

TITLE II D TECHNICAL ASSISTANCE: BUILDING CAPACITY TO IMPROVE OUR SCHOOLS

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If all children are to achieve high and challenging academic standards, those who are responsible for children's learning--parents, teachers, schools, districts, and state education agencies--need resources. Educators and parents need access to new ideas and tested strategies for helping children learn. States and districts need help understanding and implementing the provisions of new Federal legislation. Professionals at all levels need guidance and coaching as they implement change and expand their repertoire of skills.¹

Improving low-performing schools is not an easy task. Readily available, top-notch guidance and technical assistance are critical to helping school reforms succeed, particularly as many schools revamp their curricula to help students meet challenging state standards. But many teachers and administrators have neither the time nor resources to identify or successfully implement strategies that might help them improve teaching and learning in their schools.

The Educational Excellence for All Children Act of 1999 would empower states and districts to make their own decisions about the technical assistance that they acquire. The Act would create a comprehensive and cohesive technical assistance system driven by local demands while continuing to ensure a supply of expert assistance in priority areas. The Administration's proposal to reauthorize the ESEA would:

- **Empower customers to choose the assistance that meets their needs.** Our proposal would continue, throughout ESEA, to provide a variety of resources to states and districts to support local capacity for improvement. In addition, the proposal would eliminate the Comprehensive Regional Assistance Centers and redirect resources--through formula grants--to states and the 100 school districts with the largest numbers of children in poverty to coordinate resources and purchase technical assistance services aligned to local needs. The proposal would also support the development of objective consumer guides to share information among consumers about the quality of technical assistance services and providers. This information will inform states and districts when making important decisions about the use of all of their available technical assistance resources.
- **Expand the use of technology.** Our proposal would create an electronic information network to provide teachers, administrators, parents, and students access to new and developing research, model improvement efforts, and innovative instructional strategies. The network would integrate the full range of local, state, and Federal resources, including information from the ERIC

Clearinghouses and the Regional Education Laboratories. The proposal would also require all Federal technical assistance providers to use electronic networks and Web-based resources to expand and improve the delivery of technical assistance.

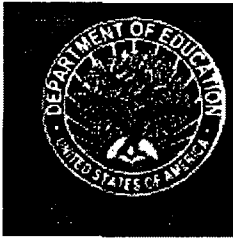
- **Promote expertise in areas of national importance.** Our proposal would continue support for a network of technical assistance providers specializing in key areas, including improving math and science instruction, integrating computer and telecommunications technology into effective classroom practice, and promoting effective parental and family involvement. The Eisenhower Regional Mathematics and Science Consortia, Regional Technology in Education Consortia, and the Parent Information and Resource Centers will continue to support state and local school improvement efforts. The proposal would also support the development of a national center designed to improve the capacity of teachers and administrators to identify and implement effective, research-based strategies that promote safe, orderly, and drug-free learning environments.
- **Help students most at risk of failing to meet high state standards.** Our proposal would require Federal technical assistance providers to target intensive support to districts and schools most in need, particularly high-poverty and low-performing schools. In addition, the proposal would create two new national technical assistance centers dedicated to improving teaching and learning for limited English proficient, migratory, American Indian, and Alaska Native students.

1. US Department of Education, Office of Planning and Evaluation Service. Federal Education Legislation Enacted in 1994: *An Evaluation of Implementation and Impact*

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[Title II C]    [Title III]

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TITLE III USING EDUCATIONAL TECHNOLOGY TO IMPROVE TEACHING AND LEARNING

"This debate has never been about technology. It has been about what our children have the opportunity to do. It's about much more than just giving a young person a computer or connecting that person to the Internet. It's about connecting students to a whole new world of learning resources and offering the mind the opportunity to expand and take on a new and challenging future."

U.S. Secretary of Education Richard W. Riley
July 29, 1998

New and developing computing and networking technologies continue to expand the range of resources, skills, and learning environments that are and will be accessible in the future. Used creatively and aligned to high standards, technology can support inquiry-based learning where students are experimenting and exploring challenging content rather than just reading about it. When supported by technology-based interactive visualization, simulation, and "hands-on" modeling opportunities, students may be able to understand difficult concepts earlier and more readily than ever before. The 1994 reauthorization of ESEA included the first step in ensuring that our students would have access to this changing technological world and its opportunities to support achievement to high standards.

The Technology Literacy Challenge Fund (TLCF), the Technology Innovation Challenge Grants, and the Star Schools programs have charted a path toward modernizing schools and classrooms for the Information Age. Building on the success of these programs, our plan for reauthorization would help teachers and students step into the next century by successfully integrating technology into the curriculum. The Administration's proposal to reauthorize the ESEA would:

- **Stimulate the development of the next generation of tools and applications** through the consolidation of the Technology Innovation Challenge Grants and Star Schools programs into one discretionary authority. Next Generation Technology Innovation awards would advance the use and development of cutting-edge technology and include a stronger focus on identifying and evaluating innovative, effective models that other schools and districts could adopt. The awards would continue the Star Schools program's commitment to using technology--particularly web-based instruction--to provide access to challenging course content, such as Advanced Placement and foreign language instruction, to students in disadvantaged and rural areas.
- **Continue the commitment to using educational technology to improve teaching to high standards.** In a 1998 survey, only 20 percent of teachers reported feeling very well prepared to integrate educational technology into

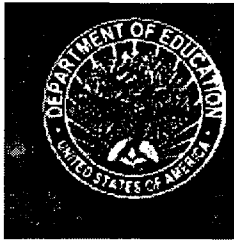
classroom instruction. Our proposal would help teachers use technology to engage students in challenging content, remain current in their field, and connect with fellow teachers and other experts. The TLCF would increase classroom access to technology and support ongoing, intensive teacher development in the integration of educational technology to support challenging standards for all students. Our proposal would also support the Preparing Tomorrow's Teachers to Use Technology program which would engage entire faculties of institutions of higher education in creating comprehensive strategies for building effective technology use into the teacher education curriculum.

- **Target support to the neediest schools and communities.** In 1998, only 39 percent of classrooms in high-poverty schools - compared to 62 percent of classrooms low-poverty schools - were connected to the Internet. The proposal would help narrow the "digital divide" between school districts that are "technology proficient" and those that are "technology deficient" in their access to and effective use of hardware, software, and human resources to reach high academic standards. The Technology Literacy Challenge Fund would explicitly target funds to high-poverty, low-performing schools. In order to build capacity, districts would be encouraged to partner with technology-proficient school districts, institutions of higher education, non-profit organizations, and businesses. In addition, because children in poor families are less likely than others to have computer and Internet access at home, the proposal would support community technology centers to serve disadvantaged residents of high-poverty communities. The centers would increase access to job networks, training, and student tutoring, and help both children and adults become technology proficient.
- **Build school and district capacity** through resources for planning, evaluation, and investment in new technology applications. Regional Technology in Education Consortia would continue to build partnerships and provide support to strengthen state and local technology efforts.

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[Title II D]    [Title IV]

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TITLE VI CLASS SIZE REDUCTION

"Reducing class size makes common sense. As research shows, it will not only make sure every child gets more personal attention, but also will improve discipline in classrooms, raise student achievement and help give our young people a solid foundation in the critical early grades. The President's proposal to reduce class size is a thoughtful approach which ensures that students will be taught by qualified, well prepared teachers."

U.S. Secretary of Education Richard W. Riley
May 8, 1998

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Last year, President Clinton proposed the Class-Size Reduction initiative to put 100,000 new teachers into public schools and reduce class size to a national average of 18 in grades one through three. Congress has already appropriated \$1.2 billion to hire 30,000 new teachers as the first installment of this program.

The Administration's proposal to reduce class-size builds on the substantial body of research demonstrating that smaller class sizes help improve student achievement, especially in the lower grades and for minority students. In a study of Tennessee's Project STAR (Student Teacher Achievement Ratio), researchers found that students in smaller classes in kindergarten through third grade earned significantly higher scores in basic skills tests in all four grades and in all types of schools. Research has demonstrated that teachers of smaller classes spend less time on discipline and give more personal attention to each student, helping them gain a better foundation in reading and in other basic skills.

The Clinton Administration's proposal to reauthorize the ESEA would:

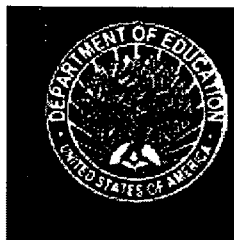
- **Promote smaller classes to increase the focus on reading instruction** in the early grades. The recent National Research Council report on the prevention of reading difficulties recommends reducing class size as a strategy for improving student achievement in reading. Our proposal to reduce class size would support the creation of smaller classes in the years when reading development is most important, and help ensure that all children have the opportunity to develop strong literacy skills.
- **Maximize the benefits of class-size reduction through professional development** that provides strategies to help teachers take full advantage of the benefits of smaller classes. Research has shown that teachers will not automatically change their classroom methods when given smaller classes, but effective professional development can increase the positive effects of class-size reduction beyond gains from reduced class size alone. In our proposal, districts could reserve a portion of their funds for professional development in order to maximize the benefits of smaller classes.

- **Provide flexibility for districts** with small class-size reduction awards. Districts whose class-size reduction funds are less than one teacher's salary would have the flexibility to combine Federal funds with their own funds, combine class-size reduction funds with other districts', or use their class-size funding for professional development related to teaching smaller classes.
- **Build capacity** in school districts by establishing a local matching requirement directing schools to fund 35 percent of the cost of activities under this program. Experience has shown that requiring recipients to contribute their own resources helps ensure that local programs continue after Federal funding expires. The matching requirement would not apply to school districts with poverty rates of 50 percent or greater.

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[Title V]    [Title VII]

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TITLE VII HELPING LEP STUDENTS LEARN ENGLISH AND REACH HIGH STANDARDS

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"With growing numbers of immigrant children in America's classrooms and school districts nationwide faced with the challenge of educating students whose first language is not English, we must remember to focus on what is best for children in this increasingly diverse society."

U.S. Secretary of Education Richard W. Riley
May 21, 1998

One of America's greatest strengths has always been the diversity of her peoples. In order to preserve this strength, our Nation cannot afford to waste the talents of one child. Students with limited English proficiency (LEP) are the fastest growing population served by the Elementary and Secondary Education Act (ESEA). According to state data, the number of LEP students grew 67 percent between the 1990-91 and 1996-97 academic years.

In order to help LEP students learn English and achieve to high standards, the Administration's proposal to reauthorize the ESEA would:

- **Help ensure that all teachers are well trained to teach LEP students.** A recent Education Department study found that only 20 percent of teachers consider themselves "very well prepared" to teach LEP students. Because LEP students are increasingly prevalent in our classrooms, the Administration's proposal would expand LEP-related professional development and support changes throughout all teacher education programs through both Title I and Title VII.
- **Assist local school districts that have rapidly growing numbers of LEP students.** Some states and communities with little experience serving LEP students are challenged with serving rapidly growing LEP populations. For example, between the 1992-93 and 1996-97 school years, the LEP population more than doubled in Alabama, Alaska, Florida, Idaho, Nebraska, Nevada, North Carolina, Oregon, South Carolina, and Tennessee. The proposal would create a priority to assist districts with growing LEP populations.
- **Hold Title VII grantees accountable for results.** The Administration's proposal would strengthen measures for project accountability for the achievement of LEP students. The proposal would: 1) give priority to districts with a record of success; 2) require more specific data in the grant application; 3) require annual--instead of biennial--evaluation reports to better measure progress; and 4) require grantees to meet program objectives or carry out an improvement plan in order to continue to receive funding.



- **Focus attention on the instruction of students with limited English proficiency.** Title I and Title VII requirements would ensure that LEP schools would annually assess students with limited English proficiency in learning English and use the results to improve instruction and inform parents.
- **Increase school accountability for the performance of students with limited English proficiency.** Our proposal would hold districts accountable for ensuring that LEP students learn English and achieve to challenging content standards. LEP students who have been in U.S. schools for three consecutive years will participate in state reading and language assessments in English as part of the regular testing cycle.
- **Empower families with LEP children.** To help families make the right decisions for their children, the proposal would require grantees to provide parents with clear program descriptions and information about their option to withdraw their children from a Title VII program at any time.

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[Title VI]    [Title X Reform]

This page last modified on June 11, 1999 (jls)

Union Response

4TH STORY of Level 1 printed in FULL format.

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The Weekly Standard

May 17, 1999

ON: Pg. 18

LENGTH: 1721 words

HEADLINE: GRADING TEACHERS

BYLINE: by Jonathan Fox;
Jonathan Fox is an education writer in Washington, D.C.

BODY:

THEY CALL IT "THE DANCE OF THE LEMONS," the ritual by which ineffective teachers manage to retain teaching jobs despite their incompetence. Principals, wary of union hurdles, legal costs, and the emotional scorched-earth politics that accompany teacher dismissals, simply pass their "lemons" on to the next unlucky school.

Eventually, however, the lemons settle down, usually in the schools with the least-able principals, in the worst neighborhoods. Such institutions tend to enroll the low-income children most in need of capable instructors and a challenging curriculum.

The pattern often goes unnoticed within the larger mosaic of urban ills -- so much so that only recently have policy reformers concentrated their attention on the need to remove incompetent teachers. Happily, some recent developments -- especially the invention of a new tool for measuring student gains -- could make it easier to identify effective teachers. Yet for the time being, teacher competence remains a red-hot issue, on which teachers' unions and their critics sharply diverge.

Stung by the charge that they routinely defend bad teachers, the unions have championed plans to police their profession through "peer review." Only a handful of peer review programs are in existence, but the idea is that experienced teachers would counsel new teachers, help determine which new recruits are retained, advise struggling teachers, and identify bad teachers to be weeded out. Theoretically, this would keep bad teachers out of the system and so spare unions from having to defend them.

Under the prevailing system, principals evaluate rank-and-file teachers, who tend to see peer review as a heresy pitting teacher against teacher. But the clamor to improve public education has gotten louder, and unions are feeling the heat. Bob Chase, president of the 2.4-million-member National Education Association, in 1997 made peer review the centerpiece of his "new unionism." With his support, the 1997 NEA convention gave the idea a limited endorsement. "Other unions have been unwilling to address the quality of their product -- and look what happened to their industries and their unions," Chase reasoned in a National Press Club address last year.

The idea continues to resonate. By the NEA's count, peer review plans have been authorized or adopted by locals in nine states. In addition, California recently enacted incentives for schools to adopt peer review. The NEA

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affiliate bitterly fought the plan, backed by Gov. Gray Davis, because it targets veteran teachers, not just new ones; and the union succeeded in watering down the penalties for schools that decline to participate. Undoubtedly, the proliferation of peer review initiatives presents the appearance of bold action, but labor bosses stave off the threat of vouchers and privatization.

But skeptics counter that peer review is a hollow reform, which fails to connect teachers' employment to proof that kids are learning. Myron Lieberman, an American Federation of Teachers official-turned-critic and chairman of the Education Policy Institute, studied long-running peer review plans in Toledo and Columbus, Ohio, and Rochester, New York, in researching his new book *Teachers Evaluating Teachers: Peer Review and the New Unionism*. His conclusion: Peer review is a "huge patronage windfall" for teachers' unions eager to boost their standing with the public. It is an unjustified transfer of power, he says, as long as there is little evidence that any peer review program has caused student test scores to improve. Moreover, he argues, peer review may actually make it more difficult to fire bad teachers, since union contracts often bar principals from observing teachers who participate in peer review programs. Indeed, Lieberman finds no evidence that peer review promotes the removal of poor teachers.

In Columbus, Ohio, for example, where peer review has been used for 11 years, only about 5 percent of new recruits either were not renewed by peer evaluators or resigned before the end of the program. Lieberman, who negotiated hundreds of union contracts in the 1970s, considers that number unimpressive. "It is highly unlikely that peer review was more effective than conventional procedures in weeding out bad teachers," he writes (though he notes that no records from before peer review exist to permit a true comparison in Columbus). In light of the expense of paying teacher evaluators, Lieberman holds that peer review would have to prove better than the existing process at removing bad teachers, a burden he says current programs have not met.

If not peer review, then, what system will keep talented instructors in the public schools? For years, school boards and superintendents have tried to install merit pay as an incentive for good teaching. But teachers' unions, fearing that merit pay will undermine collegiality and devolve into popularity contests or political setups, have beaten back or neutered most proposals, along with "differential pay" plans to attract scarce math and science teachers. No teacher wants to earn less than the teacher in the next classroom, even if the latter's skills are more in demand.

Reformers have tried to enshrine the broad principle that teachers' tenure should be linked to student achievement, and in some places, principals and superintendents are being held accountable, even fired, for student test scores. But principals see this as a cruel joke, since the teachers ostensibly subordinate to them are largely immune. It's even more of a farce in districts where principals lack dismissal power and must go to higher-ups to start proceedings against a bad teacher. "In many states, you have the responsibility without the authority," says Samuel Sava, executive director of the 27,000-member National Association of Elementary School Principals.

Most performance-based accountability schemes run aground on the controversy over standardized tests. Critics say using test scores as part of teacher evaluation is unfair because test results are influenced by factors beyond the reach of teachers, such as poverty, family conditions, and shoddy textbooks.

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Others argue that "teaching to the test" -- which they claim will result if teachers' jobs are tied to test scores -- reduces learning to memorization of multiple-choice factoids.

A relatively new and sophisticated testing system may answer many of concerns -- perhaps making possible a new generation of merit-pay plans. This break-through was the work of statistician William Sanders of the University of Tennessee, an agriculture specialist who turned to the study of education in the early 1980s. His Tennessee Value-Added Assessment System (TVAAS) is a tool for analyzing gains made by groups of students. Because it filters out the effects of socioeconomic factors such as family background, the method makes it possible to measure the value teachers, schools, and districts have added to a child's education.

The concept is straightforward: Students take an approved standardized test at the beginning and end of the year. Thus, students are measured against themselves, and the results over at least three years reveal the learning rate of the group. A dip in the curve for the entire group of students, not just one, likely reflects faulty teaching or curriculum. "The relatively ineffective teachers are not getting appropriate academic growth," Sanders told state lawmakers gathered in Portland, Oregon, last July. "Superior teachers get substantial growth."

In Tennessee, school officials have used TVAAS data since 1991, to identify shortcomings in instruction and curriculum, and as part of confidential teacher evaluations. Sanders wants it to remain a mere diagnostic tool not linked to merit pay, and state officials say they know of no teacher discharged because of inadequate student gains. But some proponents believe that TVAAS could outgrow its inventor and become a much more powerful tool. "I can't figure out how you would do merit pay without the Sanders system," says Amy Wilkins, an analyst with the Education Trust, a Washington group fighting for higher teaching standards.

Tennessee officials, who so far have collected 6 million TVAAS student records, give the program rave reviews. "It's the only socially, morally, and politically appropriate way to evaluate what's going on in education," says Ben F., state director of student evaluation and assessment. "People are now focused on improvement." Al Mance, an official with the state NEA affiliate, cautiously agrees, though he deems a link between TVAAS scores and merit raises inappropriate. TVAAS, he says, "gives educators a fairer idea of where students are gaining and where they are not."

A few hundred miles away in Dallas, research conducted by public school officials using TVAAS methods recently underscored the importance of recruiting and retaining good teachers. They found that bad teaching continues to depress students' performance even after they get better teachers, a discovery that has convinced many that student test scores should play a larger role in teacher evaluations. "We want to see what happens when you really do link student performance with teacher evaluations and with accountability," Dallas school board member Kathleen Leos told Education Week.

While TVAAS is still relatively obscure in policy circles, some national reformers tout the program's measurable results over the fuzzier outcomes of peer review. "If you're going to have an accountability system, it makes sense to have this as at least one part," says Mike Petrilli, program director for

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the Thomas B. Fordham Foundation, a Washington philanthropy that funds education reform from a conservative perspective. "A quality teacher is one who adds value to a child's education."

Leaders of teachers' unions, meanwhile, have neither endorsed nor condemned innovation. But an unguarded remark by a prominent professor shows the chilly reception that outsiders like Sanders often receive from education professionals. Scoffed Charles Achilles, an Eastern Michigan University education professor and class-size researcher, "I'm always nervous when an agricultural statistician works in education."

LANGUAGE: ENGLISH

LOAD-DATE: May 17, 1999

JUNE 3, 1998

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IN CONTEXT

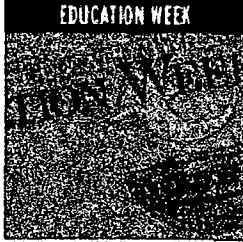
THE ARCHIVES

TEACHER MAGAZINE

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SPECIAL REPORTS

PRODUCTS & SERVICES



A Columbus, Ohio

Peer-Review Programs Catch Hold As Unions, Districts Work Together

By Ann Bradley

Columbus, Ohio

*Very
interesting
article
& idea*

Simple
Network
Titan Server

For background,
past stories, and
related Web links,
please see our
Issues pages on
[Professional
Development](#) and
[Teaching as a
Profession](#).

The techniques Jennifer Bouknight learned in education school didn't work. Her 3rd and 4th graders were too rowdy to sit at tables, rather than desks. A hands-on science experiment turned into "two-by-fours swinging around the room." By December, she was in tears, ready to quit.

But with help from a consulting teacher assigned to her as part of an innovative program here, Ms. Bouknight has survived her first year of teaching at Heyl Elementary School. Her mentor provided encouragement, professional articles, and seasoned advice on everything from organizing reading groups to parent conferences to classroom management.



Tom
Mooney

"I could talk to her about anything," the first-year teacher said recently. "She was there for me when I needed her."

Our feature story, "[Union Dues](#)," April 17, 1996, describes the efforts of the national teacher unions to increase their efforts to promote professional development.

In the end, Ms. Bouknight received a good evaluation from her consulting teacher that will allow her to continue to teach--a decision once left solely to principals. Since the 1980s, teachers in a handful of urban districts with peer-assistance and -review programs have borne this responsibility, helping new teachers as well as veterans who are having problems. In both cases, the consulting teachers can recommend dismissal.

About This Series

This is the eighth in an occasional series that will explore the push for accountability in public education.

The series so far:

May 20, 1998: "[In Age of Accountability, Principals Feel the Heat](#)"

May 13, 1998: "[A Question of Value](#)"

In the past year, the idea of peer review has rocketed into the policy spotlight amid a greater focus on accountability in education. Bob Chase, the president of the National Education Association, has embraced it as a way for teachers to take greater responsibility for school quality--what he calls the "new unionism."

Read a
commentary by
Bob Chase,
"[Teacher vs.
Teacher?](#)
[Nonsense](#)," Oct 22,

1997.

"Fate of Peer
Review Rests With
NEA Locals." Aug.
6, 1997.

April 29, 1998: "In Texas, the Arrival of
Spring Means the Focus Is on Testing."

April 1, 1998: "Distinguished Educators'
Train Their Focus on Instruction."

March 25, 1998: "Failing Schools
Challenge Accountability Goals."

March 4, 1998: "Tenured Principals: An
Endangered Species."

Feb. 11, 1998: "The Push for Accountability
Gathers Steam."

Last summer, delegates to the NEA's convention voted to drop their opposition to the practice, which stands conventional unionism on its head by giving teachers a role in evaluation.

The American Federation of Teachers has long supported peer review, although relatively few of its affiliates have negotiated such

programs.

"Seeking
'Reinvention' of
NEA. Chase Calls
for Shift in
Priorities." Feb. 12,
1997.

Last month, a conference here sponsored by the Columbus Education Association--an NEA affiliate that has operated a peer-review program for 12 years--drew more than 500 teachers and union staff members from some 30 states. John Grossman, the president of the CEA, joked that he organized the meeting in self-defense after being overwhelmed with inquiries from interested educators.

Columbus leaders were joined by officials from three AFT affiliates--Toledo, Ohio, which pioneered peer review in 1981, Cincinnati, and Rochester, N.Y.

"Despite
Resistance, NEA's
Chase Presses New
Unionism." July 9,
1997.

The state of Ohio has appropriated \$4.8 million over the past two years for grants to districts interested in planning or implementing peer review. Union leaders in Columbus and Toledo are writing sample contract language that could be used in districts of various sizes.

"We've come along fast within NEA," said Mr. Grossman, who defied his state and national organizations in launching the program in 1986. "Once that embrace happens, it's a bear hug."

A Helping Hand

With the increased attention to peer review, however, has come confusion over its purpose. While the idea of teachers helping to dismiss peers who don't measure up has caught hold, the programs actually devote much more time and resources to mentoring new teachers.

Peer review is about "helping people to succeed," Mr. Chase said here in a speech at the conference.

"To characterize peer assistance and review as getting rid of bad teachers," he cautioned, "is a gross misrepresentation of what it's all

about."

Indeed, the number of veteran teachers referred to the programs for "intervention" is typically very small.

Yet experts say peer review offers one solution to a problem that has long vexed school administrators and education policymakers: how to identify and deal with teachers who aren't performing to the levels their students need or that higher standards of teaching demand.

In Toledo, 52 experienced teachers out of a pool of about 2,600 have been placed in intervention over 16 years. All but 10 have left the classroom. About 10 percent of Toledo's intern teachers are rejected for a second year of teaching.

Since its inception 12 years ago, 178 teachers have entered the Columbus district's intervention program, out of a teaching force of 4,800. Of those, 43.8 percent left the program in "good standing." The others resigned, retired, received disability retirements, or were terminated. There is no limit on the length of time that Columbus teachers can stay in intervention, as long as they are deemed to be making progress.

At the same time, 3,312 new teachers participated in Columbus' intern program and 3,094 received satisfactory evaluations, a success rate of 93 percent. The intern program is limited to one school year.

New teachers stay on the job far longer in Columbus than in typical urban districts that lack such programs, where about 50 percent of new hires leave after five years. In Columbus, 80 percent of new teachers remain on the job five years later, Mr. Grossman said.

A Broader View

While it hasn't received much attention, that aspect of peer review is likely to become increasingly important as districts around the country confront increased demands for new teachers to replace those retiring and to keep up with enrollment growth. The Columbus district expects to hire some 700 new teachers in the coming school year.

The district works closely with Ohio State University, which provides training for the consulting teachers and a series of six free workshops for first-year teachers.

Proponents say peer-review programs also provide a welcome career opportunity for the top-notch teachers who are chosen to serve as consulting teachers. They receive a stipend in addition to their regular salaries.

In Columbus, such consultants work for three years and then return to the classroom--but with a much broader view of their district and of high-quality teaching than they had before, participants say.

Lisa Hobson, who is finishing her first year as a full-time consulting teacher here, has a caseload of 22 educators. One is a veteran in intervention, while the others are new teachers, three of whom taught elsewhere before landing jobs in Columbus.

"It's a *very* interesting job," said Ms. Hobson, a 14-year veteran. "I've learned more about teaching than at any time in my career. It's given me a lot of time to think about what causes a classroom to work and not to work."

No 'Dipstick'

Union leaders say peer-review programs are far superior to what Mr. Grossman calls the "dipstick" evaluations conducted by harried principals.

Because they receive extensive training, consulting teachers do a thorough job of documenting teachers' performance, which often results in poor teachers deciding to resign rather than fight for their jobs.

In Columbus, consulting teachers spend a minimum of 50 hours observing teachers in the classroom.

But in Rochester, ~~the local union~~ representing administrators filed a lawsuit, which was ultimately unsuccessful, arguing that evaluation was the job of principals. Since then, administrators have accepted the idea of peer review.

Ohio's laws for teachers are so stringent that unions previously could--and did--find procedural ways to overturn many dismissals initiated by administrators.

Tom Mooney, the president of the Cincinnati Federation of Teachers, says his union fought "costly, ugly arbitrations" over teacher dismissals in part because they appeared to be random and in part to show the American Federation of Teachers affiliate's strength to ward off competition from the NEA.

But that approach ignored the fact that some Cincinnati teachers had serious problems, he said. Those teachers received no help from either the union or the district. In addition, the CFT had railed against bureaucracy, but it needed to show it was serious about teacher quality in exchange.

"It's pretty tough to say that we ought to have a predominant say in programs, curriculum, methods, and books," Mr. Mooney said at the conference, "and then say the review of professional practice is somebody else's job."

Proponents of peer-review programs argue that they save money by reducing the number of arbitrations and court cases surrounding dismissals. In Ohio, it can cost a district between \$75,000 to \$200,000 to fire a tenured teacher, according to Richard L. Logan, a labor-relations consultant for the Columbus Education Association.

Unions still offer their members help if they contest peer-review decisions. In states with collective bargaining, unions have a legal "duty of fair representation" that some have interpreted to mean they must fight all dismissals.

In fact, experts say, unions must simply show that they use fair and consistent procedures in evaluating members' grievances. In 12 years, Cincinnati has had only three cases of teachers contesting their dismissals, Mr. Mooney said.

Such cases are handled separately from the joint union-district panels that govern peer-review programs.

With the exception of Toledo's program, peer review is not seen as a substitute for periodic teacher evaluations by principals.

The Toledo Federation of Teachers earlier this year fought a proposal by the district administration to institute regular evaluations of tenured teachers. Instead, principals can refer teachers for a performance review and assistance if they feel it's necessary, subject to the approval of the board of review that governs the program.

More Protection

Procedures for referring teachers for intervention vary. In Columbus, most of the teachers who undergo intervention asked for the assistance themselves, often on the heels of a poor evaluation from their principals.

In Cincinnati, a principal with concerns about a teacher's performance must refer the teacher for intervention, rather than "zap" her with special evaluations, Mr. Mooney said. The process offers teachers more resources and protection, and it guarantees "a serious investigation," he said.

Intervention is intended for teachers with instructional problems, not those who are frequently late or absent or who exhibit substance-abuse problems, union leaders say. Those issues are addressed by employee-

assistance programs and other means.

Critical Attention

As interest in peer review spreads, skeptics are questioning whether all the hoopla is merited. They point out the relatively small number of teachers who are "weeded out" under peer review.

"There's some evidence to support Chase's claims about his union's commitment to getting poor teachers out of the classroom--but not a lot," concludes writer Robert Worth in an article in the May issue of *The Washington Monthly*. Mr. Worth argues that unions should focus on reforming the state tenure laws that make it "extremely difficult to fire problem teachers."

Observers also are skeptical that peer review will spread, despite the recent publicity. The programs require a high level of union-management trust and cooperation and could be difficult logistically for small districts to manage, unless they pool their resources.

Myron Lieberman, a longtime union critic, argues in a forthcoming book that it's difficult to evaluate peer-review programs, since districts have varying criteria for their success.

And he complains that it is also hard to gauge the true costs of the programs, which include the salaries and stipends of the consulting teachers, office expenses, and the like, as well as savings from reduced litigation.

Balancing those costs are the benefits--equally hard to measure--of ridding a district of ineffective teachers, and of helping young teachers like Ms. Bouknight remain in the profession.

"The culture of my school is that you don't work with the other teachers," the first-year teacher said. But her mentor "helped by building me up inside."

On the Web

Read Bob Chase's [speech on reinventing teacher unionism](#).

Read more about the [Teacher Union Reform Network](#) at UCLA's [Graduate School of Education & Information Studies](#).

"The NEA and AFT: Teacher Unions in Power and Politics." This report from the [Education Policy Institute](#) describes the structure, operations and influence of teachers' unions.

"Can You Be Sued or Participating in a Peer Assistance and Review Program?" A review by the NEA's legal counsel.

Additional Studies

National Commission on Teaching & America's Future

What Matters Most: Teaching For America's Future

Executive Summary

This report offers what we believe is the single most important strategy for achieving America's educational goals: A blueprint for recruiting, preparing, and supporting excellent teachers in all of America's schools. The plan is aimed at ensuring that all communities have teachers with the knowledge and skills they need to teach so that all children can learn, and all school systems are organized to support teachers in this work. A caring, competent, and qualified teacher for every child is the most important ingredient in education reform.

The Commission's proposals are systemic in scope—not a recipe for more short-lived pilots and demonstration projects. They require a dramatic departure from the status quo—one that creates a new infrastructure for professional learning and an accountability system that ensures attention to standards for educators as well as students at every level—national, state, local school district, school, and classroom.

This Commission starts from three simple premises:

- 1. What teachers know and can do is the most important influence on what students learn.**
- 2. Recruiting, preparing, and retaining good teachers is the central strategy for improving our schools.**
- 3. School reform cannot succeed unless it focuses on creating the conditions in which teachers can teach, and teach well.**

We propose an audacious goal for America's future. Within a decade—by the year 2006—we will provide every student in America with what should be his or her educational birthright: access to competent, caring, qualified teaching in schools organized for success. This is a challenging goal to put before the nation and its educational leaders. But if the goal is challenging and requires unprecedented effort, it does not require unprecedented new theory. Common sense suffices: American students are entitled to teachers who know their subjects, understand their students and what they need, and have developed the skills required to make learning come alive. However, based on its two-year study, the Commission identified a number of barriers to achieving this goal. They include:

- Low expectations for student performance;
- Unenforced standards for teachers;

- Major flaws in teacher preparation;
- Painfully slipshod teacher recruitment;
- Inadequate induction for beginning teachers;
- Lack of professional development and rewards for knowledge and skill; and
- Schools that are structured for failure rather than success.

Return to top

We offer five major recommendations to address these concerns and accomplish our goal.

I. Get serious about standards, for both students and teachers.

- Establish professional standards boards in every state.
- Insist on accreditation for all schools of education.
- Close inadequate schools of education.
- License teachers based on demonstrated performance, including tests of subject matter knowledge, teaching knowledge, and teaching skill.
- Use National Board standards as the benchmark for accomplished teaching.

II. Reinvent teacher preparation and professional development.

- Organize teacher education and professional development programs around standards for students and teachers.
- Develop extended, graduate-level teacher preparation programs that provide a yearlong internship in a professional development school.
- Create and fund mentoring programs for beginning teachers, along with evaluation of teaching skills.
- Create stable, high-quality sources of professional development.

III. Fix teacher recruitment and put qualified teachers in every classroom.

- Increase the ability of low-wealth districts to pay for qualified teachers, and insist that districts hire only qualified teachers.
- Redesign and streamline district hiring.
- Eliminate barriers to teacher mobility.
- Aggressively recruit high-need teachers and provide incentives for teaching in shortage areas.

- Develop high-quality pathways to teaching for a wide range of recruits.

IV. Encourage and reward teacher knowledge and skill.

- Develop a career continuum for teaching linked to assessments and compensation systems that reward knowledge and skill.
- Remove incompetent teachers.
- Set goals and enact incentives for National Board Certification in every state and district. Aim to certify 105,000 teachers in this decade, one for every school in the United States.

V. Create schools that are organized for student and teacher success.

- Flatten hierarchies and reallocate resources to send more dollars to the front lines of schools: Invest more in teachers and technology and less in nonteaching personnel.
- Provide venture capital in the form of challenge grants to schools for teacher learning linked to school improvement and rewards for team efforts that lead to improved practice and greater learning.
- Select, prepare, and retain principals who understand teaching and learning and who can lead high-performing schools.

Developing recommendations is easy. Implementing them is hard work. The first step is to recognize that these ideas must be pursued together—as an entire tapestry that is tightly interwoven. Pulling on a single thread will create a tangle rather than tangible progress. The second step is to build upon the substantial work that has been undertaken over the past decade. All across the country, successful programs for recruiting, educating, and mentoring new teachers have sprung up. Professional networks and teacher academies have been launched; many education school programs have been redesigned; higher standards for licensing teachers and accrediting education schools have been developed; and, of course, the National Board for Teaching Standards is now fully established and beginning to define and reward accomplished teaching. All these endeavors, and those of many others, form the foundation of this crusade.

-National Commission on Teaching & America's Future

[Continue to Statistics on Teaching in America](#)



► [What Matters Most](#) | [Investments for Improving Teaching](#) | [Back to Home Page](#)

For more information about the National Commission on Teaching and America's Future, contact [Dylan Johnson](#).

About the Website

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National Commission on Teaching & America's Future

Statistics on Teaching in America

Too Few Entering Teachers Have Adequate Preparation

- More than 12% of all newly hired "teachers" enter the workforce without any training at all, and another 15% enter without having fully met state standards.
- More than 50,000 people who lack the training required for their jobs have entered teaching annually on emergency or substandard licenses.
- Only 500 of the nation's 1,200 education schools meet common professional standards.

Too Many Current Teachers Are Underqualified

- Fewer than 75% of all teachers have studied child development, learning, and teaching methods, have degrees in their subject area, and have passed state licensing requirements.
- Nearly one-fourth (23%) of all secondary teachers do not have even a college minor in their main teaching field. This is true for more than 30% of mathematics teachers.
- More than half (56%) of high school students taking physical science courses, 27% of those taking mathematics courses are taught by teachers who don't have backgrounds in these fields. The proportions are much higher in high-poverty schools and in lower track classes.

Number of Teachers Has Declined While Non-Teaching Staff Has Risen

- The proportion of school staff classified as classroom teachers has fallen from 70% in 1950 to 52% in 1993 -- while the number of non-teaching staff increased by over 40%.
- For every four classroom teachers, there are nearly six other school employees in the United States, indicating that teachers make up only 43% of total school employment. Conversely, teaching staff in other countries comprise 60% to 80% of school employment.
- A recent eight-nation study by the Organization for Economic Cooperation and Development revealed that the U.S. has by far the lowest ratio of core teaching staff to non-teaching staff (less than 1:1), well behind the leaders, Belgium (4:1), Italy (3,5:1), and Japan (3,4:1).

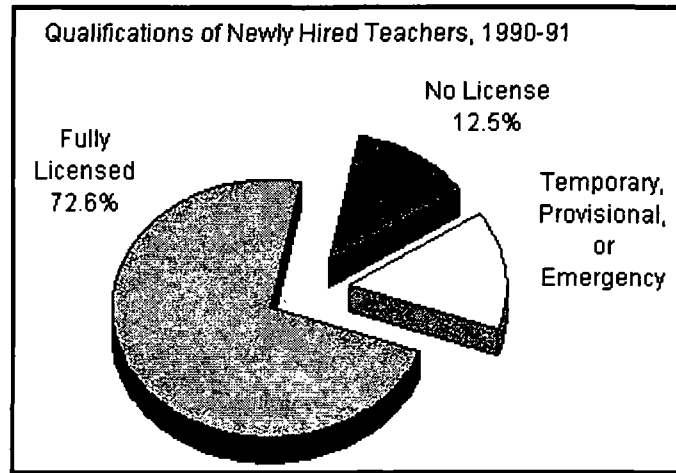
Teachers Have Too Little Time and Too Heavy Workloads

- Most elementary school teachers have only 8.3 minutes of preparatory time for every hour they teach, while high school teachers have just 13 minutes of prep time per class hour.
- Teaching loads for high school teachers generally exceed 100 students per day and reach nearly 200 per day in some cities.
- Nationally, there is one staff member for every nine children, but fewer than half of them are actual classroom teachers. Consequently, the average class size is 24 students, with some areas having as many as 30 students per classroom.

Too Few Resources Go Toward Teacher Development and Salaries

- School districts spend only 1% to 3% of their resources on teacher development, as compared to much higher expenditures in most corporations and in other countries' schools.
- Teachers earn substantially less than other professionals, including accountants, sales representatives, and engineers.
- Average salaries for teachers range between \$20,354 in South Dakota to \$43,326 in Connecticut -- with salaries in affluent suburban districts much higher than those in cities or rural communities within the same area.
- The resources needed to make recommended reforms to the American school system constitute less than 1% of the amount spent for the federal savings and loan bailout.

National Commission on Teaching & America's Future

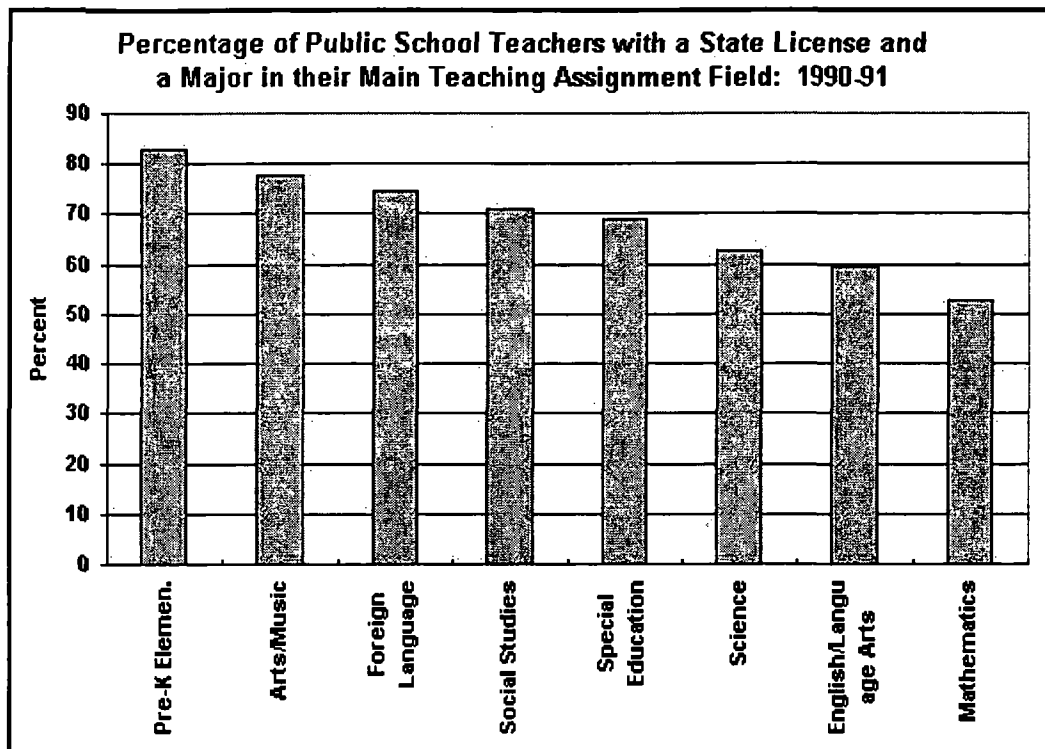


Source: U.S. Department of Education, Schools and Staffing Survey.
1990-91. Unpublished tabulations, National Data Resource Center, 1993.

Back to Statistics on Teaching in America

For more information about the National Commission on Teaching and America's Future, contact Margaret Garigan at:

National Commission on Teaching & America's Future



Source: U.S. Department of Education, Schools and Staffing Survey, 1990-91. Published in Mailyn M. McMillen, Sharon A. Bobbitt, and Hilda F. Lynch, *Teacher Training, Certification, and Assignment in Public Schools: 1990-91*. (Paper presented at annual meeting of the American Educational Research Association, New Orleans, LA. April 1994.

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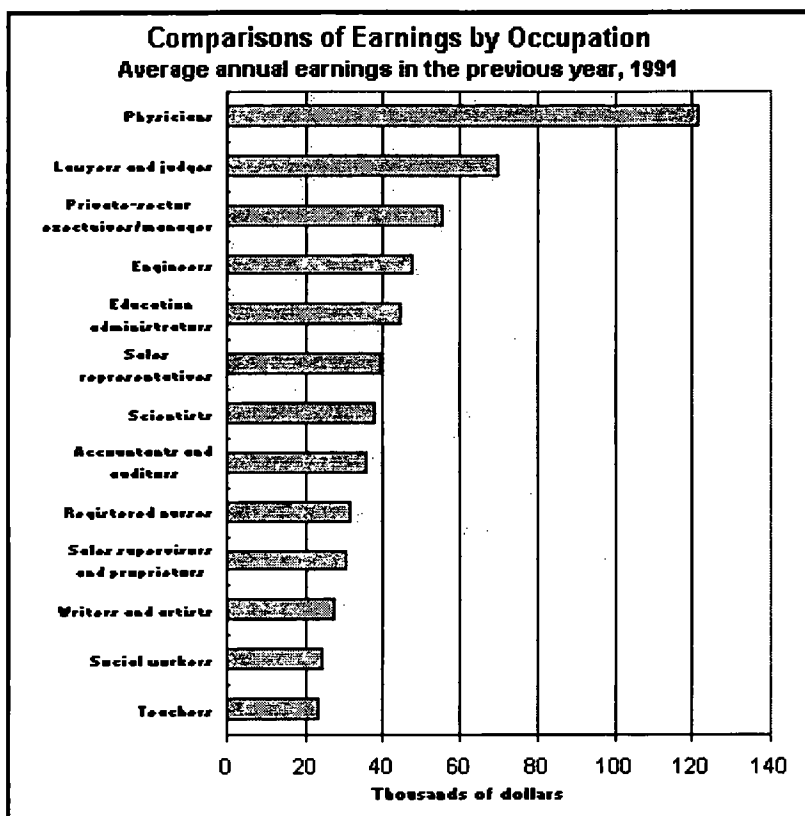
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Dedication

*This report is dedicated to America's teachers:
past, present, and future.*

What Matters Most: Teaching for America's Future

The National Commission on Teaching & America's Future

The work of the National Commission on Teaching & America's Future, formed in 1994, has been funded by the Rockefeller Foundation and Carnegie Corporation of New York. The mission of the Commission is to provide an action agenda for meeting America's educational challenges, connecting the quest for higher student achievement with the need for teachers who are knowledgeable, skillful, and committed to meeting the needs of all students. The Commission is dedicated to helping develop policies and practices aimed at ensuring powerful teaching and learning in all communities as America's schools and children enter the 21st century.

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New York, New York.
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Printed in the United States of America.
First Edition.

ISBN 0-9654535-1-0

Report of the National Commission on
Teaching & America's Future

Summary Report

September 1996

The National Commission on Teaching & America's Future

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Foreword

When I was asked in 1994 to chair a new National Commission on Teaching & America's Future, I was delighted to accept. I am convinced that what matters most as Americans prepare for a new century is the quality of teaching in American schools. As the automobile executive Lee Iacocca once put it: "In a truly rational society, the best of us would be teachers, and the rest would have to settle for something less." This report explains how we can put teachers and teaching at the heart of school reform, where they belong.

This summary report is one of four produced by our Commission. The main report, *What Matters Most: Teaching for America's Future*, was developed for an audience of policymakers, educators, and analysts. Please refer to the main report for more detail on the Commission's findings, as well as citations that support its research. This summary report condenses the main report for easy access. A third document, aimed at educators and researchers interested in understanding and implementing reforms, provides a rich mine of information on model programs that exemplify our recommendations. A fourth volume includes the research papers commissioned for our work.

It has been my great privilege to work with an able and talented group of Commissioners. In combination, they brought many decades of wisdom and experience to our challenging task. I also want to acknowledge the work of our staff under the leadership of Executive Director Linda Darling-Hammond. The staff, like my colleagues on the Commission, never lost sight of the fact that what matters most to America's future is finding the best teachers, helping them develop their skills to the greatest extent, and rewarding them for their work on behalf of children and youth.

James B. Hunt Jr. (Chair)
Governor, State of North Carolina

We propose an audacious goal . . . by the year 2006, America will provide all students in the country with what should be their educational birthright: access to competent, caring, and qualified teachers.

With these words, the National Commission on Teaching & America's Future summarized its challenge to the American public. Following two years of intense study and discussion, the Commission concluded that the reform of elementary and secondary education depends first and foremost on restructuring its foundation—the teaching profession. The restructuring, we make clear, must go in two directions: toward increasing teachers' knowledge to meet the demands they face; and toward recognizing and using teachers' expertise in schools that are redesigned to support high-quality teaching and learning.

The Commission found a profession that has suffered from decades of neglect. By the standards of other professions and other countries, U.S. teacher education has historically been thin, uneven, and poorly financed. Teacher recruitment and hiring are distressingly ad hoc, and salaries lag significantly behind those of all other professions. This produces chronic shortages of qualified teachers in fields like mathematics and science, and the continual hiring of large numbers of people as "teachers" who are unprepared for their jobs.

Furthermore, in contrast with other countries that invest most of their education dollars in well-prepared and well-supported teachers, half of the educational dollars in the United States are spent on staff and activities outside the classroom. Lack of standards for students and teachers, coupled with schools organized for 19th-century learning, leave educators without an adequate foundation for constructing good teaching. Under these conditions, excellence is hard to achieve.

In more than a decade of school reform, America is still a very long way from achieving its educational goals. Instead of all children coming to school ready to learn, more are living in poverty and without health care than a decade ago. Graduation rates and student achievement in most subjects have remained flat or have increased only slightly. Fewer than 10% of high school students can read, write, compute, and manage scientific material at the high levels required for today's "knowledge work" jobs. Meanwhile, international tests continue to show U.S. high school students ranking near the bottom in mathematics and science.

This distance between our stated goals and current realities is not due to lack of effort. Many initiatives have been launched with positive effects in local communities. Nonetheless, we have reached an impasse in spreading these promising efforts to the system as a whole. It is now clear that most schools and teachers cannot produce the kind of learning the new reforms demand—not because they do not want to, but

because they do not know how, and the systems they work in do not support them in doing so.

When it comes to widespread change, we have behaved as though mandates could, like magic wands, transform schools. But successful programs cannot be replicated in schools where staff lack the know-how and resources to bring them to life. Wonderful curriculum ideas fall flat in classrooms where they are not understood or supported by the rest of the school. And increased graduation and testing requirements create only greater failure if teachers do not know how to reach students.

On the whole, the school reform movement has ignored the obvious: What teachers know and can do makes the crucial difference in what children learn. And the ways school systems organize their work makes a big difference in what teachers can accomplish. New courses, tests, and curriculum reforms can be important starting points, but they are meaningless if teachers cannot use them well. Policies can only improve schools if the people in them are armed with the knowledge, skills, and supports they need. Student learning in this country will improve only when we focus our efforts on improving teaching.

The Commission is clear about what needs to change. No more hiring unqualified teachers on the sly. No more nods and winks at teacher education programs that fail to prepare teachers properly. No more tolerance for incompetence in the classroom. No more wasting resources on approaches that cannot improve teaching and learning. Children are compelled to attend school. Every state guarantees them equal protection under the law and promises them a sound education. In the face of these state mandates and the obligations accompanying them, students have a right to competent, caring teachers who work in schools organized for success.

We are also clear about what needs to be done. Like the Flexner report that led to the transformation of the medical profession in 1910, the Commission examined successful practices within and outside the United States to describe what works. We concluded that children can reap the benefits of current knowledge about teaching and learning only if schools and schools of education are redesigned. Our recommendations describe how this can be achieved.

Recommendations in Brief

The Commission has put forth a challenging goal to the nation and its education leaders. But if the goal is challenging and requires unprecedented effort, it does not require new theory. Common sense suffices: American students are entitled to teachers who know their subjects, understand their students and what they need, and have mastered the professional skills required to make learning come alive.

This report offers what we believe is the single most important strategy for achieving America's education goals: a blueprint for recruiting, preparing, supporting, and rewarding excellent educators in all of America's schools. The plan is aimed at ensuring that all schools have teachers with the knowledge and skills they need to teach so that all children can learn, and all school systems are organized to support teachers in this work. If a caring, competent, and qualified teacher for every child is the most important ingredient in education reform, it should no longer be the one most frequently overlooked.

We recognize as well that such teachers must work in schools and school systems that are well designed to achieve their key academic mission: They must be focused on clear, high standards for students; organized to provide a coherent, high-quality curriculum across the grades; designed to support teachers' collective work and learning on behalf of their students; and structured to allow for ongoing parent engagement.

We note that this challenge is accompanied by an equally great opportunity: Over the next decade we will recruit and hire more than 2 million teachers for America's schools. More than half the teachers who will be teaching ten years from now will be hired during the next decade. If we can focus our energies on preparing this generation of teachers with the kinds of knowledge and skills they need to help students reach these goals, and on creating schools that use their talents well, we will have made an enormous contribution to America's future.

The Commission recommends five major interlocking changes:

- Get serious about standards, for both students and teachers.
- Reinvent teacher preparation and professional development.
- Overhaul teacher recruitment and put qualified teachers in every classroom.
- Encourage and reward teaching knowledge and skill.
- Create schools that are organized for student and teacher success.

Taken together, these steps can make the crucial difference in improving learning in our schools.

The Nature of the Problem

Good teaching is more important than ever before in our nation's history. Due to sweeping economic changes, today's world has little room for workers who cannot read, write, and compute proficiently; find and use resources; frame and solve problems with other people; and continually learn new technologies and occupations.

Blue-collar jobs that most people once held will comprise only 10% of total employment by the year 2000, and the “knowledge work” jobs that are replacing them require levels of knowledge and skill previously taught to only a very few students.

The education challenge facing the United States is not that its schools are not as good as they once were. It is that schools must help the vast majority of young people reach levels of skill and competence once thought within the reach of only a few, while also supporting a just and civil society that helps maintain our democratic life.

At a time when all students must meet higher standards for learning, access to good teaching is a necessity, not a privilege to be left to chance. All Americans have a critical interest in building an education system that helps people learn and work at high levels of competence, understand and respect other perspectives, take risks and persevere against the odds, and continue to learn throughout life. Lack of adequate education ultimately affects everyone. For example:

- Low levels of literacy are powerful predictors of welfare dependency and incarceration—and their high costs.
- More than half the adult prison population has literacy levels below those required by the labor market.
- Nearly 40% of adjudicated juvenile delinquents have treatable learning disabilities that were overlooked and went untreated in school.
- By the year 2010 there will be only three workers for every retiree on Social Security, as compared with 16 in 1950. If all these future workers are not capable and productive, our social compact will be in grave danger.

Growing prison populations, public assistance programs, and unemployment mean that a shrinking portion of American citizens must generate the economic base that supports the rest of the nation—the young, the old, the ill, and those who are not now productive. It is clear that if we do not invest in schools that can create adequate life chances for all our young people, the results will be disastrous for both individuals and the nation.

The Challenge for Teaching

A more complex, knowledge-based, and multicultural society creates new expectations for teaching. To help diverse learners master much more challenging content, teachers must go far beyond dispensing information, giving a test, and giving a grade. They must know their subject areas deeply, and they must understand how students think as well as what they know in order to create experiences that produce

learning. Moreover, as students with a wider range of learning needs enter and stay in school—a growing number whose first language is not English, many others with learning differences, and still others with learning disabilities—teachers need access to the growing knowledge that exists about how to teach different kinds of learners effectively.

Developing the kind of teaching needed will require much greater clarity about what students must learn to succeed in the world that awaits them, and what teachers must know and do to help them achieve it. Standards that reflect these imperatives for student learning and for teaching are largely absent in our nation today. Although states are just now beginning to establish standards for student learning, most schools do not yet have the kind of high-quality, professionally informed curriculum guidance that will help them organize their work so that it adds up in a powerful way across the grades and within and across subjects.

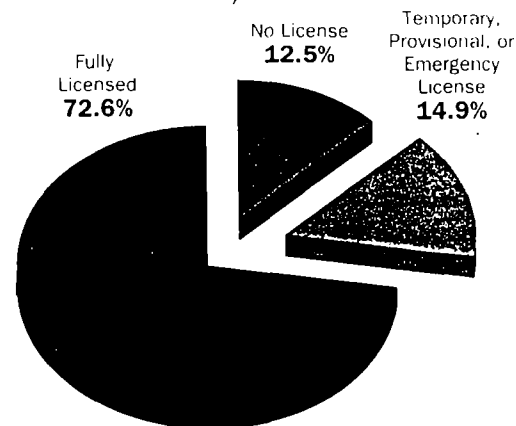
Standards for teaching are equally haphazard. Although parents might assume that teachers, like other professionals, are educated in similar ways so that they meet the same standards before they are admitted to practice, this is not the case. Unlike doctors, lawyers, accountants, or architects, teachers do not have the same training. Some teachers have very high levels of skills—particularly in states that require a bachelor's degree in the discipline to be taught; coursework in teaching, learning, curriculum, and child development; extensive practice teaching, and a master's degree in education. Others learn little about their subject matter or about teaching, particularly in states that have low requirements.

And while states have recently begun to require some form of testing for a teaching license, most are little more than multiple-choice tests of basic skills and general knowledge, widely criticized by educators and experts as woefully inadequate to measure teaching skill. Furthermore, in many states the cutoff scores are so low, there is no effective standard for entry.

These difficulties are barely known to the public. But the schools' most closely held secret amounts to a national shame: Roughly $\frac{1}{3}$ of newly hired American teachers lack the qualifications for their jobs. More than 12% of new hires enter the classroom without any formal training at all, and another 14% arrive without fully meeting state standards.

Although no state will permit a person to write wills, practice medicine, fix plumbing, or style hair without completing training and passing an examination, more than 40 states allow districts to hire teachers who have not met these basic requirements. Most states pay more attention to the qualifications of veterinarians treating America's cats and dogs than to those of the people educating the nation's children and youth.

Qualifications of Newly Hired Teachers, 1990-91

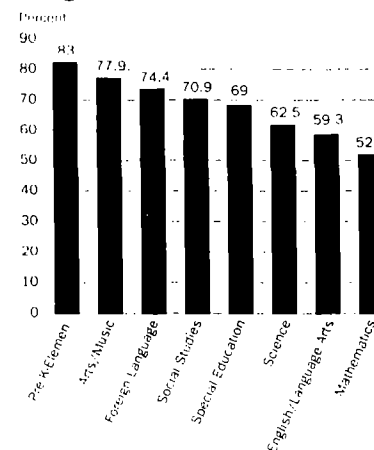


Source: U.S. Department of Education, Schools and Staffing Survey, 1990-91. Unpublished tabulations. National Data Resource Center, 1993.

Will Rogers, the 1920's "cowboy philosopher," once remarked, "You can't teach what you don't know any more than you can come back from where you ain't been." This common-sense advice has been lost on many school districts. Consider the following:

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

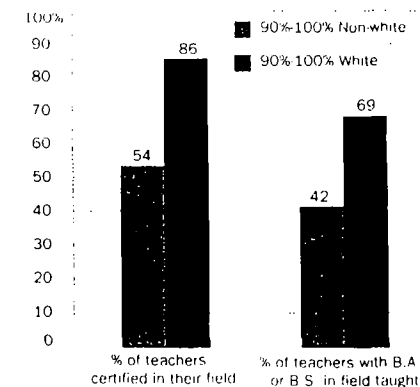
Percentage of Public School Teachers with a State License and a Major in Their Main Teaching Assignment Field: 1990-91



Source: U.S. Department of Education, Schools and Staffing Survey, 1990-91. Unpublished tabulations. National Data Resource Center, 1993.

Qualifications of Secondary School Mathematics and Science Teachers

By school racial composition



Source: Ingram Oakes, *Multiplying Inequalities: The Effects of Race, Social Class, and Tracking on Opportunities to Learn Mathematics and Science* (Santa Monica, Calif.: RAND Corporation, 1990), p. 61.

In the nation's poorest schools where hiring is most lax and teacher turnover is constant, the results can be disastrous. Thousands of children are taught throughout their school careers by a parade of teachers without preparation in the fields they teach, inexperienced beginners with little training and no mentoring, and short-term substitutes trying to cope with constant staff disruptions. It is more surprising that some of these children manage to learn than that so many fail to do so.

Current Barriers

It is quite clear that the challenges of improving teaching are long-standing and complex. There are no "silver bullet" solutions. Efforts to deal with these problems have often been stymied by a persistent set of myths that deflect attention from the hard work that is needed. Among the most destructive of these are: "Anyone can teach." "Teacher education makes no difference." "Teachers don't work very hard." "Tenure is the problem." And "teacher unions prevent change."

Like every myth, there is some truth to each of these statements, but a great deal

of error as well. They do a lot of damage by shortcircuiting needed change. First, the idea that anyone can teach is nonsense, as any parent who has tried to manage even a half-dozen children can attest. Research confirms what parents know: the best teachers understand their subjects, know how young people learn, and have mastered a range of teaching methods. Studies have found that teacher expertise is the single most important factor in determining student achievement and that fully trained teachers are far more effective with students than those who are not prepared. Second, contrary to many presumptions, American teachers work very hard. Not only do U.S. teachers teach more hours each day and year than those in other countries, but they also take more work home to complete at night, on the weekends, and on holidays. Finally, tenure is intended to protect teachers from arbitrary dismissal for reasons of politics or patronage, but it should not support incompetence. Teacher unions in many cities have worked with school boards to evaluate, assist, and dismiss teachers who are not successful, just as they have begun working nationally to upgrade the standards of the profession. Although more work needs to be done, these initiatives have shown that change is possible.

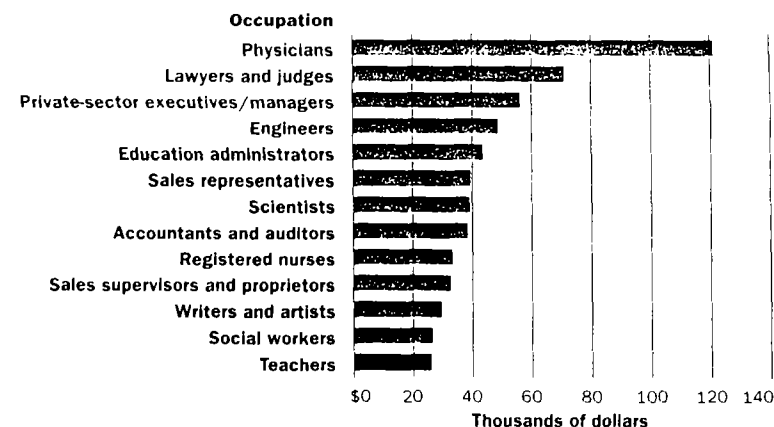
Aside from these distractions, there are real barriers to be addressed. Unequal resources and inadequate investments in teacher recruitment are major problems. Other industrialized countries fund their schools equally and make sure there are qualified teachers for all of them by underwriting teacher preparation and salaries. However, teachers in the United States must go into substantial debt to become prepared for a field that in most states pays less than any other occupation requiring a college degree.

This situation is not necessary or inevitable. The hiring of unprepared teachers was almost eliminated during the 1970s with scholarships and loans for college students preparing to teach, Urban Teacher Corps initiatives, and Master of Arts in Teaching (MAT) programs, coupled with wage increases. However, the cancellation of most of these recruitment incentives in the 1980s led to renewed shortages when student enrollments started to climb once again, especially in cities. Between 1987 and 1991, the proportion of well-qualified new teachers—those entering teaching with a college major or minor and a license in their fields—actually declined from about 74% to 67%.

Despite major advances in what is known about effective teaching, relatively few American teachers have access to the knowledge they need to teach. The problems stem from a view held over from the turn of the last century that schools could be run like factories and managed by top-down controls rather than by investing in teachers' capacities to make good decisions. Teachers, it was thought, needed to know little more than how to follow the book. They could be minimally prepared, given simple

Comparisons of Earnings by Occupation

Average annual earnings in the previous year, 1991



Source: U.S. Department of Education: National Adult Literacy Survey 1992. Published in the *Condition of Education 1995* (Washington, D.C.: National Center for Education Statistics, 1995), p. 161.

tasks, and treated as semiskilled workers. Others would be hired to design teaching work and tell teachers what to do. Many states and districts spend more time and energy developing teacher-proof regulations than preparing teachers who can deliver top-flight instruction.

The result of this long-standing view is that there is no real system for recruiting, preparing, and developing America's teachers. Major problems include the following:

- Inadequate teacher education.** Because accreditation is not required of teacher education programs, the quality of programs varies widely, with excellent programs operating alongside those that are out of touch with current knowledge and inadequately funded to do the job. Too many American universities still treat their schools of education as "cash cows" whose excess revenues are spent on the training of doctors, lawyers, accountants, and almost any other students than prospective teachers themselves. Many still do not offer the kinds of training needed to prepare teachers for today's new standards and changing student populations.
- Slipshod recruitment and hiring.** Although the share of academically able young people entering teaching has been increasing, there are still too few in

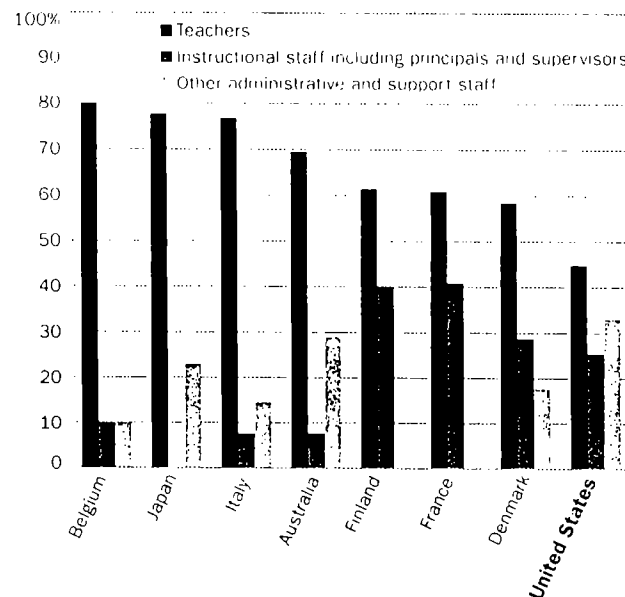
some parts of the country and in critical subjects like mathematics and science. Federal incentives that once existed to induce talented people into high-need fields and locations have been largely eliminated. At a time of fast-growing demand—the nation will need to hire more than two million teachers over the next decade—there is no coordinated means for ensuring that qualified people will be available in all communities. In addition, school districts often lose the best candidates because of inefficient and cumbersome hiring practices, barriers to teachers' mobility, and inattention to teacher qualifications.

- **Sink-or-swim induction.** Beginning teachers who do get hired are typically given the most difficult assignments and left to flounder on their own, without the kind of help provided by internships in other professions. Isolated behind classroom doors with little feedback or help, as many as 30% leave in the first few years, while others learn merely to cope rather than to teach well.
- **Lack of professional development and rewards for knowledge and skill.** In addition to the lack of support for beginning teachers, most school districts invest little in ongoing professional development for experienced teachers and spend much of these limited resources on unproductive “hit-and-run” workshops. Furthermore, most U.S. teachers have only three to five hours each week for planning. This leaves them with almost no regular time to consult together or learn about new teaching strategies, unlike their peers in many European and Asian countries where teachers spend between 15 and 20 hours per week working jointly on refining lessons, coaching one another, and learning about new methods.

The teaching career does not encourage teachers to develop or use growing expertise. Evaluation and tenure decisions often lack a tangible connection with a clear vision of high-quality teaching; important skills are rarely rewarded; and when budgets must be cut, professional development is often the first item to go. Historically, the only route to advancement in teaching has been to leave the classroom for administration.

In contrast, many European and Asian countries hire a greater number of better-paid teachers, provide them with more extensive preparation, give them time to work together, and structure schools so that they can focus on teaching and come to know their students well. Teachers share decision making and take on a range of professional responsibilities without leaving

Comparisons of Educational Staff By Function



Source: Organization for Economic Cooperation and Development (OECD), *Education at a Glance: OECD Indicators* (Paris: OECD, 1995), table p31, pp. 176-177.

teaching. This is made possible because these other countries invest their resources in many more teachers—typically 60% to 80% of staff as compared with only 43% in the United States—and they hire many fewer non-teaching staff.

- **Schools structured for failure.** Today's schools are organized in ways that support neither student nor teacher learning well. Curriculum goals are not well defined. Students are passed off from teacher to teacher for short periods of time, which makes it hard for them to learn challenging material or to be well known by school staff. Teachers are isolated from one another so they cannot share knowledge or be responsible for overall student learning. Technologies that could enhance learning are not yet widely available, and few staff are prepared to use them. And too many people and resources are allocated to activities outside of classrooms, sitting on the sidelines rather than the front lines of teaching and learning.

The Commission's Recommendations

To address these problems, we challenge the nation to embrace a set of goals that will put the nation on a path to serious, long-term improvements in teaching and learning. By the year 2006,

- All children will be taught by teachers who have the knowledge, skills, and commitments to teach children well.
- All teacher education programs will meet professional standards, or they will be closed.
- All teachers will have access to high-quality professional development and regular time for collegial work and planning.
- Both teachers and principals will be hired and retained based on their ability to meet professional standards of practice.
- Teachers' salaries will be based on their knowledge and skills.
- Quality teaching will be the central investment of schools. Most education dollars will be spent on classroom teaching.

The history of American education overflows with suggested and attempted reforms. From the teachers' standpoint, many if not most of them are doomed to failure because they do not emphasize—or in some cases even consider—teaching. Indeed, the “reform du jour” mentality often forces teachers to ride out the latest fad on the well-founded assumption that it, too, will pass.

Education reform can succeed only if it is broad and comprehensive, attacking many problems simultaneously. But it cannot succeed at all unless the conditions of teaching and teacher development change. And the Commission confidently believes that when its recommendations are put in place, they will stanch the endless waves of fruitless reform because our schools will have developed the capacity to continually renew and improve themselves.

Our proposals provide a vision and a blueprint for the development of a 21st-century teaching profession that can make good on the nation's educational goals. The recommendations are systemic in scope—not a recipe for more short-lived pilot and demonstration projects. They describe a new infrastructure for professional learning and an accountability system that ensures attention to standards for educators as well as students at every level: national, state, local school district, school, and classroom.

We urge a complete overhaul in the systems of teacher preparation and professional development in this country to ensure that they reflect and act upon the most

current available knowledge and practice. This redesign should create a continuum of teacher learning based on compatible standards that operate from recruitment and preservice education through licensing, hiring, and induction into the profession, to advanced certification and ongoing professional development.

We also propose a comprehensive set of changes in school organization and management that will provide the conditions in which teachers can use their knowledge much more productively to support student learning. And finally, we recommend a set of measures for ensuring that only those who are competent to teach or to lead schools are allowed to enter or to continue in the profession—a starting point for creating professional accountability.

For the first time in the history of education reform, a broad-based group of policymakers and educators—including those who will have to take courageous steps to put these recommendations in place—have issued a comprehensive agenda for change and have pledged to take the steps necessary to implement it. We understand that these recommendations are not easy to undertake and that the self-interest of various constituencies will be challenged in the process of bringing them to life. However, we are persuaded that these reforms are absolutely essential to guarantee every child a caring, competent, and qualified teacher . . . and to guarantee America a just and prosperous future.

To put teaching and teachers at the heart of school improvement, we offer these recommendations:

I. Get serious about standards, for both students and teachers.

The Commission recommends that we renew the national promise to bring every American child up to world-class standards in core academic areas and to develop and enforce rigorous standards for teacher preparation, initial licensing, and continuing development.

Standards for both students and teachers form the linchpin for transforming the way teachers work and schools operate. The goal of standards is to support student learning. Therefore, student standards need to be reinforced by incentives that encourage students to work hard, schools to support their efforts, and teachers to acquire greater knowledge and skill.

With respect to student standards, the Commission believes every state should work on incorporating demanding standards for learning—such as those developed by professional bodies like the National Council of Teachers of Mathematics—into curriculum frameworks and new assessments of student performance.

Implementation must go beyond the tautology that "all children can learn" to examine what they should learn and how much they need to know.

Standards should be accompanied by benchmarks of performance and clear examples of the kind and quality of work expected. With high-quality assessments that measure important abilities, teachers can teach more purposefully and make greater demands that students and parents can better understand and respond to. In addition, schools can better organize specific academic supports for students who need additional help.

Clearly, if students are to achieve high standards, we can expect no less from their teachers and other educators. The first priority is reaching agreement on what teachers should know and be able to do in order to help students succeed. Unaddressed for decades, this task has recently been completed by three professional bodies, the National Council for Accreditation of Teacher Education (NCATE), the Interstate New Teacher Assessment and Support Consortium (INTASC), and the National Board for Professional Teaching Standards (the National Board). Their combined efforts to set standards for teacher education, beginning teacher licensing, and advanced certification outline a continuum of teacher development throughout the career. These standards offer the most powerful tools we have for reaching and rejuvenating the soul of the profession.

The assessments accompanying these standards examine the attributes of effective teachers: subject matter expertise coupled with an understanding of how children learn and develop; skill in using a range of teaching strategies and technologies; sensitivity and effectiveness in working with students from diverse backgrounds; the ability to work well with parents and other teachers; and expertise in assessing how well children are doing, what they are learning, and what needs to be done next to move them along. They reflect a teaching role in which the teacher is an instructional leader who orchestrates learning experiences in response to curriculum goals and student needs and who coaches students to high levels of independent performance.

To advance standards, the Commission recommends that states:

- Establish professional standards boards in every state.
- Insist on professional accreditation for all schools of education.
- Close inadequate schools of education.

The Three-Legged Stool of Teacher Quality

The three-legged stool of quality assurance—teacher education program accreditation, initial teacher licensing, and advanced professional certification—is becoming more sturdy as a continuum of standards has been developed to guide teacher learning across the career. When these standards have been enacted in policy, teacher preparation and professional development should be focused on a set of shared knowledge, skills, and commitments.

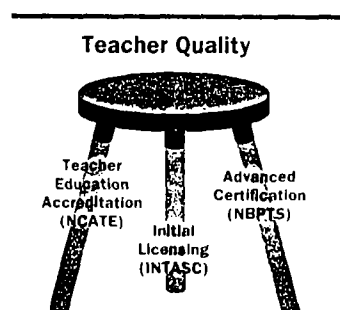
Accreditation: A rigorous new set of standards for teacher preparation programs has been developed by the National Council for Accreditation of Teacher Education (NCATE). NCATE-accredited institutions must show how they prepare teachers to teach to the student standards developed by professional associations such as the National Council of Teachers of Mathematics, one of NCATE's 30 professional organization members. They also must show how they prepare teachers to meet new licensing standards (see below) regarding content knowledge and skill in curriculum planning, assessment, classroom management, teaching strategies for diverse learners, and collaboration with parents and colleagues. To date, about 500 of 1,200 teacher education programs have received professional accreditation through NCATE.

Licensing: Under the auspices of the Council of Chief State School Officers, a consortium of more than 30 states and professional organizations has formed the Interstate New Teacher Assessment and Support Consortium (INTASC). This consortium has created a set of performance standards for beginning teacher licensing and is developing new examinations that measure these standards. The new examinations draw upon the pace-setting work of the National Board for Professional Teaching Standards (see illustration, opposite page)

and evaluate teaching in terms of how well teachers can plan and teach for understanding, connect their lessons to students' prior knowledge and experiences, help students who are not initially successful, analyze the results of their practice on student learning, and adjust it accordingly. If new teachers can do these things, they will be prepared to teach for the new student standards that are emerging and to develop the more advanced skills of a Board-Certified teacher.

Certification: The National Board for Professional Teaching Standards was instituted in 1987 to establish rigorous standards and assessments for certifying accomplished teaching. A majority of the Board's 63 members are outstanding classroom teachers; the remaining members include school board members, governors, legislators, administrators, and teacher educators. Veteran teachers who participate in the Board's assessments complete a yearlong portfolio that illustrates their teaching through lesson plans, samples of student work over time, videotapes, and analyses of their teaching. They also take tests of content and pedagogical knowledge that tap their ability to create and evaluate curriculum materials and teaching situations. The Board's standards are being used by some school districts to guide ongoing professional development and evaluation as well as certification of accomplished practice.

The Commission recommends that this framework be used to guide education policy across the states so that every teacher prepares at an NCATE-accredited institution, demonstrates teaching competence as defined by INTASC licensing standards, and develops accomplished practice as defined by the National Board for Professional Teaching Standards.



- License teachers based on demonstrated performance, including tests of subject matter knowledge, teaching knowledge, and teaching skill.
- Use National Board standards as the benchmark for accomplished teaching.

II. Reinvent teacher preparation and professional development.

The Commission recommends that colleges and schools work with states to redesign teacher education so that the two million teachers to be hired in the next decade are adequately prepared and all teachers have access to high-quality learning opportunities.

More new teachers will be hired in the next decade than in any previous decade in our history. If they are adequately prepared at the beginning of their careers, most of the band-aids and stopgap efforts now required should prove irrelevant in the future. In addition, if teachers have continuous access to the latest knowledge about teaching and learning, they will be better able to respond to the toughest learning problems and the challenge of meeting ever higher standards. For this to occur, several changes are essential.

- Organize teacher education and professional development around standards for students and teachers.
- Institute extended, graduate-level teacher-preparation programs that provide yearlong internships in a professional development school.
- Create and fund mentoring programs for beginning teachers that provide support and evaluate teaching skills.
- Create stable, high-quality sources of professional development—then allocate 1% of state and local spending to support them, along with additional matching funds to school districts.
- Organize new sources of professional development such as teacher academies, school-university partnerships, and learning networks that transcend school boundaries.
- Make professional development an ongoing part of teachers' daily work through joint planning, study groups, peer coaching, and research.

If teachers are to be prepared to help their students meet the new standards being set for them, teacher preparation and professional development programs must consciously examine the expectations embodied in new curriculum frameworks and assessments and understand what they imply for teaching and for learning to teach.

Then they must develop strategies that effectively help teachers learn to teach in these much more demanding ways.

Over the past decade, many schools of education have changed their programs to incorporate new knowledge. Like those in other countries, more than 300 have developed extended programs that add a fifth (and sometimes a sixth) year of training to undergraduate preparation. These programs allow beginning teachers to complete a disciplinary degree in their subject and acquire a firmer grounding in teaching skills. They allow coursework to be connected to extended practice teaching in schools; often these are professional development schools that, like teaching hospitals in medicine, have a special mission to support research and training. Recent studies show that graduates of extended programs are rated as better prepared and more effective teachers—and far more likely to enter and remain in teaching than their peers from traditional four-year programs.

As teachers move into the profession, they should have support from an expert mentor during the first year of teaching. Research shows that such support improves both teacher effectiveness and retention. In the system we propose, teachers will have completed initial tests of subject matter and basic teaching knowledge before entry and will be ready to undertake the second stage—a performance assessment of teaching skills—during this first year.

Throughout their careers, teachers should have ongoing opportunities to update their skills. In addition to time for joint planning and problem solving with in-school colleagues, teachers should have access to networks, school-university partnerships, and academics where they can connect with colleagues to study subject matter teaching, new pedagogies, and school change. These opportunities should offer sustained work on problems of practice that are directly connected to teachers' work and student learning. They should allow for in-depth inquiry, peer coaching, and sharing of knowledge so that real transformations of practice are possible.

III. Overhaul teacher recruitment, and put qualified teachers in every classroom.

The Commission recommends that states and school districts pursue aggressive policies to put qualified teachers in every classroom by providing financial incentives to correct shortages, streamlining hiring procedures, and reducing barriers to teacher mobility.

Although the nation each year produces more new teachers than it needs, shortages of qualified candidates in particular fields (e.g., mathematics and science) and

"The old paradigm of teaching was that you prepared a lesson, you taught it the best way you could, and you covered the curriculum," notes Pat Rice, principal of Withrow High School in Cincinnati, Ohio. A teacher who did those things, Rice explains, was a good teacher, no matter what students did. Now, good teaching is judged by how much learning occurs, and teachers' knowledge is ever more important. "Look at medicine," Rice suggests. "Doctors are learning more new surgical techniques all the time. If you're going to have a gallstone removed, wouldn't you rather they zap it with a laser than cut you open with a knife?"

In Cincinnati, Ohio, the collective efforts of the school district, teachers' union, university, and business have created a new continuum for teacher preparation, induction, and ongoing learning that gives teachers the tools to be more effective.

The University of Cincinnati has totally redesigned teacher education in collaboration with the schools. Candidates complete a five-year program that includes a bachelor's degree in their subject area as well as a master's degree in teaching. They engage in ongoing clinical experiences in professional practice schools, which involve selected local faculties as partners in the preparation of teachers and the redesign of schooling. Starting in their second year, candidates conduct classroom observations, research studies, and tutoring in these sites. By the fifth year, they complete a full-year internship that combines half-time teaching responsibility with coordinated seminars under the joint supervision of campus-based and school-based faculty.

Following this in-depth preparation, new teachers are assigned a mentor in Cincinnati's Career-in-Teaching program. They receive intensive help throughout their first year from an expert consulting

teacher, selected through a rigorous evaluation process, who has released time to work with beginners on developing their practice. At the end of the year, the consulting teacher assesses their performance and recommends continuation or dismissal to a governing board of teachers and administrators. The program has resulted in lower attrition of beginning teachers, higher levels of competence, and greater selectivity in decisions about who remains in the profession.

As interns continue through a career continuum as residents, professional teachers, and—eventually—lead teachers, they have continuous opportunities to grow in their expertise and responsibilities. These are supported by the efforts of the Mayerson Academy, a professional development collaborative endowed by the business community, which offers courses, action labs, study groups, and seminars with and for educators. Notes executive director Michael Rutherford, "One thing we know about professional development is that it's not worth anything if there isn't ongoing follow-up and support. It can't be inconsistent and it can't be one-shot programs." Having taken this lesson to heart, Cincinnati has created a continuum of coherent, sustained learning for teachers that is focused on student success.

particular locations (primarily inner city and rural) are chronic. While some districts have long waiting lists of qualified teachers eager for work, others cannot find the applicants they need.

In large districts, logistics can overwhelm everything else. It is sometimes the case that central offices cannot find out about classroom vacancies, principals are left in the dark about applicants, and candidates cannot get any information at all. And large pools of potential midcareer teacher entrants—from "downsized" corporation employees, military and government retirees, and teacher aides already in the schools—lie for the most part untapped.

States and districts should aggressively overhaul teacher recruitment by providing financial incentives to correct shortages; streamlining hiring procedures; and reducing barriers to teacher mobility. Five principles are involved here:

- Increase the ability of financially disadvantaged districts to pay for qualified teachers and insist that school districts hire only qualified teachers.
- Redesign and streamline hiring at the district level, principally by creating a central "electronic hiring hall" for all qualified candidates and establishing cooperative relationships with universities to encourage early hiring of teachers.
- Eliminate barriers to teacher mobility by promoting reciprocal interstate licensing and by working with states to develop portable pensions.
- Provide incentives (including scholarships and premium pay) to recruit teachers for high-need subjects and locations.
- Develop high-quality pathways to teaching for recent graduates, midcareer changers, paraprofessionals already in the classroom, and military and government retirees.

IV. Encourage and reward knowledge and skill.

The Commission recommends that school districts, states, unions, and professional associations cooperate to make teaching a true profession, with a career continuum that places teaching at the top and rewards teachers for their knowledge and skills.

Schools have few ways of encouraging outstanding teaching, supporting teachers who take on the most challenging work, or rewarding increases in knowledge and skill. Newcomers who enter teaching without preparation are paid at the same levels as those who enter with highly developed skills. Entering novices take on exactly the same kind of work as 30-year veterans. Mediocre teachers receive the same rewards as outstanding ones. And unlicensed "teachers" are placed on the same salary schedule

as teachers licensed in two or more subjects. All of these incentives maintain a status quo in which knowledge and expertise have little currency.

One indication that the existing system does not understand what it is doing is that it rewards experience with easier work instead of encouraging senior teachers to deal with difficult learning problems. As teachers gain experience, they can look forward to teaching in more affluent schools, working with easier schedules, dealing with “better” classes, or moving out of the classroom into administration. Teachers are rarely rewarded for applying their expertise to the most challenging learning problems or major system needs.

To address these issues, the Commission recommends that states and local education agencies:

- **Develop a career continuum** linked to assessments and compensation systems that reward knowledge and skill. These include the ability to teach expertly in two or more subjects, as demonstrated by performance-based licensing, as well as the ability to pass examinations of teaching skill, such as those offered by INTASC and the National Board.
- **Remove incompetent teachers** through peer assistance and review programs that provide necessary supports and due process.
- **Set goals and enact incentives for National Board Certification** in every district, with the aim of certifying 105,000 teachers—one for every school in the nation—during the next ten years.

If teaching is organized like other professions that have set consistent licensing requirements, standards of practice, and methods for assessments of expertise, the reward system can be tied to professional growth and development. A career continuum that places teaching at the top and supports growing expertise should (1) recognize accomplishment, (2) anticipate that teachers will continue to teach while taking on other roles that allow them to share their knowledge, and (3) promote continued skill development related to clear standards.

Some districts, like Cincinnati, Ohio, and Rochester, New York, have already begun to develop career pathways that tie evaluations to pay increments at key stages as teachers move from their initial license, through a period as a resident teacher under the supervision of a mentor, to designation as professional teacher. Tenure is a major step tied to a serious decision made after rigorous evaluation of performance in the first several years of teaching, incorporating administrator and peer review by expert colleagues. Advanced certification from the National Board for Professional Teaching Standards may qualify teachers for another salary step and/or for quali-

cation to serve as a lead teacher—a role that is awarded to teachers who have demonstrated high levels of competence and who want to serve as mentors, consulting teachers, and program developers.

One other feature of a new compensation system is key. The central importance of teaching to the mission of schools should be acknowledged by a system in which the highest paid professional in a school system is an experienced National Board-Certified teacher, who should be able to earn as much by teaching as by becoming an administrator. As in other professions, teaching and administrative roles should become less distinct. The jobs of teacher, consultant, supervisor, principal, curriculum developer, researcher, mentor, and professor should be hyphenated roles, allowing many ways for individuals to use their talents and expertise without abandoning the core work of the profession.

V. Create schools that are organized for student and teacher success.

The Commission recommends that schools be restructured to become genuine learning organizations for both students and teachers: organizations that respect learning, honor teaching, and teach for understanding.

Many experts have observed that the demands of serious teaching and learning bear little relationship to the organization of the typical American school. Nothing more clearly reveals this problem than how we allocate the principal resources of school time, money, and people. Far too many people sit in offices on the sidelines of the school's core work, managing routines rather than improving learning. Our schools are bureaucratic inheritances from the 19th century, not the kinds of learning organizations required for the 21st.

Across the United States, the ratio of school staff to students is 1:9. However, actual class sizes average about 24, reaching 30 or more in many cities. High school teachers generally see more than 100 students per day. This is because most staff are not classroom teachers, and teachers' work is organized like piecework on an assembly line. The organizational assumptions that led to this way of managing work are being abandoned in high-performance businesses that are flattening hierarchies, creating teams, and training employees so they can take on wider responsibilities. Many schools have proved that it is possible to restructure adult use of time so that more teachers and administrators actually work with students on a daily basis in the classroom, thus reducing class sizes while creating more time for teacher collaboration. They do this by creating teams of teachers who share students, engaging almost all

Restructuring Schools to Support Student and Teacher Learning

Across the country, schools are reorganizing their work to provide more time for student learning, more personalized relationships between teachers and students, and greater opportunity for teachers to work and plan together in teams. Providing teachers with the time they need to work with colleagues and keep up with advances in their profession depends largely on schools' willingness to rethink staffing patterns. A study of the allocation of teachers in the Boston public schools found that even with a pupil-teacher ratio of only 13:1, regular class sizes averaged 23 and went as high as 33, because of the assignment of many staff to pullout and specialist positions.

By combining all of the students into regular classroom groupings rather than using pullouts for Title I and special education, class sizes could drop to about 14 in elementary schools. By rethinking schedules, teachers also can have more time for joint planning. Boston schools like Lyons and O'Hearn elementary schools have recently done just that, sometimes teaming regular and special-education teachers to work together. At Ashley River Elementary in South Carolina, teachers have 80 minutes a day for planning with their grade-level teams, and class sizes were lowered by reducing the number of specialists and counselors; now 75% of staff are classroom teachers. At Hefferan Elementary School in Chicago, teachers teach four full days of academic classes each week and spend the fifth full day planning together with their multigrade teams while students rotate to "resource" classes in music, fine arts, computer lab, physical education, library science, and science lab. At Quebec Heights Elementary

in Cincinnati, Ohio, teachers have found 5.5 hours a week to plan together and have lowered pupil-teacher ratios to 15:1 by creating multi-age clusters of students and teachers, integrating special education teachers into cluster teams, and eliminating separate Title I classes. In all of these cases, evidence shows that students are learning more as teachers develop their expertise.

In high schools, combining subject areas such as English, history, and writing can substantially reduce teaching loads and create time for teachers. This strategy has been used in many of the more than 100 new, small restructured high schools in New York City recently created to replace failing comprehensive high schools. The new schools often create interdisciplinary teams of teachers who share students, and they establish block schedules that reduce teachers' pupil loads while creating more shared planning time. In one model, each teacher teaches two classes (either humanities or math/science) that meet for nearly two hours daily, four times per week. With class sizes of around 20, this results in a total pupil load of 40. Virtually everyone in the school teaches: about 70% to 75% of all staff as compared with the usual 50% to 55%. Teachers have about seven hours a week to plan together in addition to five hours of individual "prep" time. The co-directors teach some classes and counsel students in advisories—small groups of students who meet weekly with teacher advisers. There are no guidance counselors, attendance officers, assistant principals, supervisors, or department heads, and few security guards are needed because students are so well known.

	Traditional High School	Restructured High School
Total students	3,380	450
Ratio of student to staff	13:1	10:1
% of Staff who are full-time teachers	58%	73%
Average class size	33	18
Average pupil load	167	36
Joint work time for teachers	45 minutes/week	7.5 hours/week

Studies have found that attendance, grades, graduation rates, and college-going rates are all higher in these restructured schools than in the traditional schools they are replacing.

By contrast, teachers in a traditional New York high school of 3,300 have class sizes of 33 and see 167 students per day, although student-adult ratios are only 13:1. Teachers have no joint planning time because the school's person-hours are consumed by the large number of non-teaching staff: 9 assistant principals, 11 guidance counselors, 13 secretaries, 10 school-based services specialists, 17

security guards, 22 nonteaching school aides, 14 paraprofessionals, and 3 librarians. Students and teachers experience the anonymity of the factory model school, which produces far less learning for them both.

Teams that include many kinds of expertise and share groups of students can plan more effectively for students and use time more productively. Resources are better used when they go directly to the classrooms, rather than sitting around the periphery of the school to be applied in brief encounters with students or in coordinative rather than teaching roles.

Sources: Linda Darling-Hammond, "Restructuring Schools for High Performance," in *Rewards and Reform: Creating Educational Incentives that Work*, edited by Susan Fuhrman and Jennifer O'Day (San Francisco, Calif.: Jossey-Bass, 1996); and Karen Hawley Miles, "Freeing Up Resources for Improving Schools: A Case Study of Teacher Allocation in Boston Public Schools," *Educational Evaluation and Policy Analysis* 17 (Winter 1995): 476-493.

adults in these teaching teams where they can share expertise directly with one another, and reducing pull-outs and nonteaching jobs.

To direct their energies around a common purpose, schools need to adopt shared standards for student learning that become the basis for common efforts of teachers, parents, and the community. Then schools must be freed of the tyrannies of time and tradition to permit more powerful student and teacher learning. This includes restructuring time and staffing so that teachers have regular time to work with one another and with groups of students; rethinking schedules so that students and teachers have more extended time together over the course of the day, week, and years; and reducing barriers to the involvement of parents so that families and schools can work together.

To accomplish this, the Commission recommends that state and local boards work to

- Flatten hierarchies and reallocate resources to invest more in teachers and technology and less in nonteaching personnel.
- Provide venture capital in the form of challenge grants that will promote learning linked to school improvement and will reward effective team efforts.
- Select, prepare, and retain principals who understand teaching and learning and who can lead high-performing schools.

If students deserve a qualified teacher as an inalienable right, teachers deserve a highly qualified principal as a right as well. If schools are to become genuine learning organizations, school leaders must have a deep understanding of teaching and learning for adults as well as children. The job began as that of a “principal teacher,” and this conception is ever more relevant as schools refocus on academic achievement for students. Principals should teach at least part of the time (as do most European, Asian, and private school directors), and they should be well prepared as instructional leaders, understanding teaching and learning, curriculum and assessment, as well as how to lead organizations in which leadership and decision making are shared and where continual learning is fostered for staff and parents as well as students.

Next Steps

Developing recommendations is easy. Implementing them is hard work. The first step is to recognize that these ideas must be pursued together—as an entire tapestry that is tightly interwoven. Pulling on a single thread will create a tangle rather than tangible progress.

The second step is to build on the substantial work of educational reform under-

taken in the last decade. All across the country, successful programs for recruiting, educating, and mentoring new teachers have sprung up. Professional networks and teacher academies have been launched; many education school programs have been redesigned; higher standards for licensing teachers and accrediting education schools have been developed; and the National Board for Professional Teaching Standards has begun to define and reward accomplished teaching.

Finally, we must understand that everyone must shoulder his or her share of the burden of transforming American schools.

While much of what we propose can and should be accomplished by reallocating resources from uses that are currently unproductive, there are new costs. As the table below indicates, the estimated additional costs of our key recommendations total just under \$5 billion annually—less than 1% of the amount spent on the federal savings and loan bailout several years ago. This is not too much, we believe, to bail out our schools and to secure America’s future.

Type of Investment	Cost per Year
Scholarships for able teaching recruits in high-need areas	\$ 500 million
Teacher education reforms	\$ 875 million
Mentoring supports and new licensing assessments	\$ 750 million
Professional development funding	\$ 2.750 billion
TOTAL	\$ 4.875 billion

A Call to Action

Defining the agenda outlined above is the easiest task. Setting it in motion and carrying it to completion will demand much of us all. The Commission calls on governors to create state professional boards to govern teacher licensing standards and to issue annual report cards on the status of teaching. We ask state legislators to set aside at least 1% of funds for standards-based teacher training. We urge Congress to put money behind the teacher recruitment programs it has already approved but never funded.

Moreover, we ask the profession to take seriously its responsibilities to children and America’s future. Among other measures, we insist that state officials close the loopholes that permit unqualified people to be placed as teachers in the classroom. We call on university officials to take up the hard work of improving the preparation of new and practicing teachers. We ask administrators and teachers to take on the difficult work of developing teaching of ever higher quality. And we ask local school boards and

superintendents to play their vital role by streamlining hiring procedures, upgrading quality, and putting more staff and resources into the front lines of teaching.

There can be no doubt that the American people will support all these actions—and many more. The public has its educational priorities perfectly straight. A recent Public Agenda poll asked, “What is the most important thing public schools need in order to help students learn?” The top vote-getter by a large margin was “good teachers.” And when the question was, “Whom do you trust to make decisions about schools?” teachers were only slightly behind parents as the runaway favorites—far outdistancing education experts, Washington bureaucrats, state officials, and every other category.

Those respondents from Main Street echo the words of ordinary and extraordinary people everywhere. World-famous violinist Jascha Heifetz put it best. “I remember my old violin professor in Russia,” he once recalled. “He said that someday I would be good enough to teach.” These insights underscore the Commission’s crusade to make caring and competent teaching a fundamental student right.

Good teachers are those who can transmit a passion for learning. They believe all children can learn, some may take a little longer, but will not stop until they have tried everything they can and then some. They understand that learning is a lifelong experience and let their children see they are still learning. . . . Good teachers care about their students as people, not just grades in a book.

— JOANNE LEAVITT,
PARENT, SANTA MONICA, CALIFORNIA

The most important contribution we as educators can make to the well-being of children is to enable them to deal effectively with their universe. . . . This is not, of course, a trivial task. It combines a number of concerns, ranging from teaching basic skills to readying students for the marketplace. In essence, it combines giving them the tools to analyze a situation to make an appropriate response, the self-confidence to use those tools, and the pride and motivation to use them with excellence.

— JOHN SNYDER, COMPUTER SCIENCE TEACHER,
ADVANCED TECHNOLOGIES ACADEMY,
LAS VEGAS, NEVADA

Promising Practices:

New Ways to Improve Teacher Quality

September 1998

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Promising Practices: New Ways to Improve Teacher Quality - September 1998

Achieving Excellence In The Teaching Profession

Every child needs--and deserves--dedicated, outstanding teachers, who know their subject matter, are effectively trained, and know how to teach to high standards and to make learning come alive for students.

*President Clinton
September 1998*

Teaching is the essential profession, the one that makes all other professions possible. Without well-qualified, caring, and committed teachers, neither improved curricula and assessments, nor safe schools--not even the highest standards in the world--will ensure that our children are prepared for the challenges and opportunities in America's third century. More than ever before in our history, education will make the difference between those who will prosper in the new economy and those who will be left behind. Teaching is the profession that is shaping this education and therefore America's future--molding the skills of our future workforce and laying the foundation for good citizenship and full participation in community and civic life.

Accordingly, what teachers know and are able to do is of critical importance to the nation, as is the task of preparing and supporting the career-long development of teachers' knowledge and skills. Yet, while we do not ask our doctors to perform surgery after just several weeks of clinical experience, we expect students to prepare to become teachers with only a few weeks of in-classroom training. While employees in high-performance industries have opportunities for professional growth and learning, many teachers do not receive the opportunities for continuous learning that they need to teach effectively.

It is time we give teachers the education and support that they need to teach our children to the high standards that the challenges of the 21st century demand. This is why the report of the National Commission on Teaching and America's Future, issued in September 1996, makes clear the urgency of addressing teacher quality and why President Clinton declared improving education his first priority. In *A Call to Action for American Education in the 21st Century* he emphasizes the immediate need for talented and dedicated teachers in every classroom.

Educational, Economic and Social Change

Education is key to a vibrant and prosperous America seeking to maximize the contributions of all its citizens and embracing the richness and possibilities that our nation's diversity affords, as the new century approaches. To achieve this future, we must set high standards for all students and seek to develop their potential through high expectations, organized effort, caring, commitment, and talented teachers in every classroom. However, as elementary as these goals sound, America faces daunting challenges in trying to achieve them.

Societal changes are putting new pressures on teachers and schools. America's classrooms are serving more students and more diverse students--racially, culturally, and linguistically--than ever before. Students with learning disabilities, physical impairments, and limited English proficiency are increasingly being served in regular education classrooms. The societal conditions in which children grow up and changing family structures are impacting classrooms. More students are coming to school

at risk because of poverty, inadequate nutrition, housing, health and medical care, and other adverse conditions at home. Schools are seeing more students in crisis because of violence, drug and alcohol abuse, and other threats in their homes and communities.

At the same time, powerful economic changes are placing new demands on students, teachers, and schools. In the early 1900s, just 10 percent of the nation's jobs required a college-level education. Rote teaching and learning provided what the economy of the age demanded: a reliable labor force for the industrial era's routinized assembly lines. In contrast, more than half of the jobs that will be created between today and the 21st century will require some college, and over 70 percent of all jobs will require technological literacy.⁽¹⁾ Solid basic skills, critical thinking, lifelong learning, and technological literacy have become the new keys to productivity in our knowledge-based society. In the new century, almost every adult will need to attend college or participate in specialized training throughout his or her lifetime in order to navigate rapidly changing economic conditions. No longer can we educate only a select few to high standards. Our schools must be safe havens of learning that help all children reach for high standards and acquire problem-solving skills in addition to instilling in them the core values of responsibility, hard work, and respect.

With more people "thinking for a living," instructional practices are changing too. New knowledge about how children develop and learn is transforming school organization--and the roles of the people in these re-organized schools. Mastery of the basics, inquiry, collaboration, and responsibility are the new hallmarks of effective education. New and veteran teachers alike must develop new knowledge and skills to respond to these new demands.

Moreover, just as America's economic well-being depends on well-educated young people who can contribute in a modern, technologically complex workforce, the nation's future as a democracy requires adults capable of building more vibrant, caring, and civil communities for all its people in an increasingly diverse society. Americans must be capable of participating in and protecting their democratic institutions. The challenge facing public education is to prepare children for each of these essential roles, while providing them the knowledge and skills necessary to lead productive and fulfilling lives as individuals and as members of families.

America's Teacher Recruitment and Development Challenge

At the same time that societal changes are demanding more and more from our schools and teachers, recruiting and preparing the next generation of teachers present us with major challenges. In 1997, a record number of students entered our nation's schools, pushing already overcrowded classrooms to their limits. By 2007, America's public and private schools will educate nearly three million more children than they do today--a total of more than 54 million youngsters. Approximately 90 percent of these students will be educated in our nation's public schools. These enrollment increases are occurring just as teacher retirements are beginning to accelerate. This "demographic double whammy" means that over the next decade more than two million teachers will need to be hired to match the enrollment in our elementary and secondary classrooms. Over half of these will be first-time teachers, and they will need to be the best-prepared teachers our nation has ever known.⁽²⁾

The traditional response of districts facing an increased demand for teachers has been to lower its standards and hire less qualified teachers. Thus, shortages of teachers will not be shortages in quantity; schools will usually hire someone for the front of each classroom. The shortages will be in quality and in diversity.

In its recent report, *What Matters Most: Teaching for America's Future*, the National Commission on Teaching and America's Future found that, already, more than 50,000 people who lack the training for the job enter the teaching profession annually on emergency or provisional licenses. The Commission also found that fewer than 75 percent of America's teachers can be considered fully qualified: that is, having studied child development, learning, and teaching methods; holding degrees in their subject areas; and having passed state licensure requirements. Twenty-eight percent of teachers whose main

assignments are in the core academic subjects do not have even a college minor in these fields.⁽³⁾

Shortages of qualified teachers have already reached critical proportions in our high-poverty communities; in many fields such as science, mathematics, bilingual education, and special education; in states experiencing the greatest population increases (for example, California, Nevada, Florida, and Texas, among others); and in the population of teachers from diverse racial, cultural, and linguistic backgrounds.

Teaching excellence and diversity are inextricably connected as are teaching excellence and academic preparation. However, while a third of America's students are minority, only 13 percent of their teachers are, and that gap is growing.⁽⁴⁾ Quality teaching in the 21st century means bringing distinctive life experiences and perspectives in to the classroom; providing valuable role models for minority and non-minority students alike; enriching the curriculum, assessment, and school climate; and strengthening connections to parents and communities.

Shortages of qualified teachers will not be felt in all communities. While wealthy suburban districts may always have an abundance of applications, urban and disadvantaged rural districts often find it difficult to attract and retain qualified teachers. It is usually the schools in high-poverty communities that, faced with shortages of qualified teachers, hire teachers who are not fully qualified to teach. For example, the Commission reported that students in the schools with the highest minority enrollments--usually schools in high-poverty areas--have less than a 50 percent chance of having a science or math teacher with a license or degree in the field he or she teaches.⁽⁵⁾ As a consequence, America's most challenging classrooms are often forced to make do with the nation's least qualified teachers. Millions of school children who could benefit most from effective teaching are denied access to a quality education. This is a fundamental issue of equity.

Teacher shortages of all kinds are exacerbated by poor support for both new and veteran teachers. Attrition rates for new teachers in urban districts can sometimes reach 50 percent in the first five years of teaching because of inadequate preparation (particularly for those entering teaching on emergency permits or waivers), challenging assignments, and the paucity of high-quality mentoring and induction programs available for novice teachers.⁽⁶⁾ Such attrition rates drain district resources for recruitment, and the revolving-door staffing patterns they foster in some schools create a considerable burden on school climate and student performance. In addition, teachers in high-poverty settings often become "de-professionalized" because they lack the professional development opportunities that are more often available to those who teach in the suburbs. The absence of quality professional development is a strong disincentive for teachers to choose schools in urban and rural areas. It also denies development opportunities to the very teachers who face the most challenges in the classroom.

Finally, recruiting and retaining high-quality individuals into the profession will require states and communities to re-examine salary levels for beginning and veteran teachers as they increase standards for the profession. A few communities and states have recognized the importance of this balance and have increased teachers' salaries to make them comparable to those of other professions. However, the vast majority of teachers still earn incomes that are far lower than these. Our nation's democracy and economy depend on the education that teachers provide. Our society will not successfully attract and retain the highest quality teachers until we place sufficient value on the work that they do.

An Opportunity to Renew the Teaching Profession

A complex set of changes--changing demographics, changing education, societal, and economic forces, the need for many new recruits in the teaching force, and the need for improved teacher quality--does not have to spell disaster. These challenges offer a window of opportunity for making dramatic improvements in the ways we recruit and prepare teachers, support them in the critical first few years and provide for their ongoing learning.

Many policy makers across the country, teacher educators, and teachers themselves are beginning to recognize that a teaching career is a continuum, not a series of disconnected steps stacked on top of each

other. A professional career begins with recruitment, continues through preparation and initial licensing, and extends to lifelong professional development. Every stage in this continuum must be rigorous.

Some excellent examples of promising policies and practices in the teaching profession are emerging. They cover the continuum of a teaching career, including:

- Recruiting talented and diverse people into the teaching profession;
- Improving teacher preparation;
- Raising licensing and certification standards for teachers;
- Providing professional support to beginning teachers during their initial teaching years;
- Improving professional development practices; and
- Improving teacher accountability and incentives.

The profiles in this book address each of the practices listed above. They were nominated as promising practices by regional education laboratories, reviews of research literature, and researchers for the national Commission. All of these sources, as well as interviews with educators and others associated with the practices and the commission report itself provided the basis for the descriptions of what constitutes best practices in teaching.

These examples of promising practices in the teaching profession today represent years of effort and the wisdom of many lessons learned. But they are not a definitive list: the current effort to ensure quality throughout the teaching profession is too dynamic and is happening in too many places to allow for a comprehensive evaluation. What will not change, however, is the need for excellent teachers.

Teachers are the most basic educational resource communities provide their children. Our goal must be to provide the training and support that will ensure that there is a talented, dedicated, and well-prepared teacher in every classroom.

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[Title page]



[Recruiting Talented and Diverse People Into the Teaching Profession]

Promising Practices: New Ways to Improve Teacher Quality - September 1998

Recruiting Talented and Diverse People Into the Teaching Profession

The demographics of today's changing teaching force are stunning: one-third of today's teachers have more than 20 years of experience; and two-thirds are at least at mid-career. At the same time, K-12 enrollment is the highest it has ever been in the United States, surpassing the explosive enrollment of the baby-boom years.⁽⁷⁾ The 52 million students expected by 1998 will stretch the capacity of the nation's schools for many years to come. Schools already unable to recruit enough talented teachers, particularly in fields such as math and science, shudder to contemplate how they will deal with that burden.

In the past, school districts often relied on recruiting back former teachers who had dropped out to raise families or to try other careers, but in recent years this strategy has yielded little. Currently, only about 7 percent of former teachers each year are returning to teaching.⁽⁸⁾

Shortage of Minority Teachers

The gap between the diversity of students in the schools and the racial and ethnic characteristics of the teaching force has become another recruitment issue. About 86 percent of the teachers in public schools are non-Hispanic Caucasian, while more than 32 percent of the students in K-12 schools are minority.⁽⁹⁾ This gap is growing larger. In 1995, 1.3 percent of bachelor's degrees in education were granted to Asian/Pacific Islanders, 6.27 percent were granted to African Americans, 3.2 percent were granted to Hispanics and .79 percent were granted to Native Americans.⁽¹⁰⁾

Furthermore, urban areas that have enrollment majorities of students of color and students from families whose home language is other than English, have the most difficulty recruiting new teachers.

These statistics indicate that the supply of minority teachers will continue to be far out of proportion in relationship to the percentages of minority students in classrooms unless great efforts are made to recruit more minority teachers.

Hiring Standards Must Remain High

Fortunately, many of those involved in setting long-range policies and practices are emphasizing quality before quantity as they recruit new teachers. Until recently, little effort went into recruiting highly capable middle and high school students for teaching careers or into reaching out to special groups. But such initiatives are now happening, usually as a part of overall state policies to improve the quality of teaching or as foundation/institution projects to encourage the best to enter teaching.

The success of the rest of the continuum of teacher development depends on aggressive recruitment efforts. Recruitment should begin early with students who show interest in teaching. They should be encouraged to tutor their peers and younger students as early as middle school, to be camp counselors in the summers, and to complete classes in education theory. They should be introduced to the option of teaching as a profession and exposed to role models. Efforts should also target professionals from other fields to encourage mid-career men and women to pursue a career in teaching.

Aggressive recruitment policies provide the foundation for a strong teaching profession but will take time to have an impact on quality instruction in classrooms. Recruiting and retaining talented and diverse candidates will require an ongoing consistent effort if quality teachers are to be available to all students.

Norfolk State University

The Pathways to Teaching Careers Program

"This project has provided a marvelous opportunity for teacher aides and other paraprofessionals to become certified teachers. For the school systems it has provided a pathway to increase minority teachers."

Denise Littleton
Director, DeWitt Wallace Pathways to Teaching Careers Program

The public school system in Norfolk, Virginia, is facing a growing disparity between the diversity of its student population and the diversity of the available teaching force. Approximately 61 percent of the students served by the Norfolk Public Schools (NPS) are African American, while only 37 percent of the available teaching force is African American. Furthermore, 1992-93 projections indicate that at least 166 African American teachers will be eligible for retirement by the year 2000. In response to this growing disparity, the Pathways project at Norfolk State University was initiated, in collaboration with Old Dominion University (ODU) and Norfolk Public Schools (NPS), "to enhance the educational opportunities and achievement of children in the Norfolk Public Schools." Funded by a grant from the DeWitt Wallace Reader's Digest Fund, this program focuses on recruiting teacher aides, substitute teachers, and other paraprofessionals--specifically targeting minority and male applicants--and returning them to the Norfolk Public Schools as well-prepared teachers.

Before admission to the program at Norfolk State, participants go through a careful screening and selection process. To ensure their ability to complete the program within the time frame of the grant, applicants must have more than 60 transferable credits toward completing the teacher education program and a minimum 2.3 grade point average. Applicants must already be employed by NPS and are expected to have strong recommendations; they also must complete a satisfactory personal interview with a selection committee representing school faculty and principals, community members, and NPS personnel. Most important, applicants must have a demonstrated commitment to children in urban areas, as well as an interest in primary education, special education or secondary education.

Once admitted, Pathways Scholars progress through a teacher education program specifically geared to meet their needs. One academic course, for example, assesses scholars' specific needs and weaknesses relative to the National Teachers Exam (NTE). Ongoing curricular development activities inspired a course on community volunteerism, as well as instructional modules on an array of urban education topics. Courses are available in the evenings and over the summer to accommodate participants' schedules. Finally, the program is structured to emphasize all cultures--with a specific focus on the urban student--and to build on the real-world experiences of the participants.

The program offers scholars both financial and academic support services. Scholars' financial needs are largely covered (80 percent) by the grant from DeWitt Wallace Readers Digest Fund. Academic supports include an initial orientation, special seminars, and workshops. Scholars also receive academic advising, tutoring, and counseling. In addition, family orientation and day care services are available. The program closely monitors grades, requires a supervised field experience (in addition to regular employment with NPS), and evaluates in-class performance at least twice per semester.

Upon program completion, graduates seek employment with NPS, fulfilling a pledge each scholar makes upon entry to the program. The employment process is facilitated by the fact that NPS is involved in the initial selection of Pathways Scholars; continued communication between program staff and NPS during the employment period is another facilitating factor. Once graduates have gained employment, Norfolk State continues to monitor them informally and offers special seminars and annual workshops.

The careful selection of participants and the comprehensive nature of the Pathways program at Norfolk State show very positive results thus far. To date, the Pathways program has enrolled 106 scholars. Only eight left the program before completion, and the retention rate is 92 percent. The Norfolk Pathways program graduated 87 percent of its scholars (92 of 106), 66 of whom are fully certified teachers. Many of those who are not yet certified are either waiting to take the National Teachers Exam or are awaiting results of the exam.

Finally, 69 graduates found placement in NPS; three of these are substituting regular teaching for their student teaching requirement, and are thus not yet certified. Most important, the program has provided a unique avenue to teaching for a pool of candidates with backgrounds and experiences that make them well suited to address specific teacher shortages in the Norfolk Public Schools.

Colorado State University *Project Promise*

"These participants...are not burn-outs from other careers, but rather individuals who have a strong and sincere desire to have a positive influence on young people."

Founder, Project Promise

Until recent efforts to entice college graduates to switch from other careers to teaching, changing careers often meant starting over completely. Those who wanted to become teachers needed to take a sequence of expensive courses that often delayed them from teaching for several years even though they already held a college degree or even a graduate degree. When the enormity of the teacher shortage became known to state policy makers and others, many called for greater flexibility in hiring practices, pushing through legislation that often allowed non-certified personnel from other academic fields to enter teaching immediately. Special recruitment campaigns targeted the military and/or recent college graduates.

Promised supervision of alternate-route teachers turned out to be less than desired, as did the teachers' knowledge of basic classroom practices. In order to retain the valuable contribution of alternate-route teachers, more recent initiatives have focused on better recruitment policies and more structured preparation for classroom teaching as well as continued supervision. More than 200 higher education institutions now participate in such programs.⁽¹¹⁾

The founders of Project Promise at Colorado State University believe that candidate selection is a major factor in this program's success. Because the program is experimental, it serves a limited number of candidates even though its promotion stimulates more than 300 applicants a year drawn from such fields as law, engineering, medicine, and government service. One-third already have a master's degree or first professional degree.

Selection of Candidates

A preliminary application given to applicants asks general questions: "Why do you want to enter teaching?" or "How would you describe an especially rewarding teaching experience you have had?" or "How could students be motivated to work harder?"

Finalists take part in interviews with several faculty members on campus that include simulations to assess the candidate's ability to be student centered and to handle power issues in the classroom. At the end of this process, 20 candidates become the Project Promise cohort for the year. They are eligible for limited scholarship assistance, either from the university or through donations from individuals and foundations. With the assistance of a Programs of Excellence grant from the state, the program

distributed \$34,000 in scholarship aid for the 1996-97 school year.

Grade-point averages or test scores are not as important to the Project Promise staff as are a candidate's mission, empathy, involvement in voluntary service and experiences with young people. Data are kept on each incoming candidate's strengths and reviewed at the end of the program to see if the staff's original assessments were right.

The candidates enter into an intensive but compressed program lasting 10 and a half months under the supervision of the same faculty and graduate assistants throughout. They enroll in distinct student teaching placements--rural, urban, middle school and high school. Their total time as student teachers is about 22 weeks, but instead of an evaluation at the end of the process, those in Project Promise may receive up to 50 observations and specific feedback from university faculty. This feedback allows them to gain insight on the spot about their teaching.

Abstract theory, such as philosophy or foundations courses, usually given at the beginning of teacher preparation, come at the end of Project Promise. The staff reasons that older, experienced candidates are more focused on gaining experience in the classroom early than on learning theories.

The program faculty continue to work officially with the program graduates for two additional years, creating professional development plans cooperatively with the principals of the schools where Project Promise's graduates are placed.

The selection process and intensive performance-based preparation apparently account for the high placement and retention rate of Project Promise graduates. Over 90 percent of the graduates find teaching jobs each year (in 1996, all graduates signed contracts). Follow-up studies indicate that 80 percent stay in teaching for at least five years and that they are highly satisfied with the preparation and support they received. Furthermore, surveys indicate that hiring officials in school districts that employ these teachers have preference for Project Promise graduates over other candidates available to them.

South Carolina Center For Teacher Recruitment Teacher Cadet Corps

"In part, the Teacher Cadet Program's success is found in providing students meaningful opportunities to learn about and engage in teaching."

Research report on the Teacher Cadet Corps

To ensure a qualified teaching force necessary for the comprehensive education reforms adopted in South Carolina, the state legislature and then-Governor Richard Riley established the South Carolina Center for Teacher Recruitment at Winthrop University in 1986. Starting with a blank slate, the center quickly filled and began a series of focused efforts to recruit highly qualified young people, especially minority students, into the teaching profession.

The center drew on the expertise of current teachers to design the recruitment efforts and to carry them out in high schools throughout the state. Its most well-known program, adapted by a dozen other states, is the Teacher Cadet Program.

At 148 high schools, teachers volunteer to conduct a yearlong course open to interested students with a high grade-point average. This is not a typical high school offering--it is a mixture of solid content (history of education, principles of learning, child development, current issues in education) and hands-on opportunities to observe, construct lessons plans, tutor younger students, and practice teaching. A 600-page handbook written and constantly modified by teachers serves as the core curriculum for all

of the high school classes. It contains suggestions for course content as well as engaging assignments such as designing an ideal early childhood environment or presenting evidence at a school board meeting.

Almost 20 partner higher education institutions provide lecturers and, in some cases, college credit for the high school course. Also, several Teachers-In-Residence receive fellowships each year to supervise the program from the center and "ride circuit" among the participating high schools. One of these Teachers-In-Residence focuses exclusively on recruiting minority students for the center's programs.

Pro-Team Program

A second initiative is the Pro-Team Program for middle school students. Through a course and club activities, it recruits seventh- and eighth-graders in the top 40 percent of their classes, hoping to interest them in teaching before they get turned off to a teaching career. Through the 1997-98 school year, the Pro-Team Program had introduced more than 7,000 students to teaching; approximately 65 percent were from minority groups. One unique feature of this initiative is a teacher-developed curriculum for a workshop for parents of the Pro-Team students. Parents then have avenues for more involvement, such as supporting Pro-Team Clubs or accompanying students on college campus visits.

Measures of Success

By the end of the 1997-98 school year, about 21,000 academically talented young people were graduates of the Teacher Cadet Program in South Carolina. About 35 percent of them are teaching or are in teacher preparation programs. In addition, South Carolina has become the only southeastern state with an increase in the number of minorities entering teaching, almost tripling the number between the 1988-89 and 1994-95 school years.

The success of the recruitment programs turns up in more than numbers. Outside evaluators have studied the program regularly, finding that former Cadets were more realistic about the conditions of teaching and entered college with a jump-start in the content of teacher education programs. Their knowledge has raised standards for their classmates, according to professors in teacher education. Those teaching also reported at a higher rate than beginning teachers nationally that they were likely to remain in the profession.⁽¹²⁾

After two years of working with 47 Pro-Team sites around the state, the 1995-97 Pro-Team Specialist Libby Ortmann was buoyed by the dedication of teachers to "growing their own" in South Carolina. She said the teachers who sponsor the Pro-Team and Teacher Cadet programs are "modeling every day what it will take to prepare the next generation of classroom teachers." ⁽¹³⁾

The center's work has expanded to include a college hotline for prospective students, a job bank for school districts in the state, and a Teacher Forum intended to encourage leadership and retention among current teachers. The Forum brings together the teachers-of-the-year from school districts for conferences and other collaborative activities. More than 500 teachers are in the Forum now, and regional forums have been organized as well.

Characteristics of Promising Teacher Recruitment Initiatives

Successful recruitment efforts attract talented teachers who meet high standards and reflect the diversity of the students they will teach. Some recruitment goals follow:

- Recruitment of potential teachers begins early, often through organized groups and activities in the middle grades.

- Pre-collegiate recruitment programs provide substantial information about careers in teaching for candidates, balancing both the changes taking place and current realities that often dissuade those with teacher preparation from actually entering the field.
- Current master teachers are directly involved in the recruitment and career counseling of potential teachers.
- Policies focus on recruiting future teachers from under-represented minority groups and from students with special interest in the fields where there are great shortages, such as math, science, bilingual education and special education; state and institutional policies provide incentives for undergraduates to teach in these fields for a specified time after college graduation.
- Programs that recruit potential teachers from other careers combine both course work and supervised classroom experiences, either before the recruits are placed in classrooms or during their first year or two of teaching. These mid-career candidates have access to financial aid.

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[Achieving Excellence In The Teaching Profession]



[Improving Teacher Preparation]

Promising Practices: New Ways to Improve Teacher Quality - September 1998

Improving Teacher Preparation

Teacher education has long been considered weak among higher education degree programs, one that lacks high standards and strong contacts with the field. Now, however, teacher education programs are being improved in many colleges and universities through a variety of efforts. These include: revised, challenging standards for accreditation of teacher education; the growth of professional development schools; and emphasis on a deeper knowledge base for prospective teachers as well as demonstration of competence. However, much remains to be done.

A sense of urgency accompanies these efforts because of the need to prepare more teachers in a shorter period than during any other time in our history. Currently, the more than 1,025 teacher education programs graduate about 100,000 potential teacher candidates each year, but the nation's schools will need to hire two million teachers within the decade to replace those retiring or to meet the needs of expanding enrollments. That means that these programs may supply only one-half of the teachers who will be needed.

Even more important, critics of teacher education and reformers of public schooling agree that the preparation of teachers must be substantially stronger. If students are expected to know more and be able to apply their knowledge skillfully, then teachers must be models of such learning.

At the beginning of the 1990s, John Goodlad, head of the National Network for Educational Renewal, commented that teacher education had been an unstudied problem for three decades. That is not true anymore. His network engages two dozen institutions in restructuring teacher education. The Holmes Partnership, a consortium of research-based institutions, has proposed reforms of teacher preparation and emphasized links between universities and schools by using public schools as professional practice sites. It has chastised its own members for contributing to the problems of quality in teacher education by emphasizing research and graduate programs and neglecting the preparation of new teachers.

Accreditation by the National Council for the Accreditation of Teacher Education (NCATE) is one link in the continuum to bring about standards-based reform of the teaching profession. In 1995 the Council called for various approaches to create new rigorous standards: a coherent program of studies for each student rather than the typical hodgepodge; a firm foundation in the liberal arts and teaching disciplines; programs that prepare teachers for the higher content standards set for students; programs that prepare teachers for classroom diversity and for new technologies; and the use of performance-based standards rather than "seat time" in classes to determine the readiness of candidates to teach.

About 500 teacher education programs now seek NCATE approval. NCATE's standards correlate with those developed for the next check on quality by the Interstate Consortium for Licensing of Teachers (INTASC)--and with those for accomplished teaching as defined by the National Board for Professional Teaching Standards (NBPTS).

Alverno College

"The most important thing that I've gotten from Alverno is the constant questioning. You question yourself, you question others, you seek information. You do all of these things to better yourself and your profession."

Alverno College graduate

A commuter college that historically has served first-generation college students, Alverno College engages its potential teachers in a highly non-traditional program. When it adopted its "ability-based curriculum" in the 1980s, it was unique among colleges and universities. As performance-based standards for students and for teachers--standards that require them to demonstrate they know how to use what they have learned--became important to education improvement, Alverno College became the campus to study and look to for leadership.

With fewer than 500 students (including a small number of graduate students), the Division of Education at Alverno College is able to provide the personal attention needed in its ability-based program. The pre-service program complies with the collegewide ability-based curriculum adopted in the early 1970s. This curriculum specifies eight general abilities in which students must demonstrate competency:

- Communication
- Analysis--an ability to be a clear thinker, fusing "experience, reason, and training into considered judgment"
- Problem solving
- Values within decision making--an ability to reflect and to habitually seek to understand the moral dimensions of decisions and to accept responsibility for the consequences of actions
- Social interaction--an understanding of how to get things done in committees, task forces, team projects and other group efforts
- Global perspectives--an ability to articulate interconnections between and among diverse opinions, ideas and beliefs about global issues
- Effective citizenship--an ability to make informed choices and develop strategies for collaborative involvement in community issues
- Aesthetic responsiveness--an ability to make informed responses to artistic works which are grounded in knowledge of the theoretical, historical, and cultural context

This radical departure from traditional credit for "seat time" in classes in order to graduate meant a total change in curriculum and assessment policies at the tiny college. The faculty established different levels of abilities for each of the curriculum areas. For example, entering students would be expected to meet the minimum levels of competency but develop more sophisticated levels of communication or problem solving as they move up through the college.

Teacher education students must achieve acceptable levels in an additional set of professional abilities. These include such areas as integrating content knowledge with teaching pedagogy, diagnosing individual student needs, and managing resources effectively.

Alverno teacher education candidates receive no grades. However, each course has specific goals in the context of the abilities students are to develop as they progress throughout the program. The program depends on performance-based assessments in which students must show what they have learned. A matrix prepared each semester shows a student what level of abilities has been attained, based on such proof as essays, letters, position papers, case study analyses, observations of both master teachers and of students, simulations and development of curriculum materials. Extensive field experiences precede student teaching; Alverno faculty observe and comment on their students in school settings. A panel of faculty and school personnel evaluates student teaching. At graduation, the students receive narrative transcripts prepared by the faculty.

The Alverno faculty are well aware that their students' experiences before college do not prepare them for this approach. However, they model the styles they want students to use, and the program

emphasizes student self-assessment and reflection.

A recent study of graduates of the elementary education program by Ken Zeichner of the University of Wisconsin, Madison, found them to be much more self-assured and confident of their preparation to teach the knowledge and skills of their disciplines than graduates of other programs. Their confidence level was at 93.5 percent compared to only 33.6 percent of the comparison group. About 80 to 90 percent of the graduates obtain immediate teaching jobs.⁽¹⁴⁾

Forty percent are hired by the Milwaukee Public Schools, which enrolls 78 percent minority students. Alverno College prepares 25 percent more minority teacher candidates than any other campus in the Milwaukee area.⁽¹⁵⁾ In addition, the faculty work closely with the city schools on professional development and issues such as technology and performance assessments.

The Alverno faculty carefully choose the schools and teachers with whom they place their students. As one principal interviewed by Zeichner noted, "What they try to do, I think, is to really look at the cooperating teachers and match them with the most appropriate person...Every time they've called me they've identified the teachers whom they want."

The standards-based curriculum and the personal guidance given Alverno students are rare in teacher education programs, but the result is what many policy makers and administrators say they want. According to Zeichner, "This program produces poised and confident teachers who employ teaching strategies that are rich in learner-centered and learning-centered practices, and who perceive themselves and are perceived by others as successful and innovative teachers in a variety of settings...."⁽¹⁶⁾

University of Cincinnati *Cincinnati Initiative for Teacher Education*

"We are engaged in a ground-breaking partnership. Not only are we revamping teacher training, we are bridging the gap that has traditionally existed between practicing teachers and the colleges of education."

Cincinnati teacher union leader

In the late 1980s, a few teachers from Cincinnati and faculty from the University of Cincinnati met informally to talk about what it would mean to transform teacher education. Inspired by its membership in the Holmes Group, the College of Education dean encouraged the university faculty to think boldly about changing teacher preparation. Over the next three years teachers and faculty worked together to create a vision, then to redesign the university's programs as a collaboration between the public schools and the campus. This became the Cincinnati Initiative for Teacher Education (CITE).

CITE relies on several principles:

- Two degrees, two majors. Teacher candidates must be competent in both knowledge of the academic disciplines and of the profession of teaching itself. Students enroll jointly in the College of Arts and Sciences and the College of Education. By the third year, while taking courses for a major in a subject area, students enroll in their first professional education courses. In their fourth year, students finish up work in general education and their majors, and engage in field experiences at the professional practice schools that prepare them for the following year's internship.
- Professional practice schools. Practicum and internship placements are made in competitively

selected schools where the faculty are committed to their own continuing professional development as well as to preparing new teachers.

- "Pattern" language. The patterns make up the knowledge base used to educate prospective teachers--the core skills, values and attitudes which teachers and college faculty agreed are critical to teaching and learning. The pattern language includes almost 90 terms, such as professional development schools, learning in groups, multi-disciplinary teaching teams and "community of learners."
- Fifth-year internship. This is the joint responsibility of campus-based and school-based faculty. The fifth-year student is placed in a half-time paid teaching position and attends seminars and other experiences designed to bring all of the program themes together.
- Cohorts. Cohort groups of both university faculty and teacher education students move through the preparation program together.

The nine professional practice schools selected to participate in the CITE program organize as teams that include a lead teacher mentor, three or four career teachers, an equal number of interns, and a campus-based faculty member. The experiences of interns and their teachers, rather than traditional courses, form the basis for coordinated seminars that are part of the fifth-year program. Their roles in CITE allow practicing teachers to become learners, too, and to build networks within their schools and across schools. These partnerships sustain school reform.

Teachers on the teams in the professional schools find the benefits of leadership opportunities far more important than the stipends they receive. According to a presentation by Cincinnati teachers and faculty at the 1995 annual meeting of the Association of Teacher Educators, "they benefit from the professional team collaboration, the interns' innovative ideas and fresh enthusiasm, and the empowerment of directly contributing to the professional development of future colleagues and of the profession."⁽¹⁷⁾

When the planners look back on what they have accomplished, the contrasts are clear. Under the university's old system, teacher candidates earned a bachelor's degree in education in a four-year program, earned no graduate credits, spent only three quarters in field work, and earned 30 to 60 credits in a subject matter discipline. Student teaching was spent with a cooperating teacher for 10 weeks.

Under CITE, students are in the program for five years, earn a B.S. in education and a bachelor's degree in a discipline, earn 18 graduate credits, spend five to six quarters in field work, and earn up to 90 credits in a subject matter. They also spend 36 weeks in a Professional Practice School as a student teacher.

The first graduates of the program began teaching in 1995-96. Their placement rate was about 90 percent according to the directors of CITE--considerably higher than that of graduates of traditional teacher preparation programs in the state.

University of Texas/El Paso

"One of the exciting things about all this work is trying to keep a vision out in front of you...that has to do with kids doing better in schools. Then you figure out that all the pieces have to be aligned."

Dean, College of Education

Isolated along the Mexican border and the source of 70 percent of the beginning teachers for a wide area of Texas and New Mexico,⁽¹⁸⁾ the University of Texas at El Paso (UTEP) and its College of Education

have a special relationship with the community. The teacher education program is so closely tied to community groups and to a selection of professional development schools in surrounding school districts that the college's dean likens it to a teaching hospital. Thus, the vision and direction of the teacher education program have helped to reform schools, particularly with technology.

As a member of John Goodlad's National Network for Education Renewal, an effort to dramatically revamp teacher education, the college has wholeheartedly revised its programs. It has gained status in the university community and garnered technology and math and science federal grants that are bringing resources to the college and the schools, which have a largely Hispanic enrollment. The interdisciplinary liberal arts degree for elementary teachers and academic discipline degrees for secondary teachers are now required under state regulations. This change has spread responsibility for educating teachers to the whole university. The arts and sciences faculty are as involved in teacher preparation as is the faculty of the College of Education.

At the same time, the college has moved to a clinical field-based model of teacher preparation with a twist--cohorts of university students stay in the same partnership schools for long periods of time. These 18 schools are committed to school reform, redesigning professional development, integrating technology, and building greater outreach to their neighborhoods.

The teacher preparation program at UTEP, enrolling about 700 students a year, has several other unique features:

- Pre-service teacher education is collaboratively designed and managed. Public school personnel, university faculty, the area Education Service Center (a state-funded regional center) and community members design, implement, and evaluate the restructured teacher education program.
- The integration of technology and effective teaching practices receives high priority. All professional development classrooms and university teacher education laboratories have multi-media work stations, and the Education Service Center links three rural districts and the university.
- The teacher education program includes a community component. Pre-service teachers and those seeking certification as counselors or administrators must spend time visiting with families at their homes and at activities sponsored by agencies. One aspiring teacher, for example, tells of visiting a student's home and being taught how to make tortillas by the student's mother. Readings and seminars on parent and community involvement complement the visits.

The college's reputation has earned it a state grant as a Center for Professional Development and Technology, as well as a five-year Challenge Grant in Educational Technology from the U.S. Department of Education. It also has a grant from the National Science Foundation to prepare minority teachers for math and science classrooms.

A major community involvement effort was spearheaded by the university president, resulting in a community collaboration to turn around the achievement of school children in the area. The El Paso Collaborative for Academic Excellence includes business and local government leaders, UTEP and the El Paso Community College, superintendents from the three surrounding public school districts, and a grass roots community organization. It is this group that is significantly involved in redesigning and evaluating the teacher preparation program and that helps provide field-based experiences for prospective teachers.

A recent University Accreditation Report from the Southern Association of Colleges and Universities selected the College of Education for commendation, saying that it has dealt with the challenges facing teacher education in an "outstanding manner," particularly in the way it has forged new relationships with other colleges within UTEP and with local school districts and community agencies.

Characteristics of Promising Teacher Education Programs

- The president and board of a college or university give status and support to teacher education programs and emphasize quality through rigorous accreditation. The programs involve subject-matter disciplines in the preparation of teachers.
- The teacher preparation program recruits teacher candidates of diverse backgrounds and ethnicities who have the potential to be excellent teachers.
- The teacher education program is coherent in its sequential offerings and emphasizes content knowledge as well as pedagogy relevant to teaching a specific subject (known as content-specific pedagogy); ideally, it provides a final fifth year of practical, supervised experience combined with class work or substantial student teaching experience far beyond the too-usual month or two in a loosely supervised assignment.
- The program encourages close two-way links between campuses and schools. These links provide status to practicing teachers and rich environments for preparation of pre-service students. They give prospective teachers positive opportunities to work with parents and community, civic, business and youth organizations that support children and families.
- The program incorporates assessments of future teachers that reveal how well they know their content and how well they can teach it to students. These assessments emphasize understanding the ways that children learn and the latest models of curriculum and student evaluations.
- The program prepares candidates to work in multicultural settings and with diverse learners.

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[Recruiting Talented and Diverse People Into the Teaching Profession]



[Raising Licensing and Certification Standards]

Promising Practices: New Ways to Improve Teacher Quality - September 1998

Raising Licensing and Certification Standards

In recent years, as many as 50,000 people have entered teaching on emergency or substandard licenses because they lacked full qualification.⁽¹⁹⁾ Thirty percent of the math teachers in high schools do not even have a college minor in math. The figures for science are not much better.⁽²⁰⁾

If teacher preparation programs, policies for state licensure (initial approval) and certification (endorsement for full teaching or teaching in certain areas), as well as school district hiring and evaluation practices have set low expectations for teachers, it is primarily because no standards existed to guide them. That is no longer true. Three parallel developments are pushing the teaching profession toward high standards, enveloping the teaching career from beginning to end in rigorous attention to quality.

One development concerns pre-service education. As the teacher preparation section described, the National Council for Accreditation of Teacher Education (NCATE) requires institutions of higher learning seeking its seal of approval to ensure that their students know how to teach to the higher content standards being adopted by most states and that future teachers demonstrate their skills through performance assessments rather than through the traditional "seat time" accumulation of course credits.

A second important way that standards are being raised is through initial licensure. Licensure is being transformed in at least 30 states into a true measure of a teacher's knowledge and skills. These states are members of the Interstate New Teacher Assessment and Support Consortium (INTASC), sponsored by the Council of Chief State School Officers. It is creating performance standards for the licensing of beginning teachers and is developing assessments that match the standards.

The third influence on teaching quality is one that inspired and provided the standards used by the other two efforts. The National Board for Professional Teaching Standards, established with foundation support in 1987, has developed standards for accomplished teaching and has prepared assessments at all levels and subject areas. Now partially financed by Congress through the U.S. Department of Education and strongly supported within the profession and by business, political, and civic leaders, the National Board is educating the country about what high standards for teaching really mean. The National Board's standards are based on agreement by teachers and researchers with the following five propositions naming the essentials of accomplished teaching:

- Teachers are committed to students and their learning--they make knowledge accessible to all students by adjusting their teaching to student abilities, skills and backgrounds.
- Teachers know the subjects they teach and how to teach those subjects to students--they are aware of students' prior knowledge and preconceptions and can create multiple ways of acquiring new knowledge.
- Teachers are responsible for managing and monitoring student learning--they draw upon a variety of instructional strategies and know how to engage students in learning; they use multiple ways of measuring student growth.
- Teachers think systematically about their practice and learn from experience--they evaluate their teaching, seek advice from others, and integrate research into their practice.
- Teachers are members of learning communities--they work collaboratively with colleagues and with parents and use school and community resources for their students.

Members of the 63-member National Board and technical advisers are basing the development of 33 assessments on these five propositions, a process expected to be completed by the year 2000. Teachers who apply for National Board certification spend several months preparing a portfolio of videotapes, lesson samples, journals, essays, and documentation of working collegially. They also take part in two to three days of interviews at assessment sites. The process is so rigorous and intensive that state policy makers often provide re-certification credit or other recognition to teachers who participate in it even if they do not become Board certified (only about half of those applying so far have received certification). A very high percentage of teachers who complete the process credit it with a dramatic renewal of their commitment and teaching skills.

Beyond identifying accomplished teachers, the National Board's work ripples throughout the profession. Its standards are being adopted by state professional standards boards. Some districts are beginning to use portfolios for teacher evaluation. Some states and districts are developing systems that evaluate teachers according to district or state standards.

The New Professional Teacher System in Indiana

"The system must be based on state-of-the-art standards describing what an effective educator should know and be able to do, utilizing the best knowledge available regarding teaching and learning processes."

Statement, Indiana Professional Standards Board

Six years ago a small advisory committee that was minimally involved in considering changes to Indiana's teacher licensure system was all that existed to govern the licensing process at the state level. Today, the Indiana Professional Standards Board is transforming the teaching profession in that state with a set of newly developed policies and a dramatic and vigorous commitment to high standards. Created by the legislature in 1992 to replace an ineffective system, the Board took as its responsibility "to set standards for the preparation, assessment, licensure, induction, and continuing education of education professionals."

After spending two years on research and consultation with experts in teacher education reform, the Board recommended that Indiana become a member of the Interstate New Teacher Assessment and Support Consortium (INTASC) so that it could collaborate with other states on redesigning preparation and licensure systems. By joining INTASC, Indiana accepted its basic premise: that decisions about teachers' competencies should be based on teachers' abilities to perform in classrooms with increased student achievement as the measure. Traditional licensure programs usually only take course credits and perhaps a nationally standardized test into consideration.

The Board views this process of reform as analogous to building a three-story house. The first floor--standards that describe what education professionals must know and be able to do to improve student learning--is finished. Standards in 17 content and development areas began circulating on a statewide basis to all education stakeholders in August 1996 and were approved in the spring of 1998.

Construction of the second floor--assessment--is underway. Under INTASC's sponsorship, Indiana is working with nine other states to develop performance assessments that will be used for teacher licensure decisions. The Board believes the teaching standards, which have been positively received, will only work as long as the assessments of teachers are as rich as the standards, measuring both their content knowledge and their ability to perform in the classroom. The standards must apply both to candidates for licensure and to experienced teachers for re-licensure as a measure of the latter's increasing mastery of standards.

Staff work has started on the third floor, the reconfiguration of the licensing system to reflect the standards and assessments. Finally, the "roof" will be the statutes and rules that govern the standards, assessments, and licensing procedures.

How is this effort different from previous attempts to reform teacher preparation, licensure, and continuing development? A major contrast is the broad involvement of institutions and groups across the state. The Indiana Association of Colleges for Teacher Education, for example, established various task forces to study how the new standards-based and performance-based system would affect preparation and professional development programs and minority recruitment and retention. Practicing educators developed the standards with colleagues from higher education and will serve as the mentors, trainers and scorers for new licensure assessments. Also, the state principals' association has formed a group to recommend standards for licensing school-level administrators.

In this new system, a teacher's career from preparation to induction and licensure to continued professional growth is based on standards. Furthermore, these standards are linked to student achievement standards.

In the past, teacher preparation programs were not held accountable for teachers' performance in classrooms. Under the new system, they must prepare teachers to pass the assessments required for licensure. These assessments will be based on the state's standards and will emphasize performance. That is, teachers will need to demonstrate what they know and how well they can perform in classrooms.

To help the public and professionals themselves understand the profound changes taking place in teacher quality in Indiana, the Board is participating in the New Professional Teacher Project of the National Council for Accreditation of Teacher Education. One of seven states selected for the project, Indiana, through the Board, created a statewide body of interested groups, developed print and video materials, and convened focus groups and regional task forces. Lessons learned from its efforts to create public support for the redesign of teacher preparation and licensure will be shared with other states.

The Continuum for Quality in Connecticut

"Connecticut Standards (for entry into teaching) overall are the most rigorous in the country."

Report, Connecticut State Department of Education

In 1986 Connecticut took dramatic action to ensure teacher quality throughout the state. Its Education Enhancement Act addressed the problem of the inability of poorer districts to attract and retain qualified teachers, by providing state subsidies based on salary levels that would make teaching competitive with other occupations with similar education requirements. At the same time, the act significantly raised the standards for becoming a teacher in Connecticut.

Over the years, other components have been added to the effort to ensure quality teaching, but standards are always at the heart of each addition. The state has designed a three-tiered process to become fully certified--initial, provisional, and professional. Prospective teachers must pass a basic skills test (currently the Praxis I computer-based tests developed by the Educational Testing Service) as well as a test in their specific subject area (Praxis II or a state test, CONNECT, for elementary teachers) at the end of their preparation in order to receive initial certification. They then enter the Beginning Educator Support and Training (BEST) program.

Through BEST teachers are assigned a mentor for the first year of teaching. In the second year they complete a performance assessment based on the Interstate New Teacher Assessment and Support

Consortium (INTASC) standards and modeled after the National Board for Professional Teaching Standards portfolio process. Successful completion of this phase leads to a provisional certificate.

The same standards now apply to experienced teachers as well. In order to renew their certificates every five years, practicing teachers must prepare portfolios that follow the INTASC and National Board standards. Connecticut also designed an alternate route program for prospective teachers entering from other careers. They participate in the BEST program for two years to qualify for a provisional certificate, then must meet the requirements for professional certification.

Initially, some critics of the changes feared that the higher standards would discourage teaching candidates. However, during the first five years of Connecticut's plan for renewal of the teaching force, the number of first-time exam-takers increased threefold, indicating an increase in the candidates for teaching. Furthermore, their pass rate rose consistently and the median SAT score of those who applied for teacher education programs increased considerably. Within three years, Connecticut had eliminated teacher shortages around the state, and recent studies show a steady climb in student achievement. For example, the most recent results from the state's student achievement tests show an increase in the number of high school students achieving at high levels in one or more academic areas. The average math score is the highest it has been on the SAT in 22 years.

National Board Standards as a Catalyst in North Carolina and Ohio

"A lot of people are engaged in helping to support and value this way of recognizing quality teaching."

Governor's staff member, North Carolina

Improving teacher quality has become a national concern. And the efforts of one nationally organized group stands above all others because of its vision and sophisticated work to make teaching a quality profession. The National Board for Professional Teaching Standards is able to influence policies and practices because of its rigorous standards and its fair, thoughtful process for recognizing quality.

Among the Board's most ardent supporters have been state governors and other policy makers who see the Board's work as a catalyst for bringing constituencies together around standards for teachers focused on higher student achievement. The leadership provided to the National Board by governors of both North Carolina and Ohio, for example, stimulated comprehensive initiatives in their respective states.

North Carolina Governor James B. Hunt, Jr., chair of the National Board, enthusiastically put state resources behind Board certification early on. In 1994, the initial year of the Board's assessment program, North Carolina became the first state to offer incentives to teachers applying for Board certification. These incentives now consist of: payment of the \$2,000 fee for the assessment up front; three days of release time to prepare for the meeting with the portfolio and/or the assessment panel; and a 4 percent annual salary bonus for those who become certified. The governor's proposed bi-annual budget for 1997-99 gave Board-certified teachers an additional 12 percent in salary above the amount set for either a bachelor's or master's degree. The state's Center for the Advancement of Teaching conducts week-long sessions for those applying for Board certification.

So far, North Carolina has 205 Board-certified teachers. Because the Board process has become an important professional development strategy, education leaders decided this spring that they needed to learn from those who applied but didn't achieve certification. A special forum engaged about two dozen of these teachers in talking about what it is like to take a risk and what could have been done better in the process.

In addition, the State Board of Education in North Carolina gives certification renewal to teachers who complete the portfolio for the National Board assessment, even if they are not certified by the Board. The credentials of a Board-certified teacher coming from another state are accepted immediately. The state board also leverages the power of the National Board by linking teacher preparation programs to the standards developed by the National Board. These standards must be integrated into the curriculum and the evaluation of students at the campuses in order for them to obtain program approval.

In Ohio, Governor George Voinovich, a former Board member, has supported similar incentives for teachers, and the state has also gradually integrated the vision and reality of National Board certification into its teacher licensure system. The Ohio Department of Education decided that completing the process for National Board certification could fulfill many of the requirements for licensure renewal. It also brought colleges of education serving urban areas into the effort through a grant program to encourage them to recruit and support a small number of teachers through the National Board certification process. The support of these teachers at five campuses was so successful in helping the candidates share their successes and struggles and provide feedback to each other that the governor has recommended to the legislature that cohort groups be established at 10 universities around the state. These cohorts would accommodate the 400 teachers each year who the governor proposes should receive payment for the certification fee. Board-certified teachers also receive an annual stipend.

As an extra recognition, newly certified teachers are recognized by Governor Voinovich each year at a reception at the Governor's Mansion.

Characteristics of Promising Ways to Improve Licensing and Certification

- State-level professional standards boards set high standards for preparation, entry, licensure, and certification. They also conduct research/evaluation on the various efforts. Teachers are well represented on the boards.
- Assessments for licensure require aspiring teachers to demonstrate competence related to professional teaching standards.
- Certification is granted only after a beginning teacher has demonstrated competence in teaching to the standards.
- There is collaboration and consistent support for standards among key stakeholders at state and institutional levels.
- Policies encourage National Board certification through payment of fees, higher salaries, and leadership roles for Board-certified teachers.

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[Improving Teacher Preparation]



[The Induction of New Teachers]

Promising Practices: New Ways to Improve Teacher Quality - September 1998

The Induction of New Teachers

Beginning teachers rarely make smooth transitions into teaching. Often they are hired at the last moment, left isolated in their classrooms, and given little help--a true example of the "sink or swim" attitude toward those newly hired. Consequently, attrition rates among new teachers often are five times higher than among experienced teachers.⁽²¹⁾

Improved induction programs need to give all teachers, whether new or experienced, considerable support. In the first three years, schools and universities should focus on assisting and supporting new teachers rather than simply assessing their work.

Comprehensive induction programs should provide new teachers the necessary models and tools for beginning their teaching careers, as well as the mentors and support groups to guide them through curriculum planning. Mentors for new teachers should be assigned reduced teaching schedules so that they have time to provide support.

Induction programs should provide specific guidance aimed at helping new teachers meet performance standards for continued certification. At the end of three years, assessment of teachers' performance is critical. The evaluation should be based on rigorous, widely accepted standards for granting tenure and should involve administrators and teachers.

In the early 1980s, some states, led by Florida, began to take a more aggressive role in supporting beginning teachers, often tying induction to licensure and mandating that the new teachers go through induction programs. A recent study of teacher induction programs in the United States and the Pacific Rim economies⁽²²⁾ found that 21 states in this country had programs and an additional five states were piloting or planning programs. Still, nearly 50 percent of beginning teachers do not participate in anything more than school orientations.

New teachers beginning their careers in the sites chosen for the Pacific Rim study (Australia, Japan, and New Zealand) move from college to teaching in much more structured ways. Common among the sites, according to the study, is an environment where "all professionals take active roles in a new teacher's acculturation and transition." They do this through mentoring, modeling good teacher practice, orientations, and in-service training.

While the nature of the induction programs vary widely, the programs in the Pacific Rim sites and in the United States generally focus on two strategies: assist and assess. Unlike the programs in other countries that participated in the study, programs in the United States tend to emphasize assessment. Mentor teachers, for example, help beginning teachers prepare specifically for state certification requirements rather than focus on feedback and professional support. Recent state policies, however, lean more toward assistance in induction programs; some are not specifically linked to licensure.

Other trends in U.S. teacher induction programs include the following:

- Induction programs are extensions of the degree-granting institutions, such as a fifth-year program or an internship that combines campus-based class work and practical experience in classrooms.
- Professional development schools are a tool of such programs, creating cross-school professional responsibility for beginning teachers.
- Experienced teachers are intimately involved in designing and implementing the induction programs.

According to the study, the financing of induction programs largely depends upon whether or not

participation is mandated by the state. If so, states may supplement local support. Districts may provide compensation for mentor teachers if induction programs are part of teacher accountability policies worked out between districts and teachers' unions.

Delaware's Mentoring Program

"My mentor took a lot of doubt and fear out of teaching. The experience was confidence building with positive feedback."

New teacher at the end of mentoring program

Recognizing that beginning teachers need support, Delaware provides mentors for all beginning teachers and ties the mentoring program to professional teaching standards. These standards, developed by a group of more than 40 educators, administrators, teacher educators, and public representatives, and drawing heavily from the work of the National Board for Professional Teaching Standards, guide the preparation, induction, and continued professional development of all Delaware's teachers.

A pilot program to link mentoring programs to the new teaching standards began in January 1995 in three districts, expanded to eight school districts the following school year, and to 14 in 1996-97. All 19 districts in the state will participate by the 1998-99 school year. Working with their mentors, beginning teachers develop a portfolio based on the state's teaching standards during their second year of teaching (this can be extended to the third year, if necessary) showing that they are meeting the standards. Experienced teachers new to Delaware also complete the portfolio assessment process under a modified time line. Certification is granted if the portfolio assessment meets the established criteria.

Delaware's Professional Standards Council set out seven specifications for the mentoring program, from training mentors to matching mentors with beginning teachers to evaluating the teachers. A consultant, hired by the State Department of Public Instruction, works with the sites. The department also has sponsored statewide conferences for mentors and plans to expand them to new teacher-mentor pairs. Future conferences will focus on different instructional themes. The mentors and beginning teachers will then work on implementing the ideas together at their home schools.

The Delaware teacher induction program provides mentor teams within schools and within districts. The New Castle Vo.-Tech District, for example, created mentor teams that meet regularly and conduct staff development for themselves as well as share ideas on mentoring. A lead mentor in each building coordinates the mentor/new teacher activities. Districts have shaped and added to the state-funded mentoring program with their own ideas. Most provide release time for beginning teachers and mentors to observe each other and for mentors to coach teachers. Some districts have written their own beginning teacher/mentor manuals. The presence of a strong mentoring program in a school district has encouraged other teachers to collaborate and, in some cases, to teach as a team.

According to surveys and evaluations, not only are beginning teachers receiving the support they need, but the mentoring program is also developing networks among teachers within districts and across the state, and the mentors have "a new enthusiasm" for teaching.⁽²³⁾

Columbus, Ohio *Peer Assistance and Review (PAR) Program*

"As public concern about teacher quality grew, (we) faced the question of what role teachers would play in the improvement of their profession."

Statement, Columbus Teachers Association

The Peer Assistance and Review (PAR) program in Columbus, Ohio, is an example of teachers designing a strategy to ensure quality in the teaching force by negotiating a rigorous peer review system. PAR has two components--the intern program for all newly hired teachers and the intervention program for experienced teachers who are having difficulties in classroom teaching.

Designed by a joint committee of the Columbus Teachers Association (CEA) and the Columbus Board of Education, PAR is governed by a panel of four teachers and three administrators. They select the PAR consultants--teachers who are nominated for the position because of their experience, knowledge, and ability to work cooperatively with others. The PAR consultants are employed full-time out of the classroom for a maximum of three years, receiving a supplemental contract worth 20 percent of their base salaries.

Up to 35 consultants each year work with as many as 18 interns each, as well as about two dozen intervention cases. Their responsibilities to interns are to:

- Demonstrate good teaching practices, observe interns' teacher practices, and conference with and assist their interns;
- Plan and present new-teacher orientations; and
- Conduct workshops on such areas as classroom management, cooperative learning, and parent conferencing

The consultants spend most of their time with interns on direct classroom observations and conferences, varying their visits according to individual teachers' needs. They connect the new teachers to the range of resources available in the district to help them.

During the school year, the consultants prepare at least one interim report for each intern. Their final evaluation includes a recommendation to the PAR panel on whether or not the interns under their review should receive a contract the following year. The panel then presents its written report to the manager of personnel services.

PAR started in 1986 and has had a dramatic impact on the teaching force in Columbus over the years. Approximately 3,400 of the district's 4,700 teachers have been hired since PAR began, meaning that three-fourths of the teachers participated in the intern program. According to the State Education Agency (SEA), the district has a lower rate of attrition than similar districts because of PAR. In its most recent study of the program, only 24 teachers were participating in the intervention component of PAR, or less than one-half of 1 percent of the current staff, and about one-half of them voluntarily asked for the intervention.

These data indicate that the induction process is working. Fewer teachers need the intervention process because problems are detected early. Furthermore, teachers are willing to ask for help because assistance is a known value of the union and district. When PAR started, the average number of teachers recommended for intervention was about 45 a year, according to SEA.

PAR has received the Distinguished Award for Excellence in Staff Development from the Ohio Department of Education and the Excellence in Education Award from the National Education Association.

Omaha, Nebraska *Cadre Project*

"It's great watching the new teachers I'm working with develop and become much more sure of themselves. And I really gain a lot of ideas from them."

CADRE Associate

The CADRE Project in Omaha, Nebraska, is both a graduate induction program for beginning teachers and a professional renewal program for experienced teachers. CADRE (Career Advancement and Development for Recruits and Experienced teachers) resulted from a strong collaborative relationship between the College of Education at the University of Nebraska/Omaha and area school districts organized under the Metropolitan Omaha Educational Consortium. School districts participating in the CADRE Project include Omaha, Millard, Papillion-LaVista and Westside.

The four-year-old program offers newly certified teachers an opportunity to spend their first year of teaching totally supported by their university program and by carefully selected teachers who become their mentors, known as CADRE associates. The new teachers begin graduate studies the summer before their teaching assignment and complete them the following summer, earning a Master of Science degree in education. Their tuition is paid, and they receive a \$10,000 stipend for their internship teaching. The program recruits graduate students from all over the country.

The goal of the project is for the new teachers to have a good first year of teaching that includes a variety of professional learning experiences and speeds up their attainment of a "level of professional skill and judgment that characterizes a well-qualified teacher." The CADRE teachers benefit in many ways from guidance by mentors, classroom visits, discussions with colleagues, and seminars that address the concerns of first-year teachers. Their graduate course work emphasizes the issues found in classroom practice rather than abstract theory.

Each CADRE associate supervises two CADRE teachers (the CADRE group usually includes about 28 beginning teachers), an assignment that takes up about one-fourth of their time. Over the course of a one-year term, CADRE associates work with the CADRE teachers in a number of ways--conducting orientation, advising and observing, demonstrating teaching, and team teaching with the new teacher. Half of their time is spent at their district's discretion working on special projects or with task forces such as the prevention of youth violence. The remaining one-fourth of their time belongs to the university. They may teach undergraduate courses, supervise student teachers, participate in university sponsored research on the CADRE Project or provide in-service training for other teachers.

CADRE associates report that, for the first time since they began teaching, they have time to catch up on developments in teaching and renew their professional skills. Moreover, principals report that the CADRE associates have a beneficial effect on the total staff in their schools because of what they are learning and their contacts with the campus.

Most important, however, the CADRE teachers report that the mentoring and other opportunities offered by the program give them on-the-spot support and professional skills they would not have expected in their first year of teaching. Most of the CADRE teachers have been offered regular positions at the schools where they taught their first year.

Characteristics of Promising Induction Programs for Beginning Teachers

- Special attention is given to teachers in the beginning years of their career in an effort to link their

performance to high standards.

- Universities collaborate with schools to create clinical learning environments for beginning teachers. The relationship is seen as professional development for both teachers and faculty.
- Induction programs often take place in an extended fifth year of graduate study in which practice teaching is combined with seminars or course work designed around issues experienced in the classroom. (A number of other countries extend this help to more than the first year of teaching).
- Even if the purpose of the induction program is to satisfy licensure and certification requirements, it also provides assistance with everyday problems and encourages new teachers to be reflective about their work.
- Mentors for beginning teachers receive compensation and opportunities for their professional growth, such as becoming adjunct faculty at college campuses.

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[Raising Licensing and Certification Standards]



[Improving Professional Development Practices]

Promising Practices: New Ways to Improve Teacher Quality - September 1998

Improving Professional Development Practices

Most districts support teachers' investment in their professional knowledge and skills. Teachers take advantage of classes sponsored by their districts, work on advanced certificates or degrees, and attend workshops and summer institutes. Yet, these efforts often have little impact on student learning because they tend to be disjointed, unfocused, and offer teachers few opportunities to learn by doing and reflecting on practice with their colleagues. In other words, professional development frequently lacks connections to practice and to high standards of student achievement or teacher development.

Changing these patterns in professional development is quite a challenge. Short-term, disjointed development activities represent a significant "industry" in education. However, focused professional development that is based on high standards of teaching and learning and that profoundly changes practice is essential to improved teaching and better student achievement.

Fortunately, there is now much agreement about what professional development should be. It should be focused on what teachers in individual schools need to know and be able to do for their students. Teachers should work together to design and implement professional development based on shared concerns and strengths. Ultimately, professional development should build "professional communities" committed to higher student learning. Data about student performance and student work should become tools for pulling a school faculty together to work collaboratively on helping students reach agreed-upon standards. Teachers want--and research confirms the wisdom of--continuous learning opportunities that are focused, reflective, and coherent.

Recent research on professional development opportunities in California, for example, reveals the importance of quality professional development. The study found that fourth-grade students taught by teachers who participated in content-specific professional development on math skills over an extended period of time achieved higher scores on the then-existing state test than did students whose teachers attended typical workshop-type development activities.

Two important tools for shaping such professional development have emerged in recent years. One is the professional development school. It replaces the traditional relationship between college campuses and K-12 schools--a volunteer veteran teacher supervising individual student teachers for a limited time. Instead, professional development schools are partnerships with two-way benefits--the whole school is transformed into a clinical site dedicated to best practice and professional growth, while the university faculty gains knowledge from hands-on work in the school.

The other development is teacher networking. Teachers of like minds often find ways to get together, such as the North Dakota Study Group for progressive educators or Vermont's Bread Loaf network for rural educators. In recent years, spurred by a foundation-funded collaborative in math and the humanities, teacher networks have become a major force for professional growth. Telecommunications make networking even more accessible and flexible.

Renewal of Professional Development In San Francisco

"We expect rich opportunities for all of our students, and ongoing professional development is a key component to reach this goal."

San Francisco Unified School District

Creating districtwide professional development in an era of school-based decision making may seem at cross-purposes, but the San Francisco Unified School District has set one goal to unify its efforts--all schools must be committed to improving all students' achievement in the core academic areas. The district provides whatever professional development teachers need to accomplish that goal.

The district has put together a package of professional development opportunities which schools are allowed to tailor to their special needs. Uniform professional development would not work in a system like San Francisco, where the 64,000 students speak 39 different languages and the enrollment covers the spectrum of family income and academic abilities. The district also faces a special challenge in the turnover rate of its teaching staff. It hires about 200 new teachers a year; 35 percent of the teaching force has less than four years' teaching experience.

The district's Professional Development Initiative (PDI) focuses on the three core academic areas that the district believes are most important for student success in the future--literacy, math and science. This initiative designs professional development for individual teachers and for individual schools. It also offers centralized resources. The various components include:

- New teacher support: in addition to an orientation program, new teachers can receive mentoring and ongoing support from the Beginning Teachers Support and Assessment Program.
- Program support: content leadership teams, mentors and resource staff help school sites implement the district's curriculum, material adaptations, and best-practice strategies.
- On-site support: school site plans identify what the staff needs, and the district has a menu for meeting those needs. The menu includes models, resources, content information, consultants, ideas for teaming and coaching, and other forms of professional development.
- Professional development plans: district departments and school sites must make professional development plans just like individual teachers. These plans encourage the administrators to conduct independent research and to begin other initiatives that bring about instructional improvement.
- Model schools: a cadre of 26 schools serve as models for site-based professional development, sharing the lessons they learn and the resources they develop throughout the district. Another group, the Focus Schools, share common curricular themes, such as environmental sciences or math and science, and they form networks for professional development.
- Master practitioners: teachers, administrators and classified staff who have been identified as having expertise related to the student learning goals provide a variety of support services, such as modeling and coaching. Opportunities are also available that encourage individual and group leadership in professional development such as organizing and leading forums on school and classroom changes, focus groups and ongoing institutes. A new administrators' institute, for example, brought all administrators together for three days to discuss standards that were followed by eight sessions on the same subject during the 1996-97 school year. Each administrator chose a specific content area on which to concentrate.
- Learning Resource Bank: in addition to typical professional resources, the Bank provides electronic links for school sites to libraries and universities.

If the district doesn't have what schools or individuals need for professional development, the central

office goes outside--to university programs, businesses, community organizations and foundations--to get it.

In addition to the eight district professional development days, school sites must find time for teachers to work together on professional growth, such as common preparation periods, substitute release time, or staggered schedules.

This focused professional development plan with its multiple resources and efforts available across the district produces results. Student scores on standardized tests have increased significantly in reading and math for three consecutive years. Students are spending more time studying science. Five years ago, 80 percent of the elementary teachers reported that they taught science less than 30 minutes a week. Middle schools, on the average, offered only one and one-half years of science and only three high schools offered science in the ninth grade. Science is one of the academic areas that professional development focuses on, and now elementary students are receiving an average of 140 minutes a week of science instruction, and three years of science are included in the middle school curriculum.

In addition, the district finds teachers using more interactive learning, and whole schools are aligning curriculum and professional development to the district's standards. This documentation is possible because San Francisco included another important element in its plan, a process to determine if the district's efforts in professional development pay off where it must count--in higher student achievement.

San Francisco was one of five recipients recognized in 1997 in the U.S. Department of Education's first National Awards Program for Model Professional Development.

Partnerships in Southern Maine

"The partnership forced a metamorphosis for me personally...I was heavily involved in basal readers, dittoes and frontal teaching...We started asking questions: What's best for kids? What do we know from research? What do we know about teaching and learning? How do we connect it all? My own practice changed radically. It gave us a sense of grounding, affirmation, empathy with others and a sense of professionalism."

Educator in a Southern Maine Partnership school

The Southern Maine Partnership, established in 1985, was among the first in the country to develop the current model of school-university collaboration--one that fosters the renewal of educators in the schools and at the university simultaneously.

The partnership links 30 school districts, three private schools, Maine College of Art, Southern Maine Technical College, and the University of Southern Maine. Its director, a professor at the university, is granted release time for partnership work and is aided by two partnership associates, both of whom are former teachers in partnership schools. Teachers and administrators staff the partnership because it is a school-based, educator-driven school reform effort.

The partnership began when a professor and dean at the university invited six area superintendents to help them form a mutual support organization based on the ideas of teacher education reformer John Goodlad. The organizers began by inviting others to join Educator Groups, which met monthly for dinner with no agenda other than to share ideas and information. This reliance on the interests and expertise of those involved in the partnership is still its strongest characteristic.

The partnership reaches out to reform-minded networks, such as the Coalition of Essential Schools, the National Center for Restructuring Education, Schools, and Teaching, and the National Education

Association's Center for Innovation. Yet, its affiliations must fit with the partnership's respect for the professional knowledge of those it serves directly. Since it began, the partnership has:

- Developed collaborative work in the area of standards and assessments, such as the School Quality Review Initiative in which schools conduct self-assessments and respond to assessments by visiting teams;
- Established linkages with local businesses and business leaders, such as a shadowing project between CEOs and superintendents;
- Established a new teacher education program at the University of Southern Maine that is located in partnership schools and co-directed by university and school-based educators;
- Fostered and given publication opportunities to teachers who write about their personal and school experiences with changes in practice; and
- Strengthened and expanded the conversation/networking purpose of the partnership.

A new project is the Electronic Marketplace (ELM), designed jointly with the Old Orchard Beach school district and the Department of Engineering at the University of Southern Maine. This project is providing an interactive, multi-media Web site with resources linked to Maine's Learning Results, the state's standards and performance indicators in eight content areas. The collection includes learning units, assessments, scoring guides, examples of student work and Internet sources for each grade-level standard in each content area.

The partnership attributes its success to its respect for the professional knowledge of educators and its nurturing of teachers' potential as inventors and change agents.

The League of Professional Schools in Georgia

"There are extremely competent teachers throughout Georgia, but very few have been equipped to teach in a school where everyone is swimming in the same direction. They are prepared to teach in their own classrooms, but not to help determine as a community what it actually means to be a school."

Founder, the League of Professional Schools

The League of Professional Schools in Georgia seeks to move schools toward democratic education by helping schools adopt a covenant of teaching and learning and providing the teachers with an opportunity to meet and interact with each other throughout the school year. This process of shared governance empowers teachers and gives a voice to students in their own learning.

Founded by the Program for School Improvement in the College of Education at the University of Georgia, the League is open to any school where at least 80 percent of the school staff is willing to work on a school-based improvement program that they identify. Currently, more than 100 schools at all grade levels in different types of communities belong to the League.

Initially designed to help schools make site-based decision making work, the League has become much more than a support for new governance. It promotes self-assessments among the schools, encourages inclusive decision making, and develops teacher leadership throughout member schools.

League member schools agree to use a three-part framework to guide their school improvement efforts:

the governance of the school is democratic, involving everyone; the staff focuses its collaboration on the school's own shared vision of exemplary teaching and learning; and action research--that is, research conducted by teachers in classrooms--is an ongoing component.

Formal services that benefit members include a two-day planning and orientation workshop for a school team, quarterly meetings, a newsletter, an annual league conference, an on-site facilitation visit by a League practitioner or associate, special summer institutes related to issues of most interest to teachers and principals in the schools, an information retrieval system, and assistance with action research.

These resources and opportunities enable the League schools to move more steadily through the troubling and risky first stages of school change. The League philosophy about schools as democratic workplaces serves them well during this phase because, as one study (24) found, "when people were given opportunities to take part in a dialogue where they were encouraged to ask questions, express their skepticism or support, seek clarification, and hear what others were thinking, they were much more likely to have a deeper understanding of what the change was about." Teachers progressed to doing action research and using other information that gave them the courage to "stand up and state their beliefs to their colleagues."

The League schools have implemented a variety of ways to improve student learning--from a transition program for ninth graders that lowered dropout rates and improved achievement, to academic initiatives that have moved schools to become more student centered. Teachers and principals agree almost unanimously that their school's efforts under the League's guidance have resulted in improved student learning and attitudes toward learning. Moreover, the respondents in the study overwhelmingly believed that the League influence had improved teacher involvement in decision making, implementation of decisions, and attitudes toward teaching and learning.

There was a similar impact upon principals. They began to model what was important in the school by becoming more involved with curriculum issues. According to League teachers and principals, the opportunities to form networks at meetings and institutes were the most beneficial.

Characteristics of Promising Professional Development Programs

- They focus on teachers as central to student learning, yet include all other members of the school community.
- They focus on individual, collegial, and organizational improvement.
- They respect and nurture the intellectual and leadership capacities of teachers, principals, and others in the school community.
- They reflect the best available research and practice in teaching, learning, and leadership.
- They enable teachers to develop further expertise in subject content, teaching strategies, uses of technologies, and other essential elements in teaching to high standards.
- They promote continuous inquiry and improvement in the daily life of schools.
- They are planned collaboratively by those who will participate in and facilitate that development.
- They require substantial time and other resources.
- They are driven by a coherent and long-term plan.

- They are evaluated ultimately on the basis of their impact on teacher effectiveness and student learning, and this assessment guides subsequent professional development efforts.

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[\[The Induction of New Teachers\]](#)



[\[Improving Teacher Accountability and Incentives\]](#)

Promising Practices: New Ways to Improve Teacher Quality - September 1998

Improving Teacher Accountability and Incentives

Efforts to create a quality teaching force include new approaches to accountability, designed and implemented through teacher leadership and the participation of large numbers of teachers. Among teachers, parents, and business leaders there is a growing recognition that teachers who are not performing adequately must receive training, mentoring and all other forms of effective assistance as needed and quickly. Teachers who fail to improve, no matter what the reason--poor preparation, burn out, or lack of interest in professionalism--and who are judged incompetent must be counseled out of the profession or dismissed in order to ensure students' success in school.

The new approaches to accountability emphasize early intervention, peer review, and recognition of exemplary teachers who serve as mentors or lead teachers. In districts from Rochester to Seattle, more effective accountability systems are replacing what one union official referred to as "drive-by...checklists."

The National Commission on Teaching and America's Future believes the peer assistance and review systems are successful because they are jointly supervised by boards of teachers and administrators, gauge teacher competence with more useful measures, and emphasize assistance and personal growth rather than punishment. They also reward exemplary teachers by giving them leadership roles that provide extra compensation and opportunities to improve the teaching profession.

According to the Commission, more teachers have received help and more teachers have been dismissed under these new peer review systems than under old systems of accountability. It notes that about one-third of the teachers assigned to peer review in Cincinnati and Toledo, for example, left teaching by the end of the year. In Cincinnati, almost twice as many teacher dismissals resulted from peer reviews as from administrator evaluations.

Accountability for quality, however, is to be double sided. As important as accountability for teachers is the willingness of school boards, district offices, parents and communities to recognize outstanding work by teachers. Until the standards of the National Board for Professional Teaching Standards became available, communities had few meaningful standards to guide their recognition of teachers. One of the great contributions of National Board certification is that it opens up opportunities to support teachers who continually seek to grow professionally.

Rochester, New York Career-In-Teaching Program

"It is in the interests of schools, teaching and, especially, students when practitioners themselves are involved--in a meaningful way--in all decisions that affect student outcomes."

Career-In-Teaching Guidebook

The Rochester school system achieved headline fame in the mid-1980s when it announced an agreement that considerably increased teacher salary levels. Less noticed was the accountability system that accompanied the new pay scales. That system represented a transformation in teachers' responsibility for

assuring quality in their profession as well as school districts' compensation for excellence in teaching.

At the core of Rochester's Career-In-Teaching Program (CIT) are peer review and assistance, similar to other negotiated accountability systems in Columbus, Cincinnati and Seattle. Peer review, however, is part of a larger plan that affects all teachers in Rochester. CIT established four career development stages--intern, resident, professional and lead teacher. Progress from one to the other depends on peer review.

Interns are beginning teachers who work with a mentor, who is a lead teacher. The lead teacher provides assistance for the first year of teaching, recommending the new teachers for resident status, termination or another year on probationary status. About 8 percent are terminated, but more importantly, the peer assistance has led to the retention of 90 percent of beginning teachers after their first year in the classroom. Before CIT, the problems with first-year teaching and lack of support resulted in a retention rate of only about 60 percent.

After internship, peer review continues under the Performance Appraisal Review for Teachers (PART), an annual evaluation conducted by either a panel of colleagues or an administrator selected by the teacher. Every three years a more intensive summative appraisal is conducted. One of the criteria considered in the appraisals is evidence of student academic performance, a factor that was never included in the old formal systems of evaluation.

If any of these steps indicate a teacher is having a problem, that teacher can voluntarily ask for intervention by a lead teacher. For two semesters the teacher receives expert help and is connected to needed resources throughout the district. The lead teacher reports to the board governing the CIT program on whether the teacher has overcome his/her difficulties and should be retained. Currently, all tenured teachers have gone through the summative appraisal process, and about 75 interventions have taken place. Moreover, teachers can volunteer for professional support from a lead teacher without the appraisal process, a decision made by over 100 teachers a year.

CIT was designed by teachers. About 200 were directly involved in its development. It was their plan that teachers would be appraised by colleagues and that lead teachers, recommended by colleagues and chosen by a board of teachers and administrators, would receive substantial stipends--from 5 to 15 percent of their salaries--for their leadership roles. Lead teachers perform other duties as well, such as curriculum design and project facilitation.

Teachers preferred this rigorous attention to their performance over the lax system without standards that existed before in which more than 96 percent of teachers were evaluated by their supervisors as above average or superior and the rest received satisfactory ratings.

Accountability for All in Minneapolis, Minnesota

*"Without clearly stated expectations, no individual or institution can succeed...
Performance expectations need to exist for states, districts, schools, teachers, students,
families and communities. These standards should represent a community consensus
about what constitutes success."*

CEO, Minneapolis Public Schools

Accountability in meeting standards is on almost everyone's mind in the Minneapolis public school community. A unique covenant that sets out the mutual commitments and expectations of students, families, school staff, district leadership, and the community was adopted in public ceremonies in 1993,

a visible sign that meeting the standards is the responsibility of all.

A better system of accountability for teachers had been evolving in the district since 1984 when a joint Labor/Management Task Force on Teacher Professionalism began conducting research and developing a vision for the teacher evaluation process. The Task Force created a Career-In-Teaching program similar to that of other urban districts, and it continued working on ways to make accountability more meaningful.

By 1989 the new Professional Development Process (PDP) was ready to be piloted, and over a five-year period school sites adopted it. All 104 sites now participate. The plan became part of the negotiated teaching contract in 1997, but 3,000 of the 4,000-member teaching staff had already voluntarily chosen to be part of the process.

Each participant in the PDP writes a development plan aligned with district and school goals, especially the curriculum content standards. The plan includes a goal; teacher and student objectives; implementation strategies; and ideas for pursuing professional growth, assessment, and reflection. The teacher selects four to six people who serve as "critical friends" throughout the yearly process. They meet regularly with the teacher to discuss the plan, assess progress toward the goal and help the teacher find resources and do problem solving around instructional and learning issues. Principals are automatic members of the peer review team along with fellow teachers. The team may also include parents, community members or university professors--anyone the teacher believes can help him or her with the plan.

Teachers in the PDP process are expected to pursue all sorts of ways to meet their goals--peer coaching, study groups, action research, videotaping, observations, journals, and the development of professional portfolios. Elementary and secondary teachers even have appropriately worded surveys to use with students, seeking their opinions about the curriculum content, teaching methods and management. (The survey was written by the District-wide Student Government).

Guiding the PDP process are the Standards of Effective Instruction. Teachers, principals and administrators reviewed and synthesized standards from a number of sources, such as the National Board for Professional Teaching Standards, the content of the teacher candidate exam developed by the Educational Testing Service (Praxis), the Interstate New Teacher Assessment and Support Consortium, and various state standards. From these, the group developed standards specifically for Minneapolis' teachers.

For example, if a teacher's PDP plan focuses on improving reading, that teacher could refer to the Standards of Effective Instruction and ask such questions as: "Am I accommodating student differences?" (Standard 1); or, "Am I providing feedback to students and families regarding their learning?" (Standard 3).

If the PDP team agrees that the teacher needs additional help, or if the teacher recognizes the need, a Performance Support Process takes over, providing extensive support for three to six months. At that time, the teacher may return to the PDP plan or move to intensive assistance and the possibility of a recommendation from the Performance Support Process team, the direct-level governing body, that the teacher consider other career options.

The PDP, notes a teacher union document, "moves the teaching profession into the future as it promotes and supports higher standards and professional performance for all." Significantly, the early success of the PDP process in Minneapolis and its enthusiastic support from teachers were deciding factors in the state's decision to mandate a similar peer review process for all teachers in the state.

Recognition of Teachers in Coventry, Rhode Island

"Our support for Board-certified teachers comes from our goal to create a culture of leadership in our schools dedicated to improving teaching and learning."

Superintendent, Coventry Public Schools

It is important that school administrators and school boards recognize teachers for their efforts to meet high standards.

The 400 teachers in the Coventry, Rhode Island school district receive considerable incentives to reach the highest standards of all--certification by the National Board for Professional Teaching Standards. The Coventry public schools and the Coventry Teachers Alliance entered into a contractual agreement with the following provisions:

- The district will pay the certification fee each year for up to seven years;
- The district will support the certification process by providing up to five professional development days to teachers applying for Board certification and by loaning applicants materials and equipment such as video cameras, editing equipment and computers;
- Six district-approved credits will be granted toward the advanced increment schedule for teachers who complete the Board assessment process but who do not acquire certification; and
- Board-certified teachers will qualify for the next higher advanced increment level above his/her current level.

The agreement goes further by building on the leadership potential of teachers who have been formally recognized as highly accomplished. The Coventry schools plan to use Board-certified teachers in various highly responsible roles to improve teaching and learning in the district. These teachers will serve as mentors, lead teachers who will replace department chairs and provide curriculum development and team leadership within schools, teacher facilitators who serve as unofficial vice-principals in the elementary schools, and staff for the planned professional development center.

Such leadership, says the superintendent, will extend the influence of the Board's standards to all teachers in the system. Five teachers have completed the Board's certification process, and an additional six are in the pipeline. Over a 10-year period, the district could build a cadre of 60-70 teachers who have participated in a rigorous assessment based on high standards.

Characteristics of Promising Teacher Accountability Programs

- Promising teacher preparation and certification efforts exist along the continuum of a teaching career to eliminate incompetent teaching and to assure proper assignment and support of teachers.
- Teachers initiate and play major roles in the design and implementation of peer review systems.
- Intervention occurs early and quickly to deal with burned out or incompetent teachers and provides mentoring and resources for improvement to occur.
- Accountability policies emphasize that responsibility for a quality teaching force must be shared and must include recognition for accomplishments.

If you understand how the world is going to work tomorrow and you have any concern about the integrity and the richness of the human spirit in every child, then all of us must join hands to help educators succeed in giving all those children the tomorrows they deserve.

President Clinton
July 29, 1998
The Education International World Congress

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[\[Improving Professional Development Practices\]](#)



[\[Endnotes\]](#)

Promising Practices: New Ways to Improve Teacher Quality - September 1998

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Induction of New Teachers



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Coventry, Rhode Island, Policies on National Board Certification
John Deasy, Superintendent
Coventry Public Schools
222 MacArthur Boulevard
Coventry, RI 02816
401-822-9400

Model Professional Development Programs

In 1998, the U.S. Department of Education identified eight exemplary efforts for its National Awards Program for Model Professional Development.

In 1996, the U.S. Department of Education identified five exemplary efforts for its new National Awards Program for Model Professional Development. The characteristics of these programs closely follow those outlined for promising initiatives in this report. Furthermore, their success in investing in the

professionalism of teachers resulted in higher achievement by their students.

The 1996 awardees include:

Lawrence, Kansas, Public Schools
Candee Crowther
Division Director of Evaluation and Standards
Lawrence Public Schools
3705 Clinton Parkway
Lawrence, Kansas 66047
913-832-5000

Samuel W. Mason Elementary School
Mary L. Russo
Principal
150 Norfolk Avenue
Roxbury, MA 02119
617-635-8405

San Francisco Unified School District
Maria Santos
Assistant Superintendent
2550 25th Avenue
San Francisco, CA 94116
415-759-2950

Woodrow Wilson Elementary School
Melissa J. Hancock
Fifth-Grade Teacher
312 North Juliette Avenue
Manhattan, KS 66502
913-587-2170

Wilton Public Schools
Joyce Parker
Administrator for Elementary Curriculum and Professional Development
395 Danbury Road
Wilton, CT 06897
203-762-3381

Additional Contacts

American Association of Colleges for Teacher Education
One Dupont Circle, NW
Washington, DC 20036
202-293-2450

Jean Miller
Interstate New Teacher Assessment and Support Consortium
Council of Chief State School Officers
One Massachusetts Avenue, NW
Washington, DC 20001-1431
202-336-7048

National Board for Professional Teaching Standards
300 River Place
Detroit, MI 48207

313-259-0830

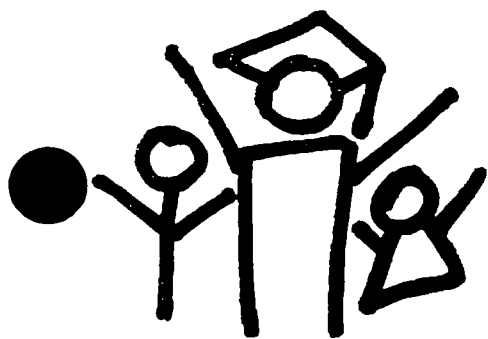
National Commission on Teaching and America's Future
Teachers College, Columbia University, Box 117
525 West 120th Street
New York, NY 10027
212-678-3204

National Council for Accreditation of Teacher Education
2010 Massachusetts Avenue, NW
Washington, DC 20036
202-466-7496

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[Endnotes]





Vol. 3, Issue 2 A Publication of The Education Trust Summer 1998

GOOD TEACHING MATTERS

HOW WELL-QUALIFIED TEACHERS CAN CLOSE THE GAP

For decades, educators, educators-in-training and the public more broadly have been relentlessly fed the same message about achievement among poor and minority students: "Because of poverty and other neighborhood conditions, these students enter school behind other students. As they progress through the grades, the deficits accumulate, leaving them further and further behind other students." Their conclusion? Nothing schools do makes a very big difference.

As an organization, we have questioned the prevailing explanation for some time. "If poverty always overwhelms everything else," we ask, "what explains the 89% pass rate on the Texas state assessment by the Loma Terrace School in El Paso where almost 90% of the children are poor? Or what about the 95% fourth grade pass rate on the same exam by the entire Mission Independent

School District with a 94% poverty rate? And why, if schools really don't make a difference, are the low-income students in Community School District #2 in New York City performing so much higher now than were their counterparts a decade ago?"

Always, the response is the same. "It's that superstar principal/superintendent (choose one). We can't expect those kinds of feats from the mere mortals who lead most of our schools."

But what if that answer is wrong? What if these schools are succeeding not on the force of someone's personality, but simply by teaching students what they need to know to perform at high levels? What if, in other words, poor and minority students are performing below other students not because something is wrong with them or their families, but because most schools don't bother to teach them what they need to know?

By now, those of you who are familiar with our work know that we are absolutely convinced—by both research and extensive experience in classrooms all over the country—that poor and minority youngsters will achieve at

Inside
Thinking K-16

Good Teaching
Matters

A Lot
Kati Haycock

Teaches Whom
State by State
Analysis



continued next page

If we only took the simple step of assuring that poor and minority children had highly qualified teachers, about half of the achievement gap would disappear.

the same high levels as other students if they are taught at those levels. In our groundbreaking report,

Education Watch: The Education Trust National and

State Data Book, we document the clear relationship between low standards, low-level curriculum, under-educated teachers and poor results. We argue, further, that if states and school districts work hard on these three issues, they can close the achievement gap.

Most of the time, we have felt as Ron Edmonds undoubtedly felt: surrounded by researchers clinging to dog-eared copies of the Coleman Report and arguing that nothing works.

Recently, however, a number of large-scale studies provide convincing proof that what we do in education does matter. Schools—and especially teachers, it turns out—really DO make a difference. Earlier educational researchers just didn't have very good ways of measuring the variables.

We have chosen to focus this issue of *Thinking K-16* on what all of the studies conclude is the most significant factor in student achievement: the teacher. We focus here not because we think improvements in teachers' capabilities or changes in teacher assignment patterns are, by themselves, a silver bullet, but because such changes are clearly more important to increasing student achievement—especially among poor and minority students—than any other.

We focus on teacher qualifications here also because this is an issue within our power to change. If we but took the simple step of assuring that poor and minority children had teachers of the same quality as other children, about half of the achievement gap would disappear. If we went further and assigned our best teachers to the students who most need them (a step, by the way, that makes sense to most people outside of education), there's persuasive evidence to suggest that we could entirely close the gap.

Thought provoking, yes? Read on.

—Kati Haycock

We gratefully acknowledge the support of the National Science Foundation Division of Undergraduate Education, the National Association of System Heads, and the State Higher Education Executive Officers for this publication.

ABOUT THINKING K-16 AND THE EDUCATION TRUST

Thinking K-16 is published by The Education Trust, Inc., 1725 K Street, N.W., Suite 200, Washington, DC 20006. Phone: 202/293-1217; Fax: 202/293-2605; web site: www.edtrust.org

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The Education Trust was created to promote high academic achievement for all students at all levels — kindergarten through college. While we know that all institutions could better serve their students, our work focuses on the schools and colleges most often left behind in efforts to improve

education: those institutions serving Latino, African American, Native American and low-income students. The Education Trust works alongside policymakers, parents, education professionals, and community and business leaders, in districts across the country, who are trying to transform their schools and colleges into institutions that genuinely serve all students.

Thinking K-16 is published with the intent to share lessons learned in these communities with policymakers as well as with educators and members of the public concerned with the quality of education provided our neediest young people.

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GOOD TEACHING MATTERS ... A LOT

by Kati Haycock

Director, The Education Trust

Parents have always known that it matters a lot which teachers their children get. That is why those with the time and skills to do so work very hard to assure that, by hook or by crook, their children are assigned to the best teachers. (That is also at least part of the reason why the children of less skilled parents are often left with the worst teachers, but more on that later.)

Professional educators typically reject these notions. When parents ask for their children to be assigned to a particular teacher, or to be moved out of the classroom of another, most principals counsel them not to worry. "Your child will learn what he or she needs to from any of our teachers."

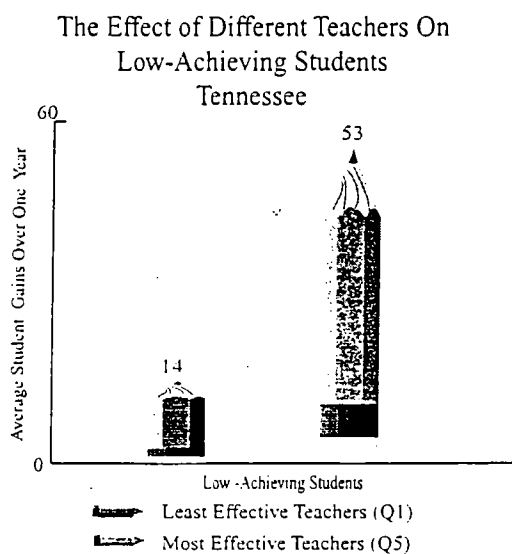
Recent research from Tennessee, Texas, Massachusetts and Alabama proves that parents have been right all along. They may not always know which teachers really are the best, but they are absolutely right in believing that their children will learn a lot from some teachers and only a little from others—even though the two teachers may be in adjacent classrooms. "The difference between a good and a bad teacher can be a full level of achievement in a single school year," says Eric Hanushek, the University of Rochester economist notorious for macroanalyses suggesting that virtually nothing seems to make a difference.¹

TEACHER EFFECTS: TENNESSEE

Tennessee is one of the few states with data systems that make it possible to tie teachers to achievement in their classrooms. Moreover, the state's value-added approach for assessing student achievement allows observers to look at the gains students make during a particular school year.

William L. Sanders, director of the Value-Added Research and Assessment Center at the University of Tennessee, Knoxville, has studied these data extensively. By grouping teachers into quintiles based on their effectiveness in producing student learning gains, his work allows us to examine the impact of teacher effectiveness on the learning of different types of students, from low- to high-achievers.

The chart adjacent shows the effect teachers from different quintile levels have on low-achieving

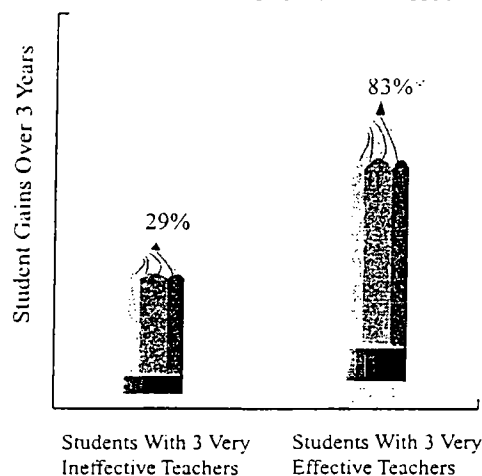


Sanders, William L. and Rivers, Joan C. "Cumulative And Residual Effects of Teachers on Future Student Academic Achievement," 1996, Table 1, p. 9.

students. On average, the least effective teachers (Q1) produce gains of about 14 percentile points during the school year. By contrast, the most effective teachers (Q5) posted gains among low-achieving students that averaged 53 percentile points.

The Tennessee data show dramatic differences for middle- and high-achieving groups of students, too.

Cumulative Effects of Teacher Sequence on Fifth Grade Math Scores: Tennessee



Sanders, William L. and Rivers, Joan C., "Cumulative And Residual Effects of Teachers on Future Student Academic Achievement," 1996, Figure 1, p.12

For example, high-achieving students gain an average of only 2 points under the direction of Q1 (least effective) teachers but an average of 25 points under the guidance of Q5 (most effective) teachers. Middle achievers gain a mere 10 points with Q1 teachers but in the mid-30s with Q5 teachers.

There is also considerable evidence that, at least in Tennessee, the effects of teachers are long-lived, whether they advance student achievement or squash it. Indeed, even two years after the fact, the performance of fifth-grade students is still affected by the quality of their third-grade teacher. The chart above shows the examples of different patterns of teacher effectiveness for one metropolitan system.

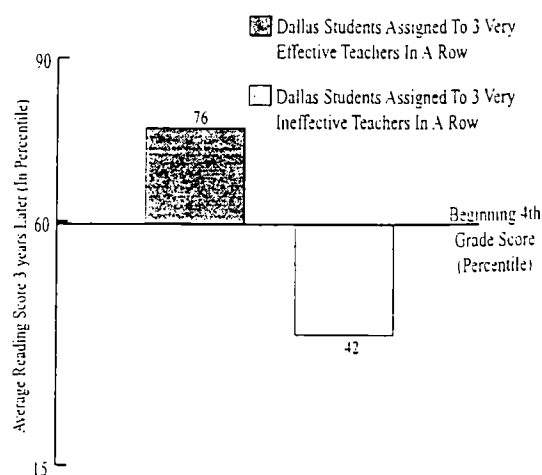
As Sanders points out, students whose initial achievement levels are comparable have "vastly different academic outcomes as a result of the sequence of teachers to which they are assigned."² Differences of this magnitude—50 percentile points—are stunning. As all of us know only too well, they can represent the difference between a "remedial" label and placement in the "accelerated" or even "gifted" track. And the difference between entry into a selective college and a lifetime at McDonald's.

TEACHER EFFECTS: DALLAS

A variety of recent studies in Texas show similar differences in achievement between students taught by teachers of differing quality. Borrowing from some of Sanders's techniques, researchers in the Dallas Independent School District recently completed their first-ever study of teacher effects on the ability of students to perform on assessments. In sharing their findings, Robert Mendro, the district's executive director of institutional research, said, "what surprised us the most was the size of the effect."³

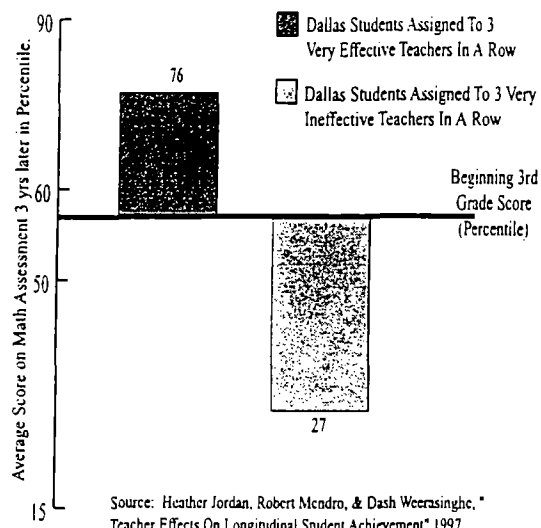
For example, the average reading scores of a group of Dallas fourth graders who were assigned to three highly effective teachers in a row rose from the 59th percentile in fourth grade to the 76th percentile by the conclusion of sixth grade. A fairly similar (but slightly higher achieving) group of students was assigned three consecutive ineffective teachers and fell from the 60th percentile in fourth grade to the 42nd percentile by the end of sixth grade. A gap of this magnitude—more than 35 percentile points—for students who started off roughly the same is hugely significant.

Effects On Students' Reading Scores In Dallas (Grades 4-6)



Source: Heather Jordan, Robert Mendro, & Dash Weerasinghe, "Teacher Effects On Longitudinal Student Achievement" 1997.

Effects On Students' Math Scores In Dallas (Grades 3-5)



The impact of teacher effectiveness is also clear in mathematics. For example, a group of beginning third-graders in Dallas who averaged around the 55th percentile in mathematics scored around the 76th percentile at the end of fifth grade after being assigned to three highly effective teachers in a row. By contrast, a slightly higher achieving group of third graders—averaging around the 57th percentile—were consecutively taught by three of the least effective teachers. By the conclusion of fifth grade, the second group's percentile ranking had fallen to 27th. This time the youngsters, who had scored nearly the same as beginning third-graders, were separated by a full 50 percentile points just three years later.

TEACHER EFFECTS: BOSTON

The Boston Public Schools are taking a serious look at factors that influence student learning, including the effectiveness of their teachers. A recently released study by Bain and Company conducted on behalf of the district shows the correlation between high school teachers and their students' academic growth in math and reading. The authors examined classrooms of BPS eighth-graders whose average scores were approximate-

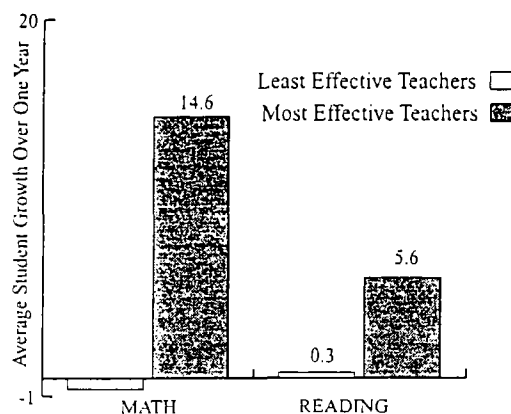
ly the same and charted their progress over the year by teacher. The differences were dramatic. In reading, they found that although the gains of students with the top third teachers were slightly below the national median for growth (5.6 on average compared to 8.0), the students with teachers from the bottom third showed virtually no growth (0.3). The math results were even more striking. The top third teachers produced gains on average that exceeded the national median (14.6 to 11.0 nationally), whereas the bottom third again showed virtually no growth (-0.6).

Altogether, this means that one-third of BPS teachers are producing six times the learning seen in the bottom third. As one frustrated headmaster put it, "About one-third of my teachers should not be teaching."

WHAT MAKES FOR TEACHER EFFECTIVENESS?

None of these studies has yet advanced to the obvious next step: identifying the qualities that make for an effective teacher. But other researchers have used Texas's extensive database on both teachers and students to examine the impact of specific teacher characteristics on student achievement. Together with work from Alabama and North Carolina, this research helps us to get underneath the matter of teacher effectiveness.

Boston Students With Effective Teachers Showed Greater Gains



Source: Boston Public Schools, "High School Restructuring," March 9, 1998.

Students' test scores can mean the difference between a remedial label and the gifted track — or between entry into a selective college and a lifetime at McDonald's.

1. Strong Verbal and Math Skills

The first thing that is clear when you look across the various studies is the critical importance of strong verbal and math skills. Harvard's Ronald F. Ferguson, for example, has looked closely at the relationship between student achievement and teacher performance

on a basic literacy examination (the Texas Examination of Current Administrators and Teachers, which was administered to all teachers and administrators in Texas in 1986). Ferguson found a significant positive relationship between teacher test scores on TECAT and student scores on the Iowa Test of Basic Skills (ITBS), with higher scoring teachers more likely to produce significant gains in student achievement than their lower scoring counterparts. Indeed, a change of one standard deviation in a district's teacher scores produced a corresponding

change of .17 standard deviation in student scores, when other differences were controlled.⁴

Ferguson got similar results in an analysis of the impact of teacher and classroom qualities on student achievement scores in Alabama. As in the Texas studies, he found a strong positive relationship between teacher test scores (in this case, ACT scores) and student achievement results.⁵

2. Deep Content Knowledge

There is also considerable research showing how important teachers' content knowledge is to their effectiveness with students, especially at the middle and senior high school levels. The data are especially clear in mathematics and science where teachers with majors in the fields they teach routinely get higher student performance than teachers who did not.

Goldhaber and Brewer examined this relationship using data from the National Educational Longitudinal Study of 1988 (NELS), an ongoing survey of individuals who were in eighth grade in 1988. Goldhaber and Brewer found a significant positive relationship

between teachers' degrees and students' achievement in technical subjects. They concluded that "in mathematics and science, it is the teacher subject-specific knowledge that is the important factor in determining tenth-grade achievement."⁶

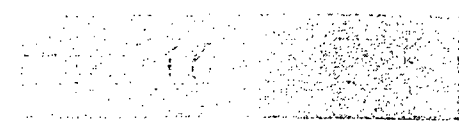
The data are less clear in English and social studies; in these subjects students taught by majors don't show consistently better scores than students taught by teachers who majored in something else. However, other evidence suggests that content is no less important in these two disciplines. For example, a recent study in Hawaii asked social studies teachers to rate their own level of understanding about various historical periods and teaching methods, then compared teacher expertise to student achievement. Not surprisingly, there was an almost perfect match: students performed best in the domains where teachers indicated the most expertise.⁷

3. Teaching Skill?

All of this seems to beg the question: what about teaching knowledge and skills? Is content knowledge really sufficient for effective teaching? Clearly not. One only has to spend a few semesters in higher education to see that the deep content knowledge inherent in the Ph.D. doesn't necessarily lead to effective teaching.

That said, the large-scale studies we have reviewed are not particularly helpful in identifying ways to quantify teaching expertise. Neither education courses completed, advanced education degrees, scores on professional knowledge sections of licensure exams nor, interestingly, years of experience seem to have a clear relationship to student achievement. Perhaps the work going on at the National Board for Professional Teaching Standards or Lee Shulman's work on "pedagogical content knowledge" at the Carnegie Foundation for the Advancement of Teaching will advance our understanding of—and options for developing and measuring—teaching knowledge and skill.

In the meantime, we suggest that educational leaders not get sidetracked: there is more than sufficient evidence about the importance of deep content knowledge and strong verbal skills to serve as a foundation for immediate action. At the very least, we know



enough to call the question with faculty in the arts and sciences, who, after all, are responsible for developing both content knowledge and verbal skills among intending teachers. It is also enough to justify a second look at hiring and assignment criteria. If good teachers matter, we need to be sure that we are getting the best we can.

INEQUITIES IN DISTRIBUTION

Our emerging understanding of the critical importance of good teachers has especially profound implications for poor and minority youngsters. For no matter how quality is defined, these youngsters come

up on the short end. While the teaching force in high-poverty and high-minority communities certainly includes some of the most dedicated and talented teachers in the country, the truth is that these teachers are vastly outnumbered by under- and, indeed, unqualified colleagues.

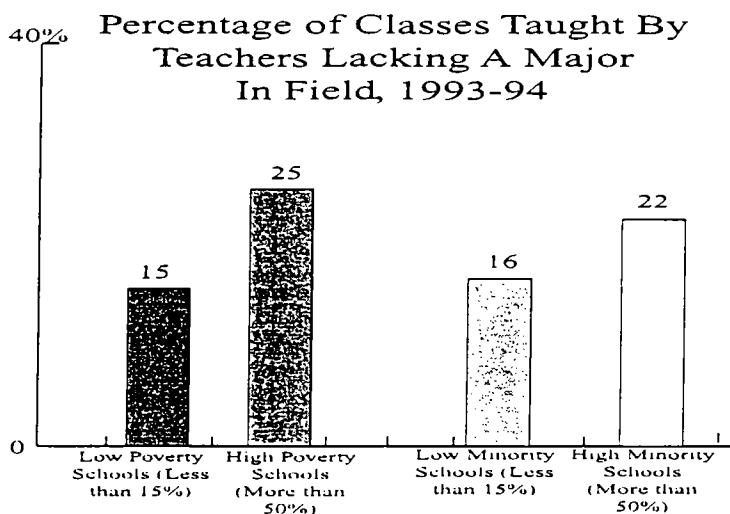
These patterns are clear in national data tabulations on out-of-field teaching specially prepared for the Education Trust earlier this year by Richard Ingersoll, a professor at the University of Georgia. As is evident in the table above (as well as in the state tabulations on pp. 8-9) minority and poor youngsters—the very youngsters who are most dependent on their teachers for content knowledge—are systematically taught by teachers with the least content knowledge.

Similar inequities show up at all grade levels in the state-level studies described above, and many more. For example, in Tennessee, black students are almost twice as likely to be taught by ineffective “Q1” teach-

ers as are white children, and are considerably less likely to be taught by the most effective teachers.

The patterns look quite similar in Texas, where, according to researchers John Kain and Kraig Singleton, African American and Latino children are far more likely to be taught by teachers who scored poorly on the TECAT examination. Indeed, as the percentage of non-white children in the school increases,

the average teacher score declines.⁸ Finding the same patterns in his analysis, Ferguson wrote that “[i]n Texas, and certainly in other places too, attracting and retaining talented people with strong skills to teach in the districts where black students are heavily represented is part of the unfinished business of equalizing educational opportunity.”⁹



Source: Richard Ingersoll, University of Georgia, Unpublished, 1998.

RACE MORE THAN CLASS?

Contrary to the assumptions that many people may make, inequities in the distribution of teacher expertise are not driven wholly by finances. If they were, we would expect that poor minority children would have teachers of about the same quality as poor white children. But such is not always the case.

In their analysis of Texas data, Kain and Singleton found disturbing differences. Poor white children, it turns out, appear to have a higher likelihood of having well qualified teachers than poor black children.¹⁰

Similar patterns are evident in teacher quality data from other states. In the chart on pages 8 and 9, for example, it is clear that students who attend predominantly minority secondary schools in Virginia are more likely to be taught by underqualified teachers than stu-

(continued page 10)

STATE INVESTMENT IN WELL-PREPARED TEACHERS

The most important educational investment a state can make is in highly qualified teachers. When teachers have too little knowledge of the subjects that they teach, their students are denied the most basic learning resource. There are several ways to examine teacher quality. This chart shows one: the percentage of secondary school classes taught by teachers who lack a college major in the subject area.

The chart shows, by state:

- the overall percentages of classes taught by teachers who do not have a major in the subject that they teach; and
- the percentages of classes taught by teachers who do not have a major in the subject that they are teaching in high-poverty schools/high-minority schools (schools in which more than 50% of the students are low-income or non-white) vs. low-poverty schools/low-minority schools (schools in which fewer than 15% of the students are low-income or non-white).

In reviewing the chart, the reader will see a stark and troubling pattern: low-income students and students of color are less likely than other students to be taught by teachers with a college major in the subject area that they are teaching.

The data used to build this chart are drawn from the Schools and Staffing Survey conducted by the National Center for Education Statistics (NCES) in school year 1993-94. Richard Ingersoll of the University of Georgia conducted the analysis. While the Schools and Staffing Survey is large scale, in some states the data are inadequate to support stable estimation for certain kinds of schools so we have not printed a percentage. There are other cases where the sample meets normal standards, but the Education Trust staff cautions the reader with an "*" that these samples are "on the smallish side" and advises further research.

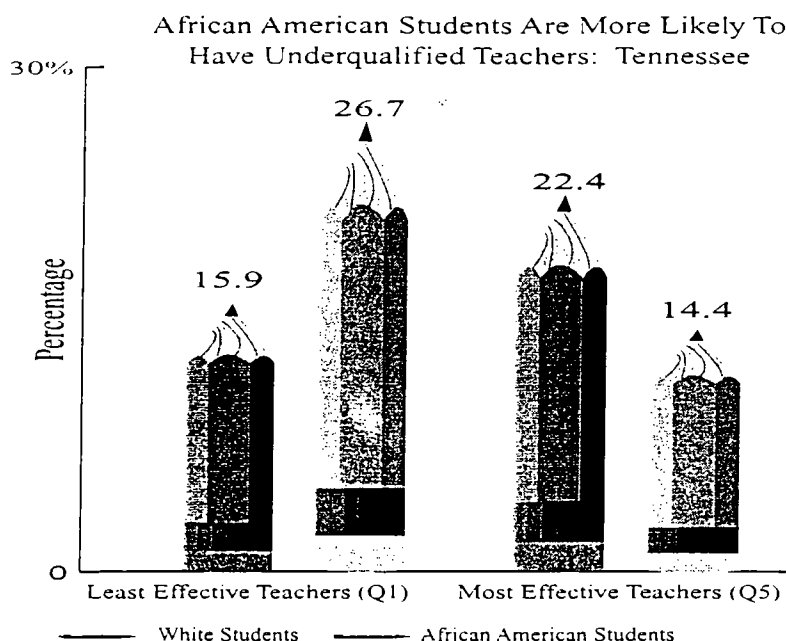
We have ranked states on the overall quality of their teachers. The fewer underqualified teachers, the better the rank. We also rank states according to disparity in assignment of underqualified teachers. "Disparity by poverty", for example, is the difference between the percentage of classes in high- and low-poverty schools that are taught by underqualified teachers.

Percentage of secondary school classes taught by teachers lacking a major in field by state, 1993-1994

	Overall (Rank)	By School Poverty			By School Minority Population		
		Low	High (Rank)		Low	High (Rank)	
Alabama	17% (21)	14%	23% (19)		17%	16% (7)	
Alaska	29 (51)	20	48 (33)		23	41 (29)	
Arizona	26 (49)	17	37 (31)		26	29 (13)	
Arkansas	14 (8)	11	11 (5)		15	14 (7)	
California	27 (50)	28	29 (6)		26 *	27 (12)	
Colorado	20 (33)	17			20	24 * (15)	
Connecticut	13 (6)	12			12	15 (13)	
Delaware	24 (43)					25	
D.C.	17 (21)					17	
Florida	18 (28)	22	19 (4)		24	17 (2)	
Georgia	21 (36)	15	33 (29)		25	19 (3)	
Hawaii	24 (43)	13				25	
Idaho	20 (33)	15			19		

	Overall (Rank)			By School Poverty			By School Minority Population		
				Low	High	(Rank)	Low	High	(Rank)
Illinois	16%	(15)		13%	24%	(24)	13%	25%	(25)
Indiana	13	(6)		10	15 *	(11)	12	26 *	(27)
Iowa	12	(4)		7	17	(23)	12		
Kansas	15	(12)		15			14		
Kentucky	24	(43)		20	29	(19)	24		
Louisiana	23	(40)		9	28	(30)	21	21	(10)
Maine	22	(38)		19			21		
Maryland	17	(21)		13			14	20	(18)
Massachusetts	16	(15)		13	28 *	(28)	15	20	(17)
Michigan	17	(21)		14	18	(10)	18	13 *	(4)
Minnesota	10	(1)		11	6 *	(3)	9		
Mississippi	25	(47)		24 *	29	(11)	25	22	(6)
Missouri	14	(8)		12	18 *	(15)	14		
Montana	16	(15)		11	35	(32)	16	32 *	(28)
Nebraska	14	(8)		16	8 *	(1)	14		
Nevada	15	(12)		13			28 *		
New Hampshire	14	(8)		13			15		
New Jersey	20	(33)		16	25	(19)	16	24	(22)
New Mexico	22	(38)		21	24	(8)		23	
New York	12	(4)		8	22	(27)	7	18	(24)
North Carolina	19	(31)		11	41	(35)	15	24	(23)
North Dakota	11	(3)		10	17	(17)	11	17 *	(18)
Ohio	19	(31)		16	45	(34)	16	42	(30)
Oklahoma	17	(21)		13	18	(11)	17	23	(18)
Oregon	23	(40)		18			26		
Pennsylvania	16	(15)		15	22	(17)	14	26	(26)
Rhode Island	10	(1)		13 *			10		
South Carolina	23	(40)		20	25	(11)	25	21	(5)
South Dakota	16	(15)		14	17	(8)	15		
Tennessee	25	(47)		19	30	(24)	31	19	(1)
Texas	18	(28)		19	21	(7)	19	18	(7)
Utah	16	(15)		18			16		
Vermont	17	(21)		12			16		
Virginia	21	(36)		14	20	(15)	24	24	(10)
Washington	24	(43)		23	32	(19)	24	28	(15)
West Virginia	18	(28)		22	16	(2)	17		
Wisconsin	17	(21)		16	27	(24)	18	25 *	(21)
Wyoming	15	(12)		15			14		

* Interpret with caution



Source: Sanders, William L. and Rivers, Joan C. "Cumulative And Residual Effects of Teachers on Future Student Academic Achievement," 1996, Table 1, p.

dents who attend high-poverty secondary schools. The same is true in Pennsylvania and Oklahoma: students in high-minority secondary schools are more likely to be taught by teachers without a college major in the subject they are teaching.

The problems in central cities are particularly acute, according to a 1995 report from the National Governors Association. "Emergency hiring, assignment of teachers outside their fields of preparation, and high turnover in underfunded schools conspire to produce a situation in which many poor and minority students are taught throughout their entire school careers by a steady stream of the least qualified and experienced teachers."¹¹

A MORE EQUITABLE DISTRIBUTION OF TEACHER EXPERTISE

What would happen if minority and poor children had teachers of the same quality as other children? A large part of the gap would simply disappear. The estimates vary somewhat depending upon the statistical model used, but in no case is the effect minor.

- Ferguson's modeling for several metropolitan Alabama districts suggests that an increase of 1 standard deviation in the test scores of teachers who teach black children would produce a decline of about two-thirds in the black/white test score gap in that state.¹²

- Strauss's study of student achievement in North Carolina suggested that a 1% relative increase in teacher scores on the NTE would bring about a 5% relative decline in the percentage of students who fail standardized competency exams.¹³

In other words, much of what we have blamed on chil-

dren and their families for decades is actually the result of things we have done to them. As a nation, we have deprived our neediest students of the very ingredient most important to learning: a highly qualified teacher.

In his analyses of the Texas data base, Ferguson found a small number of school districts that are exceptions to the general pattern (see below chart). A look at how their youngsters benefit from a steady diet of higher performing teachers gives us a glimpse of how the national data for poor and minority students *could* look...if we had the will.

ASSURING QUALIFIED TEACHERS FOR ALL OF OUR CHILDREN

These findings have profound implications for states and communities that are striving to get vastly larger numbers of their students to high standards of achievement. If education leaders want to accomplish this goal in the near term, they are far more likely to do so if they focus, first and foremost, on quality—quality in

teacher preparation, recruitment, hiring, assignment, and ongoing professional development.

This goes doubly for schools and communities with concentrations of poor and minority children. Rather than continuing to accept the crumbs, these schools and communities must insist on the very best teachers for their children. After all, poor and minority children depend on their teachers like no others. In the hands of our best teachers, the effects of poverty and institutional racism melt away, allowing these students to soar to the same heights as young Americans from more advantaged homes. But if they remain in the hands of underqualified teachers, poor and minority students will continue to fulfill society's limited expectations of them.

What, then, are the elements of a strategy to assure highly qualified teachers for all young Americans?

We don't yet have all the answers. But we know enough to start the conversations. Here are the more powerful ideas we have gleaned from our work with leading states and cities:

1. Standards for entry into the profession.

A number of states are raising the standards for entry into the profession. Virginia, for example, has raised both course requirements in the arts and sciences and cut scores on the Praxis examinations for aspiring teachers.

Massachusetts has devised new and much more rigorous examinations, especially in the content areas.

While these attempts are commendable, it is also important to make sure that the measures for teacher content knowledge are solid and aligned with K-12 standards.

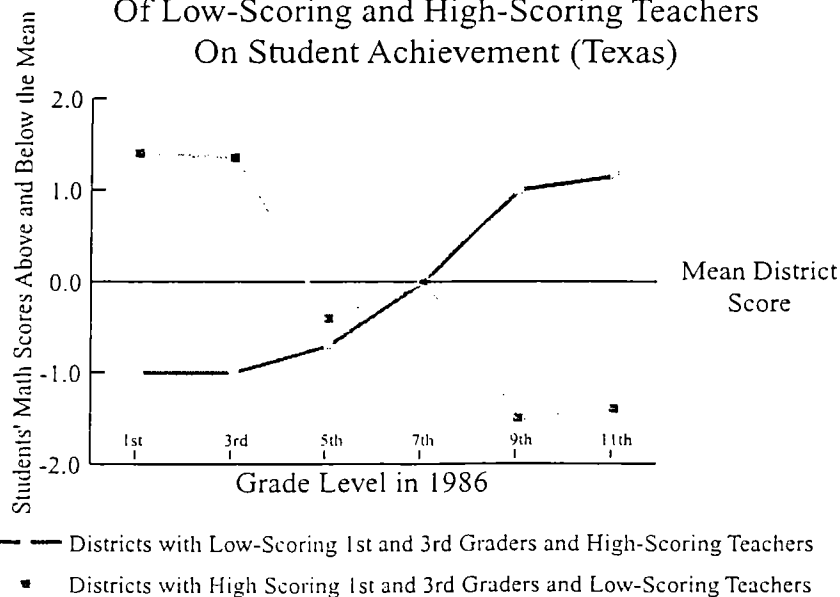
Preliminary information suggests that existing examinations may be too low: an analysis of a widely used test for prospective high school physics teachers, for example, featured content that one reviewer described as "appropriate for a rigorous ninth-grade physical science course." If this is correct, these tests are wholly insufficient either to assure adequate content knowledge of individual teachers or to use for accountability purposes with arts and sciences departments.

Any discussion about raising entry standards for teachers should include an examination of how well the standards align with the K-12 content candidates will have to teach, and the assessments used to find out if candidates can teach this content.

2. Accountability measures for colleges and universities that prepare teachers.

In Texas, for example, colleges that have pass rates below 70% (soon to be 75%) on the state's teacher licensure exam will lose the right to prepare teachers. To be sure that its intentions are understood, the legislature spells out precisely what it means: 70% of the

Long-Range Effects
Of Low-Scoring and High-Scoring Teachers
On Student Achievement (Texas)



Source: Ronald F. Ferguson, "Evidence That Schools Can Narrow the Black-White Test Score Gap," 1997.

If education leaders want to close the achievement gap, they must focus, first and foremost, on developing qualified teachers.

white graduates, 70% of the Latino graduates, 70% of the black graduates and so on. Not a single group can be left behind. Moreover, if aspiring math teachers,

for example, cannot pass the exam, then the math department loses the franchise. Other states are heading in this direction, as well. Universities, together with their nearby school districts, could take the lead from such state-level actions: decide on what intending teachers need to know in their subjects and hold academic departments accountable for getting them there before they graduate.

3. Professional development for existing teachers.

Teacher effectiveness is not forever fixed. Through careful development, teachers can build their effectiveness over time. In Community School District #2 in New York City, Superintendent Tony Alvarado has invested generously in the professional development of his principals and teachers. Focusing initially on reading, and then moving to mathematics, Alvarado made sure his teachers, in particular, got lots of on-site coaching from experts. As a result, student achievement has climbed steadily over the past 10 years. University of Michigan researcher David Cohen's recent study of professional development in California also shows its impact on student achievement when professional development focuses on new curricula and the content that undergirds it.¹⁴ Similar results are evident in broad achievement gains in the three El Paso school districts, where more than 50 full-time teacher-coaches provide in-school assistance to teachers as they strive to improve student achievement.

These successful strategies differ in important ways from many professional development programs and initiatives. Far from the three-hour workshop about isolated topics, these strategies are ongoing, on-site and focused on the content that students should learn.

4. Assurance that poor and minority children have teachers that are at least as qualified as the ones that teach other students.

Actually, if we had our druthers, we would push for a policy requiring that, for the next two decades or so, these students should systematically be assigned our best teachers. Achieving either goal, though, would require careful attention to:

- Just who we are preparing to teach—where they come from and where they want to teach, in particular;
- Interdistrict differences in salaries for beginning and mid-career teachers;
- The practice of concentrating beginning teachers in school buildings with concentrations of poor children;
- District policies—often gained through collective bargaining—that reward senior teachers with the “right” to transfer to “easier” schools;
- Practices within schools, where teachers fight over who has to teach whom, with the senior, better educated teachers often winding up with the most advanced children; and
- The absence of clear incentives and prevalence of disincentives for teachers to work with poor and minority children.

These practices have been around for so long that they seem beyond change. But some school districts are beginning to make headway on rooting out these inequities. In San Antonio, for example, new policies on teacher assignment have begun to balance the distribution of teachers within the district. In other districts, special targeting of more highly compensated “mentor” positions is beginning to even out teacher expertise. Energetic principals can also reverse the normal pattern. For example, in the Los Angeles unified School District, where uncertified and out-of-field teachers are the norm, Principal Lupe Simpson of the all-minority Nimitz Middle School has a mathematics department full of fully certified, mathematics majors. How? By working her contacts with local universities.

5. "Parent Right to Know" policies.

Parents deserve to know when their children are being taught science by history majors or history by physical education grads. To be sure, this knowledge has been available to some, mostly affluent parents through their community grapevines. But nowhere has there been a systematic way of letting all parents know that their child's teacher has enough background in the subject to teach it so their students will understand it. When parents know where the needs are greatest, they can become partners in local efforts to secure an adequate number of well-qualified teachers for all their students.

6. Recruitment and rewards to attract the best into teaching.

We worry that, instead of seeking out the very best, too many teacher preparation programs simply make do with what walks in the door. That's not good, because SAT and other data suggest that the high school seniors who aspire to become teachers are among the least able of all prospective college students. It's also not good for communities with concentrations of minority and poor students because few of those who aspire to become teachers either grew up in or want to teach in such communities.

Many leaders in teacher preparation programs say that they're doing the best they can—that low salaries and lower prestige make it impossible to attract able candidates, especially minorities, to the teaching profession and higher standards will make it worse. We remain unconvinced. If these claims are correct, then why does Teach for America, which has far higher standards than most education schools, routinely attract far more qualified graduates than it can place? And why, among Teach for America's way-above-average corps members, are there more than twice as many minorities as there are in education schools?¹⁵ The same would appear to be true for alternate certification programs that cater to young or mid-career professionals from other fields: no lack of smart or minority applicants.

These experiences and others tell us that we can produce the highly qualified teachers that we need by combining:

- High entry standards;
- Rich incentives like generous scholarships and loan forgiveness for highly able professionals who want to teach in high-poverty schools;
- Accountability systems that reward departments and campuses for the numbers of their top students that enter teaching; and
- Non-traditional, yet still rigorous, routes into the profession.

These are just some of the pieces of a solution to the vexing problem of assuring that we have teachers to match our goals. Solving this problem requires concerted action from policymakers, leaders in both K-12 and higher education, teacher unions, and parents. No single party can win the battle alone. All must be involved and at the table if we are to craft sound policies that will succeed.

But we must also understand that we cannot wait until every piece of this puzzle is in hand. Our inability to answer every question about teacher effectiveness right now shouldn't make us reluctant to use the devices we do have to begin to lure the best in, screen others out, and intensively develop the rest. And it certainly shouldn't deter us from doing what it takes to assure that poor and minority youngsters get at least their fair share of effective, well-prepared teachers.

We cannot wait until every piece of this puzzle is in hand. We must use the devices we have to lure the best teacher candidates in, screen others out, and develop the rest.

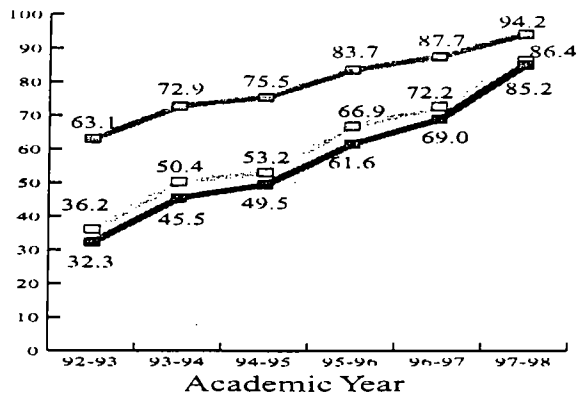
El Paso Closing the Gap

In 1992, leaders at the University of Texas-El Paso and the three El Paso-area school districts—El Paso, Ysleta, and Socorro—came together to create the El Paso Collaborative, a comprehensive effort to raise student achievement kindergarten through college. Their goal was to prepare every young person in this highly impoverished border city to be able to enter college without remediation, and the El Paso Standards they set reflected that goal.

Over the next five years, they focused hard on what matters most: excellent teaching. Through the Collaborative, El Paso teachers received intensive assistance in improving instruction, including summer institutes and regular on-site coaching, funded through a combination of NSF dollars and a redirection of federal and state funds. Meanwhile, leaders at the University made major changes in the way they were preparing teachers, to make sure that such teachers were fully prepared to teach to the El Paso standards.

The results of their hard work are clear in the data above: improved achievement and a narrower gap between groups. This is a refreshing change from the national picture of flat achievement and a widening gap between groups. Investing in teachers really does pay dividends!

% Of Students Passing TAAS Math
By Ethnicity - Combined 3-8 & 10



The El Paso Collaborative for Academic Excellence, 1998.

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EMBARGOED FOR RELEASE

November 17, 1998, 9:30 a.m. EST

CONTACT:

Shep Ranbom or Matthew Maurer, (202) 467-8344
K. Richmond Temple (Philip Morris Management Corp.), (917) 663-2755

**Boosting Teacher Quality — Not Standards, Tests, or
Vouchers —
Is Best Way To Raise Student Achievement, National Poll
Finds**

*Public Ahead of Policymakers in Support
Of Higher Teacher Qualifications and Pay*

**Teaching Now Outranks Medicine as Most Beneficial
Profession
By 3-to-1 Margin**

Full report available on the Internet at www.rnt.org,
or by calling (202) 467-8344.

WASHINGTON — November 17, 1998 — If America is to improve its public schools, teaching quality must become the first priority of education reform, according to a landmark national poll released by Recruiting New Teachers Inc. (RNT) and public opinion analyst Louis Harris.

Roughly nine out of 10 Americans said the way to lift student achievement is to ensure a qualified teacher in every classroom, according to RNT's report *The Essential Profession*, which was funded by Philip Morris Companies Inc.

Once the issue of student safety was addressed, the public picked providing a qualified teacher in every classroom — not standards, tests, vouchers, privatization, or school uniforms — as the most important way to improve education.

More than half of the public (55 percent) said the quality and caliber of teachers has "the greatest influence on student learning." Teacher quality was chosen over establishing a system of academic standards (30 percent) or requiring achievement tests in core academic subjects (14 percent).

"Teaching is the essential profession, the one that makes all other professions possible," says RNT president David Haselkorn, co-author of the report. "The public believes that investing in quality and providing a qualified teacher in every classroom trumps all other reforms."

When vouchers were pitted as a reform strategy directly against "doing what it takes to put a fully qualified teacher in every classroom," the teacher quality choice won handily 84 percent to 14 percent. Similarly, putting a qualified teacher in

every classroom was preferred over allowing for-profit companies to run public schools by a commanding 87 percent majority.

"Americans intuitively understand that quality teaching is the key to better outcomes for kids. The poll identifies a national challenge — to ensure that all children have qualified teachers and to ensure that all teachers have the mentoring and support they need to stay in the classroom," says George Knox, vice president, corporate affairs strategy for Philip Morris Management Corp.

Teaching at a Demographic Crossroads

The nation's teaching force is at a demographic crossroads. By 2008, schools will need to hire more than 2.2 million teachers to serve a growing student enrollment and to replace the considerable number of teachers expected to retire in coming years. There are already shortages for teachers in a broad range of subject areas, including math, science, bilingual and special education. In communities that have high rates of attrition for beginning teachers, such as urban areas, the recruitment challenge is even greater.

As national, state, and local policymakers consider new initiatives to meet these challenges, understanding the public's views on teaching is vital. Any proposal, whether designed to expand the pool of prospective teachers, improve the preparation and quality of teacher candidates, strengthen support for novice teachers, or improve the practice of all teachers throughout their careers, will need public support.

What Teachers Give to America

The survey shows that the public knows that teaching gives more back to America than any other profession. When asked which of eight professions they felt "provides the most important benefit to society," the public put teachers first by more than 3-to-1. (When the identical question was asked in 1996, fewer people — 57 percent — put teachers first over doctors.) Asked about a career they would recommend to a family member, people ranked teaching (39 percent) a close second to medicine (40 percent), despite the well-established difference in pay.

Another indicator of the profession's standing is that when asked how much influence different people had on their career choices, people placed teachers (24 percent) second behind their parents (48 percent).

"For the first time, the public is ready to acknowledge teaching as the solution, not the problem," says Harris, co-author of the study. "For the first time, investing in teacher quality — including higher pay for teachers — is being seen as the order of the day to improve schools."

Quality Gap: A Mandate for Focusing on the

Disadvantaged

The poll findings demonstrate an awareness of the importance of teacher quality that cuts across all socioeconomic lines. Eighty-three percent of the public strongly agreed that "we should ensure that all children, including those who are economically disadvantaged, have teachers who are fully qualified, even if this means spending more money to achieve that."

An identical 83 percent also felt that "we must give a high national priority to recruiting and preparing teachers who can provide quality education for our children, especially those who are in most need to be helped to learn."

Research indicates that unlicensed or under-qualified teachers are most likely to be found in economically deprived schools. In the poll, low-income and minority Americans were more likely to rate teachers as unqualified than were non-minority respondents and higher wage earners. While only one in four Americans thought that the problem of poor quality teachers is "very serious and widespread," 36 percent of those surveyed earning between \$15,000 and \$25,000 felt that way. In addition, 38 percent of Latinos and 42 percent of blacks said the problem was "very serious and widespread."

The public gave relatively high marks to the teachers in their own communities and states. However, 79 percent favored "giving parents specific information at the beginning of the school year on how qualified their child's teachers are according to state standards required for permanent teachers," which suggests that the public wants to be assured that its teachers are making the grade.

The Making of a Teacher

The survey found significant support for increased spending on two fronts: to ensure qualified teachers, especially in schools serving low-income and minority students, and to pay for extra time spent in the school day and throughout the school year for professional development of teachers.

Seventy-one percent agreed with the statement that "public schools should pay teachers for longer work days so they have time to stay up with new developments in their fields." Sixty-one percent were in favor of lengthening the school year for professional development and planning by teachers.

The public believed that teaching requires special training and skills, not simply a good general education. More than three-quarters said they would oppose allowing people with bachelor's degrees to become teachers without requiring preparation in the field of education. The survey found strong agreement regarding the value of teacher education (93 percent), with the public rejecting the notion that "good teachers are born and not made" by more than 2-to-1.

Teacher unions came off with mixed marks in the study. While 55 percent agreed that "teacher unions support setting high standards for teachers," a comparable 53 percent held the view that "teacher unions too often stand in the way of real reform."

In response to expected teacher hiring needs, the public favored more stringent teacher licensing standards tied to standards for student performance, better pay, and more opportunities for teachers to learn while practicing. More than eight out of 10 said they would strengthen state teaching licensing standards rather than lower them. The public also particularly supported providing stronger mentoring for new teachers using able veteran teachers to offer them guidance and support (91 percent).

The public also overwhelmingly favored attracting more people currently working in other fields into teacher preparation (78 percent) and paying higher salaries to those who teach science or math (65 percent) — two areas experiencing shortages. However, the public was extremely skeptical about quick fixes to meet expected shortages, such as bypassing teacher education by letting bachelor's degree recipients become teachers without proper training (78 percent opposed), or lowering state licensing requirements for teachers (84 percent opposed).

A federally sponsored loan forgiveness program for prospective teachers who agree to work in disadvantaged schools received a 67 percent approval rating in the poll.

The Issue of Pay

A majority (56 percent) of people surveyed indicated they themselves would consider becoming a teacher if guaranteed a \$60,000 annual salary. Eighty-one percent said they would consider recommending teaching as a career to a family member if the pay were \$60,000.

Nearly eight out of 10 people said teachers' salaries should be raised over the next 10 years as a way to get more qualified teachers into the schools. Seven in 10 felt that teachers were "just adequately paid" or "inadequately paid."

Only a third believed teachers' pay should be tied to student test scores.

Rejecting Arbitrary Limits on Learning

The public believes that education remains the key to the American dream. The results showed a firm rejection of a "Bell Curve" approach to student performance. More than 68 percent of respondents felt "strongly" or "somewhat strongly" that most children are capable of learning demanding academic subject matter and should be required to meet the same academic standards. Minorities (79 percent for Latinos and 71 percent for blacks) were more likely than whites to feel "strongly" or "somewhat strongly" about the need for rigorous

academic standards for all children.

More than 60 percent said that hard work primarily determines a student's academic performance, while only about 19 percent said that natural ability determines it.

The poll, which was conducted by Peter Harris Research, was based on interviews with 1,504 adults nationwide. The margin of error was plus or minus 2 percent in 95 out of 100 cases. Copies of *The Essential Profession* are available by calling (202) 467-8344 or at www.rnt.org.

Recruiting New Teachers, Inc. (RNT) is a national non-profit organization which was formed in 1986 to raise esteem for teaching, expand the pool of prospective teachers, and improve the nation's teacher recruitment and development policies and practices. Based in Belmont, Mass., RNT pursues its goals through innovative public service outreach; action-oriented research; local, state, and national advocacy; networking; technical assistance; and national conferences.

For more than 40 years, the Philip Morris family of companies has been a key corporate supporter of educational programs. Since 1956, Philip Morris Companies Inc. has awarded more than \$150 million in grants to educational organizations throughout the United States that have demonstrated a commitment to excellence, innovation and diversity.

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FOR EMBARGOED RELEASE:
11:15 a.m. EST January 28, 1999

Contact: David Thomas
(202) 401-1579

TEACHERS REPORT NEED FOR MORE PREPARATION

Only one in five teachers told a national survey they felt well prepared to work in a modern classroom.

Specifically, only about 20 percent said they were confident in using modern technology or in working with students from diverse backgrounds, with limited proficiency in English or with disabilities. Overall, less than half of American teachers reported feeling "very well prepared" to meet many of the challenges facing the nation's public school classrooms.

While virtually all teachers reported participating in some professional development activities, those involved in short-term sessions (less than eight hours) gave these experiences low marks. However, those engaged in more than eight hours of training were far more likely to conclude that their teaching ability was improved "a lot." Likewise, teachers who were involved in frequent planning and collaboration with other teachers were more likely to report that it helped.

Teacher Quality: A Report on the Preparation and Qualifications of Public School Teachers was prepared by the Education Department's National Center for Education Statistics.

"These data confirm our dramatic need to get serious about better preparing for and supporting teachers in our classrooms," said U.S. Education Secretary Richard W. Riley. "We'll be hiring over two million teachers over the next 10 years for record numbers of students in classrooms that are already bulging at the seams. Now is the time to rethink how we recruit, prepare and support America's teachers."

The report's results come from a 1998 survey of 4,049 full-time public school teachers in the 50 states and the District of Columbia. Their main teaching assignments were in English/language arts, social studies/social sciences, foreign language, math, and science.

The report focused on several indicators of teacher quality: preservice learning and teaching assignment; formal professional development; work environment; and teachers' feeling of preparedness.

"Teachers, next to parents, are the most important mentors in our children's lives," Riley said. "Nearly every student can name at least one teacher who's had a positive influence on his or her life. That's why it's imperative that we help teachers get the tools, the training, and the support that they'll need to help prepare and educate our children for the future."

The report shows that some 18 percent of grade 7-12 teachers whose main assignment was math, neither majored, minored nor received a graduate degree in the subject. Riley noted that the survey did not even include out-of-field teachers for whom math was a secondary assignment. "At a time when every student should have experience with algebra by the 8th grade," Riley said, "this is simply unacceptable."

Other report findings include:

- Though only 19 percent of teachers said they had been formally mentored by another teacher, 70 percent of them said mentoring at least once a week helped their teaching "a lot;"
- New teachers were less likely than more experienced teachers to have regular certification;
- Two-thirds of America's teachers had not participated in a formal induction program when they first began teaching, although participation rates were higher for new teachers than for more

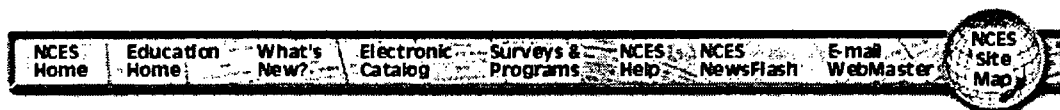
experienced teachers;

Single copies of the report are available by calling 1-877-4ED-PUBS (1-877-433-7827).

Link To:

- *Teacher Quality: A Report on the Preparation and Qualifications of Public School Teachers* (Report)

- *The Release of Teacher Quality: A Report on the Preparation and Qualifications of Public School Teachers*
(Commissioner's Remarks)





**Remarks as prepared for delivery by
U.S. Secretary of Education Richard W. Riley**

**NCES Press Conference:
*Teacher Quality: A Report on Teacher
Preparation and Qualifications***

**Washington, DC
January 28, 1999**

Secretary's Remarks | Press Release |
New Teacher Initiatives | The Full Report |
Statement of NCES Commissioner

Thank you all for coming.

I want to congratulate Pat Forgione, Marty Orland, John Rolfe and the entire team at the National Commission for Education Statistics. Teacher quality is a big issue that's tough to get your arms around, but a very important issue nonetheless. These biennial reports will help educators get a better handle on the challenges facing teachers in the new millennium.

I'd like to put this data in a broader context. In recent years, school reform efforts have focused primarily on raising student performance. States are raising academic standards and developing tests to measure whether students can meet those standards.

Increasingly, educators and policy makers are concluding that we need to focus on both student performance and teacher quality. To a great extent, top-notch student learning relies on challenging standards and equally challenging teacher learning and performance.

As a result, some states and local schools are beginning to raise expectations and supports for teachers in order to raise student achievement levels further. State leaders, policy makers, and educators at all levels are beginning to rethink many practices used to prepare teachers and support their work in the classroom.

The '80s and '90s produced some changes along those lines. What progress we've seen so far resulted largely from ad-hoc approaches to improving teacher quality that targeted narrowly defined issues in isolation.

More often than not, these well-intended approaches have not treated the preparation, training and support of teachers as a continuum stretching from undergraduate studies through a teacher's career.

The findings in this NCES study underscore this problem. The NCES study reveals several contrasts between teachers' needs and the policies and practices found in most states and local schools:

- The most common form of professional development activities

continues to be the kind that teachers tell us are the least beneficial -- the "one-shot" workshops that typically last no more than a day and often carry little relevance to teachers' work in the classroom.

- New and veteran teachers alike say they do not feel very well prepared to teach effectively to the four fastest changing aspects of the nation's schools - raising standards in the classroom, students with special needs, students from diverse cultural backgrounds, and use of technology. The fact that newer teachers report as much unease as their veteran colleagues indicates that teacher education and professional development programs are not addressing the realities found in today's classroom.
- At a time when we seek to raise standards for teachers, I am disturbed that even the conservative statistical measure used by NCES found far too many teachers teaching out of their field of study. The data show this to be especially true at the middle school level.

It's natural to think about the practice of teaching as an individual process. In reality, teaching is not a solo venture. Our teachers need more support and collaboration than ever to get high standards in the classroom and address more diverse students, technology, and a growing list of other demands that we as a society place on them.

A primary cause for limited professional development opportunities is American custom. While doctors and lawyers routinely confer with colleagues, teachers often remain isolated in classrooms. Among teachers whose schools dedicate time for team planning, 40 percent say it improves their teaching "a lot," and another third say it improves their teaching "moderately." Yet, it is an uncommon practice.

Through this study, teachers are telling us the kinds of support that they need and want - more peer collaboration, team teaching, common planning periods. If we don't listen to them, we will shortchange our children and our teachers by hanging on to comfortable but self-defeating practices.

In the coming decade, America's schools will need more than 2 million new teachers. To cultivate a high-caliber teaching corps for the 21st century, American education must adopt three new R's - Recruit, Retain, and Respect. What do these terms mean in practice?

- Recruitment requires that we find new means of attracting bright teachers of all ages to the classroom, and prepare them to meet higher academic expectations and the challenges posed by an increasingly diverse student body.
- Retention means teachers need support systems that serve two purposes - to help conscientious but inexperienced teachers gain their footing in the classroom, and to provide growth opportunities that enable all teachers to enhance their skills and professional standing.
- Respect calls on us to regard teachers as practitioners of a noble profession, engage them as partners in reforming the profession, and reward excellence accordingly.

The message that I hope people hear from this report is that our teachers are proud of what they do, and they value opportunities to help them better serve the needs of America's children. We as a nation need to step up our efforts to support them.

I will discuss these issues in greater depth during my annual State of American Education address February 16 on the campus of California State University at Long Beach. I would now like to open the floor for questions.

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[Return to Speeches and Testimony page]



Last Updated -- January 29, 1999, (pjk/gkp)

**Title:****Teacher Quality: A Report on Teacher Preparation and Qualifications of Public School Teachers****Abstract:**

The results of this new national profile of teacher quality, the first in a series of biennial reports, specifically focused on teachers' learning (both preservice and continued) and the environments in which they work. Included is important information regarding teachers' education, certification, teaching assignments, professional development, collaboration, and supportive work environment. In addition, comparisons by instructional level and poverty level of the school provide information about the distribution of teacher quality. This information provides a context for understanding teachers' reports of preparedness to meet the challenges they face in their classrooms.

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Release Date:

January 28, 1999

Cover Date:

January 1999

Publication #:

(NCES 1999080)

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General Ordering Information

GPO Number:

065-000-01225-1

GPO Price:

\$22.00

Authors:

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Type of Product:

Statistical Analysis Report

Data Source:

Fast Response Survey System(FRSS)

Subject Descriptors:

- Teachers
 - characteristics of
- Teachers
 - qualifications of

Questions:

For questions about the content of this product, please contact Edith K. McArthur.



News

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On Teacher Quality: A Hard-Won System Begins To Pay Off

By Arthur E. Wise

Teacher quality is on the national agenda as never before. Finally, there is widespread recognition of the fact that the teacher is the single most important school-based determinant of student learning. That fact accords not only with every parent's common sense, but also with research.

For the past decade, the teaching profession has been hard at work building a system of quality assurance.

For the past decade, the teaching profession has been hard at work building a system of quality assurance that will increase the likelihood that every child will be taught by a caring, competent, and qualified teacher. The results are only now beginning to be noticed.

There are seven elements of this system, none of which existed until the mid- to late 1980s. It took the medical profession 30 years--between 1890 and 1920--to develop and implement an analogous quality-assurance system. It will also take time to fully instantiate these seven features in the education system.

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1. The first element is the National Board for Professional Teaching Standards, begun in 1987. The board was created by the teaching profession, aided by the Carnegie Corporation of New York, business, and the federal government. The board exists to provide advanced certification to accomplished teachers--a type of recognition never before available to teaching professionals. Put another way, teachers, once they began their careers, had no widely accepted mechanism for achieving professional and public recognition until 1995, when the national board began to operate. This certification is beginning to create new career options for teachers, encouraging excellent teachers to remain in the classroom. The board also generated a consensus definition of accomplished teaching and an accepted means for measuring it. That consensus gave the lie to those who used to maintain that accomplished teaching is too idiosyncratic to be measured. Board standards can be incorporated into advanced training of experienced teachers. Many institutions are beginning to revise master's programs to be consistent with the board's standards and assessments.

Read an accompanying Commentary, "On Teacher Quality: The View From Teachers," in This Week's News.



It took the medical profession 30 years-between 1890 and 1920-to develop and implement an analogous quality-assurance system.

2. Building on the experience of the NBPTS, California and Connecticut launched an initiative to develop model state licensing standards that could be used by states to reform the teacher-licensing process. Known as the Interstate New Teacher Assessment and Support Consortium, or INTASC, and now operated by the Council of Chief State School Officers, these standards are helping states develop systems that will assess the knowledge and skills of graduates as a condition of a license. Not so long ago, teachers were given a license merely on the basis of "seat time" and graduation, without having to demonstrate knowledge, skill, or the ability to teach.

3. Beginning in the mid-1980s, a number of national professional associations began to develop standards for preschool through 12th grade students. The National Council of Teachers of Mathematics, working with committees of school and university faculty members, created a national professional consensus about what students should know and be able to do at various ages and grade levels. Other associations followed suit. For the first time in history, professional associations have created a comprehensive set of expectations across the full range of the curriculum. So profound is this development that it has come to be called "the standards movement."

4. Until the late 1980s, the National Council for Accreditation of Teacher Education and the states did not collaborate in the review of teacher-preparation programs. As of 1998, 43 states and the District of Columbia have integrated NCATE's professional review of colleges of education with their own, thereby strengthening review of teacher preparation in a growing number of institutions. While NCATE accreditation remains voluntary in most states, the outcome is a substantial increase in the number of new institutions seeking such accreditation. Seventeen states now require NCATE accreditation for their public institutions. Many states now use NCATE standards whether or not they require institutions to gain the imprimatur of NCATE accreditation. New York and Maryland have just passed legislation requiring accreditation.

5. There has emerged a growing consensus that the standards for accreditation, initial licensing, and advanced certification should be aligned. Prior to 1990, accreditation and licensing authorities did not coordinate their activities, and of course the National Board for Professional Teaching Standards did not exist. The result was a cacophony of standards and expectations--meaning, effectively, that there were no standards. In 1995, NCATE began to incorporate INTASC's model state licensing principles into its standards, and will continue to do so in next year's iteration of its standards. Thus NCATE and the states will hold colleges of education accountable for producing candidates with the same knowledge and skills for which the states will hold individual candidates accountable. This symmetrical relationship will strengthen accreditation and licensing. In addition, NCATE is aligning teacher-preparation standards with national standards for preschool through 12th grade students, and with national board standards for advanced certification. This alignment will revolutionize the quality-assurance system.

6. One of the promising ideas for strengthening teacher preparation was not even conceptualized in 1985. The idea for professional-development schools took shape in the late 1980s within the profession. The idea, based on the teaching hospital in the field of medicine, is to more fully integrate academic and clinical preparation for beginning teachers. Policymakers and educators alike recognize that beginning teachers and teacher candidates require more support than is afforded by the truncated clinical experience in a four-year undergraduate program. There may be as many as 1,000 professional-development schools operating now. To help support this new structure, NCATE is working with 20 of them to help guide the field in setting new expectations for clinical practice.

7. Until 1990, only three states had experimented with professional-standards boards--boards comprising mainly members of the profession charged with the responsibility to establish and implement standards for teacher licensing. As of 1998, 12 more legislatures had decided to create independent, professional state standards boards. Unlike state boards of education, which have myriad other responsibilities, professional state standards boards have as their overriding concern the implementation of standards and assessments that will result in high-quality teachers for their states.

These seven elements of the teaching profession's quality-assurance system are new this decade. They have been developed because the still-existing traditional systems have clearly not provided the level of quality assurance that the public and policymakers now demand. This new system needs support to be fully developed and implemented. Its development can move faster or more slowly depending on the degree to which university leaders, policymakers, and the profession foster the kind of trust that now exists between the state and the quality-assurance mechanisms in the established professions.

The teaching profession has been hard at work assembling the elements of the new systems of teacher development and quality assurance, most of which include NCATE involvement or leadership. Is there evidence of progress?

A new study by the Educational Testing Service shows that NCATE-accredited institutions are producing proportionally more qualified teachers than nonaccredited institutions. The testing service examined 160,000 candidates between 1995 and 1997 who took the licensing exam PRAXIS in the content areas they planned to teach, and who had also taken the SAT. The study divided the candidates into two groups for a part of the analysis: graduates of NCATE-accredited institutions and non-NCATE institutions.

Of all candidates who took the PRAXIS II licensing exam, designed by the testing service and administered in 37 states and the District of Columbia, 91 percent of those graduating from NCATE-accredited institutions passed the licensing exam, while only 83 percent of those graduating from non-NCATE institutions passed it. Thus, passing scores on the licensing exam are higher for graduates of NCATE-accredited institutions than for those from non-NCATE institutions.

The study provides some quantitative evidence that this reform is beginning to make a difference. As the reform continues to be

implemented, we can anticipate that the quality of the teaching force will rise.

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