

California's Teaching Force

Key Issues and Trends 2002

The Center for the Future of Teaching and Learning

The California State University Institute for Education Reform
Policy Analysis for California Education
The University of California, Office of the President
WestEd

Research conducted by SRI International

Teaching and
California's
Future



This report was produced by The Center for the Future of Teaching and Learning along with our co-sponsors — The California State University Institute for Education Reform; Policy Analysis for California Education; The University of California, Office of the President; and WestEd.

Funding for this initiative was generously provided by The Ford Foundation, The William and Flora Hewlett Foundation, The James Irvine Foundation, The Walter S. Johnson Foundation, The Stuart Foundation, and Washington Mutual Foundation.

The report is based on research produced by SRI International of Menlo Park, CA.

Editorial and design by KSA-Plus Communications of Arlington, VA. Promotion by Stone's Throw Communications of Manhattan Beach, CA.

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The Center for the Future of Teaching and Learning
133 Mission Street, Suite 220
Santa Cruz, CA 95060
www.cftl.org

We have been issuing reports on the status of California's teaching force since 1999 with the first release of *The Status of the Teaching Profession*. The following pages provide a brief snapshot of where we are, where we seem to be heading and where we need to go.

This report, in this form, is meant to provide a brief overview in an easy-to-understand format. For those people who want more details or further explanation, an expansive report is on our Web site — www.cftl.org — which is linked to other sites that provide information about teachers and schools.

A Continuing Crisis

California is a big, complex state where contention often drowns consensus.

But one of the few places where there is clear consensus is the need to improve our public schools and the understanding that we need a top-quality teaching force for that improvement to occur.

To their credit, California's leaders have applied attention and resources in the past few years to strengthening the teaching force. There have been some slight improvements, but there is still a long way to go. Consider:

- The gap between the number of credentialed teachers being produced and the number the state needs is expected to grow significantly over the next decade.
- One in seven California teachers does not yet have even a preliminary teaching credential.
- About half of all new teachers are entering their classrooms without benefit of a preliminary credential or having practiced teaching under the supervision of a veteran teacher.
- Poor students are far more likely than their wealthier counterparts to face teachers who are underprepared and inexperienced.
- Students in California's lowest-performing schools also are far more likely to face teachers who are underprepared and inexperienced.



These are all huge problems. And California's severe budget crisis will make further improvements even more challenging for the state's policymakers, who will have to be creative and focused to ensure that every student has teachers who are both fully qualified and effective.

For the past several years, our reports have examined California's shortage of teachers who are fully qualified and willing to take available teaching jobs.

That shortage continues. In the 2001–02 school year, there were almost 42,000 underprepared teachers — teachers who had not completed a teacher preparation program and did not have a preliminary credential issued by the state. This represents about 14 percent — one in seven — of all the public school teachers in California.

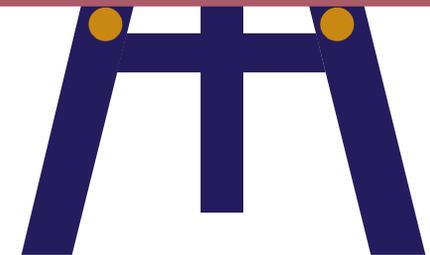
We can take a bit of solace in the fact that this represents about 700 fewer underprepared teachers than there were in the 2000–01 school year.

Unfortunately, however, the situation is expected to get far worse as a result of teacher retirements and growth in the number of students.

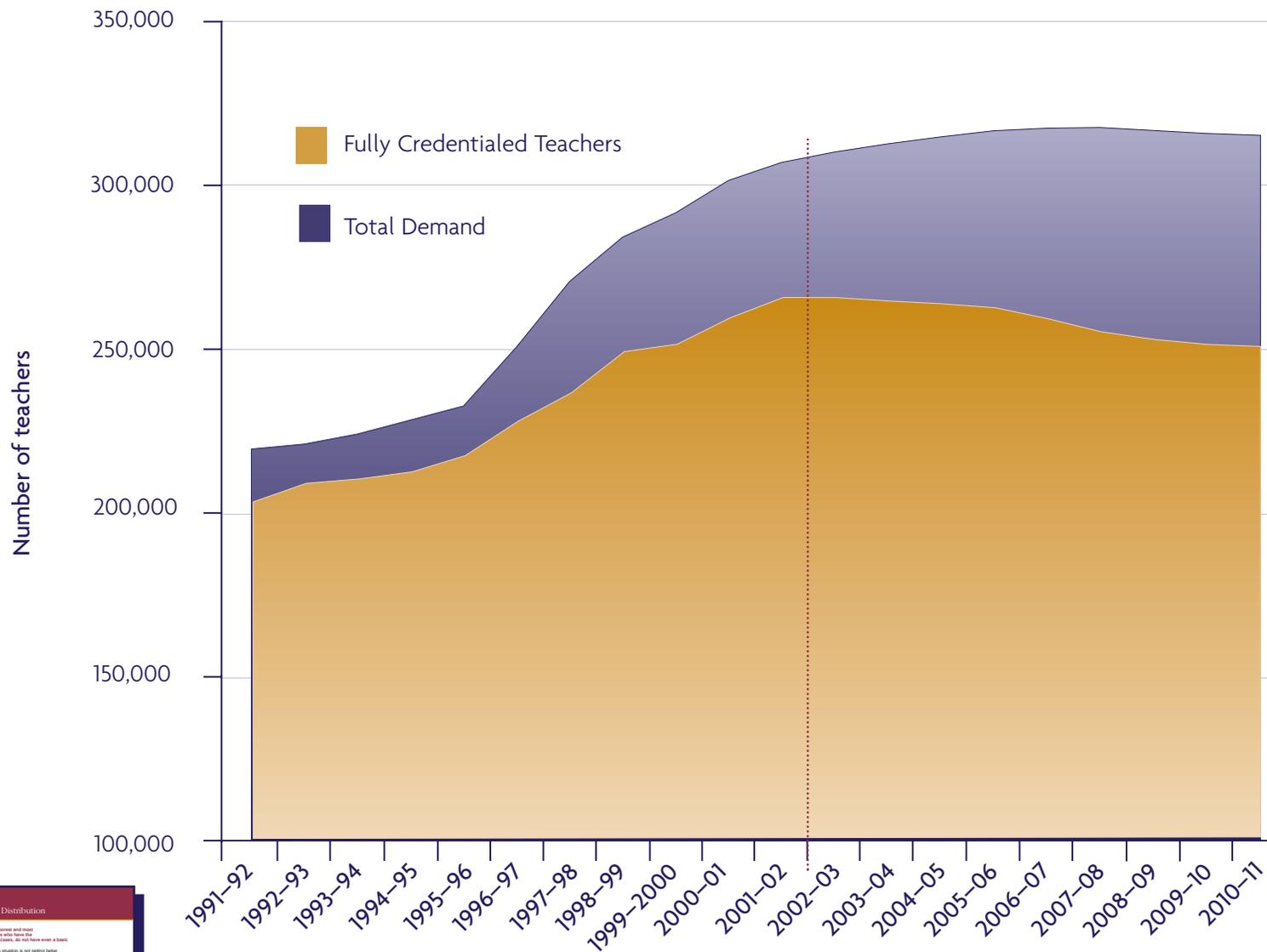
Despite state efforts to recruit and train more teachers, the shortage of credentialed teachers *still* is expected to grow in the next 10 years to about 65,000. Our projections indicate that by the end of the decade, more than one in five California teachers — 21 percent — will be underprepared. These projections, based on current trends and information available from state databases, have proven to be steady and accurate since we began making them in 1999.



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underprepared.*



Demand for Credentialed Teachers Far Outpaces Supply



The Status of the Teaching Profession 2002

A Matter of Fairness: Teacher Distribution

More Information
The data quickly lead to a key conclusion: California's poorest and most underserved children are the most likely to have teachers who have the least experience, have the least training and, in many cases, do not have even a basic teaching credential.

Policy Recommendations
The findings in this issue, like those from other studies, show that the situation is not getting better.

Other Remarks
Schools that are understaffed with inexperienced and underprepared teachers struggle. There are rarely enough accomplished teachers to provide leadership and help, and the likelihood is low that these schools will get significantly better without improving teaching quality. California's poorest and most underserved children are the most likely to have teachers who have the least training and, in many cases, do not have even a basic teaching credential. Schools that get significantly better without improving teaching quality. California's poorest and most underserved children are the most likely to have teachers who have the least experience, have the least training and, in many cases, do not have even a basic teaching credential. In fact, these schools will get significantly better without improving teaching quality. California's

Low-achieving students have more teachers who are underprepared

For more information and resources about teacher supply, go to www.cftl.org/keyissues2002/intro.html.

California's shortage of fully prepared teachers is troubling. But far more disturbing is the distribution of underprepared teachers. California's poorest and most vulnerable children are by far the most likely to face teachers with the least training and the least experience.

There has been some marginal improvement in the last year, but the numbers remain unacceptable — schools with the highest number of minority students have more than one in five teachers who are underprepared, while in schools with the lowest number of minority students less than one teacher in 20 is underprepared.

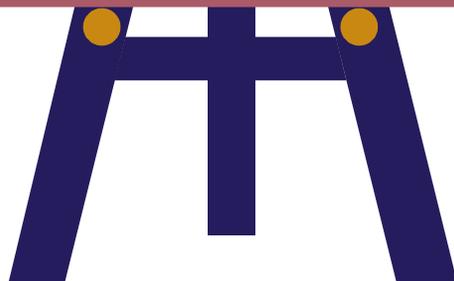
In 142 schools, more than half of teachers are underprepared. In 30 of those schools, three-quarters of faculty are underprepared.

Beyond those teachers who are underprepared, these schools often have many teachers who have little experience even if they have a credential. In 1,500 California schools — 17 percent — a quarter or more of the teachers are in their first or second year of teaching. In 700 schools, *at least* one-third of teachers are in their first or second year. Experience matters, and these schools have a limited capacity to deliver high-quality instruction and rarely have enough accomplished teachers to provide leadership and assistance to the newest teachers.

Despite this variance in instructional capacity, all California students are expected to meet the same rigorous academic standards. And California has raised the stakes significantly for *all* students who do not meet these standards. Beginning in spring 2004, high school seniors who have not passed the state's exit exam will be denied a diploma.

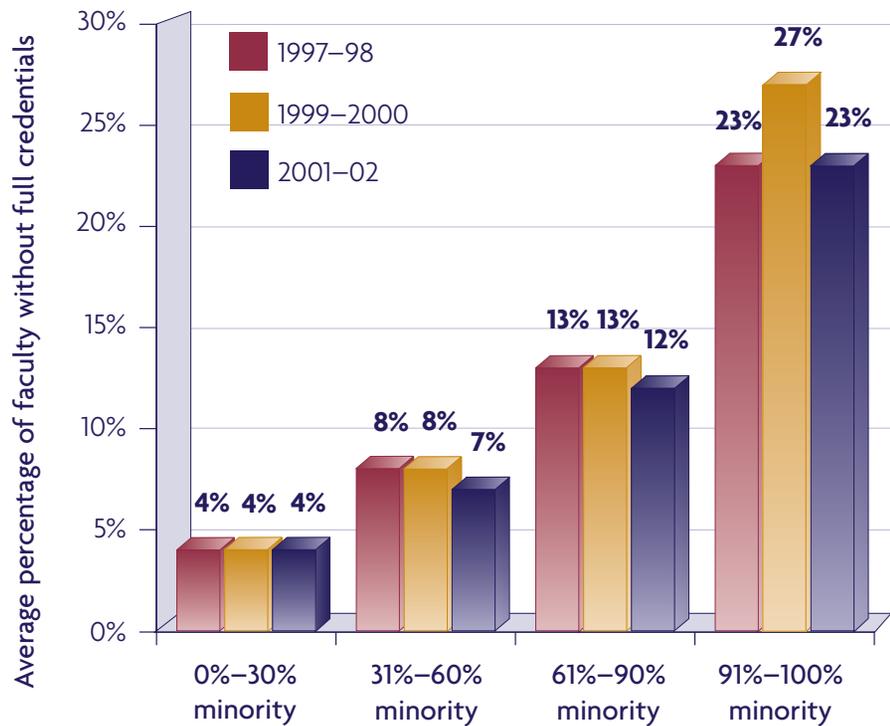
Initial results on the exit exam are disappointing, particularly for poor and minority students. Worse, schools with the lowest passing rates also have the most underprepared teachers.

Students in schools with the lowest passing rates on the exam are more than twice as likely to face underprepared teachers as are students in schools with the highest passing rates. The sad truth is that those students who need the most help have the least-trained and least-experienced teachers to help them succeed in a system with very high stakes.

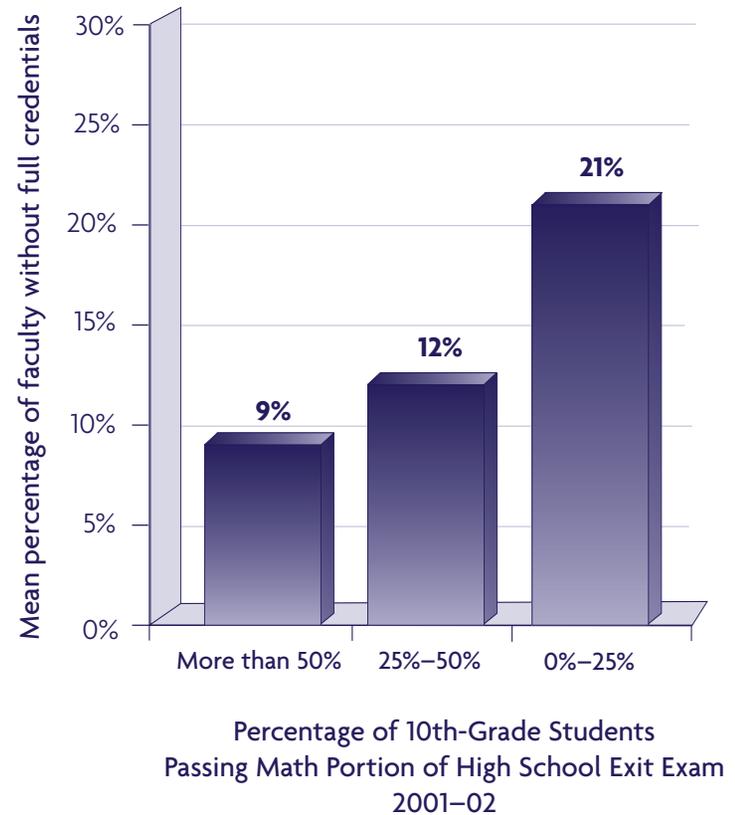


Distribution of Underprepared Teachers: Unfair and Unacceptable

Distribution by Percentage of Minority Students



High School Distribution by Passing Rates



The Status of the Teaching Profession, 2002
A Matter of Fairness: Teacher Distribution

More Information
 The data quickly lead to a key conclusion: California's poorest and most underserved children are the most likely to have teachers who have the least experience, have the least training and, in many cases, do not have even a basic teaching credential.

Policy Recommendations
 The findings in this brief focus on state data show that the situation is not getting better.

Other Remarks
 Schools that are underserved with respect to their underserved teachers struggle. There are rarely enough experienced teachers to provide leadership and help, and the likelihood is low that these schools will get significantly better without improving teaching quality. California's poorest and most underserved children are the most likely to have teachers who have the least experience, have the least training and, in many cases, do not have even a basic teaching credential. In fact, these schools will get significantly better only if teaching quality improves.

Low-achieving students have more teachers who are underprepared

For more information and resources about teacher distribution, go to www.cftl.org/keyissues2002/intro.html.

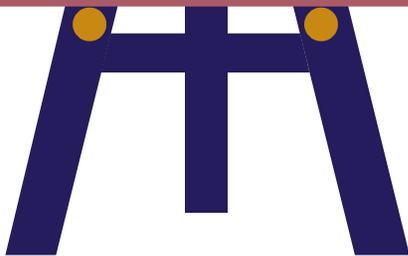
Over the past few years, California policymakers have put considerable resources into programs to entice people to become teachers. These programs range from creating regional recruitment centers to providing tuition assistance to prospective teachers to paying the student loans of teachers who agree to work in particular schools. In addition, the state has provided money that local school districts can use to recruit teachers.

In 1998–99, the state was spending a little more than \$14 million on teacher recruitment programs. Two years later, when there was more understanding of the shortage, this total was increased to nearly \$160 million. The current budget shortfall, however, has caused the state to reduce

spending on teacher recruitment by 20 percent, dropping to about \$130 million for the current school year. Some programs designed to attract and retain qualified teachers were reduced significantly.

And while this reduction was occurring, the state has been shifting its incentive programs for prospective teachers from direct grants and fellowships into loan forgiveness. For example, funding for the Governor’s Teaching Fellowship program, which provided \$20,000 grants to students in teacher preparation programs, was eliminated from the budget while funding for the Assumption Program of Loans for Education was nearly doubled.

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State Spending for Teacher Recruitment Is Dropping

Program	Description	Budget Allocations (in millions)				
		1998-99	1999-2000	2000-01	2001-02	2002-03
CalTeach	Career center, outreach and advertising	\$2.0	\$2.0	\$11.0	\$11.0	\$2.0
Cal Grant T	Provides tuition and fee assistance to students in teacher preparation programs	\$10.0	\$10.0	\$10.0	\$10.0	\$6.0
Teacher Recruitment Incentive Program	Six regional teacher recruitment centers			\$9.4	\$9.4	\$9.4
Teaching as a Priority	Block grants to districts for recruitment activities			\$118.7	\$0	\$88.7
Governor's Teaching Fellowship	Provides tuition and fee assistance to students in teacher preparation programs			\$3.5	\$21.1	\$0
Assumption Program of Loans for Education	Assumes student loans of teachers who agree to teach in shortage subjects or designated schools	\$2.1*	\$2.1*	\$5.0*	\$11.7	\$22.3

**Represents expenditures, not budget allocation*

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Policy Recommendations
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Other Remarks
 Schools that are understaffed with inexperienced and underprepared teachers struggle. There are many ways to improve teacher quality: provide leadership and pay, and the likelihood to get the best teachers. California's general and most vulnerable children are the most likely to have teachers who have the least experience. And the least likely to have teachers who have the least experience. And the least likely to have teachers who have the least experience.

For more information and resources about teacher recruitment, go to www.cftl.org/keyissues2002/intro.html.

Traditionally, before new teachers started teaching, they took university-based education courses on how to teach. Then they demonstrated competency in their subject matter, served as student teachers to practice what they had learned before getting a classroom of their own and obtained the state's minimum credential to teach. Now in California, this route applies to only about half of new teachers. The remaining half start teaching before they have completed or even started their university coursework in how to teach or before they have shown they know their subjects or have been student teachers.

California has created a new preintern program and expanded the intern program to help these underprepared teachers obtain basic credentials. Like those teaching on emergency permits, neither preinterns nor interns have had the opportunity to practice teaching before starting in their own classrooms.

They typically are thrown into the fray without preparation. In addition, because they are teaching school during the day, they must attend university classes at night or on the weekend to learn how to teach.

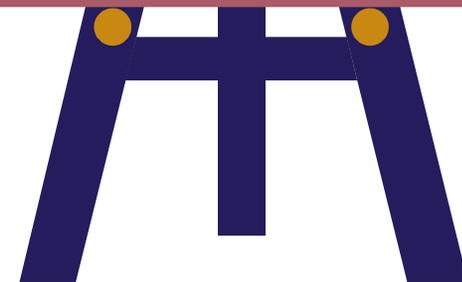
Last year, there was a slight reduction in the number of underprepared teachers, but the number remains unacceptably high at nearly 42,000. Among this group, about 24,700 held emergency permits, about 7,000 were interns

and nearly 10,000 were preinterns. Over the past few years, the composition of this group of underprepared teachers has changed significantly, with fewer teachers operating on emergency permits and more participating in intern or preintern programs.

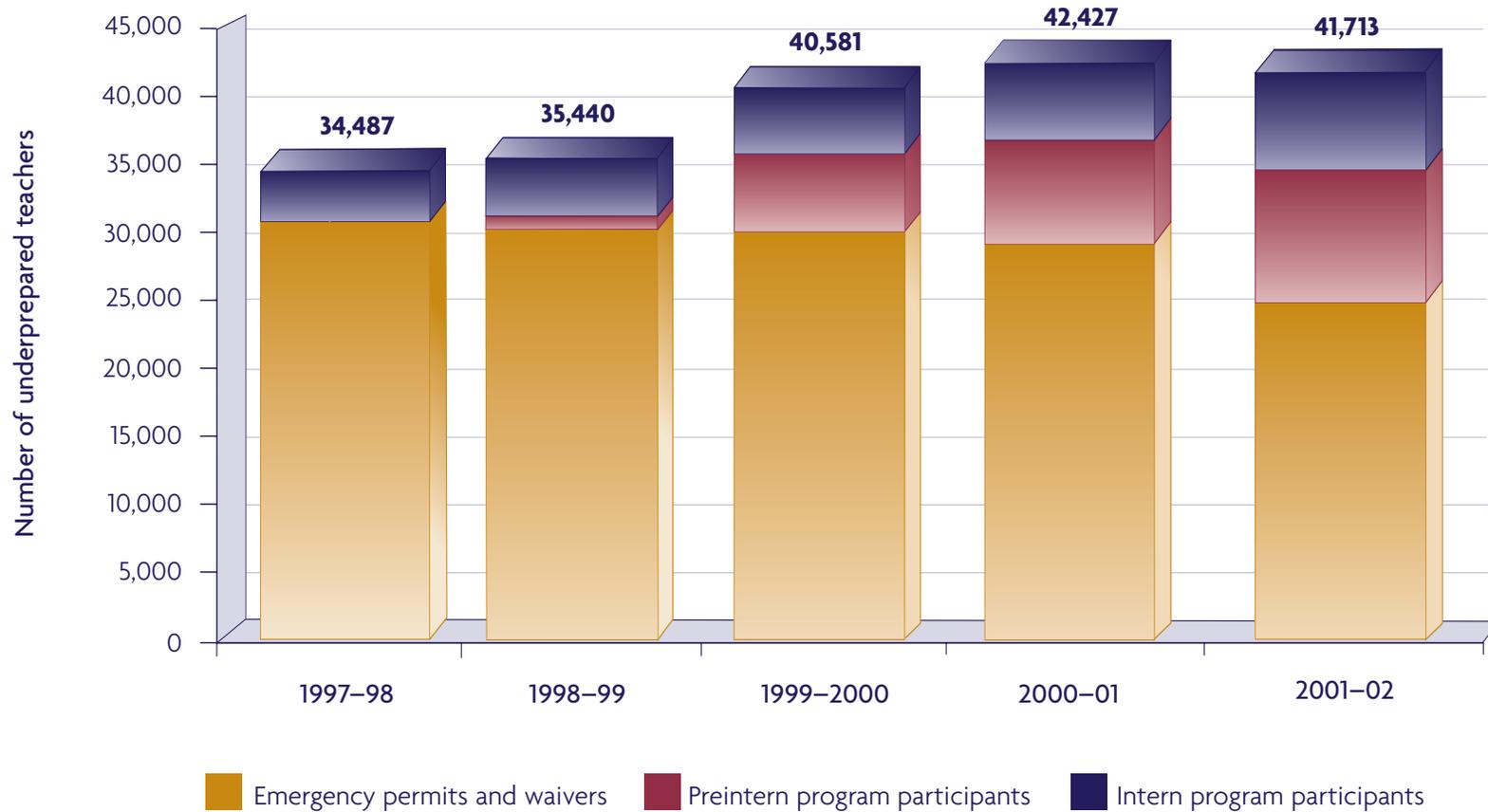
The sweeping new federal law, No Child Left Behind, requires all new teachers to be "highly qualified." While state and federal officials debate exactly what it means to be highly qualified, those teachers either on emergency permits or in preintern programs likely will not make the cut, which could further exacerbate California's teacher shortage.

Intern teachers are those who have demonstrated competency in their subjects but have not completed their coursework in how to teach.

Preinterns have not demonstrated competency in their subjects and are taking courses designed to ready them to do so. They typically have not yet taken coursework in how to teach.



More Teachers Participating in Intern and Preintern Programs



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Low-achieving students have more teachers who are underprepared

For more information and resources about teacher preparation, go to www.cftl.org/keyissues2002/intro.html.

The state's investment the past several years to prepare more prospective teachers has paid dividends. In 2000–01, the state issued about 16,700 new full credentials, an increase of 20 percent from a decade earlier. The problem is that even this higher number is insufficient to meet the current demand and certainly not the projected demand for new teachers.

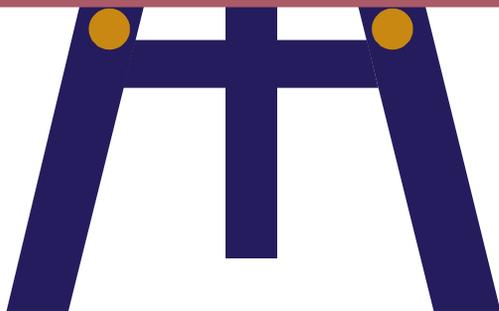
The problem may be compounded by the state's budget situation. Reductions to the budgets of The University of California and The California State University systems could limit the state's capacity to produce the large

numbers of qualified teachers that are needed now or in the future.

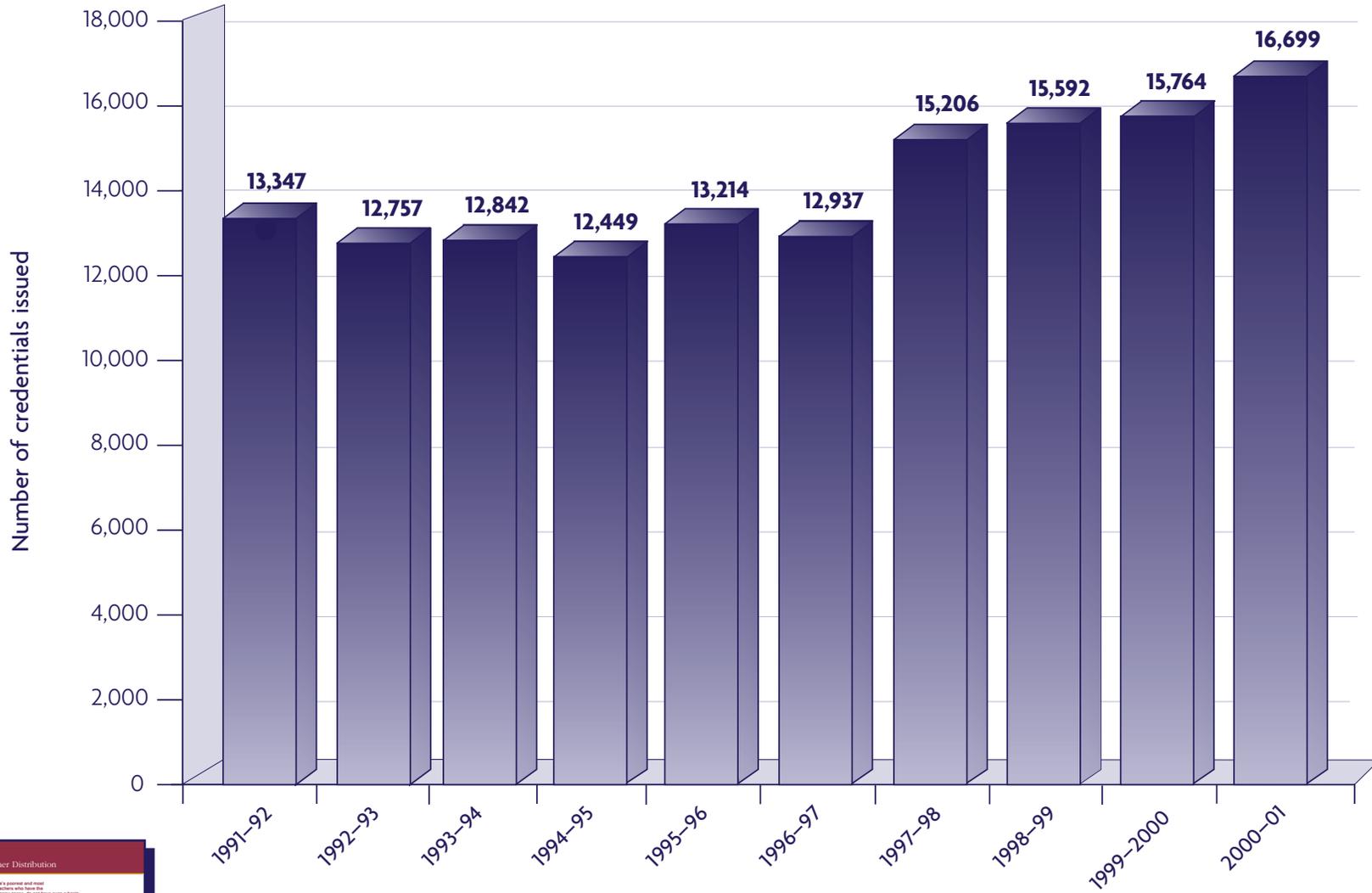
Even as California is pushing to produce more qualified teachers, the state is increasing the standards for becoming a teacher. In a 1998 law, SB 2042, the Legislature required universities that prepare California teachers to ensure that the teachers they prepare are ready to help students meet the state's rigorous academic standards. The law also required prospective teachers to pass a performance assessment based on these standards, an assessment that is being developed now and will be required in 2004.

These requirements are viewed as important steps in improving the capacity of those entering the teaching force. It is possible these increased requirements could reduce the number of individuals who are able to obtain teaching credentials and exacerbate the shortage of qualified teachers in California.

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More Teaching Credentials Being Issued — But Not Enough



Note: This includes first-time, new-type, multiple- and single-subject, preliminary, and professional clear credentials.

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While raising standards for new teachers, policymakers have invested in programs to help new teachers survive and succeed in the classroom. As early as fall 2003, the state will require all newly credentialed teachers to participate in a two-year induction program.

Some school districts provide their own system to ease new teachers into the profession, and the state funds an induction program called the Beginning Teacher Support and Assessment (BTSA) program.

This program is designed to support fully credentialed teachers. However, in 2000–01, the most recent year of data, BTSA reached only about six in 10 fully credentialed teachers in their first or second year of teaching. This is an increase over the previous year but shows the program has a considerable way to go.

In past years, BTSA also provided induction support for new teachers who did not yet have credentials. About 20 percent of BTSA participants in 2000–01 did not hold full credentials, and that number is likely to decrease as these

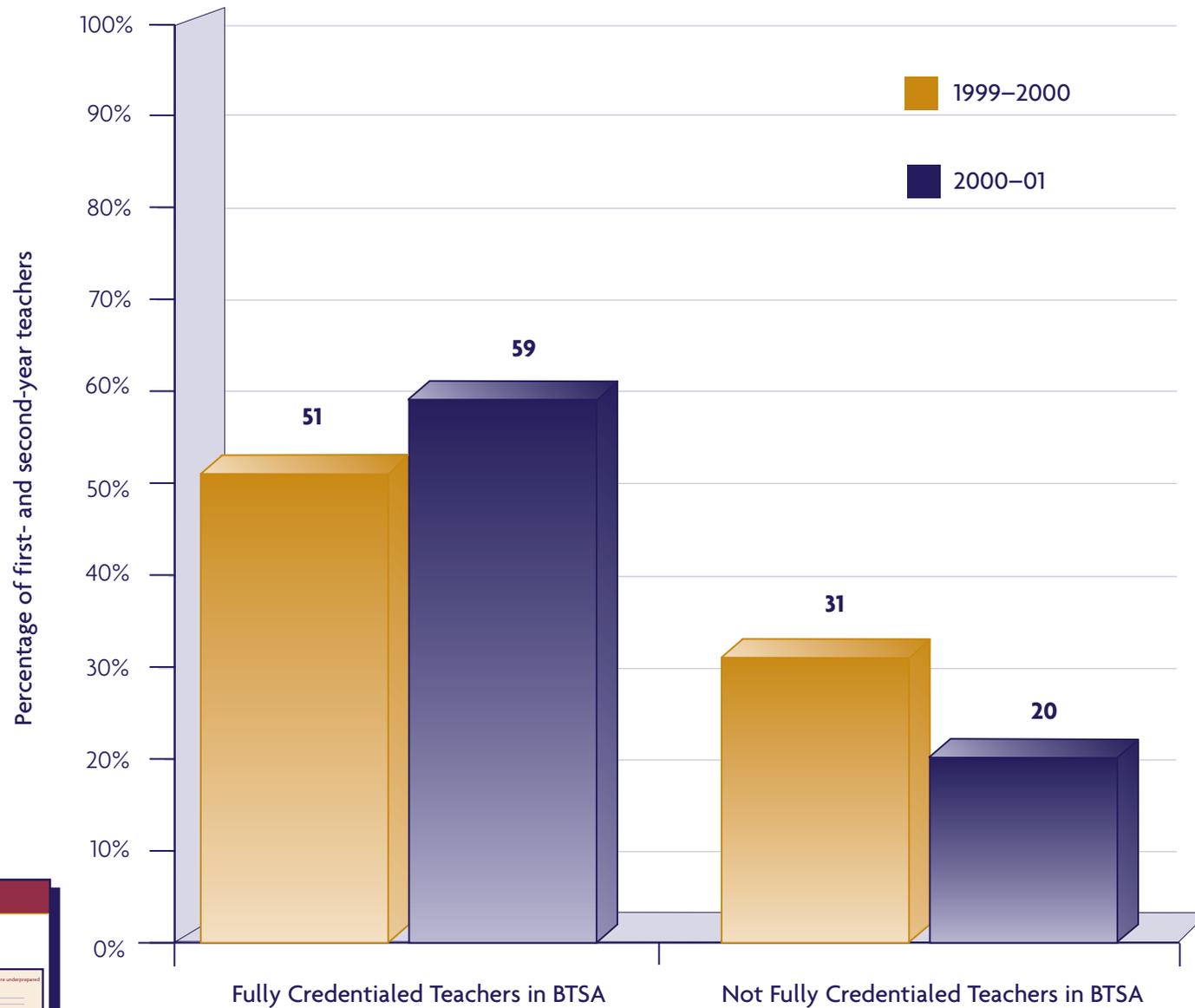
teachers are placed in intern or preintern programs rather than in BTSA.

The intern and preintern programs help underprepared teachers obtain credentials, but they do not necessarily provide all of the assistance that fledgling teachers need to succeed in the classroom. And given the design of the BTSA program, it may not be a good fit for preinterns and interns who do not have a credential.

The BTSA program currently costs about \$85 million a year. Although the California Department of Education has the authority to shift funds to meet the need for growth in the program, the current budget shortfall may preclude providing the dollars necessary.



BTSA Supports More Fully Credentialed, Fewer Not Fully Credentialed Teachers



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1990-91 1991-92 1992-93 1993-94 1994-95 1995-96 1996-97 1997-98 1998-99 1999-00 2000-01 2001-02

For more information and resources about teacher induction, go to www.cftl.org/keyissues2002/intro.html.

Because of California's continuing shortage of qualified teachers, a large share of the public focus has centered on finding new teachers. But now a great deal is being demanded of experienced teachers as the state increases academic standards and expects results through accountability programs. Those veteran teachers, like most professionals, need professional development — training — that makes them effective and keeps them up to date with changes in their field.

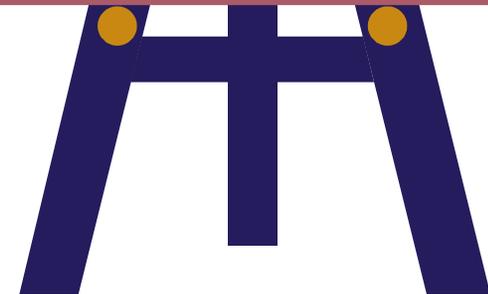
In the past few years, the state has invested hundreds of millions of dollars in training, particularly training aimed at literacy and mathematics instruction. Much of that direct state assistance came through either the state's Subject Matter Projects or the Professional Development Institutes, both administered by The University of California's Office of the President. In the last year, however, all funding for the Professional Development Institutes and a substantial portion for the Subject Matter Projects have been cut from the budget.

While state dollars have been cut from these University of California programs, professional development dollars sent directly to school districts have increased, but with

strings attached. The Legislature created the Reading and Mathematics Professional Development Program (AB 466) that allows districts to purchase training from organizations that have met detailed state guidelines and have been approved by the California Board of Education.

Beyond these high-profile programs, districts also receive other state and federal dollars for professional development that do not have strict state controls. These include state funds for the Peer Assistance and Review program and federal dollars that can be used for training teachers and principals.

Veteran teachers, like most professionals, need professional development — training — that keeps them up to date with changes in their field.



More State Funds for Professional Development Sent Directly to Districts



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 The data clearly lead to a key conclusion: California's present and most comprehensive policies on the most likely to leave teachers who have the most experience, have the least training and, in many cases, do not have even a basic teaching credential. The finding is not new, but recent state data show that the situation is not getting better.

Policy Recommendations
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For more information and resources about professional development, go to www.cftl.org/keyissues2002/intro.html.

We consistently have outlined five clear goals for policymakers to strengthen the state's teaching force.

- Every student will have a fully prepared and effective teacher.
- Every district will be able to attract and retain fully qualified, effective teachers.
- Every teacher will work in a safe, clean facility conducive to learning; have adequate materials with which to teach; and have the guidance and support of a capable leader.
- Every pathway into teaching will provide high-quality preparation and be based upon California's standards for what students and teachers should know and be able to do.
- All teachers will receive high-quality support as they begin teaching, as well as professional development to ensure that they stay current in their fields.

Despite some marginal progress, the state has a very long way to go to turn these goals from rhetoric to reality. California has a massive budget deficit that policymakers understandably will argue makes it difficult to stay focused on strengthening the teaching force.

While we understand that argument, it should not be used as an excuse to deny every student a fully qualified and effective teacher. We believe:

- Policymakers should apply at least as much energy and debate to ensuring that every student has a qualified and effective teacher as they will apply to dealing with the budget deficit. The education of millions of California's children cannot be put in abeyance while the deficit is solved.
- The State Board of Education should review the immediate application of the high-stakes consequences of the high school exit exam for California students at a time when many districts and schools cannot guarantee qualified and effective teachers as well as other factors that assure students an adequate opportunity to meet the state's graduation requirements.
- Policymakers should accelerate by one year the staffing requirement of the federal No Child Left Behind Act for schools in the bottom 20 percent of the state's Academic Performance Index. Starting in the 2003–04 school year, these approximately 1,500 schools would not be allowed to employ any teachers who were serving with emergency credentials or as preinterns.

These are difficult tasks, and they are not proposed lightly. The crisis in our schools is becoming a true disaster. It threatens the future of millions of children and the state's economy.

To do less than this would be morally wrong.





133 Mission Street, Suite 220
Santa Cruz, CA 95060
831-427-3628
www.cftl.org