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HEA [Higher Education Act] Conference: Teacher Quality/Tests

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## NATIONAL EDUCATION ASSOCIATION

Robert F. Chase, President  
Reg Weaver, Vice President  
Dennis Van Roekel, Secretary-Treasurer  
Don Cameron, Executive Director

1201 16th Street, N.W.  
Washington, D.C. 20036-3290

June 17, 1998

United States Senate  
Washington, D.C. 20510

Dear Senator:

On behalf of the 2.4 million-member National Education Association (NEA), including 85,000 members in higher education, we urge your support for S. 1882, the Higher Education Amendments of 1998, during upcoming consideration of this measure. S. 1882 would reauthorize the Higher Education Act of 1965 (HEA) for five years. This legislation would help make college more affordable for students in financial need, improve teacher training and professional development, and ensure quality distance education programs.

NEA commends the Senate Labor and Human Resources Committee for its bipartisan efforts to improve federal higher education student aid programs. Important provisions in the bill include: a reduction in the interest rate on student loans; a \$200 a year increase in the maximum Pell Grant award, increasing to \$5,800 by 2004; a \$900 million increase in the authorization level for the Federal Work-Study program; loan cancellation for students who agree to teach three years in high-need areas; and the removal of barriers for financially needy independent students to attend college. Congress should continue to restore the purchasing power of the Pell Grant, given the widening imbalance between grants and loans for students pursuing a postsecondary education. Together, these provisions will enable millions of qualified students to pursue a postsecondary education and contribute to the nation's social and economic progress.

NEA strongly supports the Committee's recommended Distance Education Demonstration program in Title IV of the bill. It would allow the U.S. Secretary of Education to exempt several institutions of higher education or consortia from existing law and regulatory requirements governing distance education, in order to test the quality and viability of expanded distance education programs for students. This program provides an important and careful balance between two important goals: keeping pace with experimental advances in educational technology and protecting students from fraud and abuse, which is a continuing challenge.

NEA believes that qualified faculty involvement in developing and approving course content is crucial to ensuring quality in distance education programs. Additionally, NEA supports the Committee's recommendation to maintain the current requirement that an institution cannot be considered an "institution of higher education" under the Act if more than 50 percent of its courses are conducted by correspondence or more than 50 percent of its students are enrolled in such courses.

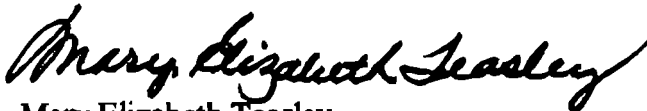
We also commend the Committee's progress in revising teacher training programs in Title II of the bill. These provisions seek to improve student achievement and teacher quality with a federal investment in teacher recruitment for underserved areas, preparation of new teachers, and enhanced professional development. NEA is pleased that the Teacher Quality Enhancement Grants and Teacher Training Partnership Grants include an active role for local education agencies and educators in improving research-based teacher preparation programs.

However, NEA opposes language in Title II that authorizes states to use federal grant money to develop performance-based compensation systems or merit pay. NEA is opposed to merit pay systems. We believe that any additional financial award should be based on National Board for Professional Teaching Standards certification. We also oppose language that would allow the removal of unqualified teachers without due process. While NEA's priority goals include ensuring a qualified teacher in every classroom, we also believe in the importance of consulting with local teacher organizations in developing, designing, and implementing reforms. Quality teacher preparation and professional development activities must be carefully designed to ensure that they are effective and support the student learning goals of the school and the district. Collaboration between state education authorities and state and local teachers organizations should be the cornerstone for successful programs, not additional state and business partnerships.

NEA does not endorse the portion of the expected amendment by Senator Bingaman that links student pass rates to Title IV student aid because of its potential adverse impact on students. NEA would support a modified Bingaman amendment similar to a provision in H.R. 6, the House-passed higher education bill. H.R. 6 leaves it to the states to assess the performance of each teacher preparation program and to terminate state financial support before any institution of higher education would become ineligible for federal funding under the HEA.

Finally, NEA commends the leadership of Senators Jeffords and Kennedy, the Committee Chairman and ranking minority member, for the Committee's excellent work in strengthening the HEA. We urge you to oppose any amendments that would repeal funding for the National Board for Professional Teaching Standards, undermine the key distance education provisions in the bill, or weaken federal higher education programs critical to student access to higher education. Such amendments would jeopardize our support of the underlying bill. We look forward to working with Congress on the reauthorization of the HEA. Votes associated with this bill may be used in our voting record.

Sincerely,



Mary Elizabeth Teasley  
Director of Government Relations

# **Sec. 427 CANCELLATION OF LOANS FOR CERTAIN PUBLIC SERVICE.**

Section 437 is further amended—

(1) in the section heading, by striking out the period at the end thereof and inserting in lieu thereof a semicolon and "LOAN FORGIVENESS FOR TEACHING.";

(2) by amending the heading for subsection (c) to read as follows: "DISCHARGE RELATED TO SCHOOL CLOSURE OR FALSE CERTIFICATION.—"; and

(3) by adding at the end thereof the following new subsection:

"(C) CANCELLATION OF LOANS FOR TEACHING.—

"(1) FUNCTIONS OF SECRETARY.—The Secretary shall discharge the liability of a borrower of a qualifying loan by repaying the amount owed on the loan, to the extent specified in paragraph (4), for service described in paragraph (3).

"(2) QUALIFYING LOANS.—

"(a) IN GENERAL.—For purposes of this subsection, a loan is a qualifying loan if—

(i) the loan was made under section 428 on or after the date of enactment of the Higher Education Amendments of 1998 to a borrower who, on the date of entering into the note or other written evidence of the loan, had no outstanding balance of principal or interest on any loan made before such date; and

(ii) the loan was obtained to cover the cost of instruction for an academic year after the first and second year of undergraduate education.

"(B) LIMITATION.—The Secretary may not repay loans described in subparagraph (A) to cover the costs of instruction for more than two academic years, or three academic years in the case of a program of instruction normally requiring five years.

" TREATMENT OF CONSOLIDATION LOANS.—A loan made under section 428C may be a qualifying loan for the purposes of this subsection only to the extent that such loan was used to repay a loan or loans that meet the requirements of subparagraphs (A) and (B), as determined in accordance with regulations prescribed by the Secretary.

"(3) QUALIFYING SERVICE.—A loan shall be discharged under paragraph (1) for service by the borrower as a full-time teacher for each complete academic year of service, after completion of the second academic year of service, in a public or other nonprofit private elementary or secondary school—

"(A) which is in the school district of a local educational agency which is eligible in

# **SEC. 432 LOAN FORGIVENESS FOR TEACHERS**

Section 428J (20 U.S.C. 1078-10) is amended to read as follows:

# **SEC. 428J. LOAN FORGIVENESS FOR TEACHERS.**

"(A) statement of purpose.—It is the purpose of this section to encourage individuals to enter and continue in the teaching profession.

"(b) PROGRAM AUTHORIZED.—The Secretary is authorized to carry out a program, through the holder of the loan, of assuming the obligation to repay a loan made under section 428 that is eligible for interest subsidy, for any new borrower on or after the date of enactment of the Higher Education Amendments of 1998, who—

"(1) has been employed as a full-time teacher for 3 consecutive complete school years—

"(A) in a school that qualifies under section 465(a)(2)(A) for loan cancellation for Perkins loan recipients who teach in such schools;

"(B) if employed as a secondary school teacher, is teaching a subject area that is relevant to the borrower's academic major as certified by the chief administrative officer of the public or nonprofit private secondary school in which the borrower is employed; and

"(C) if employed as an elementary school teacher, has demonstrated, in accordance with State teacher certification or licensing requirements and as certified by the chief administrative officer of the public or nonprofit private elementary school in which the borrower is employed, knowledge and teaching skills in reading, writing, mathematics and other areas of the elementary school curriculum; and

"(2) is not in default on a loan for which the borrower seeks forgiveness.

"(c) REGULATIONS.—The Secretary is authorized to issue such regulations as may be necessary to carry out the provisions of this section.

"(d) LOAN REPAYMENT DURING CONTINUING TEACHING SERVICE.—

"(1) IN GENERAL.—The Secretary shall assume the obligation to repay through reimbursement to the holder—

"(A) 30 percent of the total outstanding amount and applicable interest of subsidized Federal Stafford loans owed by the student borrower after the completion of the fourth or fifth complete school year of service described in subsection (b);

"(B) 40 percent of such total amount after the completion of the sixth complete school year of such service; and

such year for assistance pursuant to title I of the Elementary and Secondary Education Act of 1965; and

“(B) which for the purpose of this paragraph and for that year has been determined by the State educational agency of the State in which the school is located to be a school in which the enrollment of children counted under section 1124 (c) of the Elementary and Secondary Education Act of 1965 exceeds 30 percent of the total enrollment that school.

“(4) RATE OF DISCHARGE.—(A) Loans shall be discharged under this subsection at the rate of—

(i) 30 percent for the first or second complete academic year of qualifying service as described in paragraph (3) (after completion of two years of service); and

(ii) 40 percent for the third complete year of such qualifying service.

“(B) The total amount that may be discharged under this subsection for any borrower shall not exceed \$17,750.

“(C) a portion of a loan is discharged under subparagraph (A) for any year, the entire amount of interest on that loan that accrues for that year shall also be discharged by the Secretary.

“(D) nothing in this section shall be construed to authorize refunding of any repayment of a loan.

“(5) LIMITATION ON TEACHER ELIGIBILITY.—

“(A) SECONDARY SCHOOL TEACHERS.—A borrower may not receive assistance under this subsection by virtue of teaching in a secondary school unless such borrower majored in the subject area in which they are teaching.

“(B) ELEMENTARY SCHOOL TEACHERS.—

A borrower may not receive assistance under this subsection by virtue of teaching in a elementary school unless such borrower demonstrates, in accordance with State teacher certification or licensing requirements, subject matter knowledge and teaching skills in reading, writing, mathematics, and other subjects taught in elementary schools.

“(6) PREVENTION OF DOUBLE BENEFITS.—No borrower may, for the same service, receive a benefit under both this subsection and subtitle D of title I of the National and Community Service Act of 1990 (42 U.S.C. 12571 et seq.).

“(7) METHOD OF PAYMENT.—The Secretary shall specify in regulations the manner in which lenders shall be reimbursed for loans made

“(C) a total amount for any borrower that shall not exceed \$10,000.

“(2) CONSTRUCTION.—Nothing in this section shall be construed to authorize any refunding of any repayment of a loan.

“(e) LIST.—If the list of schools in which a teacher may perform service pursuant to subsection 9b) is not available before May 1 of any year, the Secretary may use the list for the year preceding the year for which the determination is made to make such service determination.

“(f) CONTINUED ELIGIBILITY.—Any teacher who performs service in a school that—

(1) meets the requirements of subsection (b)(1)(A) in any year during such service; and “(2) in a subsequent year fails to meet the requirements of such subsection, may continue to teach in such school and shall be eligible for loan forgiveness pursuant to subsection (b).”.

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under this part, or portions thereof, that are discharged under this part, or portions thereof, that are discharged under this subsection.

"(8) LIST.—If the list of schools in which a teacher may perform service pursuant to paragraph (3) is not available before May 1 of any year, the Secretary may use the list for the year preceding the year for which the determination is made to make such service determination.

"(9) CONTINUING ELIGIBILITY.—Any teacher who performs service in a school which—

"(A) meets the requirements of paragraph (3) in any year during such service; and

"(B) in a subsequent year fails to meet the requirements of such subsection, may continue to teach in such school and shall be eligible for loan cancellation pursuant to this subsection with respect to such subsequent years."

(7/13/98)

## HEA Title II, Side-by-Side Comparison of Important Provisions H.R. 6 / S. 1882

**H.R. 6**  
**PART E-TEACHER**  
**QUALITY ENHANCEMENT**  
**GRANTS**  
**SEC.272.ELIGIBILITY**  
**(1) ELIGIBLE GRANT**  
**RECIPIENT-** The term  
 'eligible grant recipient' means-  
 - (A) other than for the purpose  
 of section 273(b), a Governor of  
 a State, except that if pursuant  
 to the law or constitution of  
 such State, another individual,  
 entity, or agency in a State that  
 is responsible for the teacher  
 certification and preparation  
 activities contained in the  
 application, such term means  
 that individual, entity, or  
 agency; and (B) for the purpose  
 of section 273(b), an eligible  
 partnership. (2) **ELIGIBLE**  
**PARTNERSHIP -** The term  
 'eligible partnership' means an  
 entity consisting of an  
 exemplary private independent  
 or State-supported public  
 institution of higher education  
 which prepares teachers, and a  
 local educational agency, and  
 which may also consist of the  
 eligible grant recipient, other  
 institutions of higher education,  
 public charter schools, public  
 and private nonprofit  
 elementary and secondary  
 schools, or other public and  
 private nonprofit agencies or  
 organizations.

**S. 1882**  
**PART A-TEACHER**  
**QUALITY** Subpart 1-Teacher  
**Quality Enhancement Grants**  
**SEC.211.GRANTS**  
**AUTHORIZED. (a) IN**  
**GENERAL. -**The Secretary is  
 authorized to award grants to  
 States to enable the States to  
 carry out the activities  
 described in section 212. Each  
 grant may be awarded for a  
 period of not more than 5  
 years. (b) **STATE**  
**DESIGNATION. - (1) IN**  
**GENERAL. -**A State desiring a  
 grant under this subpart shall,  
 consistent with State law,  
 designate the chief individual or  
 entity in the State responsible  
 for the State supervision of  
 education, to administer the  
 activities assisted under this  
 subpart. (2)  
**CONSULTATION. -** The  
 individual or entity designated  
 under paragraph (1) shall  
 consult with the Governor,  
 State board of education, or  
 State educational agency, as  
 appropriate. (3)  
**CONSTRUCTION. -**Nothing in  
 this subpart shall be construed  
 to negate or supersede the legal  
 authority under State law of  
 any State agency, State entity,  
 or State public official over  
 programs that are under the  
 jurisdiction of the agency,  
 entity, or official. Subpart 2-  
 Teacher Training Partnership  
 Grants. **SEC.221(b)(1)**  
**TEACHER TRAINING**  
**PARTNERSHIPS. - (A) IN**  
**GENERAL. -**The term 'teacher  
 training partnership' means a

**NEA Recommendation**

We prefer the Senate language  
 designating the chief individual  
 or entity in the State responsible  
 for the State supervision of  
 education.

Given the limited resources for  
 these programs, we are opposed  
 to the inclusion of private  
 nonprofit elementary schools as  
 eligible partnership participants.  
 We would like to suggest  
 language parallel to the Senate  
 language for the Teacher  
 Training Partnerships with  
 specific emphasis on "public"  
 kindergarten through grade 12  
 schools.

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|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  | <p>partnership that (i) shall include a school of arts and sciences, a school or program of education, a local education agency, and a kindergarten through grade 12 school; (ii) shall include a high need local educational agency or kindergarten through grade 12 school; and (iii) may include a State educational agency, a pre-kindergarten program, a nonprofit educational organization, a business or a teacher organization. SEC.221 (b)(1)(C) PRIORITY. -In awarding grants under this subpart the Secretary shall give priority to partnerships that involve businesses.</p>                                                                                                                                                                                                                                                                                                                                                                              | <p>Quality teacher preparation and professional development activities must be carefully designed to ensure that they are effective and support the student learning goals of the school and the district. Collaboration between state education authorities and state and local teachers organizations should be the cornerstone for successful programs, not additional state and business partnerships.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
| <p><b>SEC.273.USE OF FUNDS</b><br/> <b>(a) GENERAL ACTIVITIES.</b> The eligible grant recipient of a State that receives a grant under this subpart shall use a portion of such grant to carry out 1 or more of the following activities: (2) Providing prospective teachers alternatives to schools of education through programs at colleges of arts and sciences or at nonprofit organizations. (3) Funding programs which establish or expand alternative routes to State certification for highly qualified individuals, including mid-career professionals from other occupations, paraprofessionals, and former military personnel. (5) Developing and implementing effective mechanisms to expeditiously remove incompetent or unqualified teachers.</p> | <p><b>SEC.212.USE OF FUNDS.</b><br/> A State that receives a grant under this subpart shall use the grant funds to reform teacher preparation requirements, and to ensure that current and future teachers possess the necessary teaching skills and academic content knowledge in the subject areas in which the teachers are assigned to teach, by carrying out 1 or more of the following activities: (3) <b>ALTERNATIVES TO TRADITIONAL PREPARATION FOR TEACHING.</b> -Providing prospective teachers alternatives to traditional preparation for teaching through programs at colleges of arts and sciences or at nonprofit educational organizations. (4) <b>ALTERNATIVE ROUTES.</b> -Funding programs that establish, expand, or improve alternative routes to State certification for highly qualified individuals from other occupations and recent college graduates with records of academic distinction, including support during the initial teaching</p> | <p>We oppose language in Title II that authorizes states to use federal grant money to develop performance-based compensation systems or merit pay. We believe that any additional financial award should be based on National Board for Professional Teaching Standards certification. We also oppose language that would allow the removal of teachers who are claimed to be unqualified without due process. Our priority goals include ensuring a qualified teacher in every classroom. Also we believe in the importance of consulting with local teacher organizations in developing, designing, and implementing reforms. NEA remains concerned about the promotion of alternatives to teacher preparation through nonprofit organizations. The 1996 report of the National Commission on Teaching and America's Future suggest that the most successful alternative programs "offer a streamlined, carefully constructed curriculum</p> |



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|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     | experience. (5) RECRUITMENT; PAY; REMOVAL. -Developing and implementing effective mechanisms to ensure that schools are able to effectively recruit highly qualified teachers, to financially reward those teachers and principals whose students have made significant progress toward high academic performance, such as through performance-based compensation systems and access to ongoing professional development opportunities for teachers and administrators, and to remove teachers who are not qualified.                                                                                                           | that integrates courses on learning theory, development, teaching methods, and subject matter knowledge with an intensively supervised internship prior to entry."                     |
| <b>SEC.274.(a)(c)(4). TEACHER QUALIFICATIONS PROVIDED TO PARENTS UPON REQUEST-</b> Any local educational agency that participates as an eligible recipient or partner under this part shall make available, upon request and in an understandable and uniform format, to any parent of a student attending any school in the local educational agency, information regarding the qualifications of the student's classroom teacher, both generally and with regard to the subject matter in which the teacher provides instruction. | <b>SEC.231.(2) TEACHER QUALIFICATIONS PROVIDED TO PARENTS UPON REQUEST. -</b> Any local educational agency that benefits from the activities assisted under subpart 1 shall make available, upon request and in an understandable and uniform format, to any parent of a student attending any school served by the local educational agency, information regarding the qualifications of the student's classroom teacher with regard to the subject matter in which the teacher provides instruction. The local educational agency shall inform parents that the parents are entitled to receive the information upon request. | We prefer the Senate language that is confined specifically to the classroom teacher's qualifications with regard to subject matter content in which the teacher provides instruction. |
| <b>SEC.275.LIMITATIONS. (a) FEDERAL CONTROL PROHIBITED-</b> Nothing in this part shall be construed to permit, allow, encourage, or authorize any Federal control over any aspect of any private, religious, or home school, whether or not a home school is treated as a private school or home school under State law. This section shall not be construed to bar private, religious, or home schools from participation in programs or                                                                                           | <b>NO COMPARABLE LANGUAGE CONTAINED IN S. 1882 (as of 5/4/98 Report of the Committee.)</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      | We prefer the Senate position.<br><br>NEA is opposed to House language in this section that could permit private, religious, or unregulated home schools to                            |

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| <p>services under this part. (b) <b>NO CHANGE IN STATE CONTROL ENCOURAGED OR REQUIRED</b>-Nothing in this part shall be construed to encourage or require any change in a State's treatment of any private, religious, or home school, whether or not a home school is treated as a private school or home school under State law. (c) <b>NATIONAL SYSTEM OF TEACHER CERTIFICATION PROHIBITED</b>-Nothing in this part shall be construed to permit, allow, encourage, or authorize any national system of teacher certification.</p>                                                                                                                                                                                                                                                                                                                                                                                         |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     | <p>participate in these publicly funded programs.</p> <p>NEA offers its complete support for the mission of the National Board for Professional Teaching Standards (NBPTS.) We consider voluntary National Board Certification to be the highest level professional development experience available to classroom teachers.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |
| <p>Part F-Accountability for Institutions of Higher Education That Prepare Teachers SEC.281. <b>DATA COLLECTION.</b> '(a) <b>DATA REQUIRED</b>- Within one year after the date of enactment of the Higher Education Amendments of 1998, and annually thereafter, the Secretary shall collect from each State receiving funds under this Act and publish the following information: '(1) A description of the teacher licensing and credentialing assessments used by each State, including any and all assessments required in the subject matter area or areas in which a teacher provides instruction. '(2) The standards and criteria established by each State that teachers or prospective teachers must meet in order to receive a passing score on such assessments, including information on the extent to which passing such examinations is required in order for an individual to be a classroom teacher. '(3)</p> | <p>'SEC. 235. <b>ACCOUNTABILITY FOR PROGRAMS THAT PREPARE TEACHERS.</b><br/>'(a) Information Collection and Publication:<br/>'(1) Definitions:<br/>'(A) Within six months of the date of enactment, the Commissioner of the National Center for Education Statistics, in consultation with States and institutions of higher education, shall develop key definitions and uniform methods of calculation for terms related to the performance of elementary school and secondary school teacher preparation programs.<br/>'(B) In complying with this section, the Secretary and State shall ensure that fair and equitable methods are used in reporting and that they protect the privacy of individuals.<br/>'(2) Information:<br/>'(A) State report card on the quality of teacher preparation: States that receive funds under this Act shall provide to the Secretary, within two years of enactment of the Higher Education Amendments of 1998, and annually thereafter, in a uniform and comprehensible</p> | <p>We support the House adopted (Miller) language as the minimum needed effort to address lingering public doubts about the quality of teaching. Achieving the goal of quality teaching requires a quality assurance system that covers every stage in a teacher's career. NEA has joined with several national organizations in using a six-dimension framework for defining teacher quality. The Teacher Development Continuum consists of teacher recruitment; teacher education (schools of education) accreditation; teacher preparation, university/school partnerships; licensure and professional standards; national certification; and professional development. High standards for teaching begin with quality teacher preparation.. Also, we could support a modified Senate amendment similar to the provisions adopted by the House.</p> |

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| <p>Information on the extent to which teachers or prospective teachers in each State are required to take examinations or other assessments of their subject matter knowledge in the area or areas in which they provide instruction, the standards established for passing any such assessments, and the extent to which teachers or prospective teachers are required to receive a passing score on such assessments in order to teach in specific subject areas or grade levels.</p> <p>'(4) Information on the extent to which each State waives teacher credentialing and licensing requirements, including the proportion of all teachers or prospective teachers in the State for whom such licensing and credentialing requirements have been waived and the distribution of such individuals across high- and low-poverty schools and across grade levels and subject areas.</p> <p>'(5) The pass rate, for the preceding year, on all teacher licensing and credentialing assessments for all individuals in the State who took such assessments, disaggregated by the institution of higher education from which the teacher received his or her most recent degree.</p> <p>'(b) COORDINATION- The Secretary, to the extent practicable, shall coordinate the information collected and published under this part among States for individuals who took State teacher licensing or credentialing assessments in a State other than the State in which the</p> | <p>manner that conforms with the definitions and methods established in (a)(1), a state report card on the quality of teacher preparation, which shall include at least the following:</p> <p>'(1) A description of the teacher certification and licensure assessments, and any other certification and licensure requirements, used by each State.</p> <p>'(2) The standards and criteria that prospective teachers must meet in order to attain initial teacher licensing or certification and to be licensed to teach particular subjects or in particular grades within the State.</p> <p>'(3) A description of the extent to which those assessments and requirements are aligned with the State's standards and assessments for students.</p> <p>'(4) The percentage of teaching candidates who passed each of the assessments used by the State for licensure and certification, and the 'cut score' on each assessment that determines whether a candidate has passed that assessment.</p> <p>'(5) The percentage of teaching candidates who passed each of the assessments used by the State for licensure and certification, disaggregated by the teacher preparation program in that State from which the teacher candidate received his or her most recent degree. States shall make these data available widely and publicly.</p> <p>'(6) Information on the extent to which teachers in the State have been given waivers of State licensure or certification requirements, including the proportion of such teachers distributed across high and low poverty districts and across subject areas.</p> <p>'(7) A description of each State's alternative routes to teacher</p> |  |
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individual received his or her most recent degree.

**“(c) USE OF LOCAL AGENCIES-** For each State in which there are no State licensing or credentialing assessments, the Secretary shall, to the extent practicable, collect data comparable to the data described in paragraphs (1) through (5) of subsection (a) from local educational agencies, colleges and universities, or other entities that administer such assessments to teachers or prospective teachers.

**SEC.282. DATA DISSEMINATION.** **“(a) EFFECTIVE DATE OF REQUIREMENTS-** The data required to be distributed under this section shall be distributed beginning within 3 years after the date of enactment of the Higher Education Amendments of 1998 and annually thereafter.

**“(b) PASSING RATES-** Each institution of higher education that has a course of study that prepares elementary and secondary school teachers and receives Federal funds will report and distribute widely, including through prominent publications such as catalogs and promotional materials sent to potential applicants, high school guidance counselors, and the employers of graduates of such institutions, their pass rate for graduates of the institution on each of the State's initial teacher certification and licensing assessments for the most recent year for which data

certification, if any, and the percentage of teachers certified through alternative certification routes who pass state licensing assessments.

**“(8) For each State, a description of proposed criteria for assessing the performance of teacher preparation programs within institutions of higher education, including but not limited to indicators of teacher candidate knowledge and skills as described in (b)(1)(A).**

**“(B) Report of the secretary on the quality of teacher preparation:** The Secretary shall publish annually and make widely available a report card on teacher qualifications and preparation in the United States, including all the information reported in (A)(1-8), beginning three years after enactment of the Higher Education Amendments of 1998. The Secretary shall report to Congress a comparison of States' efforts to improve teaching quality. The Secretary shall also report on the national mean and median scores on any standardized test that is used in more than one State for teacher licensure or certification. In the case of teacher preparation programs with fewer than 10 graduates taking any single initial teacher certification assessment during any administration of such assessment, the Secretary shall collect and publish information with respect to an average pass rate on State certification or licensure assessments taken over 3 years.

**“(C) Institutional report cards on the quality of teacher preparation:** Each institution of higher education that conducts a teacher preparation program that enrolls students receiving federal assistance shall, not later than two years after the enactment of the

are available at the time of publication of such materials.

**(c) IDENTIFICATION OF INSTITUTIONS WITH PASSING RATES BELOW 70 PERCENT-** Each State shall submit to the Secretary a list of institutions of higher education that prepare teachers and receive Federal funds under this Act for which, for the preceding year, less than 70 percent of graduates who took any of the State's initial teacher licensing and credentialing assessments failed to receive a passing score on any such assessment. For each assessment, data shall be disaggregated by the institution of higher education from which the student received his or her most recent degree, unless such degree was granted more than 3 years prior to the date such assessment was administered.

**SEC. 283. STATE FUNCTIONS.** **(a) STATE ASSESSMENT-** In order to receive funds under this Act, a State shall, no later than one year after the date of enactment of the Higher Education Amendments of 1998, have in place a procedure to identify low performing programs of teacher preparation within institutions of higher education. Such levels of performance shall be determined solely by the State and may include criteria based upon information collected pursuant to this part. Such assessment shall be described in the report under section 281.

Higher Education Amendments of 1998, and annually thereafter, report, in a uniform and comprehensible manner, the following information to the State, and the general public, including through publications such as course catalogues and promotional materials sent to potential applicants, high school guidance counselors, and prospective employers of its program graduates, in a manner that conforms with the definitions and methods established under (a)(1): **(1)** For the most recent year for which the information is available, the passing rate of its graduates on the teacher certification and licensure assessments of the state in which it is located, but only for those students who took those assessments within three years of completing the program. A comparison of the program's pass rate with the state average pass rate shall be included as well. In the case of teacher preparation programs with fewer than 10 graduates taking any single initial teacher certification assessment during any administration of such assessment, the institution shall collect and publish information with respect to an average pass rate on State certification or licensure assessments taken over 3 years.

**(2)** The number of students in the program, the average number of hours of supervised practice teaching required for those in the program, and the faculty-student ratio in supervised practice teaching.

**(3)** In States that approve or accredit teacher education programs, a statement of whether the institution's program is so approved or accredited.

**(4)** Whether the program has been designated as low

**(b) TERMINATION OF ELIGIBILITY-**Any institution of higher education that offers a program of teacher preparation in which the State has withdrawn its approval or terminated its financial support due to the low performance of its teacher preparation program based upon the State assessment described in section (a)-- (1) shall be ineligible for any funding for professional development activities awarded by the Department of Education; and (2) shall not be permitted to accept or enroll any student that receives aid under title IV of this Act in its teacher preparation program.

performing by the State under (b)(1)(B).

In addition to the actions authorized in S. 487(c), the Secretary may impose a fine not to exceed \$25,000 on a teacher preparation program for failure to provide the information described in (a)(2)(B) in a timely or accurate manner.

“(b) Accountability:

“(1) States receiving funding under this Act, shall develop and implement, no later than three years after enactment of the Higher Education Amendments of 1998, the following teacher preparation program accountability measures and publish the measures publicly and widely:

“(A) A description of state criteria for identifying low-performing teacher preparation programs which may include a baseline pass rate on state licensing assessments and other indicators of teacher candidate knowledge and skill. States that do not employ assessments as part of their criteria for licensing or certification are not required to meet this criterion until such time as the State initiates the use of such assessments.

“(B) Procedures for identifying low performing teacher preparation programs based on the criteria developed by the state as required by (b)(1)(A), and publish a list of those programs.

“(C) States that have, prior to enactment, already conformed with (b)(1)(A-B), need not change their procedures, unless the State chooses to do so.

“(2) Not later than four years after enactment of the Higher Education Amendments of 1998, any teacher preparation programs for which the State has withdrawn its approval or terminated its financial support

|                                                                                                                                                                                                                                                                                                                                   |                                                                                                                                                                                                                                                                                                                                                                                                       |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                                                                                                                                                                                                                                                                                   | <p>due to the low performance of its teacher preparation program based on procedures described in (b)(1).</p> <p>'(1) shall be ineligible for any funding for professional development activities awarded by the Department of Education; and</p> <p>'(2) shall not be permitted to accept or enroll any student that receives aid under title IV of this Act in its teacher preparation program.</p> |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
| <p><b>SEC. 284. NEGOTIATED RULEMAKING.</b> If the Secretary develops any regulations implementing section 283(b)(2), the Secretary shall submit such proposed regulations to a negotiated rulemaking process which shall include representatives of States and institutions of higher education for their review and comment.</p> |                                                                                                                                                                                                                                                                                                                                                                                                       | <p>NEA encourages the inclusion of representatives from professional teaching organizations for this section.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |
| <p>Miscellaneous Professional Development Issues not contained in Title II</p>                                                                                                                                                                                                                                                    |                                                                                                                                                                                                                                                                                                                                                                                                       |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
| <p><b>Title VIII-Additional Provisions, SEC. 807. LIMITATION.</b> None of the funds appropriated under the Higher Education Act of 1965 or any other Act shall be made available by any Federal agency to the National Board for Professional Teaching Standards.</p>                                                             | <p>There is no comparable language in S. 1882.</p>                                                                                                                                                                                                                                                                                                                                                    | <p>NEA recommends the restoration of federal funding for the National Board for Professional Teaching Standards (NBPTS.) We consider voluntary National Board Certification to be the highest level professional development experience available to classroom teachers. In addition to the support NBPTS has received from national organizations representing teachers, school administrators, and school board members, many state governments and local school districts are encouraging teachers to seek National Board Certification. State and local leaders view certification as a wise investment and many are offering salary</p> |

|  |                                                                                                                                                                                                                            |
|--|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|  | supplements, credits toward<br>license renewal, license<br>reciprocity, and increased<br>influence in educational policy<br>decisions to those teachers who<br>have completed or achieved<br>National Board Certification. |
|--|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|



## HR 6 R

**SEC. 470 DISTANCE EDUCATION  
DEMONSTRATION PROGRAMS.**

Part G of title IV is amended—

- (1) by redesignating section 487B (20 U.S.C. 1094b) as section 487C; and
- (2) by inserting after section 487A (as amended by section 469) the following new section:

**“SEC. 487B. DISTANCE EDUCATION  
DEMONSTRATION PROGRAMS.**

“(a) PURPOSE.—It is the purpose of this section—

“(1) to allow demonstration programs that are strictly monitored by the Department of Education to test the quality and viability of expanded distance education programs currently restricted under this Act;

“(2) to provide for increased student access to higher education through distance education programs;

“(3) to help determine the most effective means of delivering quality education via distance education course offerings; and

“(4) to help determine the appropriate level of Federal assistance for students enrolled in distance education programs.

**“(b) DEMONSTRATION PROGRAMS  
AUTHORIZED.—**

“(1) IN GENERAL.—The Secretary is authorized to select institutions or a consortia of institutions for voluntary participation in a Distance Education Demonstration Program that provides participating institutions with the ability to offer distance education programs without regard to the current restrictions in part F or G of this title or part A of title I.

## S. 1882

**SEC. 489A. DISTANCE EDUCATION  
DEMONSTRATION PROGRAMS**

Part G (20 U.S.C. 1088 et seq.) is amended by inserting after section 487B (20 U.S.C. 1094a) the following:

**“SEC. 487C. DISTANCE EDUCATION  
DEMONSTRATION PROGRAMS**

“(a) PURPOSE.—It is the purpose of this section—

“(1) to allow demonstration programs that are strictly monitored by the Department to test the quality and viability of expanded distance education programs currently restricted under this Act;

“(2) help determine the specific statutory and regulatory requirements which should be altered to provide greater access to high quality distance education programs; and

“(3) to help determine the appropriate level of Federal assistance for students enrolled in distance education programs.

**“(b) DEMONSTRATION PROGRAMS  
AUTHORIZED.—**

“(1) IN GENERAL.—The Secretary, in accordance with the provisions of subsection (d), is authorized to select institutions of higher education or consortia of such institutions for voluntary participation in a Distance Education Demonstration Program that provides participating institutions with the ability to offer distance education programs that do not meet all or a portion of the sections or regulations described in paragraph (2).

“(2) WAIVERS.—The Secretary is authorized to waive, for any institution or consortia participating in a Distance Education Demonstration Program, 1 or more of the requirements of section 472(5) as the section relate to computer costs, sections 472(10), 481(a)(3)(A), 481(a)(3)(B),

“(2) WAIVERS.—The Secretary is authorized to waive for any institution, systems of institutions, or consortia participating in a Distance education Demonstration Program the requirements of section 472(5) as the section relates to computer costs, sections 481 (d) and 481 (e) as such sections relate to requirements for a minimum number of weeks of instruction, sections 472(10), 481(a)(3)(A), 481(a)(3)(B), 484(1)(1) or 1 more of the regulations prescribed under this part or part F which inhibit the operation of quality distance education programs.

“(3) SPECIAL RULES—(a) Only an institution of higher education that provides at least a 2 year, or 4-year program of instruction for which the institution awards an associate or a baccalaureate degree, or provides a graduate degree, shall be eligible to participate in the demonstration program authorized under this section.

“(B) An institution of higher education described in section 481 (a)(1)(C) shall not be eligible to participate in the demonstration program authorized under this section.

“(C) Subject to subparagraph (B), an institution of higher education that meets the requirements of subsection (a) of section 481, other than the requirement of paragraph (3)(A) or (3)(B) of such subsection, shall be eligible to participate in the demonstration program authorized under this section.

“(D) Western Governors University shall be considered eligible to participate in the demonstration program authorized under this section, and the Secretary may, in addition to the waivers described in paragraph (2), waive for the University such other requirements of this title as the Secretary determines to be appropriate because of the unique

"2 Exemptions.—The Secretary is authorized to exempt any institution or consortia participating in a Distance Education demonstration Program from any of the requirements of parts F or G of this title, or part A of title I, or the regulations prescribed under such parts.

"(c) APPLICATION.—Each institution or consortia of institutions desiring to participate in a demonstration program under this section shall submit an application to the Secretary at such time, in such manner, and accompanied by such information as the Secretary may require. Each application shall include—

"(1) a description of the institution or consortium's consultation with a recognized accrediting agency or association with respect to quality assurances for the distance education programs to be offered;

"(2) a description of the statutory and regulatory requirements described in subsection (b) (2) for which a waiver is sought and the reasons for which the waiver is sought;

"(3) a description of the distance education programs to be offered;

"(4) a description of the students to whom distance education programs will be offered;

"(5) an assurance that the institution or consortium will offer full cooperation with the ongoing evaluations of the demonstration program provided for in this section; and

"(6) such other information as the Secretary may require.

"(d) SELECTION.—To the extent feasible, the Secretary shall select a representative of institutions for participation in the demonstration program authorized under this section. In selecting institutions for participation, the Secretary shall take into consideration the institution's financial and administrative capability and the type of program or

484(l)(1), or 1 or more of the regulations prescribed for distance education under part F or G.

"(3) SPECIAL RULE.—An institution of higher education, as defined in section 481(a), is eligible to participate in the demonstration program authorized under this section if such institution awards a degree, except that—

"(A) such institutions that are described in section 481(a)(1)(C) shall not be eligible to participate; and

"(B) subject to subparagraph (A), such institutions that meet the requirements of subsection (a) of section 481, other than the requirements of paragraph (3) (A) or (3)(B) of such subsection, shall be eligible to participate.

"(c) APPLICATION.—

"(1) IN GENERAL.—Each institution or consortia of institutions desiring to participate in a demonstration program under this section shall submit an application to the Secretary at such time and in such manner as the Secretary may require.

"(2) CONTENTS.— Each application shall include—

"(A) a description of the institution or consortium's consultation with a recognized accrediting agency or association with respect to quality assurances for the distance education programs to be offered;

"(B) a description of the statutory and regulatory requirements described in subsection (b)(2) for which a waiver is sought and the reasons for which the waiver is sought;

"(C) a description of the distance education programs to be offered;

"(D) a description of the students to whom distance education programs will be offered;

"(E) an assurance that the institution or

Characteristics of the University. In carrying out the preceding sentence, the Secretary shall ensure that adequate program integrity and accountability measures apply to the University's participation in the demonstration program authorized under this section.'."

"(d) SELECTION.—(1) For the first year of the demonstration program authorized under this section, the Secretary is authorized to select for participation in the program not more than 15 institutions, systems of institutions, or consortia. After the second full year of operation of the distance education demonstration program, the Secretary may select up to 35 additional institutions to participate in the demonstration program if the Secretary determines that such expansion is warranted based on the evaluations conducted in accordance with subsections (f) and (g).

"(3) In selecting institutions to participate in the demonstration program in the first or succeeding years, the Secretary shall take into account—

"(A) the number and quality of applications received;

"(B) the Department's capacity to oversee and monitor each institution's participation; and

"(C) an institution's—

"(i) financial

responsibility;

capability; and

"(iii) program or programs

being offered via distance education.'."

'regarding—

(i) the demonstration programs authorized under this section; and

(ii) the number and types of student

programs being offered via distance education course offerings. The Secretary shall, in the exercise of his, discretion determine the number of demonstration programs to be allowed based on the number and quality of applications received and the Department's capacity to oversee and monitor each demonstration program.

**"(c) EVALUATION AND REPORT.—**

**"(1) EVALUATION .—**The Secretary shall, on an annual basis, evaluate the demonstration programs authorized under this section. Such evaluations shall specifically review--

**"(A)** the extent to which the institution or consortia of institutions has met the goals set forth in its application to the Secretary, including the measures of program quality assurance;

**"(B)** issues related to student financial assistance for distance education; and

**"(C)** effective technologies for delivering distance education course offerings.

**"(2) POLICY ANALYSIS.**—In addition, the Secretary shall review current policies and identify those policies which present impediments to the development and use of distance learning and other nontraditional methods of expanding access to education.

**"(3) REPORT—**The Secretary shall report to the appropriate committees of Congress with respect to—

**"(A)** the evaluations of the demonstration programs authorized under this section; and

**"(B)** any proposed legislative changes designed to enhance the use of distance education."

consortia will offer full cooperation with the ongoing evaluations of the demonstration program provided for in this section; and "(F) such other information as the Secretary may require.

**"(d) SELECTION.—**The Secretary is authorized to select not more than 5 institutions or consortia to participate in the initial year of the demonstration program authorized under this section. If expansion of the demonstration program can be supported on the basis of the evaluations conducted pursuant to subsections (f) and (g), the Secretary may select not more than 10 additional institutions or consortia, taking into account the number and quality of applications received and the Department's capacity to oversee and monitor each demonstration program. To the extent feasible, the Secretary shall select a representative sample of institutions for participation. In selecting institutions for participation, the Secretary shall take into consideration the institution's financial and administrative capability and the type of program or programs being offered via distance education course offerings.

**"(e) NOTIFICATION.—**The Secretary shall make available to the public and to the Committee on Labor and Human Resources of the Senate and the Committee on Education and the workforce of the House of Representatives a list of institutions or consortia selected to participate in the demonstration program authorized by this section. Such notice shall include a listing of the specific statutory and regulatory requirements being waived for each institution or consortia and a description of the distance education courses to be offered.

**"(f) EVALUATIONS AND REPORTS.—**

**"(1) EVALUATION.—**The Secretary, on an annual basis, shall evaluate the demonstration programs authorized under this section.

Receiving assistance under this title for instruction leading to a recognized certificate, as provided for in section 484(1)(1), including the progress of such students toward recognized certificates and the degree to which participation in such programs increased.

**Sec. 419a LEARNING ANYTIME ANYWHERE PARTNERSHIPS.**

**"Subpart 8-Learning Anytime anywhere Partnerships**

**"FINDINGS**

**SEC. 4190.** The Congress finds that:

**"(1)** The nature of postsecondary education delivery is changing, and new technology and other related innovations can provide promising education opportunities for individuals who are currently not being served, particularly for those without easy access to traditional campus-based postsecondary education or for whom traditional courses are a poor match with education or training needs.

**"(2)** Individuals, including individuals seeking basic or technical skills or their first postsecondary experience, individuals with disabilities, dislocated workers, individuals making the transition from welfare-to-work, and individuals who are limited by time and place constraints can benefit from non-traditional, non-campus-based postsecondary education opportunities and appropriate support services.

**"(3)** The need for high quality, non-traditional, technology-based education opportunities is great, as is the need for skill competency credentials and other measures of educational progress and attainment that are valid and widely accepted, but neither need is likely to be adequately addressed by the uncoordinated efforts of agencies and institutions acting independently and without assistance.

Such evaluations shall specifically review—

“(A) the number and types of students participating in the programs being offered, including the progress of participating students toward recognized associate, bachelor’s or graduate degrees, and the degree to which participation in such programs increased;

“(B) issues related to student financial assistance for distance education; and

“(C) the extent to which statutory or regulatory requirements not waived under the demonstration program present difficulties for students or institutions.

“(2) POLICY ANALYSIS.—In addition, the Secretary shall review current policies and identify those policies which present impediments to the development and use of distance education and other nontraditional methods of expanding access to education.

“(3) REPORTS.—

“(A) IN GENERAL.—Within 18 months of the initiation of the demonstration program, the Secretary shall report to the Committee on Labor and Human Resources of the Senate and the Committee on Education and the Workforce of the House of Representatives with respect to—

“(i) the evaluations of the demonstration programs authorized under this section; and

“(ii) any proposed statutory changes designed to enhance the use of distance education.

“(B) ADDITIONAL REPORTS.—The Secretary shall provide additional reports to the Committee on Labor and Human Resources of the Senate and the Committee on Education and the workforce of the House of Representatives on an annual basis regarding the demonstration programs authorized under this section.

“(4) Partnerships, consisting of institutions of higher education, community organizations, or other public or private agencies or organizations, can coordinate and combine institutional resources to provide the needed variety of education options to students, as well as to develop new means of ensuring accountability and quality for innovative education methods.

“PURPOSE; PROGRAM AUTHORIZED

“SEC. 419p.(A) PURPOSE It is the purpose of this subpart to enhance the delivery, quality, and accountability of postsecondary education and career-oriented lifelong learning that utilize technology and other related innovations.

“(b) PROGRAM AUTHORIZED—(1) (A)

The Secretary may, from funds authorized to be appropriated under Sec. 419I make grants to, or enter into contracts or cooperative agreements with, eligible partnerships to carry out the activities described in section 419F.

“(B) Awards under this subpart shall not exceed five years in duration.

“(2) For purposes of this subpart, the term “eligible partnership” means a partnership consisting of two or more independent agencies, organizations, or institutions. These entities may include

“APPLICATION

“Sec. 419Q.(a) REQUIREMENT—An eligible partnership desiring to receive a grant under this subpart shall submit an application to the Secretary, in such form and containing such information, as the Secretary may require.

“(b) CONTENTS—Each application shall include—

“(1) the name of each partner and a description of its responsibilities, including the designation of a non-profit organization as the fiscal agent for the partnership;

**“(g) INDEPENDENT EVALUATION.—**

**“(1) IN GENERAL.—**The Secretary shall enter into a contract with the National Academy of Sciences to study the quality of and student learning outcomes in distance education programs. Such study shall include—

**“(A)** identification of the elements by which quality in distance education can be assessed, such as subject matter, interactivity, and student outcomes; and

**“(B)** identification of the types of students which can most benefit from distance education in areas such as access to higher education, persistence, and graduation.

**“(2) SCOPE.—**Such study shall include distance education programs offered by the institutions or consortia participating in the demonstration program authorized by this section, as well as the distance education programs offered by other institutions.

**“(3) INTERIM AND FINAL REPORTS.—**The Secretary shall request that the National Academy of Sciences submit an interim report to the Secretary, the Committee on Labor and Human resources of the Senate, and the Committee on education and the Workforce of the House of Representatives not later than December 31, 2000, and a final report not later than December 31, 2002, regarding the study.

**“(4) FUNDING.—**The Secretary shall make available not more than \$1,000,000 for the study required by this subsection.

**“(h) OVERSIGHT.—**In conducting the demonstration program authorized under this section, the Secretary shall, on a continuing basis—

**“(1)** assure compliance of institutions or consortia with the requirements of this title (other than the sections and regulations that are waived under subsection (b)(2));

institutions, agencies, and organizations.

**“(2)** a description of the need for the project, including a description of how the project will build on any existing service and activities;

**“(3)** a listing human, financial (other than funds under this subpart), and other resources that each member of the partnership will contribute to the partnership, and a description of the efforts each member of the partnership will make in seeking additional resources; and

**“(4)** a description of how the project will operate, including how funds awarded under this subpart will be used to meet the purpose of this subpart.

**“ALLOWABLE ACTIVITIES**

**“sec. 419r. Funds awarded to an eligible partnership under this subpart shall be used to—**

**“(1)** develop and assess model distance learning programs or innovative educational software;

**“(2)** develop methodologies for the identification and measurement of skill competencies;

**“(3)** develop and assess innovative student support services; or

**“(4)** support other activities that are consistent with the purposes of this subpart.

**“MATCHING REQUIREMENT**

**“SEC. 419S. Federal funds shall provide no more than 50 percent of the cost of a project under this subpart. The non-Federal share of project costs may be in cash or in kind, fairly evaluated, including services, supplies, or equipment.**

**“PEER REVIEW**

**“SEC. 419T. The Secretary shall use a peer review process to review applications under this subpart and make recommendations for funding to the Secretary**

"(2) provide technical assistance;  
"(3) monitor fluctuations in the student population enrolled in the participating institutions or consortia, and

"(4) consult with appropriate accrediting agencies or associations and appropriate State regulatory authorities.

"(1) DEFINITION—For the purpose of this section, the term 'distance education' means an educational process that is characterized by the separation, in time or place, between instructor and student. Distance education may include courses offered principally through the use of—

"(1) television, audio, or computer transmission, such as open broadcast, closed circuit cable, microwave, or satellite transmission;

"(2) audio or computer conferencing;

"(3) video cassettes or disc; or

"(4) correspondence."

#### "AUTHORIZATION

"SEC. 419U. There are authorized to be appropriated \$30,000,000 for fiscal year 1999 and such sums as may be necessary for each of the four succeeding fiscal years to carry out this "subpart."

## TEACHER QUALITY AS A MAJOR THEME FOR THE PRESIDENT'S AFT SPEECH

Teachers are at the core of any type of education reform. If we raise standards for students, we must also raise standards for teachers. Five recent news articles have brought national attention back to the need to focus on the quality of America's teaching force:

- 59% of prospective teachers in Massachusetts failed the State's first competency test revealing serious flaws in teacher education. The story made **all evening news shows** and ran in every major paper along with a follow-up story about a proposal to give new teachers a \$20,000 signing bonus.
- *Time* and *U.S. News and World Report* both have feature stories this week raising questions about the quality of America's teaching force.
- The *Los Angeles Times* ran a three-part special report on why California's schools are failing. Six pages were devoted to the problem of a lack of standards for teachers entering the classroom. Many teachers are ill-prepared and lack proper credentials. The series led with the story of a burned out Hollywood agent looking for a temporary job as a substitute. Instead she found that becoming a teacher in California was nearly as easy as getting a job at McDonald's. No experience? No training? No problem. She was hired to teach Spanish-speaking first graders in South-Central LA. The district never even asked her if she was fluent in Spanish. She wasn't.
- *The New York Times* reported that New York City is now recruiting in Austria to get well-prepared teachers to fill their classrooms.

Secretary Riley is telling us that everywhere he has traveled in the last three weeks, he keeps getting the question: "What are you going to do about the quality of America's teaching force?" Public opinion polls consistently report that Americans believe the most important way to ensure excellence in education is through good teaching.

### KEY FACTS

- More than 1/4 of newly hired teachers enter the profession without having fully met state licensing standards.
- Of those who do meet state licensing standards, many are misassigned, resulting in 28% of teachers of academic subjects without even a minor in their main teaching field.
- The problem of under-prepared teachers is most severe in high-poverty schools. Therefore, those students who need our best prepared teachers are getting our least prepared teachers.
- America will need to hire 2 million teachers in the next decade, over half of whom will be first-time teachers.

We recognize that states face a huge challenge in meeting the demand to find qualified teachers. We can and must meet this challenge.

## **THE PROBLEM**

**States are failing to meet their own standards for teachers.** (More than 31,000 California classrooms are presided over by individuals who do not have a teaching credential; **53% of teachers in the District of Columbia are uncertified.**) We propose that states: (1) abide by the standards they have set for their teachers, (2) work to raise those standards; and (3) end the practice of hiring unqualified teachers.

## **THE PRESIDENT'S CHALLENGE**

**The President could announce that to meet the challenge of ensuring a quality teacher in every classroom the Administration would support:**

- **Providing \$200 million each year in scholarships to help meet national teacher shortages in math, science, special education, and bilingual education.** Nearly every state reports shortages in math, science, special education, and bilingual teachers. We propose to help states find these teachers by underwriting the preparation of 20,000 teachers per year in these shortage fields. This estimate has been made with the help of Linda Darling Hammond.
- **Providing \$300 million to help states develop and implement strong systems for recruiting, training, testing, and supporting teachers.** The federal government will provide five-year grants to help states (1) meet their own standards for licensing teachers; (2) test teachers to ensure they possess the necessary content knowledge and teaching skills necessary to be effective; and (3) end the practice of hiring unqualified teachers

During the first year, states would be required to create plans that include annual targets for reducing the number of unqualified teachers in their classrooms. They should also disaggregate the data across districts to ensure that poor inner city and rural districts do not continue to hire unqualified teachers. States may also use these funds to raise their current standards to ensure that teachers coming from both traditional and alternative routes possess the necessary content knowledge and teaching skills to be effective

- **Facilitating interstate teacher mobility.** America produces more teachers than we need each year. For example, Pennsylvania produces 16,000 teachers each year for only 5000 slots, while California is forced to hire burned-out Hollywood agents. However, lack of portability of credentials, experience, and pensions discourage teachers who are not needed in one part of the country from moving to another part of the country. These barriers also discourage teachers who have left the profession from returning. The federal government can help states forge reciprocity agreements by providing technical assistance and resources.



- **Producing a National Report Card on Teacher Quality and Teacher Shortages.** The federal government can help states plan for their future needs by projecting teacher shortages on a regular basis. In addition, Americans need to know how their states are doing in terms of teacher quality. The Department of Education is in the process of developing a **biennial report card** that will provide the citizens of each state a tool by which they can judge how well their state leaders are fulfilling their responsibility to children. For states with unfavorable statistics, we hope there will be significant pressure to improve.

The Secretary announced that we would produce this type of report at the 1996 State of Education speech but the announcement of this teacher report card got little attention. The first report card is scheduled to be ready this December.

Al Shanker was fond of talking about the importance of holding students accountable. Student always want to know, "Does it count?" States have the responsibility of protecting their youngest citizens from education malpractice. Standards for teachers. Yes, they count! All our children deserve the best. Providing only some students qualified teachers is unjust, and we must end this national disgrace. Our slogan should be: **"A Quality Teacher in Every Classroom."**

The NEA and AFT are jointly sponsoring a national conference on teacher quality between September 25th through 27th here in Washington, D.C. Secretary Riley will keynote. This is a first time ever joint conference for both unions.

News

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california's perilous slide

Los Angeles Times

Public Education

L.A. on a typical night.

Tuesday, May 19, 1998

## Too Many Teachers Are Ill-Prepared

By RICHARD LEE COLVIN, Times Education Writer



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**W**hen Heidi Brooks decided to try teaching, she was a burned-out Hollywood agent looking for a temporary job...as a substitute...to tide her over.

She quickly found that becoming a teacher in California is nearly as easy as getting a job at McDonald's. No experience? No problem. An hour on the phone snagged the 28-year-old three interviews...and three offers of permanent jobs.

She wound up at Main Street Elementary in South-Central Los Angeles in charge of a class of Spanish-speaking first-graders...thanks to having minored in Spanish at USC.

"They didn't even ask me if I was fluent," said Brooks, who isn't. "I think it hurts children severely...because they're being taught by someone like me."

Brooks' frankness may be rare. Her situation is not.

More than 31,000 California classrooms are presided over by men and women who do not have teaching certificate...instructors who are still learning their craft even as they teach children to read and write and add.

Californians love their teachers.

A Times poll found that even among those who offer a low rating of public schools, only 4% blame teachers. And among those who rate schools highly, the largest number, 38%, credit the teachers.

But even teachers say that the public schools struggle with too many instructors who are unlicensed and untrained; too many classrooms with no permanent teacher, just a parade of substitutes; and too many teachers who see the job as a temporary stopover on the way to a real career.

There is such a need for warm bodies in front of the blackboard that, on any given day, 2,000 classes are headed by "long-term" substitutes who work a maximum of a month and move on. Several thousand other teachers are hired under waivers allowing them to remain in the classroom although they lack even a college degree or have been unable to pass a simple test of arithmetic, reading and writing that is pitched at about the 10th-grade level.

In the Compton school district...the first in history to be taken over by the state...nearly one in five teachers has not passed that test.

All this has not escaped the notice of state leaders. Gov. Pete Wilson has proposed spending \$145 million extra this year on efforts to attract more good teachers, improve their skills and ensure that they stick around.

Manifest Problems

## Schools

 [Elk Targeted Schools](#)

 [The 10 Schools: Anatomy of Reform](#)

 [More Uncredentialed Teachers](#)

 [What Japanese Teachers Must Know](#)

 [Times Poll: Teachers and Tests](#)

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**DAY ONE:** [Our Failing Schools](#)

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## **Manliest Problems**

All around California, a visitor to schools can see why that effort is needed.

In suburban Glendale, a fifth-grade instructor, diagraming the sentence "There was a smear of blood," tells the students...wrongly...that "smear" is an adjective. Later, he tells them...wrongly...that "his" is a noun, because it describes a person.

His students, in putting together booklets illustrating grammar concepts, spell it "gramer" and "grammer."

In South-Central Los Angeles, Debra Crawford, a veteran teacher, went on maternity leave for six months. Three substitutes filled in during her absence.

When Crawford returned in February, she found her students far behind. They struggled to add two numbers, as simple as 7 plus 1, using plastic bears for help.

By that point in the year, the children would normally have read five small books and half the stories in a thick anthology, and used a computer to make three books of their own. None had done any of that.

At least three were still at a pre-primer level, meaning they had yet to learn the alphabet, didn't know the sounds of letters and couldn't write their names.

"Their behavior had deteriorated to the point," Crawford said, "they're having a hard time sitting down for 15 minutes."

The need for bodies should have come as no surprise. The state has had repeated warnings that the student population would grow rapidly and that schools would need more teachers. In the early 1980s, the state was handing out 3,200 new "emergency" permits annually amid dire predictions that if the trend continued, a third of the state's teachers would lack the required training.

Instead of solving the problem, however, the state and its school districts have created a front-door, back-door arrangement.

The "front door" is the noble way teachers are supposed to enter the classroom: Start with an undergraduate degree, add an array of specialized courses in teaching...about two semesters' worth...then cap it off with tests and a supervised stint as a student teacher.

The "back door" has allowed virtually anyone with a college degree into the classroom...especially if they are willing to teach in an urban area, or work with students who don't speak English, or work with those with learning handicaps.

The last time figures were calculated nationally, in the 1992-93 school year, California trailed all the states except New York and Hawaii in the percentage of teachers with full credentials.

Today, 11% of the state's teachers lack full credentials. The Los Angeles Unified School District...where needy students cry out for the best, most experienced instructors...has 6,000 holding emergency permits. In a dozen other districts in Los Angeles County, more than 20% of the teachers are in the same boat. In Compton's elementary schools, it's 60%.

Some elite schools still have their pick of teachers, receiving 10



Adie Sukkar talks with Manual Arts senior Monica Gutierrez. The class, in which most students speak English as a second language, is reading Shakespeare's "Macbeth."  
CLARENCE WILLIAMS / Los Angeles Times

applications for every opening. But the shortages are beginning to hit suburban districts too, places such as Garden Grove and Simi Valley.

Through the 1950s and '60s, teaching drew some of the most academically able Americans, in part because it was one of the few professions that welcomed women and minorities.

As opportunities for those groups bloomed in other fields, however, the popularity of teaching "nose-dived, fell off the charts," said UCLA professor Alexander Astin, who has tracked such trends for three decades as part of a survey of college freshmen.

Today, the SAT scores of high school students interested in teaching are relatively low, averaging 964 nationally...higher only than those of students planning to major in home economics, public affairs and technical and vocational fields. In California, would-be teachers score 40 to 60 points below the state average in math on the college entrance exam.

Most...enough to produce 60% of the state's teachers...come through the 22-campus Cal State University system. The early stages of the problems that plague the state's teachers are on display there.

### **Barely Getting By**

It's dark on a chilly winter's evening and Dan O'Connor, a Cal State Long Beach political science professor, is questioning the 20 men and women in his class...each about to complete the prescribed undergraduate program to become an elementary school teacher.

Do you feel you're ready to teach arithmetic?

Not a single hand.

Then, the follow-up.

Why didn't you take more math?

"I barely get by in math classes," said 24-year-old Sue Orloff. "If I get a bad grade, my grade point average will go down and I won't get into grad school to become a teacher."

Instead, she focused on learning to use art and dance to reach children.

Another student "loves history," so she signed up for more of those courses. The problem was, she said, "all of the history classes I've taken are worthless because that history is not taught in elementary schools."

Dana Miller, another of O'Connor's students, concentrated on courses exploring the "cultural and social diversity" of students in Southern California.

"I learned so much," she says.

Like most aspiring teachers at Cal State campuses, these students are majoring in "liberal studies."

The students at Cal State's campuses often arrive only marginally prepared for college work. At many campuses, half the entering class fails to satisfy writing requirements. An even greater percentage have to take remedial math.

The liberal studies major was designed to take those students and expose them to the breadth of subjects that youngsters are taught in elementary school. But over time, it has become something of a symbol for what ails teacher preparation in California: superficial, unfocused and not aligned with the most pressing needs of the state's schools.

Out of 371 liberal studies students at Cal State Long Beach, only six this year chose to take the courses for a concentration in science, and four focused on math. Far more popular was physical education.

O'Connor analyzes his students' abilities this way: The top 20% of them, he says, would do well in any college. Those in the middle 60% would be able to "survive" at more demanding colleges. And the bottom 20% would bomb out if asked to meet higher standards.

But O'Connor knows that even those on the bottom rung would probably have no problem getting hired as teachers.

One encouraging note, as O'Connor sees it, is that the best of his students are not done with their educations. Following the "front door" approach...the way training is supposed to work...they stick around to take a fifth year of courses focusing on teaching "methods."

Without that graduate training, said Kris Clemens, a beret-wearing senior, "You could know the subject, but what good is that if you can't teach."

The problem is that many of the students will not stick around to finish their training. They feel the lure of a job...the opportunity to go straight to work under an emergency permit. Start out at, say, \$30,000 a year. For nine months' work. Pay off those college loans. Move out of mom and dad's house.

And they can pick up what they have skipped...like the essentials of running a classroom...at night school. Of course that means studying after spending a draining day on the job, reducing their ability to teach and to learn, but many try to earn their credential that way.

Rae Ann Montoya, sitting off to the side in O'Connor's class, was worried that she hadn't yet learned how to discipline students. She found that out while working in an after-school child-care program and trying to get the children to do homework. "I totally lost control of my group," she said.

Still, Montoya was undeterred.

"I'm filling out applications now," she said. "Most of the districts, they'll take me . . . only the more affluent districts said 'No.' "

As O'Connor put it, "If you have a degree and a pulse you get snapped up."

### **A Question of Standards**

Does all this matter?

Kristi Jones, who heads the liberal studies program at Cal State Long Beach, would actually like to see current standards lowered.

Right now, a student must have a B- average to get into the school's teacher education program. Jones believes that perhaps a C should be good enough.

"It isn't that they're dumb, it's the amount of time they can devote to their studies," she says, noting that many students are working even while going to school and haven't the time to study.

"Many of them can make good teachers," she insists.

Many Americans believe that being a good teacher is something innate and "that therefore all you need is to . . . love kids and have a sincere desire to do what's right," said Terry Dozier, an ex-classroom teacher who advises Secretary of Education Richard W. Riley on instructional issues.

"The general attitude of the American people is that teachers are . . . asked to do the impossible...with limited resources," she says. "We say, 'If they want to be there and care about kids, what damage can they do?' "

There is no doubt that a dedicated teacher is a wonder to behold.



Teaching three dozen hyper 10th graders is no easy task for Susan Kim. Susan Kim, 24, arrived at Granada Hills High School with emergency credentials last fall five weeks after classes began. IRFAN KHAN / For the Los Angeles Times

Spend a day following Susan Kim, 24, who is in her first year at Granada Hills High in the San Fernando Valley.

Because of overcrowding, Kim's "classroom," as she calls it, is a two-wheel suitcase rack holding a black bag with the necessities...lesson book, tests, student assignments, pens and pencils. She drags it through the halls to teach in five different rooms each day.

"The stairs kill me," she says as the two-wheeler clunk-clunk-clunks to the classroom that will be her home for the next period.

Or watch Adie Sukkar, a newcomer at Manual Arts High, who calls out, "Bye! I love you!" after leading her students...most of whom speak English as a second language...through Shakespeare's "Macbeth."

But as the National Commission on Teaching and America's Future observed last fall, it's dangerous to think that dedication is enough. Unlicensed doctors or lawyers would not be tolerated. But teachers are.

Repeatedly, California has seen that shortfalls in teacher training can jeopardize even the most well-meaning educational reforms.

Fifteen years ago, for example, California decided to toughen the requirements for graduation from high school. Students would have to take more English, history and math.

But because of the shortage of trained teachers, 46% of the state's math classes are now taught by someone who did not even minor in math in college. That figure places California third from the bottom among states in the math expertise of its teachers.

Not surprisingly, the 1996 National Assessment of Educational Progress found that California's eighth-graders ranked 28th among the 39 states and jurisdictions where math tests were given. The picture was even worse for the state's lowest achieving youngsters. And it is the children at the bottom of the heap who are most likely to have unlicensed teachers.

Last year, the Long Beach Unified School District gained national attention for its plan to set up a special eighth-grade "academy" as a way station for middle-schoolers who were failing.

The academy was supposed to tailor its approach to students who were among the neediest in the school system. Instead, when it opened, the program had 18 teachers...13 were new to the classroom, and seven of them were uncredentialed.

Out of 415 students who started in the academy, only 300 are left and only 225 now are ready to start the ninth grade.

"We should have made a greater effort to recruit more outstanding teachers," said Supt. Carl Cohn.

Or consider Gov. Pete Wilson's effort to reduce class sizes in kindergarten through third grade...which has cost \$2.5 billion so far.

For every two classes trimmed from 30 to 20 students, a new class had to be created. And a new teacher found.

The result?

This last year, California schools hired three times as many teachers on an "emergency" basis as were hired two years ago, according to a report presented this month to the California Commission on Teacher Credentialing.

"If the teachers are learning on the job . . . aren't we getting the results that we should expect?" asks Allen A. Mori, dean of the School of Education at Cal State L.A.

### **A Demanding Job**

Heidi Brooks, the talent agent turned teacher, had a typical fate for a novice without a license: a difficult assignment.

When she started more than a year ago at Main Street School, she was given a group of first-graders who had already had two other temporary teachers. After a month, she was sent to another class.

Finally, in September, she started with a class of her own:

Half the 20 students were supposed to be taught in Spanish. Only two could recite the alphabet.

Three had fathers in jail. Brooks had to fill out child abuse referral forms for one boy, whom she suspected was being beaten. His speech was slurred and hard to understand.

The mother of another child, who comes to class impeccably dressed in color-coordinated outfits, confided that her daughter was born on the street while she was homeless, having spent all of her money on drugs.

One day, not long ago, Brooks led her students haltingly through the alphabet. Then they moved on to spelling, although several could not read the words. Rather than let the children struggle to come up with a sentence using the words, Brooks did it for them.

"The queen is on the swing and she is swinging," she wrote.

One student begged to read it, only to stumble over the word "and." Growing nervous, he sat on his hands and rocked. Brooks told the others to draw a picture of the queen and the swing and write their own sentences, then turned to give the boy individual attention.

Slowly, though, things began to fall apart.

Antoine balanced a plastic nickel, to be used in a math lesson, on his eye.

"How many pennies in a nickel?" Brooks asked the students, sitting in a circle on the rug. Blank stares.

She sent them to their desks to practice a series of money problems. She did not have enough plastic money, however, so she began cutting more out of paper. Some pupils began wandering around the classroom. A special education student wrote random numbers. Others wrote nothing.

Soon, Luis was on the floor, pretending to be a charging bull. Juanito was in a martial arts stance, chopping the air with his hands and feet. Shakeeshia carried Khadija on her back.

"Now I've lost them," Brooks sighed, throwing up her hands.

The principal of Main Street is Javier Centeno. He praises Brooks' enthusiasm for her job.

"Techniques, classroom management, I can teach her that," he said. "You can't teach enthusiasm."

But in Brooks' case, the enthusiasm in running out: Her tour of duty will end in June.

"I love children and I really wanted to give back to society for a while," she

said. "But this is not what I want to do for my life."

So if she continues working in a classroom, she explained, it will be as she originally envisioned...as a substitute. And then only at schools close to her home, on the Westside.

### **High Turnover Rate**

Like Brooks, many teachers in Los Angeles, and other urban areas are merely passing through.

In Los Angeles, for example, a third of the teachers hired in 1994 quit within three years. Other districts report attrition rates as high as 50%. Among unlicensed teachers, attrition is estimated to be as high as 70%.

That causes a constant churning...costly both to the system and to students.

Attracting the best people to teaching, helping them out once they're in the classroom, keeping the good ones from quitting is already a high priority with state leaders.

The most earnest among those leaders envision teaching as a "profession," similar to medicine or law, in which candidates would work under the wings of veteran coaches for one or two years before gaining their independence.

Already, school districts, backed with state money, are bringing on "interns" and giving them lots of help in the classroom; rounding up assistants and transforming them into bona fide teachers and even trying to push high school students to pursue a career in education.

Some schools, with the support of grants and nonprofit groups, are trying to make professional development seminars...long disdained by most teachers as irrelevant...more useful.

Math teacher Salima Husain, a veteran of 16 years in the classroom, was a participant in one such seminar last fall at Van Nuys Middle School and she gained a painful insight.

Each teacher was to demonstrate a math lesson and be critiqued by colleagues. Husain's students had failed miserably with an assignment that required them to calculate the area of a living room. When she presented the lesson, her colleagues wound up similarly confused.

Husain was stunned. "What is going on here?" she wondered. That night, she went home and cried to her husband. She thought about her students in a different light and was crushed by guilt. It hadn't been their fault...it had been hers.

With her colleagues' help, Husain analyzed what she had been doing wrong. When she got back to her regular classroom, she taught the lesson over. This time, 90% of her 150 students aced it.

But the sheer number of teachers makes such scattershot efforts to upgrade teaching daunting. As foreseen years ago, school enrollment is surging across the country, just as a generation of veteran instructors is retiring. School districts from Texas to New York to Florida are gearing up to add or replace about 2 million teachers.

In California, schools may need to hire as many as 300,000 new teachers in the next decade, more than currently work in all the state's classrooms.

At the Cal State system, the new chancellor, Charles Reed, has already said that whatever else he does, what will define his tenure is how he responds to California's urgent need to recruit and train almost an entirely new teaching



force.

Reed has set a goal of rapidly increasing the number of teachers the system turns out each year from the current 10,000 to 15,000 by the year 2001.

Cal State has embarked on a variety of other projects to improve teacher training: establishing closer relationships with school districts, for example, and making education classes more accessible by offering them at nights and on weekends.

But it will be hard to fill the need through the front door.

State Sen. Betty Karnette (D-Long Beach), a former junior high math teacher, recently offered a small proposal to upgrade standards for California's classrooms: requiring that all teachers have a college degree and pass the state's basic skills test.

The proposal drew immediate opposition and was killed in a legislative committee.

Who was opposed?

The California School Boards Assn. and a group of suburban school districts.

Why? They were worried about finding enough warm bodies.

Heidi Brooks, who was hired with no experience, teaches Spanish-speaking first-graders at Main Street Elementary in South-Central. "They didn't even ask me if I was fluent," says Brooks, who isn't.

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# Public Education: California's Perilous Slide

# ING

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## Times Poll: Teachers And Tests

Standardized tests are broadly embraced by California parents, although a large majority of teachers agree that the tests present a disadvantage to minority students. Teachers also feel that those instructors who lack full credentials—a growing group in California schools—give students a lower quality of education.

### STANDARDIZED TESTS

■ Should the state require students to pass a standardized test as one of the criteria for advancing to the next grade level or graduating from high school?

|            | PARENTS* |       |       |        |       | Teachers |
|------------|----------|-------|-------|--------|-------|----------|
|            | All      | White | Black | Latino | Asian |          |
| Yes        | 78%      | 75%   | 71%   | 86%    | 81%   | 65%      |
| No         | 18       | 21    | 25    | 11     | 15    | 30       |
| Don't know | 4        | 4     | 4     | 3      | 4     | 5        |

■ Which is a better indicator of a child's progress in school: standardized tests given to students at the same grade level, or their grades and teacher evaluations?

|            | PARENTS* |       |       |        |       |  |
|------------|----------|-------|-------|--------|-------|--|
|            | All      | White | Black | Latino | Asian |  |
| Tests      | 37%      | 32%   | 36%   | 37%    | 54%   |  |
| Equal      | 9        | 12    | 6     | 6      | 5     |  |
| Grades     | 49       | 52    | 52    | 52     | 33    |  |
| Don't know | 5        | 4     | 6     | 5      | 8     |  |

### TEACHER QUALITY

■ Do you think your child receives (asked of parents) /you receive (asked of students) enough personal attention from teachers?

|            | PARENTS* |       |       |        |       | Students** |
|------------|----------|-------|-------|--------|-------|------------|
|            | All      | White | Black | Latino | Asian |            |
| Enough     | 63%      | 67%   | 46%   | 64%    | 57%   | 71%        |
| Not enough | 34       | 31    | 53    | 33     | 34    | 27         |
| Don't know | 3        | 2     | 1     | 3      | 9     | 2          |

■ California issues emergency teaching permits to people who have completed a bachelor's degree and can pass a basic exam but have not taken the required year of teacher training. Is the education students get from emergency-permit teachers worse, equal to or better than the education they get from fully credentialed teachers?

■ How would you rate the overall quality of teacher training you have received?

|                         | TEACHERS |      |           |
|-------------------------|----------|------|-----------|
|                         | All      | Full | Emergency |
| Excellent/above average | 65%      | 69%  | 51%       |
| Average                 | 26       | 23   | 36        |
| Below average/poor      | 9        | 8    | 13        |

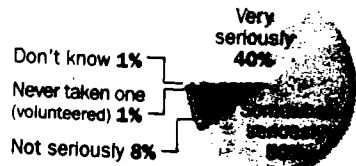
■ What one change would you make to attract the best qualified people to teach in California's public school system? (Top 3 responses are shown)

|                 | TEACHERS |      |           |
|-----------------|----------|------|-----------|
|                 | All      | Full | Emergency |
| Higher salaries | 60%      |      |           |
| Smaller classes | 6        |      |           |
| More respect    | 6        |      |           |

### STANDARDIZED TESTS

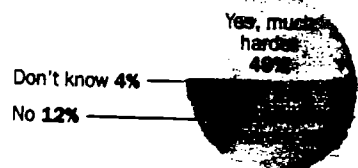
■ When you take standardized tests, do you take them:

Asked of students\*\*



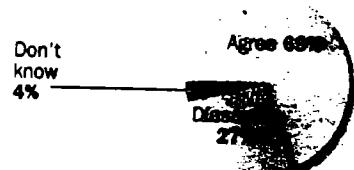
■ Do you think you would work harder in school if you had to pass a standardized test to advance to the next grade or to graduate from high school?

Asked of students\*\*



■ "Minority students and students from different cultures are at a disadvantage when taking standardized tests." Agree or disagree?

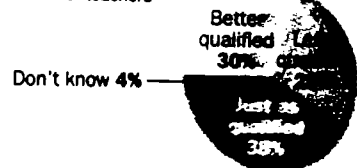
Asked of teachers



### QUALIFICATIONS

■ Are people entering the teaching profession today better qualified than teachers were 10 years ago, less qualified or just as qualified?

Asked of teachers



■ Why do you say that people going into the teaching profession today are less qualified?

(Asked of those who said "Less qualified"; accepted up to 2 replies; top 3 responses are shown)

Asked of teachers

|                                                 |     |
|-------------------------------------------------|-----|
| Too many with emergency credentials             | 40% |
| Poor quality college students becoming teachers | 27% |
| Inadequate credentialing programs               | 24% |

\*Parents of children between the ages of 5 and 17 attending school in California.

\*\*Children ages 12 to 17. Totals may be less than 100% where not all answer categories are shown.

Source: L.A. Times polls

Times Poll results are also available on the World Wide Web at:

<http://www.latimes.com/HOME/NEWS/POLLS/>

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## CALIFORNIA TEACHER CHARACTERISTICS

### Statistics

Average age: **43.1**  
Average years in district: **11.6**  
Average years in education: **14.2**  
Percent tenured: **71.3**

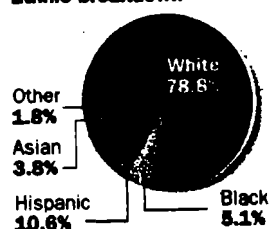
### Salary averages

California: **\$43,114\***  
National: **\$37,885**

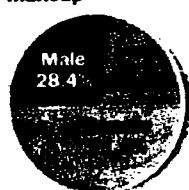
### Highest salaries

Connecticut: **\$50,254**  
Alaska: **\$49,620\***  
New York: **\$48,115**

### Ethnic breakdown



### Gender makeup



## TEACHING OUT OF FIELD

Percentage of public high school teachers with less than a minor in the subject they teach.

| Subject              | Percentage |
|----------------------|------------|
| Math                 | 46.4%      |
| Science              | 22.6       |
| Social Studies       | 13.3       |
| English              | 24.8       |
| Foreign Language     | 26.9       |
| Vocational Education | 19.1       |
| Art/Music            | 37.8       |
| Physical Education   | 25.4       |
| Life Science         | 30.7       |
| History              | 46.9       |
| Physical Science     | 52.0       |

## SAT SCORES OF CALIFORNIA COLLEGE-BOUND SENIORS 1997

| Intended college major       | Verbal and math score |
|------------------------------|-----------------------|
| Education                    | 947                   |
| Natural Sciences             | 986                   |
| Biological Sciences          | 1084                  |
| Business and Commerce        | 983                   |
| General or Interdisciplinary | 1079                  |
| Health and Allied Services   | 998                   |
| Home Economics               | 905                   |
| Language and Literature      | 1141                  |
| Mathematics                  | 1149                  |
| Physical Sciences            | 1154                  |
| Social Sciences and History  | 1026                  |
| Technical and Vocational     | 887                   |

\*estimated  
Sources: California Department of Education, National Commission on Teachers and America's Future, National Education Assn.

sure of success was to be straightforward: bringing average scores on an annual standardized reading, math and language test up to the national median, the 50th percentile.

"The school district is on the line," declared then-administrator Paul Possemato. "Either it can teach poverty children, or it can't."

Now Los Angeles has embarked, with fanfare, on yet another campaign to transform schools at the bottom of the academic heap. This time it's Supt. Ruben Zacarias' "100 schools" project. "I will not make or accept excuses," he says.

But what happened to its predecessor, the Ten Schools Program? Did all that cash buy the promised improvement? And did anyone really monitor how well it worked?

This much is clear: By its own strict goal, the program has failed.

More than 10 years and \$100 million later, the schools as a group have not come close to the 50th percentile. Last year, their students scored at the 34th percentile, barely above the district's average of the 33rd percentile.

At the same time, the schools are faring better than when they started, and outpacing neighboring campuses, suggesting that something good has occurred.

As with many touted educational programs, however, there has been little formal analysis to determine whether taxpayers have gotten their money's worth—and what can be learned from the experiment.

So The Times conducted its own review, including having a leading expert analyze a full decade of test scores from the Ten Schools.

What emerged is a textbook lesson in the false promise of exaggerated claims—and the astounding complexity of trying to improve the performance of California's most troubled schools.

• Beyond the rhetoric, the "optimum" conditions proved impossible to reach—particularly the part about hiring experienced teachers. All 450 teaching positions at the schools were thrown open, but initially only 330 people applied, most of whom were already working in the Ten Schools. Today, one in four teachers at those campuses lacks a full credential.

• Though there were substantial gains at most schools, they came after a population shift dramatically altered the experiment. The original idea was to help African American students, so the schools picked were at least 60% black. A decade later, all but one are predominantly Latino. The only school that still has a majority of black students—102nd Street—languishes on Zacarias' list of 100 lowest performers.

• While test scores in the first and second grades have shown the biggest gains, scores slip significantly in the upper grades.

"I can't believe that the district should be persuaded that they have a model," concluded Robert Calfee, associate dean of Stanford University's School of Education, who analyzed the scores.

But the program's top administrator, Assistant Supt. Theodore Alexander, says there has really been only one flaw with Ten Schools: that district higher-ups set such an outlandish goal—the U.S. median.

Alexander asks that the schools be stacked instead against those facing similar challenges. Scores are far worse at nearby campuses, at the 22nd percentile.

"It's a constant battle, with people saying there's no significant difference," Alexander said. "When I hear that argument, I want to tell people to go to hell."

## Academic Strategy Ahead of Its Time

The Ten Schools are places where a first-grader, when asked to make a sentence using the word "which," offers: "Which boy got killed?" Or where a special bell signals a "lock-down" because of violence outside. Or where a principal keeps the business card of a child abuse police detective in the corner of a photo frame.

scores and low test scores. In the decade the program, scores have risen to slightly above the average of all Los Angeles schools. But reading skills still lag in the upper grades. Meanwhile, the schools have ceased to be predominantly black.

## STANDARDIZED TESTS

Students graduating scored higher on state tests than those who graduate declined the longer

### Average 10 Schools on reading exam

| Grade | 87-90 | 91 |
|-------|-------|----|
| 1st   | 26.33 | 39 |
| 2nd   | 20.00 | 27 |
| 3rd   | 17.67 | 26 |
| 4th   | 15.33 | 23 |
| 5th   | 19.67 | 24 |

## PROGRAM BENEFITS

Each school in the following: year-round clerk, full-time bus attendance counselor, reading lab teacher, time psychologist, development, etc. Some benefits, been extended to Schools still receive student.

### Spending per student

10 Schools District

Source: Los Angeles Unified School District

These are words from Flournoy Elementary: *I am a strong black girl. I wonder if I'll make it. I hear the sound of a gun. I see homeless families. I want a better life.*

Consuela was the first child in the African American group—were failing.

First came the state lawsuit. Then the school board by a single vote voted to end the program single test scores below the

Seven were in the One—102nd Street—of the Jordan D. Flournoy—hugged dens apartments.

The program's a time. All 10 schools program known as Opportunity mandated it. All be specially tailored. Ebonics debate. All

U.S. NEWS

# Will teachers sa

As alternatives like vouchers and charter sch



# Save public schools?

As schools gain momentum, time may be running out

BY THOMAS TOCH AND MAJOR GARRETT

**W**hile many Americans spent the Fourth of July weekend barbecuing and watching fireworks, Ken Swanson, a veteran sixth-grade teacher from Belvidere, Ill., was at the Ernest N. Morial Convention Center in New Orleans. He joined teachers from throughout the nation at a meeting whose outcome demonstrated the uncertain fate of reform in public education.

The 42-year-old Cubs fan and elected representative to the National Education Association had gathered with the other 9,714 local delegates of the giant teachers union to vote on a plan of historic proportions—the merger of the NEA with its archrival, the American Federation of Teachers. But rather than affirming four years of negotiations, as the NEA's national leaders had expected they would, Swanson and other delegates resoundingly rejected the merger: 67 percent of the delegates' votes were needed to approve it, but it won only 42 percent. The election's outcome was an extraordinary rebuke to the NEA's leaders and has far-reaching consequences for American education.

Frustration with public schools has mounted in the 1990s, and the number of charter schools and other alternatives to traditional public schooling has risen steadily. Conservatives have long backed such reforms. But now others are adding their support, including African-American leaders troubled by the quality of education minority students receive in urban school systems. Combining the NEA's 2.4 million members and the AFT's 975,000 into a single organization—a mega-union representing 80 percent of the nation's teachers—would have ended a “wasteful rivalry” between the two organizations, their leaders argued, and would have created a more powerful defense

A first-grade class at P.S. 198 in Manhattan, where faculty mentors are used to improve the quality of teaching and learning

against public education's critics.

The NEA and AFT are already the two most influential organizations in American education, with huge memberships and vast resources. But the unions are widely perceived as barriers to the improvement of public education, especially in teaching. And despite the unions' strength, the advocates of alternatives to traditional public schools have been gaining ground. For example, a recent *Wall Street Journal*/NBC poll shows that 41 percent of the public believes unions to be part of the problem in public education. If the teachers unions don't embrace serious reform, the champions of charters, vouchers, and other market-based alternatives will gain even more of an upper hand.

**Inertia is the enemy.** The unions' national leaders understand this reality. “We cannot go on denying responsibility for school quality,” Robert Chase, the president of the NEA, declared in a speech at the National Press Club in Washington, D.C., 18 months ago. “We must revitalize our public schools from within or they will be dismantled from with-

## Public education's troubles

■ Over half of the 1,795 teacher candidates in Massachusetts failed a test of basic skills.

■ An international study found that the longer U.S. students stay in school, the further they fall behind their counterparts abroad.

## U.S. NEWS

out." A public relations study done for the NEA warned that inertia was the union's worst enemy: If the union fails to act in the name of reform, the study said, it risks "further marginalization and possibly even organizational death."

Since his Press Club speech, Chase, a burly, soft-spoken former social studies teacher from Danbury, Conn., has urged his rank and file to shift from old-style industrial unionism, with its emphasis on wages, hours, and working conditions, to a "new unionism" that

emphasizes high-quality teachers and high-quality schools. To Chase, the biggest challenge facing the teachers unions today is whether they can bring about real reform before alternatives become so widespread that the traditional public system is relegated to a secondary status. Chase viewed the merger as the most important step the unions could take to meet that challenge.

The refusal of the NEA's delegates to back the merger plan makes plain just how difficult it will be for Chase to persuade his 52 state affiliates and 13,250 locals to

back tenure reform, public-school choice, and other increasingly popular changes. Most of the delegates who rejected the merger did so primarily because they believed it would have decreased the power of the NEA's local memberships.

NEA officials like Robert Gilchrist, the past president of the Iowa Education Association and a vocal merger critic, insist that the vote didn't undercut Chase's credibility with the rank and file. And Chase himself notes that, in a separate vote, the NEA delegates supported the merging of state and local affiliates of the two unions.

**No second term?** But others say that Chase was privately dismayed by the size of the vote against the merger and that there's a good chance he won't be returned to a second, three-year term next summer. Chase responds: "I've already



Students honor the flag at Benjamin Franklin Charter School in Mesa, Ariz. There are now nearly

announced for next year; the campaign has begun."

While only a tiny fraction of NEA's locals have adopted significant reforms, plenty of state and local leaders have argued for them. And there have been some encouraging signs of wider change: 500 NEA union representatives last spring gathered in Columbus, Ohio, to learn about a "peer review" program that places both new teachers and failing veteran teachers under the tutelage of mentor teachers. The mentors, in turn, have the power to recommend the removal of underperformers from the classroom (though they don't do so often). In Seattle, the union has permitted schools to begin selecting their own teachers and to link teachers' evaluations to their students' achievement. Still, in many quarters there is intense opposition

to any talk of new unionism.

Chase hasn't been helped by the fact that AFT President Sandra Feldman has done little about teacher union reforms since taking office after Albert Shanker's death a year and a half ago. Instead, while professing a commitment to teacher reforms, Feldman has frequently attacked vouchers and other "threats" to public education. She plans to present a resolution on teacher quality to the AFT convention delegates later this month, but the resolution has little edge: It calls for tougher entrance standards in teaching and peer review, but sidesteps the key issues of performance pay and seniority-based staffing.

Tokenism toward teacher reforms isn't likely to do the unions—or public education—much good. An increasing number



**DEAL'S OFF.** The AFT's Sandra Feldman and NEA's Robert Chase sought a merger.





#### 800 charter schools in the United States.

of traditional public-school supporters are now becoming advocates of vouchers, charters, and other competitive reforms. In the Senate, eight Democrats, including Dianne Feinstein of California, sided with the Republican leadership last month, approving legislation that would permit modest tax-free educational savings accounts for students in either public or private schools. The bill would also give states financial incentives to institute performance-based pay and competency testing for teachers.

Teacher unions have had a longstanding role in shaping the Democratic Party's education platforms. But the merger defeat may also place that in jeopardy. "Among the public there is a rejection of the system as now designed," says Sen.

#### Recent milestones

■ **June 9:** Financier Theodore Forstmann and retailing heir John Walton pledge \$100 million to establish private voucher programs in cities.

■ **June 10:** The Wisconsin Supreme Court upholds the use of vouchers to send low-income Milwaukee students to parochial schools.

Bob Torricelli of New Jersey, who is co-chairman of the committee that seeks to elect Democrats to the Senate. "But the movement for reform may be understood last by those in the classroom. They could find themselves out of the process. All of us are not going to wait." Torricelli co-sponsored the education savings legislation in the Senate.

Congress plans to forward the education savings bill this week to President Clinton, who has vowed to veto it on grounds it amounts to a federal subsidy of private and parochial schools. Clinton has promoted a range of reforms to strengthen public schools, from higher and tougher standards to performance-based pay and other teacher reforms that clash with union policies. He has drawn the line, however, at backing reforms that would siphon public monies away from public schools.

**No deal.** Clinton's opposition to the education savings bill is so strong that he recently turned down a GOP offer of support for his own reform proposals in return for his signing the bill, according to a senator involved in the negotiations. Clinton's reform proposal would provide federal funding for 100,000 new teachers and \$22 billion in bonds for new schools construction. White House spokesman Joe Lockhart denied that the White House received an "explicit" offer from Republicans on school bonds and funds for new teachers, but said there was a "very high degree of probability" that the White House would reject any deal from Republicans that forced it to accept education savings accounts.

Congressional Republicans say they aren't very troubled by Clinton's likely veto. Sensing voters' frustration with public education, they are eager to use the veto against the president and the Democratic party. Says Rep. Mark Neumann of Wisconsin, who is challenging incumbent Democratic freshman Sen. Russ Feingold: "Education is the No. 1 issue when we discuss social policy." Neumann plans to run television and radio ads accusing Feingold of denying families an opportunity to save for their kids' educations.

The national leaders of the NEA and AFT face a difficult future. They can fight competitive alternatives to traditional public schools. But in the absence of major reforms that restore confidence in the traditional school system, their battles won't amount to much more than a rear-guard action. ■

With Wray Herbert

# THE

# ON

By ROMESH RATNESAR

**R**EMEMBER THIS SCENE? SAN Diego, 1996. Bob Dole steps up to the podium for his acceptance speech at the Republican Convention. He looks lean and hungry, the faithful are cheering, so midway through the speech, Dole stares into the cameras and decides to uncork. "To the teachers' unions, I say, when I am President, I will disregard your political power," he bellows. "If education were a war, you would be losing it." Dole says he

is not talking "to the teachers, but to the unions," but it doesn't matter. Democrats seize on Dole's screed and cast him as a rabid teacher hater, an enemy of education. The two largest teachers' unions pour more millions into the Democrats' campaign war chest. President Clinton vows that he, at least, will stand by America's teachers. You remember the rest.

So do Republicans. Since the Dole disaster, the mantra around Washington has been simple: Don't mess with the teachers. Last year C.O.P. consultant Frank Luntz declared that Dole's attack was the least popular sentence of the entire 1996 campaign and instructed Republican candidates to "find common ground with public school teachers." As fed up as many Americans are with the sor-

ry state of the country's public schools, they have generally regarded teachers as the good guys: the ones who stay late, who beat textbooks out of their meager salaries. While Republicans still detest the two formidable teachers' unions—the National Education Association and the American Federation of Teachers—for their fealty to the Democrats, they know better than sound anti-teacher. "When it comes right down to it, people like teachers," boasts A.F.T. president Sandra Feldman. "At they think they deserve to have unions."

So with voters rating education as the campaign season's top priority, the Republicans have come up with a more subtle strategy: they're focusing on how to



## TESTING

The clamor for examinations for applicants and teachers as well. A Massachusetts hopeful is crams for her certification test



T I O N

# TEACHERS

Politicians are fighting for voters' hearts by going after the bad apples in classrooms

improve teaching without taking on teachers. So far it seems to be working. G.O.P. polls show that Republicans have gained 10 points over the past six months in surveys asking which party is best able to address the education issue. In New Mexico's special house election two weeks ago, Republican Heather Wilson coasted to victory, largely on the strength of a single pro-education TV spot using a teacher to promise that "Heather will fight for higher standards for teachers." In Georgia, gubernatorial front runner Guy Millner has run commercials pledging to beef up teaching standards in the state without putting teachers down. Texas Governor George W. Bush, who is testing the presidential waters, is also going at the issue indirectly by condemning "this business of passing children

through our schools who can't read." The subtext: this Governor can insert himself in the classroom but won't push teachers out of the way. New York Senator Alfonse D'Amato is the exception to the rule: while his campaign for re-election this November has embraced traditional Democratic causes as varied as the environment and health-care reform, he's nonetheless stuck to the Dole approach on education. He ripped teachers' unions early this year for "protecting the perks and privileges of their members" and called for replacing tenure with renewable five-year contracts.

But here's the strangest part about the G.O.P.'s willingness to focus on teachers: Democrats are joining in. In

California's Democratic gubernatorial primary, the candidates bickered over whose plan got toughest on middling teachers. The winner, Gray Davis, supports evaluations of public school teachers by their peers and the testing of teachers in their subject every five years. Although the California Federation of Teachers has endorsed Davis in the general election against Republican Dan Lungren, it was a reluctant endorsement; and Davis has accepted it reluctantly. "Teacher testing and evaluation are not things that warm the hearts of people in the teachers' unions," says

Davis' campaign manager, Garry South. Meanwhile, Massachusetts Senator and Democratic presidential hopeful John Kerry said in June that "no

ARMON RAFT - SYGMA FOR TIME

MICHAEL LEWIS FOR TIME

LEAH JO REGAN - GAMMA LIAISON FOR TIME



## MERIT PAY

ward good teachers motivate bad ones. school districts tie their pay on performance. This Douglas County, Colo., teacher gets the benefits



## TENURE

made it almost get rid of Union this teacher say review can standards



## On Massachusetts' first mandatory certification test for aspiring teachers, of the 1,800 applicants flunked the exam

Both Silber, left, and Karoff argue that those entering teaching aren't good enough

teacher should have a lock on any job."

What's caused these jabs at one of the sacred cows of Democratic politics? In part it reflects parents' pent-up demand for the very changes to public education—school choice and, in a larger sense, classroom accountability—that teachers' unions have consistently resisted. "There's broad frustration and even antagonism out there," says Joe Nathan, director of the Center for School Change at the University of Minnesota. "Americans perceive unions as people who put the interests of their members first. They don't feel the unions pay enough concern to getting rid of ineffective teachers. They see unions as challenging and often trying to stop school reform."

The unions are taking notice. At their national meeting in New Orleans this month, delegates for the 2.3 million members of the N.E.A. turned back a proposed merger with the A.F.T., which would have created the nation's largest union. But most observers think the threats to the unions' power make the drive to combine forces irreversible. And so while they concentrate for now on the tactical move of simply growing bigger, both organizations are also trying to project a new, more cooperative image. Moved in part by a Democratic President's enthusiasm for reforms like charter schools and tougher teacher standards, union leaders have in the past year begun to at least pay lip service to ideas once considered heretical. The shift was detectable last February, when the new head of the N.E.A., Bob Chase, made an astounding admission before the National Press Club in Washington: "The fact is that

in some instances we have used power ... to protect the narrow interests of our members and not to advance the interests of our schools."

**T**HERE ARE GOOD REASONS FOR unions to sound defensive these days. Earlier this month, the worst nightmare of Massachusetts parents came true: the state Board of Education announced that close to 60% of aspiring teachers flunked the state's certification exam in April, the first time it was ever required. Board chairman John Silber, chancellor of Boston University, argued that the results demonstrated the bankruptcy of education schools, the traditional gateway to a teaching credential. "It's simply immoral for schools to graduate students who are not on average more qualified than the students they will be teaching," he says. Representatives of the state's education schools rushed to explain themselves but did little to allay the outrage. "It's not comforting to be the butt of Jay Leno jokes," says Paul Karoff, vice president of Lesley College, which houses Massachusetts' largest education school, "when we're probably performing better than most other states."

As depressing as that sounds, Karoff may be right. Nearly one-third of Virginia's aspiring teachers didn't pass a test of basic skills early this year. A school district in Suffolk County, N.Y., gave teaching applicants an 11th-grade-level reading-comprehension test last July; 75% failed. According to the National Commission on Teaching

and America's Future, more than 20% of high school teachers don't even have an undergraduate minor in the subject they teach. In California, half of the state's math and science teachers have no background in their field. And 12% of all newly hired teachers enter the classroom without any pedagogical training at all.

Part of the problem is that unlike such professions as law or medicine, there is no uniform, national method for certifying teachers. Says Linda Darling-Hammond, a professor at Columbia Teachers College: "We still have a 19th century model of managing teaching." That's bad news for schools of the 21st century. With a growing number of students projected to enroll in grade schools and high schools, and 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 1 million new teachers over the next decade.

That numerical pressure comes at a time when unions are experiencing pressure of a different kind: parents and politicians want them to prove they are willing to root out bad teachers once they get into the schoolhouse. In the past, unions have blunted efforts to loosen tenure laws that make it both time consuming and expensive to fire bad teachers. And they have resisted any moves to pay teachers according to performance rather than seniority. But in some places, that line is beginning to bend. In Douglas County, Colo., teachers' raises and bonuses are determined by a range of performance standards. In Seattle, teachers agreed to let student achievement

be a factor in judging their aptitude in the classroom. And they gave up seniority as the main priority in hiring: now a school must consider a teacher's ability first in hiring from another school.

And yet some much advertised union reforms remain cosmetic. Leaders of both unions have embraced "peer review" of teachers, where a new teacher's performance is judged for an entire year by a "consultant teacher." Peer review also seeks to identify and weed out veteran teachers who aren't performing. Feldman calls it "the best kind of teacher evaluation out there," but others call it a sham, designed to give unions even more control over personnel decisions. A handful of districts, taking their cue from the national union leaders, have successfully instituted peer review. But more often, local unions have ignored it. Says California state superintendent Delaine Eastin: "[The unions] do realize the issue of accountability is on the stove, but they want years to pass before we do something."

The unions are dismissive of alternative certification for people who want to teach—liberal arts graduates or people from other industries—without having to acquire teaching degrees. Advocates of alternative certification like Silber push it as a way to increase the number and quality of interested teachers. But while 100,000 teachers have been licensed through alternative programs, union leaders remain cool to the idea: "If John Silber wants to take a job in any school in America, I'll help him get his alternative certification. But this is not how to attract better teachers," says Feldman.

Union leaders, education experts and even some politicians agree on one thing: teachers' salaries need a big boost to attract and retain high-achieving candidates. (On average, first-year teachers make \$25,000 a year.) In response to his state's teacher-testing debacle, Massachusetts senate president Thomas Birmingham last week proposed spending \$100 million toward giving top college graduates a \$20,000 bonus to lure them into teaching. Senator Kerry too called for "raising teacher salaries and paying [them] like professionals." Given the scope of the teaching crisis and the priority voters make of education, politicians of both parties might just agree to throw money at the problem. —With reporting by James Carney/Washington, Andrew Goldstein/New York and Richard Woodbury/Denver

## Ever Try to Flunk a Bad Teacher?

**W**HEN STUDENTS IN CLEMENTINE JOHNSON'S TYPING CLASS BEGAN THROWING books and dismantling typewriters six years ago, she didn't send anyone to detention. Instead she gleefully tossed back. Then, according to the *Florida Times-Union*, after the principal called her class unruly, she wrote a loopy letter describing the "living flesh on my true hereditary genes bones." Finally she changed her surname to God.

The decision to fire Johnson—sorry, "Ms. God"—may seem like a no-brainer. But in fact she stayed on the job another year, presumably enlivening class but probably not serving Florida's future terribly well. How did she stay so long? She chose the right career: rigid work rules and languorous appeals procedures make teaching a profession from which it is almost impossible to be fired. Which isn't to demean the millions of teachers who work hard for sweatshop wages. But when, for example, only .02% of Florida teachers were dismissed for incompetence last year, you know there's a problem.

Why does it take so long to fire bad teachers? Each state is different, but most award educators lifetime job protection after just three years on the job. Tenure gives teachers faced with termination a host of stalling tactics—principals seeking to dismiss them must usually file several written reports, wait a year for improvement, file additional poor evaluations, appear at a hearing and perhaps even show up in court to defend the firing. In the meantime, the teacher still gets paid, as does a substitute. And of course the district must spend thousands to pay the lawyers. Not surprisingly, very few teachers are ever fired: just 44 of Illinois' 100,000 tenured public school teachers were dismissed between 1991 and 1997, according to the president of the Illinois Education Association.

In itself, tenure isn't an awful idea. Most judges and university professors have it. Its noble purpose is to protect teachers from being fired unjustly because, say, they won't teach creationism. And teacher unions point out that tenure confers basic due process.

Nonetheless, in the past few years several states have streamlined their firing procedures, and some have ended tenure altogether. Next year, for instance, Florida will cut to 90 days the time a teacher has to show improvement before a dismissal hearing. New York now requires most of these hearings to last less than 60 days. In 1995 South Dakota repealed its tenure laws, so teachers can be fired for just cause.

Every time a new horror story appears describing a teaching debacle—a Connecticut teacher helped her students cheat on the state's basic skills test but ended up with only a 30-day suspension—the pressure on states to change tenure laws grows. And the movement gained support last month when Democratic Senator John Kerry joined his C.O.P. colleague Al D'Amato in calling to "end teacher tenure as we know it." That's too late to help Ms. God's students, but not their younger siblings.

—By Andrew

Goldstein/New York

### ADDING UP THE COSTS

■ **TEACHER SALARY**  
A suspended teacher is paid throughout the hearing process, which can last a full year.  
Average cost:

**\$47,500**

■ **SUBSTITUTE SALARY**  
The district must hire a substitute during the suspension period.  
Average cost:

**\$30,000**

■ **LEGAL FEES**  
The district must hire a lawyer from the first hearing through all appeals, with costs ranging from a few thousand dollars to over \$500,000. Conservative estimate:

**\$60,000**

**\$137,500**

TOTAL