

Looking at Answers  
about Reform:  
Findings from the SB 2042  
Implementation Study

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The state of California has undertaken a comprehensive effort to reform the preparation of the state's public school teachers. During the decade of the 1990s and into the twenty-first century, this effort has been motivated by research that documents the critical role of quality teaching in advancing student achievement (Darling-Hammond, et al., 1996). It is supported by a growing demand for qualified teachers in the state (Shields, 1998), and the need for teachers who can teach a highly diverse student population (Darling-Hammond et al, 2001). In addition to its diverse student population, California is a state experiencing unprecedented enrollments in its public schools. (CCTC, 1997a; Esch et al, 2005). At the same time, it is a state whose school-age children, particularly those who attend urban hard-to-staff schools, rank below the national average in academic achievement (Darling-Hammond, et al., 2001).

In addition to factors of student diversity, student achievement, and quality teaching, the reform of teacher preparation is further motivated by the need to bring a systemic approach to the process of teacher preparation. Historically, the professional education of teachers in California has occurred in very diverse contexts, including private and independent colleges and universities and two public university systems. With the onset of a teacher shortage in the 1980s, the state supported alternative routes to certification and thus expanded the contexts of

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teacher preparation to include public school districts and county offices of education.

Even with expanded contexts for teacher preparation, fragmentation in licensure and curriculum, frequent lack of coordination with actual classroom practice or public school norms, declining budgets for teacher preparation, and the limited capacity of state-supported programs to enroll all potentially qualified applicants have been among the challenges to California's teacher preparation programs as they have tried to meet the demand for quality teachers (Shields, et al., 1998, CCTC, 1997a). SB 2042 is a response to these challenges.

In September 1998, the California State Legislature passed SB 2042, legislation that authorized the reform of teacher recruitment, certification, and licensing in the state. Its provisions are unique in that they represent the first time in California's history that almost all of the standards dealing with teacher preparation and induction were revised at the same time; every currently approved program that prepares teachers was requested to rewrite and submit program documents in a short time frame; the basic teaching credential was revised to carry the authorization to teach English Learners; and a requirement was created to mandate use of an assessment of teaching performance based on teaching performance expectations.

The intent of SB 2042 was to use the California Standards for the Teaching Profession (CSTP), Teaching Performance Expectancies (TPEs), and a teacher performance assessment (TPA) and allied reform requirements to reform teacher education and prepare high quality teachers. According to California Commission on Teacher Credentialing (CCTC) staff, there were seven goals of the SB 2042 reform:

1. To infuse subject-specific pedagogy and instruction aligned to K-12 standards;
2. To increase the consistency of candidate assessment;
3. To ensure the teacher education programs were developmental and sequential;
4. To map forward and backwards between a conceptual framework and outcomes;
5. To integrate coursework (theory) and fieldwork (practice);
6. To develop reflective practice and practitioners; and
7. To infuse the ability to teach English learners in all programs.

To facilitate the implementation of the law's provisions, staff at the California Commission on Teacher Credentialing (CCTC) developed an

implementation plan. One part of the plan was to encourage the use of the new program standards. Using federal Title II grant monies, the CCTC offered “early adopters” of the new standards a grant of \$30,000 and technical assistance to support submissions for program approval and implementation. In order for CCTC to make viable data-driven decisions related to the next steps of reform, it took a formative look at how teacher preparation programs experienced the reform and its impact.

The purpose of this research study was to evaluate the initial impact of SB 2042 on subject matter preparation and professional teacher preparation in California. The study has limited scope, as it took place over a six-month period and captured the impact on colleges, universities and school districts during the 2002-2003 academic year, the initial year of implementation. It also compared the experiences of early and late adopters of the reform. The findings provided feedback to the state on how the process worked, what the major successes and challenges were, and generated suggestions for the next phase of implementation.

The main research questions were:

1. How did individuals and groups experience the process of implementing SB 2042 credential reform in CA?
2. What has been the impact of SB 2042 implementation on programs and curricula?
3. What has been the impact of credential reform on instructional and assessment practices (e.g., faculty development, candidate assessment, resources allocation)?
4. What has been the impact of credential reform on districts, other institutional partners, and other partners?
5. How did early adopters differ from late adopters?

### SB 2042 and Standards for Teacher Preparation

In 2001, the California Commission on Teacher Credentialing approved the *Standards of Program Quality and Effectiveness for Professional Teacher Preparation Programs* (Professional Teacher Preparation Program Standards), and the *Standards of Program Quality and Effectiveness for Induction Programs*. These standards are historic, because they represent the first time that California sought to establish a strong, formal link between the preparation of teachers and the content of student learning.

Within the *Professional Teacher Preparation Standards* there are several linked themes. Among them, three stand out:

- ◆ Learning to teach is a developmental process that demands a sequential nature to teacher preparation, a curriculum grounded in theory about teacher learning and infused with learning experiences that expose relationships between theory and practice.
- ◆ High quality teacher preparation recognizes collaboration as essential to the governance, content, and delivery of pre-service programs.
- ◆ High-quality teacher preparation and teaching are informed by candidate performance assessments during both pre-service, and induction.

While the standards comprehensively capture key themes of learning to teach, their implementation in a state with great diversity in teacher education is a challenge. Given this challenge, the study presented here probes the experience of implementing new program standards in the reform of teacher preparation in California during 2002–2003.

## Methods

### ***Research Methodology & Design***

How do you measure the impact of a complex credential reform in a large state like California? Triangulation appears to be the best analytical technique, using multiple sources and mixed methods to ensure the findings are valid, reliable, and credible. This study's primary strategy was to collect web survey data from those who were directly involved in the beginning of the SB 2042 implementation.

A second strategy was to conduct site visits at "early adopter" institutions to interview key individuals (e.g., associate deans, deans, program chairs, district administrators, and assessment coordinators) to elicit answers to broad and difficult questions, CCTC staff and administrators involved in the preparation, and implementation phases or in providing technical assistance were surveyed and interviewed. A third strategy was the use of small focus groups (3-8 people) to elicit complex attitudes about the change process and implementation. At twelve early adopter institutions, small focus groups of faculty and staff were held. The focus groups were conducted using structured interview questions, and were audio taped and analyzed.

The research design used a mixed method approach that combined survey research with a qualitative grounded theory approach. The web survey allowed description of the broad range of attitudes across the state, while the twelve Early Adopter case studies allowed detailed examination of factors that distinguished early adopter institutions from others. In grounded theory, a theory is generated from qualitative data such as open-ended survey questions and interview responses. Then the

question, "What theories explain the SB 2042 reform change process in California institutions?" can be addressed.

### ***Sample and Subjects***

In 2003, there were 23 CCTC-approved California State University (CSU) Professional Preparation programs, 8 approved University of California (UC) programs, 50 approved private college and university programs, and 7 local education agencies (LEA) with approved programs, according to the CCTC website. Of these, 76 institutions were successfully contacted. The "Early Adopters" of the SB 2042 Program Standards were the primary focus of the case studies, as these organizations had had at least a year to experience the credentialing changes. This included colleges with elementary subject matter preparation programs, school districts or county offices with a professional teacher preparation program, and colleges and universities with professional teacher preparation programs.

Among the early adopters of professional teacher preparation program standards were 9 CSUs, 3 UCs, 13 private colleges, and 3 LEAs. A purposive sample was created for the case studies. The sample was stratified by sector (CSU, UC, private and LEAs with alternative programs), by area of the state, and by urbanicity. Stratification also addressed type of institution based on AACTE criteria of size and type.

The case study sample consisted of 4 CSUs, 3 UCs, 3 private IHEs, and 2 LEAs with alternative certification programs. One private institution declined to participate due to timing. As no other private institution met the selection criteria, it was replaced by a CSU. The final sample consisted of 5 CSUs, 3 UCs, 2 private IHEs, and 2 LEAs. All of these institutions had a submit date to CCTC of April 2002. Case study visits were conducted in spring 2003.

### ***Instrumentation***

For the survey and interviews, four main research questions and some potential sub-question categories were identified. Quantitative survey data were organized into four main areas. They were: general perceptions about SB 2042 implementation; impact on programs and curricula; impact on instructional practices and assessment; and impact on LEAs, college partners, and others.

### ***Analysis Procedures***

Using contact data for teacher preparation programs, letters were mailed and emailed to each institution's contact person. Contact persons,

including deans, coordinators of teacher education and other administrators, were asked to take the web survey, and to forward the email with the web link to other persons at his/her institution who worked on SB 2042. Respondents were anonymous.

Researchers visited the early adopter institutions, where they conducted interviews and focus groups to elicit qualitative data. At these visits, two faculty members of the team spent at least one whole day observing, talking with administrators, faculty, candidates, and others to get their observations and thoughts and feelings about the credentialing reform and about the TPA. Artifacts, including extant data on the institution and its programs and characteristics, were collected at the institutions and from their web sites.

After data collection, the quantitative data (survey) and qualitative data (interviews and focus groups) were analyzed, along with artifacts. Using a grounded approach, it was possible to describe what seemed to be occurring at colleges, universities, and districts/county offices—low, moderate or full-blown reform implementation.

Quantitative data analysis generated descriptive statistics for the total sample and for important subgroups for demographics and attitude questions. Mean tables were generated for evaluative scales: general perceptions about SB 2042, impact on programs and curricula, impact on instruction and assessment, and impact on partners. Cross tabulations were carried out by major subgroups (early vs. late adopters and sector) by questions to look for significant differences. Open-ended responses to web survey questions were analyzed according to qualitative data analysis plans. Patterns and themes in the data were then triangulated with findings of the interview/site visit data.

## Results

This section presents the web survey findings. First, demographic characteristics of the web survey respondents are described. Second, findings are presented by research question. Other findings follow, including evidence on whether the SB 2042 goals were met.

### ***Demographics***

Individuals from 61 out of 76 institutions responded to the web survey. The overall response rate was 82% of institutions. Sector response rates ranged from 77% to 88%. It is estimated that the sample of respondents includes about one third to one half of the individuals in California who worked on SB 2042 program documents or the process

(assuming between 3 and 4 individuals per institution worked on the documents). Out of the 61 institutions, 63% of respondents were from urban institutions, 32% suburban and 5% rural.

A total of 167 individuals responded to the web survey, with 18% of respondents from University of California campuses, 30% from California State University campuses, 46% from private universities, and 7% from LEAs with alternative certification programs. Forty four percent of respondents reported their student population was traditional and 56% reported that their students were non-traditional. Forty six percent of the respondents said they were early adopters, and 54% said they were not.

**Question 1:**

***The Experience of Implementing SB 2042 Credential Reform***

Research question #1 was: *How did individuals and groups experience the process of implementing credential reform?* Survey respondents strongly agreed that they had developed a coherent implementation plan (97%), that candidate assessment was integrated into the program (97%), that the SB 2042 program design was linked to standards (95%) and that it was an advantage to be an early adopter (86%). A majority agreed that SB 2042 would result in higher quality teachers (76%), that it provoked collaborative discussion between P-12 and universities (70%), and that it provoked collaborative discussion between teacher preparation and subject matter faculty (68%). About half of respondents disagreed (55%) that they had seen many changes in their institutions' beliefs, values or traditions as a result of this reform; and only about one half believed that full implementation would take more than three years. Early adopters were significantly more likely than late adopters to say that they had seen changes as a result of SB 2042. 53% of early adopters agreed compared with 38% of late adopters ( $X=3.13$ ,  $p<.05$ ).

Respondents were asked to what degree their institutions had implemented the credential reform. A majority (63%) reported that their institutions implemented "a great deal" of the SB 2042 program, 17% said "somewhat", 10% said "a little bit" and 9% said "not at all" Some of this may have been because not all institutions had yet begun implementation. Respondents were asked about their biggest implementation challenges. As Figure 1 displays, two distinct categories emerged: "high" challenges that affected over half the respondents and a second category of challenges that affected a quarter or less. The greatest number of responses reported, "time resources" as a challenge (135), followed by "personnel resources" (102). Eighty six reported that assessment processes for candidates were a challenge, and 36 reported that program approval was a challenge.

Figure 2 depicts three categories that emerged in response to a question on structural change: those who showed radical change (17%); those who showed moderate change (48%) and those who went through little change (35%).

**Question 2:  
The Impact of SB 2042 on Programs and Curricula**

Research question #2 asked: *What was the impact of SB 2042 implementation on programs and curricula?* Survey respondents strongly

Figure 1. Number of Respondents Reporting Challenges to SB 2042 Implementation.

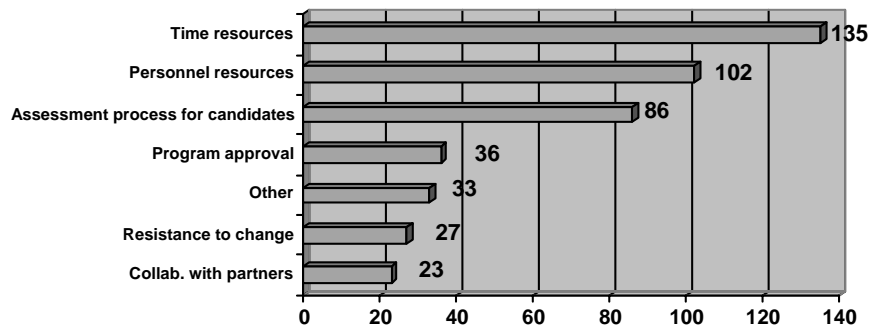
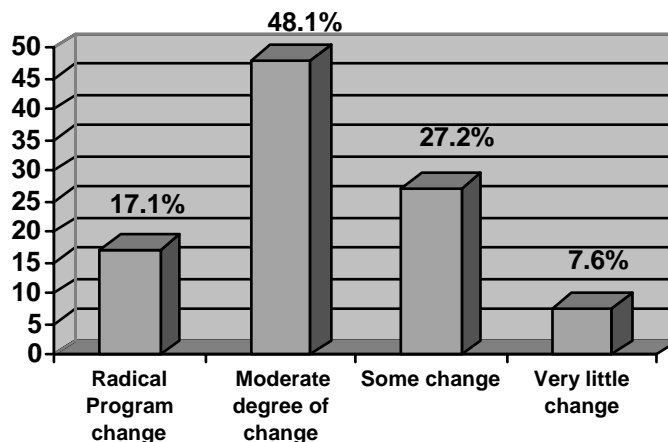


Figure 2. Amount of Restructuring Seen in Program.





agreed that SB 2042 reform would result in a positive impact on programs (81%), and that they had seen program improvements (70%). Early adopters were more likely than late adopters to agree on the positive impact. Eighty nine percent of early adopters agreed, and 73% of late adopters agreed ( $X=5.09$ ,  $p<.02$ ) A majority of respondents (63%) agreed that their teacher preparation course sequence reflects the teacher development process. Less than one half agreed that SB 2042 resulted in a greater emphasis on equity and diversity or that SB 2042 had changed their thinking about teacher preparation and curricula.

Analysis of the open-ended survey items on curriculum impact suggested that for a majority of both early (52%) and later adopters (61%) the question of impacts was difficult to answer, situating their dilemma in the question itself: it seemed to imply that an institution was not already doing their program well and hastened to add that "our program was doing many of the SB 2042 concepts and processes prior to the standard and therefore impact cannot be solely tied to SB 2042." Late adopters even more than early adopters also reported a negative impact in terms of how the legislation reduced strong diversity instruction to add more programming related to special populations. In essence, "depth being sacrificed for breadth" was a concern, especially in urban institutions.

### ***Question 3:***

#### ***The Impact of Credential Reform on Instruction and Assessment***

Research question #3 asked *what was the impact of credential reform on instructional practices*, including assessment. High percentages of respondents agreed that the process of candidate assessment changed because of SB 2042 (78%). A majority of respondents agreed that SB 2042 had stimulated change in instructional practices (74%), or change in fieldwork (66%). Only 45% agreed that their instruction had improved because of SB 2042 and only 33% said that SB 2042 had a positive impact on instructional resource allocation.

Early adopters differed significantly from late adopters in that 53% of early adopters reported that their instructional practices had improved because of SB 2042 and only 33% of late adopters agreed ( $X=4.1$ ,  $p<.05$ ). Survey respondents were also asked to respond to areas where instructional resources were needed. Three responses dominated: "Money to implement assessment" (140); "more money for supervision" (106); and "release time for faculty" (102). More advising (67) and "having smaller classes" (43) were much less frequently identified as needs.

Figure 3 shows responses to a question on which types of changes in assessment respondents saw because of SB 2042. Multiple responses

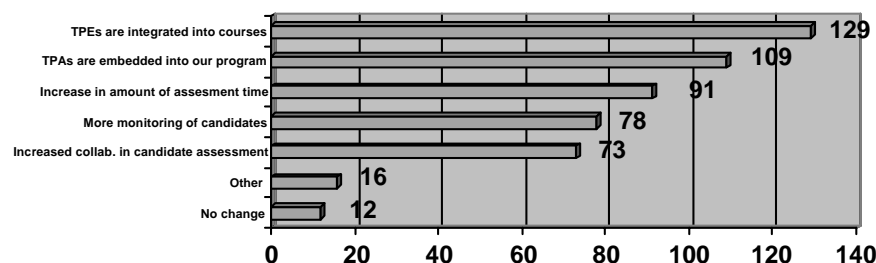
were possible. A majority of respondents identified three major changes: “TPEs are integrated into courses” (129); “TPAs are embedded into our program” (109); and “An increase in the amount of time devoted to assessment” (91). Seventy eight said there was more monitoring of candidates, 73 said there was increased collaboration in candidate assessment, 16 said “other” and 12 said “no change.”

While less profound than the perceived changes generated by assessment, survey respondents reported on three major changes they saw in fieldwork: Large numbers reported “coursework and fieldwork are integrated” (74), “fieldwork is developmental” (55), and “fieldwork is embedded into courses” (47). When asked about what types of relationships that they saw between the TPEs and CSTP, the most frequent response (93) involved “content overlap” followed by “teaching attributes” (26).

Analysis of the open-ended survey items regarding instruction and assessment suggest that respondents indicated changes in the area of aligning assessments outweighed changes in fieldwork and instructional practices. This was reinforced when respondents reported their highest need was for more resources to implement assessment as well as to implement another assessment-dominated area, supervision.

The most frequent theme throughout these open-ended survey items was that the early adopters emphatically reported that they had *already been* implementing many SB 2042 concepts and processes regularly and *already had* a “good” program. They were generally positive about the articulated assessment system, especially those who were NCATE institutions. Later adopters focused more on policy conflicts regarding “the lack of congruence between standards, TPEs, TPAs, and CSTP.” Some respondents reported that “the TPEs were behaviorally oriented to knowledge and skills and the CSTP focused on dispositions—each have very different outcomes.” It also appeared that later adopters may not have yet realized the extent of resources needed to implement the assessments.

Figure 3. Number of Respondents Reporting Changes in Assessment.



**Question 4:*****The Impact of Credential Reform on LEAs and Other Partners***

Research question #4 asked: *What was the impact of credential reform on LEAs and other partners?* A majority agreed that SB 2042 had a positive impact on pre-service partners, on teacher preparation and subject matter partners, and that their institution was more involved with induction. Open-ended survey responses related to collaboration with LEAs and other partners suggest that higher education institutions feel they have a strong capacity for partnerships but that district-operated teacher preparation programs are less conscious of the reciprocity needed for quality programming. Comments by early adopters versus later adopters suggest that the former became more aware of the nature of collaboration required as a result of implementing SB 2042, and were more apt to report that collaboration was an area needing improvement. The cautions raised by early adopters regarding collaboration suggested some priorities for remediation.

**Question 5:*****Differences between Early and Later Adopters***

Analysis of the open-ended survey questions revealed significant qualitative differences between early and late adopters. Many late adopters, as well as many early adopters, said they were already doing a great job, that collaboration was important, and that standards and consistency in the program were important. Many early adopters also reported that they already had an excellent teacher preparation program and spoke to the importance of collaboration. However, early adopters differed from late adopters in that they focused more on articulation, and on integrating standards, curricula and assessment. Early adopters had more mixed comments about the SB 2042 reform and its process than the late adopters, probably because of their experiences.

Analysis of case reports shows that many of the early adopter institutions already had some of the SB 2042 reform's components in place: extensive fieldwork, sequential and developmental course sequences, performance assessments, etc. Many respondents reported that implementing SB 2042 helped them to focus on their program to improve it even more and that it resulted in increased amounts of collaboration and dialogue. Early adopters said that 2042 made it easy for them to demonstrate that they had a good program.

### Were SB 2042's Goals Met?

As reported earlier, SB 2042 had seven goals. The research team reviewed the study findings, including the qualitative and quantitative survey responses and site visit interviews. Table 1 below displays the relevant evidence that each goal was met. As can be seen, some evidence was found to suggest that all of SB 2042's goals were met to some degree. Goals 2, 3, 5, 6 and 7 were judged to be fully met. "Fully met" signifies that a *great deal* of evidence was found for meeting these goals. Goal 1 (to ensure programs are developmental) and goal 4 (to develop reflective practice) were only partially met. There was *some evidence* of meeting the goal, but the evidence was not strong.

It may be that the web survey and interview questions did not deal directly with these two areas in detail or that only the early adopters had actually implemented the program and had had time to reflect on their practice and the developmental nature of the program. The strongest evidence was seen for goal 2 (map forward and backward), goal 3 (integrate coursework and fieldwork), goal 5 (subject specific pedagogy and instruction aligned with standards), and goal 7 (increased consistency of candidate assessment). Although there was evidence that goal 6 (infuse ability to teach ELLs), was met, many respondents felt that SB 2042 actually reduced a focus on diversity and equity and sacrificed depth for breadth. Some individuals in early adopter programs were upset that bilingual certification programs were ignored.

Although there was much evidence that the consistency of candidate assessment increased (goal 7), there were some negative concerns about assessment. These include the prescriptive nature of the state teacher performance assessment (TPA) and the high cost in terms of labor and time. Here, we heard the familiar refrain, "unfunded mandate."

### Discussion

The majority of respondents had positive views about SB 2042 implementation and the process. However, less than half of the respondents said they had seen institutional changes as a result of SB 2042, and many stated that they already had a good program. The biggest challenges to implementation were time and personnel resources and assessment processes. Not all respondents reported major or radical change as a result of SB 2042. Early adopters differed from late adopters significantly on several issues.

Although most respondents were positive about SB 2042's impact on their programs and curricula, they believed that as a result there is now

less emphasis on diversity and equity. Less than half of the respondents said SB 2042 had changed their thinking about curricula.

Table 1. Were SB 2042 Goals Met?

GOAL	EVIDENCE THAT GOAL WAS MET
1. To ensure that programs are developmental & sequential (partially met)	81% agreed SB 2042 had positive impact on programs & curricula 70% agreed they saw improvement in programs <b>63%</b> agreed that TP curriculum reflects teacher development Most early adopters agreed: developmental program was desirable <b>Only half</b> of survey respondents agreed that fieldwork is developmental
2. To have programs map forward & backward between a conceptual framework and outcomes (fully met)	<b>Large numbers</b> of survey respondents said they had learned how to integrate standards, curriculum & assessment. Majority agreed that they matched TPEs with the CSTP <b>Most</b> were positive about curriculum mapping <b>Many</b> agreed they were more knowledgeable abt standards Some believe TPEs are behaviorally oriented & are micro-managing
3. To integrate coursework and fieldwork (theory, practice) (fully met)	<b>Large numbers</b> agreed fieldwork is embedded in courses <b>Majority</b> agreed they needed resources for supervision <b>Majority</b> agreed impact of SB 2042 on partners was positive 70% agreed that there was more P-12 collaboration <b>Majority</b> agreed there was > collaboration w/ subject matter people Majority agreed they had seen changes in fieldwork Over half agreed that coursework & fieldwork is integrated <b>Many</b> agreed they had seen increased fieldwork, or the structure of fieldwork was adjusted.
4. To develop reflective practice and practitioners (partially met)	<b>Some</b> said there was increased collaboration (K-18 and faculty collaboration) <b>Some</b> said that more documentation was seen, as it helped verify results of a program Majority agreed that there was increased monitoring of candidates Majority agreed there was increased collaboration around assessment of candidates
5. To infuse subject-specific pedagogy & instruction aligned with K-12 standards (fully met)	<b>Many</b> said they learned articulation: how to better integrate standards, curriculum & assessment. <b>95%</b> agreed program is aligned with K-12 standards <b>90%</b> agreed that SB 2042 is linked to standards 74% agreed they had seen changes in instruction
6. To infuse ability to teach English learners (ELLs) in all programs (fully met)	<b>Majority</b> agreed that ELLs are impacted greatly by SB 2042 <b>Majority</b> said they experienced changes in infusing ELD strategies & use of strategies Some said: more integrated course content w/focus on ELLs <b>Majority</b> of respondents said SB 2042 reduced diversity & equity. Some said depth was sacrificed for breadth
7. To increase consistency of candidate assessment (fully met)	<b>97%</b> of respondents agreed candidate assessment & the TPA are integrated into their program <b>78%</b> agreed they saw changes in candidate assessment <b>Majority</b> were positive on the process of creating an articulated assessment system Half agreed that there was increased collaboration in assessment \

Respondents were generally favorable in regard to changes in candidate assessment. Although only about half agreed that they had seen improvements in instruction, early adopters were more likely than late adopters to cite improvement. The primary changes in instruction were the infusion of English language development strategies, use of strategies for special populations and use of technology. Respondents felt that more instructional resources were needed for assessment implementation, for supervision and for release time for faculty.

A key theme seen in early and late adopters was increased collaboration, which was seen within programs and across institutions and with other partners. A majority of respondents agreed that SB 2042 had a positive impact on their partners and that they were more involved in induction. Success in developing and implementing a program was largely in building greater cohesion, fostering collaboration among program faculty and administrators and with other partners and the product of artifacts of practice in the area of assessment of credential candidates.

#### Implications:

#### Lessons Learned in the Implementation of SB 2042 Reforms

##### ***Lesson One:***

##### ***Clarifying the Meaning of Teacher Development***

The *Professional Teacher Preparation Program Standards* strive to bring coherence to the elements of the curriculum of teacher preparation, and a stronger linkage among the key agencies involved in teacher preparation. These standards are guided by a conceptualization of learning to teach as a “coherent, integrated continuum that begins with recruitment and continues through professional preparation and ongoing development” (CCTC, 1997). Implicit in this meaning is that teacher education has a developmental nature. The standards refer to these experiences as both developmental and sequential and grounded in a theoretical framework of teacher growth and development. While the standards do not seek to specify that framework for all programs, they do require that the curriculum of teacher preparation reflect a knowledge base about how teachers learn to teach.

In the present study, a majority of respondents agreed that the curriculum reflected teacher development. Early adopters agreed that a developmental program is desirable. In addition, a focus on teacher development appeared to provoke sensitivity to greater program coherence, sequence, cohesion, articulation, ownership, and a view of the program as a whole program. There is greater integration of standards,

curriculum and assessment, for example. Respondents felt more knowledgeable about standards. However, only half of program respondents felt that fieldwork was developmental in the program.

Of particular note is that few programs offered an explicit theory or model of teacher development and no single model of teacher development emerged in the study. *A key lesson in the early implementation of the reform of teacher preparation is that an implicit wisdom of practice appears to inform the meaning of teacher development and its role in shaping the structure of teacher preparation programs, more than explicit theoretical frameworks or models of teacher development.* Thus, the goal that programs be developmental was only partially met.

***Lesson Two:  
Collaborating in a System of Teacher Preparation***

Under present and prior teacher credentialing legislation that places teacher education in a fifth or post-baccalaureate year, subject matter preparation occurs prior to pedagogical preparation. Previously, the integration of content within and between these components of teacher preparation was not structured. This linkage between subject matter preparation and professional study is an important theme in the reform of teacher preparation in California and one that marks a shift in the structure of teacher preparation within IHE-sponsored programs in particular. This intra-institutional linkage is a component of collaboration clearly emphasized in the program standards.

Inter-institutional collaboration is a second component. It extends to the curriculum of induction, as the continuum creates a curriculum linkage across all phases of a teacher's education. This component of collaboration considers relationships between P-12 schools and institutions of higher education, particularly as they involve field experiences in pre-service teacher preparation.

Collaboration occurs within the professional studies program, between the professional program and subject matter programs, and between professional programs and P-12 schools. The study found that within programs, there is greater cohesion and collaboration as the emphasis shifts to a focus on candidates. There is a finding of increased collaboration with subject matter programs and with P-12 schools. Of particular note is that for Early Adopters, collaboration preceded SB 2042 reform. However, sustaining collaboration at a high level requires increased resources. In the early implementation of SB 2042 reforms, there was a perceived need for greater collaboration with the CCTC in the delivery of technical assistance. Collaboration is considered a positive



feature of teacher preparation reform. *The need to sustain quality collaboration that includes the regulatory agency as a partner is a second lesson in the early implementation of reform.*

***Lesson Three:  
Assessing Candidates' Performance***

Perhaps the most challenging question in building a learning-to-teach system in California is candidate assessment. While the law mandates the summative assessment of teaching performance in pre-service, it does not require this in induction. This assessment is to be embedded in the program, whatever the credential pathway, using the TPEs as criteria.

In the present study, SB 2042 reforms clearly influenced change in the assessment of teacher candidates. Program sponsors, while in different stages with respect to summative assessment, were generally positive about an articulated assessment system. Some respondents were negative about the prescriptive nature of the Teaching Performance Expectations. Some IHE program sponsors expressed a tension between the accountability requirements of assessment and academic freedom. Program sponsors were generally concerned about the lack of available resources to implement a summative assessment. *The study found that in the early implementation of SB 2042 reforms, candidate assessment is considered valuable to making decisions about both program quality and teaching quality.*

*Delivering and sustaining high-quality assessment is a pervasive theme. However, a dilemma exists in that staff and administrators in many institutions are ambivalent about the reform process. For example, most agreed that candidate assessment should be mandatory and consistent, yet they at the same time resented being "micro-managed" by state assessment mandates.*

Conclusion: SB 2042 as Teacher Preparation Policy

California's credential reform law (SB 2042), while the result of several years of policy work, is in its infancy as law. Although the new teacher preparation standards are only four years old, this reform nevertheless exists in a changing policy environment marked by the external requirements of federal mandates on teacher education and declining budgets for teacher education.

Within this context, SB 2042 as law and public policy is still considered a catalyst for change. Respondents were generally encouraged by a deeper cohesion within the professional program, exemplary artifacts of



practice, and candidate assessment. Teacher development may be a context-specific and implicit concept to which some programs supply a theory or model of teacher growth and development and others do not. Collaboration, while mandated to tie curriculum in teacher education and public education, is more broadly construed to mean the developing partnerships among all stakeholders in practice and policy. As with candidate assessment, this process can only be sustained with resources of time, personnel and training. California's resource-poor environment and cuts in higher education funding are daunting barriers to full implementation of credential reform. Building capacity for implementing and sustaining the reform of teacher preparation in California is a central issue in the early implementation of SB 2042.

Examining the issues, challenges, and successes experienced by adopters of new teacher credential standards can be helpful to other universities, districts, and states that are in the process of restructuring their teacher credential programs in response to national or state accreditation standards.

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