

Executive Summary

The greatest asset any school has to educate children are able teachers.

The greatest challenge that California faces in bolstering the performance of its schools is developing a workforce of high-caliber teachers.

Traditionally, the State has focused on increasing the supply of able teachers by helping underwrite teacher preparation costs and by using credentialing to regulate quality. More recently, the State has expanded efforts to help schools support and nurture teachers after they enter the classroom.

Policy-makers have demonstrated their concern by greatly expanding investments in preparation programs and providing financial incentives to attract talented people to teach. Equally important, the State has recognized that teaching skills must be continually refined to keep pace with rapidly changing educational needs of California students.

But problems remain:

- The number of unprepared teachers is growing – and most of those teachers are assigned to schools with students with the greatest academic challenges. Teaching talent is so anemic in one out of every 10 schools districts that experts say the education process in these schools is at risk of collapse.
- Teacher preparation programs are not meeting the needs of schools – as evidenced by the extraordinary efforts to provide additional in-the-classroom training and the experience of California’s premier educators who prefer to teach teachers themselves.
- The credentialing process fails to screen out unqualified individuals and its complexity adds barriers for capable teachers trying to become certified to teach. Because credentialing is not based on actual ability to teach, the State cannot easily use the process to align teacher preparation with the educational needs of students.
- After the State heavily invests in recruiting and training new teachers, schools do not provide the teaching environment that enables these teachers to be successful.
- Finally, the State’s efforts to improve student achievement by improving the teacher workforce are frustrated by the fragmented

way these initiatives are managed. The State lacks a mechanism for guiding teacher initiatives to produce desired educational outcomes.

The Commission began this examination knowing that education is a high priority with policy-makers and that significant efforts have been made to address long-standing problems. The response in many ways has been commendable. The State has attacked many of the issues with energy and resources that many public programs envy.

But lacking adequate research-based information, many of these initiatives were necessarily based on experience and collective wisdom, especially from the public entities long responsible for educating the educators. Sometimes policy cannot wait for research, but bold initiatives wither without sound management rooted in a knowledge-based understanding of how well programs are working and how they can be improved. While the State has generously financed efforts to attract and prepare new teachers, it is not monitoring, managing or evaluating these programs in ways that will allow policy-makers or the public to know if hundreds of millions of dollars are being well spent.

The State has financed some tremendous successes: Charter schools have developed effective mentoring programs and pioneered performance-based compensation. District-based academies have built strong relationships between local administrators, new teachers and the classrooms where they must succeed. And on-the-job supports allow new teachers to build confidence and hone skills before they become disillusioned and give up on a career in the classroom.

Attention now needs to be given to learning from those experiences. That information can be used to build a series of initiatives into a sustained reform effort that efficiently produces, enables and rewards some of the most important of public employees – teachers.

Specifically, preparation programs need to be better aligned with the skills and the needs of schools, particularly those facing the greatest academic challenges and having the greatest difficulty attracting quality teachers.

The process for credentialing new teachers needs to be sharpened – stripped of requirements and rules that do not effectively gauge quality, and strengthened with new predictors of success. Licensing requirements based on inputs – such as the completion of classes or subject-matter tests – are only surrogates for what we really want to measure, competence in the classroom.

The State could significantly improve the ability of local school districts if it were to scrutinize its own efforts to prepare and credential teachers. Enormous resources are invested in these institutions and they need to become more responsive to the consumers of their services – the individuals who want to teach and the schools that need them to teach.

From there, the State needs to target resources where the shortage of qualified teachers is persistent and severe. These schools come to the State for regulatory relief – permission to hire unlicensed teachers under emergency permits. As a condition of those permits, the State should make sure those schools and districts are doing what they can to attract qualified instructors, to improve school-site management, to provide adequate teaching resources, and to ensure a safe and healthy learning environment.

And finally, the State needs to manage the teacher workforce as the asset that it is. Many people are trained to be teachers, but never teach. Many who plan a career in teaching give up on the classroom. Many who stay do not reach their full potential because they are not effectively mentored, managed, empowered or rewarded. The State could expand on the leadership it has expended on education by formalizing its management of this important investment.

Over the next decade California schools will hire about 300,000 teachers. That number captures the size of the challenge, but only hints at the possibilities.

A high-caliber teacher workforce gives California a critical advantage attracting investment and jobs in a global economy where skilled workers and innovative entrepreneurs are highly valued. The ability to quickly retool teachers with leading edge knowledge is vital to California's economic health.

Quality for All

Low-performing schools have been disproportionately impacted by a shortage of capable teachers. In the hardest hit schools, more than 50 percent of the teachers are employed under emergency permits or waivers. These schools tend to be in low-income communities where teachers often face the greatest educational challenges.

While many of the Commission's recommendations would improve the teacher workforce in all schools, some of the reforms would specifically strengthen the workforce at low-performing schools. Among them:

- ❑ **Challenged School Credentials**, as described in Recommendation 2, would recognize – and allow teachers to be compensated for – the extra skills needed to be successful in low-performing schools and the value they bring when they teach there.
- ❑ **Teaching Environment Reviews**, as described in Recommendation 4, should be conducted in low-performing schools requesting a significant number of emergency credentials to ensure that school facilities meet minimum requirements.
- ❑ **Administrative Practice Reviews**, as described in Recommendation 5, should be conducted in low-performing schools requesting a significant number of emergency credentials to ensure personnel and site management practices are not hindering teaching and learning.

These recommendations should become part of a comprehensive state strategy for addressing the needs of low-performing schools.

The Commission appreciates the time and resources that policy-makers have made in improving education in California. The Commission applauds both the Governor and the Legislature for the richness and depth of their commitment to this issue. The recommendations and findings presented here are intended to amplify and enhance efforts to craft effective teacher initiatives to address the challenges California schools face.

Teacher Preparation

Finding 1: State training strategies do not prepare enough credentialed teachers who are committed to being career teachers, particularly in needy schools.

Teacher preparation programs in California “recommended” more than 19,000 graduates for credentialing in 1999. Combined with experienced teachers moving into the State, California added more than 24,000 credentialed teachers, roughly the number needed to fill vacancies.¹ Some experts believe California has enough fully trained teachers to meet its needs.² But many schools still struggle to recruit able teachers into their classrooms, and as a result, hire thousands of teachers on “emergency permits.”

Where are all the credentialed teachers going? One explanation is that many newly credentialed teachers were previously working under emergency credentials. More than 15,000 of the individuals credentialed in 1999 had been working under emergency or some other alternative certification. This suggests many teachers work in less attractive schools under emergency permits, obtain the preparation needed for a credential – frequently with the school's assistance – and then move on to more attractive schools. Unfortunately, this constant transfer of prepared teachers from needy to less needy schools makes the least attractive schools dependent on unprepared teachers. Part of the solution is to focus efforts on preparing more teachers committed to careers in needy schools.

Wisconsin has done just that. Milwaukee public schools, working with state agencies and the private sector, used aptitude tests and innovative preparation strategies pioneered at the University of Wisconsin to train high-quality teachers committed to working in the city's most challenging schools.³ Applicants are screened for the characteristics needed to succeed in challenging schools. The best training programs are moved from universities to neighborhood schools. These teachers learn by doing and seeing first-hand how high-quality pedagogical skills promote student success. Most importantly, once fully trained and credentialed, these teachers tend to stay in these schools.

Similarly, Center X, a teacher program at UCLA, is recruiting and preparing individuals willing to become career teachers in challenging inner-city schools. As in Milwaukee, Center X reports that graduates are making a long-term commitment to needy schools.

But many teacher preparation programs do not measure up to the standard set by the Milwaukee and Center X programs. Schools complain that many preparation programs do not produce new teachers with the aptitude or skills to succeed in challenging classrooms.

Massachusetts tackled this problem by requiring, beginning in 1998, that graduates pass a communication, literacy and subject matter knowledge test before receiving a certificate. The first time the test was administered, more than half the prospective teachers failed – many of them graduates of prestigious preparation programs.⁴ The passage rate for the Massachusetts Educator Certification Test has steadily increased.⁵ But many observers believe the Massachusetts experience shows that teacher preparation programs are out of sync with the education needs of schools.

Massachusetts also has established the Massachusetts Institute for New Teachers (MINT). The institute gives Massachusetts the ability to carefully and quickly target resources at particular gaps in its teacher workforce. MINT is an alternative pathway into teaching for about 500 people a year who are recruited nationwide. In addition to tuition-free education, the program offers \$20,000 signing bonuses to highly talented, newly MINTed teachers that take jobs in some of the most needy schools in Massachusetts.

To develop committed and quality teachers, some schools in California are selecting and training their own. Principals in three separate high-performing schools in Southern California testified that they prefer to prepare their own teachers, to ensure they have the skills to be successful. In these schools, teaching ability is more important than diplomas or credentials. These schools assess how well teachers lead their classrooms and administrators help teachers improve their abilities. They also screen teachers for a commitment to teach needy students. These schools use teacher and student performance assessments to target training resources and reward teachers for improving student performance.

Similarly, the Elk Grove Unified School District has established its own teacher preparation program to satisfy its expanding need for teachers. Participants complete a rigorous preparation program designed to equip them for a state credential and succeed in the classroom. By running its

own program the district ensures the training is aligned with its education goals.⁶ The district hires about 80 percent of the graduates.

Recommendation 1: The State should target teacher-training resources to create a pool of capable teachers committed to teaching careers in California's schools, and particularly schools with the greatest educational challenges. The Governor and Legislature should enact legislation to implement the following initiatives:

- ***Career Teachers.*** The State should target teacher training investments at programs that screen teacher candidates for the aptitude and commitment to teach in hard-to-staff schools and give preference to candidates most likely to succeed in those schools:
 - ✓ School districts should be given resources to provide scholarships so they can determine which candidates and programs meet their needs.
 - ✓ Teachers working on emergency permits or waivers should be provided state-funded teacher credential preparation. These teachers should be screened for an aptitude and commitment to teaching as a precondition to working under emergency permits.
 - ✓ The State should expand funding for partnerships between schools and teacher preparation programs that ensure preparation, credentialing and professional development are aligned with the workforce needs of schools.
 - ✓ Loans, grants and forgiveness programs should give priority to teachers committed to working in hard-to-staff schools. For example, newly credentialed teachers who successfully perform in a hard-to-staff school for five years should have all preparation and credentialing costs paid by the State.

- ***CSU and UC Programs.*** The State should enact legislation to improve the quality of the teacher preparation programs at the California State University and the University of California.
 - ✓ The State should link CSU and UC teacher preparation funding to how well they prepare teachers for needy schools and how long teachers teach in those schools. Preference should be given to teacher trainees that schools want to employ.
 - ✓ The State should require the CSU and UC to place student teachers in hard-to-staff or low-performing schools, which is where they will be needed and should be encouraged to teach.

- ***State Teacher Academy.*** The State should explore establishing a premier teacher academy to recruit, prepare and deploy the highest caliber teachers in needy schools. The academy should be used to pilot the most advanced techniques in pedagogical training and as a

means for the State to directly increase the supply of highly qualified teachers available to the most needy schools.

Credentialing

Finding 2: The State's credentialing process is an obstacle to employing more fully credentialed teachers.

California's credentialing process is a complex labyrinth that tests persistence and endurance as much as the ability to teach. The handbook used by the California Commission on Teacher Credentialing (CTC) spans over 1,000 pages, detailing the multiplicity of requirements and routes to obtaining credentials.

Rather than efficiently weeding out the inept and certifying capable teachers, the requirements attest that a teacher has received a basic level of preparation. The process has a number of weaknesses:

- Credential requirements have not been verified to ensure they measure teaching competency.
- Teachers trained in California cannot satisfy credential requirements by demonstrating competency in the classroom. Teachers coming into California can use prior classroom experience to meet some, but not all requirements. They then must complete added training that adds little or no value to their abilities.
- Schools regularly circumvent requirements to employ credentialed teachers by using emergency permits. But permits have time limits, and when time runs out teachers stop teaching. Their replacements, however, often have fewer teaching skills, abilities and experience.
- Credential candidates trained in California must be recommended for a credential by an approved teacher preparation program. However, many colleges and universities do not accept coursework completed at other state-accredited programs. Trainees often have to retake training to be admitted, to graduate or be recommended for a credential.
- The burden of meeting requirements is not equal among all categories of credential candidates. For example, teachers who complete preparation programs prior to receiving their baccalaureate degree may be required to complete up to a year of additional postgraduate work to earn a full clear credential. In contrast, teachers completing a preparation program after earning a baccalaureate degree can use that training to meet the postgraduate work requirement.

- Credential applicants are required to complete added training to accommodate requirements imposed after they enter training.
- The credential process does not reward veteran teachers for acquiring and applying unique skills and abilities that help students facing the most difficult educational challenges to succeed.

Recognizing these deficiencies, the CTC sought legislation in 1998 to overhaul the process. Under SB 2042, CTC is developing a teacher preparation and credentialing process intended to align K-12 education goals, teaching standards and credentialing requirements. CTC has drafted proposed standards for subject matter, teacher preparation and teacher induction. CTC also is incorporating an assessment to verify teaching ability as a precondition for credentialing. The new process will not be fully implemented until 2004. Until the new processes are fully developed it will be hard to assess how well they remedy problems inherent in the present system. But, these efforts demonstrate that CTC recognizes shortcomings in its present process and is willing to make concerted efforts to correct problems.

Either as part of the implementation of SB 2042 or other on-going efforts to improve teacher credentialing, there are many other improvements that deserve to be explored by policy-makers.

Other states, for instance, have not only streamlined the process for certifying teachers from other states, but are actively recruiting educators from other states.

The State has not used its authority over preparation to eliminate the duplicate training that is often required of students who transfer from one accredited program to another.

And perhaps most importantly, the State has not minimized the consequences that the credentialing process has on hard-to-staff schools. California has tried to balance the immediate need for teachers and the need to ensure teacher quality by limiting the time teachers can work under emergency permits and waivers. But the mechanism needs improvement.

Some critics assert that so many unprepared teachers are working under these exemptions that hundreds of thousands of children are not receiving quality education. Other analysts point out that many schools with high concentrations of teachers working under emergency permits are performing better – as measured by API – than other schools with more fully credentialed teachers.

This suggests that the State should not try to force all emergency permit teachers out of their classrooms with time limits. A better approach would be to bolster and refine efforts to help talented teachers become fully trained and credentialed.

The State also needs to discourage the use of credentials as a passport to a job in more attractive schools. Moreover, the State has missed an opportunity to use the credential process to recognize the special skills and abilities needed to teach in the most challenging schools. The State can help these schools hold on to experienced teachers by formally recognizing individuals with these additional skills. Creating a special credential would focus attention on the contribution these teachers make. And, like the reward for national board certification, the State could provide financial awards to teachers with the certified skills and the commitment to making a difference in low-performing schools.

The barriers of the credentialing process might be justified, if the process ensured only capable teachers entered the workforce. But even full credentialing only assures that teachers have met minimum preparation requirements. The State established the Beginning Teacher Support and Assessment program (BTSA) because about half of all new teachers did not survive the first seven years of teaching. This suggests that the credentialing process allows far too many new teachers into the workforce before they are fully prepared to face the challenge of teaching.

The State needs an efficient credentialing process that screens out inept individuals while enabling competent teachers to work in classrooms. The current process fails to accomplish both objectives.

Recommendation 2: The State should rigorously scrutinize the credentialing process to eliminate unnecessary hurdles, allow for performance-based credentialing and align requirements with the needs of schools. The Governor and Legislature should enact legislation to implement the following initiatives:

- ❑ ***Verified Standards.*** The State should verify the value of credentialing requirements using school performance data. Credentialing requirements should be assessed on their usefulness to ensure teachers are capable. Credential requirements that are not verified measures of teaching ability should be eliminated.
- ❑ ***Out-of-State Recruitment.*** The State should expand efforts to recruit capable teachers from outside of California. In addition to nationwide outreach and monetary incentives, the State should create a fast-track that credentials out-of-state teachers based on their teaching ability, not equivalency assessments. For credentialing

purposes, experience in private schools should be counted in the same ways as experience in out-of-state public schools.

- ❑ **Performance Credential.** The State should allow teachers to prove during a probationary period that they possess the knowledge and skills for a credential based on their teaching performance. For example, a school specific credential might be granted if a school principal and two other credentialed teachers assessed a candidate's performance, teaching skills and subject matter knowledge and recommended the teacher.
- ❑ **Challenged School Credential.** The credential process should recognize that schools serving low-income, high-need communities frequently require teachers with extraordinary abilities and skills beyond those required for a full teaching credential. A special credential for these teachers should be established and resources should be targeted at expanding the number of teachers with these skills and abilities. The State also should provide these teachers with financial rewards for raising academic achievement in low-performing schools.
- ❑ **Time Limit.** Time limits on emergency permits should not penalize under-credentialed teachers who add to a school's academic achievement. The State should establish a waiver allowing these teachers to continue teaching under the school's sponsorship, provided they are helping the school achieve academic performance goals.
- ❑ **Training Credit.** For credentialing purposes, the credentialing commission should recognize and give credit for teacher preparation completed at any approved teacher training program. Likewise, CTC should ensure that training programs do not require duplicating successfully completed work at another accredited program as a condition of admission, graduation or recommendation for a credential.
- ❑ **Requirement Changes.** Teachers should not be denied credentials because of new credential requirements that were added during their preparation. The State should treat these teachers in the same way that already credentialed teachers are treated when new credential requirements are imposed.

Compensation

Finding 3: Teacher compensation does not reward performance, provide a career ladder for the best teachers, or compensate instructors in hard-to-staff schools for the benefits they bring to those communities.

The mantra is simple: Teachers are attracted to schools that value good teachers. A principle way to demonstrate that value is with appropriate pay and benefits.

But before the State can help schools craft compensation strategies, it needs to know how much and how compensation should be raised. Labor market studies can provide data for deciding how much. Pilot projects to develop innovative compensation strategies can provide answers about how to best target compensation increases. But, to have the most effect, compensation needs to be part of a complete package of changes to make teaching, particularly in hard-to-staff schools, more attractive.

The State has raised the base salary level for credentialed teachers to \$34,000 per year, but districts are not obligated to offer emergency-permit teachers this rate. Some experts argue this creates an incentive for districts to hire teachers with emergency permits to save salary costs. To the extent this is true, the State has the opportunity and the obligation to make sure that its regulations encourage districts to make educationally sound decisions.

Other states, however, have gone much further to explore how compensation can be used to promote desired outcomes. For example, the Milken Family Foundation is partnering with schools in Arizona to pilot a program that rewards continual teacher improvement and eliminates salary caps that drive veteran teachers out of classrooms.

Within California, some charter schools are using compensation to reward performance. At the Vaughn Next Century Learning Center, a charter school in Los Angeles, teacher promotion and compensation is based on performance assessments that incorporate student academic achievement data.

Compensation also could be used to resolve the problems created in schools with high concentrations of teachers who are not fully credentialed. Assigning veteran teachers to low-performing schools is unlikely to work, but the State can help districts to develop policies that encourage capable teachers to teach in low-performing schools. The State also can assist districts by helping to pay for incentives that could

attract capable teachers to the most needy schools. Rather than "combat" pay, which rewards teachers regardless of their contribution to student achievement, the State should explore ways to encourage high-performing educators to teach in low-performing schools.

As previously described, the State should explore a special credential for master teachers with the commitment and abilities to help students in low-performing schools. Financial rewards tied to the credential should only be paid when these teachers are working in a low-performing school.

Recommendation 3: The State should provide fiscal incentives to school districts to structure compensation to recognize high performance, to provide a career ladder for the best teachers and to compensate high-quality instructors for the value they bring to academically challenged schools. The Governor and Legislature should implement the following initiatives:

- ❑ ***Competitive Compensation.*** The State should conduct labor market studies to determine what level of increased compensation is needed to attract fully prepared teachers to schools. Any fiscal incentive that encourages districts to employ under-qualified teachers solely to avoid costs should be eliminated.
- ❑ ***Reward Performance.*** The State needs to encourage and help fund innovative teacher compensation strategies that reward teacher performance and eliminate salary caps that encourage veteran teachers to leave the classroom. The State should pilot alternative compensation structures such as those proposed by the Milken Family Foundation's Teacher Advancement Program and provide incentives for districts to embrace effective classification, promotion and merit-based pay systems that promote state education objectives.
- ❑ ***Challenging Schools Reward.*** As outlined in recommendation 2, special financial rewards should be targeted at teachers who successfully help schools raise student performance in the most challenging schools. Teachers who acquire and apply special skills and abilities to improve performance should be eligible for challenged school credentials and receive financial rewards for raising student achievement in these schools.

Teaching Environment

Finding 4: Unattractive work environments discourage capable educators from teaching, particularly in hard-to-staff schools.

Dilapidated facilities and unsafe working conditions encourage capable teachers to leave undesirable schools. In other areas, the lack of

affordable housing near schools and long commutes make schools unattractive to teachers.

Schools that draw high-quality teachers often are successful because they provide healthy, safe and stimulating teaching environments. In these schools, teachers are provided the equipment and technology needed to provide a 21st Century education to their students. Teachers are provided supplies and materials, without having to dip into their own pockets or wade through cumbersome procurement rules. If housing and transportation are problems, schools work with government and civic organizations to make affordable housing, parking or public transportation more available and convenient to teachers.

To attract and keep the kind of teachers who increase student achievement, low-performing schools need to provide quality work environments. But classrooms in these schools are often old and dingy, and in need of substantial repairs. According to the Office of Public School Construction, the deferred maintenance needs for California schools are estimated to be \$3.2 billion over the next five years.⁷ But low-performing schools often serve low-income communities without the resources or the capacity to improve facilities.

Some schools are finding innovative ways to address this challenge. In some communities, schools are partnering with civic and business organizations to improve school conditions and find quality housing close to schools and affordable to their teachers. The State can do more to help improve facilities, encourage safer schools and mitigate housing and transportation issues. The State already has taken steps to provide some funding and technical assistance to help schools find solutions to these problems, and should do more.

The schools that have not yet addressed this challenge should be encouraged to do so as quickly as possible. One way to make sure hard-to-staff schools are making every effort to provide quality work environments is for the State to require these schools to show progress before allowing them to hire emergency permit teachers. Certainly, the State should help schools eliminate conditions that make schools unattractive to capable teachers. But, schools also need to show they are working hard to be more attractive to capable teachers.

The State role should be to help schools get the resources and technical assistance they need to make hard-to-staff schools attractive to able teachers. Schools should be held accountable for contributing the resources they have and especially for demonstrating leadership and community commitment to improving these schools.

Teachers testified adamantly that schools that create good teaching environments will attract and retain the best teachers. Schools that do a poor job will see qualified teachers migrate to schools offering fewer negatives and more rewards.

Recommendation 4: The State should target additional resources at hard-to-staff schools to make them more attractive workplaces for credentialed teachers. The Governor and Legislature should implement the following initiatives:

- ❑ **Teaching Environment Reviews.** Schools that apply for emergency permits should be required to meet the following requirements:
 - ✓ Schools that do not meet API improvement goals and have a significant percentage of teachers on emergency permits or waivers should be assessed on factors critical to attracting and retaining high-quality teachers by a team of experts. These schools should be required to meet operational and facility standards established by the State.
 - ✓ Based on the assessment, schools with deficiencies should be required to correct factors that make them unattractive work environments.
 - ✓ In allocating facility funds, extra consideration should be given to low-performing schools that have developed plans for modernizing and maintaining schools that meet state operating standards.
- ❑ **Affordable Housing & Transportation Planning.** The State Superintendent for Public Instruction, working with districts, should prepare a plan for the most cost effective way that the State could provide the following types of assistance:
 - ✓ Help teachers overcome transportation barriers to employment in these schools.
 - ✓ Help teachers obtain affordable quality housing within reasonable commute distances.

Administrative Practices

Finding 5: Poor school administrative practices create a non-professional teaching environment that discourages capable teachers from working in many schools.

In addition to compensation and working environment, the quality of site management, the Commission was told, impacts the ability of schools to attract and retain able teachers.

Schools make teaching more attractive to the best teachers by valuing teacher participation in school governance, allowing a high degree of teacher control over classroom approach, encouraging teacher collaboration and peer support, providing adequate paid time for relevant professional development, and maintaining positive labor-management relations. The more time teachers spend struggling with school bureaucracy, filling out meaningless paperwork, and being social workers, health care providers and playground supervisors, the less time they have to be teachers.

Also, schools with healthy, rested and ready-to-learn students are more rewarding to teach in and these schools find it easier to maintain a strong teacher workforce. The State can help schools by ensuring that adequate health, mental health, child welfare and other social services are available to the schools to ensure that these burdens are not diverting teachers from their primary task of educating students.

There also is strong evidence that schools with high-quality administrators are better able to attract and retain quality teachers. In these schools, capable administrators free teachers from unnecessary paperwork and administrative red-tape. They show that they value high-quality teachers by focusing teacher time on teaching. They also show they value teachers by implementing effective recruitment and personnel management practices to find and keep the best teachers.

In poorly administered schools, teachers are neither supported nor encouraged. In some schools, veteran teachers must dig into their own pockets to pay for continuing education and credentialing costs. One way the State could encourage more veteran teachers to teach in hard-to-staff schools would be to subsidize or waive these costs.

Recommendation 5: The State should provide funding to improve school administration and to promote a professional teaching environment. The Governor and Legislature should implement the following initiatives:

- ❑ ***Hiring Practices.*** Schools that apply for emergency permits should be required to adopt a streamlined hiring process that ensures easy access by qualified teachers to school employment.
- ❑ ***School Performance Audit.*** A team of the best administrators should audit the administrative processes of low-performing schools employing teachers on emergency permits. Weaknesses in management practices or barriers defined in labor agreements should be identified and schools required to correct deficiencies within a designated time. These assessments should ensure schools:

- ✓ Have high-quality human resource management practices.
 - ✓ Adopt effective teacher workforce improvement strategies.
 - ✓ Treat teachers as professionals and respect their participation in school governance.
 - ✓ Provide open high-quality labor-management environments.
- **Improve School Operations.** More funding should be provided to help hard-to-staff schools improve academic performance. Among the opportunities:
- ✓ Expanding funding for collaborative teaching that links universities with the classroom.
 - ✓ Eliminating or waiving continuing education and credentialing costs for capable teachers committed to teaching in hard-to-staff schools.
 - ✓ Ensuring teachers have adequate and easy access to all necessary teaching supplies and equipment.
 - ✓ Increasing rewards for teachers making extra efforts to participate in school tutorial and study hall programs before and after school.
 - ✓ Funding professional development activities for principals and school administrative staff that raises their administrative skills.
 - ✓ Expanding non-teaching staffing to free teachers from non-instruction-related activities.
 - ✓ Increasing non-teacher resources targeted at delivering recreational, health, and other social services necessary to strengthen the role of schools as community centers and ensuring that students are healthy and ready to learn each day. Whenever child care services are provided through school facilities, schools should be encouraged to provide space for the children of teachers.

Workforce Management

Finding 6: Teacher workforce initiatives are fragmented and misaligned. The State has not put in place adequate mechanisms to evaluate its teacher workforce investments. The teacher workforce represents a tremendous public asset that should be carefully managed to benefit all students.

The State has assigned teacher workforce initiatives to a variety of state agencies, but it has not established a means to assure these initiatives are aligned to produce the right educational outcomes. For example,

public universities are given millions to train teachers, yet teachers are not trained or are not willing to work in the schools needing teachers. And the accreditation process does not ensure that preparation programs are providing the needed skills. While the State is beginning a long overdue alignment of teacher preparation, credential and school instruction requirements, it still needs to align all workforce initiatives to achieve the desired goal.

Without coordinated management, teacher initiatives often work at cross-purposes or miss important opportunities to improve outcomes. The State needs unifying executive leadership to identify teacher needs early and align programs to do the most good.

Another obstacle to good management is a lack of accurate labor market information. Policy-makers must frequently craft policy and make billion-dollar decisions without reliable and meaningful information.

The State already gathers much of the data, but it is collected by different agencies and is not compiled in ways to help identify trends, assess policies, and make improvements. SRI International recommended the State adopt a common data identifier that would allow comprehensive workforce reports to be published.

Without accurate information, it is hard to craft effective policies. For example, poor workforce information resulted in the State first trying to fix the teacher shortage by increasing supply alone. CTC told the Commission that later the State realized it needed to also adjust the distribution of teachers to achieve state education goals.

The State also lacks a rigorous evaluation mechanism to assess the effectiveness of workforce initiatives. The agencies that administer these initiatives do not have the mechanisms or resources to evaluate

Teachers Workforce Initiatives Fragmented

- **Preparation.** The University of California, California State University and California Community College systems all have major roles in teacher preparation and continuing education.
- **Student Aid.** The Student Aid Commission distributes millions of dollars in student loans and grants that pay teacher preparation costs at public and private institutions of higher education.
- **Governor's Initiatives.** The Secretary for Education advises the Governor on teacher needs and oversees special programs intended to improve K-12 outcomes.
- **Program Administration.** The State Superintendent of Public Instruction administers the Department of Education under the policy leadership of the State Board of Education. The superintendent is responsible for ensuring that schools comply with state educational requirements.
- **Housing Loans.** The State Treasurer's office administers a housing assistance program targeted at helping teachers in low-performing schools purchase homes.
- **Retirement.** The State Teachers Retirement System administers retirement fund collections and disbursements for districts and teachers contributing to the system. The system maintains an extensive database of information concerning teachers in the retirement system.
- **Credentialing.** The Commission on Teacher Credentialing accredits teacher preparation programs, administers the credentialing process and oversees alternative preparation programs.

programs. In many cases, enacting statutes do not require evaluations or funding is not earmarked to pay for assessments.

The governance of California's educational system is notoriously fragmented, as well. K-12 school districts are governed by elected boards and managed by superintendents. At the state level, policy is formed by the Governor, the Legislature and the appointed state board of education. The Department of Education administers state programs under the direction of the independently elected Superintendent of Public Instruction. A Secretary of Education was created in the 1990s to give the Governor a point person on the issue that has increasingly preoccupied state leaders.

The organizational landscape is even more cluttered on workforce issues, because of the central role of the Commission on Teacher Credentialing and the close support role of the California State University System, the University of California and the community colleges.

For the workforce initiatives to be successful, there needs to be a central venue for gathering and analyzing information on the workforce and the effectiveness of policies, coordinating efforts involving multiple agencies, and identifying barriers to success that need to be resolved by the Governor and the Legislature.

Just as there is no individual or agency charged with coordinating these initiatives, there is no agency that as presently constituted could successfully assume that role.

The two obvious candidates would be the superintendent and secretary. The Superintendent's job is a combination of setting public agendas and administering public programs. The Secretary represents the Governor in the Legislature and other venues.

As the State has taken on a larger role funding K-12 schools, there has been increasing competition between the Governor and the Superintendent, a trend that transcends the current office holders. In the workforce arena, the leadership responsibilities go beyond the K-12 system to include public and private universities and partnerships involving neighborhood schools and businesses – in other words, a statewide effort that reaches far beyond the classroom.

Given this reach, the Secretary for Education – if properly equipped with the staff, budget and backing of the Governor – could take on the role of aligning workforce initiatives. Specifically, the Secretary could monitor the workforce and the various programs, coordinate the efforts of the agencies involved, and recommend policy and funding changes needed to

make the best use of public resources to improve the quality of teaching and learning.

The State needs to recognize the teacher workforce as the multi-billion-dollar asset that it is and give the Secretary for Education responsibility for ensuring effective management of this asset.

The graphic on the following page shows the Governor's relationship with the various agencies that affect California's teacher workforce.

Many Agencies, One Goal



Numerous agencies are involved in the preparation, certification and deployment of California's teacher workforce.

To bring cohesion to these efforts, the Governor could rely on the Secretary for Education to provide daily leadership.

Office of the Secretary for Education

The Secretary for Education, appointed by the Governor, is responsible for advising the Governor on teacher workforce issues.

Teacher Preparation

Board of Governors of the California Community Colleges

Governance: 16 members, all appointed by the Governor.

- ❑ Sets systemwide policy.
- ❑ Provides guidance for the 107 colleges, which are increasingly playing a direct role in preparing teachers.

California State University Trustees

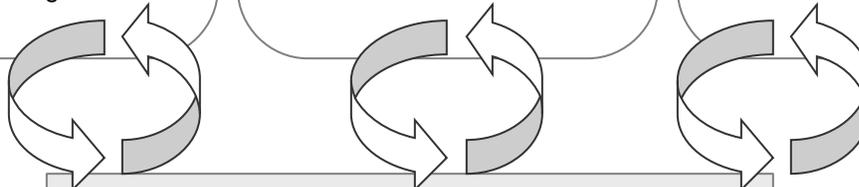
Governance: 25 members, 19 appointed by the Governor.

- ❑ Prepares about 15,000 new teachers yearly.
- ❑ Provides continuing education opportunities for existing teachers.

University of California Regents

Governance: 26 members, 18 appointed by the Governor.

- ❑ Prepares about 900 new teachers yearly.
- ❑ Provides continuing education opportunities for existing teachers.



Commission on Teacher Credentialing

Governance: 19 members, 14 appointed by the Governor.

- ❑ Accredits teacher preparation programs.
- ❑ Certifies teachers recommended by preparation programs.
- ❑ Administers school-based internship programs.

Teacher Certification

Teacher Deployment

Board of Education

Governance: 11 member board appointed by the Governor.

- ❑ Establishes statewide educational policy for K-12 schools.

Superintendent of Public Instruction

The State Superintendent is an elected official who serves as the director of the Department of Education and executes the policies adopted by the Board of Education.

Department of Education

- ❑ Assists educators, school districts, county offices of education, and parents to develop students' potential.

Recommendation 6: The Secretary for Education should be given the resources and the responsibility to align state teacher workforce initiatives with the needs of schools and ensure the workforce is managed as a valuable public asset. Specifically, the secretary should be directed to:

- ❑ **Coordinate State Efforts.** The Secretary for Education should be given the responsibility and the political capital to ensure that educational agencies are aligning their efforts to improve California's teacher workforce.
- ❑ **Gather Accurate Data.** The secretary should use a unique teacher identifier to efficiently collect and merge data collected by teacher preparation programs, state agencies and schools. The secretary should make teacher workforce information available to educators, policy-makers and the public.
- ❑ **Assess Initiatives.** The secretary should develop clear metrics to measure the number of teachers being trained, where they are employed, and how long they stay in the workforce. The secretary should evaluate workforce initiatives and recommend improvements to the Governor, the Legislature and other policy-makers.

