expectations for professional involvement outside the classroom that the candidates will face when they accept their first teaching job.

Supervised teaching is typically undertaken without pay and candidates are often concurrently completing their pedagogy coursework at night. Many pre-service preparation programs offer the option of earning a Master’s degree in addition to the teaching credential, an option exercised by candidates who view that as an opportunity to maximize their learning experiences and education tuition dollars. Having to forgo earning a regular income during much of the supervised teaching practicum can be a barrier into teaching for candidates without other forms of support.

STUDENT CTA
Empower Students, Inspire Change

Student CTA members exemplify the peer support and collective leadership that are the essence of professional capital. Student CTA believes:

1. In developing qualified, skilled and passionate future educators prepared to address evolving challenges in the profession.
2. In gaining a personal understanding of our profession to inspire change through political action.
3. Community service helps future educators develop, foster and improve the community and creates positive relationships.
4. In supporting a diverse membership and working to promote a public education system that values the diversity of our state.
California’s alternative pathway to earn a teaching credential is through a CTC-approved intern program. Intern programs require that pre-service candidates are enrolled in an intern program sponsored by a college, university, school district or county office of education. Intern program providers partner with one or more employing districts to create a pathway that allows pre-service candidates to complete their program coursework concurrently with a paid teaching position. To qualify, the intern must complete 120 hours of preparation in specified areas before becoming the teacher of record, and have earned a BA/BS degree, satisfied the basic skills requirement, demonstrate subject matter competence, complete the US Constitution requirement and pass background checks. Because the same requirements are met in the completion of an Intern program as are met in a traditional program, both pathways result in the same preliminary teaching credential being awarded. An intern program is an alternative in the sense that there are differences in the typical duration of the program, in the employment status of the credential candidate, and in the order in which requirements are met, but intern programs maintain the same high standards of preparation as the traditional post-baccalaureate pathway.

The intern credential preparation program requires strong collaboration between the intern program provider and the employing district, with both parties sharing responsibilities for support and supervision of the intern while they are employed and authorized to teach by the intern credential. Unlike the traditional fifth-year pathway, the intern is the teacher of record and is not working under the daily guidance and supervision of a master teacher/cooperating teacher, making sufficient and relevant support structures even more crucial to the intern’s success in becoming an effective teacher.

Many who enter the teaching profession as “late deciders” enter through the intern pathway. After spending several years in their first profession, many mathematicians, architects, business executives, military officers and others representing a variety of vocations elect to end that career and begin a second career as classroom teachers. The experience and maturity of these second career candidates are beneficial for students, and often the intern pathway attracts candidates from racial, ethnic, or language groups that are under-represented, thus diversifying the teaching workforce. Earning a salary at the same time the candidate completes the requirements for a credential through the intern pathway provides access to teaching for many who would otherwise be unable to become a teacher. However, because most career changers have been contributing to the social security system, a financial obstacle may still exist for those intern candidates in the social security offset and the windfall elimination provisions, barriers that must be removed.

Teacher Residencies

Teacher residency programs take many forms and can be adapted to undergraduate, post-baccalaureate, and blended teacher preparation programs. By definition, a teacher residency is a mutually beneficial partnership between teacher education programs, practicing teachers, schools and districts, teacher unions and other interested partners who work together to design and implement a program of pre-service preparation that may also include induction and early career support for teachers.

In a teacher residency, credential candidates are provided opportunities to fully integrate educational theory and school practice as a concurrent, recursive and supported learning to teach experience. Teacher residency programs must include deliberate collaboration and partnerships between practitioners, administrators, teacher educators, teacher unions, and other communities of interest. Residencies work to produce culturally responsive teachers who address specific student populations, local district initiatives and priorities, and teacher preparation program emphases, while maintaining high state-established standards for credentialing. The teacher residency model can offer the opportunity for an accelerated, integrated preparation and early career support experience for candidates ready for the challenge.

It is the concentration and focus given to three components of the pre-service program that distinguish it as a “residency”, even though those same components may be seen to a lesser degree in other preparation pathways. These components are: partnerships, integration, and intensive support.
What is a Teacher Residency?

Partnerships

CTA recognizes the importance of continuing and on-going relationships between practicing teachers, teacher preparation programs, schools and districts, teacher unions and the greater community where the teacher resident is located. Residencies require authentic, collaborative partnerships so that all stakeholders:

- have an investment in the residents’ success;
- bring their differing expertise and perspectives to benefit the program;
- can ensure that locally-identified priorities as well as institutional requirements are achieved;
- participate in a process of reflection and assessment of program quality and continued growth for the partner schools, districts, teacher unions and program providers involved;
- share a venue for critical conversations among partners on issues of importance to the diverse communities in which they practice;
- support opportunities for experienced teachers to lead their profession and connect their on-going professional growth with their classroom practice for the benefit of their students.

Every aspect of the residency is generated by the partnership, from the selection and placement of residents, to the development of curriculum and the quality, duration and breadth of the activities the residents will experience. The partnership is jointly responsible for the selection, support and training of cooperating master teachers. Teacher residency models are designed to eliminate the traditional segregation of responsibilities among the various partners. For example, college and university-based faculty traditionally teach content and pedagogy courses in preparation programs with little input from teacher practitioners, even though many IHE faculty have very limited time in today's classrooms. At the same time, experienced teachers have restricted opportunities to act as producers and consumers of pioneering educational research. Moreover, teachers have few opportunities to contribute to the preparation of their future colleagues and share the expertise they have developed in the classroom. That bifurcation cannot exist in robust residency programs. The strength of residency models is that all members of the partnership both contribute to and benefit from their collaboration.

Integration

Virtually every pre-service preparation provider seeks to design a program that links the theory and science of teaching to the practice or application in teaching. The goal of combining theory with practice in an authentic setting that allows pre-service candidates to follow the learn/apply/reflect/revise cycle is both well recognized and too rarely achieved. A teacher preparation program must instill in teacher candidates knowledge and understanding of how students learn as a basis for making informed curricular and instructional decisions that result in student learning. As teachers implement pedagogical practices they should reflect on their theoretical understanding to answer critical instructional questions, such as: How can I help my students learn a difficult concept? What instructional strategy would help my culturally diverse students to understand the content matter I seek to teach them? Which assessment tool shall I pick to measure this student’s learning outcome? Every time a teacher decides which pedagogical practice will be used to deconstruct a difficult concept for students in his/her classroom, the teacher negotiates theory.

Theory must inform the act of teaching. However, a teachers’ theoretical framework (ideas and thoughts about teaching and learning) is useless if he or she does not connect it directly to classroom practice. If pre-service teachers are to benefit from reflection on practice, they must have extended time in classrooms to actually teach in a supportive situation which incorporates increasing responsibility in concert with the pre-service teacher’s increasing instructional skill. Therefore, the school site is the locus of learning for the pre-service candidate in a residency and all partners in the endeavor focus on working with the candidate in that authentic, student-centered setting. Professional Development Schools (PDS) were designed to support comprehensive learning-to-teach models such as the residencies described here, and although not every residency will be housed in a formally-designated PDS, the elements of job-embedded learning through collaborative inquiry that benefits candidates, cooperating teachers, university faculty and the school overall are central to successful residencies. Residencies are appropriately designed to overcome the traditional approach of theory and research being left for the university and the practice of teaching left to the teacher practitioner.
CTA envisions residencies as an accelerated model of teacher preparation and early career support. Using a challenge/support matrix, residencies are able to consider accelerating the timeframe of teacher preparation and linked induction because of the length and intensity of clinical practice combined with individual and collaborative peer support and mentoring, enacted in schools and districts that foster collaboration among practitioners. The high challenge placed on the pre-service teachers in a residency must be commensurate with the support provided to the credential candidates in order to ensure the quality of the residency experience in producing new teachers who are fully ready to assume their professional responsibilities. CTA concurs with the recommendation of the National Education Association that the pre-service segment of a residency should be a minimum of one year in duration while recognizing that such an intensive program may allow for an induction phase that is shorter than the typical two-year duration seen throughout many programs in California.

When the residency program partnership extends the system of support that began in pre-service by sponsoring an induction program, it allows the new teacher to transition to full professional practice in a familiar cohort of colleagues and mentors, within a known environment, lessening one stressor on the new teacher. This coordinated approach to comprehensive early career development reduces the duplication of requirements and activities that can result when adequate coordination between pre-service and induction providers is lacking. The linking of preparation and induction can also diminish unintended gaps in providing necessary support that may occur when providers are not fully aware of what has been or will be provided at a different phase of the learning to teach continuum.

It is evident that a residency is not a pathway that fits the needs of every pre-service candidate and should not be attempted by those who are not prepared for the commitment it requires. Residencies should be one option among other preparation options, undertaken on a voluntary basis with full prior advising and careful selection of the candidates for the program.
Other Essential Components of Pre-Service Preparation

The pre-service experience sets the direction for the mastery of content and pedagogical knowledge as prospective teachers concurrently learn to develop relationships with students, parents and colleagues. Pre-service programs introduce the prospective teacher to the realities of the classroom experience and provide the theoretical, practical and social support an effective educator requires. Although program providers meet standards for program quality as established by the Commission on Teacher Credentialing, this report highlights a few components that warrant further discussion.

Early and Extensive Field Experience

Early field experiences set the foundation for teacher practice and provide a cognitive context for deep understanding of theories, strategies and practices throughout pre-service teacher preparation. Strong teacher preparation programs provide extensive early experiences in classroom and school settings, recognizing that teaching is a clinical practice. Numerous models exist, including service learning programs wherein early pre-service candidates partner with neighborhood schools to design lessons and provide classroom and after school instruction under the direction of certificated staff. Program providers can also enhance early coursework at the undergraduate or post-baccalaureate level by centering activities in the classroom and on community sites, working with parents and community members to learn about the funds of knowledge existing in the local context. All of these early experiences enrich the later supervised teaching required for earning a credential.

Preparing Culturally Responsive Teachers

Culturally responsive teachers must learn to negotiate the complex classroom and school environment that includes a range of student differences. To do so, pre-service teachers must be able to:

- Learn about and value the cultural and linguistic knowledge present in their students
- Design culturally responsive, social justice-centered curriculum that facilitates academic success
- Counter stereotypes and challenge deficit views of students
- Examine their own identities, their personal experiences with racism, sexism and other forms of oppression, and the effect of identity and experiences on their teaching practice.

To support the development of teachers with the desired skills and dispositions, preparation programs must evolve as well. A traditional focus on diversity and celebration should expand into challenging and critiquing power relations, institutional discrimination, and injustice. Program curriculum should prepare candidates to recognize and address issues related to race and ethnicity, as well as the needs of GLBTQ students, English learners, students with disabilities and immigrant students. As articulated in other sections of this report, instilling a theoretical understanding is insufficient in preparing culturally responsive teachers. Pre-service candidates should be deeply involved in projects, participatory action research, and building a social movement for educational, environmental and economic justice.

Assessment of Professional Readiness

Assessment of professional readiness is essential to ensure qualified teachers upon initial certification. The assessment of pre-service candidates should be the result of cumulative activity with artifacts, student work product and assessment materials collected over time. The collected data can be used to inform pre-service candidate needs as well as preparation program improvement decisions. In support of building professional cultures and instilling collaborative behaviors in candidates, interactive assessment processes that include the candidate, program faculty, cooperating/master teachers, field supervisors and others who work closely together are appropriate. Reliance on the assessment of pre-service candidates by distant scorers who use reductive assessment tools to evaluate a limited sub-set of teaching skills does not provide adequate and meaningful information for determining candidate readiness to teach. Multiple measures, including authentic teacher performance assessments, should be used to: focus on improving practice, determine points of readiness, and engage candidates and teacher educators in continuous, evidence-based learning.
SECTION III

Induction

The pressure on new teachers is enormous. Beyond the obvious pressures many new teachers face of entering the profession burdened with student debt, sometimes relocating to a new community in order to obtain a first teaching position, and the challenges attendant to the complex responsibilities of their chosen field, historically new teachers have also faced the uncertainty of working in isolation with little guidance from mentors, colleagues, and principals. Moreover, nearly a quarter of these new teachers in California grapple with the insecurity of full and permanent employment.

In response, over the last two decades California established and codified an induction system that was intended to provide both support and formative assessment for new teachers during their first two years in the classroom. From its inception, the Beginning Teacher Support and Assessment (BTSA) program was jointly administered by the Commission on Teacher Credentialing (CTC) and the California Department of Education (CDE), and funding for all participating teachers was a categorical item in the state’s education budget. New teacher induction was so highly regarded that legislation enacted in 1998 (SB 2042) and 2004 (AB 2210) made induction a requirement for earning a clear credential, unless the employer verifies that an induction program is not available. Induction began as an opportunity and then a requirement for general education teachers, and was later extended to preliminary special education credential holders and preliminary administrative services credential holders. Over time, induction programs have been fully integrated into the credentialing system in California and each program must meet the Standards for Quality and Effectiveness in order to be initially approved and periodically re-accredited by the CTC. What began as locally designed and implemented teacher support systems were transformed into fully regulated programs that fulfill statutory requirements, conform to state policy and serve the greater public interest.

The success that new teachers experience is shaped during the crucial first years that link pre-service preparation to practice – the years targeted for intervention by the BTSA Induction program. In large measure, the BTSA Induction program garnered its reputation based on the assistance provided to new teachers that enabled them to be more successful in fostering student learning and on the retention rates of new teachers that far surpassed national norms. The CTC reported that in 2008, 87% of teachers who participated in a BTSA program were still teaching five years later. That number dropped to 75% in 2010, a change that was attributed in part to lay-offs due to budget cuts. These numbers contrast with the national average of one-third of teachers leaving after the first three years and nearly half leaving the profession by the five year mark. For these reasons, California invested in BTSA induction, with more than 30,000 new teachers participating in the program at its apex in 2007-08 at a cost to the state of more than $128M.

The foundation of BTSA Induction, and the component found most valuable by all participants, is the relationship between the beginning teacher and the support provider/mentor. In annual statewide surveys of participants conducted by the CTC/CDE, in feedback from CTA members to organizational surveys, and through conversations with program participants, school site administrators, induction program leaders, and alumni of BTSA Induction program, there is near unanimity that the mentoring relationship is primary to induction success. At times, the mentoring relationship may be one-to-one, while at other times one or more mentors may provide support to a cohort of new teachers, which simultaneously strengthens the lateral support network among the new teacher peers. What matters most is that support is provided at the time and in the manner that best meets the individual needs of the beginning teachers. This primary relationship highlights the need for care in the selection, training and ongoing support of the mentors/support providers.
There are now 152 LEA-sponsored induction programs operating throughout California, either as single district programs or consortia programs sponsored by districts or county offices of education. In 2013-14, approximately half of the 18,542 beginning teachers participating in induction were enrolled in the 28 programs run by county offices of education. The 65 district run consortia enrolled slightly over one-quarter of the total participating teachers and the 59 single district programs enrolled slightly under the remaining one-quarter of participants. There are 4 approved induction programs offered by institutions of higher education, one at a UC campus and 3 at private institutions.

For general education teachers with a preliminary credential, if the employer verifies that no induction program is available, the teacher may enroll in a CTC-approved clear credential program rather than an induction program. 21 such programs exists in California, only 5 of which are offered at public colleges or universities, limiting access for beginning teachers who follow that option. The CTC describes a clear credential program as a contingency option and views it as a “light” version of induction with less intensive support, mentoring and guidance because in clear induction programs, there is no support provider assigned to work directly with the new teacher. Given that the mentoring relationship is the foundation of much of the success attributed to induction, the lack of that essential component raises concerns.

Beginning in 1995, categorical BTSA induction funding provided a stable fiscal resource for programs, and teachers were provided induction at no charge. In 2009-10 with the passage of a state education budget that allowed flexible funding for categorical programs, a few districts and county offices of education began to shift funds away from induction towards other educational priorities. This initial flexibility coincided with a period of reduced hiring of new teachers; in 2008-09, over 27,000 new teachers were participating in BTSA Induction whereas just one year later in 2009-10, the first year of flexible funding, that number had dropped by nearly 10,000 teachers to 17,982 served. By the beginning of 2013-14, about 8% of LEA-sponsored induction programs had ceased operation, either temporarily or permanently.

With the advent of Local Control Funding Formula (LCFF) in 2013-14, funds that were previously dedicated to induction were redirected into the formula with no requirement for LEAs to spend LCFF funds on teacher induction. However, the requirement that teachers clear their credentials through induction remains in statute, and that mandate falls to the individual teacher to fulfill regardless of funding available. In early reports from 2013-14, the first year of LCFF, a number of teachers are now paying in whole or in part for their induction program because their employer has chosen to direct the LCFF resources elsewhere. Although complete data on the extent to which costs are shifting to teachers are not available, the CTC has reported that teachers in some induction programs are being charged up to $3,000 annually for their participation and testimony from various program providers indicates that the number of programs charging teachers as well as the amount charged will likely increase over time.
Re-examining Induction Programs and Structures

CTA believes that induction is a state function, as is all credentialing for teachers and other certificated educators, and therefore must be distinguished from other locally-determined professional development and teacher support programs. In the current era of local control funding and decision making, finding the appropriate balance between state regulation, local priorities, and professional control and influence is challenging yet achievable. To attain that goal, CTA recommends four areas for action: review and update program standards; require employer reporting on advice and support provided; focus induction on building sustainable communities of practice; and correct funding inequities.

**Review and update program standards**

The Commission on Teacher Credentialing controls the quality of pre-service preparation and induction programs through the function of standards-based initial program approval and ongoing accreditation. Some modifications to program standards will serve to better prepare new teachers to understand their responsibilities and options in clearing their credential. Specifically, pre-service preparation program standards should require providers to:

- Work with candidates to develop a transition plan including areas identified by the candidate for professional growth as a starting point for induction.
- Provide information to candidates about induction requirements, timelines, how to assess the level of support provided by potential employers, and options if induction is not provided by the employer.

Additionally, teacher induction program standards should be reviewed to consider a model of induction more aligned to that of the administrative services induction program which is a context specific mentor-based model, combined with individualized professional learning opportunities where formative assessment is less formulaic and becomes a relevant, individualized process rather than a bureaucratic requirement.

**Require employer reporting on advice and support**

The CTC has historically used the regulatory process to include limited employer responsibilities on credentials of various types; these come into effect upon hire of teachers who hold the identified credential authorizations.

At present, there are no employer responsibilities associated with a preliminary teaching credential. Employers who hire teachers holding preliminary credentials should be required to report to the CTC annually that the preliminary credential holder:

- Was advised by the employer on the types and associated costs of induction support provided to new teachers in the district, prior to or upon hire.
- Was or was not provided a CTC-approved induction program directly by the employer or through a consortium of which the employer is a partner, and any costs actually assumed by the teacher in the provision of that program.

The CTC should then post the information provided by employers to its website as a public information resource.

**Focus induction on building sustainable communities of practice**

By design, induction programs provide individualized support to new teachers. However, individualized support should not be misconstrued as requiring isolated practice. Excellent teaching is built over time within a community of practice through the development of professional capital. Induction programs are the foundation for establishing the professional community, yet an explicit focus on communities of practice is often missing from the culture of induction, an absence that must be remedied. Induction programs that have successfully built this focus on communities of practice can be exemplars for other induction program developers and providers.
Correct funding inequities

When California instituted the requirement that teachers complete an induction program in order to obtain a clear credential, the decision was made with the expectation that funding for induction would be provided; the expectation was fulfilled through a dedicated state funding stream. High quality induction entails costs, and although the benefits of induction in both fiscal and teaching quality measures are justified, the costs must be borne by some party. CTA believes the teacher cannot be the party bearing those costs.

Because the dedicated state funding stream ceased to exist with the advent of Local Control Funding Formula, the response to the change should not be to shift the cost onto the teacher. Such cost shifting discourages potential candidates from pursuing teaching as a career, especially candidates from low-income backgrounds. With some employers funding induction while other employers require teachers to shoulder the burden, over time the impact on the distribution of teachers will be significant. The equitable distribution of teachers, especially new teachers, has been the subject of policy debates, lawsuits, and federal legislation under ESEA and disparate access to employer-funded induction will only exacerbate existing disparities.

It is important to note that although funding is no longer earmarked for induction, the fiscal resources have not disappeared. On the contrary, more funding is flowing to LEAs now than has been the case over the last several years. There is sufficient funding at the local level to support quality induction programs and it is incumbent upon local decision makers to prioritize their funding to do so. The Local Control Accountability Plan (LCAP) provides the justification and the mechanism for doing so.
Induction programs are typically one to two years in duration and are designed to assist and support the new teacher in those initial years in the classroom. When induction ends, however, the need for early career support continues. There is no definitive marker between early career and mid-career, but there is general agreement in the field that the first 5-7 years of teaching deserve to be identified as “early career” with beginning teacher retention being commonly measured at the 5 year point. The anecdotal evidence indicates, and research confirms, that for “leavers” and “stayers” alike, these early years are critical because they define a legacy for the remainder of the individual’s career. Yet in far too many instances the new teacher who completes an induction program is once again isolated in a culture of solitary practice simply because there are few structures or expectations to continue to engage in a professional community of practice.

When induction programs focus on building communities of practice, the foundation for continuing early career support is established. The process becomes self-perpetuating as over time, well-supported newer teachers remain in the profession, gain experience, acquire highly-developed collaborative skills, and become the accomplished teacher leaders who maintain and extend professional capital throughout the teaching networks in their schools and districts. The activities that sustain such communities of practice provide pathways for growth at every stage of a teacher’s career, as envisioned in CTA’s Teacher Evaluation Framework.

Recognizing that extended time for support while learning to teach is central to long term success for teachers, three components should be considered in ongoing early career support: purpose, structure, and content.

| PURPOSE | At its core, the purpose of a continuing early career support system is twofold. First, as they begin their careers, teachers need time to learn in a supportive setting. Although the required induction system in California focuses on the first year or two of teaching, the learning curve for the subsequent five years is also steep and warrants attention. The continuation of early career support recognizes and validates the challenges that teachers encounter during these years. Second, an ongoing early career system promotes a sense of belonging and a sense of connectedness to the school community for newer teachers. In turn, that engenders a school culture that owns its responsibility for the wellbeing of its newer teachers. |
| STRUCTURE | No single structure will be effective in every context but an essential feature of a continuing early career support structure would be an active intra and inter school network that links newer teachers with their more experienced colleagues and with one another. An effective structure would also provide time and resources to teachers to collaborate with colleagues on learning and refining practices germane to building professional expertise. This type of authentic situated learning is what enables fundamental change in schools to occur. |
Inquiry into the problems of practice will drive the content of an ongoing early career support program and consequently, topics will be individualized to the given context and student population of the newer teachers. With that caveat, expected emphases might be on issues such as classroom management and student engagement, student assessment techniques, working with parents, connecting with the community, differentiating instruction to meet diverse student needs, and identifying professional learning needs and accessing relevant resources. Opportunities for observation, experimentation, reflection, planning and feedback would facilitate the inquiry process into the selected content.

Local teacher unions can play an important role as an equal status partner with the district and other stakeholders in convening and facilitating early career support networks. Central to CTA’s long term Strategic Plan is the notion that the union must evolve to build on its gains at the bargaining table and in the political arena by engaging more actively as advocate on behalf of teachers for improving the conditions of teaching and learning; assuming leadership in establishing early career support networks is an opportunity that should be seized. It is one more avenue to expand the traditional role of teacher unions and transform the profession for the future.
Given California’s need to recruit, prepare and retain qualified teachers for the state’s public schools, credentialing requirements and policies play a significant role in reaching the goal of sufficiency and quality of the teaching workforce.

As California works to ensure that the state has a sufficient number of teachers for its student population, the tendency to reduce the standards for entry into the profession must be avoided. In a departure from decades past, 98.4% of California teachers are credentialed, a higher proportion than the 1990s and early 2000s when large numbers of teachers were hired without sufficient preparation and worked using temporary authorizations or emergency permits. Instead, California must look to new models of preparation and early career support that intensify the quality and quantity of support given to teacher candidates and new teachers as they prepare for and enter the classroom, and continue to develop as professional educators. As stated in a National Education Association 2011 report, “The first step in transforming our profession is to strengthen and maintain strong and uniform standards for preparation and admission….we must ensure that they [teachers] are effective practitioners before they are assigned as teacher of record.”

Although the specific credentialing issues before agencies and organizations will differ over time, the criteria above pertaining to policy and requirements should apply to all decisions before the legislature, the CTC, and other agencies that establish, monitor and enforce the credentialing system. At present, there are some current issues under discussion and consideration where CTA offers more detailed recommendations below.

<table>
<thead>
<tr>
<th>CTA believes credentialing requirements should meet the following criteria:</th>
</tr>
</thead>
<tbody>
<tr>
<td>ESTABLISH and enforce high standards for professional practice.</td>
</tr>
<tr>
<td>MINIMIZE existing and potential barriers to entering and remaining in the profession.</td>
</tr>
<tr>
<td>ENSURE a sufficient workforce for California’s K-12 schools.</td>
</tr>
<tr>
<td>UTILIZE strategies and incentives to recruit and retain excellent teachers for the students of California.</td>
</tr>
<tr>
<td>ADVANCE the status and reputation of the teaching profession.</td>
</tr>
<tr>
<td>MAINTAIN appropriate flexibility for assignment in various settings and subjects without diminishing disciplinary expertise or creating inferior teaching and learning conditions.</td>
</tr>
</tbody>
</table>
California’s Statewide Special Education Task Force was instituted in 2013 and charged with examining the funding, credentialing and delivery service options that affect students with disabilities. The premise of the Task Force is that the prevailing model in California of isolating special education as a separate and parallel education system from general education is fundamentally flawed and that “inclusive practices, integrated systems, and coherence are essential to provide high-quality, cost-effective special education programs within (rather than apart from) a well-articulated system of education”. The Task Force is expected to develop a set of recommendations that will be forwarded to the State Board of Education, the CTC, and the CA Department of Education for consideration, adoption and implementation; the recommendations are expected by early 2015.

Essential concepts that inform and guide CTA’s position in working with this statewide initiative as they concern credentialing include:
• A framework for understanding and implementing integrated educational service delivery systems for all students, broadly categorized as Multi-Tiered Systems of Support (MTSS) or Response to Intervention and Instruction (RTI2), needs to be articulated as a model for the state.
• General education teachers must have sufficient preparation and training to effectively meet the needs of students with disabilities assigned to their classrooms. Special education teachers must have sufficient preparation and training to effectively teach core curriculum (Common Core State Standards) to students with disabilities, using appropriate supports.
• Attempts to increase the flexibility of credentialing to accommodate a growing array of service delivery models and settings should be considered only when sufficient resources are committed so that class sizes and caseloads are appropriate to best meet the needs of students and teachers. Although working conditions are under the purview of employers rather than the CTC, CTA intends to use its strength in advocacy to link the consequences of credential changes to teaching, learning and working conditions and ensure that both are considered simultaneously by the CDE, SBE, CTC and the legislature as appropriate.
• Early and extensive practicum experience in a variety of settings under the guidance of experienced mentor-colleagues at the pre-service level is essential in preparing teachers to meet the needs of the variety of students they will teach in their own classrooms and settings, and for teachers to decide if they want to become special educators.
• Options should be available to all experienced/veteran teachers to expand their expertise in working with the variety of students they teach in their own classrooms and settings. These opportunities to build skill and receive additional credential authorizations should be voluntary and fully supported by the state and the employer.

To be an effective educator, continued learning to strengthen teaching is critical; quality teaching requires ongoing learning. Participation in professional development provides teachers with the opportunity to enhance classroom practices which in turn improves the learning experience of each student. As the field of education evolves, continuing education and professional development is invaluable. Consequently, the question has been raised—should there be a professional development requirement to credential renewal?

Prior to 2007, California teachers were required to participate in 150-hours of professional development and submit evidence to the California Commission on Teaching Credential as part of the credential renewal process every 5 years. With the passage of SB 1209 in 2006, this requirement was removed. The legislature’s intent in changing the requirement is that all teachers should participate in professional development and that local school districts would offer comprehensive programs to provide a wide range of options for educators. This emphasis on local control of the design and delivery of professional development is well-aligned with the new local control funding formula (LCFF) that requires prioritizing of district initiatives to meet identified student and educator needs. In addition, for professional development to have impact on changing practice, teachers must perceive the activities undertaken to be meaningful.
Tying professional development to credential renewal, as demonstrated in the years prior to 2007, diminishes the immediacy and personal relevance of the learning experience and relegates it to a bureaucratic requirement that is often perceived as meaningless. Teachers do not want the burden of validating professional development experiences for the purpose of credential renewal, especially if it comes at the expense of improving the quality and relevance of the learning opportunities available to them. Bargaining the processes and content of professional development is also available to educators at the local level and absent from state systems of professional learning. For these reasons, CTA does not support linking a professional development requirement to credential renewal.


