

Breaking the Class Ceiling

Parade *Teacher* *Teaching* *Students*



A National Study Conducted by

Recruiting New Teachers, Inc.

On Behalf of the

DeWitt Wallace-Reader's Digest Fund

Acknowledgments

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*Breaking the Class Ceiling:
Paraeducator Pathways to Teaching*
By David Haselkorn and
Elizabeth Fideler
A National Study Conducted by
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DeWitt Wallace-Reader's Digest Fund

The mission of the DeWitt Wallace-Reader's Digest Fund is "to foster fundamental improvement in the quality of educational and career development opportunities for all school-age youth, and to increase access to these improved services for young people in low-income communities." In the belief that "improving the quality of services for young people requires investments in the adults who work with and on behalf of youth in schools and community organizations," the Fund established the national Pathways to Teaching Careers Program in 1989 "to increase the number of certified teachers, particularly minorities, working in the public schools."

The Fund employs two major strategies to achieve this purpose: 1) providing scholarships and other support services to individuals interested in teaching careers, in return for which participants agree to work up to three years in the public schools after earning their degrees; and 2) investing in institutions that support teaching as a profession, including providing resources to colleges and universities to restructure and update their course offerings to meet the needs of prospective teachers in schools with large populations of disadvantaged students.

Over a six-year period, the Fund has invested a total of \$40.2 million in the Pathways program. Starting with one project at Bank Street College in New York City in 1989, the Pathways program soon expanded to other colleges and universities, for an initial investment of \$5.2 million. Expansion to several southern states occurred in 1992 and, including support for returning Peace Corps volunteers who prepare to become teachers, cost \$22.4 million. In 1993 the Fund invested another \$9.8 million in expansion of the Pathways program in northeastern and midwestern sections of the country. In 1994 the Fund approved another \$2.8 million for a series of second-level grants and a five-year (\$1.5 million) program evaluation to be conducted by the Urban Institute and the Educational Testing Service. The estimated per person cost for a Pathways Scholar is \$13,000.

The Pathways program operates according to the following premises:

1. Substitute and provisionally certified teachers, *and teachers' assistants and other paraprofessionals who are within two full-time years of completing the bachelor's degree* (in states where that degree is acceptable for certification) should be encouraged to become fully certified teachers;
2. Bachelor's and master's degree programs can be redesigned creatively to meet more effectively the needs of urban teachers and the students they serve;
3. Colleges and universities can ensure that urban teachers receive outstanding training.

Striving to effect changes in the recruitment, preparation, and development of educators, the Fund has targeted paraprofessionals and other nontraditional groups (such as second career populations and noncertified teachers working in the public schools) to become Pathways Scholars, obtain bachelor's or master's degrees, or meet other requirements for licensure. The Fund is especially interested in identifying and supporting individuals from groups underrepresented in teaching who are currently working in low-performing urban schools. Some 2,200 individuals have been supported as Pathways Scholars, of whom some 417 are/were paraprofessionals.

The Fund is the primary sponsor of 43 Pathways projects, 20 of which serve paraeducators, among other groups. It is not unusual for Pathways projects, such as the *Tomorrow's New Teachers* program at Cleveland State University (see Appendix A-9) and the *Urban Paraprofessional Teacher*

Preparation Program at Cambridge College (see box), to receive additional support from other national and/or local funders.

A 1992 grant of \$880,000 from the **DeWitt Wallace-Reader's Digest Fund** allowed Cambridge College (Massachusetts) to launch the *Urban Paraprofessional Teacher Preparation Program (UPTPP)* for 85 paraprofessionals as part of the Fund's Pathways to Teaching Careers Program. The UPTPP has since received funding for program expansion from the **L. G. Balfour Foundation/Fleet Bank** (\$400,000); the **Ford Foundation**; the **Rockefeller Brothers Fund**; the **AT&T Foundation**; the **Boston Foundation**; **Harcourt General**; and the **Philip Morris Companies**.

Cambridge College, founded in 1971 "to serve working adults who did not have access to traditional college and graduate level education," views the UPTPP as "a powerful learning lab for everything the College believes in and tries to accomplish—opening doors to meaningful careers, valuing the life and work experience of adults, celebrating the strengths that exist in people and neighborhoods and in the many voices that make up American society today, modeling how a thoughtful investment in caring, working adults can have a leveraging effect on the health of communities."

The College's innovative approach to adult education—students are awarded credit for experience and take only the courses they need to complete their degrees—and partnerships with Boston, Cambridge, and Lawrence public schools, make it an ideal site for a paraeducator-to-teacher program. Program officer Dr. Mildred J. Hudson, who supervises this project for the DeWitt Wallace-Reader's Digest Fund, sees it as "an opportunity to encourage people who are already in the schools and have a certain type of experience to increase their learning and share what they've learned with children I think it is a national model offering a unique way of learning."

Dr. Mildred J. Hudson, a program officer for the fund, has overall responsibility for the development, expansion, and supervision of the Pathways program. In addition to her responsibilities for the program nationally, Dr. Hudson oversees Fund-coordinated Pathways programs in New York and Massachusetts. "The DeWitt Wallace-Reader's Digest Fund," she notes, "funds models and innovative programs that demonstrate to policymakers how schools and colleges can do a better job of educating the students they serve. Accordingly, the Pathways program is explicitly designed to work at a number of levels—individual, institutional, school district, and policy—to influence change." However, she also emphasizes the human dimension as a critical component of the Pathways program, particularly the difference in children's lives that each Pathways Scholar will make. "When you drop a pebble into the center of a still pond," she says, "ultimately the ripples it makes will cover the entire surface. Each Pathways Scholar will affect a thousand students or more across a teaching career. There is no telling how far their influence will reach."

Dr. Nathaniel Jackson, senior program officer of the **Southern Education Foundation**, coordinates Pathways projects at several expansion sites in the south. Those serving paraeducators are: Alabama State University and



▲ Dorothy Brown,
Cambridge College graduate
(David L. Ryan photo,
The Boston Globe)

Auburn University at Montgomery, LeMoyne-Owen College (Tennessee), Armstrong State College and Savannah State College (Georgia), Norfolk State University and Old Dominion University (Virginia), Tulane University (Louisiana), and Florida Memorial College.

Dr. Y. Nona Weekes directs the Pathways projects coordinated by Bank Street College of Education for the Fund. The northeastern and midwestern expansion sites serving paraeducators are: Cleveland State University (Ohio), Drexel University (Pennsylvania), Harris-Stowe State

College (Missouri), Indiana University of Pennsylvania, Kean College of New Jersey, Lesley College (Massachusetts), University of Louisville (Kentucky), Wayne State University (Michigan), University of Wisconsin/Milwaukee in partnership with nearby Alverno College.

According to Dr. Hudson, the Fund will await the results of the multi-year program evaluation before drawing any conclusions about outcomes. However, credible evidence of Pathways' effectiveness is accruing—notably serving as a model for Morgan State University's federally funded minority teacher recruitment initiative in Baltimore, as well as demonstrating how universities (Hunter and Lehman Colleges, to be specific) can change to work well with schools in low-income communities.

Ford Foundation

The Ford Foundation's support for paraeducator-to-teacher programs is part of Ford's larger Minority Teacher Education initiative, which was first conceptualized in 1988 by Dr. Barbara Hatton, then of the Foundation. Ford's current program officer for education and culture, Dr. Joseph Aguerrebere, explains that the initiative aims to: 1) attract able minority teacher candidates, 2) prepare them well in institutions of higher education, and 3) present an array of model programs for state policymakers and administrators. To accomplish this, the program demonstrates ways to identify talented minority students whose potential was not recognized by conventional standardized tests. In addition, the program recruits these students to selected sets of colleges committed to developing value-added programs for their preparation, and assists the colleges in enhancing their capacity to play this role. The program focuses on the needs of three ethnic and racial groups that are underrepresented in the profession: blacks, Hispanics (Mexican-Americans and Puerto Ricans), and Native Americans.



The Numbers Game

Ensuring Quantity and Quality in the Teaching Work Force

NASBE
NATIONAL ASSOCIATION OF
STATE BOARDS OF EDUCATION

The report of
the NASBE Study
Group on Teacher
Development,
Supply, and
Demand

THE NUMBERS GAME

ENSURING QUANTITY AND QUALITY IN THE TEACHING WORKFORCE

THE REPORT OF THE NASBE STUDY GROUP ON TEACHER
DEVELOPMENT, SUPPLY, AND DEMAND

October 1998

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The Study Group would like to acknowledge the valuable support and expertise it received from the members of its Advisory Panel, who are representatives of several leading organizations associated with teacher development and teacher supply. Members of the Advisory Panel met with NASBE staff twice, once prior to the first meeting and again after the final meeting of the Study Group. The Advisory Group helped define important issues and questions to underlie the Group's work. Each member also had an opportunity to attend Study Group meetings to meet Study Group members and participate in discussion and were asked to review and provide comments on a draft of the final report. Finally, members of the Advisory Panel generously contributed funds to help offset some portion of production expenses of the Study Group report.

NASBE is extremely grateful for the assistance provided by the Advisory Panel and their efforts to work with state boards as partners in improving teacher development and supply. However, the recommendations and findings in this report are solely those of NASBE and the Study Group on Teacher Development, Supply and Demand and do not necessarily represent the views of the Advisory Panel or any other organization or individual associated with the work of the Study Group.

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Table of Contents

Chapter I. Introduction: What it Takes to Ensure High-Quality Teachers for All Students	4
The Complex Notion of an Impending National Teacher Shortage	
A Closer Look at the Real Problems in Teacher Quality, Supply and Demand	
Chapter II. Building a Standards-Based System of Teacher Development	9
Chapter III. High-Quality Teacher Recruitment and Distribution: Differentiated Policies for Differentiated Needs	13
Our Nation's Monochrome Teaching Force	
More of the Same, or More of What's Needed?	
Going Where the Jobs Are	
Chapter IV. Teacher Retention	23
Chapter V. Educating Teachers for High Standards	29
The Content and Format of Teacher Preparation	
Teacher Induction Programs	
Professional Development	
Chapter VI. Teacher Licensure and Recognition of Accomplished Practice	38
Initial Licensure	
Continuing Licensure and Recognition of Accomplished Teaching Practice	
Appendix A. Evaluation and Program Improvement	44
Appendix B. Placing the Work of Every State in a National Context	45
References	47

I. Introduction: What It Takes to Ensure High-Quality Teachers for All Students

One of the greatest challenges facing the United States as it looks toward the new millennium is the development of human capacity—specifically, the need for a highly educated, globally aware community of citizens who can lead the country into an era of increasing technological, moral, scientific, political and social complexity. Chief among the developers of our nation's human capacity are teachers, who, along with parents, share responsibility for the growth of knowledge among the nation's more than 50 million school-age youth.

Just as we expect all of today's students to achieve high standards (previously expected of just an elite few), we must expect more from today's teachers. But so far the nation has fallen short in its attempts to produce a sufficient number of teachers who are fully trained and capable of helping all students meet the new standards. Indeed, there is growing evidence that, particularly in the area of teacher training, critics of the overall quality of our teaching force may be justified in some of their concerns. For example, nearly one-third of aspiring teachers in Virginia failed a basic skills test administered this year. When one New York district administered an eleventh-grade reading test to applicants for teaching positions, 75 percent failed.

There is also evidence that critics of teacher recruitment and placement practices may have genuine cause for concern. In California, half of all math and science teachers do not have even a college minor in their major field of teaching, and over 10 percent of all new hires in teaching have no pedagogical training at all. Across the nation, over 70 percent of students taking physics classes in high-poverty secondary schools are being taught by a teacher who does not have even a college minor in physics.

Systemic reform in teaching begins by ensuring that every teacher in every classroom has the skills, experience and tools they need in order to help students learn what the state has defined as a well-rounded education. The NASBE Study Group on Teacher Development, Supply and Demand contends that, although hiring and placing teachers is a district and school responsibility, *ensuring a sufficient supply of high-quality teachers is fundamentally an issue of state policy that requires far-reaching, systemic reform to build a coherent system of teacher recruitment, development and support.* In most states, state boards of education have the authority to control access to the field through accreditation and licensure requirements and to set standards for continuing practice via certification and continuing education requirements. States can also provide incentives to attract more individuals to the field or allow disincentives to deter individuals from entering. Finally, state boards in most states can set standards that define the purposes and levels of all components of teacher development. Using their far-reaching authority over teacher education, licensure and certification, state board members have a responsibility to build a system of teacher development and supply that elevates teaching and learning across the state to higher standards.

There is no question that upgrading the teaching profession is paramount to any efforts to improve public education. Indeed, current reforms in schools to hold students to high standards will fail without skilled, well-trained teachers to guide students. Despite this fact, only a handful of states have developed comprehensive, systemic policies, based on effective schools research and best practice models, to improve and support their teaching force.

Many states resist building policies to improve the teaching force because they perceive that there is currently an urgent need to increase the number of teachers in the state and they believe that raising standards at a time of shortage is self-defeating. Historical evidence demonstrates, however, that raising standards among teachers actually has the opposite effect—attracting more candidates to the field of teaching rather than fewer. Furthermore, the Study Group has found that assumptions about an immediate or impending teacher shortage need to be reconsidered in light of overwhelming evidence that suggests, against conventional wisdom, that the real problems of teacher supply and demand center around distribution, not shortage.

The Complex Notion of an Impending National Teacher Shortage

The extent to which school districts are working under conditions of teacher shortage matters. It matters because historically teacher shortages have led, in the short term, to an easing of teacher licensure requirements to attract quick and easy candidates into the field and subsequent assumptions on the part of many that “anyone can teach.” Easing requirements to enter the field damages not only the professionalism of the teaching force, but also threatens the integrity of the state’s license to practice in education and jeopardizes the quality of education available to students across the state.

The media has been carrying stories of teacher shortages for some time, insisting that our nation’s schoolchildren are at risk because of an impending shortage of teachers in our nation’s classrooms. *USA Today* claimed that alternate certification programs need to be streamlined “as the teacher crunch arrives” (6/7/96, p. 14A). *Time Magazine* agreed: “With politicians slashing class sizes and a generation of teachers on the verge of retiring, American schools face a crunch: they will have to hire as many as one million new teachers over the next decade” (7/20/98, p. 24).

The truth is much more complex than most headlines imply. The United States will certainly need more and more teachers over the next decade. Student enrollments, expected to reach over 54 million by 2007, will be the highest in history and will require growth among the teaching force of about 800,000 over the next decade (NCES, 1997). Combined with an expected increase in teacher retirements, districts may actually need to hire as many as 2 million teachers over the next decade (NCTAF, 1997). This daunting estimate is one on which many theories of impending teacher shortage are based.

Nonetheless, the teacher supply and demand issue is not strictly an overall numbers game; for the most part, states are preparing sufficient and, in many cases, overly-abundant *numbers* of teachers (AAEE, 1996). In fact, each year nearly twice as many teachers are prepared in teacher preparation programs as actually enter teaching. In 1994, among graduates who majored in education, 22 percent prepared to, but did not teach in the year following graduation, and 51 percent of bachelor’s degree recipients in other fields who had also prepared to teach did not even apply for teaching jobs. As recently as 1994 less than 1 percent of teaching positions were vacant or temporarily filled by substitute teachers because suitable candidates could not be found (NCES, 1997a).

The picture of teacher supply and demand is made more complex by the fact that there are several sources of teacher supply besides newly minted individuals from undergraduate teacher education programs, the traditional and often quoted measure of teacher supply; graduate level teacher education programs, alternate routes to teaching careers, and entrance into the field from the “reserve pool” of certified but non-working teachers are also important sources of qualified new teachers. While undergraduate teacher education programs continue to be an important source of new teachers, *more than half of newly hired teachers in 1990 were not new graduates from traditional teacher preparation programs.*

The reserve pool, often neglected in discussions of teacher supply and demand, comprised one sixth of all new hires (Darling-Hammond and Sclan, 1996).

This is not to say that the U.S. does not have to contend with some serious issues in terms of teacher supply. On the contrary, the Study Group believes that most states are facing serious and complex problems in terms of supply and demand, but these problems of "shortage" are primarily a matter of distribution rather than of absolute numbers of candidates in the teaching pool. Wealthy districts rarely experience shortages; low-income ones often do. As districts experience localized shortages, they resort to hiring individuals who are often unprepared and unqualified to teach. As a consequence, even with an overabundance of qualified teachers, over a quarter of all teachers enter the teaching force without proper qualifications in their major field of teaching (NCTAF, 1997).

A Closer Look at the *Real* Problems in Teacher Quality, Supply and Demand

To improve the quality and quantity of teachers available to schools, state boards of education need to *simultaneously* develop a standards-based system of teacher preparation, evaluation and development while continuing to recruit more promising teacher candidates to the field and finding effective ways to encourage them to stay. Doing this may require state boards to consider new ways of allocating resources and professional authority to encourage change.

Regardless of the abundant number of teachers that are currently prepared and certified, many states have difficulty meeting the staffing needs of local districts. To truly meet the needs of schools and districts for an adequate supply of well-qualified teachers, policymakers need to recast the often publicized notion of a "teacher shortage" in order to direct policy more appropriately toward the real problems of teacher supply and demand. This will require taking actions in the following areas:

"Is the supply of teachers in the U.S. adequate to the demand? The...data...do not indicate national shortages of teachers in general or within specific teaching fields...However, these data do indicate that schools serving larger proportions of low-income students experienced somewhat greater difficulty finding qualified teachers to fill vacancies."

National Center for Education Statistics. (1997). *America's Teachers: Profile of a Profession*.

- **Standards and Quality**—States have traditionally made policies concerning teacher development and supply according to immediate needs rather than long-term plans. The result is usually an *ad hoc* array of programs and policies for teachers, many of which have conflicting purposes and may be based upon opposing conceptions of the purpose of teacher work, the content of teacher knowledge, and the nature of teacher skills. Without developing clear, challenging teacher standards and devising valid ways to measure teacher effectiveness according to those standards, states are likely to find it impossible to provide a pool of teachers possessing the skills and knowledge districts say they need. States need to develop *systemic mechanisms, bound by a set of clear and precise standards*, for teachers' work and the work of those who support them in order to ensure that policies build efficiently from one another and teacher quality is consistently first-rate.

- **High-Quality, Diverse Recruitment and Distribution**—Teachers are largely *unrepresentative* of the diverse populations they serve and often *unprepared* to accept teaching positions in the subjects and communities where they are most needed. For example, while one-third of all students in U.S. public schools are children of

color, less than ten percent of individuals preparing to be teachers are members of a minority group (NCES, 1997a). Furthermore, while many states have a surplus of teachers overall, most states find it hard to place teachers in urban and rural schools and in subject specialties such as special education and the sciences. Consequently, states need to devise policies that fairly *recruit and distribute a high-quality, diverse teaching pool across all districts*.

- **Retention**—Estimates are that between one-third and one-half of all beginning teachers leave the classroom within the first five years. Not only does this mean that public resources are often squandered on teacher candidates who contribute very little time to schools, but it means that schools and districts are forced to expend enormous energies developing new teachers, who are likely to leave after only a few years and be replaced by yet another new recruit in need of special resources and support. This is a particular concern because high quality educational change rests in large part on the quality of teachers in our schools (Carnegie Forum, 1986; Holmes Group, 1986; National Governors Association, 1986; Darling-Hammond and Sclan, 1996). Consequently, states need to invest in policies and programs that reward teacher knowledge and skills and build supportive school organizations to improve the *long-term retention of teachers*.

- **Education and Training**—Preservice and inservice education for teachers has often been criticized for ignoring what teachers themselves say they need to know in order to do their jobs more effectively. States need to devise ways to *incorporate the best of education and training*

knowledge into a standards-based system of teacher education.

- **Licensure and Certification**—Teacher licensure requirements have commonly failed to reflect appropriate standards of knowledge and performance among teachers. This makes it difficult for states to carry through with their legal responsibility to guarantee to the public that individuals admitted to practice have met meaningful licensure requirements. *States need to devise licensure and certification criteria and measures that are based on a system of high-quality content and performance standards that can reasonably assure the public that individuals admitted to practice as teachers are indeed highly competent.*

Solving the real teacher supply issues requires policies and programs that look very different than policies responding to a "general teacher shortage." It requires, first, recruitment, education and training policies that are rigorous, coherent, standards-based and results-oriented and second, recruitment, education, retention and distribution policies that are sufficiently flexible to respond to different needs of different types of districts. Finally, it requires states to produce policies that are supported by high-quality data about programs and policies that work. Without a clear rationale for targeted and systemic policy decision-making, states may find that their policies are overly affected by political jockeying; with a clear rationale, on the other hand, policies are more likely to be systemic and effective. This report examines what a system of teacher development and supply should look like in order to be rigorous, coherent, flexible, standards- and results-oriented, and based on high-quality research.

Summary Recommendations of the NASBE Study Group on Teacher Development, Supply, and Demand

- ★ **STANDARDS:** To improve the quality and quantity of teachers available to schools, state boards of education need to *simultaneously* develop a standards-based system of teacher preparation, evaluation and development while continuing to recruit more promising teacher candidates to the field and finding effective ways to *encourage them to stay*. Doing this may require state boards to consider new ways of allocating resources and professional authority to encourage change.
- ★ **TEACHER RECRUITMENT:** States need to formulate policies and programs acknowledging that the problems in teacher recruitment and supply will not be solved through blanket strategies but through *targeted programs* that strategically recruit teachers with particular skills and characteristics.
- ★ **TEACHER RETENTION:** Retention of high-quality teachers is one of the greatest causes of teacher shortage. Therefore states should develop policies to improve the support, services, and growth opportunities available to educators in order to encourage truly good teachers to remain in the field.
- ★ **TEACHER EDUCATION AND PROFESSIONAL DEVELOPMENT:** States should create policies that extend teacher education beyond traditional university teacher preparation programs and facilitate a variety of high-quality ways in which teachers and teacher candidates can develop the knowledge and skills required to bring students to high standards. States should also consider various methods of teacher education, such as alternate routes to licensure and preparation programs beyond a bachelor's, that may attract candidates to, rather than deter them from, careers in teaching.
- ★ **TEACHER LICENSURE AND RECOGNITION OF ACCOMPLISHED PRACTICE:** States need to create policies that hold individuals to knowledge and performance standards, more than rigid course and degree requirements, in order to receive a license to teach. These standards should be applied to every teaching credential issued by the state, regardless of short-term needs for individuals to fill vacant classrooms. Furthermore, states should devise mechanisms to encourage experienced teachers to develop their skills beyond those levels required for initial licensure.

II. Building a Standards-Based System of Teacher Development

Traditionally, state initiatives to support and develop teachers have been characterized as being a series of disjointed, conflicting policies. For example:

- Class size reduction plans make it hard to put a well-qualified teacher in rapidly increasing numbers of classrooms;
- Teacher certification requirements that emphasize knowledge via paper-and-pencil tests, which may measure content knowledge, make it hard to ensure that teachers have the necessary *instructional skills* to be effective in classrooms; and
- Emergency certification programs in response to immediate teacher shortages conflict with efforts to “raise the bar” to enter and remain in the field.

The primary reason why policies concerning teacher development have been so *ad hoc* is because most states have no overarching priorities or unifying definition of what teachers should know and be able to do—thus, policies have been developed without broad, consistent focus. It is no wonder, then, that states have historically had little notion of what standards their teachers were meeting, what teachers’ assumptions were about student learning, or how effective teachers were.

Standards for teachers represent a state’s commitment to parents and communities that their children’s teachers are highly capable and have the knowledge and skills needed to nurture the full potential of all students. Forming consensus around what constitutes teacher competence is also the best way that teachers themselves can make good on the *promise of competence* that they, and the states that licence them, need to be able to make to the public. Properly devised, standards repre-

sent what the people in a state have decided they want in their teachers; that is, the standards describe the knowledge, skills, and dispositions that each teacher should possess in order to be *competent*—in order, that is, to effectively help students reach the state’s learner outcomes.

Teacher standards are also critical to education reform. Developing teachers to lead critical change at the school level, rather than relying on universities, professional associations, or bureaucrats, gives teachers a sense of ownership over the reform process and makes reform more likely to succeed. But placing teachers at the heart of systemic reform requires teachers to have certain skills and knowledge that will *enable* them to participate meaningfully in changing the nature of their own work. Furthermore, defining and measuring standards is the only way in which states can ensure that the pool of teachers they certify, and from which districts may select, is of high quality. *States need to have in place a set of standards for teacher preparation, support and development upon which a coordinated policy and programmatic system can be built* (NASBE, 1996).

States across the country have begun to define what teachers need to know and be able to do in order to bring students to high standards. For example, **Ohio** has adopted a set of teacher standards and plans to make initial and continuing licensure dependent upon candidates’ results on rigorous performance assessments that are tied to the standards. **North Carolina**, in their Excellent Schools Act of 1997, established a system that ties teacher licensure to state teacher standards across a three-tiered system of initial, continuing, and advanced certification. All levels of teacher certification are tied to state teacher standards via a demanding performance assessment. The **Maryland** State Board has adopted standards for

The State Role in Teacher Development, Supply, and Demand

Historically, the job of placing teachers in classrooms has been largely the responsibility of local districts. While the Study Group agrees that local districts should continue to make specific teacher hiring and placement decisions, the state also has important roles in enabling local districts to do their job:

- States, through rigorous preparation and licensure requirements, need to ensure a pool of high-quality teachers from which districts can pick and choose with confidence;
- States, by accrediting preparation programs that emphasize the particular needs of local districts, need to compel programs to prepare teachers to accept positions and succeed in subjects and geographic areas where they are needed;
- States, through comprehensive research and evaluation programs, need to gather data about teacher demand and effective ways of meeting demand and use this data to inform program implementation;
- States need to ensure that preparation programs that are re-approved have a track record of preparing effective teachers; and
- States need to premise the entire system of teacher supply and development upon rigorous standards and assessments that have been developed via open discussion with teachers, parents, researchers, policymakers, and the general public.

accreditation of all teacher preparation programs and for initial licensure of all teaching candidates. Using existing national standards, Maryland has also adopted a set of standards for teacher professional development. Maine has adapted a set of national teacher standards to correspond with the students learning standards, and Rhode Island has instituted a set of comprehensive, nationally

recognized standards for beginning teachers and is implementing a portfolio assessment for beginning teachers that is tied to the standards.

The Study Group believes that it is very important for each state to go through its own process of developing teacher standards that corresponds with each state's unique set of student standards and that defines the norms and expectations of the particular citizens of each state. When developed comprehensively, these teacher standards include:

- Expectations for colleges of education in terms of competencies, classroom experience requirements and performance and knowledge requirements among their graduates;
- Expectations for graduates of teacher training programs in terms of both knowledge and performance;
- Expectations for continuing teachers in terms of professional development, skills and knowledge; and
- Expectations for professional development providers defined in terms of student and teacher outcomes.

Devising comprehensive standards has implications for the spectrum of state education policies because standards move the focus of policy from inputs and processes to *results*. The actual processes students, teachers and administrators employ to achieve the defined standards become less important from a policy perspective, and across the system individuals are evaluated according to the *results* they achieve.

Fortunately, not every state needs to "reinvent the wheel" when they devise teacher standards; there is considerable agreement already about necessary knowledge, skills and dispositions for teachers that have been developed by states and by national projects such as the National Board for Professional Teaching Standards (NBPTS), the National Council for the Accreditation of Teacher Education, (NCATE), and the Interstate New

National Projects to Develop Teacher Standards

- Producing performance standards for teacher licensing has been undertaken by the Interstate New Teacher Assessment and Support Consortium (INTASC). To hold teachers accountable for reaching the high standards they recommend, INTASC is developing sophisticated authentic assessments for teachers in their first years of practice. More than 20 states have either directly adopted or modified INTASC standards for beginning teacher licensure. At least 18 states have started creating comprehensive performance assessments based on INTASC or INTASC-modified standards.
- The National Board for Professional Teaching Standards (NBPTS) has developed high standards and comprehensive assessments for advanced licensure of highly-accomplished, experienced teachers. Over half of all states, and some districts, have begun to offer financial and other incentives for teachers to seek National Board Certification. Several states utilize teachers with National Board Certification as master teachers, tutors, and school improvement specialists to work with teachers and schools across the state.
- The National Council for the Accreditation of Teacher Education (NCATE) has created a set of demanding standards for teacher education programs that incorporate the performance standards developed by INTASC. In 1997, 41 states had entered into partnerships with NCATE; nine required all public institutions to be NCATE accredited.

Teacher Assessment and Support Consortium (INTASC). All of these initiatives share a view of teaching as a complex undertaking, "grounded in decisions that are contingent on students' needs and instructional goals, and reciprocal, that is, continually shaped and reshaped by students' responses to learning events" (Darling-Hammond

and Sclan, 1996). Whether or not state policymakers decide to adopt components of existing teacher standards or develop new standards, the Study Group believes that policymakers need to be aware of the rationale for and content of the important work that has been accomplished by these existing projects.

Finally, the Study Group found that when basing policy decisions on a coordinated system of teacher standards, state policymakers need to keep at least three things in mind:

- Teacher standards need to be aligned with clear content and performance standards for students. Every student standard implies a particular notion of teaching and learning that needs to be built into standards for teachers. For example, if students are being asked to think thematically and link subject areas across concepts, then teacher standards need to clearly expect teachers to connect subject areas in thematic teaching.
- Setting high standards for students and for teachers morally obligates the state to provide the structures and supports that students and teachers need to meet the standards. Doing so requires states to think differently about the ways in which resources are allocated, since individual districts will likely require very different kinds of support in order to meet standards.
- Programs and policies designed to support a standards-based system need to balance the need for implementing what we know works with what is promising, new and innovative. State funds need to be allocated strategically, as an incentive to keep effective programs operating while at the same time encouraging the design, implementation and evaluation of promising new programs. Relatedly, state policymakers need to know which policies and programs have been proven effective in order to make informed decisions about what to implement.

Removing Poorly Performing Teachers

A standards-based teacher development system needs to have mechanisms in place to judge whether experienced teachers are meeting professional standards. Many school districts have developed innovative programs that incorporate peer review and intensive support and assistance from lead teachers and mentors in order to support beginning teachers or experienced teachers who find it difficult to meet state standards. Teachers who are unable to improve their practice are counseled out of the field.

Peer review and assistance programs represent new models of collaboration between unions and school boards that have proven extremely effective at both improving teachers' practice and dismissing teachers. Peer review and assistance programs have been implemented by AFT and NEA locals in several cities in Ohio and in Rochester and Seattle. Each program was established through collective bargaining agreements and is governed by a panel of teachers and administrators.

Peer review and assistance programs credit their success to the fact that they review teachers' practice more comprehensively than traditional "checklist" approaches. Colleagues and administrators examine data on teacher and student performance to determine a teacher's ability. Another reason for success is the way in which excellent teachers are freed from a small portion of their classroom responsibilities to work intensively with their peers, both in terms of evaluation and assistance.

In each case, peer assistance programs have raised standards, and more teachers have received assistance to improve their practice (and more have been dismissed) than ever occurred under previous teacher evaluation programs. For example, in Rochester about 10 percent of experienced teachers referred for "intervention" to improve their practice determined, through extensive work with their tutor, that they should leave teaching.

Source: National Commission on Teaching and America's Future. (1996). *What Matters Most: Teaching for America's Future*. New York: NCTAF.

III. High-Quality Teacher Recruitment and Distribution: Differentiated Policies for Differentiated Needs

States need to formulate policies and programs acknowledging that the problems in teacher recruitment and supply will not be solved through blanket strategies but through *targeted programs* that strategically recruit teachers with particular skills and characteristics.

Once state standards are in place that define expected teacher knowledge, skills and dispositions, state policymakers have a moral obligation to develop policies that: 1) support the standards functionally and philosophically; and 2) develop and distribute resources in ways that help schools and districts hire high-quality teachers who meet these standards. But providing high-quality teachers to all students requires states to: *recruit* good, diverse prospective candidates who are able and willing to teach in high-demand subject and geographic areas; *retain* high quality teachers for long-term careers in the field; and *educate* teachers to meet high standards by providing effective education and training across teachers' careers. These are the critical elements of a comprehensive teacher development policy.

Recruiting, retaining and educating sufficient numbers of high-quality teachers to work in every type of school and district across the country is extremely complex. Just as the circumstances, goals, priorities and expectations of schools vary, so too do the difficulties they face in the recruitment, retention, and education of their teaching force. While state policies need to be standardized to the extent that everyone is held to high standards, they also need to be differentiated to serve every school, in every circumstance, with every type of goal, priority and expectation. The Study Group believes emphatically that this combination of flexibility within high standards across policies of teacher recruitment, distribution, retention, and

education is the key to effective teacher development policy.

In large part, most states do not need to recruit more candidates into teacher preparation programs. Most states do not even need to attract higher quality candidates to teaching; those admitted to teacher preparation programs are now above average in terms of college entrance qualifications (NCTAF, 1997). What states do need, however, are *targeted programs that attract candidates who are willing and able to meet the needs of the schools in which they will be asked to teach*. The most dire needs faced by districts are for: 1) teachers who are racially, culturally and ethnically diverse; 2) teachers who are qualified to teach specific subjects in which teachers are in short supply, and 3) teachers who are willing to teach in high-poverty schools and schools serving students of color, primarily in urban areas.

Our Nation's Monochrome Teaching Force

Across the nation, over one-third of public school students are individuals of color and about five percent of students are limited-English proficient. Teaching students who contend with varied and often challenging circumstances is a complex task that requires input and intervention from individuals who can understand and respond to the needs of an ethnically and racially diverse student body.

There are several reasons states should want to attract and retain a diverse cadre of teachers:

- Teachers of color and ethnically diverse teachers are often the most successful teachers in the neediest schools—those with high proportions of students of color (Howey & Zimpher, 1993).

- Diverse members of local communities are often the most likely and willing candidates to instruct students with limited-English proficiency and other special needs (RNT, 1996);
- Studies make clear that teachers of color and ethnically diverse teachers are often able to forge more meaningful ties with local ethnic/racial communities and demonstrate greater understanding of the particular circumstances of racially and ethnically diverse students than are white teachers (RNT, 1996);
- Men and women who are racially and ethnically diverse can provide valuable role models not only to students of color, but also to white students;
- There are indications that students of color and ethnically diverse students achieve more when taught by individuals they believe are like themselves in terms of race, class and culture; and
- Teachers of color and ethnically diverse teachers may be more likely to encourage students of color to enter teaching.

Despite myriad reasons why ensuring a diverse teaching pool is important, the typical graduate of a teacher preparation program is white, female, 21 years old, speaks only English, from a small town and wanting to teach in the same (AACTE, 1996). In recent decades diversity among the nation's teaching force has actually decreased, particularly when compared to the growing diversity among public school students; while over one-third of public school students are individuals of color, only about 10 percent of teachers are. Overall, the need for teachers of color is so dire that in North Carolina, for example, one report concluded that "if current trends continue, the average minority child could conceivably have no minority teachers during the K-12 years" (North Carolina Association of Educators, 1994). The few teachers of color who are in the current workforce tend to cluster in particular schools, disproportionately teaching in urban schools and those serving students of color (See Figure 1).

"The race and background of [students] teachers tell them something about power and authority in contemporary America. These messages influence children's attitudes toward school, their academic accomplishments, and the views of their own and others' intrinsic worth. The views they form in school about justice and fairness also influence their future citizenship."

Carnegie Forum on Education and the Economy. (1986). *A Nation Prepared: Teachers for the 21st Century*.

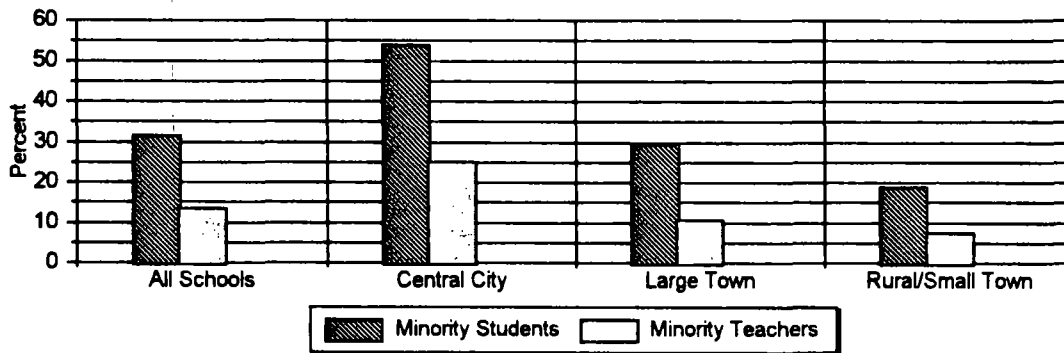
The good news is that several successful programs to attract individuals of color and ethnically diverse individuals to careers in teaching provide helpful lessons in the necessary components of an effective program to recruit diverse teaching candidates. Successful programs: insist that diverse candidates, regardless of their route of entry into teaching, be held to the same standards as all other teacher candidates; provide courses in local communities instead of exclusively on university campuses; provide financial support to enrolled students; offer classes in the evening and on weekends; provide extensive academic and social support to diverse candidates; and often recruit teacher candidates from existing pools of school paraprofessionals. Graduate teacher preparation programs, particularly those that offer some of the program characteristics listed above, also attract above-average percentages of individuals of color.

The Study Group believes that states need to invest in what works to attract diverse candidates to careers in teaching. Some states and local communities have responded to the need for diverse teachers with innovative programs that have proven successful at attracting non-traditional candidates to the teaching field.

- South Carolina's Teacher Cadet Project involves teachers, administrators, and univer-

Figure 1.

Public School Diversity



Source: U.S. Department of Education. (1993-94). *Schools and Staffing Survey*. National Center for Education Statistics.

sity faculty in mentoring secondary school students who demonstrate interest in teaching. Programs such as South Carolina's are particularly promising because there is evidence that participants of early recruitment programs are more than one-third minority (RNT, 1993).

- Responding to the fact that over 90 percent of teachers on the Navajo reservation are not Navajo, the Navajo Nation Ford Teacher Education Program recruits teachers from the Navajo Nation to study with a consortium of six colleges and universities. Participants receive sizable scholarships along with stipends for transportation and child care assistance, intensive academic advisement, counseling, and support. The Program has successfully produced about 40 new Navajo teachers and over 200 Navajo-speaking teacher aides.
- In Los Angeles, California, a consortium of colleges, local teacher unions, policy organizations, and the Los Angeles Unified School District operate a program to train Latino paraprofessionals to be teachers. This program offers strong academic and social support for participants, including a cohort system of peer support, faculty mentors at each teaching assistant's home school, and adjunct class

sessions for program participants who need academic assistance. In operation since 1992, the Latino Teacher Project has an extremely low dropout rate and has produced significant numbers of high quality teachers for Los Angeles schools.

More of the Same or More of What's Needed?

Evidence is clear that the nation's teachers are poorly distributed across subjects and specialties, causing acute shortages in some fields of teaching at the same time that there are sizable surpluses in others. Not surprisingly, shortage areas are largely those fields in which higher paying career options are available (such as the sciences) or in which teaching placements are disproportionately in low-income schools and/or schools serving students of color.

State policymakers are often quick to point out that teacher training programs are doing exceptionally well at producing teachers that districts don't need. For example, despite a surplus of elementary teachers in every region of the country, almost half of all education degrees, about 50,000 in all, are conferred in elementary education. On the other side of the spectrum, the nation produced only 54 bachelor's degrees in bilingual

Alternate Routes to Teaching

Alternative routes for educating teachers is a fairly recent, but rapidly expanding initiative that allows districts, colleges and universities, and other educational agencies to offer licensure opportunities for teachers who complete a preparation program that may differ in content, structure, recruitment strategy, or target population from traditional university undergraduate programs in teacher preparation. Driving this trend is the desire to achieve at least four important goals: increasing the pool of teachers competent in high-demand educational specialties, increasing the participation of under-represented racial/ethnic and cultural groups; increasing staff levels of urban and high-poverty schools; and decreasing the need for emergency credentialing to meet local teacher shortages.

Currently, most states allow some form of alternate routes, although alternate programs can vary widely according to regional needs and local resources. For example, some regions with pressing needs for bilingual and special education teachers have found educational paraprofessionals to be excellent candidates for alternate routes into teacher careers in those fields. In regions with large military or business economies, some alternate routes have catered to retired military officers or businessmen who often bring technical skills and scientific knowledge to new careers in teaching.

Evaluating alternate routes according to the four goals above, several programs are highly successful. Alternative routes to teaching increase minority representation in teaching. In Texas, it is the primary means of attracting minority professionals into teaching. Not only do Texas interns from alternate preparation programs have higher pass rates on certification tests than do traditional education graduates, but minority interns have higher pass rates than minorities who were initially prepared through regular channels. Furthermore, the Los Angeles Unified School District's Intern Program recruited minorities at a much higher rate than the California state university system. New Jersey also experienced similar success with their alternate routes to teaching. Teachers from alternate routes are also more likely to teach in urban schools than teachers from traditional preparation programs, and there is evidence that attrition rates both during program participation and after becoming a teacher are the same or lower among alternate route graduates (RNT, 1996; Darling-Hammond, et al., 1989, in Dill, V.S., 1996; Stoddart, 1990; Adams and Dial, 1993).

Today, well-constructed programs are no longer considered by most to be "back-door" access to careers in teaching. As a matter of fact, entrance to some alternate routes have become more rigorous and competitive than many traditional university preparation programs. In some cases, as models proliferate, lines may blur between what was formerly a universally defined 'traditional' model and its distinct 'alternatives' (Dill, 1996).

The evidence is clear: when judged by results, high-quality alternate routes to teaching need not be viewed as a compromise in teacher preparation standards. On the contrary, an effective standards-based system of teacher preparation welcomes innovations in "process" that demonstrate promise in achieving the *results* states expect.

education, when this field claims the third most severe shortage in the nation and is in short supply in every region of the country (NCES, 1997b). (See Table 1 on page 18.)

Although it may be tempting for policymakers to blame colleges and universities for preparing individuals for teaching fields where there are already large surpluses, the Study Group asserts **it is the responsibility of the state through accreditation, more than colleges, universities or school districts, to ensure that the pool of potential candidates available to schools and districts is comprised of teachers who can meet their needs.** *States that continuously accredit programs and certify abundant number of teachers in surplus fields when districts are desperate for specialists in shortage fields are failing to be accountable for providing districts with the tools they need to bring students to high standards.*

Research has shown that successful programs for attracting candidates to high-need fields often have: an uncompromising position that all teacher candidates, even those preparing in high-need subjects, meet high standards in order to be licensed; financial incentives for currently practicing or newly recruited teachers to become qualified in a high-need subject area; partnerships with local businesses and the military to attract early retirees and career-changers to high-need teaching fields; efforts to attract currently practicing paraprofessionals, particularly in bilingual and special education, to teacher training programs; and effective recruitment and public awareness campaigns that emphasize the rewards of a career in teaching. States that take seriously the necessity of attracting candidates to high-need fields should consider incorporating these criteria into their accountability and accreditation systems for teacher education programs.

Current projects undertaken by several states, districts, and private entities demonstrate that states can increase the number of teacher candidates choosing to specialize in shortage areas by

thinking creatively about *who* to recruit and *how* to educate them.

- Several school districts offer free training to prepare existing staff members to teach in fields of shortage. About one in five school districts offers free training for staff to prepare to teach in a shortage field.
- North Carolina established alternate certification programs in the 1980s that, by the end of the decade, were preparing 15 percent of all mathematics teachers in the state (Dill, 1996). Evaluations indicated that teachers in North Carolina from alternate programs were as competent and as successful on teacher examinations as teachers from traditional preparation programs.
- The California Mathematics and Science Teacher Corps Program was established through partnerships between California State University and several corporations, which provide stipends for their retiring employees to enter teacher preparation programs. Coming from companies such as IBM, TRW, and Hughes, most participants have master's degrees in math or science fields and several years of work experience as engineers.

Going Where the Jobs Are

Not only are teachers demographically unrepresentative and specializing disproportionately in fields where there is little or no need, but once prepared to teach, individuals apply for and accept teaching positions in highly inequitable patterns. This causes severe local and regional shortages of qualified teachers, particularly in urban and rural high-poverty districts. For example, in 1990 almost one-quarter of central city public schools had teaching vacancies that were impossible to fill, particularly in the field of bilingual education (CGCS, 1993). **States need to develop policies to help all districts recruit high quality teachers to work in their schools and to encourage teachers to enter careers in states, districts, and schools with the most severe teacher shortages.**

Table 1: Teacher Demand and Degrees Conferred, by Teaching Subject

	Relative Demand 1996*	Bachelor's Degrees Conferred 1995	Master's Degrees Conferred 1995
Considerable Shortage			
Speech Pathology	4.48	798	218
Behavioral Disorders	4.33	312	231
Bilingual Education	4.32	74	286
Mentally Handicapped	4.22	578	123
Some Shortage			
Learning Disability	4.19	633	549
Multiple Handicapped	4.15	142	214
Audiology	4.14	—**	—
Physically Impaired	4.13	38	60
Hearing Impaired	4.12	259	217
Visually Impaired	4.05	40	11
Mathematics	3.85	1,756	837
English as a Second Language	3.81	45	1,634
Technology Education	3.79	1,447	413
Computer Science	3.64	—	—
Science	4.05-3.49	—	—

	Relative Demand 1996*	Bachelor's Degrees Conferred 1995	Master's Degrees Conferred 1995
Some Surplus			
Art/Visual Education	2.50	1,484	731
Elementary Education-Pre-K	2.45	46,840	13,256
Intermediate	2.41	1,397	615
Kindergarten	2.33	6,236	2,021
Health Education	2.22	1,746	868
Physical Education	2.05	11,829	2,961
Social Science/Social Studies Education	1.94	3,067	602

Source: National Center for Education Statistics. (1997). *Digest of Education Statistics* and AAEA. (1997). *Teacher Supply and Demand in the United States: 1996 Report*. Evanston, IL: AAEA.

* "Relative Demand" is based upon the opinions of a national sample of university directors of career services, deans of teacher education divisions, and school district personnel administrators.

** No data available.

Districts do not have equal ability to attract teachers for several reasons largely related to teacher working conditions. Wealthy districts often report receiving hundreds of qualified applicants for a single teacher opening. But many high-poverty districts and schools cannot offer the pay, resources, or employment conditions to regularly attract quality teachers. In general, these schools have higher student:teacher ratios, lower pay, fewer classroom resources, more discipline problems, lower levels of student achievement, less educated teachers and less administrator support than other schools. It is little wonder that most teachers decide to teach elsewhere. Nor is it surprising that **on almost every measure, high-poverty schools end up staffed with less educated, less experienced teachers who are often teaching under difficult circumstances and are more likely to be teaching without the proper qualifications.**

The current *ad hoc* system of distributing high-quality teachers disproportionately to wealthy schools and less-qualified teachers to poorer schools places high-risk, high-poverty students at even greater risk of academic failure by giving them fewer instructional resources and fewer qualified teachers. *Particularly in states with high-stakes accountability programs for students, unequal distribution of teaching resources may have serious implications for states as they work to ensure that all students meet academic standards.*

The Study Group believes emphatically that **the state has a responsibility to see to it that all students, regardless of the community in which they live, are taught by well-trained, fully qualified teachers.** Providing such a guarantee may require states to provide incentives to help districts with greater need compete for high-quality teachers. Some state and district programs have met with considerable success:

In Connecticut and Kentucky, salary equalization programs among high-need and low-need districts have reduced teacher shortages in urban and rural areas. In Connecticut, where this strategy has been employed for over a decade, policymakers have found that distributing state funds to equalize beginning state salaries improved teacher standards overall and within three years of beginning the salary equalization program the state eliminated most teacher shortages.

Nevada plans to offer one extra year toward retirement for every five years a teacher works in a high-need urban school. Not only does this plan promise to help resolve teacher shortages in urban areas, but it may attract experienced teachers to urban schools rather than the young, inexperienced teachers who traditionally staff inner-city schools.

Conclusion

Thinking of new ways to attract promising candidates to careers in teaching need not imply any sacrifice in quality. On the contrary, some states have found that alternate programs to attract teaching candidates actually have higher standards for admission and higher performance levels upon completion than traditional teacher preparation programs. In a standards-based system of teacher development, states are free to think flexibly about ways in which candidates can meet the standards, as long as the standards remain intact and all preparation programs, regardless of their particular purpose, are held accountable for them. In a standards-based system, then, **states should narrow their potential teaching pool through quality indicators, codified in standards, and enlarge their teaching pool by ensuring that every promising candidate, particularly candidates with qualities, knowledge, skills, and expertise most needed by schools, can see a viable way into the field.**

The Acute Needs of High-Poverty Urban Schools

Almost every cause of teacher shortage is magnified in high-poverty urban schools, which have disproportionate difficulty recruiting and retaining teachers, some of the greatest need for diverse teachers to support a diverse student population, and some of the most challenging teaching and learning circumstances in the country. In general, high-poverty urban schools struggle with:

- The youngest teachers with the least experience;
- The highest percentage of teachers teaching out-of-field or without proper qualifications;
- The highest rates of teacher burnout and teacher resignation;
- The lowest levels of student achievement;
- The highest levels of student dropout;
- The highest class sizes;
- The lowest teacher salaries, particularly at higher levels of the salary scale; and
- The lowest measures of teacher autonomy and decision-making authority.

Students in high-poverty, urban schools are fundamentally shortchanged—denied high-quality learning experiences with qualified teachers in supportive learning environments. Teachers in these schools are shortchanged too—placed in jobs for which they are not qualified, asked to contend with challenging community and student circumstances for which they are not prepared, asked to teach with limited resources and restricted autonomy, rewarded with maximum salaries well below those given to teachers in more affluent districts, and expected to assume responsibility for an above-average number of students, many of whom may be performing below state standards.

States need to create policies that specifically serve teachers and students who find themselves, by circumstance or by choice, in high-poverty urban schools. In an age where *all* students are expected to learn to high standards, it is important to ensure that the opportunities students have to learn are fair. One-size-fits-all policies will never serve urban schools like they do schools in suburban and rural areas. **States need to implement policies that will have a particularly positive affect on the supply of highly-qualified teachers in urban schools.** This means providing teachers in high-poverty urban schools with more of the following components of good working conditions:

- Effective professional development targeted to the needs of urban teachers, children and youth;
- Smaller class sizes in high-poverty urban schools so student instruction can be appropriately individualized;
- More planning time for teachers who work in high-poverty urban schools to plan for instruction of students with particular types of challenges;
- Comprehensive teacher induction programs that pay attention to the realities of teaching in high-poverty urban schools; and
- High quality resources, materials and facilities to help teachers and students tackle the job of teaching and learning.

Selecting and Preparing Successful Teachers for Urban Schools

Martin Haberman has completed some of the most comprehensive work to-date on what makes a successful teacher in an urban school, as defined by principals, administrators, supervisors, other teachers, and parents and by student results on standardized tests and work samples. Fundamentally, Haberman asserts that a successful teacher in an urban school is usually *not* the typical preservice teacher: a 25-year-old white woman from a small town with an above-average grade point average who "always wanted to teach." Nor does a successful teacher always have the highest standardized test scores and grade point averages. Instead, Haberman asserts that a successful urban teacher is one who possesses certain characteristics:

- Did not decide to teach until after graduation from college;
- Successfully undertook several jobs or careers prior to teaching;
- Is between 30 and 50 years old;
- Attended an urban high school;
- Has raised children, is a parent, or has close, meaningful relationships with children;
- Currently lives in a city and plans to continue doing so;
- Is seeking and preparing for a teaching position in an urban school instead of any other kind of school;
- Has had personal, continuing experience with violence and of living "normally" in a violent area;
- Has majored in anything at a college or university;
- May or may not have a grade point average that is above average;
- Expects to visit the homes of the children in his or her class;
- Has awareness or experience with the types of health and human services available in urban area;
- Is likely to be a person of color rather than a person of Euro-American background; and
- Expects the bureaucracy in schools to be irrational and obtrusive.

Haberman suggests that, taken together, these traits characterize (but do not explain) teaching success in urban schools. Although successful urban teachers need to be bright and resourceful, the "best and brightest" stereotype that connects high grade point averages and standardized test scores with potential for high-quality teaching does not necessarily apply to the profile of a successful teacher in poor, urban schools.

Based on over thirty years of working with programs to prepare urban teachers, Haberman suggests a number of program elements for making traditional teacher education more effective at preparing teachers to work in diverse urban schools:

- Providing information about the relationship of language, culture, and learning, and teaching procedures for studying their own classrooms.
- Seeing relationships between learning at home and at school.
- Teaching candidates to adapt instruction and assessment to the students' background.
- Exposing candidates to examples of successful teaching of diverse students.
- Giving candidates community experience with various cultural groups.
- Having students practice teach in schools serving diverse groups.
- Helping candidates develop their own cultural identities.
- Teaching dynamics of prejudice in the classroom and how to deal with it.
- Teaching candidates about social oppression and economic inequities.
- Teaching candidates about learning styles of various groups and the limitations of this information.

Policy Options: Recruiting Diverse Teachers to Work in High-Need Fields and High-Need Geographic Areas

State options for encouraging universities and other teacher preparation programs to attract diverse candidates and prepare them to teach in high need fields and high need locations:

- **Accreditation**—States may consider using accreditation to minimize duplication of overly-abundant programs of study and maximize the number of programs in high-need subject areas, to require teacher candidates to have diverse experiences as part of their training, and to require that teacher education curricula accurately represent and prepare candidates for the types of teaching situations in which individuals may be placed, including urban and high-poverty environments.
- **Financial Incentives**—States may consider providing financial incentives to encourage colleges to open teacher preparation programs in high-need subject areas or to run off-campus preparation programs for non-traditional teacher candidates in high-need communities.

State options for enabling high-need schools and districts to attract diverse candidates who are qualified and willing to teach in high-need communities:

- **Incentives to attract teachers to high-need districts**—States may consider subsidizing reduced class sizes, increased teacher planning time, increased professional development, early retirement bonuses, or other incentives to attract teachers to schools and districts with chronic teacher shortages.
- **Funds to make salaries more equitable across districts**—States may consider equalizing or subsidizing salaries across districts, which has reduced teacher shortages in urban and rural areas in at least two states that have tried it.
- **Programs to train practicing teachers in shortage areas**—Districts have found that it is sometimes easier to retrain a currently practicing teacher in a shortage subject than to search for a teacher on the “open market” who is qualified to teach in a shortage area. Often, educating a teacher for a second certification is funded by the district, but, states may consider subsidizing this cheaper and faster method of qualifying teachers in shortage areas.

State options for encouraging high-quality, diverse candidates to the field of teaching:

- **Alternate routes to teaching** — High-quality, accountable alternate routes have demonstrated success in attracting and retaining diverse candidates to high-poverty, high-need schools and districts.
- **Early recruitment programs** — Early recruitment among high school, and even elementary school, students has helped some states develop a more diverse teaching force.
- **Support services in higher education for promising students with learning gaps** — States may consider providing support services for promising students who are willing to teach in high-need districts, but who have learning gaps as a result of graduating from high-need schools. Because these students often had gaps in their primary and secondary education and have had few college or university role models in their communities, many may need academic counseling in order to remain in teacher preparation programs and thrive.
- **Improved transition programs from two-year to four-year colleges**—Many students of color are enrolled in two-year rather than four-year institutions. Providing counseling, academic and financial support, and teaching field experiences to students of color attending two-year institutions may encourage more individuals to transfer into four-year programs of teacher preparation.

IV. Teacher Retention

Retention of high-quality teachers is one of the greatest causes of teacher shortage. Therefore states should develop policies to improve the support, services, and growth opportunities available to educators in order to encourage truly good teachers to remain in the field.

States face a daunting problem in terms of teacher retention. Estimates are that approximately one-third of all teachers leave the field within five years of beginning as a teacher, a rate that rises to one-half among teachers in high-poverty schools and schools with high proportions of students of color. Not only is teacher attrition a serious problem, but it is also on the rise; between 1988 and 1994, attrition grew from 5.6 percent of the entire teacher workforce to 6.6 percent annually (NCES, 1997c). Beginning teachers, those who are academically talented, those teaching in high-poverty schools, and those with a disciplinary speciality in high demand outside of education (such as math or science) tend to leave teaching first (Sclan, 1993, NCES, 1997c). These statistics are particularly alarming because many fields with high attrition rates are those that are already in short supply.

For teachers to remain in teaching, the rewards need to outweigh the frustrations. With one-quarter of all teachers who leave the profession saying they were dissatisfied with teaching and/or wanted a different career (a percentage that is even higher among teachers working in high-poverty schools) (NCES, 1995, 1997a), improving teachers' level of satisfaction is a key component of improving teacher retention. **The Study Group contends that improving the retention of teachers requires states to address the reasons people choose to leave teaching in the first place.**

Surveys point to several key components of a "satisfying job in teaching" that can be addressed in policy. First, satisfied teachers are more likely to

work in schools with supportive environments. Second, they are likely to feel satisfied with their salary, and finally, they are likely to be teaching in their field of expertise.

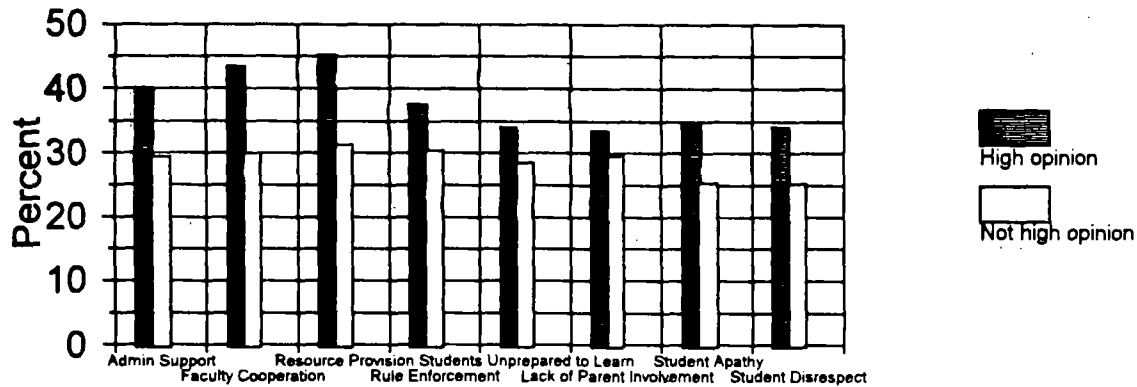
Supportive School Environment

The manner in which schools organize teachers' and students' work has a clear and direct impact on teachers' decisions to leave or stay in the field. When teachers feel supported and have more opportunity for collaboration, more say in important educational decisions, and greater flexibility in how they teach, and when they feel less isolated from their peers and more included as members of learning communities, they tend to be more committed to their jobs and more likely to stay in teaching (Hart & Murphy, 1990, Johnson, 1990, Sclan, 1993).

Some districts have created promising programs to support teachers and create supportive, professional environments. For example, New Haven Unified School District, a low-wealth district between Oakland and San Jose, California, has invested money, time, and resources in building a professional environment that focuses on student and teacher learning. Every week one morning is set aside for teachers to meet in collaborative teams and learn from one another. The district also gives teachers the time they need during the day to work with administration on curriculum, technology, assessments, student standards, and beginning teacher induction programs. New Haven Unified has found that its emphasis on high standards combined with student and teacher learning opportunities that include teacher internships and induction programs has given it exceptionally high teacher retention rates and, in a state where many districts find it hard to hire qualified teachers, an exceptionally competitive hiring process (Snyder, 1998).

Figure 2.

Teachers who Plan to Stay in Teaching By opinions of their work environment



Source: U.S. Department of Education. (1993-94). *Schools and Staffing Survey*. National Center for Education Statistics.

Student Motivation and Discipline

Teachers who feel that student motivation and discipline are problems in their school are less likely to want to stay in teaching (NCES, 1997). Unfortunately, many teachers report such problems, and others report that they feel ill-prepared to effectively motivate or discipline students. Consequently, it is important to address these issues head on and find ways to prepare teachers to be partners in motivating students and discouraging discipline problems in order to encourage more teachers to remain in the field.

The state of California is trying to do just that. The School/Law Enforcement Partnership was formed by the state Department of Education and the Office of the Attorney General to provide leadership in promoting safe schools through interagency collaboration among social services catering to youth and families. The Partnership conducts regional workshops on safe school planning, distributes grants to hundred of schools to implement safe school plans, and has published a comprehensive "Planning Guide for Action" that shows schools how to form interagency partnerships and develop safe school plans.

Other types of interventions have also decreased the incidence of student violence. Several

schools have had success with violence intervention programs that emphasize peer tutoring and stress management skills. Some schools have noted that school uniform policies, decreased class sizes, and smaller "schools within a school" have all resulted in reduced numbers of violent incidents. Others have found that physical changes in schools, such as increased lighting in parking lots and open, instead of closed, stairways have reduced violence and improved student discipline. Finally, some schools have implemented extended-day programs and comprehensive systems of clubs and other extracurricular activities that keep the school community engaged productively in meeting students' academic, recreational, social, and psychological needs.

The Study Group believes that although it is not the responsibility of a state policymakers to implement one-size-fits-all programs and interventions to improve student motivation and discipline, state policymakers need to consider creating incentives to encourage schools and districts to effectively approach problems of student discipline. Policymakers also need to acknowledge that high-quality, targeted teacher preparation and professional development can give teachers the skills and knowledge they need to better motivate and discipline students. For

example, states can provide incentive grants for local interagency collaboration and can model collaboration with other agencies at the state level. States can also provide technical assistance in developing, implementing, and evaluating local programs in student discipline. Finally, states can produce voluntary standards for safe, healthy schools that schools can use to measure the effectiveness of their own programs.

Salary

Although less than five percent of public school teachers who actually leave the field do so because of money (NCES, 1997a), less than half of all teachers say they are satisfied with their salary. Even more troubling, less than 30 percent of teachers of color are satisfied, and the best paid teachers working in high-poverty schools earned 35 percent less than teachers in low-poverty schools.

Some states have made strides in improving the salaries of teachers, particularly teachers with needed experience and high-quality skills. For example, North Carolina recently increased teachers' salaries by an average of 33 percent, which includes 12 percent increases in salary for teachers who obtain National Board Certification. **The Study Group believes that, as is the case in North Carolina, state-supplied salary increases should be targeted to encourage teachers not only to stay in the field but also to continue to grow professionally across the course of their career.** States may consider targeting state salary incentives to strategically recruit teachers to high-need schools and subjects, encourage teachers to achieve advanced certification, and motivate teachers to participate in professional development experiences.

Out-of-field Teaching

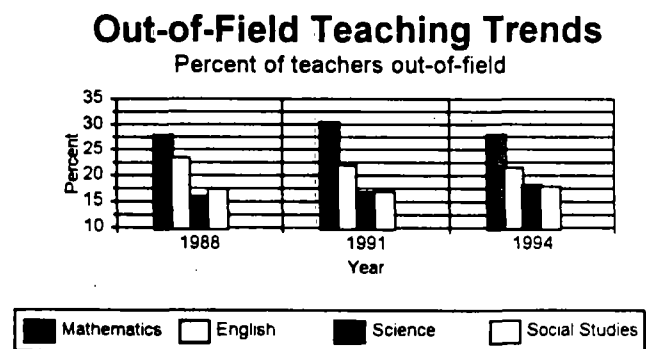
Improving teacher retention rates requires attention to out-of-field teaching placements, not only because students are more likely to receive high-quality instruction from a teacher who is properly qualified, but also because out-of-field teaching imposes stresses on teachers by placing them in jobs for which they are not qualified.

Across the nation, less than 70 percent of districts require that all new hires hold full certification and hold at least a college minor in the field they are to teach. As a result, fifty-six percent of all high school students are taught by unqualified teachers in physical science, 27 percent are taught mathematics by an unqualified teacher, and 21 percent are taught English by teachers that lacked even a college minor in English (NCTAF, 1997). It should come as little surprise that teachers who lack even a minor in the field they are teaching are more than three times more prevalent in low-wealth schools than in those with high wealth.

Some states have responded to the need for qualified teachers in every classroom with inventive policies. For example, Missouri approved state salary reimbursements to districts only for their teachers who are qualified and licensed. States may consider requiring local districts to publicly report each class that is taught by a teacher who does not hold at least a minor in that field. States may also reconsider their current certification categories to ensure that they are not inordinately narrow and discounting well-qualified teachers in specific areas.

Where union agreements have allowed, some districts have successfully experimented with hiring qualified part-time teachers to cover classes where there is no full-time, fully-qualified teacher

Figure 3.



Source: U.S. Department of Education. (1993-94). *Schools and Staffing Survey*. National Center for Education Statistics.

"It is a mistake to assume, as has been commonly done, that hiring difficulties and out-of-field teaching are the result of teacher shortages in the conventional sense of too few candidates available and willing to enter teaching...The demand for new teachers comes about primarily because teachers choose to move from or leave their jobs at far higher rates than do those in many other occupations...the high rates of teacher turnover that plague schools are...often a result of two related causes: teachers dissatisfied with teaching and teachers seeking to pursue another career."

Source: Ingersoll, R. (1998). "The Problem of Out-of-Field Teaching." *Phi Delta Kappan*, June.

available. The Study Group applauds district and teacher negotiators who have demonstrated their commitment to student learning by making qualified teachers their priority in every classroom. States may consider supporting inventive school staffing models such as these with policy guidance or targeted, reform-based grants.

Reciprocity across States

Of teachers who leave teaching, 35 percent do so because they move (NCES, 1997a). Furthermore, teachers who are willing to move from a "surplus" to a "shortage" state often find that doing so would mean a loss of seniority, decrease in wages, and sacrifice of their vested pension plan. Mobile teachers face obstacles in large part because state policies and programs continue to be based on the premise that teaching labor markets are local, even though the growing movement is toward *universalizing* teacher recruitment through systems of nationally recognized standards.

The Study Group believes that one of the largest obstacles in teacher reciprocity is the extent

to which states continue to evaluate and license teachers based upon "inputs" (such as content knowledge, college courses, and degrees) rather than "outcomes" (teachers' actual ability to bring students to high standards). Maintaining reciprocity as a factor of "inputs," where states try to ensure that all incoming teachers have met certain college course and content knowledge requirements, is anathema to efforts in states to make sure practicing teachers are capable of *performing* well. In trying to measure performance as a precondition for licensure, some states have begun to recognize any teacher with National Board Certification as eligible for a state license, believing that National Board Certification is an acknowledged measure of good *practice*. **The Study Group recommends that states begin to think creatively about ways to accept teachers across state boundaries for provisional licensure based upon the quality of their work, rather than the state in which they are licensed.** Envisioning reciprocity decisions in this way requires states to implement performance-based evaluations, based on teacher standards, of out-of-state teachers in order to judge the quality of their work as a basis for full licensure.

Conclusion

States, in helping districts meet their need for teachers, should consider the important role that teacher retention has in sustaining a high-quality pool of potential teachers. Every year, states lose excellent teachers unnecessarily, for reasons that can be remedied with attention to the conditions under which teachers work. Evidence suggests that policies to build supportive school environments, build student motivation and improve discipline, reward excellent teachers with salary incentives, place teachers in teaching situations for which they are qualified, and welcome high-quality teachers to move freely across district and state boundaries without necessarily having to take additional courses could encourage promising individuals to stay, rather than flee, careers in teaching.

Policy Options: Retaining High-Quality Teachers

State options for creating school environments that attract and support high-quality teachers:

- **Voluntary working environment standards**—Establish voluntary guidelines that define professional standards for teachers. These standards may include criteria in areas such as teachers' professional development; materials and work space; planning and collaboration; class size; curricular and technological supports; involvement in school and district policy decisions; and professional growth opportunities. States may also provide technical assistance to districts who want, but find it difficult, to apply these voluntary professional standards.
- **Grants for innovative programs**—Provide limited grants to districts with promising programs to professionally support their teaching staff. These innovative programs should include comprehensive evaluation criteria so that the lessons learned from each program can inform the work of other districts.
- **Placing new teachers in good teaching situations**—Evidence is clear that new teachers are commonly placed in the most difficult teaching situations, often in classes with chronic discipline problems, in subject areas outside of the field of licensure, and in schools with the worst facilities and least resources. States may consider providing incentives for districts to place beginning teachers in less difficult teaching situations, where they are not as likely to "burn out" and are more likely to have opportunities to hone their skills rather than respond to constant crises.

State options for addressing issues of student motivation and discipline:

- **Voluntary standards for safe, healthy schools**—States may consider developing voluntary guidelines for safe schools and provide technical assistance to districts that choose to implement them.
- **Grants for interagency collaboration**—Many districts and some states have found that well-planned systems of interagency collaboration can improve schools and their communities. States may consider spearheading a state-wide program of interagency collaboration and providing technical assistance to districts that choose to implement programs of their own.

State options for making salaries an incentive to remain in teaching:

- **Salary equalization**—Based on the success of salary equalization programs in Connecticut and Kentucky, states may consider allocating funds to help low-wealth districts provide attractive compensation packages to teachers across the spectrum of experience and qualifications.
- **Salary related to advanced qualifications**—States can encourage teachers to study for advanced degrees, second licenses in high-need fields, or higher levels of certification (either defined by the state or by the NBPTS) by providing salary incentives for teachers who achieve high levels of education and demonstrate excellent performance.

State options for reducing out-of-field teaching:

- **Financial incentives**—Require districts to hire qualified teachers to receive salary reimbursements, or provide funds to help low-wealth districts train experienced teachers in high-need fields.
- **Reporting incentives**—Require districts to publicly report the percentage of teachers who do not hold a minor in their primary or secondary teaching field.

- **Grants and guidance for new models of school staffing**—In districts where union agreements permit, states may want to provide incentive grants or policy guidance for districts to experiment with new models of school staffing that include part-time teachers in high-need areas and/or business partnerships that train and place qualified individuals from other related professions in high-need subject areas on a part-time basis.
- **Reconsideration of certification categories**—In many states, individuals may be discouraged from teaching in a particular field because certification categories define their skills so narrowly that they are technically unlicensed in a field for which they are well-qualified. States may want to revisit their certification categories to see if some specific types of certification can be viably combined into larger teaching categories, providing more flexibility without compromising quality.

State options for improving interstate reciprocity:

- **Standards-based licensing**—Base state licensure upon *teacher performance* rather than upon state-specific university course requirements, so that high-quality teachers from any state are welcome to practice in schools across the country. This may require states to issue provisional licenses to applicants from other states and then evaluate these teachers with performance evaluations based upon state standards.

V. Educating Teachers for High Standards

States should create policies that extend teacher education beyond traditional university teacher preparation programs and facilitate a variety of high-quality ways in which teachers and teacher candidates can develop the knowledge and skills required to bring students to high standards. States should also consider various methods of teacher education, such as alternate routes to licensure and preparation programs beyond a bachelor's, that may attract candidates to, rather than deter them from, careers in teaching.

Investing in high-quality teacher education makes sense, not only because it has been shown to have a significant impact on student achievement, but also because teachers who are well-prepared to enter classrooms are more likely to remain in teaching and more likely to meet consistently high standards in their practice.

Overall, *high-quality* teacher education matters. Across academic fields, teachers who are prepared and licensed in their discipline are more highly rated and are more successful with students than are teachers without preparation. Teachers with greater preparation in fields such as learning, child development, teaching methods, and curriculum are also more effective than teachers with less preparation (NCTAF, 1997). Not only does the amount of education teachers receive matter, but the content and structure of teachers' educational experiences has been shown to make a difference in the way teachers perform in the classroom, particularly when teacher preparation includes *clinical experiences* that are carefully planned and combined with coursework on teaching and learning at the preservice level; comprehensive mentoring and rigorous evaluation systems at the induction level; and curriculum-focused, standards-based, on-going professional development opportunities across the careers of practicing teachers.

Building a standards-based system of teacher education frees states to think creatively about the various ways aspiring teachers can be assisted to meet the standards. As with student standards, *how* teachers develop competencies is much less important to standards-based policy than the fact that competencies are developed. Focused on *results* instead of processes, states are beginning to develop highly effective, innovative approaches to teacher preparation and development that sometimes look very different from the traditional ways teachers have learned their craft.

The Content and Format of Teacher Preparation

Traditional teacher preparation programs have been criticized in recent years for being out-of-touch with both the knowledge and skills teachers need to be effective in today's classrooms. In the past, and to a large extent even today, aspiring teachers learn through lectures from professors who have not recently practiced in, or even visited, a K-12 classroom. Subject matter courses often are disconnected from courses on teaching methods, which themselves are disconnected from courses on learning and development. When they enter their own classrooms, teachers are often able to apply little of what they learned from isolated reading and lectures. Traditional undergraduate teacher preparation programs have also been criticized on a number of other grounds:

- They do not provide adequate time for candidates to learn subject matter, child development, learning theory, and effective teaching strategies;
- They assume a highly Eurocentric model of teaching, learning, and knowledge;

- They segment important and systemic professional skills into separate courses;
- They insulate subject-matter faculties in the arts and sciences from education professors;
- They continue to view the work of teachers as undertaken in isolation rather than in teams; and
- They concentrate on chalkboards and textbooks while ignoring electronic information sources.

Over the past few years, research has defined critical components of teacher preparation programs that educate effective teachers. Many of these elements require preparation programs to become almost the opposite of what they have been. For example, instead of segmenting knowledge and skills, theory and practice, **effective programs are built upon a clear and pervasive vision of good teaching that is the foundation of all coursework and every clinical experience.** Instead of spending cursory time on studying subject matter, child development, learning theory, cognition, motivation and effective teaching strategies, **effective programs deliver a curriculum that includes substantial knowledge in all of these areas and requires students to apply the knowledge in practical experience.** Effective preparation programs also:

- **Place students in clinical experiences of at least 30 weeks that are combined with closely related coursework;**
- **Are based on clear standards that focus coursework and guide evaluation;**
- **Build upon common knowledge and beliefs among school and university faculty working in the program; and**
- **Make extensive use of portfolio and other types of performance assessments that require teacher candidates to apply knowledge to practice (NCTAF, 1998).**

As a response to the need for new types of teacher preparation programs, teacher educators, in collaboration with states, districts, teachers, and

"Teacher education has been woefully traditional and almost 100% Eurocentric. The assumptions of most coursework is that the student will be Caucasian, middle-income, and economically stable. The courses, the experiences, the readings, and the laboratory assignments have been primarily without context and devoid of the richness of cultural/racial/ethnic diversity. Consequently, new teachers enter public education with little or no historical, sociological, or psychological competency regarding the culturally different."

James Boyer and H. Prentice Baptiste. 1996.

others are developing various reform initiatives to help teachers develop the knowledge and skills states say they need to possess. In addition to alternate routes to teaching (see box on page 16), the most promising of these initiatives either increase the amount of schooling a teacher candidate must complete or increase the amount of hands-on experience teacher candidates have in schools, or both.

Teacher Preparation beyond a Bachelor's

About 300 colleges and universities offer graduate teacher preparation programs. Of these programs, some begin in undergraduate school and provide a program of preparation that spans five years and in which candidates earn a bachelor's degree in a subject discipline and a master's degree in education. Other preparation programs that extend beyond a bachelor's are one- to two-year programs for college graduates from any field. These programs commonly enable students to concentrate exclusively on teacher education, and most include a component of extended practice in schools taking 30 weeks or more that is closely tied to program coursework. Furthermore, since graduate preparation programs are often offered on urban campuses, the extended experiences teacher candidates have are largely in urban schools with diverse student populations.

Because of their emphasis on practice in schools, graduate teacher preparation programs have been innovators in performance assessments that require teacher candidates to *demonstrate* good practice and *think reflectively* about the relationship between theory and experience. Finally, graduate programs are not only promising because of their amenability to components of high-quality preparation, but also because they commonly attract nontraditional teacher candidates that include recent college graduates, older entrants that have already established themselves in other careers, military retirees, and people of color.

Several studies have shown that graduates of preparation programs that extend beyond a bachelor's are rated by principals and their peers as better prepared and more effective than graduates of four-year preparation programs and often are as confident and as effective as senior teaching colleagues (Darling-Hammond, 1998). Furthermore, the entry and retention rates of teachers coming out of graduate programs are often higher than those from traditional four-year programs. Finally, the student enrollments of most graduate teacher preparation programs are more diverse than those of undergraduate programs, perhaps in part because many graduate programs are located on urban campuses, have been aggressive about diverse recruitment, and provide substantial financial aid.

Programs with Extensive "Hands-On" Experience in Schools

When aspiring teachers embark upon their "student teaching" experience, they usually find there is a lack of meaningful collaboration between their elementary/secondary school and their teacher preparation institution. Not only is "student teaching" often separate from campus-based teacher preparation experiences, but in some instances it is extremely truncated, lasting no longer than eight weeks. Aspiring teachers also find that their student teaching experience may include working with cooperating teachers who were chosen due to their availability more than their quality. In contrast, some public schools and

teacher preparation institutions have been developing promising ways to work collaboratively across the span of a teacher's preparation program and create a continuum of high-quality theoretical and "hands-on" experiences for individuals preparing to teach.

One promising development in this area is the advent of *professional development schools* (PDSs), K-12 schools where teachers and administrators work alongside university faculty and teacher preparation students to influence the development of their profession, to increase the professional relevance of their work, and to undertake mutual deliberation on issues of student learning. School and university faculty share teaching responsibilities, collaborate on research concerning educational practice, and cooperatively supervise prospective teachers and administrators (Holmes Group, 1986). Based upon the model of teaching hospitals in the medical profession, PDSs focus on providing professional development for both new and experienced teachers as well as developing research about teaching. Although PDSs are new innovations, and therefore there is little research evidence concerning their effectiveness, preliminary results suggest that PDSs may be effective ways to simultaneously reform public schools and teacher preparation. Currently, the status of PDSs can only be described as very active. For example, the state of Maryland is launching 240 PDSs and will require all preparing teachers to complete a one-year internship there.

Another innovation in providing teacher candidates with extended experience in schools are *district-based* preparation programs. In larger cities such as Dallas, Houston, New York City, and Los Angeles, school administrators have found that by recruiting teacher candidates locally, training teacher candidates with district staff, as well as through partnerships with local colleges, and providing teacher candidates with extensive experiences in district schools, they can produce well-qualified teachers who are more likely to teach in urban schools and less likely to leave the profession. In many district-based preparation

programs, teacher candidates spend most of their course of study working in local public schools, often receiving a stipend for their school-based work.

The Study Group believes that states should welcome innovations in teacher preparation programs, both in terms of content and structure. Evidence is clear that there are methods of preparing teachers that may be more effective than the traditional model of an undergraduate degree followed by a semester or less of student teaching. Recognizing that not every innovation is sure to succeed, however, the study group recommends that innovations be accompanied by rigorous evaluations of new models.

Teacher Induction Programs

Even with extensive pre-service teacher preparation, the beginning years of teaching present many challenges that reflect a "steep learning curve" (Darling-Hammond, 1998). New teachers are typically given the most difficult assignments and often are left to flounder without the kind of help provided by internships or "entry level" positions in other professions.

Not surprisingly, the attrition rate for beginning teachers is high; as many as 30 percent of teachers leave the profession in the first five years, a figure which is even greater in urban districts. It is little wonder that some observers have dubbed teaching as "the profession that eats its young" (Halford, 1998).

Recognizing that these problems exist, many districts, states, and teacher preparation institutions are attempting to build stronger linkages from pre-service preparation to the early years of teaching and have developed induction programs to support new teachers that include mentorships, formative performance evaluation, or other teacher support mechanisms.

The National Association of State Directors of Teacher Education and Certification (NASDTEC)

has identified seven essential components of a beginning teacher support system that include:

- A focus on beginning teachers—with attention also given to school and systemic improvement;
- Mentor teachers to work with beginning teachers throughout the year;
- A training component for mentor teachers or support teams;
- An in-service program based on needs determined by both the beginning and mentor teachers;
- Additional funding from the state or district that is earmarked for supporting new teachers;
- A process to assess new teachers; and
- A process to evaluate the effectiveness of the support system and to determine needed changes.

The Study Group believes it is important to add four components to this list.

- **First, all induction programs should be based on clearly articulated, rigorous standards that are aligned with teacher and student standards.** These standards should form the basis for comprehensive evaluation, not only of beginning teachers, but of the induction system itself.
- **Second, all induction programs should include every beginning teacher in the state.** In order to be taken seriously, standards need to be applied uniformly. Induction programs that apply rigorous standards to the work of beginning teachers need to be applied evenly across the state, or teacher quality becomes localized and standards become meaningless.
- **Third, the selection criteria, roles, and functions of mentors, defined in terms of standards, should be clearly articulated, both to mentors and to beginning teachers, and mechanisms should be in place to ensure that mentors meet these standards.** Currently,

there is rarely consensus on the roles and functions of mentors, which makes the quality of teacher induction experiences vary and "standards" hard to apply, since mentoring experiences are "unstandardized."

- Finally, **teacher induction programs should include performance assessments** that hold beginning teachers accountable to knowledge and performance standards and provide them with ongoing formative feedback to help improve their practice throughout their induction experience.

In 1991, 31 states had beginning teacher supports that complied with NASDTEC's seven components; twenty-two states had implemented a support system with state funding, while six implemented a system without such funding. But only 18 states included *all* beginning teachers in the program.

Induction programs are becoming increasingly popular. Among teachers with less than five years of experience, 55 percent experienced some kind of *formal induction program during their first year of teaching*. By contrast, only 16 to 17 percent of teachers with more than 10 years of experience had such help when they entered the profession. **The Study Group believes that new teacher induction programs should be in place in every state and be adequately funded with state resources.** Evidence concerning induction programs is clear: when well conceived, adequately funded, rigorously maintained and thoroughly evaluated, induction programs raise standards among new teachers, provide effective professional development for beginning and experienced teachers, and lower attrition rates. Induction programs make good state investments.

Professional Development

Professional development, when done well, can significantly increase student learning and improve teaching practice. High-quality professional development is also an effective way to make sure teachers have skills and knowledge

In the California New Teachers Project (CNTP), over 3000 first- and second-year teachers received assistance from experienced mentor teachers and were encouraged to attend innovative training sessions, seminars, peer discussion groups, and other professional development sessions. When support services were well designed and effectively delivered, induction programs reduced the attrition of new teachers by more than two-thirds and also achieved high retention rates among minority teachers and teachers serving in hard-to-staff urban and rural schools (Commission on Teacher Credentialing, 1993).

they need to respond to new requirements for students and new knowledge in teaching and learning. **But high-quality professional development doesn't come easily; on the contrary, effective professional development needs to be carefully crafted to include several or all of these critical elements** (adapted from Sparks, 1995; Abdal-Haqq, 1996):

- Is rigorous and ongoing, rather than consisting of simply a one-time workshop;
- has as its primary goal improving student learning, and is evaluated at least in part according to its ability to meet this goal;
- includes training, practice, feedback, opportunities for reflection and group inquiry, and coaching or other follow-up procedures;
- Is school-based, embedded in teacher work, and based upon a clear vision for students;
- Is collaborative, providing opportunities for teachers to interact with peers;
- Encourages school-based and teacher initiatives;
- Is rooted in the knowledge bases for teaching, subject matter, and student needs;
- Is an important part of the normal school day;

- Makes effective use of new technologies;
- Incorporates constructivist approaches to teaching and learning;
- Recognizes teachers as professional adult learners and is often teacher designed and directed;
- Provides adequate time and follow-up support; and
- Is accessible and inclusive and helps teachers meet the needs of students who learn differently.

The reality is that most professional development programs do not incorporate these criteria. Generally, professional development activities are not curriculum-based, there are few follow-up activities to help teachers use newly learned practices in their classrooms; teachers rarely lead professional development, and professional development activities are virtually never evaluated on how effectively they change teacher practice or improve student outcomes. Moreover, links between the content of professional development programs and teachers' needs are weak, as are links between one professional development activity and the next, between professional development and supervision, and between teachers' work assignments and the professional development courses they take (CPRE, 1996-1997). Finally, the content and method of delivery of most professional development rarely takes into account that some of the most effective professional development occurs in collegial discussions of actual student work rather than via externally delivered programs. As a result, professional development rarely has the positive effect that it could on teacher practice or student achievement.

The Study Group asserts that in order to meet their commitment to provide every student with the tools they need to meet high standards, states must begin to ensure the quality and quantity of professional development available to their teachers. Some states have demonstrated an interest in professional development by setting aside funds (or requiring districts to do so) to

ensure that adequate resources are invested in developing teachers. While the Study Group commends states for ensuring consistent funding, it believes that states need to think beyond funding to develop quality and evaluation criteria for professional development programs to ensure that all teachers receive the professional support they need to implement standards. A few states have thought creatively about ways to encourage teacher participation in high-quality professional development.

- In response to the consistent research finding that sustained, on-going professional development programs are more effective than one time workshops, Arkansas passed legislation that requires districts to provide a minimum of 200 minutes of scheduled time each week for conferences and instructional planning. The state hopes that having weekly time set aside will help schools build professional development from one week to the next that is sustained and related.
- Maine has developed regional coalitions of school improvement teams and school-university partnerships to stimulate school-based change and encourage appropriate professional development.
- California has created subject-matter collaboratives to provide professional development based upon the state's curriculum frameworks.
- As an innovative professional development activity that involves teachers statewide, Vermont encourages teachers to work with others in developing and scoring student portfolio assessments.
- In recent years, Kentucky has had the most widespread professional development opportunities of any state. In 1994, more than 70 percent of teachers in that state reported that they had pursued professional development opportunities regarding the uses of technology, teaching methods, student assessment, and cooperative learning. Kentucky teachers also were more likely than most others to say

"Although there is much to be done, signs suggest that significant changes are occurring in how professional development is being conceived. The changes are:

- From individual development to individual development *and* organizational development.
- From fragmented, piecemeal improvement efforts to those driven by a clear, coherent strategic plan for the district, school, and the departments that serve schools.
- From district-focused to school-focused approaches.
- From a focus on adult needs to a focus on student needs and learning outcomes.
- From training that one attends away from the job to multiple forms of job-embedded learning.
- From an orientation toward the transmission of knowledge and skills to teachers by "experts" to the study by teachers of the teaching and learning processes.
- From a focus on generic instructional skills to a combination of generic and content-specific skills.
- From staff developers who function as trainers to those who provide consultation, planning, and facilitation services, as well as training.
- From staff development provided by one or two departments to staff development as a critical function performed by all administrators and teacher leaders.
- From teachers as the primary recipients of staff development to continuous improvement in performance for everyone who affects student learning.
- From staff development as a "frill" to staff development as an essential and indispensable process without which schools cannot hope to prepare young people for citizenship and productive employment."

that the professional development changed their practice. Kentucky is also experimenting with ways to evaluate professional development programs in terms of their effect on student outcomes.

Conclusion

Evidence is clear that investing in teacher preparation, induction and professional develop-

ment can be effective at decreasing new teacher attrition and improving teacher quality. As part of a standards-based system, effective teacher education may embed a focus on *results* across teachers' careers. It also frees states to think creatively about how teachers can best learn and approach with flexibility the process of teacher learning within a rigid framework of high-standards by which results can be judged.

VI. Teacher Licensure and Recognition of Accomplished Practice

States should create policies that hold individuals to knowledge and performance standards, more than rigid course and degree requirements, in order to receive and retain a license to teach. These standards should be applied for every teaching credential issued by the state, to both novice and experienced teachers, regardless of short-term needs for individuals to fill vacant classrooms. Furthermore, states should devise mechanisms to encourage experienced teachers to develop their skills beyond those levels required for initial licensure.

Teacher licensure represents a state's legal responsibility to guarantee to the public that individuals admitted to practice meet minimum requirements, while those not qualified to be teachers are screened out by the licensure process. But in practice, licensure processes in many states require teachers to demonstrate intellectual capacity on basic skills tests that is far below what most experts agree is required to be an effective teacher. Some licenses are issued to teachers for life and require no demonstration of capacity to teach from the moment the license is issued. In other cases, teachers are able to continuously renew their licenses by taking a number of continuing education classes, many of which have little or no relation to improving actual classroom practice.

There is a consensus forming among researchers and policymakers that a key component of ensuring that all teachers are of high quality is redesigning licensure systems so they are able to guarantee that those admitted to practice are effective. There is also general agreement that while sound licensure systems can ensure that all teachers meet minimum standards, an incentive system that encourages teachers to extend their capabilities beyond minimum licensure require-

ments can be an effective way to develop exceptional teacher leaders. The Study Group believes that state boards of education need to have a vision of high-quality teaching that clearly articulates what teachers need to know and be able to do. This vision becomes a yardstick by which all licensure requirements and incentives for accomplished practice are measured and by which states can guide their oversight function.

Initial Licensure

Traditionally, candidates to become licensed teachers have been measured according to three primary criteria: the possession of a degree from an approved college or university; the completion of an approved program of teacher preparation including several weeks of student teaching, and, more recently, satisfactory scores on a written test of pedagogical, subject-specific, and general knowledge.

These traditional criteria for initial teacher licensure have been criticized on several fronts:

- Initial licensure requirements that emphasize college courses, grades, and written test results do not take into account teachers' skills in teaching. Evidence is clear that knowing facts is very different from doing a good job, and so licensing teachers based on their knowledge cannot guarantee their quality performance in the classroom.
- Traditional licensure requires every teacher candidate to complete virtually the same preparation process, regardless of differences in pre-existing knowledge or related life experience that may give some teacher candidates teaching competencies prior to entering teacher preparation programs. Basing licensure on coursework rather than upon

demonstrated competencies may impose unnecessary hurdles on qualified candidates.

- In several states, teacher licensure tests consist of *minimum competency measures* rather than measures of advanced knowledge and skills; therefore, these tests cannot guarantee high quality among teachers.
- Traditional licensure often allowed an individual to teach *for life*. Current thinking asserts that even excellent teachers need to refine their skills regularly. Consequently, permanent licensure cannot ensure that experienced teachers build their knowledge and skills and place them in line with new thinking, new practice, and new expectations for students.
- Traditional criteria for licensure have often been waived at times of teacher shortages, making the concept of "ensuring minimum requirements" for teaching highly relative and demeaning the purpose of state licensure.

In other words, the routes to initial licensure that states have depended upon for decades are antithetical to a results-based system of high-quality standards. Indeed, we know that measuring an individual in terms of college degrees and course requirements hasn't produced teachers of consistent quality, and this has been problematic for teachers, who want to be perceived as professionals, for states, who want their licensure process to have meaning, and for communities, who want to know that their teachers can consistently teach well. It is also becoming clear, in large part from the popularity of alternate routes to licensure, that many promising individuals see traditional licensure requirements as a deterrent to entering teaching.

Under a standards system, it is insufficient for prospective teachers to pass a certain number of university courses (which can vary widely in quality and content) in order to be licensed. Nor does a written test serve as the sole gauge of a teacher's fitness. Rather, prospective teachers need to prove they have necessary knowledge and can apply that knowledge appropriately in real-life

circumstances in schools, which is best measured using multiple lines of evidence over time.

States that have developed standards-based initial licensure have found they need to rethink the ways they evaluate initial teacher candidates. Besides transcript evaluation and written tests, states are beginning to require teacher candidates to demonstrate skills through portfolio assessments, mentorship programs, comprehensive observations, and self-evaluation. States that have implemented these methods of evaluation as one component of initial licensure have found that they can more reasonably measure teacher effectiveness when the teacher's *practice* is continuously evaluated rather than just evaluating the teacher's *knowledge*. Furthermore, states have found that implementing standards-based performance assessments creates an environment where *standards are infused in teachers' discussion of their work, where teachers learn to measure their practice in terms of standards, and where teachers develop the habit of measuring their own success in terms of the success of their students.*

Finally, states have found that including teacher performance as a measure for initial licensure helps states: 1) demonstrate with certainty that every beginning teacher licensed by the state is of high quality; 2) increase their public credibility at the same time they improve teacher quality and student outcomes; and 3) positively impact the content and rigor of teacher preparation programs. In other words, setting standards and making them stick by implementing meaningful measurement criteria makes the state more than purely a regulatory body; it places the state in a position of setting and maintaining a vision of excellent teaching and learning across the spectrum of schooling.

Connecticut, for example, has devised a system of beginning educator support and training (BEST) that requires beginning teachers to complete a portfolio and a series of teaching observations, in close collaboration with an experienced teacher mentor, that demonstrates they have met

or exceeded minimum performance standards in order to receive a license. The state has found that requiring new teachers to examine their own practice in reference to state standards has increased the quality and stability of newly licensed teachers while simultaneously making teaching a more desirable and competitive career within the state overall. Other states as well have found that the process of initial licensure gains more meaning, more credibility, and more consistency when it is tied to a set of clearly articulated expectations for the *performance* of beginning teachers and to accurate measurements of those expectations.

Finally, the Study Group believes it is important to address "emergency licensure," a quick-reaction to teacher shortages whereby a state suspends teacher licensure requirements to rapidly get individuals, regardless of background or training, into classrooms. **The Study Group is opposed to all forms of emergency licensure, which it believes degrades the profession of teaching and makes the establishment of rigorous, high standards irrelevant.** While the Study Group concedes that it may rarely be necessary to staff classes with individuals who cannot meet state teacher standards, these individuals should not be licensed. Furthermore, the study group believes that careful, long-term policymaking can often make hiring unlicensed teachers unnecessary: for example, states that pass widesweeping class size reduction policies, a common reason for sudden teacher shortages in elementary schools, need to simultaneously build policies to attract sufficient teachers and place the implementation of class-size reduction on a timeline that realistically allows qualified teachers to be put into place.

Continuing Licensure and Recognition of Accomplished Teaching Practice

Besides ensuring that all beginning teachers possess knowledge and skills to bring students to high standards, states are also beginning to think of creative ways to encourage teachers to develop their knowledge and skills across their careers. As a first step, most states have done away with

"permanent licenses" and require teachers to demonstrate continuing education credits for licensure renewal on a periodic basis. *While the study group applauds the departure from permanent licensure, it believes that states need to go beyond "input" measures such as continuing education credits to ensure that established teachers continue to demonstrate in their practice the outcomes embodied in state teacher performance standards.*

Two promising developments exist in states that envision "learning to teach" as a career-long process rather than an event culminating in completion of a preparation program or receipt of an initial license. First, several states have established standards for *advanced* teaching practice that often correspond with new categories of licensure, salary differentiation based upon accomplishment, and higher levels of professional responsibility for highly accomplished teachers. Second, some states have created supports and incentives for teachers to pursue "national certification," a system for evaluating teachers' knowledge and practice according to rigorous, national criteria. **The Study Group believes that envisioning gradations of teacher accomplishment as a component of the state's formal system of professional recognition creates new expectations and incentives for teachers to continue as learners throughout the course of their careers. As a result, the Study Group encourages states to establish and evaluate systems of standards-based continuing licensure and other methods of recognizing and rewarding excellent teaching.**

State incentives for accomplished teaching

Over the last decade, individual states have devised a variety of ways to measure and reward accomplished teachers. Some of the most popular and effective programs to date have included career ladder programs and systems of advanced certification.

Several states have experimented with "career ladder" programs that attach pay incentives to demonstrated performance among teachers rather

Teacher Education Program Approval and Accreditation

The terms *program approval* and *accreditation* often are used synonymously, although they are coming to mean very different processes in the approval or sanctioning of teacher preparation programs. *Program approval* describes a legal process in which the state agency recognizes the teacher preparation programs of an institution so that an individual who successfully completes the program is issued a state license upon the recommendation of the preparing institution. Critics have attacked traditional methods of program approval as paying little attention to whether or not programs produce teachers who are willing and able to teach where they are needed, who are prepared to teach in subject areas in which they are needed, or who are able to demonstrate that they have the knowledge and skills necessary to teach effectively. States are beginning to consider new ways of approving programs that take account of program quality, the extent to which program graduates are able to teach according to state standards.

Accreditation is largely a voluntary process in which a professional association provides recognition to programs having met a particular set of standards developed by the profession. The single largest accrediting organization for teacher preparation programs is the National Council for the Accreditation of Teacher Education (NCATE), which has developed national standards for teacher preparation programs in four categories: design of professional education, candidates in professional education, professional education faculty, and the unit for professional education.

than to years of service or levels of education. Arizona's career ladder, one of the first and most successful of all career ladder programs, bases career advancement upon the extent to which teachers demonstrate superior teaching skills in several observations; evidence student academic

progress according to defined, objective criteria; and accept greater instructional responsibilities. In the most extensive evaluation of a career ladder ever undertaken in the U.S., Arizona found that their program could be credited with increasing student achievement, lowering dropout rates, increasing teacher satisfaction, and increasing graduation rates. Several other states have come to similar conclusions: providing incentives for teachers to become accomplished raises the level of teaching and improves student outcomes.

States have also begun to experiment with differentiated categories of licensure that recognize teachers for accomplished performance. In North Carolina, the Excellent School Act of 1997 established a system of rewarding teachers for higher standards by creating a three-tiered system of teacher licensure and remuneration that is tied to teacher results on rigorous state performance assessments. Ohio is also linking teachers' continuing licensure to their achievement on state performance assessments. Although licensure differentiation has yet to be evaluated in terms of its effect on teacher performance or student outcomes, states that are establishing criteria and measurements for standards-based licensure hope that it will serve as an incentive for motivated teachers to become even more accomplished.

Certification

Although "certification" has often been used as a synonym for "licensure," states and professional groups are beginning to discriminate between the two in much the same way other fields have. In general, "licensure" refers to the state acting on its authority to ensure that a practitioner has the necessary knowledge and skills to practice as a teacher without jeopardizing students, communities, or schools. "Certification," on the other hand, is largely a function of the profession itself acknowledging those who demonstrate advanced capabilities.

The distinction between certification and licensure has become more evident with the creation of the National Board for Professional

Teaching Standards (NBPTS). Governed by a 63-member board of directors, the majority of whom are classroom teachers, the NBPTS has established high, rigorous standards for what *accomplished* teachers should know and be able to do and operates a national voluntary system of performance assessments to evaluate experienced teachers. Teachers who successfully demonstrate accomplished practice through National Board measures receive a prestigious certification of advanced practice awarded by the Board. NBPTS certification is not considered an alternative to licensure, but rather is regarded as a highly advanced voluntary recognition of accomplishment and distinction among teachers. In 1996, 19 states provided one or more incentives for teachers to pursue National Board Certification, including linking Certification to license portability, renewal or status; reimbursing teachers for fees associated with taking National Board assessments; or financially rewarding Board Certified teachers.

Although the standards and assessments created by the NBPTS are based on the best available research in teaching and learning, the results of the national certification assessment have not yet been evaluated sufficiently to attest to the fact that the test is fair and valid. This does not mean that states should resist participating in this promising experiment. On the contrary, **the Study Group believes that the standards and evaluations of the NBPTS warrant support and continued research.** However, states deciding to participate in these early years of national certification should understand that the assessments, and the standards on which they are predicated, may change as knowledge about excellent teaching and evaluation methods is refined. As with any other new initiative to improve the supply of high-quality teachers, the results of NBPTS participation should be continuously evaluated.

Whether or not states decide to adopt the NBPTS certification system or not, **the Study Group believes that every education policymaker should be informed about the ground-breaking work of NBPTS. The Study Group advocates offering accomplished teachers the chance to receive advanced certification, whether via NBPTS or some other state-developed measure, for several reasons:**

- Certification provides a system of promotion that recognizes and rewards excellent teaching;
- Certification requires states to forge agreements about what constitutes exceptional teaching practice; and
- Certification allows teachers the important professional opportunity to develop criteria for judging excellence in their field.
- Certification solves teacher mobility issues, as national standards are shared across state boundaries.

Conclusion

Teacher licensing and certification policies are changing as a number of states are attempting to hold teachers to high standards through new knowledge and performance requirements and mandated assessments. The most significant changes taking place are: 1) the increasing interest in performance-based teacher licensing and certification in which prospective teachers are required to demonstrate high-level standards that define the knowledge and skills that teachers need to help students succeed; and 2) efforts to build incentives, either tied to continuing licensure or independently, that encourage teachers to demonstrate *exceptional* skill rather than minimum standards of practice. The Study Group encourages states to rigorously apply standards to their licensure process while considering ways to encourage teachers to achieve beyond minimum standards.

Policy Options: Teacher Licensure and Certification

State options for improving the quality of licensed teachers:

- Build licensure programs that require teachers to *demonstrate progressive knowledge* and skills that help students achieve high standards.
- Tie program approval standards to K-12 standards, using program approval standards as leverage to make certain that teacher education programs are producing the number and types of teachers needed, and making quality and performance of graduates important indicators of program approval.
- Supporting rigorous, standards-based routes to teaching that provide candidates with alternatives to traditional preparation programs, e.g., district-based programs or those that take account of work experiences.
- Become familiar with INTASC standards for beginning teachers that emphasize teaching performance and student achievement.
- Refuse to issue "emergency licenses," which degrade the meaning of teacher "licensure" and systematically undermine all standards.

State options for using licensure and certification as incentives, rather than deterrents, to becoming a teacher:

- Streamline the number of licenses available, since some states have compartmentalized teaching so that it is difficult to get a teacher to fill every position. (Myriad credentials may make it difficult for teachers to move from state to state.)
- Build performance-based licensure criteria that are based on the quality of teaching and the ability of a teacher to help students meet standards rather than only textbook knowledge and university experience.
- Make the licensure process as streamlined as possible, without sacrificing quality or security, so that qualified teachers can get into the classroom more rapidly.
- Consider developing or adopting criteria for advanced certification for excellent teachers and providing incentives for experienced teachers to pursue advanced certification.

Appendix A. Evaluation and Program Improvement

Standards-based teacher development systems are costly, not only in financial terms but also in terms of educators' efforts and future careers of teachers and the students they teach. If policymakers expect the public to support these costs, they must ensure that the teacher development system is effective, efficient and equitable. This means that state boards need to implement responsive program planning, pay attention to the implementation processes across the system, ensure that individuals and institutions have the necessary materials to carry out their particular missions and check to ensure that program intentions are realized in program outcomes. Answering these questions requires a mechanism for program evaluation.

Unfortunately, the norm today is that systematic evaluation of a state's teacher development system rarely takes place unless there is overwhelming public or political pressure to do so. This is a mistake that can cost states dearly in terms of accuracy, usefulness of their data, efficiency of their teacher development program, fairness to teachers, students and schools, and credibility and public support. State boards of education need to hold themselves and the state education department accountable for both understanding the effects of a teacher development system and ensuring its success. Because evaluation can greatly improve policy, policymakers need to consider program evaluation alongside policy development. Doing so requires attention to several factors:

Participation. In order to make evaluations more valid and reliable, state boards need to give special attention to ensure that those impacted by the results of any teacher development policy are invited to participate in the design of the program evaluation and in the evaluation itself.

Internal vs External Evaluators. Deciding whether to have department staff conduct an evaluation or contract an external evaluator has many implications for the evaluation itself. Assessments undertaken by department staff are usually faster and cheaper, but external evaluations may be more objective and further removed from any politics surrounding the teacher development system.

Communications. Effective program evaluation provides information that can be shared with the public and interested constituents in order to encourage dialogue. On the other hand, when an evaluation points out a need for program improvement, a wide range of special-interest groups may try to co-opt the results for their agenda. To balance this, the state board needs to ensure that a communications plan is in place to help guide public conversation in constructive ways.

Using Results. Before undertaking program evaluation, policymakers must be confident that they have the money, resources and momentum at their disposal to respond to the results effectively and make necessary program changes. Authorizing an evaluation and then neglecting to respond to its conclusions is not only a waste of time, money and resources, but it can jeopardize the public credibility of both the teacher development system and of teachers themselves.

Types of Evaluation. Several different types of evaluation can inform program improvement at different stages of implementation.

- *Development evaluation* consists of doing needs assessments and research reviews to define the problems a particular teacher development program needs to resolve;
- *Design evaluation* judges program design, usually before implementation, and clarifies program logic and feasibility.
- *Process evaluation* studies the implementation of the teacher development system and often looks for intended and unintended consequences of the system;
- *Management evaluation* looks for efficiencies and inefficiencies in how the teacher development system is managed; and
- *Impact evaluation* takes place after a teacher development system has been operating for several years and examines the system in relation to its long-term objectives.

Adapted from *The Full Measure: Report of the NASBE Study Group on Statewide Assessment Systems*. (1997).

Appendix B. Placing the Work of Every State in a National Context

Although it is important for states to work within their borders to ensure that every district has high-quality teachers in every classroom, it is important for states to work across borders to raise the quality of teaching and learning. Consider that:

- Students flow daily from one state to another, and so the quality of student learning in one state is directly related to quality in others;
- Teachers often seek jobs in states where they did not receive their initial license. Coming to general understandings across borders about what teachers need to know and do regardless of the state system in which they work or received their education helps districts hire from among a *national pool* of teachers to fill shortages and recruit high-quality; and
- States often want to know how their teacher standards compare to neighboring states or states with similar demographics. Applying national measures of teacher performance to *state-wide pools* provides data that can be meaningfully compared across state borders.

Fundamentally, the extent to which teacher and student standards are similarly articulated across states affects the extent to which teachers and students from one state will be able to constructively contribute in another state and the extent to which qualitative comparisons can be made across state borders.

The good news is that states that want to meaningfully participate in national dialogues about standards have mechanisms through which to do so. Several national initiatives are forwarding the cause of teacher recruitment, quality, and retention, as well as articulating what teachers should help students know and be able to do.

States can benefit from working with one another on such national projects that build common understandings and encourage national

dialogue about what constitutes good teaching and learning.

The National Council for Accreditation of Teacher Education conducts national accreditation of teacher preparation institutions. Based upon a set of standards developed by the Council in concert with member states, almost two-thirds of all teacher candidates receive their education at institutions that are NCATE accredited. States that require NCATE accreditation for teacher preparation institutions have found that their affiliation helps them assure the public and prospective students that the institution has met rigorous external standards; it also helps institutions improve the quality of classes they offer as they modify requirements to reflect changes in knowledge and practice; NCATE accreditation is also a useful mechanism to strengthen institutional self-evaluation and spur program improvement.

Interstate New Teacher Assessment and Support Consortium is comprised of state education agencies, higher education institutions, and national educational organizations, including NASBE, which are dedicated to reform in the education, licensing, and on-going professional development of teachers. INTASC provides a vehicle for states to jointly formulate model policy to reform teacher preparation and licensing, and a mechanism for states to collaborate on projects such as new performance assessments of classroom performance. INTASC has developed model standards for beginning teacher licensure that are compatible with those of the NBPTS. The core standards serve as a framework for systemic reform of teacher preparation and professional development. Subject-specific licensing standards have also been produced in mathematics, English/language arts, and science. Work is in progress for standards in elementary education, social studies, special education and, more recently, arts education.

The National Board for Professional Teaching Standards has established high and rigorous standards for what accomplished teachers should know and be able to do and operates a national voluntary system to assess and certify teachers according to these standards.

The NBPTS (1992) policy position is based on five core propositions:

- Teachers are committed to students and their learning.
- Teachers know the subjects they teach and how to teach those subjects to students.
- Teachers are responsible for managing and monitoring student learning.
- Teachers think systemically about their practice and learn from experience.
- Teachers are members of learning communities.

The National Association of State Directors of Teacher Education and Certification, a membership association of which most states are members, has been developing standards for more than 20 years in the areas of teacher preparation and licensure. In addition to standards, NASDTEC has provided leadership in interstate license reciprocity. The Interstate Certification Compact (ICC), originally designed in the late 1960s, is now an important part of NASDTEC although it is governed by its own state representatives. Through the ICC, a central data base has been developed on individuals whose licenses have been denied or revoked in member states.

The Interstate School Leaders Licensure Consortium has developed model standards for school leaders. Based on research on productive educational leadership and the wisdom of practitioners, the standards were drafted by personnel from 24 state education agencies and representatives from various professional associations. The standards present a core of knowledge, dispositions, and performances that link leadership directly to productive schools and enhanced educational outcomes. The standards were designed to be

compatible with the NCATE guidelines for school administrators as well as with the major national reports on "reinventing leadership for tomorrow's schools." Briefly, the standards focus on:

- 1) facilitating the development, articulation, implementation, and stewardship of a vision of leading that is shared and supported by the school community;
- 2) advocating, nurturing, and sustaining a school culture and instructional program conducive to student learning and staff professional growth;
- 3) ensuring management of the organization, and resources for a safe, efficient, and effective learning environment;
- 4) collaborating with families and community members, responding to diverse community interests and needs, and mobilizing community resources;
- 5) acting with integrity, fairness, and in an ethical manner; and
- 6) understanding, responding to, and influencing the larger political, social, economic, legal, and cultural context.

Subject areas standards. In addition to these professional standards, a number of organizations have developed subject-specific standards that in several states define the subject-specific content of teacher and student standards. Standards have been developed in subjects as diverse as mathematics, history, science, social studies, English/language arts, arts education and English as a second language.

When it comes to such matters as preparing and hiring new *and* experienced teachers, states do not exist in isolation. States, therefore, need to work with other state, regional, and national initiatives to insure that *quality standards* for students *and* teachers are more than "buzz words." It is the job of *all* public school teachers and administrators *and* college and university faculty to deliver on their promises to develop and implement these standards.

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November 25, 1998

Courtesy
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Dear Ms. Schroeder:

Here is a copy of the proposal concept paper that we sent Kent McGuire (and then Terry Dozier) for the Teacher Job Bank. A couple of things need to be kept in mind.

1. The proposal deals only with the job bank and not collateral aspects of a fully comprehensive clearinghouse that would include policy dissemination, data collection, supply and demand projections, research, and counseling for prospective teachers earlier in the pipeline;
2. The proposal presupposed marrying RNT's existing Helpline database with the Web site already created by Troops to Teachers. However, our thinking has developed somewhat since we initially floated this concept paper. We now strongly believe the clearinghouse should go beyond a simple job bank and include additional aspects of information, policy development, and dissemination, such as those referred to above. Accordingly, the staffing capacity of the clearinghouse would need to be adjusted;
3. In our original concept paper, we suggested a three-year start-up phase. Ideally, we believe that at least five years of initial funding should be provided along with adequate funds to evaluate the clearinghouse's efforts both formatively and substantively;
4. Particularly given the emphasis in Title II with respect to loan forgiveness and recruitment (as well as any other additional legislation that might be proposed in the 106th Congress), we believe that it is important to include the proposed job bank, which would allow school districts to post listings and candidates to post resumes; an information Helpline, which would provide assistance to individuals earlier in the pipeline on how to pursue pathways into teaching; as well as a more robust outreach and dissemination component that would "get the word out" to potential end users: school districts, teaching candidates, and prospective teachers, in a comprehensive way, via public service advertisements, new media, web banners, sub-transit advertising, and the like.

N.B. The messages of any outreach campaign would need to stress both recruitment and quality. The mantra should be *every child in America deserves a qualified teacher every year*. The clearinghouse can work with a range of stakeholders at the national, state, and local levels both to provide the nexus of information needed to support the massive recruitment challenges facing the nation, as well as serve as a strategic catalyst for improved recruitment and induction. Obviously, such an entity would need to work closely with organizations like the National Commission on Teaching and America's Future, the National Partnership for Excellence and Accountability in Teaching, the American Association of Colleges of Teacher Education, the Council of the Great City Schools, the National Conference of State Legislatures, the American Association of School Personnel Administrators, and state recruitment efforts like the South Carolina Center for Teacher Recruitment and CalTeach, and the U.S. Department of Education.

Finally, an implicit goal of the outreach, clearinghouse, and job bank should be to identify and expand the pool of prospective teachers, including a more diverse cadre of teachers for America's classrooms. Outreach to and collaboration with a range of advocacy groups will be important on the diversity question. Existing programs like the DeWitt Wallace-Reader's Digest Fund's Pathways to Teaching Program provide an effective model as well as an important network of stakeholders to mobilize on behalf of the goals of the Administration's initiative.

In essence then, you might wish to consider three levels of activity, which represent elaboration and articulation of the original job bank spelled out in the attached concept paper:

A.

Job Bank

On-line Helpline

Ballpark start-up costs	\$150,000	to	\$250,000
Ballpark annual costs	250,000	to	300,000
Ballpark 5-year cost:	\$1,400,000	to	\$2,000,000

B.

Job Bank

On-line Helpline

Phone Helpline

PSA outreach

Ballpark start-up and ad production costs	\$1,650,000
Ballpark annual costs	1,270,000
Ballpark 5-year costs	\$8,000,000

C.

Job Bank

On-line Helpline

Phone Helpline

PSA outreach

Policy clearinghouse

Ballpark start-up and ad production costs	\$2,000,000
Ballpark annual costs	2,000,000
Ballpark 5-year costs:	\$12,000,000

N.B. As a yardstick, the South Carolina Center for Teacher Recruitment's annual budget is over \$1 million. CalTeach, California's statewide recruitment effort has a \$1 million operating

budget, supplemented by an additional \$2 million in paid advertising (and PSAs to boot). If paid advertising became a consideration, obviously costs could rise considerably.

I hope this proves helpful. We see the job bank/clearinghouse concept as something that needs to evolve in dialogue with the Department and other key stakeholders. That is why we were somewhat concerned when our concept paper had been vetted internally *as if* it were a fully "spec-ed" out proposal. As I mentioned on the telephone, we are working with one of our board members (the CFO of the Prudential Company) to develop a process design that would spell out in considerably greater detail the staffing, technological, and human resource needs of such an enterprise – and the best way to constellate them both organizationally and in collaboration/consortia with other stakeholders.

Yours sincerely,

A handwritten signature in black ink that reads "David Haselkorn". The signature is written in a cursive, flowing style with a long horizontal stroke at the end.

David Haselkorn
President

P.S. The draft I have enclosed is essentially the same as that we circulated earlier, with some minor updating. However, it does not include the kinds of additions that I've discussed in this cover letter. We are a little short-staffed because of the upcoming Thanksgiving holiday. We certainly would appreciate the opportunity to develop a more fully articulated proposal from this brief precis, if you and your colleagues believe the concept is worth pursuing.

DH/nac

Encl(s).

Reach for the Power
TEACH

Recruiting New Teachers, Inc.

385 Concord Avenue, Suite #103

Belmont, MA 02478

Telephone: (617) 489-8000, June 12, 1998

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Dr. Kent McGuire
Asst. Secretary for Educational Rsch. & Improvement
U.S. Department of Education
555 New Jersey Avenue, NW
Capitol Place, Room 600
Washington, DC 20208-5571

Dear Dr. McGuire:

We are writing to explore whether there might be support under the Fund for the Improvement of Education (or the Secretary's Discretionary Fund) for the following unsolicited proposal, designed to help address the department's goal of ensuring a qualified teacher in every classroom by the year 2006. Specifically, we seek support to link Recruiting New Teachers, Inc.'s (RNT) national recruitment, referral, policy, research, and dissemination activities with an existing Web site of teaching job openings, developed under the Troops to Teachers program.

We believe there are strong potential synergies in such a linkage for developing an important national clearinghouse of information on: teacher recruitment and preparation programs; job openings for prospective teachers; as well as information on what works in teacher recruitment, retention and diversity initiatives that could serve a broader community of education stakeholders.

In our view, such a clearinghouse would provide 'one stop shopping' via both traditional and on-line means of communication including the following:

- A comprehensive job bank for prospective teachers
- A database of candidates for college teacher preparation programs and school district vacancies
- On-line counseling and resource referrals
- An on-line network for exchange of ideas, access to resources, and dissemination of best practices

- Technical assistance to states and school districts (Q&A service)
- Outreach (e.g., Web site, direct mail)
- On-line publications (e.g., program descriptions, directories, research digests, bibliographies, newsletters, conference proceedings, research reports, etc.)
- General reference and referral to conferences resources, & programs (at local, state, and national levels)
- Links to ERIC and other clearinghouses and their resources.

The attached concept paper outlines RNT's current programs and services and the scope of Troops to Teachers' existing Web site. It describes our preliminary vision for linking these resources via a Teaching Careers and Opportunities Web Site, as well as a *rough* prospective budget for establishing and operating such a site over a five-year period. We hope these preliminary ideas will be of interest, and would welcome the opportunity to discuss our proposed activities (and budget) in considerably greater detail.

Recruiting New Teachers, Inc.

In the twelve years since it was established, RNT has emerged as a prominent national advocate for improved policies and practices with respect to America's teacher recruitment, development, and diversity challenges, and has become a crucial resource to states and school districts working to solve some of the nation's most important educational issues. Our work involves tapping new pools of teachers, including mid-career professionals, paraprofessionals, and promising high-school and middle school students; launching aggressive public outreach campaigns; orchestrating national media efforts; serving as an information clearinghouse; and convening and fostering new collaborations among all of the key stakeholders involved in teacher recruitment and development issues at the district, state, and national levels. Simply put, RNT is increasingly recognized as a leading catalyst, convener, and nexus for information about meeting America's teacher recruitment, development, and diversity challenges.

RNT's Careers in Teaching Helpline

The only service of its kind nationwide, the RNT Careers in Teaching Helpline has provided counselor-assisted guidance and referral to more than 54,500 callers since its inception in 1993. It is designed to serve prospective teachers from the nation's largest cities and thereby target a larger, more diverse pool of teacher candidates who have an overall commitment to excellence in urban education.

While our general outreach campaign attracts significant numbers of prospective teachers nationwide, the Careers in Teaching Helpline provides a structured link between promising teacher candidates and the information they need to plan an effective pathway into teaching. Guidance and immediate, personalized feedback from skilled Helpline counselors has served to bridge the goals of aspiring teachers with the needs of specific urban school districts and local colleges. Research by Helpline staff has yielded a database of over 16,000 information resources.

According to Helpline respondent data over the lifetime of the service: 68% of respondents indicate an interest in teaching in urban schools; 42% are persons of color; 38 percent are male;

93% are age 25 and over; 57% have a B.A. or higher degree, and 27% are currently enrolled in a bachelor's or master's degree program.

The Careers in Teaching Helpline has sparked the interest of several states and school districts that are considering replicating our model to serve their local teacher recruitment needs. In fact, the Careers in Teaching Helpline is presently implementing a plan that tailors its services to respondents from California.

RNT's Recruitment Partner Network

RNT's Recruitment Partner Network (RPN) forms the critical link between prospective teachers and the broader universe of colleges of education and school district recruiters. Through the RPN, potential teachers who contact RNT's 1-800-45-TEACH and Careers in Teaching Helpline numbers are connected to more than 400 school districts, colleges of education, and other teacher development organizations, which provide additional information about teacher preparation and employment opportunities. Over the past eight years, more than 350,000 respondents have joined the database; the names of current respondents are routinely shared with RNT's recruitment partners. RNT collects demographic information, such as ethnicity, education level, teaching preferences, and other teaching-related data, from people who have communicated to us a strong interest in teaching. These include individuals in teacher education programs and those who are certified teachers.

The database is maintained and updated regularly by RNT. Currently, out of more than 65,000 people, 53% have college degrees; 42% are people of color; 69% have expressed interest in teaching in urban areas; 89% are over the age of 25; and 19% are already certified teachers. Further efforts to expand our database include outreach to pools of potential teachers that include: talented and diverse high-school students, mid-career adults, returned Peace Corps volunteers, transitioning military personnel, and graduates from innovative teacher recruitment and preparation programs. RNT is currently launching new outreach efforts in California and in urban areas to enhance our database of prospective teachers.

Recruiting New Teachers Web Site

Currently, RNT's Web site offers guidance and resources both for individuals interested in the teaching profession, and the institutions/programs that recruit, prepare, and develop teachers. Thus, in addition to reaching prospective teachers, the RNT Web site is designed to speak to an audience that includes policy makers, program directors, school district administrators, college and university administrators, and current teachers. The site provides relevant information through the following components:

- *About RNT*

This page summarizes the organizational mission, advocacy and recruitment initiatives, national efforts and accomplishments of RNT, and answers, in brief, "Why American Needs to Recruit New Teachers."

- *Conference*

Here, visitors can find highlights of RNT's six previous national Pathways to Teaching Careers conferences, as well as the most current information on upcoming conferences, with capacity for on-line registration.

- *Facts*

Here, visitors to the site can find facts and statistics on the following topics:

- National Teacher Shortages
- Minority Teacher Demand
- Teacher Preparation and Qualifications
- Teacher Workload and Preparation Time
- Teacher Development and Salaries

- *Pathways Into Teaching*

In this area of RNT's Web site, visitors will find an overview of teaching; descriptions of different pathways into the profession, including precollegiate, mid-career, and paraeducator-to-teacher programs, and alternative certification; and useful resources (e.g., financial aid contacts, opportunities for persons of color, and RNT services) for prospective teachers.

- *Products and Services*

Designed like a brochure, this page provides information regarding all of RNT's publications, products, and services. Information is available in the following areas:

- Education Policy
- Precollegiate Teacher Recruitment
- Recruitment Promotional Materials
- Places to Call for Information
- Other Sources of Information

Troops to Teachers Web Site

The Troops to Teachers on-line Internet Job Referral Program is a dual database job bank linking prospective teachers and school districts.

The teacher database currently includes information about approximately 3,000 individuals who have participated in a Troops to Teachers-affiliated teacher preparation programs. Data on potential teachers includes their certification status, second language abilities, subject/level of expertise, and contact information.

The school district database includes job postings from approximately 800 school districts, as of April 1998. District administrators enter contact information and specific information about the job openings in the fields provided. Postings are removed from the database every 90 days, unless specified as a permanent or continuous opening.

Access to databases: The job bank is currently free-of-charge and school district job postings can be accessed by any individual on the Internet (the site typically receives 50,000 hits per month).

Only school district administrators can post job vacancies or search the teacher database for potential hires, by obtaining a password from Troops to Teachers.

Searches: School district administrators can search the database for potential teachers by selecting criteria in easy-to-use fields, which include options for state, subject area, teacher/teacher aide, teaching level, second language, certification by subject, or by last name. Individuals can search for postings by selecting criteria by state, county, city, district/school, and subject. Results from searches can be printed, although none of the data can be saved or downloaded from the database.

The Teaching Careers and Opportunities Web Site

The Web site capacity developed by Troops to Teachers can be combined with Recruiting New Teachers' national pool of prospective teachers and network of teacher recruitment partners to create a "one-stop-shop" clearinghouse on pathways to teaching careers in America. We envision a comprehensive, interactive Web site offering an array of services to prospective teachers, school districts, colleges of education, teacher recruitment organizations, and innovative teacher recruitment and development programs.

As noted above, the Troops to Teachers Web site currently maintains a database of about 3,000 prospective teachers and over 800 school districts posting job announcements. The new Web site would add RNT's national prospective teacher database, which will attract an estimated 25,000 to 30,000 prospective teachers annually and its network of over 400 colleges, school districts and teacher recruitment organizations. In addition, RNT's Careers in Teaching Helpline, Recruitment Partner Network, and information clearinghouse services (as described above) can be offered on-line via this new Web site. The Web site would include:

For Prospective Teachers

- ***An enhanced job bank*** from school districts listing specific teaching opportunities across the country as well as listings of teacher preparation opportunities, and special services;
- ***A Teaching Careers On-Line Helpline*** service offering
 - A searchable database of thousands of resources – from state certification offices to scholarship programs – to help the prospective teacher;
 - Personalized assistance to prospective teachers via live chat groups, with trained counselors offering personal responses to questions via e-mail;
 - A "Resource Center" with comprehensive information about pursuing teaching, answers to frequently asked questions, and hyperlinks to other teacher recruitment and development resources.

For Institutional Partners

- *An enhanced searchable database* of prospective teachers, who have a wide array of backgrounds, skills, and teaching interests;
- *An enhanced job bank* to post openings and/or teacher preparation opportunities;
- A new ability to save prospective teachers' data on disk for the purposes of mailing and follow-up;
- *A new on-line network* for school districts, colleges of education, and other teacher recruitment and development constituents which would include:
 - A searchable database of programs engaged in innovative teacher recruitment and development efforts, designed to help programs find effective models, network with similar programs, and identify efforts in local communities;
 - Chat groups and discussion forums designed to facilitate an exchange of ideas, strategies, resources, and issues around teacher recruitment and diversity;
 - Group networking for special partnerships or interest groups to network and communicate (i.e., members of the Urban Teacher Collaborative or the DeWitt Wallace Pathways to Teaching Programs)
 - A "Resource Center" with information and resources about teacher recruitment and diversity, including on-line versions of *RNT's Future Teacher newsletter*.
 - A Policy Information Center that tracks state and local policies and practices, with respect to teacher recruitment standards, induction, etc.

RNT's Capacity

Recruitment Programs and Services

RNT's Recruitment Programs and Services initiatives have aimed to expand the pool of prospective teachers entering the teaching pipeline, especially teachers of color and teachers for urban schools. Outreach strategies to *attract* individuals to the profession are complemented by response strategies designed to *inform* and *assist* individuals on pathways into the profession. In addition, RNT provides services to teacher recruitment and development programs to enhance recruitment efforts and develop long-term, effective strategies and policies to ensure a qualified and diverse teaching pool. Overall, RNT has:

- Assisted more than 1.1 million prospective teachers who called 1-800-54-TEACH, with free information on teaching careers;
- Provided personalized counseling to more than 54,500 prospective teachers via the Careers in Teaching Helpline telephone service;
- Distributed more than 343,000 copies of the Careers in Teaching Handbook (most were distributed free of charge), a flagship publication which has helped thousands of potential teachers take their first step toward a career in teaching;
- Distributed more than 100,000 copies of RNT's free brochure, "What it Takes to Teach," to prospective teachers nationwide;
- Reached key target audiences – almost 37% of RNT overall respondents have been people of color; the Careers in Teaching Helpline has attracted an even higher 42% minority response;

- Entered over 350,000 prospective teachers into our national database of PSA respondents;
- Convened six national Pathways to Teaching Careers conferences to network and disseminate knowledge acquired over the years about teacher recruitment and development issues.

National Policy and Strategic Planning

RNT has developed much-needed resources for the field by publishing and distributing information for educators, policy-makers, administrators, and others. Publications include:

The Essential Profession, a new national public opinion poll, released on November 17, 1998 on Americans' attitudes toward the teaching profession. A special California cross sample was also taken.

Learning the Ropes (in press), a national survey of urban teacher induction programs designed to assist, support, train, and assess teachers within their first three years in the profession.

Measured Steps: An Evaluation Handbook for Improving Teacher Recruitment Programs, a step-by-step guide, containing tips, illustrative mini-cases, instructions, tear-out forms, worksheets to assess teacher recruitment programs.

Take This Job and Love It! Making the Mid-Career Move to Teaching, a practical introduction to teaching for adults who are considering a career change to teaching.

Breaking the Class Ceiling: Paraeducator Pathways to Teaching, a comprehensive research study that addresses the recruitment of teachers of color and focuses on the promising pool of prospective teachers who are already working in classrooms.

Teaching's Next Generation: Five Years On and Growing, a groundbreaking report on the status of precollegiate recruitment.

The Urban Teacher Challenge: A Report on Teacher Recruitment and Demand in Selected Great City Schools, a snapshot of current supply and demand in the nation's largest urban schools.

State Policies to Improve the Teacher Workforce, guidelines proposed by state education leaders and policy makers for creating a teacher workforce qualified to meet the challenges of a rapidly changing public school system.

Through comprehensive research, policy, and dissemination efforts, RNT has developed a strong organizational knowledge base in the areas of teacher recruitment, development, and diversity as well as the ability to apply its expertise to help the nation meet the challenge of strengthening teaching across the career continuum. As a result, RNT has enjoyed a steady increase in the level of state and national recognition for its efforts and initiatives. For example, in 1996, the

California Commission on Teacher Credentialing (CTC), contracted with RNT to lead a statewide task force on teacher recruitment. Co-sponsored by the CTC, the California State University Institute for Education Reform, and the California Department of Education (with supplemental funding by the Stuart Foundation), RNT facilitated a broad-based strategic planning process that resulted in the creation and adoption of a comprehensive statewide teacher recruitment plan. Passage of class-size reduction legislation in the state provided added urgency to this project. The state will need to hire between 275,000 and 300,000 teachers over the next 10 years.

RNT's strategic planning work with California led directly to the state's implementing initiatives modeled after RNT's outreach efforts, including a California-specific PSA campaign, a "What It Takes To Teach in California" brochure, and a *California Helpline*. (All are being implemented in partnership with RNT). From RNT's internal organizational perspective, an additional outcome has been the creation of a model teacher recruitment and development strategic planning process which can be replicated in other states and school districts.

RNT has forged collaborations with some of the nation's leading educational and constituency organizations: the National Commission on Teaching and America's Future, the Council of the Great City Schools, the Council of the Great City Colleges of Education, the National Conference of State Legislatures, the American Association of School Personnel Administrators, the National Education Association, and more. RNT also participates in the federally-funded National Partnership for Excellence and Accountability in Teaching. The point is that RNT has developed substantial visibility and standing in the field of teacher recruitment and *already* serves as a significant resource to states and districts on meeting America's teaching challenges. The expansion of our on-line capacity through the addition of the Troops to Teachers Web site would build on this foundation to offer a unique and enhanced resource to the education community and prospective teachers. Support/sponsorship by the U.S. Department of Education would underscore its commitment to ensuring a qualified teacher in every classroom, without burdening internal Department resources with the design, management, and upkeep of the service. Obviously, the U.S. DOE's sponsorship role would be prominently acknowledged on the Web, in publications and in all communications with prospective end-users.

Conclusion

Through its efforts RNT has developed a knowledge base of teacher recruitment and development constituencies and prospective teachers that is virtually unequalled. To date, RNT has lacked capital to invest in the technology needed to bring these resources together in a comprehensive on-line environment. A partnership with the Department of Education and Troops to Teachers Web site would allow this to happen. Over the years we have worked well with John Gantz and his colleagues at Troops to Teachers and anticipate good cooperation and collaboration in this effort.

RNT would need to build its technological capacity in order to fulfill this partnership. In particular, we would need to modernize our current database systems in order to transition them on-line. This would require upgrading existing equipment and/or purchasing new equipment, such as a Web server. It would also require some incremental staff expansion (a Webmaster, additional Helpline counselors, and a full-time researcher). Portions of additional managerial FTEs would need to be allocated to set-up and provide ongoing oversight of operations, as needed.

We believe, however, that the potential impact that such a service would have well justifies its cost. The President has called for a qualified teacher in every classroom by the year 2006. The nation faces an unprecedented teacher hiring demand. States like California, Florida, and Texas are already under the gun; urban, rural, and low-wealth districts are struggling, too. We believe the kind of information, resources, and access that on-line technology has to offer can help address what Dr. Linda Darling-Hammond has termed "the maldistribution of teaching resources" in the U.S. It would complement state-level practices to ensure a qualified teaching force by substantially broadening the talent pool from which teaching's next generation can be drawn, increasing access to teaching jobs and educational opportunities for tens of thousands of individuals. We would welcome the opportunity to discuss these ideas with you or other appropriate colleagues at your earliest convenience. In the meantime, please do not hesitate to contact us should you have any questions, whatsoever.

Yours sincerely,

David Haselkorn
President

OVERARCHING QUESTIONS TO GUIDE IN THE DEVELOPMENT OF AN ESEA
TEACHER QUALITY PROPOSAL

ADDITIONAL QUESTIONS 9/2/98

- 1) One of the largest expenditures of funds for teacher professional development are the funds that teachers themselves spend for courses in order to move up the career ladder. How can the knowledge that exists about effective means of professional development and the skills necessary to implement standards in the classroom be used to leverage these funds? For example, is there a way to make information available to districts that would assist them in re-thinking the types of courses that are certified for moving up the career ladder?
- 2) A second large source of funds for professional development is those spent by districts? schools? for a 2-3 day in-service which typically occurs at the beginning or end of a school year. Is there a way to influence how this time is used through the dissemination of information? If yes, what types of information should be disseminated and how should the dissemination occur?
- 3) How should we think of a teacher quality proposal in the context of Title I, Vocational Education, and IDEA—each of which provides funds for professional development?
- 4) What new types of approaches for addressing the teacher quality issue are developed?
- 5) The National Science Foundation has \$300 million for teacher training in mathematics and science. What can be learned from the NSF program? How should the availability of these funds be taken into account in designing a teacher quality proposal?
- 6) What entities are developing criteria or standards for quality teaching? Is this work good? Should ED be supporting this work through the bully pulpit and other means?
July W.
- 7) How can technology be an integral part of creating a quality teaching force such as the integration of technology into instruction and content, the use of computers to support sharing of information among networks of teachers, and technology as the deliverer of professional development?
Wanda + Chris
- 8) How can support for educational leaders (superintendents and principals) be provided?
FY 2000 budget - Paul Schmitz - options
- 9) Is there a way to stimulate teacher salaries and school environments to help attract teachers to urban schools?
WZ Ewan
- 10) What can be done to support professional development for pre-school teachers?

- 11) Can a teacher quality program be designed using the EOZ model where large amounts of funds are provided for 5 or 6 year periods of time through a competitive process overseen by an independent board for districts willing to

Related issues

- 1) What issues have been raised through the TCLF and other programs where funds are distributed competitively to districts at the State level?
- 2) What can we learn from the NSF SSI and School-to-Work grant processes?
- 3) How can/should accountability be addressed in a teacher quality proposal?

W.W. Yts \$ -

and, to the extent possible, takes place at the school site." (Language from the non-regulatory guidance.) Some districts do not understand the requirement.

OVERARCHING QUESTIONS TO GUIDE THE DEVELOPMENT OF AN ESEA TEACHER QUALITY PROPOSAL

Assumption: Teacher Quality will be a main component of the 1999 reauthorization of ESEA. In exploring a teacher quality component, we have assumed that a significant overhaul, with perhaps greater flexibility at State and local levels, should be considered for programs designed to build capacity for high quality teaching by combining several programs--Titles II, III, and XIII of ESEA, as well as Goals 2000--under one new authority. This part would provides 2 pots of money-- one pot to ensure teachers are equipped with the knowledge and skill to support district reform by implementing standards in the classroom, and the second for class size reduction. The first pot of money would replace existing programs for professional development, technology, and school reform, and technical assistance.

Total Funding: Teacher quality \$1.8 billion
 Class size reduction \$1.1 billion

Funding Source: Part 1 - Eisenhower, Goals 2000, TCLF, Technology Innovation Grants, RTACS, Teacher Training in Technology, Title VI, CRACs, Eisenhower Regional Centers, Class size reduction, America Reads, Goals 2000 Parent Assistance Centers

1) Should the teacher quality component of ESEA target all funds on high poverty districts/schools?

Pro: Attrition rates for new teachers and lack of depth in the subject matter taught are much greater in high poverty schools. Attrition rates are often higher due to the fact that the schools most impoverished and at-risk of failing continue to be the schools where new teachers are assigned, provided heavy teaching assignments and given few resources to meet the challenges of students with the greatest need (NCTAF 1996; NCES data).

Con: The problem of teacher quality is pervasive. Teachers in all districts, regardless of where they teach or the poverty level of their students, often lack depth in the subject-matter they teach, master of content pedagogy, and sufficient understanding about the diverse students they teach (NCTAF).

2) Where on the continuum of teacher development (from pre-service to master teacher) should ESEA focus?

The proposed Title II of the Higher Education Act focuses on teacher training and recruitment

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*TOM
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to more don
comprehensive
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funding*

*What does
new about
quality*

*Joyce
Ardoye
Pam Mitchell*

*→ School districts figure it out (very)
→ induction - priority
→ was Tom to make a look @ this
Vokman - Mary Beth*

Formulas
Completed/States
Formulas States

- ① Only high priority
- ② all Title I
- ③ majority to high priority

with a priority on training and recruiting teachers to teach in high poverty rural and urban districts. How can ESEA build on this base? Should ESEA focus efforts on those teachers already in the classroom?

- Option 1: In-service professional development

Pro: A research study conducted in Tennessee found that when comparing students exposed to poor teachers and high quality teachers over a three years period, 5th grade students' math scores averaged 50 percent higher for those students exposed to the three years of high-quality teachers (Sanders and Rivers 1996). Unfortunately, a significant number of teachers, currently in the classroom, lack depth in the subject-matter they teach, mastery of content pedagogy, and sufficient understanding about the diverse students they teach, particularly those in high poverty schools and those students with limited English proficiency. (Shulman, 1987; Darling-Hammond, 1997; Villegas). If we do not focus on improving the quality of teachers already in the classroom, we will continue to lose cohorts of students to poor teachers and thus poor student achievement.

Con: In ten years, 50 percent of the teachers will be new teachers (due to retirement of the aging teaching force and an increase in the number of teachers needed in the teaching force) (NCTAF 1996).

- Option 2: Induction and support for first three years of teaching

Pro: There is a need for 2 million new teachers in the next decade. Research shows that induction programs, such as mentoring and linking to a teacher preparation program at an IHE decreases the attrition rates of new teachers (cite?).

Con: One of the major focuses of HEA is teacher training including working with new teachers in their first three years. How will this proposal enhance and build on ESEA? Would it have a wider scope?

- Option 3: Pre-service building on the HEA provisions

Pro: Resources for reform in the preparation of teachers are under funded and lack essential connections between higher education and P-12 schools. There is a serious discontent between the programs offered at IHEs and the needs of schools who are challenged by higher standards. (Darling-Hammond, 1998) The National Commission recommended focusing some resources on the front end of the teacher continuum.

Con: The issue of addressing pre-service education is explicitly addressed in Title II of HEA. With limited funding in ESEA for teacher quality, it is not a good use of funds to spend a few dollars on pre-service education.

2) **A--Should it focus on specific content areas such as reading, mathematics and science in order to affect changes in teacher quality based on research in these content areas (e.g. NAS reading study, TIMMS)?**

general consensus for some focus

Pro: TMMS and the NAS research and data indicate great need for professional development and offer a context to develop research-based methods of professional development in reading and mathematics. And, these are two of the Secretary's top priorities.

Con: Local needs may be different from the priorities in the statute.

Use of technology in those work areas

B--If yes, what content areas should be the focus and should there be more than one?

C- If yes, should the proposal be structured so that districts/schools determine the amount to be spent in each content area (assuming there is more than one)?

3) **Should the teacher quality component focus on particular professional development strategies such as those recommended in research studies (TMMS and NAS)?**

Pro: Research links changes in teacher practice and improvement in student achievement with certain types of professional development (Cohen-Hill).

Con: Must be prescriptive to have an impact, and may not take into account other strategies developed over time. Also limits flexibility.

4) **Where should we focus our efforts on changing teacher practice—the State level, the district level, or the school level?**

5) **To what extent should this part address the environment in which teachers work, e.g. issues of time for professional collaboration around student work?**

Pro: Time for teachers to collaborate, plan together, spend longer blocks of times with the same students have all been cited as contributing to more effective

Con: It would be better to address school environment in a more comprehensive manner in Part 3 as opposed to this part.

Why? Why? Why? Why? Why?

7) **How does technology fit into this design?**

① technology
② Learning management system

Principal Leadership - Insite + Paul
Options across the input - Unqualified
All state

Reauthorization of ESEA and Goals 2000
OESE Core Group Retreat
Thursday Sept. 3, 1998
Agenda

- ✓ 1. Overview of Phase 2 – Timetable and Strategies (15 min.)
2. The Proposed Framework (30 min)
 - ✓ a) A walkthrough of the framework
 - ✓ b) Review and discussion: How should writing teams organize their thinking about the preparation of options in light of the alignment of Issues Papers to the four categories? What questions should guide them towards decision making about which options to select and which ones to suspend.
(Attachment labeled Outline)
3. A review of the Teacher Quality Proposal (90 min)
(See attachment labeled Teacher Quality Proposal)
 - a) A review of the overarching questions.
 - b) Now think way outside the box—during the next 15 minutes we will brainstorm ideas about how a new Teacher Quality Proposal could be structured differently?
 - c) How do we bring technology into this framework?
 - d) What have you learned from program implementation, research studies and other sources that can inform this proposal? How does your program fit in this template and what would you like to see emphasized?
4. A review and discussion of issues raised at recent meetings with NEA/AFT representatives and the Civil Rights groups. (30 min)

During these meetings advocacy groups had an opportunity to express their concerns and to offer assistance in developing strategies for moving the agenda forward. Several issues emerged in both sessions, including a plea from the Civil Rights groups that we do more with the legislative power we now have to accelerate and improve implementation of IASA at the state, district and school level.

What could and should we be doing now to ratchet up understanding of and compliance with the law, and in doing so, improve implementation of IASA?

INTRODUCTION

We identified four approaches to restructure Goals 2000 and ESEA;

1. Retain the current structure, focusing Goals funds on implementing standards in the classroom;
2. Combining Goals and ESEA with four broad program categories – equity, quality teaching, school environment, excellence and innovation;
3. Combine Goals and ESEA and make funds available through programs for elementary, middle, and high school levels; and
4. Have two block grants – one containing all equity programs, the second for everything else.

Our proposal focuses on number 2.

SUMMARY OF NUMBER 2

Part I – Equity: Service to the most educationally disadvantaged students. Titles I, VII, and IX remain as separate programs, with changes to increase effectiveness. – *Honiles*

Part II – Quality teaching: Goals 2000, Titles II, III and VI combined into one authority with four foci – professional development, technology, and technical assistance. Major goal to bring high quality instruction to high poverty schools. Accountability for results tied to system in Title I. *Insert Ad* *(Lubinski)*

Part III - School Environment: At minimum, contains a revised Safe and Drug Free Schools program and school construction initiative. *Technology* *Small classes* *at present*

Part IV – Excellence and Innovation: Combines funds from a number of small categorical programs in one authority for Secretary's initiative and demonstration programs related to parts I-III.

Unassigned programs: Impact Aid, Education of Homeless Youth, Immigrant Education, and WEEA. Would retain separate program authorities.

Accountability: A single accountability system for Parts I and II. System will reward effective school performance and address poor performance, perhaps through intervention and incentives for improvement.

where to add choice, technology?

Private school issue - Michelle Doyle

MESSAGES FROM MEETING WITH NEA/AFT REGARDING TEACHER QUALITY (SEPTEMBER 1, 1998)

- Their top priority was ensuring that Title I schools employed certified teachers teaching in field. Specific suggestions to reach this goal included: phase-in this policy; have a threshold percent of misassigned teachers, above threshold discretionary dollars withdrawn.
- Focus on induction of new teachers and newly assigned teachers in order to reduce teacher dropout and improve teacher quality.
- Alternative certification – ensure that all teachers, no matter which pathway they take to become teachers, pass rigorous teacher certification and participate in some field experience before entering teaching full-time.
- National Board – do more to increase the number of National Board certified teachers and use Board certified teachers as mentors.
- Focus on peer assistance rather than peer review – give teachers the support they need to improve and then assess their improved performance (if not improved take measures to phase out of profession).
- Push concepts that are rigorous and research-based.
- Focus on improving reading and math (and start early!).

CONTEXT OF TEACHER QUALITY PROPOSAL

Public Attention: The quality of teaching in our Nation's classroom has come to the forefront of the public's attention with news accounts of teacher shortages, unqualified substitutes receiving full-time jobs, prospective teachers in Massachusetts overwhelming failing the literacy portion of a teacher certification exam, and continual stories about schools hiring emergency certified teachers to fill their classrooms.

Research:

- Research conducted over the past several years has begun to show a trend – the quality of the teacher in the classroom makes a significant difference in student achievement (Ferguson 1991, Ferguson and Ladd, 1996, Darling-Hammond 1996, Snow 1998).
- Most Districts offer incentives to teachers to participate in professional development by allowing them to earn continuing education units in order to receive pay increases along the way. These incentives often lead individual teachers to take classes that fit their schedules and individual interests rather than participating in professional development as part of a systemic plan to improve student achievement (CPRE 1995).
- More than 30 states allow teachers to be hired on a temporary or emergency license without having completed the licensing requirements (Darling-Hammond 1998).

1994 Reauthorization: The 1994 reauthorization of the Elementary and Secondary Education Act began to address teacher quality by improving the professional development components of the law. The Eisenhower Professional Development program expanded from math and science to include all core subject areas; focused professional development around student content and performance standards; and, encouraged a

variety of professional development activities to promote on-going teacher learning linked to improved student achievement.

HEA Reauthorization: With the 1998 reauthorization of the Higher Education Act, the Administration continued its commitment to improving teacher quality with provision in Title II that address teacher preparation, recruitment, and induction with a focus on recruiting minorities and serving our highest poverty urban and rural districts.

\$300 million grants for:

- State Teacher Quality Enhancement grants to improve teacher preparation and teacher quality, including reforming teacher certification or licensure requirements, providing alternatives to certification, improving existing alternative routes, reforms that hold IHEs accountable, developing and implementing mechanisms to ensure that schools are able to effectively recruit highly qualified teachers – priority on innovative ideas for reducing shortage of highly qualified teacher in high poverty rural and urban areas.
- Teacher Training Partnerships – partnerships of IHEs, K-12 schools, SEA, early childhood program, community based organization to provide pre-service clinical experiences including mentoring of prospective teachers.

\$37 million for Recruitment to provide scholarships, support services and follow-up services for new teachers in their first three years of teaching. Intent is to recruit effective teachers with emphasis on minority teachers based on needs assessment of LEAs in high-poverty areas.

Findings from Preliminary Eisenhower Evaluation: One of the challenges the Eisenhower Program has faced is that funds are spread too thin across every LEA in the country. Preliminary data that AIR has collected and analyzed for the national evaluation indicate the following (please note that all of the national data have not yet been obtained, aggregated or analyzed):

- Preliminary data indicate that Eisenhower and Title I are generally more coordinated in districts across the country than they were in the exploratory case study districts.
- According to the preliminary data, these are the five kinds of Eisenhower-supported activities most commonly reported by districts: (1) in-district workshops or in-district institutes; (2) out-of-district workshops or conferences; (3) teacher collaboratives and networks; (3) teacher committees/task forces; and (4) “mentoring/coaching/observing (other teachers).” When all of the data are aggregated, the top five may change. However, the first two will definitely remain among the top five.
- Districts vary tremendously in their interpretation of the requirement that “80% of LEA (Eisenhower) funds are to be reserved for professional development of school-level staff in a manner that is determined by teachers and other school staff



Content areas - Options

(1) math/science

(2) " + reading

(3) State/district needs tied to subject areas
grade extensions

Planning, LEP, special ed

(A) Funded / Student needs + content

in high priority areas

(B) Competencies (national + state)

- addressing problem of measurement and types - key question (unqualified)

Induction

(1) districts/ITE partnerships

(2) district to survive to survive
collaborative for them to have to get there

- support for many who do that

network and for P. Development

flexible content / units
505 / curriculum standards

Planning + implementation goals

district level (Seed #)

meeting of

→ structure

every planning goal?

CEE - needs degree + LEP open curriculum

Some would use key word books as starts for writing papers

Common tool to accommodate subject

→ ~~part~~ of it as incentive to them for certain parts of school year

Monitoring as - individual would lead into district

Planning

Structure + individual plans

Units
Issue

OUTLINE OF TEACHER QUALITY OPTION

TEACHER QUALITY OVERALL STRUCTURAL OPTION:

NATIONAL PROGRAM

- (1) **Inter-state reciprocity**
 - STATE-TO-STATE TRANSFER OF CREDENTIALS
 - PENSION PORTABILITY
- (2) **Demo to high-poverty large urban districts for model systemic reform projects to improve teacher quality (based on NSF grants)**
- (3) **National Recruitment piece – clearinghouse to connect quality teachers with high-need districts**

Funds to
require that
no funds

FORMULA GRANTS TO STATES

Requirements:

Allowable use of funds
- no emergency field

- (1) **Eliminate unqualified teachers**
 - IMPROVE LICENSURE AND ASSESSMENTS OF TEACHERS AND ALIGN WITH STATE STANDARDS

(OPTION FOR ADVANCED CERTIFICATION)

- END EMERGENCY CERTIFICATION – THE LABOR DAY SPECIALS
- PROVIDE INCENTIVES TO INCREASE THE NUMBER OF NATIONAL BOARD CERTIFIED TEACHERS IN THE STATE

- (2) **Improve on an integrated systemic approach to professional development, i.e. consolidate professional development programs throughout ESEA into one grant**

- States would need to demonstrate how they are meeting the math and reading professional development needs of their teachers and would have to provide data-driven evidence of needs for professional development priorities in the state.

- (3) **Reduce the attrition rate of new teachers**

- **Develop a quality induction program for all teachers**
Only 8 states both require and fund new teacher induction programs

- Distance Learning
- Technology as a way to bridge

Whole school

① feasible
② fundable
③ coordination

Competitive to states

Team
(4) Improve Teacher Salaries

*Supporting funding for their salaries
minutes to explore union board led
deliberation session*

COMPETITIVE TO LOCALS with priority to Locals that partner with IHEs and/or businesses

*- exempt.
- Allen Cadden
- Policy Lives*

Requirements:

- (1) Provide teachers with opportunities for professional growth and development in order to improve teaching and learning. Ensure teachers are provided with incentives to connect their professional growth with the mission of the school plan to raise student achievement**

IMPROVEMENT PLAN

- Districts would need to use data to support their professional development needs.
- Districts could be required to spend a certain percentage of their overall budget on professional development (e.g. 10%)

INCENTIVES FOR TEACHERS TO CONNECT PD TO SCHOOL PLAN

- Districts pay for p.d. credits and courses when connected to plan for school improvement

(2) Reduce the attrition rate of new teachers

- **Develop a quality induction program for all teachers**
Only 8 states both require and fund new teacher induction programs

Allowances:

- (1) Structure the school day to support time for professional conversation and team planning**

NEED TO INTEGRATE:

PRINCIPAL LEADERSHIP PIECE – HOW DOES IT FIT IN?

PARAPROFESSIONALS – RESEARCH FROM CPRE –

→ variety to

—TECHNOLOGY—

Team Assistance

PROFESSIONAL DEVELOPMENT COMPONENT

THRESHOLD QUESTIONS FOR PROFESSIONAL DEVELOPMENT COMPONENT:

I. Should teacher quality options paper focus solely on high-poverty schools, or should we suggest that a portion be used for high-poverty schools? This approach has the virtue of attending to many needy children (including children in special education programs, children in limited English proficiency classes, and other children with special needs) first and foremost. Put otherwise, what is the best use of the strategic leverage offered by the six-percent or so of federal support for education?

Thirty-three years since the inception of the federal role in elementary and secondary education, we must ask whether the original purposes of ESEA -- to overcome social and educational inequities -- are still the lodestars of our programs. Does it not suggest the need for bold vision and determination to direct our energies towards a more focused dedication to educational justice?

II. Should professional development funds be contained in individual statutes (as now), or should they be gathered into one new consolidated program? Bear in mind that Title I professional development funds might well be considered for inclusion in this category. This is especially so if ED concentrates on children in high poverty schools.

III. Should ED focus on all core subjects or target specific subjects such as reading, math and science? (Should we limit states to specific subjects, at the same time that we encourage states to adopt content standards in all core subjects, and to support teachers in quality teaching to these standards?)

SPECIFIC OPTIONS RELATED TO PROFESSIONAL DEVELOPMENT:

If we agree to consolidate programs in part II and with portions targeted to high poverty schools, what would it look like?

Option A:

Award States professional development grants by formula and have Districts compete for the funds to implement comprehensive professional development plans that help teachers to teach to challenging State standards and further the systemic reform effort identified in their State. By requiring a data driven needs analysis, the States may allow each applicant to determine the content area where the professional development is most needed. Legislation should include language to ensure that teachers at the school base site are part of the planning and implementation. Require States to target a portion of the funding to professional development for using technology as an instructional tool for all core subjects. A priority to work with beginning teachers over a three-year period with a requirement to include teacher-training institutions as part of the professional development training is recommended.

This option could include a combination of several programs: Eisenhower, Goals, Title VI, Technology, CSRD and the Title I portion of funds for professional development.

Pros:

- All States would receive funds for focused professional development. By consolidating, all States would receive larger allocations.
- Funds would be used where there is the greatest need. States would have the flexibility to determine where the funds would be targeted, such as high poverty areas.
- Most States that apply for waivers in the Eisenhower Professional Development Program tend to use the math/science waiver for language arts and more specifically for reading. This suggests that States have made an effort to look at the greatest need based on the data over time and determined that PD funds should be directed to this content area. The waiver process requires that the State provide data to support the request. Therefore, it is reasonable to believe that States are in a position to work with Districts and local schools to provide guidance about State reform goals and how they can help to shape the district and local PD plan.
- States could more successfully carry out the professional development plans identified in their Consolidated Application. One strong criticism of the current ESEA "stove pipe" programs, has been that it is difficult to effect cross program collaboration. The Eisenhower Evaluation data revealed that many Coordinators found it difficult to carry out PD activities with Title I and other ESEA programs. This option could potentially force States to look more broadly when implementing professional development activities for all teachers.
- This option would greatly reduce "stove pipe thinking" and thereby help to focus more on essential program integrity issues and crosscutting technical assistance.

Con:

- Some will argue that formula funding directly to States could exacerbate the issue of State control over local Districts
- Experience demonstrates that grant-writing expertise is uneven and could result in exclusion of neediest Districts

OPTION B

This option is similar to Option A, except that funding would be competitive directly to Districts, bypassing the State.

Pros:

- All Districts are on a level playing field.
- Priorities such as school-based reform can be enhanced by this emphasis on local control.

Cons:

- ED asks States to advance comprehensive school reform and this approach could impede those efforts

OPTION C

Retain and reconfigure Eisenhower. Title II, Eisenhower, is ED's primary and largest program dedicated solely to professional development. Too few funds are available for subjects other than math and science. Write the statute to reflect parity in funding that allows States to determine -- without waiver -- priority content areas. See other configurations suggested in the Eisenhower options paper.

OPTION D:

Create a new Eisenhower Professional Development Program that contains authorization for Professional Development that cut across all ESEA programs. The new program would be designed to work with all teachers in all core subjects and provide the connections to pre-service and the efforts of Title II of the HEA.

This option would leave all ESEA programs with their separate authorities, but require a percentage of their program funds to be earmarked for professional development. The legislative language and authority would be contained in the Eisenhower Program for all ESEA programs.

Example :

Title II- 100% for leadership in PD
Title I- 50% earmarked for PD
Title VI- Fold all 100% into PD
Technology- 50% earmarked for PD
CSR- -% earmarked for PD
Goals 2000- -% earmarked for PD
S&DF- 10% earmarked for PD

Priorities would be set to address the special needs of each program. A percentage of the funding could be earmarked for schools with high poverty. National priorities such as described in TIMSS and the National Research Council's report on reading would be addressed.

This option may include discretionary and formula grants. The Higher Ed. component of the current Eisenhower Program could be expanded to work with the Partnership grants in Title II of HEA. This is a natural flow, since they have already formed partnerships with individual school districts and school sites.

The opportunity to phase in special need areas of the Teacher Development Continuum, such as Induction and School Leadership can be accomplished in a more coordinated fashion.

Pros:

- The proposed option provides an opportunity to build on already existing legislation and create a stronger crosscutting PD program
- Provides a formal structure for working with Title II of HEA
- Forces a more coordinated approach
- Allows for buy-in from each ESEA participating program

Cons:

- By using the Eisenhower Program name, it could invite the field to think in the old paradigm of a math and science program

OPTION FOR ADVANCED CERTIFICATION

Option or Strategy:

To provide incentives to state and local district levels to develop focused, standards-based advanced study and professional development that support teachers in reaching (a) advanced certification, and (b) salary credit advancements.

State Level:

Provide competitive grants to states that propose realigning their advanced certification requirements with state standards in reading (for classroom teachers, not reading specialists), mathematics, and sciences (all grade levels). The options afforded states would include having National Board certification as one avenue to advanced certification.

Pros:

The advanced certification requirements would stimulate universities to redesign some of their Master's degree programs. The consumer market of teachers would add substantial weight to the focus on programs aimed at increasing teacher (rather than counselor, administrator or other non-teaching positions) quality, specifically in high need subject areas.

Cons:

District Level:

To further the implementation of standards in the classroom and motivate teachers and principals to target their professional development activities,

Provide competitive grants (for 3 to 5 years) to districts to:

develop and implement plans for **faculty of high poverty schools** to engage in professional development experiences in specific subject areas of reading, mathematics, and sciences (all grade levels.) related to the school's needs. These P.D. experiences would be based on student data, teachers' knowledge and skills, and the professional development plan at both the state and district level. These experiences could include sustained high quality seminars, networks, coaching teams, courses purchased from universities or approved other sources, etc.)

Background:

As Knapp and Florio (1998) stated after reviewing studies and evaluation reports, "Local policy leaders greatly underestimate what it takes to provide learning opportunities grounded in challenging standards for all. In particular, they underestimate the amount of new learning educators must do, and the extent of support or technical assistance entailed. Local and state incentive structures, not to mention those built into Federal programs have yet to focus on the importance of professional learning and the allocation of effort or resources that are needed to provide for this ongoing need. Local, regional, and state capacities for providing the requisite support for educators' learning is often inadequate."

Added Data to support this option/strategy:

Teachers and principals have not been adequately prepared for the changes in practice required to follow-through on the new education reform efforts (CPRE, 1996). "The current system of professional development is weak, fragmented and often disconnected from proposed reforms. Reformers assume that more professional development for teachers will lead to changes in classroom practice...but these efforts are not usually deep, challenging or well-focused." (CPRE, *Public Policy and School Reform*, 1995) While 17 states report having plans for professional development, and 13 states have standards for professional development, there is little indication that professional development efforts are linked to academic standards for students. (CPRE, survey, 1996) Some have

argued strongly that “states that instituted new standards and tests in the 1980’s without investing in teaching did not experience improved achievement.” (Darling-Hammond and D. Ball, 1997)

A CPRE study of 8 states engaged in “capacity-building” found that many of the states turned to external infrastructures and groups to provide professional development (e.g., intermediate education units or regional centers). States also drew upon the expertise and support of state subject-matter associations or other professional organizations, developed professional networks of teachers, schools and districts, and encouraged universities to provide assistance to K-12 schools. (Massell, 1998) This decentralized strategy was driven in part by resource constraints and by the prevailing wisdom that people who are in regular and close contact with teachers and schools are in a better position to offer advice and assistance.

TEEA NOTES

QT

Ray Myers
(kindergarten)

OUTLINE OF TEACHER QUALITY OPTION

TEACHER QUALITY OVERALL STRUCTURAL OPTION:

↳ @ Integrate technology
Pre-serve
in-serve + PD

NATIONAL PROGRAM

(ANN WILL TRY TO FLUSH THIS SECTION OUT - WILL CALL ON OTHERS FOR HELP)

(1) Inter-state reciprocity

- STATE-TO-STATE TRANSFER OF CREDENTIALS
- PENSION PORTABILITY

Support comm. laws & extends time

② What is role of technology in assig. districts?

Internet/networks
energy & receptivity date

(2) Demo to high-poverty large urban districts for model systemic reform projects to improve teacher quality (based on NSF grants)

extends community

Distance learning - fill in shortage

(3) National Recruitment piece - clearinghouse to connect quality teachers with high-need districts

verified teachers (where scarce)

(WHAT ELSE AM I MISSING FROM NATIONAL PROGRAM - DISSEMINATION OF BEST PRACTICES??)

dependent on
TEEA
- allow use of funds

FORMULA GRANTS TO STATES

Requirements:

(1) Eliminate unqualified teachers (TERRY AND HEATHER W/HELP OF CHUCK)

New forms for delus -
long amp/amp
help teachers apply
Smith

- Build on HEA, Title II
- (OPTION FOR ADVANCED CERTIFICATION) - see Audrey and Joyce's attached recommendation - is this something we should address in ESEA?
- END EMERGENCY CERTIFICATION - THE LABOR DAY SPECIALS
 - Build a system of quality routes to alternative certification to get more quality teachers into the classroom
- PROVIDE INCENTIVES TO INCREASE THE NUMBER OF NATIONAL BOARD CERTIFIED TEACHERS IN THE STATE
 - Where are we with this option? I know it is part of HEA, but it was also part of Ed Opportunity Zones and something that
- ELIMINATE THE PROBLEM OF TEACHERS TEACHING OUT OF FIELD
 - DISTANCE LEARNING (CHUCK)

POSSIBLE OUTLINE FOR ESEA

HEA

- Competitive*
- I. State Teacher Quality Enhancement Grants
 - a. Strengthen teacher licensure and certification standards *70% honoral*
 - b. Hold schools of education accountable
 - c. Create alternative pathways to teaching
 - d. Recruit high-quality teachers
 - II. Teacher Training Partnerships
 - a. Improve teacher education in high need areas
 - b. Strengthen collaboration between arts and sciences and faculty to improve content knowledge of teachers
 - c. Strengthen collaboration between IHEs and LEAs to ensure that prospective teachers are well prepared for the realities of the classroom
 - III. Recruitment Partnerships
 - a. Meet the needs of local school systems for specific types of teachers
 - b. Design programs with the needs of teacher candidates in mind (scholarships, support services, and induction support)

*induction is
not as
strong as
it needs to
be*

Induction is a small piece of both the teacher training and recruitment partnerships

ESEA

State will

competitive IV.

- IV. District Teacher Quality Enhancement Grants
 - a. Implement new compensation models
 - b. Internships/apprenticeships for mid-career people who have content knowledge but no practical experience
 - c. Improving hiring practices
 - d. Peer review and accountability measures
 - e. Parents right to know
 - f. End the practice of out of field teaching (technology may be very helpful here with distance learning and the Virtual High School; part-time positions, etc.)

competitive V.

- V. Induction Program
 - a. Partnerships between IHEs and LEAs
 - b. LEA programs such as mentoring, reduced work load, etc.

competitive VI.

- VI. School Leadership Program
 - a. Address the role of principals as instructional leaders who support teachers in their growth and development.
 - b. Recruitment, preparation, and ongoing support for school leaders (probably involves partnership between IHEs and LEAs.

Formula

VII. Professional Development (in-service)

5 hrs focus

- a. Whole school/team of teachers addressing achievement goals or implementing standards
- b. Narrow use of funds to require best practices outlined in II. #2 and/or focus on student content and performance standards

competitive

VIII. Technical Assistance?

- 

**PROFESSIONAL DEVELOPMENT
EXCERPTS FROM RESEARCH AND PRACTICE (BY TOPIC)
That support P.D. Options**

What Defines Professional Development?

Professional development for teachers can be defined as activities in which a teacher learns from others about how to improve his or her teaching.

(R. Herman, "Evaluating the Effects of Professional Development on Instructional Practices"; 1998, American Institutes for Research [AIR])

"The goal of professional development for teachers is increased student learning."
(NEA, Statement of the NEA on Teacher Training submitted to the subcommittee on oversight & investigations committee on education and the workforce, U.S. House of Representatives; July 1998)

Adult learning is enhanced when adults are allowed to work with colleagues to solve a work-related problem which they identified and that represents a collective concern. Adult learners are able to achieve extremely high levels of implementation when support is provided after initial training.

(D. Collins, Achieving Your Vision of Professional Development; 1997, SouthEastern Regional Vision for Education [SERVE] regional education laboratory)

Values and shared beliefs often define professional development. Horsley, Hewson, Love, and Stiles (1998) offer their values, as follows:

1. Professional development experiences must have students and their learning at their core—by that All Students are meant.
2. Pedagogical content knowledge—that is, knowing how to teach specific content concepts and principles to young people at different developmental levels—is the unique province of teachers and must be the focus of professional development.
3. Principles that guide the reform of student learning should also guide professional learning for educators.
4. The content of professional learning must come from both inside and outside the learner, and from both research and practice.
5. Professional development must both align with and support system based changes that promote student learning.

(Horsley, Hewson, Love, and Stiles, Designing Professional Development for Teachers of Science and Mathematics; 1998, The National Institute for Science Education)

Who are the Designers of P.D.?

Proposals for improving our school system have shifted from efforts to "fix" the efficiency and effectiveness of the current system to fundamentally rethinking how schools are

designed, how teaching and learning are pursued, and to setting higher standards for students and teachers.

The importance of continuing education of responsible parties in a support system for professional development cannot be overemphasized. The quality of the staff development program is determined by the quality of the decisions that drive it. Persons new to decision-making roles regarding professional development are sometimes unfamiliar with the area and start off with a limited “workshop” mentality. Their vision needs to be expanded.

The selection or design of quality professional growth activities or approaches is a major hurdle for many staff development planners. Success requires appropriate matching of approaches to local needs (identified through a careful, but not overly complicated, assessment process), thoughtful planning, and conscious application about what is known about effective staff development.

Continuing to Learn: A Guidebook for Teacher Development, 1987, National Staff Development Council

What are the New Paradigms for PD?

Legitimizing the Paradigms

Compelling findings about teacher learning and professional development provide guidance for conceptualizing reauthorization language. As Florio and Knapp (1998) concisely summarize the research findings, powerful professional development:

- (1) Focuses on challenging, standards-based teaching and learning in particular subject areas and is guided by a vision of how all students can engage in that learning.
- (2) Embeds professional learning in the context of the school and the needs of each school as a system with its own integrity.
- (3) Balances individual and organizational priorities in determining the content of professional development activities.
- (4) Is grounded in principles of adult learning within professional, collegial communities.
- (5) Supports and reinforces new roles and responsibilities for teachers and principals, as lea of change, and master coordinators.
- (6) Supports educators’ learning through an infrastructure that is more peer-based than hierarchical and, whenever possible, at the work site.

Time for Professional Learning

A critical issue in planning staff development is time—in particular, how to find it. Teacher learning must be viewed as an integral part of school life—rather than a frivolous extracurricular activity—and time must be allocated for it.

Time is also a red herring. Sometimes the real issue is not lack of time, but better use of the time that does exist. Sometimes the real problem is not lack of time but innovation overload, too many new programs going on at the same time.

(Continuing to Learn, NSDC)

Designing/Planning Professional Development

The development and maintenance of professional development for teachers cannot be left to chance or to administrative initiatives alone. Designers of P.D. must think *programmatically*—developing and then working within a formal structure dedicated to the ongoing development of teachers.

(Continuing to Learn, NSDC)

District roles in school reform

Too many districts assume that if schools are free to adopt unique, comprehensive, schoolwide approaches to education reform, then there is little for the district to do. They assume that reforms will occur only at the school level and that little change will be required in the district; that is fact, the district's responsibilities may lessen because of the roles assumed by design teams. The opposite is the case. Districts are crucial to making school-based reform work and many will have to learn new ways of operating in the process.

(CPRE Policy Briefs, "States and Districts and Comprehensive School Reform", May 1998)

The District 2 case provides compelling evidence that local districts can play an active and influential role in mobilizing resources to support sustained improvement in teaching practice. Furthermore, the case demonstrates that local districts may have certain "natural" advantages in supporting sustained instructional improvement through professional development. Districts can achieve economies of scale in acquiring the services of consultants; they can introduce strong incentives for principals and teachers to pay attention to the improvement of teaching in specific domains; they can create opportunities for interaction among professionals that schools might not be able to do by themselves; and they can make creative use of multipocket budgeting to generate resources to focus on instructional improvement.

However, it is also clear that very few districts currently play this role and that very few local administrators have the knowledge, managerial skill, or apparent interest that is required to play this role well. District 2 is a unique example of the will to change.

(R. Elmore, Investing in Teacher Learning: Staff Development and Instructional Improvement in Community School District #2, New York City; August 1997, NCTAF and CPRE)

Embedding the Use of Technology in Professional Development

Four principles surround the use of technology as it relates to teacher learning:

- Effective classroom use of educational technology requires well-informed and highly proficient teachers.
 - Professional development in the use of educational technology should be integrated with other efforts to improve instruction.
 - Improvement of professional development, both preservice and inservice, should also have as an objective the long-term systemic improvement of the providers.
 - For teachers (whether prospective or experienced) to use technology well, they must have ongoing support and continued access to information on using it to improve teaching and learning.

(Chuck Lovett, ESEA reauthorization options paper on "Technology Programs: Professional Development Options", 9/21/98)

Addressing Teacher Development Continuum

Recognition of the embeddedness of education policy domains is critical to the development of a new model for professional development. The significant interdependencies between expectations for teachers' change and the various domains of education policy—curriculum, assessment, evaluation, credentialing, and so on—have obvious implications for teachers' ability and willingness to change. Expectations and supports for teachers' professional development cannot be understood separate from this broader context.

(Darling-Hammond & McLaughlin, "Policies that Support Professional Development in an Era of Reform", in Teacher Learning: New Policies, New Practices edited by McLaughlin and Oberman, 1996, Teachers College, Columbia University)

The Urgency for Quality Teachers

The nation's schools will need two million teachers during the next decade. Additionally, while the U.S. loses about ¼ of all new teachers during the first 1-3 years of teaching, the attrition rate of new teachers in high poverty schools is much greater than in other population areas. Yet schools most impoverished and challenging continue to be the schools where new teachers are assigned, provided heavy teaching assignments and given few resources to meet the challenges of students with the greatest need. A great demand for new principals is a simultaneous crisis.

(NCTAF, 1996; NCES data, 1994)

Many teachers lack depth in the content they teach, mastery of content pedagogy, and sufficient understanding about the diverse students they teach, particularly those in high poverty schools. A large percentage of teachers nationally report that they have never participated in professional development activities to assist them in addressing the learning needs of LEP students and students from culturally diverse backgrounds.

(K. Haycock, "Good Teaching Matters: How Well-Qualified Teachers can Close the

Gap", in Thinking K-16 by Education Trust, Summer 1998)

Out-of-Field Teaching (Secondary Level)

- In recent years, more than 50,000 people who lack the training required for their jobs entered teaching annually on emergency or substandard licenses.
 - Nearly one fourth (23%) of all secondary teachers do not have even a minor in their main teaching field. This is true for more than 30% of mathematics teachers.
 - Among teachers who teach a second subject, 36% are unlicensed in the field and 50% lack a minor.
 - Fifty-six percent of high school students taking physics science are taught by out-of-field teachers, as are 27% of those taking mathematics and 21% of those taking English. The proportions are MUCH higher in high poverty schools and in lower-track classes.
 - In schools with the highest minority enrollments, students have less than a 50% chance of getting a science or mathematics teacher who holds a license and a degree in the field in which they teach.

(L. Darling-Hammond, "Doing What Matters Most: Investing in Quality Teaching"; November, 1997, prepared for the National Commission on Teaching and America's Future)

Induction: The New and Beginning Teachers

Newly licensed teachers are prepared to *begin* to teach, but they are not thoroughly proficient. They are also not ready to fine-tune their competence without assistance and support. Almost a decade ago, researchers in the Association of Teacher Educators (ATE) made a strong case for beginning teacher assistance programs.

"Beginning teacher assistance programs are part of a larger continuum of learning to teach. They must be considered in terms of what occurred before and what is apt to occur after the phase of teacher education they represent. Programs cannot realistically be specified in terms of time. Different beginning teachers take different lengths of time to achieve sufficient independence to function with only minimum support.

(Huling, O'dell, Ishler, Kay, Edelfelt, Assisting the Beginning Teacher, 1989, ATE)

How do we define induction programs for beginning teachers?

The National Commission on Teaching and America's Future (NCTAF) and prior to their report, the Holmes Group, recommended that universities preparing teachers (at both the undergraduate or graduate levels) add a 5th year of study, creating extensive internships with master teachers in partnerships such as professional development schools. The prototypes of extended clinical experiences (at least 30 weeks up to a year) are carefully chosen sites that support the ideas and practices presented in simultaneous, closely interwoven coursework between teachers and teacher educators. Some experts refer to this extended, sometimes paid experience, as part of the Induction period.

Other educator groups define Induction as only the first year of a teacher's salaried

teaching experience, while others use the term to encompass the first three years of teaching experience.

The NEA and AFT promote Induction support for any teacher who is new to a school, regardless of previous teaching experience, or new to a grade or specific subject area.

PROFESSIONAL DEVELOPMENT

Current provisions

Data

The 1995 National Education Goals Report showed that 40% of all teachers reported they had LEP students in their classrooms, but only 29% had received any training to teach LEP students. Further analysis of these data points to several types of professional development needs for American teachers. Secondary school teachers have a particular need for training in methods to teach LEP students, as 43% of secondary teachers reported having LEP students in their classrooms, but only 22% reported having received any training to teach LEP students. Analysis by urban, rural, and suburban setting showed similar gaps for each type of setting between teachers with LEP students in their classrooms and those with training to provide them services. There was also a substantial gap for teachers teaching LEP students and having received training to teach them for teachers with more than 10 years of experience. The overall trend shown by these data points out to the increasing need for teachers in all grade levels, all settings, and differing years of experience for learning how to teach LEP students.

The 1993-94 Schools and Staffing Survey showed that 25.8% of schools found it very difficult or impossible to fill vacancies for ESL or bilingual education (Table 7.4a). However, only 10.1% of districts provided free training to prepare staff members to fill current or anticipated shortages in bilingual education or ESL. (Table 7.5) (Schools and Staffing in the United States: A Statistical Profile, 1993-94.)

According to 1993-94 SASS data, only 2.5% of teachers who teach LEP students actually have an academic degree in ESL or bilingual education. (1993-94 Schools and Staffing Survey: A Profile of Policies and Practices for LEP students: Screening Methods, Program Support and Teacher Training.)

The number of public school vacancies in ESL or bilingual education positions increased between the 1990-91 SASS and the 1993-94 one, from 7% to 25% (A Profile of Policies...)

87% of teachers who teach in classrooms where more than 50% of the population is LEP have received training in teaching LEP students. Only 19% of teachers who teach in classrooms where fewer than 10% of the population is LEP have received such training. (A Profile of Policies...) This same pattern is reflected regardless of the subject being taught. (Are LEP students Being Taught by Teachers with LEP Training?)

For teachers with less than 25% LEP students in their classrooms, English teachers are more likely to have received training on teaching LEP students

(Are LEP Students Being Taught by Teachers with LEP Training?)

"...more teachers instructing LEP students in urban schools, in schools with 20 percent or more minority enrollments, and in schools with 20 percent or more students receiving free or reduced-price lunches have received training in teaching LEP students, compared to teachers in rural schools, in schools with less than 20 percent minority enrollments, and in schools with fewer than 20 percent of students receiving free or reduced-price lunches" p.16 (A Profile of Policies...)

In the West region, where 12% of students are LEP, almost half their teachers (47.3%) had receiving training in teaching them. This proportion decreases with declines in LEP student population. In the Midwest region, where 1.4% of students are LEP, 11.6% of their teachers had received training. In the Southern region, where 5.1% of students are LEP, 29.0% of their teachers had received training. In the Northeastern region, where 4.4% of students are LEP, 21.5% of their teachers had received training. (Are LEP students Being Taught by Teachers with LEP Training?)

The Ramirez study found that teachers questions to LEP students tended to be straightforward requests for information, rather than questions that allow students to cognitively construct language and content

Ramirez- teacher interactions limited LEP students opportunities to produce language and complex language

Ramirez- teachers provided passive learning environments, limiting students opportunities to produce complex language and develop higher order thinking skills

Ramirez- The Ramirez report found differences in specialized training for teaching LEP students among teachers in different types of bilingual programs. Teachers in late-exit bilingual programs have had the most specialized training to work with language-minority students than their counterparts in early-exit or immersion programs.

The Ramirez report found differences in Spanish language proficiency in teachers in different types of bilingual models. Late-exit program teachers were more likely to be sufficiently fluent in Spanish to teach in it, but teachers in immersion and early-exit programs were not sufficiently proficient in Spanish to teach in it

"Teachers in each program also differ markedly in their attitudes on how limited-English-proficient students should be taught, essentially concurring with the underlying rationale of their respective instructional models."

The Ramirez report found differences in specialized training for teaching LEP students among school administrators in different types of bilingual programs. Administrators in late-exit bilingual programs have had the most specialized to work with language-minority students than their counterparts in early-exit programs, who in turn have received more such training than their counterparts in immersion programs.

LEP students appear to be particularly at risk for reading difficulties, as low

- English proficiency is strongly associated with reading difficulties. LEP students also possess other characteristics which individually are associated with reading difficulties, such as SES, school quality, and home literacy background. (NAS Reading Report)
- Services oriented to training parents to enhance the home literacy environment can improve children's development of skills necessary for reading. (NAS Reading Report)
- One key feature related to the success of Even Start Programs is using a meaningful and useful curriculum, including the use of English-language instruction. (NAS Reading Report)
- "The social adjustment of Spanish-speaking children in English-medium classrooms lagged behind that of other children in the same classrooms, whereas that of the children in the Spanish-medium classroom was greatly advanced over both groups. Given the power of preschool children's social development to predict long-range outcomes, including literacy, these results are striking." (p. 156 (NAS Reading Report)
- Initial literacy in a second language is more likely to cause reading problems and lower long-term literacy attainment than initial literacy in the first language. (NAS Reading Report, p.234)
- Culturally accommodating student instruction enhances student engagement and participation in the classroom. (NAS Reading Report, p. 244)
- "...the process of determining appropriate [reading] interventions must take into account the characteristics of students who are at risk for failure" (p. 246 (NAS Reading Report)
- "To the extent possible, non-English speaking children should have opportunities to develop literacy skills in their home language as well as in English" (NAS Reading Report, p. 246)
- "In classrooms in which teachers use effective teaching and organizational strategies and appropriate materials, most children make progress." (NAS Reading Report, p. 278)
- Teacher preparation on teaching how to read should include the process of first and second language development, production, and understanding. (NAS Reading Report, p. 284)
- Teachers who work with LEP students need to have continued access to training, research, and models of effective practice on how to work with LEP students, along with specific training on reading instruction. (NAS Reading Report, p. 295)
- Teachers instructing LEP students on reading in a non-English language should have an understanding, strategies, and techniques about teaching in reading in the specific language. Specific features in different languages may require different reading instruction techniques. (NAS Reading Report, p. 297)
- Teachers instructing LEP students on reading in English must be prepared to help their students to learn to read in English at the same time they learn English. (NAS Reading Report, p. 297)

- 1 "Children who are at risk for reading difficulties should be identified as early as possible." (NAS Reading Report, p. 318)
- 1 Learning to speak English first is important to learning to read in English. P. 324. LEP students should be given the opportunity to develop literacy skills in their native language. (NAS Reading Report, p. 325)
- 1 State certification requirements and teacher education curricula should incorporate information about the needs of LEP students, and how to teach them to read; teaching students to read in another language, for teachers that will work in those settings; and information on learning to read a new language at the same time English is being learned, for teachers that will work in such settings. (NAS Reading Report, p. 330)
- 1 Every school should have access to personnel with specialized experience an training on overcoming reading difficulties, such as ESL teachers, reading specialists, and clinicians. (NAS Reading Report, p. 333)

Title VII Teachers and Personnel Grants provided training geared towards ESL or bilingual certification to 1,298 inservice teachers and 1,010 preservice teachers in 43 projects during FY98. Ten projects also provide bachelors degrees, 18 provide masters degrees, and 5 provide both bachelors and masters degrees. Evaluations of previous reauthorization's training programs showed that 93% of project graduates held a position as an educational professional. 77% of program graduates held a position serving LEP children.

The area of the professional preparation and development of teachers is another critical problem. The shortage is not just limited to bilingual education teachers, but also extends to teachers of all programs that serve L.E.P. students. The recently completed efforts of the National Board for Professional Teaching Standards to develop standards for Bilingual and ESL Teachers should be applauded as the "deluxe" model, but the magnitude of the problem is staggering when we look at the other elements of professional preparation such as schools of education, state certificate requirements, professional development models, and Title VII incentives. In addition, current knowledge about the effectiveness of strategies for teacher education and the assessment of teacher knowledge and skills is very limited. Lawmakers should demand a systematic inquiry into ways to understand, support and coordinate all of these efforts. Briefing by Dr. Kenji Hakuta at the Aspen Institute: Seminar on bilingual education with Congressional leaders (from Dr. Hakuta's website at Stanford University)

A well trained teacher must know, not only how to provide instruction to LEP students, but also how to assess LEP students in a manner that reflects what the students know and can do. LEP students at particularly low levels of English proficiency will not be able to show their achievement in content areas in the English language. In addition, these teachers must also be able to assess students= English proficiency, in order to make judgements about their students academic achievement, growth in English proficiency,

and entrance into and exit out of bilingual/ESL programs. (misc/biledsec)

Concerns/Issues/Problems

Recommendations

Given that

LEP students tend to be concentrated in high-poverty schools

Low-income LEP students attend schools are poorer than those attended by
low-income non-LEP students

a large percentage of Title I students are LEP

Title I serves more LEP students than Title VII

There should be a specific requirement in Title I for teachers in Title I programs
to receive training in teaching LEP students. This requirement might be tied to

- a specific proportion of LEP students in the school

the proportion of non-English speaking minorities in the district or region

a trend showing a specific amount of growth in LEP students in the district or
school

specific changes in the needs assessments and other plans.

Add language in Title I that makes an allowable expense to use funds for
standards development to set up or enhance certification requirements for
bilingual education or ESL professionals in the state.

NAS reading study

Given the increasing numbers of minorities involved in substance abuse, the
Safe and Drug Free Schools Programs should contain a requirement for
professionals to receive training in dealing with the needs of minorities and LEP
students in the community

Ramirez - The quality of training programs for teachers of LEP students needs
to be improved in both pre-service and inservice training. This training should
be geared to helping teachers provide active learning environments for their
LEP students.

Ramirez- Disseminate effective training models that help teachers provide a
more active learning environment.

Non legislative recommendation: Convene states that do not presently have
certification requirements for bilingual education or ESL professionals to
discuss how the state could establish them.



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FAX

TO: *Ann O'Leary / Jerry Roquemore*

FROM: **JOYCE A. MURPHY** Phone #: 202-205-9198

DATE: *9/8*

Number of PAGES: _____ } *sent in 2 sets*

SUBJECT AND COMMENTS:

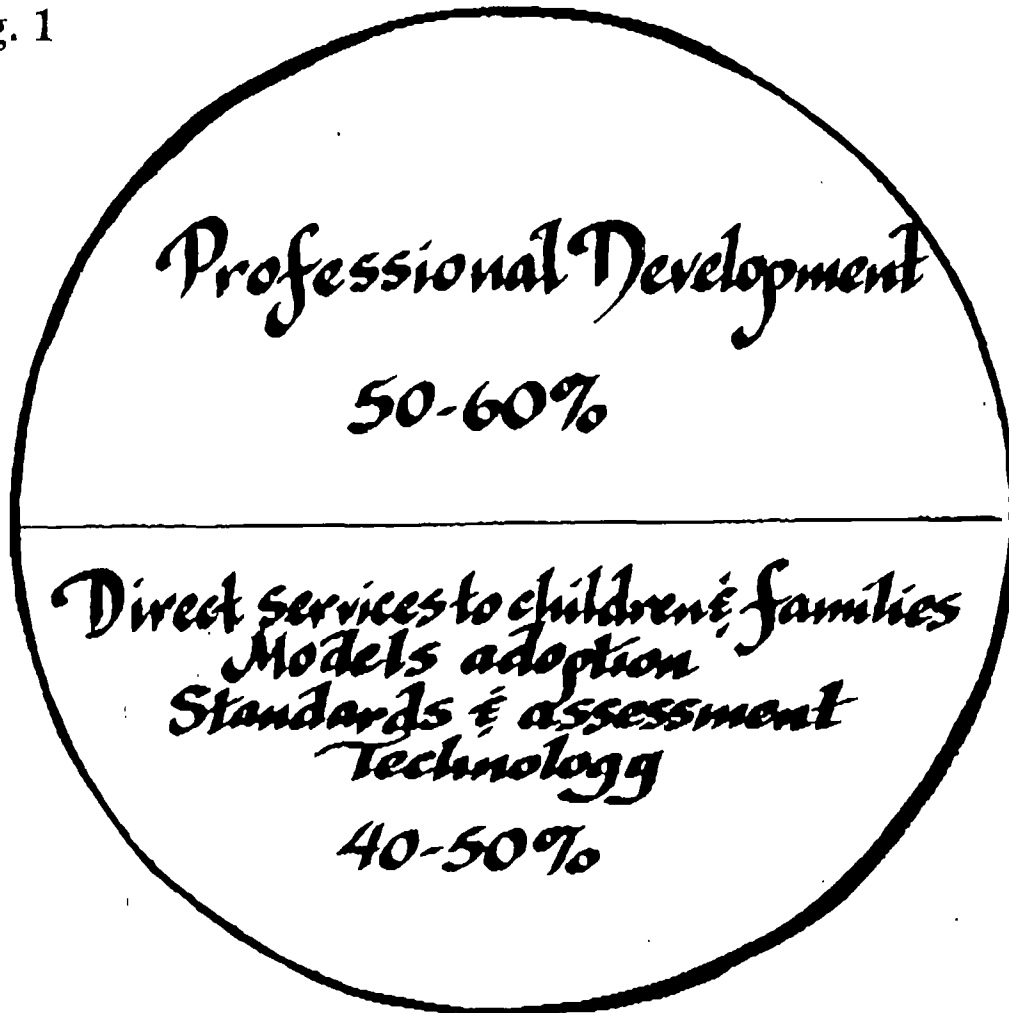
Sorry for the delay; we were called into a planning session for the Reading Summit.

Joyce

We're bringing other papers & data sources with us at 1:00

PROPOSED PROFESSIONAL DEVELOPMENT OPTIONS FOR ESEA REAUTHORIZATION

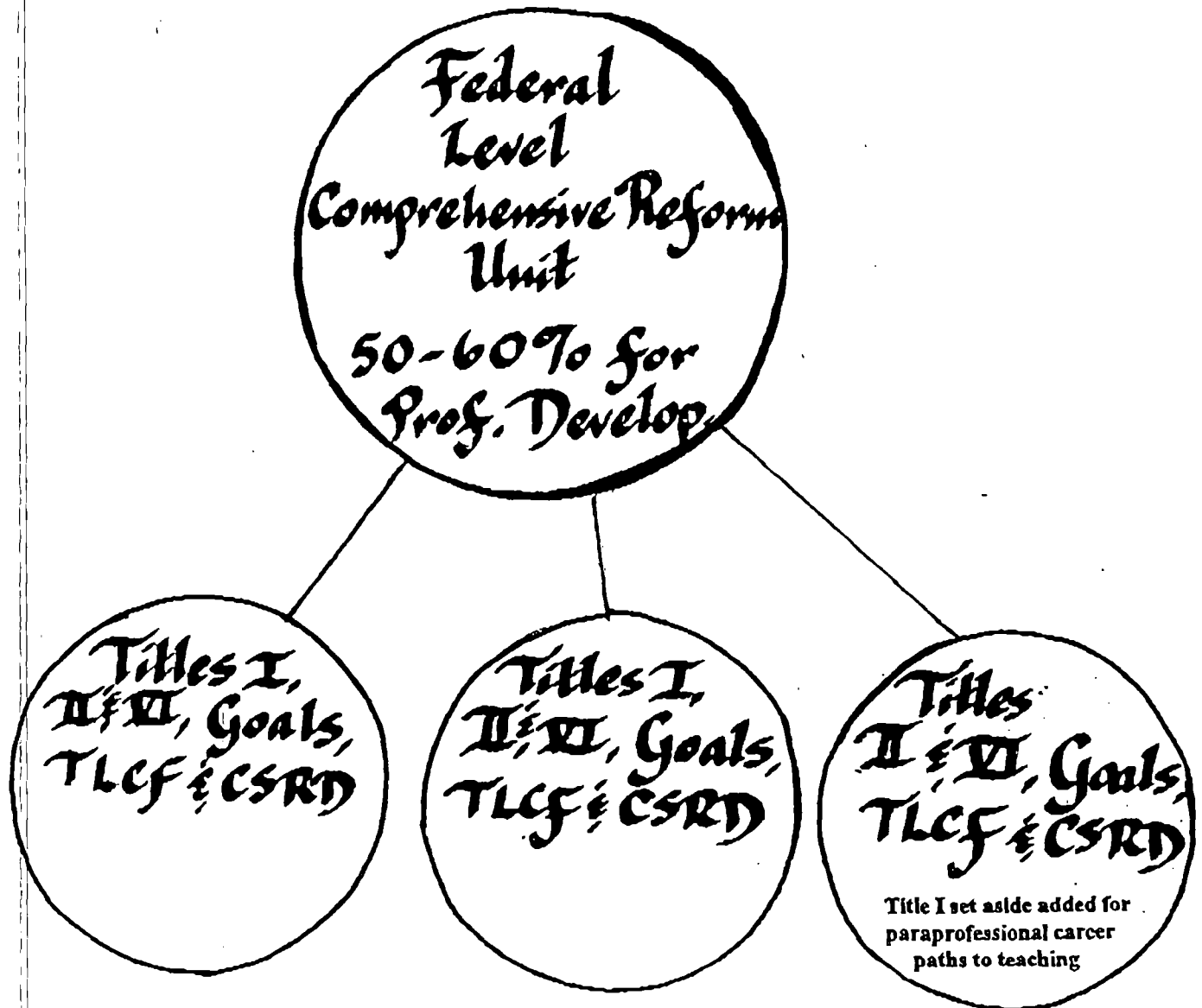
Fig. 1



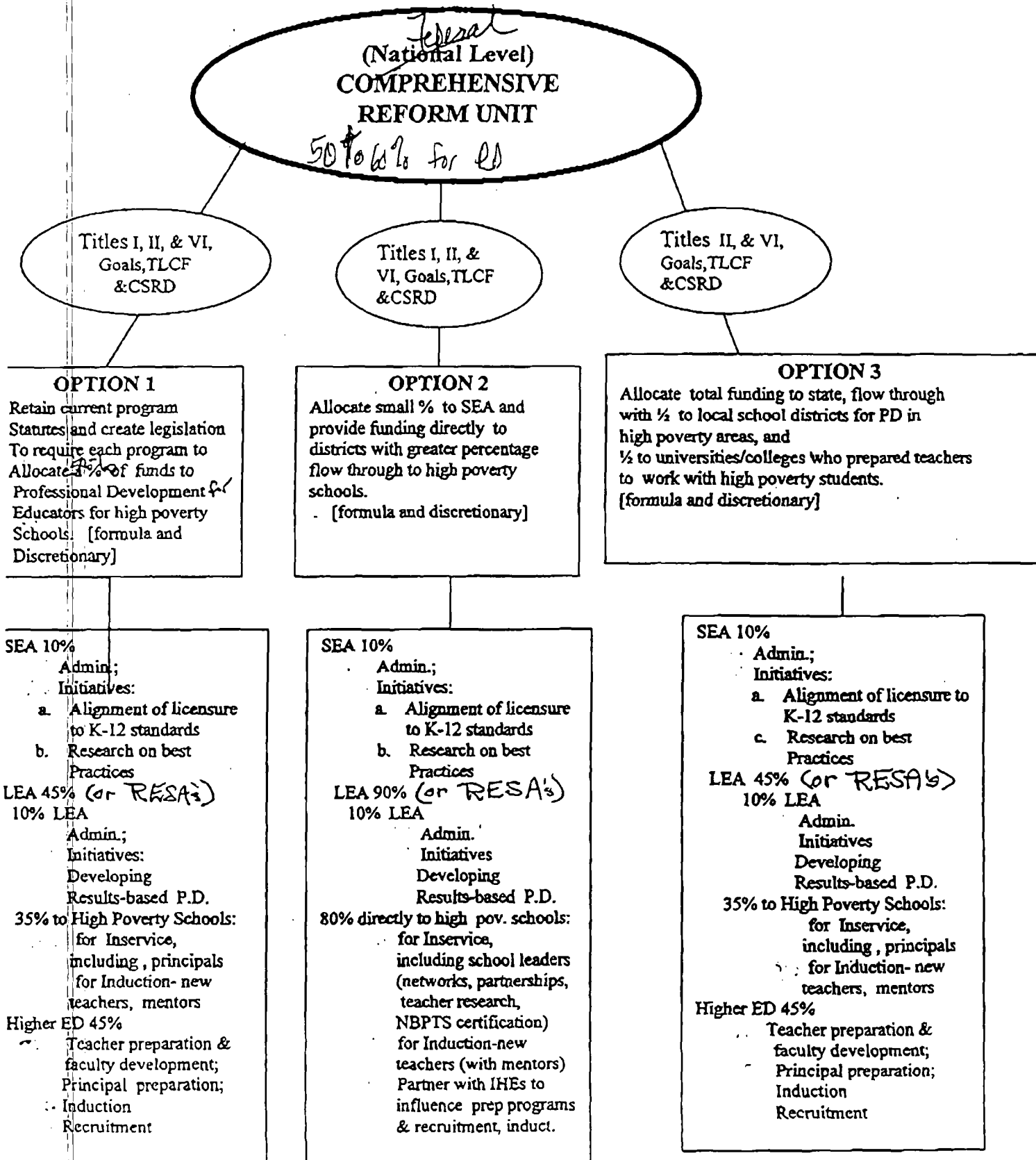
Recommended: A new federal organizational structure focused on comprehensive reform functions. The chart (Figure 1) above represents how the funds from the selected OESE programs are merged under a common standards-based reform vision. It is proposed that a larger investment (50-60%) of all program funds in this unit be directed to standards-based professional development for educators who work in or aspire to work in high poverty schools. All research emphasizes that for successful implementation of standards-based reform, professional development for teachers and principals is essential.

Recommended: A new federal organizational structure focused on comprehensive reform functions. This proposed unit would guide the ESEA program work with States and local districts. This type of structure would enhance the implementation of standards-based reform for the most vulnerable students in high poverty schools. The proposed options range from structures of coordinated 'stove piping' of programs to a new configuration that merges programs. Option 1 maintains the current programs, however, **all options** propose that 50-60% of the combined funds be used for professional development activities for educators who work or aspire to work in high poverty schools. The following chart attempts to display three options for a comprehensive reform unit.

Fig. 2



PROPOSED PROFESSIONAL DEVELOPMENT OPTIONS FOR ESEA REAUTHORIZATION



Option 2: Pros and Cons

Pros:

- Channeling funds directly to the school building level, especially high poverty schools, will support the idea of putting money where it will have the most impact.
- The number of teachers teaching outside of their fields of expertise could be more directly addressed. The number of new teachers who may require additional supports can be better served through the larger percentage for induction activities.
- Maintaining a small percentage at the State level for administration and State-wide initiatives will reinforce the State as the central unit for providing leadership *and in standards based reform*
~~demonstration activities for districts.~~
- Providing funds to the areas with the highest levels of poverty will address the shortages that exist for experienced, qualified teachers.
- The partnership between LEAs and IHEs will stimulate the design of programs customized to the needs of particular high poverty communities. *Partnership can also serve to*
inform the higher education community about the areas in which teacher candidates need to be prepared.
- Should* This will encourage districts and schools to conduct thorough professional development planning based on the results of a needs assessment ,
with DeWen

Option 2

Cons:

- There would be relatively fewer federal funds for professional development in non-poverty areas.
- SEAs may argue that a higher percentage is needed to provide leadership activities for large numbers of LEAs, especially in States that have larger student populations.

OPTION 3:

Allocate total funding to State, flow through with ½ to local school districts for professional development in high poverty areas, and ½ to universities/colleges who prepared teachers to work with high poverty students. Formula and discretionary grants.

Pro:

- This option is crosscutting forcing coordination of program resources and collaboration at the Federal level.
- This option would make an investment in the community, there would be a greater retention of teachers in high poverty schools, and a greater commitment for local paraprofessional to obtain teacher licensure to remain in the community providing needed role models for ethnic diverse populations.
- This option would stimulate partnerships between colleges and universities and schools to design programs that are customized to the needs of particular high poverty communities.
- This option could provide the impetus to the State to align teacher certification requirements and preservice training with academically challenging State standards.
- This option could permit the provision of incentives for teacher effectiveness tied to student outcomes.
- This option would strengthen the relationship between schools and universities and colleges to enhance the skills of administrators in high poverty school districts.
- This option could help fund resources to ensure access to technical assistance and information on research into proven data-driven practices.
- This option could have the effect of upgrading teacher training programs in colleges and universities.
- This option encourages teachers to give back to the community while addressing the disparity and abundance of teachers who are attracted to more school districts.

- This option encourages teachers to give back to the community while addressing the disparity and abundance of teachers who are attracted to more school districts.

Con:

- The teachers with the weakest credentials and most limited experience would be assigned to schools in greatest need of experienced high calibre instructional staff.
- This could place a burden on school districts to acquire and fund substitute staff while existing paraprofessional staff are in training.
- This option might diminish support for at the SEA and LEA levels if it is not seen as having the same focused impact as the old categorical programs (i.e. Title II).
- Political support would be support diminished by Congress members whose constituents who would not directly benefit from funding that focuses on already established poverty formulas.
- There is no guarantee that the research would provide quantifiable, valid information to measure the effectiveness of teacher training practices.
- This might cause a backlash from legislators who believe that more funding should be targeted to the elementary and secondary levels.
- There is potential for less of a partnership among SEA, LEA and IHEs and possibly bypassing decisionmaking and planning at the LEA level.
- Although setting aside monies for professional development appears attractive, the question is whether the monies will bring about positive results. Will the funds upgrade the quality of teachers (paraprofessionals) or will it fatten the wallets of college, universities and private consultants?

Professional Development Options for Reauthorization

The Vision: To ensure that all teachers and school leaders in every State and local school district are provided access to powerful professional development opportunities in order to support challenging, standards-based teaching and learning by all students, pre-K through 18.

This vision that supports teacher quality is based on the body of knowledge presented repeatedly by practitioners, researchers, policy-makers, professional association leaders, and service providers.

I. What do we know about professional development?

Compelling findings about teacher learning and professional development provide guidance for conceptualizing reauthorization language. As Florio and Knapp (1998) concisely summarize the research findings, powerful professional development:

- (1) Focuses on challenging, standards-based teaching and learning in particular subject areas and is guided by a vision of how all students can engage in that learning.
- (2) Embeds professional learning in the context of the school and the needs of each school as a system with its own integrity.
- (3) Balances individual and organizational priorities in determining the content of professional development activities.
- (4) Is grounded in principles of adult learning within professional, collegial communities.
- (5) Supports and reinforces new roles and responsibilities for teachers and principals, as learners, leaders, designers, team players, managers of change, and master coordinators.
- (6) Supports educators' learning through an infrastructure that is more peer-based than hierarchical and, whenever possible, at the work site.

B. Why hasn't our knowledge of professional development more effectively supported standards-based reform?

Recent emerging evidence tells a story about why the standards-based reform supported by Federal and State education leaders has moved far more slowly than anticipated. The "lessons learned" (Florio and Knapp, 1998) include these poignant ones:

- (a) Local policy leaders greatly underestimate what it takes to provide learning opportunities grounded in challenging standards for all.

- (b) In particular, they **underestimate the amount of new learning educators (including themselves) must do**, and the extent of support or technical assistance entailed.
- (c) Local and state incentive structures, not to mention those built into Federal programs (e.g., within accountability systems), have yet to focus on the importance of professional learning and the **allocation of effort or resources** that are needed to provide for this ongoing need.
- (d) Local, regional, and State capacities for providing the requisite support for educators' learning is often **inadequate**.
- (e) The needs are especially acute in districts serving the most vulnerable children.
- and
- (f) A serious and entrenched **disconnect** between preK-12 systems and higher education continues to be reinforced by Federal legislation and funding. The divisiveness conceived by the first ESEA in 1965, mitigates against "shared responsibility" for teacher quality, and indeed, against the alignment of content standards at all education levels. . (Hawley, [NPEAT]; AACTE; ATE, 1998)

"In short, Federal programs have yet to send a compelling message to the local level about integration of effort across programs and about the nature and support of professional learning in pursuit of standards-based reform goals. Moreover, there is little evidence that, as currently configured, Federal investments in professional learning help to amass a sufficient pool of resources...in the most productive ways possible." (Florio and Knapp, 1998)

C. What critical issues must be considered for Professional Development?

Make Professional Development a major purpose of Federal investment in ESEA and in all Departmental Offices. Professional development is cross-cutting and must be supported in all programs in order to achieve implementation of standards-based reform. This will require planning and coordination among Departmental principal offices in yet unprecedented ways. For example, it is time for technology to merge with professional development to improve teaching and learning. *What Federal program design could foster greater focus on P.D. across all POCs?*

Provide Incentives for Accountability in Professional Development. Districts and schools should be encouraged to develop processes for assessing the link between professional development and student achievement. It is exceedingly difficult to create and conduct a research study that convincingly links staff development and student achievement. So many factors can affect achievement—such as physical conditions of schools, economic conditions of the community, the number of schools a student attends—that singling out the effects of staff development is almost impossible. (Killion: National Staff Development Council, 1998) Linking teacher preparation to student achievement presents an even more complicated dilemma. (Darling-Hammond, 1998)
What incentives could be used to have districts focus on P.D. accountability?

Support Capacity Building through Increasing Standards-focused Technical Assistance. Teacher and principal quality is dependent upon a larger technical assistance system which includes capacity building of both school-based and university-based educators and those persons who design, create policies for, and provide funds for professional development. (Loucks-Horsley, 1998; Sparks, 1998; Darling-Hammond, 1998; Florio and Knapp, 1998; and others) If Federal dollars are to reach the high poverty classroom in order to support teacher networks, partnerships, teacher research, National Board Certification, and school improvement teams involved in indepth discussions about student work, then we must focus the Federally supported efforts. Incentive structures and related technical assistance must be improved to meet the serious demand for qualified teachers and principals in schools for high poverty. *What program incentives can support technical assistance for professional development in high poverty schools?*

Scale up Activities that Improve the Infrastructure for Teacher/Principal Quality. Most important will be the critical need to attend to the infrastructure that supports professional learning. Without a coherent infrastructure, Federal efforts will continue to be inadequate for implementing a challenging, standards-based educational system. As "research has shown...teacher and principal performance has a profound effect on student learning, so reform efforts should concentrate on improving teacher performance. The continuum of teacher education must be considered in order to affect teacher performance. This continuum includes recruitment, initial teacher preparation, beginning teacher needs, and continuing professional development." Academic and professional standards must include knowledge about best practice and current research. (Association of Teacher Educators [ATE], 1998) The same recommendation was forwarded by the National Commission on Teaching and America's Future, 1996. Data from a variety of sources spanning over decades have shown that a fragmented approach to teacher/principal quality have little impact. *How could the programs be designed so that the infrastructure needs are addressed in multiple ways?*

Use New Program Strategies to Ensure Greater Equity It is well documented that schools in high poverty areas with concentrations of special needs students consistently have the least experienced teachers, and the greatest attrition of educators (e.g., high number of out-of-field teachers and unlicensed teachers; lowest salaries, few opportunities for high quality professional development, lack of mentoring, coaching, access to networks, and fewer resources.) Statistics also show that recruitment needs to be focused not only on ensuring that we have enough teachers, but on also on recruiting a diverse teaching force that represents the American population if majority and minority students are to experience diverse role models.(NCTAF, 1997) The need to focus professional development, preservice and inservice, on high poverty areas and special needs students is urgent. *How should programs funds focus the greater portion of Professional*

Development monies on districts and schools that serve the most vulnerable children (high poverty areas and special needs students)?

D. What Strategy should Elementary and Secondary Education use in its Continued Support of Effective Standards-Based Reform?

Background:

During 1994, educators committed funds and substantial effort to the standards reform agenda. Only four years later, there are numerous gains in this agenda; however, we recognize that much remains to be done to impact teaching and learning at the classroom level. We know that change takes time, moves through different phases, and requires new learning by all the people involved. Therefore, there is consensus that the OESE will continue to be guided by the goals of 1994. The mission remains the same, but the reauthorization strategies need reshaping. Findings from evaluation of professional development in the Eisenhower program, for example, indicate that the funds were too limited, too unfocused, and dispersed too broadly to have the needed intensive effect on standards-based professional development. It is clear that in most cases the funds are not reaching the targeted groups with the most urgent needs (teachers in high poverty schools, especially beginning teachers and their mentors, and university faculty preparing teachers and principals.)

“As set forth in its 1994 reauthorization, ESEA already places clear emphasis on standards-based teaching and learning. With appropriate adjustments in the reauthorizing legislation, these programs collectively could offer schools a major professional development resource, far beyond what they use at present. In so doing, these programs would go a long way towards achieving not only their particular legislated purpose, but also the larger goal of offering a high-quality, challenging education to all students in the nation’s schools.” (Florio and Knapp, 1998)

Insert - How ~~proposed~~ proposed options complement the proposed Title V?

The Options

The four issue areas discussed above set the base for the following options. The proposed legislative options frame the actions to be taken by the State and local levels, as well as the Federal level. The options will be organized around two major concepts (also proposed by Florio and Knapp, 1998):

- 1) ***Concentration of Resources for High Poverty Areas***
- 2) ***Enhancement of the Infrastructure for Teacher/Principal Quality***

These two organizing concepts respond to the unanimous comments from the field, from educational experts in professional development, and an intensive review of current literature and evaluations. To avoid a continued “stovepipe” configuration by ESEA programs and fragmented policies and funding regarding professional development, the Professional Development Reauthorization (PDR) group recommends that each Option presented in this paper be organized around a **Comprehensive Unit**. The proposed Unit would combine Goals 2000 and selected ESEA programs around a common vision. Each Option suggests which programs might best comprise the Comprehensive Unit. Two of

the proposed Options recommended would merge the programs into a different configuration. One Option recommended would maintain current program identity.

Option 1.

Retain current individual program ~~statutes~~ ^{provisions} and create legislation to require each program to allocate 50% - 60% of funds to standards-based professional development. Funds will be both formula and discretionary.

What is the structure and purpose of the unit in Option 1?

- 1.1 Create a comprehensive standards-based reform unit, combining several ESEA programs with common purposes to ensure that the vision of powerful professional development opportunities is achieved for educators **who currently are working with or aspire to work with high poverty schools and special needs students.**

The purpose of the comprehensive reform unit would be to provide oversight of standards and assessment development, making professional development the majority portion of the Federal investment. While each program in the unit would continue to operate with broad program statutes, the comprehensive reform unit would provide direction to meet national priorities. Funds (50 - 60%) would be earmarked from these selected programs to foster integrative mechanisms and incentives for professional learning in the implementation of standards.

What programs would comprise this unit under Option 1?

Within this Option, the comprehensive unit would be comprised of the following programs: Title I, Title II, Title VI, Goals 2000, TLCF, CSRD, and would use 40 - 50% of their funds to carry out their specific statutory requirements other than professional development. The exception would be the Title II program, which would devote 100% to P.D.
