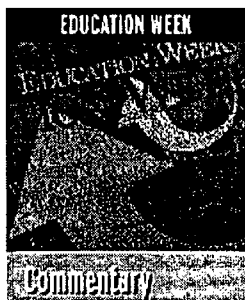


MAY 19, 1999

EDUCATION WEEK on the WEB



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On Teacher Quality: The View From Teachers

By John F. Jennings

The president, Congress, governors, state legislatures, and many others are increasingly focused on how to improve the quality of the teaching occurring in America's classrooms.

Good news with caveats.



Read an accompanying Commentary, "On Teacher Quality: A Hard-Won System Begins To Pay Off," in This Week's News.

Read the report, *Teacher Quality: A Report on the Preparation and Qualifications of Public School Teachers*, January 1999, from the NCES.

As only one example, in 1998 the federal Higher Education Act was amended to include financial incentives for college students to become teachers and for institutions of higher education to produce better teachers. Also included in the new law is a controversial accountability provision leading to the eventual cutoff of federal student aid to teacher-preparation institutions with low passing rates for their graduates on state certification and licensure assessments.

To better inform the debate on how to improve teaching, the National Center for Education Statistics has compiled the "Teacher Quality" report, a clear and readable summary of what teachers say about their preparation and qualifications, and about practices supporting improved teaching in their schools. But it is important to know what this document is *not*. The report does not include information on the quality of training that institutions of higher education have given to new teachers, nor does it say anything about whether teachers are doing a good job in their classrooms. Evidence about those matters must come from other sources, such as from assessments of teachers' knowledge and of students' academic performance.

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The good news in the report is that American public school teachers have many of the basic prerequisites for teaching: Almost all have bachelor's degrees, nearly half have master's degrees, most are fully certified in the fields of their main teaching assignments, most have their main teaching assignments in the fields in which they had an undergraduate or graduate major or minor, almost all participated in professional development the previous year, almost all collaborated with other teachers in the previous year, and they work in supportive environments.

Additional good news comes from trends showing the effects of recently enacted or implemented reforms. Newer teachers are substantially more likely than senior colleagues to have degrees in an academic field; more teachers than previously have their main teaching assignments in the fields of their graduate or undergraduate majors or minors; and more professional development is occurring regarding student academic standards and assessments, the use of educational technology, and the implementation of new teaching techniques. Moreover, newer teachers are far more likely to participate in induction programs than did their more senior colleagues, teachers believe that school administrators are more supportive of their work than was reported in the past, and schools have clearer goals and priorities than in the past.

Those are the facts, as teachers see them. In a way, it can be said that the basics for a good public educational system are in place. As nearly everyone knows, though, the bar has been raised: Good is no longer good enough. In this report, teachers acknowledge this fact by admitting that, in many important regards, they do not feel themselves to be well prepared to teach. Fewer than half of teachers felt "very well prepared" to implement new teaching methods. About a third felt very well prepared to implement curriculum and performance standards, and fewer felt adept at using student-performance assessment techniques. Only about a fifth of teachers felt very well prepared to integrate educational technology or to address the needs of students with disabilities, those with limited English proficiency, or those from diverse cultural backgrounds.

To address those shortcomings perceived by teachers themselves, the many recently initiated reforms of teacher preparation and practice must be accelerated. For example, teachers who are uncertified are mostly those who are new to the profession, and the number of teachers who leave teaching in their first years seems to be higher than in most other professions. Therefore, supportive activities for new teachers must be expanded. For instance, induction programs for new teachers, now affecting two-thirds of them, should be made available to all who wish to participate. Mentoring by more experienced teachers, which now involves less than a fifth of all teachers, must also be made more readily available. Further momentum is needed to increase the number of teachers who have majors in an academic field and who are teaching in the fields of their undergraduate or graduate majors or minors.

In addition to accelerating current reforms, this report clearly points to two areas needing much greater attention if the country is to improve teaching in the public schools: Teachers are not spending enough time on good practices to improve their teaching, and poor and minority children are not being afforded a fair chance to succeed in school.

In the report, teachers assert that the greater the amount of time invested in a practice to improve teaching, the greater are the benefits. This is common sense, but unfortunately what we do today in our schools does not always reflect what we intuitively may know.

Most professional development, for example, lasts one day or less (one to eight hours). Yet, teachers report that long-term professional development is far more effective in helping them improve teaching in the classroom. In fact, there is a consistent progression of perceived effectiveness for all such activities as the number of hours increases. Eight percent of teachers believe that one to eight hours of training addressing the needs of students with disabilities helps them "a lot" with classroom teaching, but 42 percent believe that more than eight hours helps them a lot. With the integration of educational technology into teaching, the difference is between 12 percent and 38 percent.

Furthermore, practices within schools, such as common planning among teachers and mentoring of new teachers by more experienced ones, show the same pattern: some effect with a short time spent on the activity, and progressively greater effects from longer periods of time devoted to it. For

example, networking with teachers outside the school is perceived as helping "a lot" by 15 percent of teachers if done a few times a year, but 49 percent of teachers believe in its greater effectiveness if done at least once a week. Eleven percent of teachers being mentored believe it helps a lot if done a few times a year, but 70 percent of them so believe if done at least once a week.

Teachers are implicitly asking that policymakers ensure that they have enough time to learn how to teach better.

In a nutshell, more time on task produces greater results--much greater. Teachers are implicitly asking in this report that policymakers ensure that they have enough time to learn how to teach better. Extended professional development, long-term mentoring, and extensive sessions for common planning among teachers are the ingredients that will result in better teaching for youngsters--according to teachers.

The question is whether states, local school districts, and teachers' unions will find ways to give teachers that time. Can the school day be reconfigured to allow greater time for teacher preparation? Will teachers themselves, as represented by their local unions, show enough flexibility in negotiations with school boards to implement changes so that they can be better prepared? Can states and districts find financial resources to provide for in-depth preparation?

The other persistent theme that comes from these data is that poor and minority children face serious obstacles in getting a good education. This, too, is no surprise, but it is enlightening to see how teachers themselves report on the problems facing these children.

A stark example is that teachers who have master's degrees are far more likely to be found in more-affluent schools--57 percent of teachers in the lowest-poverty schools have a master's, compared with 37 percent in the poorest schools. In many subject areas, moreover, persons teaching in the fields in which they received a major or minor are less likely to be found in central cities, in schools with high minority enrollments, and in high-poverty schools.

Furthermore, the least-taken professional-development activity is addressing the needs of students with limited English proficiency, of those who are from diverse cultural backgrounds, or of those who are disabled. Despite that discouraging fact, some hope arises because newer teachers, those in heavily minority schools, and those from the Western region of the country are more likely to be involved in such professional-development activities.

A further problem facing poor and minority children is the lack of parental support for their education. In general, teachers believe that parents of all children are not greatly supportive of their efforts to educate; but they see a great difference in the degree of support provided by parents from more-affluent areas and that provided by parents from poor areas. Forty-one percent of teachers in schools with fewer than 15 percent of children eligible for free or reduced-price lunches strongly agree that parents support them, but the perceived level of support declines progressively as the level of poverty in the school increases. In the poorest schools, only 23 percent of teachers strongly agree that parents are supportive of their efforts to educate their children.

The United States is not going to be the first in the world in education unless we deal better with those problems facing poor and minority children--a growing proportion of American students. Such youngsters are not only more likely to have less-well-qualified teachers in their classrooms, but students in the poorest schools also have less support from home to do well in school--at least in the opinion of their teachers.

Policymakers, such as state legislators, will find the "Teacher Quality" report very useful. For example, they will learn that recently initiated reforms of teacher preparation, certification, licensure, and staff development are going in the right direction, but they must be accelerated. In the process of implementing such reforms, much greater attention must be given to the intensity of the effort; more time spent on the activity will achieve greater results.

Lastly, the needs of poor, minority, and disabled children must receive greater attention from the federal government, the states, and local districts. We must recommit ourselves to bringing equal educational opportunity to all of America's children.

John F. Jennings is the director of the Center on Education Policy in Washington. This is adapted from an essay appearing in the inaugural issue of *Education Statistics Quarterly* (Spring 1999), which also contains the "Teacher Quality" report from the National Center for Education Statistics.

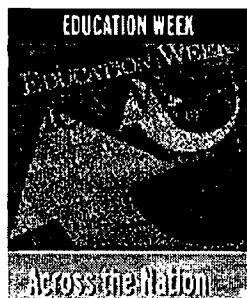
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MARCH 10, 1999

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States' Uneven Teacher Supply Complicates Staffing of Schools

By Ann Bradley

This is the first installment in a five-part series about the nation's supply of and demand for qualified teachers. Read "About This Series," below.

HELP WANTED:
2 Million Teachers



By now, the number has been repeated so often it's become a mantra: more than 2 million teachers. That's how many the U.S. Department of Education estimates schools will need to hire in the next decade.

Read an accompanying chart, "Teacher Supply and Demand," in This Week's News.

But the daunting figure doesn't mean the nation is suffering from a teacher shortage. Some Sun Belt and fast-growing states, to be sure, are scrambling to find teachers. Others, though, consistently produce many more than they can hire.

Even within states, the employment picture can differ dramatically. Some districts have hundreds of applicants for every job, while others in less desirable areas and with lower pay scales may have none.

A listing of
Calendar of Events
Conferences and Seminars

What policymakers clearly must do--given enrollment growth, retirements, and policies such as class-size reductions that are creating demand for teachers--is get a handle on where they stand, experts argue.

Read an accompanying story, "Technology Eases Teacher Recruitment for School Districts," in This Week's News.

"This 2 million scare, so to speak, doesn't help states in looking at what their problems are," said Lynn Cornett, the senior vice president of the Southern Regional Education Board in Atlanta. "You cannot paint one picture across the nation."



Lynn Cornett

Many states are likely to find themselves not with absolute shortages, but with a dearth of teachers in particular subject areas--such as special and bilingual education, mathematics, and science--and in underfunded schools, particularly in urban and rural districts.

'Be Strategic'

Linda Darling-Hammond, a professor at Stanford University and the executive director of the National Commission on Teaching & America's Future, agreed: "States need to pinpoint where teachers are needed and in what fields, and be strategic about what incentives to put in place to encourage people to enter the profession."

Read James Nehring's Commentary, "Cure for Teacher Shortage: Let Teachers Teach," Jan. 13, 1999.

Read our story, "Uneven Distribution Contributes to Teacher Shortages, Study Warns," Nov. 4, 1998, which discusses how geography plays a role in classroom staffing shortages.

"Amid Funding, Teacher Shortages, Urban Educators Find Hope," Oct. 28, 1998.

"New Teachers Are Hot Commodity," Sept. 9, 1998.

About This Series	
Part 1: March 10, 1999	Schools will need to hire more than 2 million teachers in the next decade, experts predict. But such demand doesn't mean teachers are in short supply across the board. Technology can help streamline the teacher recruiting process.
Part 2: March 17, 1999	The teaching profession is notorious for turnover, which threatens to undermine schools' best efforts to fill their classrooms with qualified teachers. California, though, is investing heavily to keep beginning educators.
Part 3: March 24, 1999	While the shortage of teachers for most subjects is being felt in pockets across the country, the scarcity of special education teachers is nearly universal. One of the nation's fastest growing districts is cultivating its own supply of special education teachers by paying paraprofessionals' tuition and salaries while they go to school. A Virginia college offers long-distance learning to train teachers for special education.
Part 4: March 31, 1999	Otherwise qualified teachers are routinely assigned to teach subjects for which they have little or no academic preparation, a practice under fire nationwide.
Part 5: April 7, 1999	As standards for students go up, schools are under pressure to reduce the number of people without professional training who are hired to teach.

According to a report released last fall by the National Association of State Boards of Education, such incentives might include: loan-forgiveness programs to encourage people to teach particular subjects or in hard-to-staff schools; recruitment and public-awareness campaigns; special preparation programs with business and the military to attract early retirees and career-changers to teaching; and efforts to help paraprofessionals gain teaching licenses.

Connecticut, Minnesota, New York, Pennsylvania, and Wisconsin consistently produce many more teachers than their schools hire, although some urban districts in those states suffer persistent problems finding qualified teachers. Conversely, California, Florida, Nevada, and Texas generally are straining to hire teachers across the board.

In Wisconsin, a study from last fall showed that only 32 percent of the 3,986 education students who received licenses in 1996-97 were working full time as teachers in public schools in the state by the 1997-98 school year. New York licensed 21,500 teachers in 1996-97, but only 5,900 were hired. Still, New York schools employed 9,000 unlicensed teachers that year, the vast majority in New York City.

Part of the problem in New York is that suburban districts pay veteran teachers as much as 20 percent a year more than New York City, creating a drain on the city's labor pool. Ms. Darling-Hammond and others have called on states to follow Connecticut's example by providing money for districts to equalize teacher salaries.

Many people point the finger at education schools--often called "cash cows" for universities--for training teachers in fields of abundant supply, most often elementary education.

But the NASBE study blamed state accrediting agencies for allowing the practice to continue, particularly when districts are "desperate for specialists in shortage fields."

States that continue to accredit programs and certify unneeded teachers, the report said, are "failing to be accountable for providing districts with the tools they need to bring students to high standards."

Pay and Benefits

Increasingly, states are mulling policies to help alleviate problems of teacher distribution.

In Oklahoma, for example, where the SREB recently completed a detailed study of teacher supply and demand, the problem isn't a lack of mathematics teachers. It's that people certified to teach math--one of the fields in biggest demand nationally--aren't working in schools.

Only 54 percent of college graduates trained between 1994 and 1996 to teach math actually were teaching that subject by 1996, the SREB study found.

The state also has more than 700 certified math teachers who aren't teaching the subject. A likely reason: Starting teachers earn just \$24,060, while math majors can earn \$40,000 to \$50,000 in the computer field fresh out of college.

Oklahoma's regents for higher education are proposing that all teachers' salaries be raised and that teachers of high-demand subjects or working in hard-to-staff schools be paid even more. The regents also want the state to create a loan-forgiveness program to channel teachers into those subjects and geographic areas.

Meanwhile, districts in neighboring Texas--some of which pay signing bonuses to new teachers--are snapping up Oklahoma teachers.

In Nevada, the state Senate is considering a bill that would offer teachers an extra year of retirement credit for every five years they taught in schools classified as "needing improvement." Another measure would allow teachers in rural schools to convert their unused sick leave into up to one year of retirement credit.

And to give Nevada districts a leg up on hiring experienced teachers from other states, a third bill would require the districts to give new hires full credit for their years of experience elsewhere. Most districts now credit teachers with just five years, no matter how long they've been teaching.

But because each change would cost money, and Nevada's budget isn't keeping up with school growth, observers expect the bills simply to permit districts to take such steps.

"Other states are competing with us for teachers," said H. Pepper Sturm, a research analyst for the Nevada legislature. "How are we going to compete?"

As part of a comprehensive teacher-quality initiative, Gov. Gary Locke of Washington is proposing conditional scholarships of up to \$3,000 annually for 200 outstanding teacher-candidates in such shortage areas as math, science, and special education. Recipients would have to maintain a 3.0 or better grade point average and commit to two years of teaching in a public school for every \$3,000 received.

Massachusetts recruiters traveled the nation to drum up 50 outstanding candidates to become public school teachers and earn \$20,000 signing bonuses. The state had 5,000 requests for information and expects to

process about 600 completed applications.

Mississippi offers scholarships, special home loans, low-cost rental housing, and moving expenses for people willing to teach in areas of the state, such as the impoverished Mississippi Delta region, that attract few applicants of any teaching specialty.

"Each state wants to hang on to their best teacher education graduates, but it's going to be a real free-market situation," said Ernest Rose, the dean of education and human services at Montana State University-Billings. "States and districts that have a lighter salary scale are going to end up probably getting people who aren't mobile or aren't the strongest candidates in the pool."



**Ernest
Rose**

Mr. Rose estimates that this year, 15 percent to 20 percent of his school's graduates will take their first jobs out of state, where they can earn up to \$10,000 more than in Montana and make a good dent in repaying their student loans.

Already, districts in Nevada, Oregon, and Washington state have arranged for Montana State students to do their practice teaching out of state and stay on after graduation.

In Colorado, meanwhile, a booming economy--which is providing high-paying jobs for people who might otherwise teach math or science--hasn't depleted the labor pool for districts with top-notch reputations. The 40,000-student Cherry Creek district has 3,000 applicants on file and between 100 and 200 qualified teachers for every one job, said Gwen Sonnenberg, the district's director of human resources.

Pension Portability

For the most part, teaching remains a parochial field in which many new teachers aspire to work where they grew up. But even teachers ready, willing, and able to relocate face financial and logistical hassles.

As the Nevada bill illustrates, many teachers moving from one district to another don't get credit for all their experience and so are forced to take pay cuts. Teachers' pensions aren't portable, as are those in higher education. And states don't recognize one another's licenses, often requiring veteran teachers to jump through numerous hoops to get fully licensed.

U.S. Secretary of Education Richard W. Riley, in an address last month focused on teacher recruitment and quality, urged state leaders to re-examine long-standing rules governing those issues. "The current maze of disconnected state laws has become a significant drawback to keeping good teachers in the profession in our increasingly mobile society," Mr. Riley said.

In Missouri, one of the states working in partnership with the National Commission on Teaching & America's Future, the state is helping St. Louis address its recruitment problems. One barrier is that city teachers have a different pension system from those in surrounding suburban districts, said Celeste Ferguson, the state's assistant commissioner for

urban and teacher education.

The state education department is asking the legislature to allow retired master teachers to teach for two years in St. Louis without adverse effect on their pensions. Teachers would qualify for full pension credit and salaries during those two years.

The Missouri department also is asking the legislature to create a loan-forgiveness program and incentive pay for teachers in urban and rural districts.

In a recent opinion column in *The Washington Post*, Christopher T. Cross, the president of the Council for Basic Education and a former assistant U.S. secretary of education in the Bush administration, proposed a change in national Social Security policy to ease teacher recruitment. Mr. Cross called for Congress to waive the cap on retirement earnings for anyone involved in teaching or school administration, arguing that many newly relocated teacher retirees in Arizona, California, Florida, and Texas would welcome the chance to get back into the classroom.

Eric Hirsch, a senior policy analyst for the National Conference of State Legislatures in Denver, calls the portability of both teachers' experience and their pensions a "huge issue" for teacher recruitment.

Though states are taking steps to recognize one another's licensing requirements and are increasingly giving licenses to teachers certified by the National Board for Professional Teaching Standards, few make it easy for the best teachers to move back and forth.

Too few states have an accurate picture of their own teacher supply and demand, said Mr. Hirsch, who is working on such a study for Colorado. Questions of school governance complicate the picture, he noted, because states accredit teacher education programs, but teachers are hired locally.

Teacher quality is "absolutely, if not the top issue, then one of the top issues in virtually all of the states," he said. "States really need to know what their own long-term needs are. States that haven't been gathering that data are going into making policy blind."

On the Web

Some states are trying new ways of certifying teachers in order to fill slots faster. But this study from the Tomás Rivera Policy Institute, "[Is Alternative Certification a Viable Way to Increase the Pool of Minority Teachers?](#)," explains there just isn't enough information yet about these programs to find out how well they work.

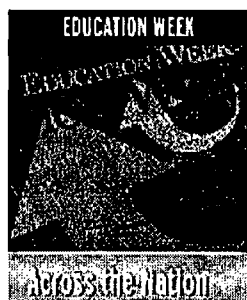
Teachers.Net offers a [Career Center](#), including a jobs board to post and view available teaching positions.

In a 1998 report, the Columbia Group--a consortium of southeastern states--took a look at quality standards and incentives for teachers and reported "troubling findings." The full text of the report, "[Quality Standards and Incentives for Teachers](#)," is available for free.

New teachers who work in designated shortage areas may be eligible for student loan deferments, as explained by USA Group.

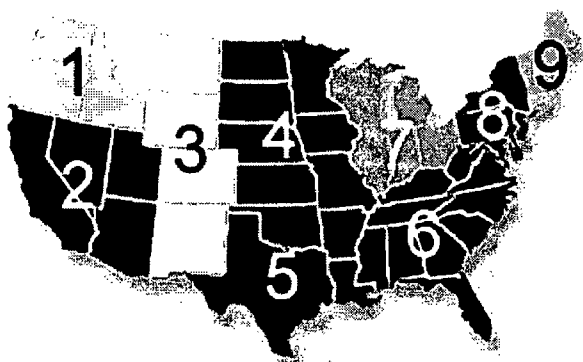
MARCH 10, 1999

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Teacher Supply and Demand

A look at the job market for teachers in various fields by geographic region.



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Return to the main story, "[States' Uneven Teacher Supply Complicates Staffing of Schools](#)," in This Week's News.

Region 1

- Teaching fields experiencing "considerable shortages" paralleled national trends, except for the area of hearing-impaired, which reported "some shortage."
- The shortage of teachers with visually impaired and psychologist certifications far surpassed the national averages.
- One of only three regions reporting a teaching field in "considerable surplus."
- Some shortage for home economics/family and consumer science compared with the "balanced" supply and demand of national trends.

- Special education continues to have "considerable shortage"; chemistry, mathematics, earth/physical science, and physics moved into this category.
- All areas of elementary education continue to show "some shortage."
- Eight teaching fields report "some surplus."

Region 3

- Demand for computer science and English-as-second-language teachers shows "considerable shortages," compared with "some shortages" reported in the national averages.
- All elementary areas report in the "some surplus" category.
- This region has more teaching categories showing surpluses of teachers than appear in the national averages.
- One of three regions with teaching fields in "considerable surplus."

- Technology is in higher demand than the national average.
- Demand for instrumental music, vocal music, and counselor education was higher than national trends.

- Mathematics education indicates "considerable shortage" compared with "some shortage" in the national average.
- All elementary education fields were reported in the "balanced" category.
- Only four teaching fields were reported as having "some surplus."

- Strong demand for all areas of special education.
- Health education, dance education, social studies, and physical education mirror the "some surplus" condition reported in the national averages.
- Results are similar to the national report.

Region 1

- Physics and technology education, and all special education fields, remain in high demand.
- Three of the four elementary fields report "some surplus."
- Technology education and home economics/family and consumer science report shortages.

- This region has only four fields with "considerable shortage."
- Nine fields reported "some surplus," including all four fields of elementary education.
- Six special education fields appeared in the "some shortage" category, rather than the "considerable shortage" noted in the national averages.

Region 9

- Only two fields are reported as in "considerable shortage"; however, more fields are listed with "some shortage" than in the national averages.
- A majority of fields are listed in "some shortage" or "balanced" categories.

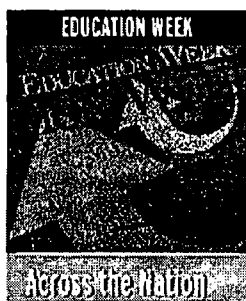
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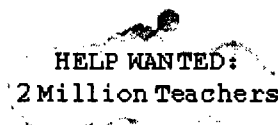


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New Teachers Abandon Field At High Rate

By Jeff Archer

This is the second installment of a five-part series about the nation's supply of and demand for qualified teachers. Read "About This Series," below.



For a Simplified Network Solution,

Read our story, "Riley Outlines Licensure Plan for Teachers," Feb. 24, 1999.

Long Beach, Calif.

For much of last year, Tammy Carsten was on the verge of becoming a statistic. Working with an emergency permit, scant education courses, and no student-teaching experience to her credit, the fledgling educator was at her wits' end soon after stepping in front of her class at Harte Elementary School in north Long Beach.

Struggling just to keep the 1st graders in their seats, she felt completely inadequate to the task of teaching them the elements of reading and arithmetic. Many nights, she went home and cried. Quitting was often on her mind.

A listing of Calendar of Events Conferences and Seminars

"I didn't know what to expect 1st graders to do, but I had kids talking back to me, cussing me out," she recalled. "I didn't know what to do with them."

"Teaching Partnership Regroups To Define Mission and Survive," Feb. 3, 1999.

But with the help of Patty Nagano, a 25-year educator, Ms. Carsten learned techniques of literacy instruction and the nuances of classroom management. Ms. Nagano observed the novice at work and offered constructive criticism. She encouraged her to try different approaches and to stick with what worked. She also convinced her protégé that what seemed like a disaster of a classroom wasn't all that bad.

"My confidence is so much higher than it was last year," Ms. Carsten said recently. "I haven't gone home crying once this year."

Our *Quality Counts '99* story, "Zeroing In on Teachers," Jan. 11, 1999, examines how accountability measures affect retention and recruitment efforts.

With the help of her district's mentor program, Ms. Carsten, 34, avoided joining the thousands of new teachers who walk away from their jobs in frustration each year. Some attrition is healthy in any field as a way of weeding out the less competent, but the teaching profession is notorious for cannibalizing its young. Schools regularly give the toughest assignments to the newest recruits.

The attrition problem among younger teachers is so acute, some experts say, that it outweighs retirement as a cause of teacher shortages.

"Uneven Distribution
Contributes to
Teacher Shortages,
Study Warns," Nov.
4, 1998.

Few states understand that dynamic as well as California, where an estimated 25,000 new teachers must be hired each year. So state policymakers last fall showed little hesitation in approving a nearly four-fold increase in spending on the Beginning Teacher Support and Assessment Program, the initiative that brought Ms. Carsten and Ms. Nagano together.

"Report Suggests
Alternative Paths as
Solutions to Teacher
Shortages," Oct. 21,
1998.

Now at about \$70 million annually, the appropriation is enough to bring intensive help to every eligible new teacher in California--a smart investment, state officials say, if it keeps more of them from leaving the profession.

"New Teachers Are
Hot Commodity,"
Sept. 9, 1998.

For the most part, though, the need to retain teachers has spurred far less interest nationally than has the push to hire them in the first place. Predictions that the United States will need 2 million new teachers over the next decade have prompted signing bonuses for new hires, alternative forms of credentialing to open the field to nontraditional candidates, and recruitment from the armed forces and from abroad.

A Demanding Issue

Richard M. Ingersoll, a sociologist at the University of Georgia in Athens, suggests that such strategies miss a crucial point. "The 'graying' workforce has been overblown as a source of the problem" of shortages, he argued.

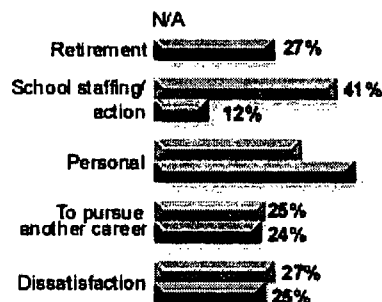
"States Raising Bar
for Teachers Despite
Pending Shortage,"
March 25, 1998.

Analyzing U.S. Department of Education data, he recently found that in a typical year, 6 percent of teachers leave the profession, and another 7.2 percent switch schools. Surveys of those who left in recent years show 27 percent saying it was to retire, while a whopping 49 percent cited either job dissatisfaction or the desire to pursue another career.

Walking Away

In a typical year, an estimated 6 percent of the nation's teaching force leaves the profession, and another 7.2 percent changes schools. The most common reasons cited for the turnover are:

- Teachers who moved to another school
- Teachers who left the profession



Note: Percentages add up to more than 100 because individuals were able to cite more than one reason.

SOURCE: Richard M. Ingersoll, University of Georgia, and the National Center for Education Statistics.

In our Commentary, "The Real Teacher Crisis," Oct. 29, 1997, author Chester E. Finn questions the reality of the teacher shortage, saying the problem has "... nothing to do with quantity and everything to do with quality."

For background, past stories, and related Web links, please see our Issues Pages on Teaching as a Profession and Professional Development.

About This Series	
Part 1: "States' Uneven Teacher Supply Complicates Staffing of Schools," March 10, 1999	While the shortage of teachers for most subjects is being felt in pockets across the country, the scarcity of special education teachers is nearly universal. One of the nation's fastest growing districts is cultivating its own supply of special education teachers by paying paraprofessionals tuition and salaries while they go to school. A Virginia college offers long-distance learning to train teachers for special education.
Part 2: "New Teachers Abandon Field at High Rate," March 17, 1999	
Part 3: March 24, 1999	
Part 4: March 31, 1999	Otherwise qualified teachers are routinely assigned to teach subjects for which they have little or no academic preparation, a practice under fire nationwide.
Part 5: April 7, 1999	As standards for students go up, schools are under pressure to reduce the number of people without professional training who are hired to teach.

The findings, which Mr. Ingersoll has yet to publish, jibe well with earlier estimates that as many as 30 percent of new teachers quit within their first five years, he said.

What he has uncovered comes as little surprise to experienced educators, especially in an era when new state standards are demanding more of teachers, when student populations are more diverse than ever, and when more teachers are entering the profession before taking education classes or engaging in practice teaching.

"They're not adequately prepared, and they're put into a situation completely unsupported," said Barnett Berry, who directs the Southeast office of the National Commission on Teaching & America's Future.

'Just Heartbreaking'

The California Commission on the Teaching Profession, a task force created by the legislature, realized as much in the late 1980s when it proposed researching better ways to evaluate and support novice educators. The resulting California New Teacher Project spawned dozens of local induction programs that gave added support to novice educators. In 1992, the project's offspring, the Beginning Teacher

Support and Assessment Program, became a permanent state initiative run jointly by the state education department and the Commission on Teacher Credentialing.

Though districts aren't required to operate a program, the offer of state aid has prompted about half of California's systems to start their own or participate in joint ventures with other districts. For districts that take part, the support program promises \$5,000 for each new teacher--\$3,000 coming directly from the state, the other \$2,000 to be raised locally.

Districts, or groups of districts, use their support-program money to subsidize one-on-one mentoring, intensive summer-orientation programs, and training workshops for first- and second-year teachers. The money pays for substitutes, freeing mentor-teachers to conduct model lessons by teaching occasional classes for new recruits. The new teachers also are able to visit the classrooms of veteran teachers in other schools.

Each local program's design is guided by a set of state standards that spell out the knowledge and skills the novices should gain; the guidelines are closely aligned with the new California standards for the teaching profession.

"It was a program that was designed to overcome the problems that we

know were leading teachers to leave the profession," said Suzanne Riley, a member of the state task force that oversees the support program. "Most people who go into teaching have some sense of mission, and to think that the isolation and the lack of assistance led people to leave when they really wanted to teach is just heartbreaking."

No statewide study has been completed, but Ms. Riley said many local programs report that, after five years, between 85 percent and 90 percent of teachers who have gone through the induction remain in the profession.

Time To Learn

While the support program serves the state's purpose of grooming California's next generation of educators, school leaders say it's a godsend for districts struggling to find new teachers. Each new teacher they can hold on to, they say, is one less that must be hired later.

"It's so competitive to recruit teachers," said Janet Reece, the assistant superintendent of personnel in the 17,000-student Baldwin Park Unified schools in Los Angeles County. "The new teachers coming out are very bright, they know how stressful the job will be, and they want something like a BTSA program."

One of the state's oldest support programs, Baldwin Park's initiative now serves 122 first- and second-year teachers. Along with the mentoring and opportunities to visit other classrooms, the program runs an annual "new teacher academy," a weeklong series of intensive training sessions. Nearly every eligible first-year teacher attends the voluntary training, even though there is no financial remuneration.

The benefits of such training are obvious in the teaching style of novice educator Gabriela Lara, now in her second year at Baldwin Park's De Anza Elementary School.

One recent morning, in the portable unit that serves as her classroom, she had her 20 2nd graders break up into "reading centers," small groups of three to five children who work together on different activities. The popular technique is supposed to encourage children to work cooperatively while freeing their teachers to circulate among groups. But many new teachers say that running reading centers can be like trying to keep 20 marbles from rolling off a pingpong table.

The 25-year-old Ms. Lara pulls it off without a hitch, however. She points to a small paper wheel divided into different colors. Already knowing which one represents their group, the children stand up, gather their materials from around the room, and quietly reorganize themselves into clusters.

"It's a lot of disjointed little parts that have to work all at the same time," Silvia Acevedo-Gilkeson, Ms. Lara's mentor from last year, said as she watched the scene unfold. "But look at them. They're self-directed and self-motivated."

Ms. Lara said she didn't dare try reading centers her first year, but through her district's beginning-teacher support program she got advice from other teachers on the approach, and saw how they managed the technique when visiting their classrooms. "Sometimes you need someone to tell you you

don't have to do it all at once," she said. "That if you don't pick it up this year, you can the next."

Growing Pains

Despite its success, the state's support program still finds itself struggling with the realities of teacher recruitment in California--and with state politics. For one thing, the program wasn't intended for new teachers with emergency permits--those, like Ms. Carsten and Ms. Lara, who still need to complete coursework and student teaching before they can earn full credentials.

"The idea was that if you start with people who are fully credentialed, then you are taking them to the next level instead of just giving them survival training," said David Lebow, an Advanced Placement history teacher in the Montebello Unified schools. Montebello, which is also in the Greater Los Angeles area, launched its own support program this year.

But Mr. Lebow, who served on a state committee that pushed for the support program's expansion, also knows that of the 160 new teachers in his district's support program this year, only 19 have regular state credentials. "In this district, we've sort of fudged it a little because of the necessity of our type of hiring," he said.

About 19,000 of California's 48,000 first- and second-year teachers had emergency permits as of 1996, the last year for which such data were collected, according to the state education department.

The state has now given all the participating districts one year to turn their programs into initiatives geared exclusively for the fully credentialed new teacher. But state officials pledge they won't leave teachers with emergency permits high and dry. While the support program's budget has grown, lawmakers have also increased from about \$8.5 million to \$22.8 million the annual funding for local programs that help new hires who lack the standard qualifications.

Meanwhile, a statewide peer-review plan also could shake up the beginning-teacher support program.

Gov. Gray Davis wants districts to use teacher input in evaluating the performance of veteran educators. Just last week, the California Senate's education committee passed a bill that would withhold money for the support program from any district that failed to implement peer review. With many teachers' unions and their members still uncomfortable with peer review, some local educators are worried the measure could jeopardize support programs for beginning teachers just when they were set to expand.

Interest on the Rise

Despite the support program's growing pains, national observers say California deserves credit for at least having a statewide initiative. Although 27 states had induction programs on the books as of the 1996-97 school year, only seven both mandated and financed them, according to a two-year survey of such efforts soon to be released by Recruiting New Teachers Inc., a nonprofit group based in Belmont, Mass., that seeks to improve the teaching pool.

But, the group reports, interest is on the rise. Mississippi lawmakers are considering plans for a pilot mentor program this year, and Nebraska education officials are designing a statewide support plan for new teachers. Wisconsin has also just started allocating \$500,000 annually toward training as many as 1,000 veteran educators to mentor new teachers.

"Induction is re-emerging in the late 1990s after a kind of quiet decade," said Elizabeth Fideler, a co-author of the Recruiting New Teachers report. "There is growing recognition of teachers' needs for support and assistance, and there's growing attention to induction as a strategy for reducing attrition, weeding out unfit teachers, and encouraging competent teachers to stay and thrive."

But for such programs to make a significant dent in the teacher-supply problem, the University of Georgia's Mr. Ingersoll argues, policymakers must do more than recognize their importance: They'll have to make them central to their reform efforts.

"Most of the reforms out there are still increased-supply-type approaches, when you could also be decreasing demand by dealing with turnover," he said. "Well-respected, well-supported, well-paid professions never seem to have problems with retention."

On the Web

Facts about the teaching profession from Recruiting New Teachers. Includes: "Teacher Shortages in America" and "Minority Teacher Demand."

Read the executive summary of "What Matters Most: Teaching for America's Future," the special report from the National Commission on Teaching & America's Future.

The National Board for Professional Teaching Standards presents its view on "What Teachers Should Know and Be Able To Do."

In "Teacher Mentoring: A Critical Review," Sharon Feiman-Nemser casts a critical eye at this *en vogue* form of retaining first-year teachers. From the ERIC Clearinghouse on Teaching and Teacher Education, where you can also find links to related resources.

PHOTO: Gabriela Lara, in her second year as a teacher at De Anza Elementary in Baldwin Park, Calif., finds she greatly benefited from the intensive training and mentoring programs her district provided to support her. From left, veteran educator Patty Nagano helps Tammy Carsten learn the ropes at Harte Elementary School in Long Beach, Calif. Gabriela Lara, a second-year teacher at De Anza Elementary School in nearby Baldwin Park, benefited from the intensive training and support that her district provides to new educators.

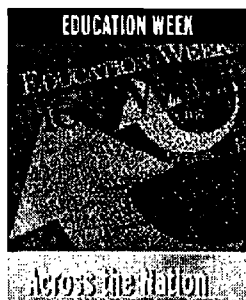
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Out-of-Field Teaching Is Hard To Curb

By Jeff Archer

This is the fourth installment in a five-part series about the nation's supply of and demand for qualified teachers. Read "About This Series" below.

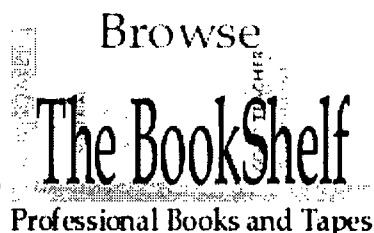


Faced with a proposal requiring that schools notify parents if a child's class was being taught by "an uncertified or inappropriately certified individual," the Texas school board reacted decisively this month. It voted 12-0 to reject the measure, which the state's teacher-certification board had hoped would call greater attention to the pervasiveness of so-called out-of-field teaching.

See an accompanying chart, "Out-of-Field Teaching," which lists by state the percentage of teachers teaching out of field.

The resistance the plan ran into underscores just how tough it would be to eliminate the long-running, albeit lamented, practice. Not only is the issue linked inextricably to the market forces affecting the big demand for new teachers, it also raises fundamental questions about what constitutes a qualified educator.

In debating the Texas measure, which elicited three abstentions along with the 12 negative votes, some state board members said the word "inappropriately" sounded too vague. Others feared maligning teachers who hadn't earned a certificate but still knew their subject matter, like an aeronautical engineer brought in to teach physics. And many asked why they should force districts to make themselves look bad, when schools are just making the best of a difficult situation.



"Zeroing In on Teachers," from our special report, *Quality Counts '99*, which examines states' efforts to hold teachers accountable, including efforts to end the practice of out-of-field teaching. January 1999.

"People who want this rule are trying to say that superintendents are passing over certified people to hire uncertified ones," board member Grace Shore said. "From what I hear, they're doing their best, but they simply can't find them."

Out-of-field teaching, many national education experts agree, is a problem that defies simple solutions.

"We can't solve it just by telling people: 'Don't assign teachers to subjects they aren't prepared to teach,'" said Willis D. Hawley, the executive director of the National Partnership for Excellence and Accountability in Teaching, a federally funded research initiative aimed at improving the quality of teaching. "The responsibility that we all have is to understand that this is a complex problem, and it has to be addressed on several different levels."

A Secret Exposed

Education groups have long called out-of-field teaching the "dirty little secret" of America's schools, but it's gained urgency with recent forecasts that the country must hire 2 million new teachers in the next decade.

Read our Commentary, "Why So Many Underqualified High School Teachers?," Nov. 4, 1998.

Coupled with that challenge are international comparisons showing U.S. high school students lagging behind their peers in many industrialized countries, a connection U.S. Secretary of Education Richard W. Riley made in his State of American Education Address last month.

"Investing in Teaching," May 27, 1998.

"Foreign education ministers who visit me are just stumped when I try to explain this practice," he said. "Their translators simply have no words to describe it."

Some education experts go so far as to say it's no coincidence that the U.S. rankings on the Third International Mathematics and Science Study drop after the 4th grade. Generally considered an issue of teachers' knowledge of academic content, out-of-field teaching doesn't become a major problem until the middle grades, when schools departmentalize subjects.

"National Teaching Commission Launches Counterattack," April 8, 1998.

President Clinton lambasted the practice in his State of the Union Address this year, declaring that "in too many schools, teachers don't have college majors--or even minors, in the subjects they teach."

Recent research does show the practice is rampant. Richard M. Ingersoll, a sociologist at the University of Georgia in Athens, has analyzed U.S. Department of Education data and found that in every subject, large numbers of teachers are leading classes for which they lack even the equivalent of a college minor.

"Students' Fortunes Rest With Assigned Teacher," Feb. 18, 1998.

Nationwide, for example, he found that about 28 percent of high school mathematics teachers have neither a major nor a minor in math, and 18 percent of all science teachers are similarly deficient in their preparation. Previous Education Department analyses indicated that the practice was most prevalent in poor and urban districts.

In most professions or services, "that sort of behavior would be called consumer fraud," argues John Cole, the president of the Texas Federation of Teachers, an American Federation of Teachers affiliate.

By What Measure?

"Bad News About Bad Teaching," Feb. 5, 1998.

The state-level picture, however, is often painted in ways that seem less alarming. Some states, Mr. Ingersoll points out, allow teachers to be assigned out-of-field as long as it's not for the majority of the day. Also, many states define an out-of-field teacher as one who lacks state certification, which sometimes doesn't specify a college minor or major.

For example, while Georgia education officials report that just 8 percent of the state's high school science teachers don't hold a science certificate, Mr. Ingersoll's analysis shows that 18 percent of them lack a science major or minor--about the same as the nation as a whole.

Read our Commentary, "The Real Teacher Crisis," Oct. 27, 1997.

The view gets even gloomier when Mr. Ingersoll examines the types of science majors and minors teachers have. In Georgia, he says, only about 66 percent of high school educators teaching a physical science class--such as physics--have at least the equivalent of a college minor in a physical science.

Georgia is trying to improve the situation through the work of its P-16 Council, a task force of leaders from pre-K-12 and higher education

institutions. The group includes Georgia's Professional Standards Commission, which sets teacher-certification rules, and the state university system's board of regents. By June, it plans to have drafted a long-range strategy for ensuring that all Georgia teachers are adequately prepared for the classes they teach.

Margaret M. Torrey, the standards commission's executive secretary, said she hopes the focus isn't only on how many teachers majored or minored in a subject. In addition to content knowledge, she said, teachers need significant training in how to instruct students.

"The public often thinks that content is enough," she said. "But it isn't. So I hope that in all this discussion about out-of-field teaching, we don't go overboard."

Through the P-16 Council, the standards commission and the state university system expect to design new teacher education courses specifically for middle school educators who missed sufficient coursework in either math or science. Though inadequate to qualify for a major or a minor, the courses would give teachers additional knowledge of both content and pedagogy to teach middle school students.

And yet some experts have little faith in either college coursework or states' current certification requirements.

"Those pieces of paper that we pass out don't necessarily ensure that everyone who has them is the most qualified person," said C. Emily Feistritzer, the president of the Washington-based National Center for Education Information, a private research organization. "I think there are better ways to ascertain whether someone is qualified."

Ms. Feistritzer favors testing teachers for both their knowledge of content and of pedagogy.

That sentiment is, in part, why the Texas Board for Educator Certification is drafting a plan to make the state's certification exams more rigorous.

"Our board is interested in certifying competent individuals, and how they achieve the required knowledge and skills is not as important to us as whether they have them," said Stephanie Korcheck, the panel's director of policy and planning.

Meanwhile, Texas has made it somewhat more difficult for districts to misassign teachers. Although it rejected the parent-notification measure, the state school board did agree to limit to one year the amount of time that educators may teach subjects for which they have no certification. But the new rule doesn't apply to teachers on emergency permits, who have up to three years to become certified.

'No Man's Land'

At one level, though, there is broad consensus that a dearth of content knowledge is a major problem in teaching. A 1985 report by the American Federation of Teachers and the Council for Basic Education called middle school the "no man's land" of out-of-field teaching, and recent surveys suggest little has changed since then.

Based on a sampling of college transcripts of Georgia middle school teachers, a recent survey estimated that at least 37 percent of those teaching math had less than the equivalent of a college minor in the subject. Among science teachers, about 27 percent were similarly unprepared. A recent study in Kentucky also showed that fewer than 40 percent of middle school math teachers there had at least the equivalent of a math minor.

Some experts blame the limited amount of requisite coursework on the way states certify middle school teachers.

Georgia, for example, uses a "broad field" middle-grades certificate. The credential only requires teachers to have concentrated in college in two of four areas--English, math, social studies, or science--but it permits them to teach any of those subjects. Under the regulations, a social studies major who minored in English could be assigned to teach math.

Some states' certification rules also allow educators prepared to teach in elementary school to work in middle school. The Southern Regional Education Board in December reported that an estimated one-third of the middle school teachers in its 16 member states hold elementary teaching licenses.

Georgia's university regents last summer proposed eliminating broad-field middle school certificates. They also called on Georgia's schools to adopt voluntarily "truth in advertising" policies by which, like the rejected Texas measure, they would notify parents of out-of-field teaching. Neither Georgia proposal has been enacted.

"We cannot realistically say to folks that, in a year, you are not to have anyone in math or science who has not concentrated in those areas," Ms. Torrey said. "The bodies just aren't there."

Making Do

But Mr. Ingersoll believes shortages don't explain the whole problem.

An analysis he carried out for an article in this month's *Educational Researcher* shows widespread out-of-field teaching even in disciplines considered to have an abundance of candidates. Nearly 22 percent of high school English teachers did not have as much as a minor in the subject. And although 28 percent of the nation's high school math teachers lack even a minor in that subject, he found that only 16 percent of schools report having difficulty filling vacant math teaching positions.

His hypothesis: Convenience could play a significant role in teacher misassignment.

"It's a problem in how schools are managed and operated," Mr. Ingersoll contends. "The source of out-of-field teaching isn't so much a lack of coursework and training, but is a lack of fit between what teachers are educated or trained in and what they are assigned to teach."

Many state officials counter that misassignment is rarely the result of laziness. "I have yet to find a principal, personnel director, or a superintendent who randomly puts people in classrooms and who doesn't want what's best for kids," Ms. Torrey said.

Instead, administrators often must make the best of it, as did Principal Melton Callahan at Colquitt County High School, located in southern Georgia and geographically isolated from the state's largest cities.

The administrator was in a bind this year when one of his math teachers left between semesters and no one certified in the subject applied for the job. He wound up hiring a teacher with social studies certification. Though not an ideal situation, Mr. Callahan trusted that the woman was a competent educator because she had done her student-teaching at the school. He also assigned her one of the school's lowest-level math courses, and she is working toward the proper certification.

"I don't feel these kids are being slighted at all," he said. "If we weren't able to use a provisionally certified person, we'd have to use a substitute."

Tinkering Not Enough

While conceding that many schools do encounter difficulties hiring the right teacher for every spot, Mr. Ingersoll doubts the problem is simply that there aren't enough qualified potential candidates. More likely, he suggests, the teaching jobs that are the toughest to fill just aren't enticing enough to attract--and keep--amply qualified people.

"The way to ensure that we have well-qualified people in the classroom is to improve the job," he said. "A good, well-paying job is like a magnet."

It would take a mighty powerful magnet to draw only fully qualified teachers to a place like Southland, a tiny town outside Lubbock where the school system serves just 190 students. Its small size, remoteness, and low salaries help explain why someone like Neal Wilcox--certified to teach high school biology, physical education, and health--has taught economics, geography, and government there this year.

"Everybody out here has to do a lot of extra things," said the 62-year-old Mr. Wilcox, who also coaches basketball, track, and football.

Making the best of the situation, he tries to draw on his real-world experiences in teaching social studies, such as his U.S. Army service in the 1950s and 1960s, when he was stationed in 14 countries, and the period when he ran his own construction business.

"With my age and experience and with the materials you've got, you're not likely to miss anything," he said. "I'd retire if I thought I wasn't being effective at teaching students what I do."

Though Southland sounds like an extreme example, some experts say

About This Series
Part 1: "States' Uneven Teacher Supply Complicates Staffing of Schools," March 10, 1999
Part 2: "New Teachers Abandon Field at High Rate," March 17, 1999
Part 3: March 24, 1999 "All Classes of Spec. Ed. Teachers in Demand Throughout Nation" "Burgeoning Nevada District Concentrates on 'Growing' Its Own" "Prospective Teachers in Rural Areas Tune In to Satellite Classes"
Part 4: "Out-of-Field Teaching Runs Rampant," March 31, 1999
Part 5: April 7, 1999 As standards for students go up, schools are under pressure to reduce the number of people without professional training who are hired to teach.

school size is a major contributor to out-of-field teaching. Ms. Feistritzer says that nearly one-third of American secondary schools enroll fewer than 300 students. "So the chances of having only physics majors teaching physics in each of those schools is not economically feasible," she said.

Technology may offer partial relief for small, isolated districts. The Southland system is one of about 60 in the region gaining two-way teleconferencing labs, worth \$90,000 each, through a state initiative, said Southland Superintendent Berhl Robertson. Once in place, the network of labs will allow multiple districts to share fully qualified teachers, he said.

Ultimately, such creative approaches may go further than simply trying to outlaw out-of-field teaching, says Terry K. Dozier, who serves as Secretary Riley's special adviser on teaching.

"When I travel across the country, what is extremely frustrating to me is when people say, 'It's impossible'; it is impossible under the current system, but it's not impossible to do," she said. "You can't just tinker around the edges. We've got to look at state and local policies, at how we license teachers, how we support them, and how we compensate them."

On the Web

Education Secretary Riley's State of American Education Address included "Steps To Address Accountability and Teacher Quality."

Christopher J. Klicka of the Home School Legal Defense Association provides a legal perspective: "The Myth of Teacher Qualifications," in a 1997 editorial piece.

PHOTOS: Out-of-field teaching is as much "a problem in how schools are managed and operated" as it is a shortage of certified teachers, says Richard M. Ingersoll of the University of Georgia.

--University of Georgia

Neal Wilcox is certified in biology and health, but this year has taught economics and world geography at Southland High School in Texas.

"Everybody out here has to do a lot of extra things," says teacher and coach Neal Wilcox of the rural community of Southland, Tex.

--Joe Don Buckner

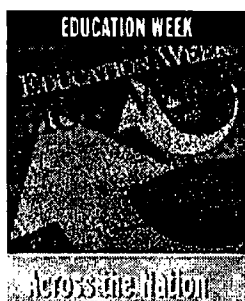
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Out-of-Field Teaching

Following are the percentages of public school teachers, grades 9-12, in each field who hold neither a major nor a minor in the subject that they are teaching.

	English	Math	Science	Social Studies
U.S. Total	21.50%	28.10%	18.20%	17.80%
Alabama	24.4	25.0	22.7	24.1
Alaska	38.6	55.7	32.3	28.4
Arizona	25.2	24.9	14.6	22.2
Arkansas	27.0	30.0	9.9	16.7
California	24.8	46.4	22.6	13.3
Colorado	15.0	28.3	12.7	23.6
Connecticut	20.2	23.3	11.7	13.6
Delaware	—	—	—	—
D.C.	—	—	—	—
Florida	35.6	29.9	27.2	19.9
Georgia	22.4	23.0	18.3	14.2
Hawaii	—	—	—	—
Idaho	13.2	34.4	20.0	26.9
Illinois	18.0	22.1	22.1	26.2
Indiana	15.8	24.5	14.5	20.2
Iowa	16.1	14.0	13.4	16.6
Kansas	20.8	22.1	17.0	23.9
Kentucky	27.2	28.3	15.9	17.0
Louisiana	15.2	33.0	30.4	25.6
Maine	22.3	29.4	20.5	14.9
Maryland	31.7	31.0	17.1	18.0
Massachusetts	14.5	29.2	13.5	15.6
Michigan	14.4	28.0	10.5	9.1
Minnesota	23.6	14.3	9.3	7.8
Mississippi	23.3	18.3	20.9	9.8
Missouri	16.5	9.3	21.2	19.3
Montana	15.6	19.5	11.9	8.2
Nebraska	24.3	26.3	17.0	17.8
Nevada	—	—	—	—
New Hampshire	13.5	25.9	—	—
New Jersey	27.8	29.8	27.5	19.5
New Mexico	23.0	39.9	21.0	24.6

Read the main story, "Out-of-Field Teaching Is Hard To Curb," in This Week's News.

New York	19.5	25.6	14.5	14.0
North Carolina	24.5	23.2	22.9	24.6
North Dakota	14.9	17.8	6.0	12.7
Ohio	18.3	25.2	14.0	17.7
Oklahoma	18.0	31.1	16.1	16.2
Oregon	30.6	35.9	13.2	19.5
Pennsylvania	29.7	17.2	17.0	21.1
Rhode Island	—	—	—	—
South Carolina	15.7	18.8	23.1	23.7
South Dakota	22.7	24.8	15.4	23.8
Tennessee	27.9	27.0	27.6	17.0
Texas	17.8	29.8	21.7	17.4
Utah	21.1	26.3	22.7	14.0
Vermont	—	—	—	—
Virginia	14.4	32.3	8.7	17.1
Washington	23.0	50.8	13.2	24.2
West Virginia	29.4	39.3	26.1	19.7
Wisconsin	10.0	16.2	16.6	14.4
Wyoming	19.9	24.9	16.1	16.8

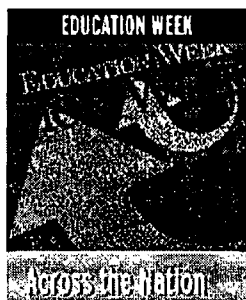
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Crackdowns on Emergency Licenses Begin As Teacher Shortages Loom

By Ann Bradley

This is the last installment in a five-part series about the nation's supply of and demand for qualified teachers. Read "About This Series," below.

For a Simplified
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Solution,

HELP WANTED:
2 Million Teachers

By this coming fall, New York has decreed, the worst-performing schools in the state won't be allowed to employ any new teachers with temporary licenses. And by September 2003, the practice will be outlawed altogether.

Correction:

This story incorrectly described Texas' temporary classroom assignment permits. The permits, which allow people to teach subjects outside their certification areas for up to four class periods, require that teachers have six semester hours of coursework in the area to be taught.

New York is among a handful of states attempting to crack down on the hiring of teachers without full qualifications. The long-standing practice--known by a variety of terms, including emergency licensure--is used to fill classrooms when teachers trained to teach a particular subject can't be found, or when teacher-candidates haven't passed a required test or finished their coursework.

Now, as districts face the need to hire more than 2 million new teachers over the next decade, critics of emergency licensure fear it will spark a resurgence to stock classrooms with minimally qualified "warm bodies." The concern is more acute in urban and rural schools serving minority and poor children.

Yet, even as New York and Maryland are moving to ensure that students are taught by fully prepared teachers, other states have considered lowering the bar. In Arizona, the state Senate last month defeated a bill that would have allowed districts to hire unlicensed "associate teachers."

The debate over the bill underscores the tensions that arise over teacher licensure. The issue bitterly divides into camps those who argue that licensure is a barrier unrelated to a person's ability to teach and those who insist that it provides a quality-assurance mechanism.

Each side can point to state laws reflecting its view. Some states, such as Connecticut, have rigorous licensing requirements, while others permit a broad range of hiring. In Texas, for example, even people who fail the state test can continue to teach for one year.

About This Series	
Part 5, April 7, 1999:	"Crackdowns on Emergency Licenses Begin as Teacher Shortages Loom."
Part 4, March 31, 1999:	"Out-of-Field Teaching Runs Rampant."
Part 3, March 24, 1999:	"All Classes of Spec. Ed. Teachers in Demand Throughout Nation."
	"Burgeoning Nevada District Concentrates on Growing Its Own."
	"Prospective Teachers in Rural Areas Tune In to Satellite Classes."
Part 2, March 17, 1999:	"New Teachers Abandon Field at High Rate."
Part 1, March 10, 1999:	"States' Uneven Teacher Supply Complicates Staffing of Schools."

Read an accompanying state-by-state chart, "Lacking Licenses," which gives percentages of newly hired teachers unlicensed in their main assignment fields.

Read our story,
"Prospective
Teachers' SAT Scores
Higher Than
Believed, Study
Finds," March 10,
1999.

Nationwide, more than one-fourth of newly hired teachers enter the profession without having fully met state licensing standards, according to the National Commission on Teaching & America's Future. Twelve percent of new teachers are hired with no license at all, while another 15 percent hold temporary, provisional, or emergency licenses.

As part of its push for higher academic standards, the American Federation of Teachers has called for ending emergency licensure. ✓

Browse The BookShelf

"Licensure is not to find the best teachers; it's to assure that they do no harm," said Joan Baratz-Snowden, the deputy director of the union's educational issues department. "We want quality, and you can't have emergency licensure at the same time."

Professional Books and Tapes

Carrots and Sticks

"Riley: ESEA Plan
Will Push Teacher
Quality," Feb. 17,
1999.

In Maryland, the number of teachers on "provisional certificates" has crept upward to 2,700 in a teaching force of 50,000. The vast majority teach in Baltimore or in Prince George's County, which serve large numbers of poor and minority children.

"Riley Outlines
Licensure Plan for
Teachers," Feb. 2,
1999.

Until the state school board imposed a time limit last June, Maryland teachers could remain on provisional certificates for an indefinite period. They were required to take six college credits of coursework a year, or show evidence that they had registered and taken--but not necessarily passed--the state's teacher test.

Now, teachers have two years to pass the test, or up to four years to complete the required academic or professional coursework for a full license. They also won't be permitted to move to another district and start the process anew.

"States Anteing Up
Supplements to
Teachers Certified by
Board," Nov. 18,
1998.

"We're looking at a very small percentage of the workforce, but we believe that every student should have a qualified teacher, a teacher who is caring and competent," said Lawrence E. Leak, the assistant state superintendent in charge of teacher licensure.

Maryland is putting money behind the requirement; Baltimore and Prince George's each will receive \$2.5 million a year for the next four years to get their provisional teachers fully licensed. Other districts will share \$500,000 a year for the same purpose.

If they don't address the problem, districts could face penalties. Gov. Parris N. Glendening, a Democrat, is backing legislation that would withhold money to lower class sizes from districts that fail to reduce the proportion of provisional teachers to under 2 percent of their workforces.

"Licensure Pact Pays
Dividends for
Teaching," May 21,
1997.

'Real Concern'

The effort in New York to eliminate "temporary licensure" is largely targeted at New York City, where 9,400 of the 75,000 public school teachers lack full credentials. Elsewhere in the state, some 1,185 teachers hold temporary licenses, according to the state board of regents.

The city, which educates more than one-third of the state's public school

students, also contains the bulk of the "schools under registration review." Those SURR schools are the lowest-performing in the state. By the fall, those 94 schools will not be permitted to hire new teachers with temporary licenses.

Both policies, required by the state board, pose monumental challenges for the 1.1 million-student system.

"We're trying very hard to hire only licensed teachers and teachers who meet certain criteria," said Sonia Diaz Salcedo, the superintendent of New York City's 9,000-student Community School District 1, which has four SURR schools. "It is very difficult to get someone with no experience to work in a school that may have been dysfunctional or suffered educational neglect or failure."

The SURR schools already have far more unlicensed and inexperienced teachers than do schools that produce higher student achievement, said Carol Ascher, a researcher at New York University who studies them. Teacher turnover in SURR schools also is higher than average.

"I don't understand how they're going to staff those schools," Ms. Ascher said, "unless they create incentives to bring the better-trained teachers from the schools serving more-affluent students into those high-poverty schools."

Ms. Ascher predicted that the mandate to staff the low-performing schools with licensed teachers will "destabilize other schools" as administrators move teachers to comply with the requirement.

Gary Barton, the deputy executive director of the New York City schools' division of human resources, called the state's new rule "a real concern for us." If the system can't meet the new requirements, he said, it will be forced to ask for waivers.

In the past two years, New York City has hired 15,000 teachers; another 15,000 are eligible to retire. And since 1990-91, the system has licensed 11,000 teachers who entered the classroom without full credentials, Mr. Barton said.

A recent job fair held as part of the city's effort to overhaul its recruitment practices produced enough interest that Cheryl Moye, the principal of Public School 97 on the Lower East Side of Manhattan, is optimistic. Her school, which is under state registration review, must restaff this summer as part of its reform plan and won't be able to hire any more unlicensed teachers.

"I get a lot of r, sum, s," Ms. Moye said. "I think it's just a matter of really reaching out and advertising positions."

One of New York's biggest recruitment problems--in addition to poor working conditions in many schools and a student population that reflects the challenges of a big urban system--is salaries. City teachers' pay may trail that of teachers in surrounding counties by as much as 20 percent--a fact the United Federation of Teachers is highlighting in preparation for talks with the district on a new contract.

Randi Weingarten, the president of the AFT affiliate, says the city is about

to be "clobbered with a massive teacher shortage" because of the salary gap. If it's not addressed, she recently told a gathering of business leaders, "the city will have to lower its hiring standards as it did every other time there has been a teacher shortage."

Through pending legislation, the state board of regents is pursuing a set of incentives to help produce qualified teachers, including scholarships for students to teach in hard-to-staff schools and \$10,000 bonuses for teachers who agree to teach in such schools for three years.

The AFT has suggested ways that its affiliates can help deal with the shortages that produce emergency licenses. Among them are negotiating incentives to persuade experienced teachers to become certified in a shortage field rather than retire; offering flexible or part-time teaching for retirees or teachers on child-care leave; asking teachers to take on additional classes for more pay; raising salaries; and putting qualified supervisors and administrators into the classroom.

Varied Oversight

Not every state has a good handle on exactly what qualifications its teachers possess or how they are deployed.

An unintended side effect of California's popular class-size-reduction program, for example, was an explosion in the number of unlicensed teachers. The state now has 29,000 teachers with emergency credentials, up from 15,400 in 1995-96.

In Illinois, the state board of education is asking the legislature for the authority to conduct a comprehensive teacher-quality study.

Illinois districts are permitted, if they can't find a licensed teacher, to issue a one-year "interim authorization" to someone short of full credentials. They can also use long-term substitutes, who typically complete much less coursework than fully licensed teachers.

The state's regional superintendents are supposed to monitor those interim arrangements, said Marilyn McConachie, the vice chairwoman of the state board, but oversight varies.

"The bottom line is that there's a need to get a teacher in every classroom," she said. "We hear stories from the field that the use of long-term subs and these people with interim authorizations is very extensive."

Other states have such minimal requirements for licensure that some policymakers argue it means little.

Bill Hanlon, a member of the Nevada state board, uses himself as an example in arguing that licensure doesn't ensure competence. Mr. Hanlon, a mathematics and science specialist for the Clark County schools, graduated from college with a degree in math in 1972 and has been licensed in Nevada ever since to teach math, science, and driver education.

"I can readily tell you, God help the first tree I go by in driver's ed," Mr. Hanlon said, adding that he's only taken one science course in the past 15

years.

Mr. Hanlon has pushed unsuccessfully in his state for a requirement that teachers remain "current and competent" in the fields they teach, and he has lobbied for a middle school credential that would beef up the content knowledge required for middle-grades teachers.

Until those changes are made, he said, getting upset about teachers who lack licenses misses the point.

Many conservatives agree. In Arizona, where officials just overhauled and strengthened teacher-licensing requirements, Superintendent of Public Instruction Lisa Graham Keegan nevertheless supported the bill that would have allowed "associate teachers."

The bill, introduced by a Republican lawmaker and defeated in the Senate, is expected to make a comeback. It would have permitted districts unable to find other qualified applicants to hire people with bachelor's degrees and a major or minor in the field they would teach to work under one-year contracts.

The Arizona Education Association opposed the bill, arguing that it would permit districts to staff schools with merely the proverbial "warm bodies."

"The opportunity for nepotism and cronyism is just ripe," argued John Wright, the vice president of the National Education Association affiliate. "In times of shortage and need, other professions don't lower their standards. They attract and recruit more people into the field."

'No Room for Creativity'

Patricia Likens, a spokeswoman for the Arizona education department, said Superintendent Keegan, a Republican, believed the bill would expand the pool of teachers.

The state's new licensure requirements, Ms. Likens contended, "shouldn't be the be-all and end-all, the only way to hire a teacher in the state. Then there's no room for creativity."

In Texas, the 1995 overhaul of the state education code permitted districts to hire unlicensed teachers using "local teaching permits." Their degrees and work experience must match their teaching assignments.

Out of 250,000 teachers, the state has between 300 and 400 working with local permits. Most are physical education teachers hired for their ability to coach football.

Another Texas device--the "temporary-classroom-assignment permit," or TCAP--permits districts to hire teachers to teach just one class a day, even if they have no college credits in the subject.

John Cole, the president of the Texas Federation of Teachers, an aft affiliate, and an outspoken proponent of exposing problems with teachers' assignments and licenses, contends that districts plug teacher vacancies with six people on TCAP permits. That practice, he maintains, is a bigger problem than the state's emergency licenses, which require teachers to take six credit hours of coursework a year.

"How can we have accountability," Mr. Cole said, "when we're allowing districts to hire people with this lack of credentials, and call them teachers?"

On the Web

Read "It's the Teachers, Stupid," a provocative column by David Horowitz, *Salon Magazine*, February 1997. Horowitz is not shy about assigning blame for the low standards in American schools: "Let's stop beating around the bush: The source of our national educational crisis is a massive failure of teachers to teach." Then, read one teacher's reaction to the column.

"Higher Standards for Teacher Training," from the September/October 1998, *Policy Review*. Author Eugene W. Hickok, Pennsylvania's secretary of education, discusses Pennsylvania's initiative to ensure quality teachers.

PHOTO: Clark County, Nev., school board member Bill Hanlon finds his own state's licensure requirements inadequate: Taking one science class in the past 15 years qualifies him to teach the subject.

--Stewart Bowman

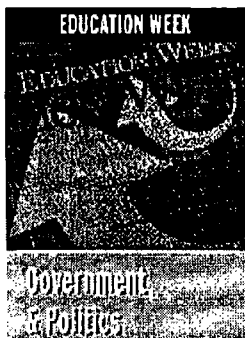
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Texas Study Links Teacher Certification, Student Success

By Robert C. Johnston

Texas students do better on state exams when their instructors are certified in the subjects they teach, according to a report that also says needy students are more likely to have out-of-field teachers.

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COMPAQ

"This is important," said John Cole, the president of the Texas Federation of Teachers. "School districts have been hiring uncertified teachers in huge numbers, not telling anyone, and pretending it doesn't make a difference."

Read our story, "Prospective Teachers' SAT Scores Higher Than Believed, Study Finds," March 10, 1999.

The release of the findings is also timely. It comes as Texas lawmakers debate bills to raise teacher pay, end social promotion, expand state tests, and require that parents be told when their children have uncertified teachers.

"The exciting thing is that the circumstances of a child's [home] life matter less and less," said Uri Treisman, the director of the Charles A. Dana Center at the University of Texas at Arlington, which performed the study.

Instead, the data show that teacher quality matters more than family background, he said. "The question now is, 'Will the state back this up with a real commitment?' " he added.

"Riley Outlines Licensure Plan for Teachers," Feb. 24, 1999.

The Results

Using data for most of the state's 250,000 public school teachers in the 1996-97 school year, the Dana Center determined the percentages of certified instructors teaching in their fields in elementary, middle, and high school.

Roughly one-fifth of the state's 3.8 million K-12 students were taught by out-of-field instructors in 1996-97, according to the study, which was released last month.

"Riley: ESEA Plan Will Push Teacher Quality," Feb. 17, 1999.

Data also revealed that urban and rural schools had lower percentages of instructors teaching in their licensed areas. For example, 49.2 percent of urban middle school mathematics classes in Texas were led by certified math teachers in 1996-97, compared with 70.2 percent in small towns and 65.3 percent statewide.

Meanwhile, 68.1 percent of urban high school Algebra 1 courses were taught by certified teachers, compared with 83.7 percent in small suburbs and 78.6 percent statewide.

"Clearly, there are fewer certified teachers in courses that matter a lot,"

"States Anteing Up
Supplements to
Teachers Certified by
Board," Nov. 18,
1998.

Mr. Treisman said, referring to courses such as mathematics and reading.

Rural schools have the hardest time finding certified computer science teachers, according to the report. Just 21.6 percent of computer science courses in rural Texas high schools were taught by teachers certified in that area, compared with 86 percent in suburban schools and 49.7 percent statewide.

And the needier the school, the more likely it is to use out-of-field teachers. A mere 4 percent of instructors were uncertified in elementary schools with a poverty rate below 25 percent, compared with 11 percent in schools with poverty rates above 75 percent.

"Licensure Pact Pays
Dividends for
Teaching," May 21,
1997.

Those figures have strong implications for student performance on state tests in grades 3-8 and 10, the report notes. The tests are used to rate schools and their districts. Some legislators, as well as Republican Gov. George W. Bush, also want the test results to determine who moves to the next grade and who is held back--a proposal intended to stem so-called social promotions of students not yet academically ready to advance.

The data showed that 75.3 percent of 3rd graders taught by in-field instructors passed all sections of the 1997 state assessment. The figure dropped to 63.7 percent when fewer than 85 percent of the 3rd grade teachers were certified.

Teacher certification
and Teacher licensure
defined.

Similar patterns emerged for Hispanic and black students. For example, the passing rate for Hispanic 3rd graders jumped from 58.7 percent to 67.5 percent when their teachers were certified in their class subjects.

"Practically speaking, there's not a huge difference, but what we think the data says is that [teacher certification] does make a difference," said Ed Fuller, a data and research specialist with the Dana Center.

"Imagine how well all our students would do if all students had qualified teachers," said Mr. Cole of the Texas Federation of Teachers, an affiliate of the American Federation of Teachers.

For background, past stories, and related Web links, please see our Issues Pages on Teaching as a Profession and Professional Development.

While there are no quick solutions to out-of-field teaching, Texas lawmakers are taking aim at the problem. For starters, the state's K-12 teachers are likely to get a big raise this year. The Senate approved a bill last month to raise minimum teacher salaries by \$4,000 and to give raises to some veteran teachers. House members took up the measure last week and vowed to sweeten the pot with more funding.

Money Matters

Higher salaries could lure at least some of the thousands of teachers who are certified but aren't teaching, experts say.

"Survey after survey indicates that money is the big factor in why people don't teach," said Stephanie A. Korcheck, the director of policy and planning for the state board for educator certification.

Meanwhile, Democratic Rep. Dawnna Dukes wants to turn up public pressure on districts that hire uncertified teachers. One of her bills would require written notice to parents whose children were in a course or classroom taught by an uncertified or improperly certified teacher.

The House education committee approved the measure last week.

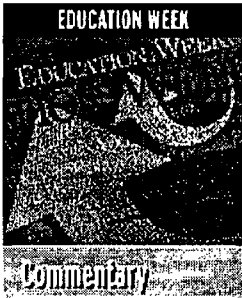
"Parents have an expectation that individuals who are appropriately certified are teaching their children," she said. "Parents need to know when that is not the case."

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NOVEMBER 4, 1998

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Why So Many Underqualified High School Teachers?

By Richard M. Ingersoll

As a former high school history teacher, I always wince when I come across yet another assessment offering compelling evidence of how little American students know of our nation's history. Among the most disturbing of these has been the performance of students in U.S. history on the "nation's report card"--the National Assessment of Educational Progress. In recent years, the portion of high school seniors who do well on the NAEP history exams has been lower than in any other subject. For example, in the 1994 history exam, only one-tenth of seniors scored at an "acceptable" level, and over half could not show even partial knowledge of basic historical facts.

Very few critics have recognized one important reason why our students don't know much about history: the phenomenon known as out-of-field teaching.

Typically, explanations of why students know so little about history focus on the content and rigor of social studies courses and high school graduation requirements. As a result, social studies textbooks, curricula, standards, and requirements have all been under intense scrutiny and revision in recent years. Very few critics, however, have recognized another important reason why our students don't know much about history: the phenomenon known as out-of-field teaching--teachers assigned to teach subjects for which they have little background training or education.

Educators have, of course, always been aware of the existence of out-of-field teaching, but an absence of accurate statistics on the problem has kept it largely unrecognized and long one of education's "dirty little secrets." This situation was remedied with the release, beginning in the early 1990s, of the Schools and Staffing Survey, a major new survey of the nation's elementary and secondary teachers conducted by the National Center for Education Statistics of the U.S. Department of Education. Over the past five years, I have undertaken a research project that used this survey to determine how much out-of-field teaching goes on in this country and why.

I found, for instance, that about a fifth of all secondary-level social studies teachers in the United States do not have at least a minor in any social science, or in history, or in social studies education. When I focused on history alone, I found an even worse situation--53 percent of secondary-level history teachers are without a major or a minor in history itself. Comparable levels are found in the other core academic subjects; for example, a third of math teachers do not have at least a minor in math or math education.

Some people have expressed skepticism at these figures. Surely, they

Read our story, ["Investing in Teaching,"](#) May 27, 1998.

["National Teaching Commission Launches Counterattack,"](#) April 8, 1998.

["Students' Fortunes Rest With Assigned Teacher,"](#) Feb. 18, 1998.

["Bad News About Bad Teaching,"](#) Feb. 5, 1998.

A listing of
Calendar of Events
Conferences and Seminars

Commentary: "The
Real Teacher Crisis,"
Oct. 27, 1997.

Some people have expressed skepticism at these figures. Surely, they argue, things could not be *that* bad. Indeed, there is some merit to this skepticism. There is no doubt that some of these out-of-field teachers may actually be qualified, despite not having a minor or major in the subject. Some may be qualified by virtue of knowledge gained through previous jobs, through life experiences, or through informal training. Others may have completed substantial college coursework in a field, but not have gotten a major or minor.

But, my premise was that even a moderate number of teachers lacking the minimal prerequisite of a college minor signals the existence of serious problems in our schools. Just because someone has a major or minor does not, of course, guarantee they will be a quality teacher, nor even a qualified teacher. My assumption was that having a college minor is, however, a necessary prerequisite. In short, I assumed that few parents would expect their teenagers to be taught, for example, 11th grade world history by a teacher who did not have at least a minor in history or something related, such as social studies or one of the social sciences.

That is, however, precisely the case for well over 2 million secondary-level social studies students every year. Whether I examined teachers without a major or minor, or teachers without certification, the numbers were similarly alarming. I found, for example, that about a quarter of public secondary social studies teachers do not have teaching certificates in social studies. Indeed, when I upgraded the definition of a "qualified" teacher, for instance, to include only those who held *both* a college major and a teaching certificate in the field, the amount of out-of-field teaching substantially increased.

The negative implications of such high levels of out-of-field teaching are obvious and, not unexpectedly, the results of this research have generated widespread interest and have been featured in many national reports on education. But despite this attention, the problem of out-of-field teaching remains largely misunderstood. The crucial question, and the source of great misunderstanding, is why so many teachers have so little background in their fields.

Most assume that out-of-field teaching is a problem of poorly trained teachers. In this view, the preparation of teachers in college or university training programs lacks adequate rigor, breadth, and depth, especially in academic and substantive coursework, resulting in high levels of out-of-field teaching. Proponents of this view typically assume that the problem can be remedied by requiring prospective teachers to complete a "real" undergraduate major in an academic discipline. There is some truth to this explanation of out-of-field teaching, but it also overlooks an important source of the problem.

The managerial choice to misassign teachers may save time and money for the school, and ultimately taxpayers, but it is not cost free.

The data tell us that almost all teachers have completed an undergraduate education. Moreover, 94 percent of public school teachers and, surprisingly, over half of private school teachers hold regular state-approved teaching certificates. The data also tell us that most teachers have multiple degrees and have specialized in one or more fields or subjects. Indeed, almost half of all public school teachers have graduate degrees.

Many of these teachers, of course, have degrees in education. But very few have only a "generic" education major or minor, such as in secondary education or curriculum and instruction, that lacks specialization in a subject. Only 3 percent of those teaching social studies, for instance, have a generic education degree. Over half have an academic major or a minor in one of the social sciences or in history. Another quarter are without an academic major or minor, but have a major or a minor in social studies education.

There is a great deal of controversy over whether subject-area education degrees, such as social studies education, are adequate. Critics argue that education degrees tend to be overloaded with required courses in education to the neglect of coursework in academic subjects. In fact, it is precisely because of the recognition of this problem that many states have, over the past decade, upgraded teacher education by, among other things, requiring education majors to complete substantial coursework in an academic discipline. As a result, one cannot assume that education degrees are without academic content. At the University of Georgia, for instance, a degree in social studies education requires as much coursework in an academic department, such as history, as does an academic degree itself. Likewise, a degree in math education requires as much coursework in the math department as does a degree in math.

Moreover, it is unrealistic to expect teachers in broad multidisciplinary fields, such as social studies and science, to have substantial coursework in all of the disciplines within the larger field. A teacher with a degree in biology and a certificate in science cannot be expected, for example, to be fully qualified in physics. Nevertheless, teachers in these broad fields are routinely required to teach any of a wide array of subjects within their departments.

My own case provides an illustration. I graduated from the University of California with a major in sociology and a minor in history. Several years later, I returned to school to take part in an intensive, yearlong teacher-certification program in social studies. Later, as a high school teacher, I felt prepared and comfortable teaching history, geography, or sociology, but neither prepared nor comfortable teaching an array of other social studies courses--world civilization, economics, psychology, political science, civics, or anthropology. Nevertheless, I was often assigned to teach many of these very courses.

My point is not to dismiss the importance of teacher education reforms. There is no question that the teaching force has and can continue to benefit from more rigorous education and training standards. My point is

that such reforms alone will not eliminate the problem of out-of-field teaching because they do not address one of the major sources of the problem. The cause of out-of-field teaching lies not only in the amount of education or training teachers have, but also in the lack of fit between teachers' fields of preparation and their teaching assignments.

This is true for the fifth of those teaching social studies, mentioned above, who have neither a major nor a minor in any of the social sciences, in history, or in social studies education. Half of these out-of-field social studies teachers have education majors or minors in subjects such as art education or English education. The other half have academic majors or minors in disciplines such as art or English. In short, out-of-field social studies teachers rarely lack degrees or training in a specialty, they lack a major or minor in a subject related to social studies.

Again, my own case provides an illustration. Although I had a degree in sociology and history and a certificate in social studies, I was assigned to teach subjects such as special education, math, and English on a regular basis. In short, recruiting lots of new candidates into teaching and mandating more rigorous academic requirements for prospective teachers will not solve the problem if large numbers of such teachers continue to be assigned to teach subjects other than those for which they were trained.

Why then is there so much mismatch and misassignment in our schools? This question is especially pertinent for social studies because, unlike math and special education, one cannot fall back on the excuse of teacher shortages. Indeed, education policy research has long shown that social studies is a surplus field.

The answer, I believe, lies in a close examination of the way schools are run. Unlike traditional professions, teachers have only limited authority over key school decisions. The data show, for instance, that teachers have little say over which courses they are assigned, or misassigned, to teach. The allocation of teaching assignments is usually the prerogative of principals.

Ultimately, the way to upgrade the quality of teaching and teachers is to upgrade the quality of the teaching job.

Principals not only have the authority to decide who teaches which courses, they also have an unusual degree of discretion. Teaching is subject to an elaborate array of state licensing requirements designed to assure the basic preparation and competence of practitioners. However, there is little regulation of how teachers are employed and assigned. Most states do, indeed, possess explicit policies acknowledging misassignment as an unsound practice. But unknown to the public, misassignment of teachers typically is permitted by state law. Some states have no regulations concerning teacher assignment. Others have regulations delimiting the extent to which administrators may assign teachers to subjects for which they are not officially qualified. But these standards are often not rigorous, penalties for non-compliance by schools are weak or rarely enforced, and most states routinely allow local school administrators to bypass even the limited requirements that do exist. The result is that misassignment is a legitimate administrative technique.

In this context, many principals find that assigning teachers to teach out of their fields of expertise is often not only legal but also more convenient, less expensive, or less time-consuming than the alternatives. For example,

rather than find and hire a history teacher to teach a newly state-mandated advanced history curriculum, a principal may find it less expensive to assign an already employed social studies teacher to teach it, even if they have little background in history. When faced with the choice between hiring a fully qualified candidate for a vacant position or hiring a less qualified candidate who is also willing to coach a major varsity sport, a principal may find it more convenient to do the latter. If a teacher suddenly leaves in the middle of a semester, a principal may find it faster and cheaper to hire a readily available, but not fully qualified, substitute teacher, rather than conduct a formal search for a new teacher.

The degree to which a school is faced with problems of recruitment or retention may affect the extent to which the principal relies on these options, but they are available to almost all schools and used by many. In short, the managerial choice to misassign teachers may save time and money for the school, and ultimately taxpayers, but it is not cost free. One only has to look at the NAEP scores to see this.

The policy and reform implications of this view of out-of-field teaching are clear. The way to make sure there are qualified teachers in every classroom is not, for example, to assume the problem is due solely to a deficit in the quality or quantity of teachers. Schools are not simply victims, and shifting the entire blame to teachers, colleges of education, or larger forces of supply and demand only diverts attention from the way schools are managed and mismanaged. Moreover, reforms that ignore this may end up doing more harm than good. Recruitment and alternative training programs that, for instance, lower training or hiring standards could contribute to the underlying problem by continuing to treat teaching as semi-skilled work.

In the short term, there are a number of things school officials could do to reduce or prevent out-of-field teaching. When faced with hiring difficulties, schools could, for example, offer incentives or provide free retraining to attract and retain teachers. The data indicate that fewer than one-fifth of schools currently offer these options. Moreover, principals could cut back on out-of-field assignments for beginning teachers. The data show that new teachers leave the occupation at very high rates, and high rates of teacher turnover mean that schools are faced with a constant need to recruit and hire new teachers to fill vacated positions. Burdening beginners with out-of-field courses only contributes to the problem.

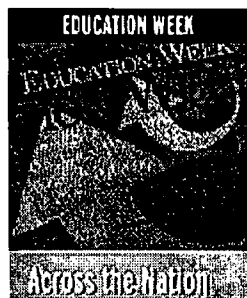
Ultimately, however, the way to upgrade the quality of teaching and teachers is to upgrade the quality of the teaching job. Well-paid, well-respected occupations that offer good working conditions rarely have difficulties with recruitment or retention. If they do, they do not resort to lowering standards as a coping mechanism. If we treated teaching as a highly valued profession, one requiring expertise and skill in a specialty, there would be little problem ensuring that all classrooms were staffed with qualified teachers.

Richard M. Ingersoll, a professor in the sociology department at the University of Georgia in Athens, is the author of a number of studies of teachers and the teaching occupation. His research has appeared in many national reports, including those issued by the National Commission on Teaching & America's Future.

On the Web

FEBRUARY 18, 1998

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Students' Fortunes Rest With Assigned Teacher

By Jeff Archer

At a time when efforts to tie teacher evaluations more closely to student performance appear to be gaining momentum, one of the nation's biggest school districts believes it has found another compelling reason to build such a link.

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Researchers in the Dallas district have shown that having a less effective teacher can significantly lower a student's performance over time, even if the student later gets more competent ones. And while new evidence that the students of good teachers tend to perform better might not seem surprising, district officials were struck by just how much teacher quality mattered to student achievement.



**James
Hughey**

"This is the first time we've measured teachers' effects on the ability of kids to perform on assessments," said Robert Mendro, the district's executive director of institutional research. "And what surprised us the most was the size of the effect."

The findings also were an eye-opener for some of the system's school board members, who last week were briefed on the results as they met to discuss an accountability strategy for the 150,000-student Texas district, the nation's 10th-largest.

Cumulative Effects

Building on the work of researcher William Sanders, who has tracked teacher-quality effects in Tennessee, Dallas researchers started by dividing about 1,500 of the district's 8,500 teachers--those for whom complete personnel information was available--into five groups of equal size, from least to most effective. ("Research Notes: Bad News About Bad Teaching," Feb. 5, 1997.)

Teachers' effectiveness was based on comparisons of their students' test results at the end of the school year with the test results of students with similar backgrounds who were in the previous grade the year before. Teachers whose students made the greatest gains on the assessments--which included the Iowa Tests of Basic Skills and state tests--were deemed most effective. The researchers also took into account student background factors, such as race and ethnicity, English proficiency, and poverty.

They then tracked the three-year progress--beginning in the 1993-94 school year--of about 17,000 students who were in grades 4-8 by the 1995-96 school year. Those students who had more of the most effective

teachers generally made far greater gains on the ITBS than those who had mostly less effective ones.

For example, the average reading scores of a group of 6th graders who had three of the most effective teachers in a row rose from just under the 60th percentile to about the 75th percentile. A similar group of students who had two of the least effective teachers, and then one of the most effective ones, dropped from just above the 60th percentile to just below the 50th percentile.

"What it does is send a message loud and clear that we've got to invest more in staff development, in getting teachers with more skills, and in retaining our best teachers," Mr. Mendro said.

Now that they have the data, district officials are looking at how to respond. Some school board members said the research bolsters their arguments that the system should consider giving student performance a more prominent role in teacher evaluation.

"We want to see what happens when you really do link student performance with teacher evaluations and with accountability," said board member Kathleen Leos.

'Diagnostic Tool'

Currently, Dallas teachers are given "classroom effectiveness indices" based on how well their students perform on a battery of tests. But the indices aren't available until the summer, while the teachers' formal evaluations are in the spring.

Some principals, nonetheless, do use the indices. Judy Zimny, the principal at L.L. Hotchkiss Elementary School, said she looks at teachers' past classroom-effectiveness indices when helping them set their goals for the coming school year. When the teachers' evaluations take place later in the spring, she tries to evaluate how well they've met their goals.

"It's just one more piece, though it's an especially relevant piece," Ms. Zimny said.

District officials said last week that they want to see how more principals could make use of the data in deciding how to identify teachers for additional professional development and training.

"This is not a tool to eliminate teachers; it is a diagnostic tool to identify where the needs are," said James Hughey, the acting superintendent. "This is just in the talking stage."

Leery of Rankings

Some experts warn against basing teachers' evaluations too much on their students' test scores.

"One year of test scores is a pretty poor indicator," said Julia Koppich, an education consultant from San Francisco who has studied teacher evaluation systems. "You need two, three, or four years to get a pattern, and a poor teacher shouldn't need to wait that long to get help."

Ms. Koppich favors peer-review systems, in which teachers mentor and evaluate each other, as a way to improve teaching quality.

In Dallas, meanwhile, some teachers are concerned that such research could be used unfairly to label some educators as "bad teachers."

"My contention is that the preponderance of teachers across this nation and here in Dallas are good teachers, and if you gave them a different working environment, they'd do better," said Roy Kemble, the president of the Classroom Teachers Association of Dallas, an affiliate of the National Education Association.

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The Teaching Challenge

Finding highly qualified teachers for the students who need them most is a difficult problem. Not enough college students want to teach in big cities, and few education schools focus on preparing teachers for urban classrooms.

Urban districts have a tougher time hiring and filling teaching vacancies, especially in such sought-after fields as biology, mathematics, bilingual education, and special education. Often, the cities can't match the salaries or attractive working conditions available in the surrounding suburbs.



Urban schools are twice as likely to hire unlicensed or underqualified teachers.

Finding enough minority teachers is also a challenge. A 1997 survey by Recruiting New Teachers Inc. found that 92 percent of the largest urban districts reported an immediate need for teachers from minority races and ethnic groups.

Some studies suggest that prospective minority teachers are more interested in working in urban districts than are other teacher education students. But only 20 percent of undergraduates in teacher education are minority-group members.



Choosing the team: who hires teachers.

Outdated and cumbersome hiring procedures compound the problem. A smaller percentage of principals in large urban bureaucracies perceive that they have substantial control over hiring than those in nonurban areas.



Percent of 8th graders in schools where officials say absenteeism among teachers is a problem.

Many big-city districts, unsure of how many students to expect when a new school year opens, wait until the last minute to hire teachers. Of the 1,200 new teachers in Chicago this school year, more than 350 were not hired until after Labor Day.

The Challenges
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Concentrated Poverty >
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The Urban Data >

Baltimore administrators began to fill some 300 positions at a two-day job fair held just 12 days before the school year began. Applicants were interviewed and hired on the spot, pending the outcome of background checks.



Percent of secondary schools with teaching vacancies in selected subjects.



Percent of secondary schools reporting difficulty hiring qualified teachers.

Most new teachers in New York City are assigned at random by the central board's personnel office. They are not required to visit their schools before the school year begins or to be interviewed by the principal.

Newly hired teachers in urban schools are more likely than their counterparts in suburban and rural districts to have no teaching license or an emergency or temporary one. By last Sept. 22, the Los Angeles Unified School District had hired 2,966 K-12 teachers to fill its vacancies for this school year. Roughly 60 percent of the new hires had emergency teaching licenses.

William L. Taylor, a civil rights lawyer, summed up the problems in a speech last May at Stanford University: "In the cities where I work, some of the strongest teachers have retired, and they are being replaced largely by people who themselves are products of a deteriorating school system, who have attended teachers' colleges with weak standards, and who bring to their teaching some of the very deficiencies they are supposed to cure."



Secondary mathematics teachers without college major or minor in math.



Urban 8th graders are twice as likely to attend schools where at least one teacher leaves before the end of the year.

Teachers in high-poverty secondary schools, whether urban or rural, are the least prepared and the most likely to lack even a minor in the subjects they teach. Such schools also tend to have a larger share of new, inexperienced teachers. Urban children are far more likely to attend high-poverty schools.

"Find places that are residentially segregated and that have lots of poverty, and you'll find low-performing schools," says Waldemar Rojas, the superintendent of the San Francisco schools, "because you'll also find less prepared people and less professional development."

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PHOTO: Katrina Hill teaches 2nd grade at Sylmar Elementary School in Los Angeles while she works on obtaining her teaching credential. The especially fierce demand for teachers in California is due to the state's class-size-reduction program.

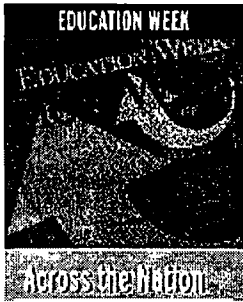
--Mel Melcon

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OCTOBER 21, 1998

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Report Suggests Alternative Paths As Solutions to Teacher Shortages

By Ann Bradley

Alternative-certification programs that have grown up around the nation over the past 15 years can be "real solutions" to teacher shortages, a new report concludes.

The resource book, compiled by C. Emily Feistritzer and David T. Chester of the National Center for Education Information, is another in a series of annual reports on the topic by the private, nonpartisan research firm. Ms. Feistritzer, the president of the Washington-based center, is well-known for her support of such nontraditional routes to teaching.

People interested in becoming teachers traditionally have attended a state-approved program at a college or university and been awarded a license upon graduation. In the early 1980s--as concern about the quality of teachers mounted and aspiring teachers expressed frustration at barriers to education careers--states began to establish alternatives.

In addition to details on the alternative-certification routes available in 41 states, this year's report includes profiles of the extensive programs in Texas and California. It also features a report on Troops to Teachers, the U.S. Department of Defense program that channels military retirees into teaching positions. (Expiring 'Troops to Teachers' Project Outfits Classrooms With Professionals in Demand," Oct. 14, 1998.)

Minority Teachers Attracted

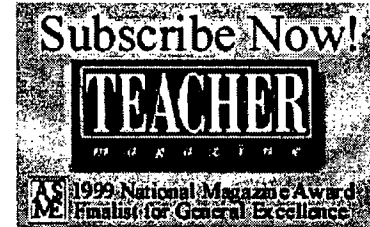
In Texas, 27 alternative-certification programs produce nearly half of all minority teachers, data provided by the state show. Teachers who follow those routes generally stay in teaching at about the same rate as those who graduate from education schools, while African-American and Hispanic educators tend to stay in the profession longer if they were licensed through an alternate route.

For More Information:

Copies of "Alternative Teacher Certification: A State-by-State Analysis 1998-99" is available for \$95, plus \$4 shipping and handling, from the National Center for Education Information, 4401 Connecticut Ave., N.W., #212, Washington, DC 20008; tel: (202) 362-3493; email: nceicet@aol.com

Between 25 percent and 40 percent of the graduates who complete traditional teacher-training programs in California never take a teaching job in the state, according to the report. In contrast, 87 percent of the teachers licensed by alternate-route programs enter California classrooms.

In both states, Ms. Feistritzer said, the alternate programs have been carefully designed and include extensive exposure to the classroom. California's new rules for teacher licensure include a two-year internship that more closely mirrors the alternate-route



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"Study Finds
Alternative Teachers
Less Qualified, But
Meeting Needs,"
Sept. 10, 1997.

Teacher certification
and Teacher licensure
defined.

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Web links, please see
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Teaching as a
Profession and
Professional
Development.

approaches there.

"Alternate routes target the programs where the jobs are," Ms. Feistritzer argued. "They are designed to meet demand, not to crank out more teachers who may or may not ever find a job."

Elizabeth Fideler, the vice president for policy and research at Recruiting New Teachers Inc., a Belmont, Mass., nonprofit concerned with improving the nation's teaching pool, did not disagree that some alternate-route programs can produce qualified teachers.

But Ms. Fideler, who had not seen the report, cautioned that the controversial programs remain uneven in quality. "There has been so much criticism, I am glad they are listening to it and trying to ensure quality," she said. "We have to be looking at evaluations of those teachers, and I don't think we have them across the board."

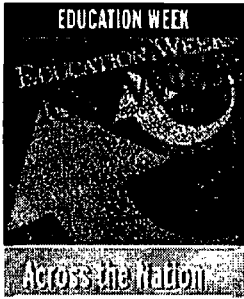
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From the ERIC Clearinghouse On Teaching And Teacher Education more information on Alternative Routes to Teacher Certification.

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Study Finds Alternative Teachers Less Qualified, But Meeting Needs

By Jessica L. Sandham

Men and women who enter teaching through other than traditional teacher education programs are less academically qualified and less likely to consider teaching their lifelong occupation than those who obtained their credentials through customary paths, a new report concludes.

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Teacher certification
and Teacher licensure
defined.

Alternatively certified teachers are also more likely to be minorities, specialize in science and mathematics, and teach in hard-to-staff inner-city districts than traditionally certified teachers, according to the study.

Published in the fall issue of *Educational Evaluation and Policy Analysis*, a journal of the American Educational Research Association, the study offers ammunition for both sides of the vociferous debate over how best to prepare teachers for the nation's toughest schools.

"Alternative certification ultimately downgrades the quality of teaching," Jianpeng Shen, an assistant professor at Western Michigan University in Kalamazoo and the author of the study, contended in an interview last week. "We are taking a shortcut by staffing inner-city schools with less-qualified teachers."

But some advocates of alternate routes into teaching questioned some of the interpretations of the data. One gauge of a teacher's qualifications, for instance, was whether he or she had earned a master's degree.

Academic degrees alone do not prove whether a teacher is qualified to be in the classroom, said Emily Feistritzer, the president of the National Center for Education Information, a Washington-based private education research firm.

"The implication is that alternative certification is inferior, and that's not always the case," Ms. Feistritzer said. "There are some alternative programs that are far superior to the traditional ones."

The fact that alternatively certified teachers had earned fewer master's degrees than did traditionally prepared teachers may also illustrate the hiring preferences of districts on tight budgets, Ms. Feistritzer added. "Recent college graduates cost a lot less than a 50-year-old former engineer with a master's degree."

Fresh Faces

The study pulled its data from a subsample of respondents to the U.S. Department of Education's Schools and Staffing Survey, 1993-1994, a national survey of teachers conducted by the National Center for Education Statistics. Of the teachers included in the subsample, 13,602 received their certification through traditional means, and 1,119 did so through alternative methods.

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

Read our story, "[Neb. Mulls Hiring Substitutes Without 4-Year Degrees](#)," Jan. 22, 1997.

through alternative methods.

By last year, 41 states had followed the lead set by New Jersey in 1983 and adopted some type of alternative licensing policy to help staff their schools. Because it is a somewhat recent phenomenon, however, the study included only those teachers who had been certified in the past 10 years. The data did not distinguish among the wide-ranging methods of alternative certification.

Alternative certification often has been cited as a way to draw older, more experienced professionals into the classroom. One of the biggest surprises of the study, then, was the finding that more than half of the alternatively certified teachers reported that they went into teaching fresh out of college. In addition, only 4.5 percent of the nontraditional-route teachers were older than 50, about half the percentage for those who went into teaching by the more orthodox route.

Teachers who took alternative routes to certification did not climb to as high an academic rung, the study found. Nearly 32 percent of the traditionally certified teachers who were surveyed had obtained a master's degree, while only 22 percent of the alternatively certified teachers reported earning that degree.

Moreover, 2.4 percent of the alternatively certified teachers reported that they had never earned any type of college degree.

Effects on Schools

When viewed alongside the study's finding that alternatively certified teachers tend to be somewhat less committed to teaching as a career, the lower academic qualifications may ultimately be harmful to the inner-city schools where many of them serve, some experts said last week.

Twenty-six percent of the alternatively certified teachers said they were undecided about staying in teaching, while 22 percent of traditionally certified teachers reported the same indecision.

The percentage of teachers who said they planned to stick with teaching until eligible for retirement was 3 percentage points higher among traditionally certified teachers.

The potential of higher turnover is also troublesome, since twice as many alternatively certified teachers are in large, urban districts, where teacher attrition rates are already high, experts said.

"Lower qualifications can be overcome after years of experience," said Willis D. Hawley, the dean of the college of education at the University of Maryland College Park. "But if what you're doing is rotating less-qualified people into and out of the job, the problem is compounded."

David Haselkorn, the president of Recruiting New Teachers, a Belmont, Mass.-based nonprofit organization which works to promote teaching as a profession, said that the study does not dispute other evidence that the least-qualified teachers often teach in the most challenging districts.

"We've got to stop sending people, unprepared, into these school districts and hoping for the best," Mr. Haselkorn said.

Filling a Void

Proponents of alternative certification have often praised the approach as a means of supplementing a limited pool of teachers who are qualified to teach science and math and as a way to help diversify the teaching force.

The study's findings suggest that alternative certification has worked to achieve those goals, as 19.2 percent of the alternatively certified teachers surveyed taught science or math, and nearly 21 percent of the teachers were members of minorities, compared with 13.5 percent and 12.8 percent, respectively, for traditionally certified teachers.

But using alternative--sometimes emergency--certification ultimately does nothing to address the root causes for teacher shortages in these areas, Mr. Hawley argued.

"Very few alternatively certified teachers get hired when there are well-qualified certified teachers," he said. "When positions are filled with alternatively certified teachers, it doesn't answer the question of why we can't fill the jobs with more-qualified people."



State your position on alternative certification in our on-line Town Meeting.

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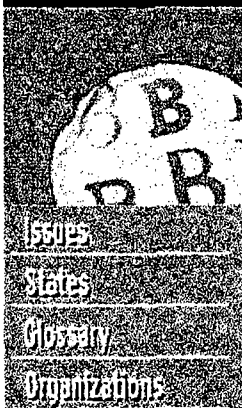
Read Talented Teachers in Every Classroom, the second point of President Clinton's 10-point plan for education.

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Teaching as a Profession

Teaching has always been more an occupation than a profession. Traditionally, important decisions affecting classrooms have been made not by teachers, but by administrators and policymakers. They have determined the content of the curriculum and how it should be taught, selected textbooks and materials, and decided which standardized tests would be administered. Teachers exercised limited freedom, behind the closed doors of their classrooms.

To some degree, the low-status nature of teaching has prevailed because it has largely been women's work. Before the 1960s, a woman aspiring to a career had essentially two choices: nursing or teaching. Public schools had no trouble staffing their classrooms with women who were willing to work in unappealing conditions for low wages. Though women have more career options today, eight out of 10 beginning teachers are still female.

Traditionally, teachers have only been allowed to exercise limited freedom, behind the closed doors of their classrooms.

And while many teachers find the profession challenging and rewarding enough to make up for low salaries and frustration, many leave the classroom for better pay--and better working conditions. After all, classroom teaching conditions are a lot like those of blue-collar workers. Teachers rarely have their own offices and lack the services that other professionals have access to, such as a secretary, telephone, typewriter, fax machine, or copier. The teacher's work day is highly structured, with little or no time for intellectual interaction with colleagues.

Since the early 1980s, when the current drive to improve American education began, teaching has been a central focus. Many policymakers have become convinced that schools will not be able to produce better educated students without highly skilled, knowledgeable teachers who are treated as professionals. As a first step, many states set stiffer requirements for entry into and graduation from teacher-preparation programs. They raised beginning teachers' pay, hoping to attract better-quality candidates. They also created incentives, such as forgivable loans, to encourage good high school students to pursue careers in teaching. And some states required experienced teachers to pass minimum-competency tests to retain their licenses.

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conferences and seminars

A report from the Carnegie Corporation redefined the debate, calling for different kind of teacher-with a much more comprehensive role.

In 1986, a landmark report issued by a task force of the Carnegie Corporation of New York called for radical changes in teaching to make it a true profession. The authors envisioned a different kind of teacher--flexible, up-to-date, able to lead children into deeper learning. The next step was for teachers to be mentors and coaches rather than dispensers of facts. Students would take more responsibility for their own education, and teachers would collaborate with them in a search for knowledge and understanding. The school structure would

change so that teachers would be deeply involved in decision-making. Within broad curricular frameworks, teachers would decide how best to meet their goals. They would participate in the development of new performance-based assessments. They would be empowered to make decisions that affect instruction, budget, personnel, and scheduling. At the same time, though, the teachers would be much better educated and would be eased into their jobs with help from experienced mentors.

Since the Carnegie report, there has been slow and steady work on a variety of fronts to improve the quality of the nation's teaching force. A consortium of 38 states is working together to devise new, rigorous standards for beginning teachers and to come up with new ways of measuring whether candidates deserve a license to teach. This is in contrast to the current system, which focuses on what coursework candidates have completed--a piece of information which tells little about their ultimate performance with students. The national organization that accredits education schools has stiffened its standards and is pressing programs to submit themselves to scrutiny. And the *National Board for Professional Teaching Standards*, an outgrowth of the Carnegie report, has begun setting standards of accomplished practice and certifying expert teachers who can meet them.

These steps, advocates say, eventually will put teaching on a similar footing with other professions, such as law, medicine, and architecture. In those fields, members of the profession set their own standards for entry into the field. In return for this relative freedom from outside regulation, their members strive to uphold high standards and discipline one another when they fail. In education, 11 states have created autonomous standards boards to set standards for teaching, rather than leaving the task to the state board of education.

Teaching is one of the country's most unionized occupations. The National Education Association, the nation's largest teachers' union, boasts 2.2 million members. Its rival, the American Federation of Teachers, has 900,000 members. And there are signs that the teachers' unions are interested in playing a greater role in ensuring that their

members are well prepared for the job. A group of union leaders from both organizations is meeting regularly to discuss the future of teacher unionism, with an eye toward school quality rather than employee protections and benefits.

But in some cases, the unions are seen as an obstacle. Many people, including some teachers, are frustrated that pay scales are so rigid. But union opposition has stifled attempts to institute merit-pay programs, which would give administrators the ability to reward teachers they consider to be performing well. Union members believe that might result in arbitrary decisions.

And the next big educational battle may be over the issue of teacher tenure. Teachers usually earn tenure after two or three years of acceptable service, giving them tremendous job security. A district that wants to fire a tenured teacher must typically undergo a lengthy process of hearings and appeals. One purpose of tenure laws is to protect teachers from being dismissed because of political or personal views. Opponents, however, argue that tenure makes it difficult for districts to fire unqualified teachers.

A major new report offers a scathing indictment of current practices, including the placement of unqualified teachers in classrooms.

On a similar front, several studies are also now being conducted to examine ways to dramatically overhaul the entire teacher-compensation system--not just change a bit of it here or there.

Undeniably, much remains to be done. A major report issued in September by the National Commission on Teaching and America's Future offered a scathing indictment of current practices, including inadequate teacher education, bureaucratic hiring procedures, and the placement of unqualified teachers in classrooms.

The report set the price tag for remedying these problems within a decade at nearly \$5 billion a year in new federal, state, and local money which should be spent on upgrading teacher education, subsidizing people to teach in high-need fields and locations, reforming the licensing and induction process, and better professional development.

President Clinton's "Call to Action for American Education" places a significant amount of emphasis on teaching. The second point of his plan, entitled "Talented Teachers in Every Classroom," outlines an ambitious effort to improve the profession. In particular, it calls for an army of master teachers, certified by a much-expanded *National Board for Professional Teaching Standards*.

Please also see our issues page on [Professional Development](#).

"To Snare the Best, Fairfax Revamps Teacher Hiring," Feb. 26, 1997. Fairfax administrators say their old hiring process was cumbersome and cost them some good prospective teachers. Their new system is designed to pinpoint the best teachers.

"Teachers Who Understand, Believe, and Care: Part II," Feb. 12, 1997. Commentary: In the second part of his examination of obstacles to attaining national goals in teacher preparation, John I. Goodlad offers a proposal.

"Producing Good, Caring Teachers," Feb. 5, 1997. Commentary: John I. Goodlad, in the first of a series of essays, lays out the stakes and the obstacles involved in fulfilling a national commission's charge.

On the Web

"What Matters Most: Teaching for America's Future." The executive summary of the September 1996 report from the National Commission on Teaching & America's Future.

Talented Teachers in Every Classroom is the second point of President Clinton's 10-point plan for education in his second term.

"Why Teachers Don't Teach." From *U.S. News & World Report*, Feb. 26, 1996. The nation's future lies in its classrooms. But teachers' unions are driving out good teachers, coddling bad ones, and putting bureaucracy in the way of quality education.

"Yellow Journalism." American Federation of Teachers President Albert Shanker's March 3, 1996, response to the *U.S. News & World Report* article on teachers' unions.

Reinventing Teacher Compensation Systems. This September 1995 brief from the Consortium for Policy Research in Education presents a detailed argument about why and how teacher compensation should be restructured. The goal: wide worker acceptance, better employee morale, improved organizational performance, and higher individual salaries. See in particular History of Teacher Pay Changes.

Critical Issue: Realizing New Learning for All Students Through Professional Development. This briefing from the North Central Regional Educational Laboratory's Pathways to School Improvement Web service sets out how schools can go about instituting successful professional development programs.

Honor What We Know--Voices From the National Teacher Forum Goals. A report from the Goals 2000 Teacher Forum held in 1993 by the

U.S. Dept. of Education.

Excellent Teachers Rewarded: Re-Designing Compensation. A 1995 article from "WCER Highlights," which is published four times a year by the Wisconsin Center for Education Research at the School of Education at the University of Wisconsin-Madison. Argues for "an objective standard of measuring excellence in teaching."

Background Reading

- *Classroom Crusaders: Twelve Teachers Who Are Trying To Change the System.* (San Francisco: Jossey-Bass Publishers, 1994.) Editors Ronald A. Wolk and Blake Hume Rodman, of *Education Week* and *Teacher Magazine*, present inspirational profiles of teachers who are leading education reform in their schools, districts, and communities.
- *A License To Teach: Building a Profession for 21st Century Schools.* In this book, Wise and Darling-Hammond argue that state legislatures and agencies, which traditionally have controlled standard in teaching, have a "conflict of interest in enforcing rigorous standards for entry to teaching, since they must ensure a warm body in every classroom--and prefer to do so without boosting wages."
- "A Nation Prepared: Teachers for the 21st Century." (New York: Carnegie Forum on Education and the Economy, May, 1986.) The report of the task force on teaching as a profession.
- *A Place Called School.* Goodlad, John I. (1984.) A watershed in educational thought--exposing the problems of American education.
- *Teachers for Our Nation's Schools.* Goodlad, John I. (San Francisco: Jossey-Bass Publishers, 1990.) The first step toward education reform is building a corps of competent and committed teachers.

Related Organizations

American Association of Colleges for Teacher Education
American Association of Higher Education
American Federation of Teachers
Association of Teacher Educators
Carnegie Foundation for the Advancement of Teaching
Center for Education Renewal
National Board for Professional Teaching Standards
National Center for Innovation
National Center for Restructuring Education, Schools, and Teaching
National Council for Accreditation of Teacher Education
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July 3, 1997; Thursday 1:14 pm Eastern Time

Transcript # 97070305V13

TYPE: INTERVIEW

SECTION: News; Domestic

LENGTH: 2161 words

HEADLINE: Two Education Experts Discuss The Recent Attacks On Teacher Tenure
Regulations

BYLINE: ALLEN Allen

HIGHLIGHT:

Public educators are under fire to improve the quality of your child's
education. Just this week, Oregon voted to overhaul its tenure law and other
states are considering similar action.

BODY:

NATALIE ALLEN, CNN ANCHOR: Public educators are under fire to improve the
quality of your child's education. Just this week, Oregon voted to overhaul its
tenure law and other states are considering similar action.

Now the nation's largest teachers' union, The National Education Association
meeting here in Atlanta, to weed out teachers. For the first time, the union
may adopt a policy allowing its members to participate in peer performance
reviews and mentoring programs. The policy decision will be made this week at
the union's annual meeting in Atlanta.

Two guests join us to talk about this. John Grossman is president of the
Columbus Education Association in Ohio. And Mary Bell is a school librarian and
former high school English teacher from Wisconsin.

Welcome to you both.

MARY BELL, WISCONSIN EDUCATION ASSOCIATION COUNCIL: Thank you.

ALLEN: I know you're talking about a lot of good things that are happening in
schools and about the good teachers, but something that did come up were the
ones that aren't so good. Why now do you think this is being talked about?

ALLEN: What about the part of that system that weeds them out?

BELL: When it comes to peer review that's when the discussion this week is going to be so interesting. It has been interesting; is that we're talking a number of ways to improve quality in the classroom, including working colleges and schools of education, the department of public instruction to improve people coming in to work with that.

I don't happen to agree that peer review is the best way that we can get to it. The discussion about whether peer review undermines the kind of coaching opportunities that you spoke of earlier is what we're really discussing.

ALLEN: So you don't think teachers should be evaluating teachers or decide whether they should keep their job or not?

BELL: I think that there's a process that undermines what we can really do in coaching and in assisting each other and working together in schools.

ALLEN: What do you think about that?

GROSSMAN: In contrast to that I would have to point out that one of the reasons tenure laws has developed in this country is because we have had such bad attempts at evaluation across this country. We got into this area and went after it because we thought the practitioners, the people who understand and work in the classroom know better what a teacher is feeling, what they are reacting to.

So we wanted to have that kind of intensive help. But I think the real key ingredient here is that too often evaluation has been short, brief, hasn't been done in detail. At our program, our evaluators spent an average of 70 hours with each of the people in the classroom. That kind of observation can provide a great deal of support and a great deal more understanding of what the problems are.

ALLEN: Other information on how to fire a teacher that needs to go. This was interesting. Teachers are on probation for three years to five years in some areas, then cannot be fired without good reason and a hearing. That sounds like a long time as well. What -- teachers that disagree as you do with the peer reviews, what would you like to see in weeding out teachers that shouldn't any longer be in a classroom?

BELL: I believe that the process of probationary periods for teachers is one of the ways that we work with people without that duty of a long hearing process or a hearing process that does the investigation that's necessary.

Keeping bad teachers in the classroom is in no one's best interest. I think we agree about that. It's how we define the process. What we're looking for in terms of a process to get the best teachers in the classroom. I think if we hit the quality issues first on entrance and retention and relicensing teachers, I think we have a far better chance of getting the best teachers in the classroom and raising everyone's quality.

ALLEN: You're a librarian in Wisconsin. How are you evaluated or monitored.

BELL: My evaluation is a teacher evaluation process. People understand that I'm a librarian, but when they ask me what I do -- I'm a teacher, that's the first thing that I do. If I work in the public schools that's who I am.

ALLEN: Do you think there's a problem with the tenure laws that allow a teacher to be in the classroom too long over their overall career?

GROSSMAN: I think the emphasis on the tenure laws is completely wrong. The reason tenure laws were developed is because of all the bad poor evaluation processes. All tenure asks is that you have the data, the information of why someone is not doing well, is not succeeding.

To try to circumvent that and to try to get around it is a disservice to everyone involved, disservice to the educational process. We both agree on that. What we're at here is the key of the educational issue of who can do it best.

I have seen over the number of years that our people do an excellent job of supporting and also evaluating, the bottom line for both of us is keeping the best people in the classroom.

ALLEN: What do you think overall of the tone of this meeting that you're having? It seems like your head is trying to talk about a more cooperative spirit between teachers and management and giving teachers more say in how their schools are run.

BELL: We absolutely agree that the direction that we need is to take control of those things that really control our profession. In Wisconsin, we've worked with lifelong learning, professional development for teachers, licensure standards, even working with substitute teachers when teachers need to be away from the classroom to see that that kind of quality education continues.

I think what you're hearing in the discussions is a commitment by the entire organization to reaching out to the community and ensuring that every child has a quality education.

GROSSMAN: Let me give you an example of that. Our entire approach is based on a strong partnership between the board and the union and also the College of Education at the Ohio State University. These three partners have laid the foundation here to attack this issue and we can build so many other things to improve education off of that foundation.

ALLEN: Well, thank you both so much for sharing with us. I'm sure parents will like hearing that back at home who have kids in school.

John Grossman from Columbus, Ohio; Mary Beth from Wisconsin. Thank you both.

LANGUAGE: ENGLISH

LOAD-DATE: July 3, 1997

HRC Involvement/
Events and Columns

THE WHITE HOUSE

WASHINGTON

January 20, 1999

QUALIFIED TEACHERS IN EVERY CLASSROOM EVENT

DATE: January 21, 1999
LOCATION: Old Executive Office Building
Room 450
BRIEFING TIME: 11:15am - 11:40am
EVENT TIME: 11:45am - 12:35pm
FROM: Bruce Reed

I. PURPOSE:

To amplify the education themes in your State of the Union Address, you will announce several initiatives to attract talented, well prepared teachers into our classrooms. These initiatives include: (1) a second installment on your class size reduction initiative, which will increase funding by \$200 million and enable local schools to hire an additional 8,000 teachers; (2) \$35 million in funding -- up from \$7.5 million last year -- to provide scholarships to 7,000 outstanding students who commit to teaching in high-poverty public schools; (3) an \$18 million initiative to extend the Troops-to-Teachers program to train and place more than 3,000 retired military personnel as new teachers in public schools, especially in high-need subject areas like math and science and in high-poverty schools; and (4) a new \$10 million initiative to begin recruiting and training 1,000 Native American teachers who commit to teach in schools with high concentrations of Native American students.

II. BACKGROUND:

Hiring 100,000 well-prepared teachers to reduce class size in the early grades. You will ask for \$1.4 billion in your FY 2000 budget, a \$200 million increase over FY 1999 funding, for your initiative to hire 100,000 teachers to reduce class size in grades 1-3 to a national average of 18. This increase will enable local schools to recruit, hire, and train an additional 8,000 teachers, while continuing to pay for the 30,000 teachers hired with FY 1999 funds. To ensure that this initiative supports high-quality teaching, school districts may spend up to 15 percent of these funds for teacher training and other related activities. Studies show that smaller classes enable teachers to give personal attention to students, which leads to their getting a stronger foundation in the basic skills. The studies also show that minority and disadvantaged students show the greatest achievement gains as a result of reducing class size in the early grades.

Recruiting Outstanding New Teachers for High-Poverty Schools. Poor and minority students often have the least access to well-prepared teachers: for example, students in schools with the highest minority enrollments have less than 50 percent chance of having a math or science teacher with a license and degree in the field. To address this challenge, you will propose \$35 million -- up from \$7.5 million last year -- to provide scholarships to 7,000 outstanding students who commit to teaching in high-poverty public schools. You first proposed these scholarships last year, and they were enacted by Congress as part of the reauthorization of the Higher Education Act.

Preserving and Expanding the Troops to Teachers program. The successful Troops to Teachers program, which has helped 3,000 retiring military personnel become teachers in public schools since 1994, is scheduled to expire later this year. To preserve and build on this successful program, you will propose \$18 million to provide scholarships and other support for training and placing in public schools more than 3,000 retiring military personnel and other mid-career professionals. The initiative would focus on recruiting and training new teachers for high-poverty schools and for high-need subject areas like math, science, foreign languages, or special education. The Education Department.

The Troops to Teachers program enjoys bipartisan support in Congress. Several members of Congress, including Senators Robb, McCain, and Lieberman, are working to develop legislation to preserve and expand the Troops to Teachers program. While we are proposing funding under existing Education Department authority to ensure this program can be expanded even if legislation is not enacted this year, we will work with these offices to design our proposal and their legislation in the coming weeks.

Training and Recruiting New Native American Teachers. Only two-thirds of Native American students successfully complete high school -- far fewer than other students. To address this challenge, you are proposing \$10 million to begin training and recruiting of 1000 new teachers for areas with high concentrations of American Indian and Alaska Native students.

III. PARTICIPANTS:

Briefing

Secretary Richard Riley
Bruce Reed
Doug Sosnik
Joe Lockhart
Michael Cohen
Broderick Johnson

Event Participants

The First Lady
Secretary Richard Riley

Arthur Moore, Retired Army Staff Sergeant and Teacher, Harlem Park Community School, Baltimore, MD

Members of Congress in Audience

Sen. Byron Dorgan (D-ND)

Sen. Daniel Inouye (D-HI)

Rep. Elijah Cummings (D-MD) **represents Arthur Moore

Rep. Rush Holt (D-NJ)

Rep. Dale Kildee (D-MI)

Rep. Patsy Mink (D-HI)

Rep. Tim Roemer (D-IN)

Rep. Loretta Sanchez (D-CA)

Rep. Debbie Stabenow (D-MI)

IV. PRESS PLAN:

Open Press.

V. SEQUENCE OF EVENTS:

-YOU will be announced onto the stage in OEOB Room 450 accompanied by all stage participants.

-The First Lady will make welcoming remarks and introduce Secretary Riley.

-Secretary Riley will make brief remarks and introduce Arthur Moore.

-Arthur Moore, Teacher, will make brief remarks and introduce YOU.

-YOU will make remarks, work a ropeline, and depart.

VI. REMARKS:

Remarks Provided by Speechwriting.

April 19, 1999

EDUCATION LECTURE AT TEACHERS COLLEGE

Date: April 19, 1999
Time: 3:00pm- 4:20pm
Location: Teachers College,
Columbia University
From: MaryEllen McGuire

I. PURPOSE

To deliver the inaugural address of the Jill and Ken Iscol Childhood and Future Lecture Series at Teachers College, Columbia University.

II. BACKGROUND

Teachers College

More than 100 years ago, New York philanthropist Grace Dodge rallied city leaders around the formation of a modern and compassionate teacher preparation program. The result of this rallying cry was Teachers College, the graduate school of Education at Columbia University. Over the last century, the Teachers College mission has expanded and evolved. One third of its students are in teacher preparation programs while the remaining go on to study administration, education policy, psychology and research. Teachers College attracts students from all over the United States as well as internationally, and has been named the number one school of graduate education three years in a row by *U.S. News and World Report*.

Teachers College's mission is to engage in the latest educational research, prepare the next generation of teacher leaders, shape public policy debates in the field of education and improve the everyday practice of teachers and the institutions in which they teach. The College organizes its' academic programs into nine departments: Arts and Humanities; Biobehavioral Studies; Counseling and Clinical Psychology; Curriculum and Teaching; Health and Behavioral Studies; Human Development; International and Transcultural Studies; Organization and Leadership; and Scientific Foundations. Each of these departments is augmented by centers, institutes and projects that strengthen them through research, service and experiential initiatives.

Teachers College and School Reform

Along with extensive research in curriculum development, student assessment and school funding, Teachers College currently takes part in the Accelerated Schools Project, a comprehensive approach to school reform based on the idea that all students thrive in classrooms with rigorous standards and exciting curriculum. Launched at Stanford in 1986, Accelerated Schools was tested at two elementary schools with large populations of at-risk students. By the end of the third year, test scores in both schools were up, student and staff morale improved and parents became more involved. Teachers College is now a satellite center for the project, offering organizational and leadership support for schools interested in joining the program.

Iscol Childhood and Future Lecture Series

The purpose of the Iscol Childhood and Future Lecture Series is to give young teachers insight into the complexity of equity issues within the field of education, while providing them with the intellectual and practical tools they need to create world class learning environments for all. This will be an annual lecture series and is designed to bring the best minds in the world to discuss learning, fairness and teaching to the College. It is the Iscol family's conviction that a large part of providing for fairness in children's lives lie in the creation of schools with high standards, enriched curricula and supportive teachers who are willing to create learning environments that are joyful, productive and just.

Center for Educational Outreach and Innovation

The planning and articulation of the Iscol Family Lecture Series is currently being executed with the assistance of Teachers College's Center for Educational Outreach and Innovation. The Center, directed by Associate Professor Peter W. Cookson, hosts lectures, symposia, seminars, and continuing education courses that bring leaders from business, politics, government, and the media together to discuss educational issues and initiatives. The Center's four priorities are leadership development, innovative programming, informed debate and distance learning.

Personalities at the College

The President of Teachers College, Arthur Levine, was inaugurated in the Fall of 1994. A native of the Bronx, President Levine received his bachelor's degree from Brandeis University and his Ph.D. from the State University of New York. Prior to coming to Teachers College he served as chair of the higher education program at the Harvard Graduate School of Education. In 1998, *Change*, the journal of the American Association for Higher Education, named President Levine a "mover and shaker" in academia.

Peter Cookson, Associate Professor at the University, has been the Director of the Center for Educational Outreach and Innovation since the spring of 1996. Dr. Cookson has taught in both public and private schools and held administrative positions at several institutions of higher education. Dr. Cookson has written extensively about private education, international education, and education reform and policy. As a fellow on the Senate Labor and Human Resources Committee in 1993, Dr. Cookson worked on Goals 2000 and ESEA. Dr. Cookson has worked extensively with Jill Iscol on the execution of today's event.

Over the last two years, speakers at Teachers College have included Vice President Al Gore, Michael Eisner, Secretary Riley, Carol Gilligan, Robert MacNeil and Mark Gearan, Director of the U.S. Peace Corps.

III. PARTICIPANTS

- The First Lady
- Arthur Levine, President of Teachers College
- Jill Iscol, Iscol Family Foundation

IV. IV. SEQUENCE OF EVENTS

- The First Lady attends a small reception with Columbia administrators and friends of the Iscol Family
- The First Lady arrives in the auditorium and is greeted by a choir of local school children
- Arthur Levine, President of the College, introduces Jill Iscol
- Jill Iscol introduces The First Lady and the concept of the lecture series
- The First Lady speaks
- The First Lady departs

V. PRESS PLAN

Open Press.

VI. REMARKS

Provided by Christy May.

Information on New York's Education Progress

New York State: General

Report to the State Board of Regents by State Commissioner Richard P. Mills, March 1999

According to the March 1999 Report to the State Board of Regents by State Commissioner Richard P. Mills, statewide scores have improved on the English and Math Regents Exams with a state total of 73.3% and the overall percentage of students who took the English and Math Exams has increased. While noting elevation in scores, the Report also stressed the need for improvement in a number of areas, as reading scores did not significantly improve and minimum competency scores actually dropped in the third and sixth grades. For students with disabilities, there was an overall increase in scores on both the English and Math Regents Exams, but a decrease in the percentages of third and sixth grade students scoring minimum competency. [New York State Education Department]

Education Week/Pew Trusts Study

In January 1999 the publication Education Week released a study with state by state analyses on the progress of education reforms. New York was praised for its efforts to improve teacher quality through training, professional development and a re-vamping of the teacher credentialing system. The report noted New York's rigorous testing standards, and its plan to phase in universal publicly funded pre-school for all four year olds. While New York was lauded for its per-student spending, the state achieved low marks for equity in school spending. [The New York Civil Liberties Union filed a Federal lawsuit in December contending that the poor education many minorities receive constitutes discrimination.] Additionally, New York fared poorly in creating an environment conducive to learning. [Buffalo News, 1/7/99; Education Week Special Report; New York Times, 12/4/98]

Special Education

On February 2, 1999 the State Education Department released a study showing that the rate at which students are classified as "special" is slowing down, and that fewer special education students are placed in separate buildings from non-disabled peers. However, the report also cited that special education students are spending more time outside of regular classrooms. Additionally, it cited that minorities in special education programs are overwhelmingly more likely to be separated from regular education students than white special education students: 57.2% Black special education students, 60.1% Hispanic special education students, and 32.4% White special education students are separated from their nondisabled peers for at least 60% of the school day. [New York State Education Department; The Buffalo News, 3/16/99]

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New York

New York focused on efforts to improve the quality of its teaching force last year, and that's reflected in its grade. The state enacted a reform package that affects nearly every stage of teachers' professional lives, including new standards for incoming teachers and beefed-up requirements to maintain a teaching license. Beginning in 2001, school report cards also must list performance information about a school's teachers, such as the number who have been rated unsatisfactory. Meanwhile, the state is implementing new tests for students, including a requirement that all high school students eventually pass "regents" exams to graduate. And the state continues to fine-tune its program for intervening in low-performing schools.

*** NOTE:** The equity grade is based on 1994-95 data, the most recent available.

NAEP exams

- 1996 8th grade math
- 1996 4th grade math
- 1996 8th grade science
- 1994 4th grade reading

QUALITY COUNTS 1999 grades

- Standards and assessments
- Efforts to raise teacher quality
- School climate
- Resources (funding):
 - Adequacy
 - Equity
 - Allocation

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New York Data

This page shows New York's scores in five major areas:

- Student Achievement
- Standards, Assessments, and Accountability
- Teacher Quality
- School Climate
- Resources

To compare data from one or more states, go to State Data Comparisons.

All Students Achieving at High Levels

For more information about these measures, see our 50-state Student Achievement data table.

? indicates state does not participate in national assessment, survey, or data collection.
+ indicates a statistically significant improvement since 1992 in the 4th grade and since 1990 in the 8th grade.
All figures are in percents
NOTE: "Algebra class" refers to an algebra or integrated-mathematics course.

	New York
MATH	
4th graders who scored at least at "proficient" level on 1996 NAEP mathematics exam	20
4th graders who scored at least at "basic" level on 1996 NAEP mathematics exam	44
4th graders who scored at least at "below basic" level on 1996 NAEP mathematics exam	36
8th graders who scored at least at "proficient" level on 1996 NAEP mathematics exam	22+
8th graders who scored at least at "basic" level on 1996 NAEP mathematics exam	39
8th graders who scored at least at "below basic" level on 1996 NAEP mathematics exam	39
SCIENCE	
8th graders who scored at least at "proficient" level on 1996 NAEP science exam	27
8th graders who scored at least at "basic" level on 1996 NAEP science exam	30
8th graders who scored at least at "below basic" level on 1996 NAEP science exam	43
READING	
4th graders who scored at least at "proficient" level on 1994 NAEP reading exam	27
4th graders who scored at least at "basic" level on 1994 NAEP reading exam	30
4th graders who scored at least at "below basic" level on 1994 NAEP reading exam	43
ADDITIONAL INFORMATION	
Statewide pre-kindergarten program (1997)	yes
Public high schools offering Advanced Placement courses (1998)	84
8th graders taking an algebra class (1996)	26
Students taking upper level mathematics courses (1996)	40
Students taking upper level science courses (1996)	28
16- to 19-year-olds not in school who had not graduated (1994-95)	9
9th to 12th graders who dropped out of school (1995-96)	4.1
High school graduates enrolling in two-or-four-year college (1996)	71

Academic Standards, Assessments, And Accountability

For more information about these measures, see our 50-state Academic Standards, Assessments, and Accountability data table.

Port Portfolio assessment;
 Perf Performance assessment;
 CRT Criterion-referenced test;
 NRT Norm-referenced test;

Wr Writing assessment;

n/a indicates document was not available for review.

H indicates high school level; M indicates middle school level; E indicates elementary level.

New York	
SCORE	95
GRADE	A
STANDARDS (50% of grade)	
Has the state adopted standards in the core academic subjects? (December 1998)	yes
How clear and specific are the state's English/ language arts standards? (Fall 1998)	EMH
How clear and specific are the state's mathematics standards? (Fall 1998)	EMH
How clear and specific are the state's science standards? (Fall 1998)	MH
How clear and specific are the state's social studies standards? (Fall 1998)	EMH
ASSESSMENT (30% of grade)	
How does the state measure student performance? (Fall 1998)	CRT, Wr, Perf
Which subjects are tested using assessments aligned to state's standards? (Fall 1998)	Eng, math, sci, ss
ACCOUNTABILITY (20% of grade)	
Students must master 10th grade standards to graduate (Fall 1998)	no
Schools held accountable for performance through report cards (November 1998)	yes
Schools held accountable for performance through ratings (November 1998)	yes
Schools held accountable for performance through rewards (November 1998)	no
Schools held accountable for performance through assistance (November 1998)	yes
Schools held accountable for performance through sanctions (November 1998)	yes
Did the state participate in the 1998 NAEP exams? (1998)	yes

Efforts To Improve Teacher Quality

For more information about these measures, see our 50-state Teacher Quality data table.

() indicates that the written assessment for incoming teachers is optional for some; basic basic skills;

gen'l general knowledge;

ped pedagogy;

subj. subject matter;

subj.-ped subject-specific pedagogy.

"Program" indicates state has adopted teacher competency standards but holds teacher training programs rather than individual teachers responsible for them.

* Teacher preparation programs in the state require an academic subject major for

prospective secondary teachers.

	New York
SCORE	85
GRADE	B
PERFORMANCE-BASED LICENSING SYSTEM (40% of grade)	
State has adopted standards for new teachers (1998)	yes
State has assessment(s) to measure whether new teachers meet standards (1998)	gen'l, ped., subj.
State requires and funds an induction program for new teachers (1998)	no
State requires assessment of the classroom performance of new teachers (1998)	yes
State provides incentives for teachers to seek national board certification through license portability (1998)	
State provides incentives for teachers to seek national board certification through license renewal (1998)	
State provides incentives for teachers to seek national board certification through fee supports (1998)	
State provides incentives for teachers to seek national board certification through pay supplement (1998)	
Number of national- board-certified teachers (1998)	38
IN-FIELD (20% of grade)	
% secondary teachers who hold a degree in the subject they teach (1994)	75
PROFESSIONAL DEVELOPMENT (20% of grade)	
State requires time for professional development (1998)	no
State provides professional-development opportunities (1998)	yes
State provides funds for local professional-development activities (1998)	yes
TEACHER EDUCATION (20% of grade)	
State requires an academic major for certification of secondary teachers (1998)	yes
State requires K-12 standards be used in teacher education (1998)	yes
% new graduates from NCATE-accredited institutions (1997)	79
State requires early and varied field experiences prior to student teaching (1998)	yes
State has a student-teaching requirement (1998)	yes

School Climate Conducive to Learning

For more information about these measures, see our 50-state School Climate data table.

? indicates state did not participate in national assessment, survey, or data collection, and grade could not be calculated due to lack of data.

n/a indicates not applicable.

		New York
SCORE		63
GRADE		D
CLASS SIZE (35% of grade)		
% 4th graders in classes of 25 or fewer students (1996)		55
% 8th graders in math classes of 25 or fewer students (1996)		48
STUDENT ENGAGEMENT (20% of grade)		
% 8th graders in schools reporting that...	Absenteeism is not a problem or is a minor problem (1996)	86
	Tardiness is not a problem or is a minor problem (1996)	78
	Classroom misbehavior is not a problem or is a minor problem (1996)	56
PARENT INVOLVEMENT (20% of grade)		
% 8th graders in schools reporting that...	Lack of parent involvement is not a problem or is a minor problem (1996)	47
	Majority of parents attend open-house or back-to-school nights (1996)	61
	Majority of parents attend parent-teacher conferences (1996)	47
SCHOOL AUTONOMY (25% of grade)		
State permits or requires site-based management of schools (1998)		yes
Statewide public school open-enrollment program (1998)		limited
State law allows charter schools (1998)		no
How strong is the charter school legislation? (1998)		n/a
State grants waivers of education regulations (1998)		yes
SCHOOL SIZE (Ungraded)		
% high school students in schools of 900 or fewer students (1996)		31
% elementary students in schools of 350 or fewer students (1996)		8

Resources: Adequacy, Allocation, and Equity

For more information about these measures, see our 50-state Resources data table.

** Data on disadvantaged students, used to adjust spending figures, were missing or not reported for 46% to 90% of districts.

New York	
ADEQUACY	
Score for adequacy of resources	84
Grade for adequacy of resources	B
Education spending per student, adjusted for regional cost differences (1997)	\$7,635
% change in inflation- adjusted education spending per student (1987-97)	6
% of total taxable resources spent on education (1996)	4.1
ALLOCATION	
Grade for allocation of resources	B
% of annual education expenditure spent on instruction (1996)	67.8
EQUITY	
Grade for equity of resources	D
Relative inequity in spending per student among districts (1995)	17.7%
ADDITIONAL INFORMATION	
Unadjusted education spending per student (1997)	\$8,563
Education spending for every \$1,000 in state wealth (gross state product) (1996)	\$41.42
Dollar gap between districts at 5th and 95th percentiles in spending (1996)	\$3,646
Average teacher salary, adjusted for cost of living (1997)	\$43,736
Teachers as percentage of total staff (1997)	50.9
Students per instructional multimedia computer (1998)	14
% schools reporting at least one building in inadequate condition (1994)	33

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New York: A Closer Look at Teachers

by Caroline Hendrie

In 1996, it was statewide curriculum standards. In 1997, it was tougher graduation requirements. In 1998, teacher quality emerged as the latest frontier in New York state's drive to improve its public schools.

In a reform package that affected nearly every stage of teachers' professional lives, the state board of regents pieced together a jigsaw puzzle of interlocking policies to revamp teacher training, certification, and professional development. The goal is to improve the odds that the state's more than 200,000 teachers have what it takes to satisfy rising expectations in the classroom.

Vital Statistics	
706	Public school districts
4,166	Public schools
2.8 million	K-12 enrollment
43.6%	Minority students
25%	Children in poverty
12.9%	Students with disabilities
\$25.2 billion	Annual K-12 expenditures (all revenue sources)

New York turns to the quality of teaching in the latest of its ongoing reform efforts.

Besides the focus on teachers, New York continued to up the ante for its 2.8 million public school students. New skills tests in grades 4 and 8 are making their debut this year, as well as more rigorous versions of English and math exams at the high school level.

The new elementary and middle school assessments reflect content standards adopted in 1996 for all major subject areas. And the tougher high school exams are part of a plan to require all students, except some in special education, to pass a battery of college-preparatory "regents' exams" in order to graduate, starting with the Class of 2005.

To help give youngsters a jump on those more stringent standards, last fall the state kicked off the first leg of a multiyear plan to phase in universal, publicly funded preschool for all 4-year-olds statewide by 2001-02. Local districts also saw a boost of nearly \$850 million in overall state aid, an increase of 7.7 percent.

But with those extra resources, state leaders strived to deliver the message to local school officials that they will be held accountable for results.

"I've told them over and over again that there is a test with one question that they will face this year," says Commissioner of Education Richard P. Mills, "and that is, 'What did you get for the

money?" "

Another program that underwent a tuneup during the past year was the state's process for identifying and intervening in chronically low-performing schools, known as Schools Under Registration Review. A prime objective of the changes was to make the 9-year-old accountability system more effective in helping turn schools around. The plan calls for improving the external school reviews conducted under the program.

Related to those revisions were modifications in the school-by-school report cards the state launched in 1997. Starting this school year, the reports will feature a "school accountability page" aimed at informing the public about the student-performance data that the state uses in its monitoring program.

New York's method of holding teacher-preparation programs accountable will also change under the teaching plan the regents adopted last summer. Among the changes is a requirement that 80 percent of each program's graduates pass the state's teacher-licensing exams. If programs fall short of that goal, they risk eventual revocation of their authority to operate in the state.

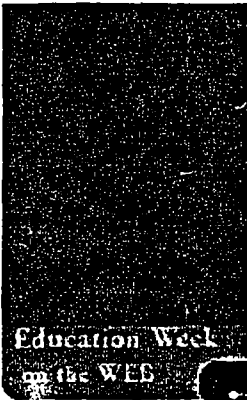
All teacher education programs, public and private, will also have to become accredited by 2004 under the plan. Initially, the board members considered requiring all such programs to win the seal of approval from a national accrediting association. Following an outcry from some college officials, however, the regents instead directed that programs win accreditation either from a national organization or a system to be developed by the state.

Next in line for a tuneup was the teacher-credentialing system. The regents added, among other provisions, a requirement that entry-level teachers earn a master's degree within two years.

Tackling the problem of unlicensed teachers, the regents set a deadline of 2003 for the state to stop issuing the kind of temporary licenses that are held by an estimated 9,000 teachers in New York City. And as of this coming fall, schools that are on the SURR watch list will no longer be allowed to hire teachers who hold such emergency certificates.

For teachers further along in their careers, the plan mandates that those hired after September 2000 participate in 175 hours of professional development every five years to remain in good standing. Teachers hired before that date will not be affected.

Following protests from teachers' unions, the board scuttled a proposal that would have required all teachers to undergo a job evaluation every five years by a team including master teachers from outside the school. Instead, the regents ordered changes designed to add rigor to the annual job evaluations that teachers receive from local administrators. In addition, they required that beginning in 2001 school report cards list performance-related information about teachers, such as the number who have been rated unsatisfactory.



As a sequel to the teaching reforms, Commissioner Mills has launched an initiative focusing on leadership, both among administrators and local school board members. If schools are to be accountable for learning, he argues, strides in this arena are imperative. "If you have bad reading scores, it's not sufficient to say we need another messiah to fix the problem," he says. "Accountability requires sustained leadership."

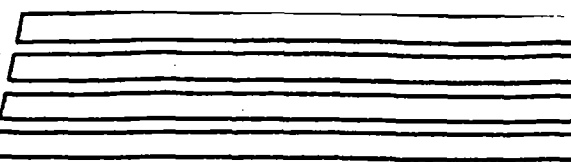
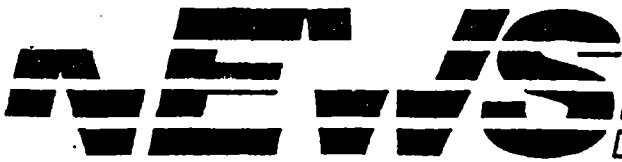
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THE STATE OF LEARNING

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SCHOOL REPORT CARD STATEWIDE TOTALS:

MORE STUDENTS PASSED REGENTS ENGLISH, MATH EXAMS

More high school students took and passed English and Math Regents Exams last year, according to statewide results on report cards now being mailed to schools.

At the same time, the percentage of students scoring above "minimal competency" fell slightly on third and sixth grade State reading tests.

Sixty-five percent of students last year scored above 55 on the English Regents Exam (based on average grade enrollment), an increase of two points over the previous year. (A grade of 55 is the minimum allowed when the exam is required for high school graduation, starting with today's 11th graders.) Fifty-seven percent of students scored above 65.

Seventy percent of students last year scored above 55 on the Regents Math I Exam, an increase of four points over the previous year. (A grade of 55 is the minimum allowed when the Math Exam is required for high school graduation, beginning with today's 10th graders.) Sixty-two percent scored above 65.

At the same time, more students took the exams, a sign that they have been moved into a higher-standards, Regents-level curriculum.

Schools also reported that 73 percent of last year's 12th graders had scored above 55 on the English Regents Exam at some time during their high school career. This number is important because it indicates that 73 percent of last year's 12th graders

(more)

statewide would have met the requirement for passing the Regents English Exam. However, that requirement will not take effect until today's 11th graders graduate.

(See attached charts for more details.)

"Although the results are clearly not enough yet, especially in high need schools," State Education Commissioner Richard Mills said, "we can see the job is doable. Students can and will achieve higher standards."

"We need to keep a constant focus on reading and writing," he said. "We need to ask, 'Are our students reading 25 books a year and writing 1,000 words a month?' We need to be sure students who need extra help are getting that help."

"The extra help also needs to come from the State," Regents Chancellor Carl T. Hayden said. "We need to provide additional resources now to ensure students reach the higher standards." The Regents have proposed that the Legislature and Governor increase State Aid by \$885 million this year.

At the same time, the percentage of students scoring above minimum competency on the third grade reading tests declined by 2 points to 84 percent. The percentage scoring above minimum competency on the sixth grade reading test declined by 3 points to 83 percent.

"We have to work much harder with young children to increase their basic skills," Mills said.

"This spring we will release results from January's 4th grade English test. We will have to look at those results carefully," Mills said. "We saw a tremendous focus on reading and writing during the time leading up to that test."

"We have to push forward in reading and writing at all grade levels," Hayden said. "This is at the core of what students must do."

The performance of students with disabilities also showed an increase at the high school level and a decline at the third and sixth grade level.

Twenty-five percent of students with disabilities achieved a score of 55 or more on the English Regents Exam, an increase of 4 percent over the previous year. Twenty-nine percent achieved a score of 55 on the Regents Math I Exam, an increase of 8 points over the previous year.

(more)

At the same time, fewer students with disabilities scored above “minimum competency” on the third and sixth grade reading and math tests. Results dropped from 1997 but remained above 1996 levels.

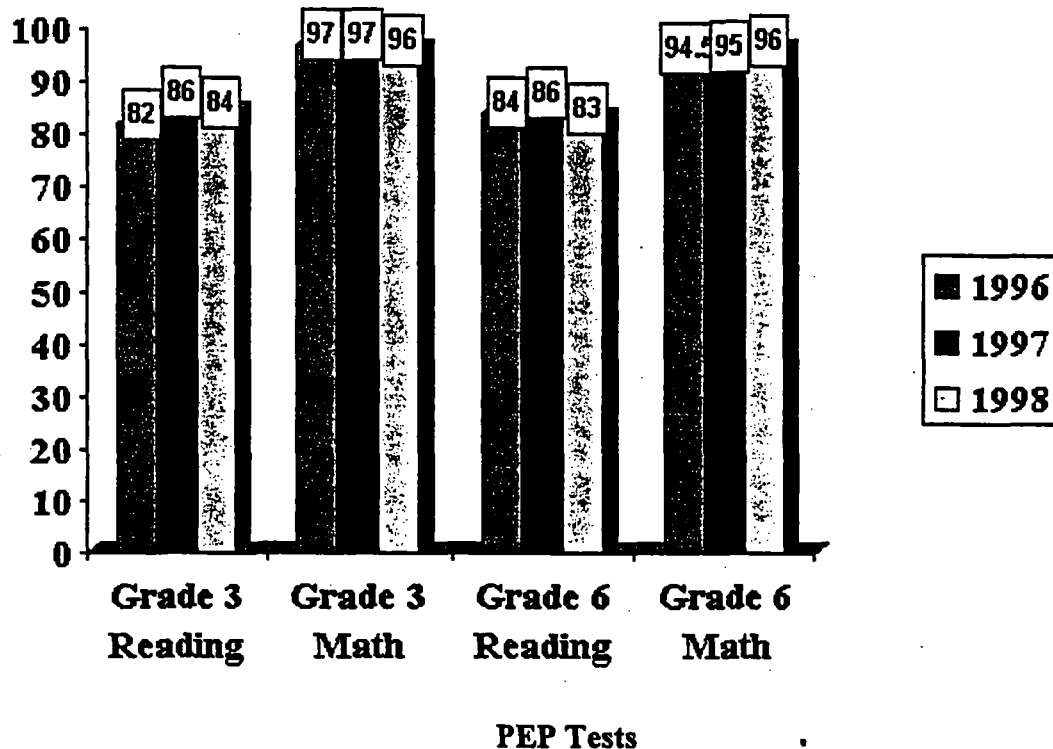
Here are the results for students with disabilities:

	1996	1997	1998
3 rd Reading	33%	48%	46%
6 th Reading	32%	47%	37%
3 rd Math	70%	82%	73%
6 th Math	64%	74%	69%

“The results at the high school level indicate more students with disabilities are improving achievement,” Mills said. “The third and sixth grade results show we have to work especially hard to give those children extra support.”

[**Please note: Annual results for performance on the Regents Exams are reported here as a percentage of average grade enrollment, not a percentage of those tested. This counts all students, whether they took the test or not. Suppose, for example, the average enrollment of each grade in a particular high school is 100 students. Of those 100 students, 75 students took the English Exam and 50 students passed it. That means the percentage of average grade enrollment who passed is half of the 100 students or 50 percent.]

Elementary Performance Students in General Education Percentage Performing Above the SRP



The statewide results appearing this month are the beginning of series of reports about school performance that will grow in intensity. In a few weeks, individual school results will appear in School Report Cards. In April we plan to release the 4th grade English test results. In May we expect to have the January Regents exam results. When the new school year begins we will see the 8th grade English and Mathematics test scores.

National reading scores underscore need for focused effort

New York's National Assessment of Educational Progress results overall show we have to do better. We made a four-point gain on the fourth grade reading test between 1994 and 1998, but it is not considered statistically significant. Also, a comparison with 1992 results shows no significant improvement, either in New York or the nation.

According to the eighth grade NAEP reading test results, New York is above the national average. There were no state-by-state results for the eighth grade in 1994, so we can't make a comparison with previous results.

Overall we need to continue to work harder. The NAEP results indicate many students need to read and write much more if they are to succeed in meeting the State's higher academic standards. More positively, as students and schools prepared for this year's fourth grade State test, we saw a greatly increased emphasis on reading and writing. This intense focus on literacy must continue.

Asking the right questions about Higher Education

Higher education has encountered extraordinary changes over the last few decades. It needs a strategic review – and strategic direction. The quality of higher education has been largely unexamined, but that's changing fast. The discussion is about the quality of higher education, about readiness for college, criteria for admission, and affordability.

*On March 18, higher education leaders will assemble in New York City for the **Summit on Higher Education**. Our Advisory Council, consisting of two dozen distinguished college presidents from SUNY, CUNY, and the independent sector boiled down the issues facing higher education to a critical few:*

- The overriding need to deal with all of education as a K through 16 continuum.*
- Accountability for results*
- The complex relationship among college cost, affordability and access.*
- Technology and distance learning*

The Education Summit will develop these ideas. People who care about higher education can help by addressing some key questions.

First question: How can the whole continuum of education from K through 16 work more effectively for students?

For example, the City University is linked to the City school system. The City schools provide most of the CUNY undergraduates. CUNY provides most of the City's teachers. For good or ill, the University and the City public schools enforce each other's standards. That's a fact. With hard work we could also make it a strategic advantage.

We can't afford to think of K-12 on the one hand and college on the other. A recent survey of the nation's Governors found very strong interest in rethinking education in a K-16 context. Families already see education this way. They navigate the whole maze of school, college, and technical program on the way to jobs and between jobs. Educational institutions can act from a larger perspective, too.

Second question: Who makes it through college?

New York ranks first in the percentage of high school graduates going to higher education, and it's a diverse group: about 80 percent across racial and ethnic groups. The CUNY student population reflects this diversity.

Access looks good, but completion is another story. We must improve completion rates for all students and especially for ethnic and racial minorities. Why don't more students graduate? There are many factors: Better preparation in school will give students a better chance to perform well in college. Remediation alone won't be enough for some students. We must surround students with the help they need to meet the standards and succeed. The Higher Education Opportunity Program, overseen by the State Education Department, points the way.

Another factor that affects opportunity is cost. New York students face higher than average "sticker" prices – the amounts they need to cover tuition, fees, board, and other expenses before student aid. And we spend more on state grant aid per full time student than any other state.

Third question: What do graduates know? Is that enough?

It is not enough that colleges increase their graduation rates. While it is important, it is equally important that students demonstrate the knowledge and skills necessary to succeed in our increasingly competitive economy. Neither New York nor the nation can now answer the question of what college graduates know.

Starting last month, a new task force will guide the design and launch of a Higher Education Assessment and Institutional Effectiveness system. I am turning to a broadly representative advisory group to develop the framework and build consensus.

Most of these issues demand a K-16 perspective rather than one limited to higher education. It is vital that all the parties work together.

Most states have to create a table for the parties to even discuss K-16. In New York, that table already exists: the Regents working with the public school leaders and with Trustees of CUNY, SUNY, the independents, and the proprietary institutions.

Nonpublic schools and state standards

Department staff continue to engage in discussions with nonpublic school leaders to seek a solution to maintaining the autonomy of nonpublic schools, while assuring that all students attending nonpublic schools achieve the State standards. These conversations have generated a proposal in which nonpublic schools would have three possible options. The first is voluntary compliance. The second is using a system of State-approved third-party accreditation to evaluate whether the total school curriculum and assessment program meets or exceeds the State standards. And the third option: Schools not complying with either of these options would be unregistered high schools.

There is considerable interest in these options; however, several questions and issues still need to be resolved. We are confident we are making progress toward a solution that staff will present to the Board this spring.

The Catholic Superintendents have proclaimed their intent to meet or exceed Regents standards in testimony before the joint finance committees of the Legislature.

Professional development and student achievement

Helping teachers develop their knowledge and skills is a good strategy to help students achieve more. But it's not always obvious that professional development springs from reflection on what students know. "How do you know that your training programs are good?" is a question I have asked many training providers. The usual answer points to "good evaluations from teachers."

Asking the customer is an important way to keep tabs on quality, but we should also ask if practice changes and student results improve. That was a key concept at the Professional Development Providers Forum in late February. Schools that show rising performance tend to be the ones that train relentlessly for that result.

Three deputy commissioners spoke to the group – James Kadamus, Gerald Patton, and Larry Gloeckler – to underscore the Department-wide investment in professional development that drives directly toward higher achievement.

Leadership training

Leaders need training. That has been a consistent theme in our Forums on school leadership. That was

also a theme for the State Education Department in our annual staff surveys and in the Rockefeller Institute studies we commissioned. We turned to the Maxwell School at Syracuse University for a three-day leadership training course for all managers in the State Education Department. All of us have now completed that first course. State Education Department managers will apply the new skills to the latest staff survey results and find solutions. We are planning a second round of training for supervisors.

Parent Night on PBS: Getting ready for the English exam

For the third time this school year, parents and others had a chance to participate in Parents Night on PBS. The subject was the Regents English Exam. Several of us read sample test questions, discussed how to prepare, and showed short video clips of how schools are preparing students for the examination. We took many calls from viewers, and most of them were students.

Three budgets

The day after I presented the Regents budget proposal for 1999-2000, senior staff met to discuss the budget for 2001. It shouldn't surprise anyone. An organization that is engaged in quality for the long term must become comfortable with thinking simultaneously about at least three budgets. They are the budget we are managing right now, the one we are advocating to the Legislature for the year ahead, and the budget we are building for the year after that. All of our budget work follows from the six goals of our Strategic Plan. And all of it is about focusing resources on strategies to buy higher performance.

The 2000 Budget

This is the season for endless re-enforcement of the basic message. On the Regents behalf, I have talked about our budget proposals to legislative finance committees, education committees, and the Senate Higher Education committee, and also met with the chairs individually. Regents and I have talked about the budget to editorial boards and business groups. I convened the education advocacy groups to compare notes about what we are doing to communicate the financial priorities. The most important contacts, however, come from local educators, VESID clients, librarians, school board members, university presidents, union leaders, school board members, and the many thousands of others who can speak most directly to the need for focused investment in higher performance. We encourage them to speak out now.

Pop Art at the State Museum

The Fleet Great Art Series at the State Museum began this month with the opening marked by a reception to honor those who made this possible, and an elegant dinner at the Executive Mansion hosted by Governor Pataki and Mrs. Pataki. Senator Roy Goodman, Fleet Bank, and the Museum of Modern Art worked with the State Museum to create this first in a series of exhibitions over the next three years.

Pop Art was outrageous in 1962 in the best sense of that word. And it still is. I visited the exhibition on a recent Saturday to see the 28 works by some of the very best of the genre, and also to watch the museum visitors interact with the art.

Small children wanted to step over the barriers to greet the work up close. Parents tried to explain the art to their children and to each other. One lady said "I'm not into Pop Art," but she came anyway, and I think got some of the message.

As any visitor can see, Pop Art just challenges, irritates, unsettles, tweaks – it bugs you! Art will do that. The world that I knew in 1962 appeared to be a very orderly place. Pop Art was one of many forces that helped to shake all of that surface order adrift. We had a lot of thinking to do back then. Art helped many people express that thinking and the emotion that came along. And Pop Art still has that power.

We are very grateful for the partnership with the Museum of Modern Art and for the many who supported this extraordinary venture.

April 21, 1999

ALBERT SHANKER AWARD SPEECH

DATE: Thursday, April 22
TIME: 7:45 p.m. - 9:30 p.m.
LOCATION: Convention & Civic Center
Niagara Falls, New York
FROM: Brenda Costello and
Natasha McMahan

I. PURPOSE

To receive the first *Albert Shanker Award for Distinguished Service* at the New York State United Teachers' annual convention.

II. BACKGROUND

As you know, you are being presented the *Albert Shanker Award* on Thursday evening at New York State United Teachers annual convention. The three-day convention will feature seminars and speakers on topics such as "*Safe at School: Improving Discipline/Preventing Violence*" and "*Educational Issues: new Standards for Students & Teachers.*" Other dignitaries expected to address delegates include American Federation of Teachers President Sandra Feldman, Senator Charles Schumer, Representative Nita Lowey, New York Attorney General Eliot Spitzer, and state Education Commissioner Richard Mills.

Delegates to New York State United Teachers' 27th annual Representative Assembly will focus on "strategies to make schools more civil places and to improve the teaching and learning environment as schools prepare students to meet higher academic standards." NYSUT will unveil a new survey during its three-day convention, to be held at the Niagara Falls Convention and Civic Center April 22 - 24, that shows students' attitudes and behaviors have deteriorated over the last five years.

Albert Shanker Award for Distinguished Service

The Albert Shanker, named after the New York State United Teachers' (NYSUT) late mentor and president, has been presented in the past under the title *NYSUT Distinguished Service Award*, to an individual who has made a special contribution to America's greatest institution -- its public education system. Previous recipients include: Senator Edward Kennedy, Matilda R. Cuomo (Council on Children and Families), and Thomas Donahue (former president of AFL-CIO). Your "unwavering support for quality education and your advocacy for equal opportunity for all students" is the foundation upon which NYSUT selected you to be the recipient of the 1999 *Albert Shanker Award*.

This year's award, the eleventh that NYSUT has awarded in its 25 year history, will take on an even more significant meaning as the award is renamed in honor of Albert Shanker. Thus, you will be the first recipient of *the Albert Shanker Award for Distinguished Service*. The

award is to be presented at the annual Representative Assembly attended by 3,500 delegates of NYSUT.

New York State United Teachers (NYSUT)

New York State United Teachers (NYSUT) is a federation of more than 900 local teachers unions, each representing its own members. NYSUT is part of the American Federation of Teachers (AFT) and part of organized labor - the AFL-CIO - and of Education International, with more than 20 million members world wide. NYSUT ranges in size from tiny locals of fewer than 10 members to the United Federation of Teachers, which represents 130,000 teachers and other school employees in New York City.

There are more than 400,000 people representing NYSUT who work in, or are retired from, New York's schools, colleges, and healthcare facilities. Members of NYSUT include New York classroom teachers, college and university faculty and professional staff, school bus drivers, custodians, secretaries, cafeteria workers, teacher assistants and aides, nurses and healthcare technicians. NYSUT is dedicated to improving not only its working conditions, but also its professions. NYSUT's mission is to be united in a common commitment to improve the quality of education and healthcare for the people of New York.

NYSUT is a grassroots organization and elects the people who lead its local unions and or state and national affiliates. Delegates who are elected to a state convention - the Representative Assembly - will discuss issues and set policy that determine the programs and services that NYSUT provides. NYSUT's officers, elected by the Representative Assembly, oversee a staff of more than 300 who carries out the union's business. The convention delegates also elect a Board Of Directors, which determines policy between conventions.

Niagara Falls Convention and Civic Center

The Niagara Falls Convention & Civic Center is the hub of an extensive convention, entertainment, hotel and retail complex in the heart of Niagara Falls, USA. Located only two blocks from the American Falls, the Center has thrived as the centerpiece for meetings, conventions, and events throughout the Niagara region. Designed by world famous American architect Philip Johnson, the Center has hosted thousands of clients throughout it's 24 year history.

Format

Prior to the event, you will participate in a meet and greet of approximately 90 guests comprised of members of NYSUT and AFT, Board of Directors, and family members. You will then proceed to a holding room where you will await to be announced onto stage. Once on stage, you will take your seat and Thomas Hobart, Jr. (President of NYSUT) will make welcoming remarks and present you with the *Albert Shanker Award for Distinguished Service*. You will make remarks and depart. Upon conclusion, you will have the option to work a ropeline. There will be 3,500 guests comprised of members of NYSUT and AFT,

Board of Directors, supporters and family members.

III. PARTICIPANTS

Meet and Greet

-see attached list

Program

-The First Lady

-Thomas Hobart, Jr., President, NYSUT

IV. SEQUENCE OF EVENTS

- Prior to the event, you will participate in a meet and greet of approximately 50 guests comprised of members of NYSUT AND AFT, Board of Directors, and family members.
- Then, you will proceed to a holding room where you will await to be announced onto stage.
- Once on stage, you will take your seat and Thomas Hobart, Jr. (President of NYSUT) will make welcoming remarks and present you with the *Albert Shanker Award for Distinguished Service*.
- You will make remarks and depart. Upon conclusion, you will have the option to work a ropeline.

V. PRESS

Meet and Greet

Closed Press/WH Photo.

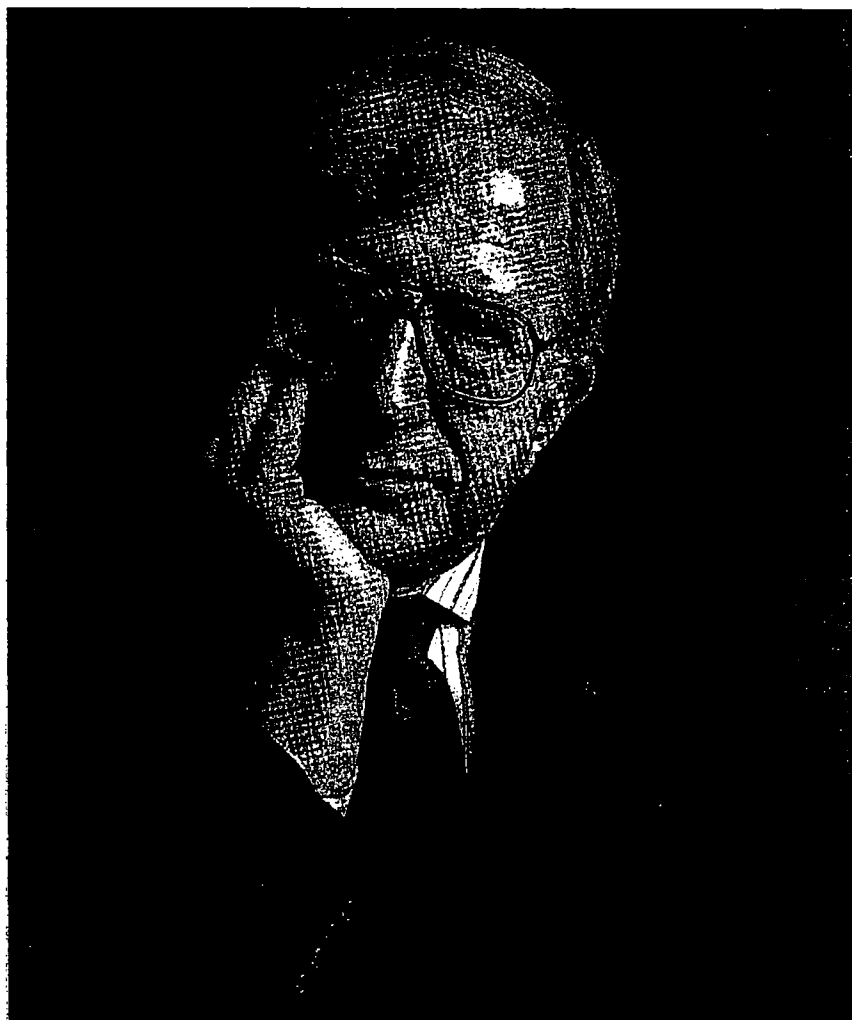
Program

Open Press/WH Photo.

VI. REMARKS

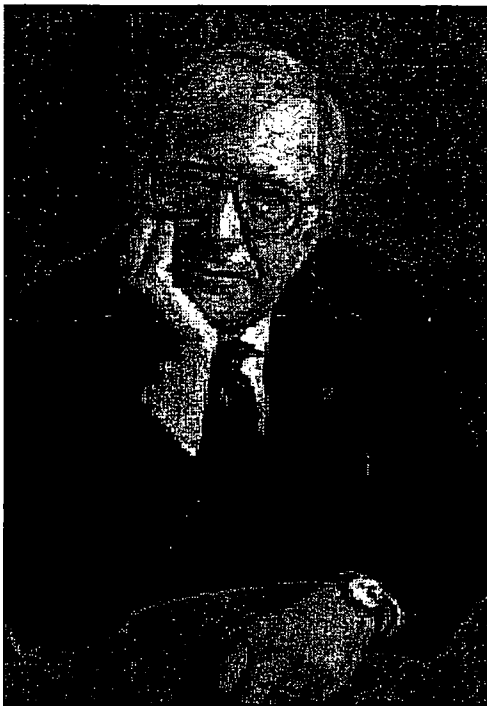
To be provided by Christy Macy.

The Albert Shanker Award for Distinguished Service



MEMORIAL TO ALBERT SHANKER

1928 -- 1997



Brief chronology of the life of Albert Shanker

9/14/28 Born to immigrants from Czarist Russia, Morris, who delivered newspapers, and Mamie, a garment worker holding union cards in both the International Ladies Garment Workers Union and Amalgamated Clothing Workers Union.

1946 Graduated from Stuyvesant HS, where he headed the debate team. Enrolled in the University of Illinois at Champaign-Urbana ... In college joined recently formed Congress of Racial Equality.

1949 Graduated with honors with degree in philosophy. Enrolled in doctoral program in philosophy at Columbia University, intending to become a college professor. Would complete all coursework ... Married Pearl Sabbath; they would have son, Carl.



1952 To earn money to complete dissertation, took teaching job as a per diem substitute at PS 179 in East Harlem.

1953 Moved into a regular sub position at JHS 126 in Queens. Met other young radical teachers George Altomare (later a United Federation of Teachers VP) and Dan Sanders (later a NYSUT officer and organized school for Teachers Guild).

1959 Left job teaching at JHS 88 in Manhattan to become full-time Teachers Guild organizer.

1960 Guild merges with breakaway faction of High School Teachers Association to form UFT. Soon after, UFT strikes for one day to demand collective bargaining rights.

1961 NYC teachers choose UFT as collective bargaining agent, the first time in the U.S. that teachers would have right to negotiate for better wages and working conditions. ... Second marriage. Edith (Eadie) Gerber; they would have three children, Adam, Jennie and Michael.

1962 Shanker elected UFT secretary.

1964 Succeeds Charles Cogen as UFT president.



1967 Leads three-week strike for smaller classes, more money for education. Goes to jail for 15 days for violating state law prohibiting strikes by public employees.

1968 Leads long and bruising Ocean Hill-Brownsville strike over due process rights for members.

1969 Goes to jail for another 15 days for his role in 1968 strike ... Brings paraprofessionals into UFT.

12/19/70 Begins "Where We Stand" column in The New York Times.

1972 As head of the American Federation of Teachers' statewide organization, worked with Tom Hobart, the Buffalo teacher who led the National Education Association's statewide affiliate, to form NYSUT. After serving as co-president with Hobart, Shanker became NYSUT executive VP until 1978.

1973 Elected VP and executive council member of AFL-CIO; would head its international affairs committee ... Woody Allen spoofs him in Sleeper ... Joins International Rescue Committee.

1974 Elected AFT president. Would be re-elected every two years thereafter.



1975 In financial chaos, NYC dismisses some 15,000 teachers. As contract expires, teachers return to school in September to find over 50 children in a class. UFT Delegate Assembly recommends a strike and 23,000 at Madison Square Garden roar approval ... Strike lasts five days, wins longevity increases, for 10 and 15 years of service ... Shanker later plays key role in saving NYC from bankruptcy by asking the Teachers' Retirement System to invest \$150 million in Municipal Assistance Corp. bonds.

1976 Elected delegate to Democratic National Convention; also 1980, 1984, 1988, and 1996.

1983 Committee on Economic Development's education task force ... Embraces Reagan administration's "A Nation at Risk" report, which condemned the state of American education and called for higher standards.

1985 Carnegie Forum on Education and the Economy, task force on teaching as a profession ... First floats idea of a rigorous national teacher's exam in speech at National Press Club ... Resigns UFT presidency; succeeded by Sandra Feldman January, 1986.

1986 Visiting professor Hunter college.

1987 Visiting professor, Harvard; also in 1988, 1989, 1990.

1988 Testifies for funding needed to start work of National Board for Professional Teaching standards, which grew out of his 1985 speech.

1989 George Bush names him to President's Education Policy Advisory Group.

1993 Founding president Education International, the union formed by merger of AFT/NEA international affiliates.

1996 Announces AFT's "Lessons for Life" campaign, which calls for higher standards of student conduct and achievement ... Named fellow of American Academy of Arts and Sciences, the only labor leader to sit beside Nobel laureates and Pulitzer Prize winners.

2/22/97 Dies.



Albert Shanker Award for Distinguished Service

New York State United Teachers (NYSUT) is proud to recognize the following recipients of its Distinguished Service Award for their special contributions to public education in the United States.



Claire Florn (1985), chairperson of the New York Alliance for Public Schools, for promoting business involvement to improve public schools.



John Creedon (1986), president of Metropolitan Life Insurance Co., for facilitating the issuance of surveys on teacher attitudes which helped enlighten the public on the plight of our nation's public schools.



Lewis Branscomb (1987), vice president of IBM, for chairing the Carnegie Report, *A Nation Prepared*, which initiated discussion on education reform.



The Golub Family (Neil, Jane, and Lewis) and WTEN-TV (1988), for sponsorship in the Albany area of *A World of Difference*, a national prejudice reduction effort that included a K-12 curriculum.

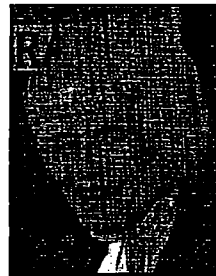


Fred Salerno (1989), president of New York Telephone, for chairing the New York State Temporary State Commission on the Distribution of State Aid to Local School Districts, which highlighted the need for restructuring the means by which we finance our public schools.

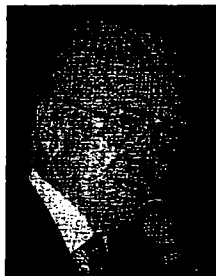


Matilda Raffa Cuomo (1991), honorary chair of the Council on Children and Families, for her leadership of the New York State Mentoring

Program, which plays an important role in the lives of hundreds of potentially at-risk children in New York State.



Vivienne Anderson (1992), posthumously, for her work in bringing an appreciation of the arts into the schools, and specifically for her creation and leadership of the annual Imagination Celebration.



Ernest Boyer (1993), president of the Carnegie Foundation for the Advancement of Teaching, for his outstanding work in behalf of education reform.



Thomas Donahue (1996), former president and secretary-treasurer of the AFL-CIO, for his dedication to the mission of the American labor movement, which has resulted in better working conditions and an improved quality of life for thousands of NYSUT members.



Edward M. (Ted) Kennedy (1997), U.S. Senator from Massachusetts, for his support of quality education, advocacy for those less fortunate, and voice for fair and equitable treatment of all citizens.

NYSUT's 375,000 members include teachers and other employees in our public elementary and secondary schools, community colleges, State University, and City University.

New York State United Teachers

The people who help New York to learn.



Press Releases: Media Relations/Communications

NYSUT to Focus on Restoring Civility to the Classroom; Hillary Clinton, Schumer to Address 27th Representative Assembly

April 9, 1999

ALBANY, N.Y. April 9, 1999 - Delegates to New York State United Teachers' 27th annual Representative Assembly will be zeroing in on strategies to make schools more civil places - and to improve the teaching and learning environment as schools prepare students to meet higher academic standards.

The union will unveil a new survey on the eve of its three-day convention - to be held April 22-24 at the Niagara Falls Convention and Civic Center -- that shows students' attitudes and behavior have deteriorated over the last five years.

NYSUT President Thomas Y. Hobart Jr. said teachers are concerned that increasing profanity, disrespect and defiance of teachers will hinder the movement to raise standards and ready students to meet tougher Regents requirements.

"Especially at a time when students and teachers face the toughest academic hurdles ever, we can no longer tolerate a lack of civility and bad behavior in the classroom," Hobart said. The union president said delegates will recommend some tough strategies for dealing with classroom disruptions and creating a more productive learning atmosphere.

In between debates on school discipline and other issues, delegates will also hear from some of the leading voices on New York's education and political scene.

Highlighting the three-day convention will be a newcomer to state politics - First Lady Hillary Rodham Clinton, whose interest in a race for New York's soon-to-be-open U.S. Senate seat has captured national and international attention. Clinton will receive the union's Albert Shanker

PLEASE NOTE:

Editors: Follow the link below for a schedule of New York State United Teachers' 27th annual convention which will be held April 22-24 at the Niagara Falls Convention and Civic Center. Reporters may pick up credentials in the Pub Room, which will serve as the Press Room. Advance interviews, phone interviews from the convention and copies of news releases, reports and speeches may be arranged through NYSUT's Media Relations/Communications Department, 518-459-5400 Ext. 6313 until April 20, and through the press office from April 21-24. The phone number for the convention press office will be made available in future media advisories before the convention.

SEE ALSO:

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CONTACT: Linda Rosenblatt
Director or Denise Clapham or Carl Korn
Media Relations/Communications
518-459-5400 EXT 6313

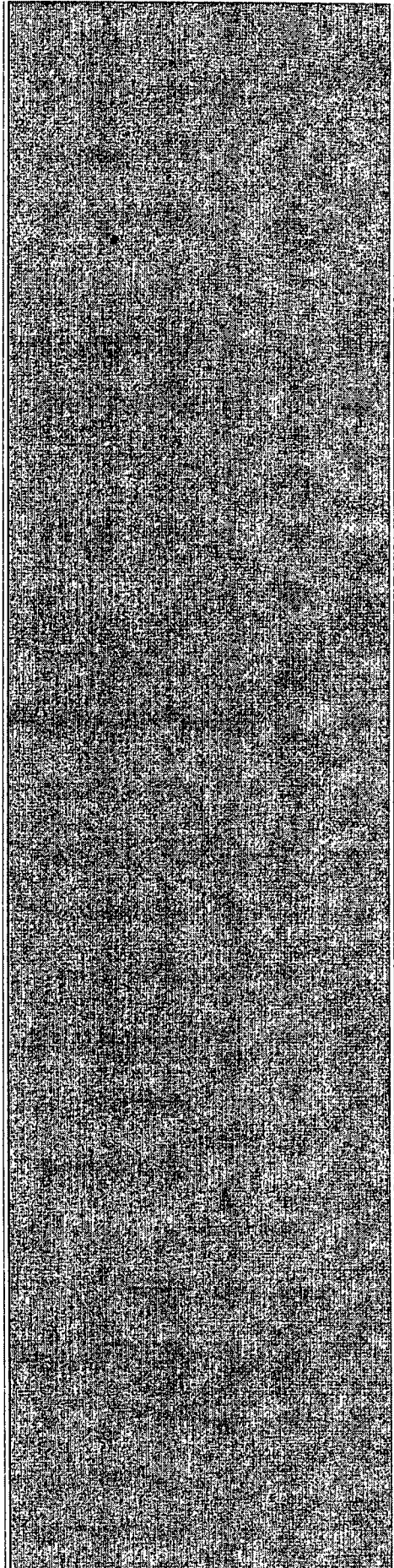
Distinguished Service Award on Thursday night. Other dignitaries expected to address delegates include state Education Commissioner Richard Mills, Regents Chancellor Carl Hayden, Attorney General Eliot Spitzer, U.S. Rep. Nita Lowey, D-N.Y., and American Federation of Teachers President Sandra Feldman. Newly elected U.S. Sen. Charles Schumer, D-N.Y., will deliver the keynote address Friday afternoon. Hobart will deliver his State of the Union message on Thursday evening.

NYSUT delegates are also expected to flex their political might in Albany as part of the union's all-out effort to provide students with the resources they need to successfully meet higher academic standards. Delegates will use NYSUT's electronic political action center to send a blizzard of e-mails and faxes to the governor, legislative leaders and their hometown lawmakers, urging them to reject proposed education cuts in the executive budget.

With no state budget in sight, NYSUT Executive Vice President Alan B. Lubin said the union's political activists would keep up the heat on lawmakers. Delegates will be pressing their hometown legislators to continue their critically needed support for school repairs, Teacher Centers and the Mentor-Teacher Intern program, and for SUNY, CUNY and the state's community colleges. Delegates will also be writing and faxing their federal representatives in Congress with messages of support for saving Social Security and Medicare. NYSUT health care workers will concentrate on winning whistle-blower protection for nurses and other health professionals in any "Bill of Rights" for patients in managed care.

Lubin said the governor's proposed spending plan would shortchange many local school districts, forcing them to choose between higher property taxes or cuts to important programs aimed at helping students pass Regents exams and graduate high school. "Some districts would have to do both," Lubin said. "This budget abandons the state's promise to provide quality early childhood programs and assistance for those students struggling to pass Regents exams. We intend to send state leaders a big message from our convention that these cuts are unacceptable."

In other convention action, NYSUT delegates - including teachers, other school employees, college faculty, health care workers and retirees -- will set the union's policies by debating and voting on more than 100 resolutions.



Among the important issues up for discussion are New York's new charter school law, the union's response to the Regents Task Force on Teaching, and efforts to close the achievement gap between children in affluent suburban districts and kids in poor, urban school districts. Delegates are also expected to throw NYSUT's support behind the Amityville Teachers Association's effort to end a racially discriminatory tracking system and endorse legislation to "strenuously punish" those who commit bias-related hate crimes.

NYSUT represents some 420,000 classroom teachers and other school employees; faculty and other professionals at the state's community colleges, State University of New York and City University of New York, and other education and health professionals. NYSUT is affiliated with the American Federation of Teachers, AFL-CIO.

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or Denise Clapham or Carl Korn
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518-459-5400, EXT. 6313

New York State United Teachers
159 Wolf Road
Box 15008
Albany, New York 12212-5008
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Information on New York's Education Progress

New York State: General

Report to the State Board of Regents by State Commissioner Richard P. Mills, March 1999

According to the March 1999 Report to the State Board of Regents by State Commissioner Richard P. Mills, statewide scores have improved on the English and Math Regents Exams with a state total of 73.3% and the overall percentage of students who took the English and Math Exams has increased. While noting elevation in scores, the Report also stressed the need for improvement in a number of areas, as reading scores did not significantly improve and minimum competency scores actually dropped in the third and sixth grades. For students with disabilities, there was an overall increase in scores on both the English and Math Regents Exams, but a decrease in the percentages of third and sixth grade students scoring minimum competency. [New York State Education Department]

Education Week/Pew Trusts Study

In January 1999 the publication Education Week released a study with state by state analyses on the progress of education reforms. New York was praised for its efforts to improve teacher quality through training, professional development and a re-vamping of the teacher credentialing system. The report noted New York's rigorous testing standards, and its plan to phase in universal publicly funded pre-school for all four year olds. While New York was lauded for its per-student spending, the state achieved low marks for equity in school spending. [The New York Civil Liberties Union filed a Federal lawsuit in December contending that the poor education many minorities receive constitutes discrimination.] Additionally, New York fared poorly in creating an environment conducive to learning. [Buffalo News, 1/7/99; Education Week Special Report; New York Times, 12/4/98]

Special Education

On February 2, 1999 the State Education Department released a study showing that the rate at which students are classified as "special" is slowing down, and that fewer special education students are placed in separate buildings from non-disabled peers. However, the report also cited that special education students are spending more time outside of regular classrooms. Additionally, it cited that minorities in special education programs are overwhelmingly more likely to be separated from regular education students than white special education students: 57.2% Black special education students, 60.1% Hispanic special education students, and 32.4% White special education students are separated from their nondisabled peers for at least 60% of the school day. [New York State Education Department; The Buffalo News, 3/16/99]

TALKING IT OVER

HILLARY RODHAM CLINTON

April 21, 1999

I would bet that most Americans can name their favorite teacher or remember the day when she or he singled them out for praise -- or, worse, a scolding in front of the class.

When President Harry Truman handed out the first Teacher of the Year award in 1952, he said that, next to one's mother, a teacher has the greatest influence on what kind of citizen a child will grow up to be. This is not much of an exaggeration. For as many as eight hours a day, five days a week, nine months a year, teachers hold the future of America in their hands.

This week, my husband carried on the tradition of recognizing great teachers when he honored Andy Baumgartner of Augusta, Ga., as the new Teacher of the Year.

A former Marine, Andy is a bundle of energy. Whether he's using popcorn to teach counting or leading a solemn funeral for a departed pet tarantula, Andy's ability to rivet the attention of his kindergarten students is the envy of his colleagues.

When he accepted his award, Andy said, "Educational accountability is the shared responsibility of all Americans. We can no longer continue to make excuses for not providing optimal learning environments for our children, who deserve nothing less than the best."

He went on to list what he thinks makes a learning environment optimal: small classes with strong parental and community involvement, access to the latest technology, an end to disparities between rich and poor schools, and a highly qualified and professionally compensated teacher in every classroom.

I've cared deeply about these issues for many years. In the 1970s, when I worked with the Children's Defense Fund, I knocked on hundreds of doors to talk with parents about their children's schools. In 1983, when my husband asked me to chair a committee to make recommendations to improve Arkansas schools, I traveled the state, listening to teachers and parents about the challenges they faced.

What I learned is just what Andy said: We need smaller classes, strong community support and parental involvement. We must meet the needs of every student -- the disadvantaged and the disabled as well as the gifted and the privileged. And we must recruit, train and hold onto the most effective and dedicated men and women this country has to offer to teach our children.

Among my husband's proudest achievements in his first term was the enactment of the Goals 2000: Educate America Act and the reauthorization of the Elementary and Secondary Education Act. Together, they fundamentally changed the role of the federal government in our educational system by establishing standards and holding schools, teachers and students accountable for meeting them.

Now, as part of a second major revision of the ESEA, the President has laid out a comprehensive three-part strategy to continue the progress we have made. His plan targets funds to prepare disadvantaged students, promotes student, teacher and school accountability, and strives to recruit, prepare and retain the very best teachers.

The President wants every teacher to be fully certified in the subjects they teach and asks states to adopt performance examinations for them. Teachers, like their schools and their students, must meet high standards.

Next, the President would fund scholarships and other programs to attract more mid-career professionals to teaching and to lure more teachers to high-poverty and rural public schools.

One out of five teachers leaves the profession after only three years, so once we've attracted the best individuals to teaching, we have to make sure they want to stay there. We have to offer more peer assistance programs and team planning periods to help new teachers. And we have to offer every teacher ongoing opportunities for professional development.

A major goal of the President's initiative is to reduce class size, particularly in the elementary grades. A recent five-year study of the Milwaukee schools confirmed that students in smaller classrooms outperformed those in larger ones, including those who used vouchers to study outside the public school system. Congress has already funded about a third of the President's proposal to put 100,000 new teachers in the classroom. Now, he is asking lawmakers to finish the job.

Finally, experienced teachers ought to be paid what they are worth. As we raise standards, we ought to raise salaries as well.

Because of a growing student population and an anticipated wave of teacher retirement, this country will need to hire 2 million new teachers over the course of the next few years. Every one of them should be just as committed, competent and enthusiastic as Andy Baumgartner.

As we stand on the brink of the new century, making our public schools the best in the world will be more important than ever. It will take imagination and daring, commitment and perseverance, equity and resources. But we can do no less for our children and for our future.

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April 29, 1997

Talking it Over

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[Teachers Take Charge of Their Learning]

TEACHERS
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Transforming Professional Development
for Student Success

EXECUTIVE SUMMARY

The National Foundation for the Improvement of Education