

a special series report of the southern legislative conference

# FILLING IN THE GAPS

# SOLVING TEACHER SHORTAGES

## TEACHER RECRUITMENT, LICENSURE AND RETENTION IN SOUTHERN STATES

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# INTRODUCTION

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Every year, many school systems across the country struggle to fill vacancies left by teachers who move, quit, retire, or change jobs. For many districts the situation grows more difficult annually. In the not-so-distant past, many school districts did not look much further than their state to find qualified staff, and often found them within or close to their own jurisdictions. Today, school systems travel to neighboring states, across the country, and even to foreign lands to fill the gaps in their hiring.

The “teacher shortage” has come to define a significant part of the educational landscape in the 21<sup>st</sup> century. Just as the importance of teachers to student achievement has begun to be demonstrated through research, the number of teachers seems to be shrinking. In part this is a matter of demographics. American school enrollment is approaching a record high due to the enrollment of the children of baby boomers—the so-called baby-boom “echo”—and an increase in immigration. The general population of teachers is growing older, on average, with sizable percentages of teachers at or approaching retirement age. Teacher attrition continues to run unacceptably high. The (until recently) robust economy afforded ample opportunities in fields other than education to students with college degrees. Furthermore, due to change in federal and state laws, requirements for teachers are becoming more demanding and thus more restrictive. Finally, many states have enacted class-size reductions which function to increase the number of teachers needed even absent the above conditions. As a composite, the demand for teachers has never been greater.

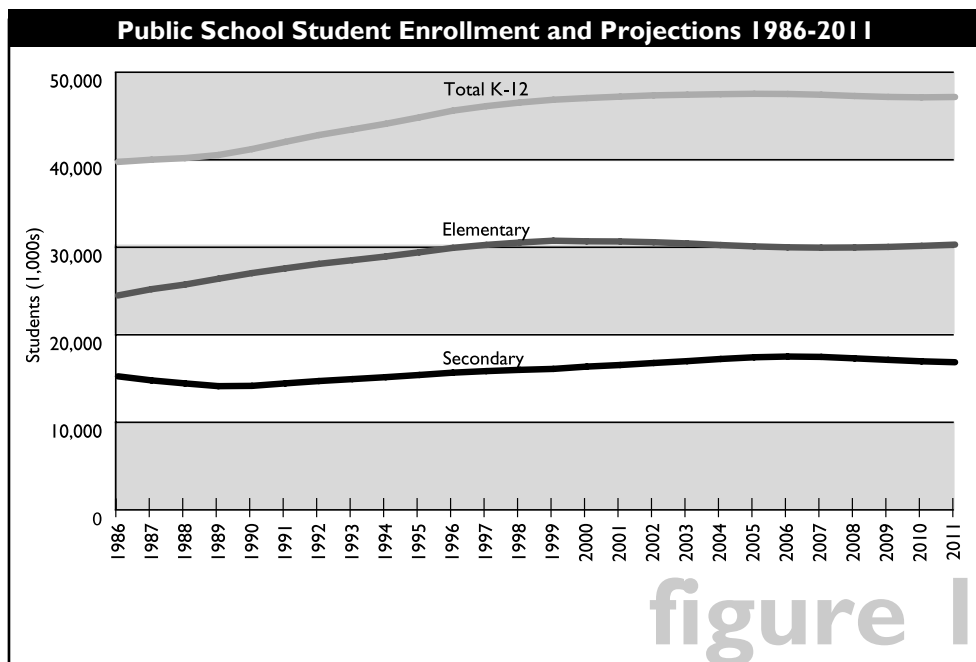
The supply side of the equation, however, is lagging. Traditional teacher training programs continue to face daunting competition from other disciplines in recruiting candidates. The status, working conditions, and compensation for teachers lag behind other fields, all of which contribute to a serious recruiting problem. With a slowing economy, some of the pressure on school district recruiting has been relieved. It is unlikely, however, that the supply situation will remain strong when the economy improves and opportunities in other sectors of the economy rebound.

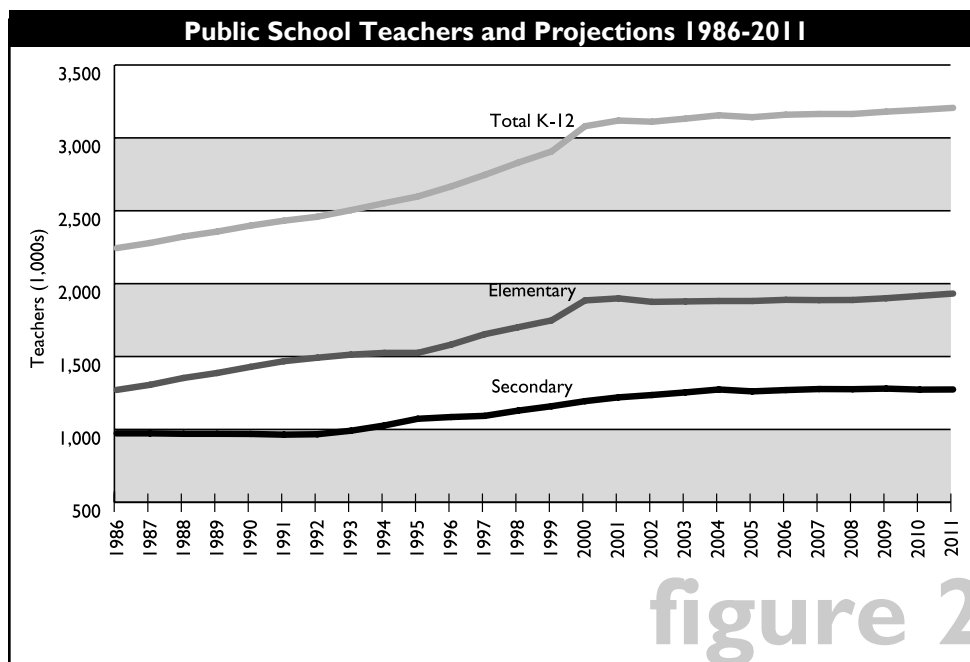
This situation is in some ways exacerbated by the manner in which most teachers enter the profession—through teacher preparation programs which often have been assailed as undemanding, irrelevant, and unresponsive to the realities of the classroom. The supply and demand dynamics coupled with the pressures of the education reform movement have triggered a shift in teacher preparation and licensure over the past 10 years. It also has set off a groundswell of new “alternative” programs for individuals who already have academic credentials but lack formal education training.

There are, however, skeptics who argue that the teacher shortage does not exist, and that the experiences of school districts and schools reflect a shortcoming in teacher distribution and a failure to get qualified individuals into classrooms and to keep them there. Added to this is a growing debate over the efficiency and efficacy of traditional teacher certification programs and the alternative routes for non-education majors to enter the profession. Indeed, teacher certification is being investigated from a variety of angles with an emphasis on how to improve, or in some cases eliminate, the process.

### HOW DID WE GET HERE?

According to the National Center for Education Statistics, there are 3.1 million teachers in public schools in the United States, serving 47 million students. In 2003, K-8 enrollment in schools should peak at 38.75 million students, eventually declining to just over 38 million in 2009.<sup>1</sup> Public school enrollment across all grades will reach a high point of 47.5 million children in 2005. Adding private schools swells this figure to more than 52 million. As a point of reference, K-8 enrollment in 1980 was only 31 million students, with total enrollment only at 46 million students. To serve this surge in population, it is estimated that the United States will need more than 3.5 million teachers by 2010, up from 2.6 million in 1986. To meet this demand, it is projected that the United States will need to hire 200,000 new teachers annually for the next 10 years.<sup>2</sup> Figures 1 and 2 demonstrate the overall trend in public school student enrollment and teachers between 1986 and 1999, and projections through 2011. Table 1 provides this information in tabular form.





Public School Student Enrollment and Teachers 1986-2011						
Year	Student Enrollment (1,000s)			Teachers (1,000s)		
	K-12	Elementary	Secondary	K-12	Elementary	Secondary
1986	39,753	24,497	15,256	2,244	1,271	973
1987	40,008	25,215	14,793	2,279	1,306	973
1988	40,188	25,740	14,448	2,323	1,353	970
1989	40,543	26,408	14,135	2,357	1,387	970
1990	41,217	27,050	14,167	2,398	1,429	969
1991	42,047	27,595	14,452	2,432	1,468	964
1992	42,823	28,105	14,718	2,459	1,492	967
1993	43,465	28,526	14,939	2,504	1,513	991
1994	44,111	28,950	15,161	2,552	1,525	1,027
1995	44,840	29,429	15,411	2,598	1,525	1,073
1996	45,611	29,935	15,676	2,667	1,582	1,085
1997	46,127	30,274	15,853	2,746	1,653	1,093
1998	46,539	30,544	15,995	2,830	1,701	1,129
1999	46,857	30,753	16,104	2,907	1,748	1,159
2000	47,051	30,682	16,369	3,080	1,885	1,194
2001	47,213	30,664	16,549	3,119	1,899	1,220
2002	47,358	30,578	16,780	3,111	1,875	1,236
2003	47,432	30,441	16,991	3,132	1,878	1,254
2004	47,494	30,256	17,239	3,155	1,881	1,274
2005	47,536	30,102	17,434	3,142	1,881	1,261
2006	47,515	29,998	17,517	3,159	1,889	1,270
2007	47,430	29,954	17,476	3,164	1,887	1,277
2008	47,286	29,976	17,310	3,164	1,888	1,276
2009	47,178	30,041	17,137	3,180	1,900	1,280
2010	47,131	30,160	16,971	3,192	1,916	1,273
2011	47,170	30,304	16,866	3,206	1,932	1,274

Source: U.S. Department of Education, National Center for Education Statistics, Statistics of Public Elementary and Secondary Schools, Projections of Education Statistics to 2001, Tables 2 and 31, June 2001.

Notes: Figures from 2000 forward are projections; for the teacher population, the middle alternative projection was used.

A cursory review of the numbers in Table 1 might indicate that news of a teacher shortage is greatly exaggerated, and there are those who argue just this. And while important, enrollment and teacher numbers do not tell the full story. A number of factors have led to concern for the sufficiency of the teacher supply, including retirements and attrition, a depleted “reserve pool” of teachers, geographic and subject area insufficiencies, among others. What the numbers also show is the scope of the potential problem. The number of teachers employed and the students enrolled are considerable.

This is not to say that the United States lacks teachers, per se. In addition to the more than 3 million Americans teaching, there are approximately 6 million more who hold teaching credentials but do not teach.<sup>3</sup> The total number of Americans who could teach, even if those who are in the classroom currently but are not licensed in their fields are excluded, is more than sufficient to cover the anticipated openings in schools in the years to come. The simple reality is, however, that this potential army of 9 million is not rushing to the schools. Since the 1960s, increased options for women and minorities—for whom teaching was one of few professions available offering economic advancement—has diverted what had been a steady supply of teachers to other sectors.<sup>4</sup> And while two-thirds of qualified teachers remain on the sidelines, a second demographic worry looms.

This swelling tide of students is entering school at a juncture when many educators are becoming eligible for, or surpassing the age of, retirement. The impact of the graying instructional population is difficult to gauge for a number of reasons, not the least of which is the relatively long period between retirement eligibility, sometimes as early as 55, and a teacher’s actual retirement age. Nearly one-third of all U.S. teachers have been in the field for more than 20 years, the usual tenure requirement for retirement with full benefits.<sup>5</sup> Interestingly, while a wave of teacher retirements would create extensive openings in schools, it also could increase the amount of money available, at least in the short-run, for new hires or other program costs. Teacher pay is almost always determined by longevity, with teacher’s reaching the top of their pay scales sometime between their 12th and 20th year of service. Thus, as long-tenured teachers leave, they would be replaced by less experienced and less costly personnel. Some recent research has served to downplay the importance of retirement as a factor in teacher shortages, noting that retirement accounts for only 12 percent of teacher departures.<sup>6</sup> But as the teaching population continues to age, this figure should be expected to increase, even as student enrollment rises. In fact, a number of early actions in states, including increases in teacher salary, seems to have postponed retirement for a number of eligible teachers in the 1990s, a fact which reduced the need for new teachers at the time, but could have the opposite effect as this group eventually retires.<sup>7</sup>

Another major factor in explaining teacher shortages is the high turnover rate among them, which is higher than that for other professions. According to federal statistics, 13.2 percent of teachers leave the profession every year, compared to 11 percent for other fields.<sup>8</sup> While the difference may seem negligible, because teachers often leave within the first five years of service, the effect is to have a corps of teachers who are disproportionately less experienced in their field than the turnover rates would suggest. Turnover is particularly pronounced in high poverty schools—15.2 percent annually—and is even higher at private institutions, which in general pay less than public schools. Turnover also is particularly high in the very subject matter areas—science, math, and special education—in which the needs are the greatest and recruitment has been the most difficult.



Turnover among teachers takes two forms: attrition, in which teachers leave the occupation, and migration, in which teachers leave one school to teach in another. The latter accounts for about half of all turnover in schools, which, while not directly affecting the overall teacher supply issue, can lead to persistent shortages and create organizational problems in high-turnover schools.<sup>9</sup> According to recent research, teachers leave the classroom, for the most part, for personal reasons unrelated to their work, but nearly one-quarter of public school teachers cite dissatisfaction as the reason for leaving. Among this group, two frequently cited sources for their unhappiness were low salaries and poor administrative support.<sup>10</sup>

The high departure rate among teachers is only part of the supply problem. Annually, approximately 100,000 teachers graduate from the nation's colleges of education.<sup>13</sup> Of that number, only about 60 percent will enter the classroom after graduating. Within the first five years of teaching, 30 percent of this group will leave teaching.<sup>12</sup> Of those who leave teaching, perhaps as many as one-third (10 percent) will later return to the profession.<sup>13</sup> Convincing more of those students who graduate from colleges of education to enter the profession would improve the situation for school districts, even in the face of high turnover.

It should be noted that this is not the first instance when American policymakers have been warned of an impending "teacher crunch." As recently as the 1980s there were dire warnings of coming shortages which did not materialize, in part because of a drop in attrition among teachers due to delayed retirement, and an increase in the number of teachers who returned to the classroom from other work (so-called re-entry teachers). By the end of the 1990s, however, there was less optimism among labor market observers that under the current structure, the attrition rate would remain low, and as noted earlier, recent research has seen a major increase, from 5.6 percent in the 1980s to 13.2 percent today.<sup>14</sup>

Further complicating matters is the distribution of these graduates across specialties. While math, science, special education, and English as a Second Language are all perennial high-need areas for schools, colleges of education seldom seem to respond to this need with an increased supply in these specific areas. Thus, while there are openings for all teachers annually, it is often the case that colleges of education graduate more early childhood education graduates than are immediately needed, even while states' needs for specialists are unfulfilled. This "disconnect" between supply and demand serves to distort the picture of teacher openings, insofar as shortages are both more and less severe than the general statistics would imply.

Some critics of teacher certification programs point out that the bureaucratic hurdles facing individuals who are interested in teaching and the historically bad reputation of schools of education serve as barriers to qualified and motivated individuals entering the profession. This situation is often echoed by supporters of traditional teacher preparation who believe that improved programs within colleges of education would alleviate some of the shortages and many of the credibility/relevance problems facing these paths to teaching.

In many ways the discussion of the causes or veracity of a teacher shortage is beside the point, although an understanding of it is essential for determining policy in the teacher supply arena. The central fact remains that schools are having increasing difficulty filling vacancies in the classroom and are relying on staff teaching "out of field," with emergency or provisional certification. While it is unlikely that a consensus on the

cause of the shortage in educators will be reached, the need to find qualified individuals for classrooms will continue to be a pressing concern for schools.

The *No Child Left Behind Act*, the most recent iteration of the Elementary and Secondary Education Act, which establishes federal policy for education, could make matters much more challenging for states and school districts. A central component of this legislation is a requirement that every classroom have a “highly qualified” teacher. While this goal is highly desirable, it complicates matters for districts which have resorted to filling classroom vacancies with teachers working out of field, that is, in an area in which they do not have a specialized license, or with teachers with emergency credentials (essentially temporary credentials given in many cases to teacher candidates with little or no formal instructional training) or long-term substitutes. The National Commission on Teaching and America’s Future estimates that more than 50,000 teachers enter the field annually with emergency or substandard credentials. In the common shortage areas of math and science, the percentage of high school students who take courses taught by out-of-field teachers are 27 percent and 56 percent (for physical science), respectively.<sup>15</sup>

While the federal legislation does not specifically require teachers to be certified, the language in the statute and regulation leave little doubt that out-of-field and emergency-credentialed teachers will not pass muster. And even though districts have the opportunity to offer incentives to staff not sufficiently qualified, the root cause of this situation will remain a problem that needs to be addressed.

If actions at the federal level seem poised to create a host of teachers who are no longer considered qualified to fill their positions, many states have initiated a process that will further increase the demand for teachers: class size reduction. Beginning in the 1990s, several states began to mandate smaller class sizes or lower student-teacher ratios. When the state of California capped class size at 20 for grades K-3 in 1996, the result was a need for 20,000 new teachers. To fill these vacancies, California resorted to huge numbers of emergency-credentialed teachers, something not allowed under the new federal education law. While some of the impetus behind reducing class sizes has dissipated as the economy has slowed and states lack the resources to implement the plans, smaller classes are realities in most Southern states to a greater or lesser extent compared to 1980, a fact that has increased the demand for teachers over what could be expected through increased enrollment alone. Most recently, in 2002, Florida voters approved a referendum capping class sizes in the early grades.

A final factor is also at play in explaining teacher shortages: the rising number of students who require special educational services, including the huge increase in many states in students who are categorized as limited-English proficient and require specialized language training and those identified as having a learning disability. The growth in students receiving special education and related services has grown 21 percent since 1990 and now accounts for 14 percent of all students.<sup>16</sup> The number of students identified as limited-English proficient has essentially doubled over this time period and now represents over 9 percent of the total public school enrollment.<sup>17</sup> Teachers in these two areas are hard to come by and are more prone to high-turnover rates than their peers in many other areas.<sup>18</sup> The increase in demand in these areas is particularly problematic, with several states witnessing increases in the number of out-of-field teachers serving these students.

In response to this situation, states and school districts are taking new approaches to teacher recruitment and retention and are creating incentives to reduce teacher turnover. They are devising programs intended to allow teachers to remain in the classroom longer. There are efforts to increase the pool of teacher candidates, sometimes reaching students as early as the middle grades. There also are massive efforts underway to increase the number of teachers who enter the profession from non-traditional avenues. States are working on methods to improve the working conditions for classroom teachers, particularly with respect to discipline. Finally, states are reviewing teacher licensure programs to provide a greater number of, and more attractive, options for college students and graduates to enter teaching. This *Special Series Report* reviews these efforts and provides a state-by-state overview of teacher recruitment, retention and licensure practices.

# TEACHER RECRUITMENT

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## SUPPLY AND DEMAND: WHERE DO TEACHERS COME FROM?

National studies indicate that the United States will need 2.2 million teachers over the next decade to serve the increased enrollment and replace departing teachers. While this aggregate figure on national teacher supply and demand illustrates the general trend, it is important to recall that specific areas, including poor rural and urban schools, particular subjects, such as math and science, and specialty teaching fields, such as special education, will represent a disproportionate percentage of the total number of new teachers needed.

Teacher recruitment generally operates at the district level, where the annual quest for qualified staff taps heavily into two sources: new teachers and experienced teachers. Within both of these categories there are two subsets. In the former, there are individuals who are newly graduated from schools of education and those who have delayed their entry into the profession, either while holding other education related jobs (including substitute teaching) or outside education (including raising children). In the latter of the two general categories, districts draw experienced teachers from other districts (transfers) or from the general population of licensed teachers who have temporarily left teaching (re-entrants). In recent years a number of districts have added to this arsenal a fifth category: non-traditional teachers, usually career changers or college graduates, who wish to teach but do not take a traditional teacher preparatory program prior to entering a classroom.

New teachers accounted for roughly half of the new hires in the 1990s. Transfers and re-entrants accounted for much of the rest, with a small percentage (estimated around 5 percent or less) coming from alternative paths. A significant element in all of this is the fact that, while half of all new hires are new teachers, there are still a large number of graduates from colleges of education who do not enter the field. Furthermore, given that such a large number of teachers are new to the profession, there have been

calls to improve induction of new teachers in order to provide better support in their early years of teaching. It is hoped that these efforts will alleviate some of the attrition among teachers in their first five years on the job.

States have used a variety of approaches to encourage individuals to enter and remain in teaching. First among these has been salary. As has been observed, teachers are paid less than other similarly trained professionals, a factor which obviously creates some obstacles to entry and provides little incentive for staying in the field. Beyond salary, states have taken a variety of approaches to capture new teachers.

## IS MONEY THE ANSWER?

Since the teacher shortage is usually discussed in terms of supply and demand, it seems only natural that a market solution would be the most straightforward approach. With respect to the educators market, this means, principally, salaries and benefits. A number of states and school districts have attempted to affect the teacher supply in this manner using a variety of financial incentives, including salary increases, loan forgiveness, signing bonuses, and differential pay for working in shortage areas or hard-to-staff schools.

### *Salaries*

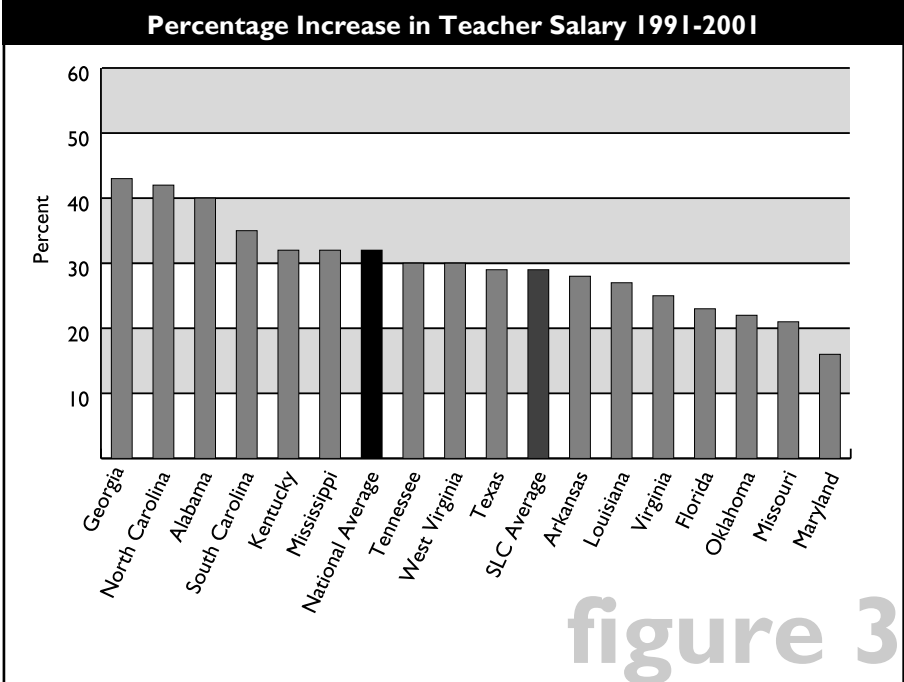
Possibly the most common response to a teacher supply shortfall is to increase salaries. Doing so has been shown to have tremendous potential to reduce teacher shortages. Indeed, recent reports indicate that for some districts, the salary lever is sufficient to resolve shortages. While this may be good news for some districts involved, the costs are likely to give other districts and states pause. New York City, which for more than a decade has experienced chronic shortages, began the 2002-2003 school year essentially fully staffed. The reason, most observers note, was an increase in the starting salary for teachers from \$32,000 to \$39,000. For experienced teachers, salary could be more than \$60,000.<sup>19</sup> In the South, Fulton County in Georgia has developed a recruiting strategy which highlights the district's high salaries—\$36,500 for first-year teachers, \$7,500 more than the national average, with a top salary for experienced teachers of \$75,000—and unabashedly targets districts where budget cuts have resulted in layoffs or stagnant salaries. The district's budget, \$550 million, is generous enough to allow for these recruitment efforts.<sup>20</sup> Other districts around the country have had similar recruitment experiences with increased salaries, including Kansas City, Kansas, and Clark County, Nevada, home to Las Vegas. One common thread for many of these districts, however, is size. Large districts, with growing populations, tax bases, and significant local and regional talent pools to draw from seem to have had the greatest success in filling vacancies through competitive salaries.

It should come as no surprise that this would be the case. Salary is often a major reason teachers give for their departure from the profession, and public support for increasing teacher salaries runs high. Recent surveys indicate that teacher salary lags behind other similarly educated, trained and experienced professionals by about 20 percent.<sup>21</sup> Nationally, 81 percent of Americans believe that teachers are inadequately paid.<sup>22</sup> Increased salaries would seem to be particularly important in enticing experienced teachers back into the field and to dissuade current classroom teachers from leaving.

The connection between salary and teacher retention is fairly well-documented. Studies of teachers in Michigan and North Carolina—among many others—report that teachers who were paid less were more likely to leave at a higher rate than their better compensated peers. This difference

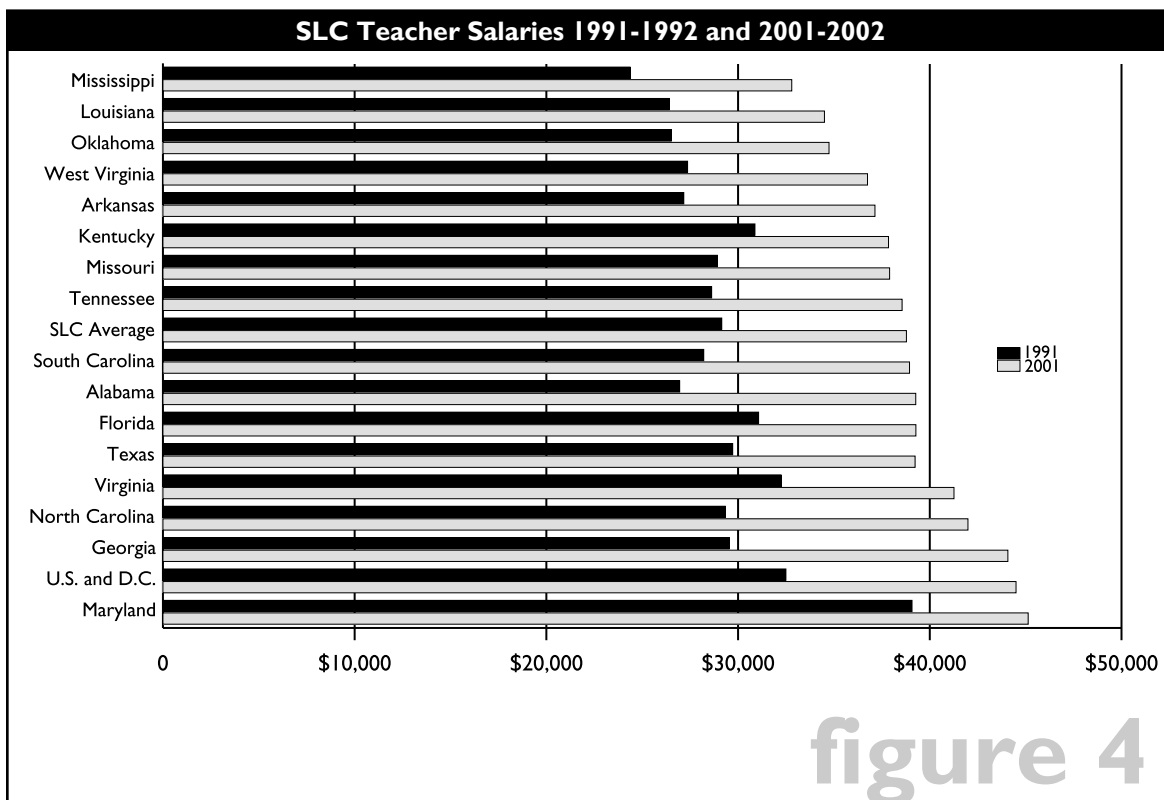
seems particularly pronounced in a teacher’s early years, just when attrition is highest.<sup>23</sup> Thus, low salaries may pose a double barrier. For college-bound students, undergraduates and recent graduates, the low salaries teachers earn in comparison to other similarly trained professionals in their first years serve as a strong disincentive for entry to the profession. For those who choose to enter teaching, their lower compensation compared to other fields makes these alternative careers more attractive, particularly as they face the challenges of their first years in the classroom. Low compensation also reduced the financial hazard associated with switching to another career, since they will potentially earn as much if not more as a new entrant in another field as their current salary, even if they have already served for a few years.

In the past decade, however, teacher salaries have risen by 32 percent on average nationally, and 29 percent on average in the SLC states. This reflects a concerted effort by states and districts to improve the salary status of teachers. Figure 3 illustrates the increase in percentages for the SLC states.



Source: U.S. Department of Education, National Center for Education Statistics.

Figure 3 does not reflect the starting points for some state teacher salaries. For example, while Maryland has increased teacher pay the least over the past decade, the state remains the top ranked state in the region in overall teacher pay. The remarkable increases in teacher pay made by Georgia and North Carolina have moved them up from the middle of the region to the second and third positions, respectively, in overall teacher salary. Figure 4 provides a snapshot of teacher salaries in 1991 and 2001 against the national and regional average.



Source: 1991 data: U.S. Department of Education National Center for Education Statistics; 2001-2002 data: National Education Agency.

The difficulty and drawback to teacher salary increases as a remedy for shortages are the costs, which are high, and the escalation effect they can have. As a number of SLC states have learned recently, increasing teacher salaries during economic lean times can be very difficult, leading to a hard choice between increasing teacher salaries and increasing resources for other state programs. Furthermore, as states in the Southern region have endeavored to raise teacher pay to the regional or national average, their efforts have been undone in part by the efforts of their neighboring states to increase salaries, as well.

With respect to recruitment, districts offering better pay are very active in recruiting staff from districts where remuneration is not as generous. If a district—or state—discovers that it is losing staff to a neighboring jurisdiction because of salary levels, it may attempt to increase salaries to stem the flow. For those with the means, this bidding war is expensive, but possible. For those districts and states for which there is insufficient funding, the end result is the jurisdiction becoming a training ground for wealthier areas. A potential policy remedy for rampant intra-state poaching of qualified staff would be to set a high minimum salary and then enforcement of salary equalization across districts. While this resolves the pay issue, workplace conditions, class size, administrative duties and other factors remain on the table for districts to use as bargaining chips.

Teacher salary is also one of the most significant recruitment hurdles for the professional as a whole to overcome. It is well understood that college entrants and underclassmen consider the earnings potential of their prospective professions as part of their decision-making process in choosing majors and schools. The historical earnings range for teachers serves as a barrier to some of this population who believe that they are more likely to earn more in another field.

### ***Differential Pay***

Teacher shortages are not universal, either in range or in specialty. English and social studies teachers generally are more abundant than special education and science instructors. Urban and rural high-poverty districts are often more difficult to staff and experience higher turnover than their suburban counterparts. As New York City, Fulton County and other districts have discovered, higher salaries can resolve their regional staffing problems; however, if a district is facing complications in finding science teachers or bilingual instructors, there is very little the district can do to offer higher salaries to just these professionals.

Public school teachers are almost always paid on a progressive scale, with salary increasing for each year of experience the teacher has within the system and for attainment of advanced degrees or additional endorsement areas. District contracts with teacher's unions often stipulate these pay scales. The unions argue that differentiated salary scales would create conditions for downward pressure on all teacher salaries not in high-demand areas. Nonetheless, allowances, including signing bonuses, often are made to entice scarce-skill professionals to teach in a particular district. In many ways these are the openings districts have been seeking to stratify their pay schedule by skill and scarcity.

Differentiating pay by the difficulty of staffing a school because of poverty also, on the surface, makes sense to many observers. Urban school districts such as Georgia's Fulton County, the argument goes, can erase their teacher shortages by increasing salary. The problem with this approach is that very few urban school districts have experienced growth in revenue over growth in population. Since most school districts are dependent on property taxes for their support, and since the urban school districts in question often lack a dynamic property tax base in comparison to their suburban neighbors, it is often up to the state to make up the difference.

Few states have moved to provide such subsidies to these districts. Indirect support for teachers in these schools through loan forgiveness and housing discounts are being implemented, but these are effective only for the duration of the contract. Following the teacher's required tour in the school, they may leave for a better paying job in a less challenging setting. Indeed, reviews of teachers' stated reasons for leaving point to a need to shore up problems with working conditions and administrative support to keep teachers from leaving.

The opinion has been expressed by several education observers that salary incentives should be sufficient to encourage teachers to enter more challenging specialties or to seek work in more challenging schools if the pay rises sufficiently. It is unlikely, however, that salaries will rise to these "clearing levels" for the most entrenched hard-to-staff schools, particularly those in low-wealth areas where the local resources already are heavily taxed. Furthermore, teachers will continue to leave the classroom, and the profession, for reasons wholly unrelated to money. Poor working conditions, an interest in having access to better resources for teaching, and a desire to work in schools with better test scores all have been cited as reasons why teachers leave their jobs, regardless of salary.<sup>24</sup>

### ***Other Financial Incentives***

In addition to increasing salaries, school districts and states have offered prospective teachers the opportunity to receive a variety of secondary benefits. Among these are forgiveness on loans, specially targeted student loans, scholarships, support for tuition, bonuses for agreeing to work in



hard-to-staff schools, discounted housing, and home mortgages. In the SLC region, Arkansas, Florida, Georgia, Kentucky, Maryland, Mississippi, Missouri, North Carolina, South Carolina, Tennessee, Virginia and West Virginia have scholarship or loan forgiveness programs for prospective teachers. Most of these programs offer students scholarships to four-year colleges of education with an agreement that, after graduation, the recipient will teach for an agreed upon period of time in state schools. Sometimes, the state will further require that the employing school meet certain characteristics, have a chronic staffing shortage, or that the student enter a critical shortage field. Under most loan forgiveness programs, eligible loans are forgiven on a year-for-year basis, with each year of service erasing a year's loan. Another important element of these programs is their goal of recruiting minorities to the field and those interested in teaching in scarce-skills fields.

Some states and districts offer teachers signing bonuses if they agree to work in hard-to-staff or critical need areas, or for highly experienced professionals who agree to work in schools with poor academic performance. This option seems to be favored particularly by school districts with large numbers of positions to fill. Noteworthy programs include Chapel Hill/Carrboro City Schools in North Carolina, where teachers certified in one of 11 critical need areas are eligible for a \$1,500 signing bonus. These bonuses are part of a larger incentive package offered by the district which includes tuition reimbursement for teachers seeking an advanced degree in a critical need area, salary advances, housing assistance, discounts on banking services and at local businesses, as well as extensive support programs for new teachers.

In New York City, in addition to high starting salaries, the district offers teachers a 15 percent bonus for working at the most difficult schools, a bonus which is augmented with a \$3,400 bonus from the state. Massachusetts sounds a cautionary note on the use of signing bonuses, however, with the program running an attrition rate of 20 percent, seven points above the national average, and many of the rest of the teachers leaving their initial placements in urban schools for suburban schools.<sup>25</sup>

States also show an interest in paying for quality. For teachers who earn National Board for Professional Teaching Standards certification, the financial reward can be up to a 12 percent salary increase as well as reimbursement for the costs of application and collection of the materials required for review. National Board Certification represents an effort endorsed by most states to identify those teachers most accomplished in their field. By paying rewards, states create extra incentives for teachers to pursue professional excellence. The South has led in the effort to reward teachers for achieving National Board Certification and as a result the region accounts for roughly two-thirds of all National Board Certified teachers, with the top three states in terms of numbers of these teachers located in the South (North Carolina, Florida and Mississippi), and three more SLC member states (Georgia, Oklahoma and South Carolina) placing in the top 10. This preponderance of National Board Certified teachers in the South is even more impressive when it is considered against the backdrop of the region accounting for fewer than 40 percent of the teachers in the country.

At the national level, the federal government sells some housing at steep discounts to teachers who work and live in poor neighborhoods.<sup>26</sup> Several communities with extremely high housing costs have either built housing specifically for teachers, which is then made available to them at below-market rents, or established partnerships with private lenders or the federal government to provide subsidized housing or forgivable housing loans.

Such benefits are not without their critics, however. Veronica Bucio of the *Houston Chronicle* notes that “subsidized housing is a lousy substitute for paying teachers higher salaries.”<sup>27</sup> For some communities, however, it may be the only means to provide teachers housing within the district.

### ***Missing the Mark?***

Observers often complain that too few of the current set of financial incentives are tied to getting teachers to where they are most needed. This claim is leveled particularly at loan forgiveness programs, most of which only stipulate that the recipient teach in public schools, and only a handful direct students to high-need teaching areas. A survey conducted by *Education Week* indicates that only 10 states link scholarships to work in hard-to-staff schools, with 19 linking scholarships to high-need subject areas.<sup>28</sup> Proponents of these programs counter that placing new recruits in low-performing schools may only exacerbate problems there, since these schools often have higher proportions of new teachers and limited infrastructure for teacher support. States also have begun to more closely tailor these programs and their support structures to strengthen the skills of teachers recruited specifically for low-performing schools. Among the strategies used are increased pre-service exposure to teaching situations, additional mentoring or master-teacher contact, and access to statewide networks of experienced teachers.

## **NON-FINANCIAL STRATEGIES**

### ***Bringing Retirees Back***

Perhaps the most attractive pool of potential teachers to tap into for school districts is those who have recently retired. Up until recently, retired teachers who returned to the classroom would have their pension benefits suspended or reduced while they taught, a serious disincentive. In many states, retired teachers in communities near state borders could retire from service and begin teaching in the neighboring states, receiving full retirement benefits and continuing to teach. In the SLC, twelve states (Arkansas, Florida, Kentucky, Louisiana, Maryland, North Carolina, Oklahoma, South Carolina, Tennessee, Texas, Virginia and West Virginia) allow retirees the opportunity to return to classrooms full-time and continue to collect their retirement benefits. Most of these states, and all of the remaining SLC states (Alabama, Georgia, Mississippi and Missouri), have provisions for retirees interested in teaching part-time.<sup>29</sup>

### ***Luring Teachers from Across State Lines and License Reciprocity***

Close behind retirees as a group of “new” teachers are active staff in other states or districts. While many states in the South have been experiencing shortages of teachers for several years, drops in student enrollment have created surplus teachers in some Midwest and New England states. Luring teachers across state lines can be as simple as increasing salaries, but making sure high quality teachers from one state can easily move into positions in another has a great deal to do with restrictions on licensure. Furthermore, the U.S. Department of Education noted that 40 percent of teachers who leave the classroom do so for family or personal reasons, among which are relocation with a spouse.<sup>30</sup> These teachers will arrive in their new jurisdictions with teaching experience and a state license, but, if the move is across state lines, they may face extensive course requirements and bureaucratic challenges to re-entering the classroom.

Each state has varying requirements for teacher licensing. Although every state requires a bachelor’s degree with some pedagogy and

subject matter coursework, requirements for additional coursework vary tremendously, particularly with regard to special licenses. Furthermore, there is little uniformity in how states assess teachers for licensure. Although the Praxis series of tests (formerly known as the National Teacher Exams, or NTE) from the Educational Testing Service is used in 35 states in some combination, states pick and choose between the three assessments and establish passing marks (also called cut scores) specific to their state.<sup>31</sup> This variation can introduce new challenges to the recognition of teaching licenses across state lines, restricting teacher mobility.

License reciprocity, whereby one state recognizes as equivalent the certification requirements and teacher's license of another, allows states to more aggressively recruit teachers from areas experiencing teacher surpluses as well as to compete for teachers closer to home and far afield with higher salaries, increased benefits, and improved working conditions. Full reciprocity is not particularly common, although many states make allowances for teachers seeking certification who already possess a license from another state. In the SLC, most states will recognize experienced teachers' licenses so long as they satisfy the state's testing requirements. Complicating the transfer of licensure across state lines are recent activities in many states to either strengthen teacher certification, which often places further barriers for already credentialed teachers seeking licensure in a new state, and resistance to increased reciprocity for fear of "diluting" a state's existing high standards.<sup>32</sup>

Among the several state and national organizations working to foster license reciprocity, the National Association of State Directors of Teacher Education and Certification (NASDTEC) has perhaps made the most progress. The association has established an interstate contract for teacher licensure to which 40 states, the District of Columbia, Guam and Puerto Rico all are signatories. Although it does not provide complete reciprocity, states that have signed the contract agree to recognize the teacher preparation and licensure of teachers from other jurisdiction, with the ancillary and exceptional requirements that must be completed for the out-of-state licensure or preparation to be sufficient for certification (such as testing) stipulated in the contract. This eliminates much of the redundancy in certification for teachers from states party to the contract, while preserving state autonomy on issues of local interest. Examples of possible ancillary requirements are a minimum grade point average, standardized testing or assessment, mentoring, or clinical experience. The NASDTEC contract also recognizes two advanced levels of certification, alternative path certification, and National Board Certification, and includes four categories of education staff: teachers; support staff; administrators; and vocational staff. Fifteen states in the Southern region—all except Missouri—are signatories to the contract for teachers. Four SLC states—Alabama, Maryland, South Carolina and Tennessee—recognize the preparation and licensure of all 40 signatory states, with the rest of the region excluding one to seven signatory state programs, which is an option for the contract.<sup>33</sup> Florida recognizes the teacher preparation and licensure of all 50 states, and many U.S. territories.

An interesting development along these lines in recent years has been the trend toward more uniform standards for teacher preparation, certification and licensure. The efforts of the National Council for Accreditation of Teacher Education (NCATE) and the National Board for Professional Teaching Standards (NBPTS) have resulted in some consonance among individual state programs. Indeed, many states recognize National Board Certification for license reciprocity without ancillary requirements, including 11 states in the SLC (Alabama, Arkansas, Florida,

Georgia, Kentucky, Missouri, North Carolina, Oklahoma, South Carolina, Tennessee, and Virginia). As National Board Certification spreads, it fosters a common understanding of what teachers should know and be able to do. As these expectations become expressed as state teaching standards, they likely will lend themselves to a teacher certification system that includes much more reciprocity. Accreditation of state colleges of education by NCATE, or the application of their standards in reviewing programs, also is becoming increasingly common, with every state in the region participating in a partnership in some manner. Because this accreditation or review is performance-based, this represents an important shift toward performance-based standards for teachers, which should facilitate increased license reciprocity.

Furthering this activity is the Interstate New Teacher Assessment and Support Consortium (INTASC), a 32-state effort to promote standards-based reform of teacher education through the promotion of model licensure standards and assessments for beginning teachers.<sup>34</sup> Thirteen SLC states—all except Florida, Mississippi and West Virginia—participate in this effort. The goal of INTASC is to establish uniform standards for beginning teachers and to align teacher preparation with them. If successful, teachers prepared by one INTASC state will have met a very similar set of expectations as those from another INTASC state, which should lead to increased acceptance of teacher licenses among INTASC states.

Recent actions indicate that the increased need for teachers is driving down the barriers to reciprocity even before uniform standards are in place. States with high needs, including Arkansas, Florida, and Mississippi, all have passed legislation in recent years offering licenses to out-of-state teachers who have a minimum amount (often two years) of teaching experience. Such moves are not reciprocal; Florida and Mississippi accept other states licenses regardless of whether that state recognizes their teaching licenses. Effectively, these two states have unilaterally adopted a national licensure model, a move which allows state school districts to recruit widely absent the burden of having out-of-state teachers then face a certification hurdle upon coming to the state to teach.

### ***Other Concerns With Out-of-State Recruitment***

In addition to licensure restrictions, pension plan portability poses a potential barrier to interstate teacher transfer. Pension portability is essentially the ability of workers to take their retirement benefits with them when they change employers without penalty or loss of value. Teachers' retirement plans are most often separate from other state employees, and while states have recently improved pension portability for some state employees, retirement plans for teachers have not received the same attention. In many cases, teachers leaving for another employer prior to the end of the vesting period receive only their contributions plus interest earned. After the vesting period, they can usually expect to receive a reduced payout, calculated on employment duration and contributions. When they begin a new position, they often start over with a new pension plan, essentially losing much of the credit for the time and contributions they have already made. For states with plans in which retirement benefits are linked to employee contributions invested into annuities, mutual funds and other financial accounts managed by an investment company, portability is usually less of a problem, since these plans often can be "rolled over" into new accounts with new employers without penalty. Unfortunately, most state K-12 teachers are covered under the former kind of plan, although the latter is the preferred option for higher education.<sup>35</sup>

### ***Looking Abroad: Global Recruitment Strategies and Challenges***

An interesting development in the search for qualified staff is a move to recruit teachers from overseas. Over the past few years, school districts across the country have sought and hired teachers from around the world to fill positions in math, science, foreign languages, and bilingual education. Because of visa requirements, almost all of this recruiting is conducted by school districts, which offer qualified teachers contracts and guarantees of employment, essentials for receiving a visa. Changes to the H1-B visa program in 2000 removed teachers as a category of workers which counted towards the “cap” in allowable visas (meaning districts were not competing against other sectors for the limited number of visas offered annually), and waived the \$1,000 filing fee for teachers. Recently, Chicago completed an agreement with the Immigration and Naturalization Service to use a program usually reserved for bringing high tech workers into the United States to hire foreign teachers in critical shortage areas.<sup>36</sup>

These teachers come from all over the globe. New York City has recruited teachers from Central Europe; Fulton County, Georgia, has hired teachers from Chile, New Zealand, and Jamaica; Houston Independent Schools in Texas has hired teachers from Russia; districts in Baltimore have sought new hires in India. In many cases, the districts do the recruiting themselves, flying to job fairs in Manila, Moscow, Johannesburg, and London. For smaller schools, or for districts with fewer or more particular openings, there are now several placement firms offering to interview and select teachers for specific positions from a pool of willing applicants. For the most part, foreign hires must have teaching credentials from their home countries, teaching experience, and fluency in English.<sup>37</sup> Most states require the review and analysis of foreign credentials and coursework by an independent agency before considering licensure.

The presence of foreign teachers in classrooms can have some unintended benefits, including exposing students to other cultures, diversifying faculty, and having native speakers of foreign languages available for immigrant students and their families who may have very limited English skills. While hiring foreign teachers relieves some of the pressure from shortages at the school district level, critics are concerned that such “outsourcing” obscures the causes of teacher shortages at the schools in the first place, including low pay and poor working conditions.<sup>38</sup> Furthermore, the presence of new placement services in the field has led to a number of complaints of exorbitant fees, garnished wages and contract irregularities from teachers and schools. Teachers hired by these companies also sometimes do not have the same union protections offered their domestic colleagues, which creates a two-tiered system within schools. Finally, cultural differences, classroom management, homesickness, and difficulties with unruly students have led to a number of these new hires leaving their positions early, which is a major worry for districts hiring overseas.<sup>39</sup> Nonetheless, international teachers in U.S. classrooms are now well-established in some of the largest school districts in the country, and these districts are showing little inclination to reverse the trend.

### ***Starting Young: Middle School and High School “Cadet” Programs***

An innovative strategy piloted by the South Carolina Center for Teacher Recruitment targets middle and high school students before they can become “turned off” from pursuing a career in education. The state has crafted three complementary programs for identifying outstanding students with an aptitude for teaching and providing them with additional academic opportunities to foster an interest in teaching. The mission of the ProTeam, a middle school recruitment program, is to make students who exhibit the

potential for success aware of the skills needed to complete college and consider education as a viable career option and to expand the pool of minority and male teachers available to the public schools of South Carolina. Middle school students are involved in semester- or year-long courses using a curriculum with an emphasis on career development competencies. Schools also are encouraged to establish ProTeam clubs which follow-up on the classes and help to keep students involved in teacher-like activities. In addition to South Carolina, the ProTeam approach is being used in Maryland, Massachusetts, New Jersey, Oklahoma and Nevada.<sup>40</sup>

The Teacher Cadets program works at the high school level with academically-talented students who possess the requisite interpersonal and leadership skills to encourage them to consider a career in teaching. A major priority for the Teacher Cadets program is to focus on making teaching a top priority for the most talented students in schools. Through a year-long class, participants gain insight into the nature of teaching, the problems of schooling and the critical issues affecting the quality of education in America's schools. Students in the course often can earn college credit for their participation from two-thirds of the 23 South Carolina teacher education programs that have partnerships with the program.<sup>41</sup>

Complementing the Teacher Cadets program in South Carolina is the Teaching Assistant Program, a separate program matching student "teaching assistants" with classroom teachers to help with a variety of duties and activities. These assistants are outstanding 11<sup>th</sup> and 12<sup>th</sup> graders who excel in a particular content area and demonstrate the appropriate temperament for teaching. Student participants can thus apply the lessons they have learned in the Teacher Cadet program (if they have completed it; it is not a pre-requisite for participation) in a hands-on manner and gain a broader understanding of the subject matter and of teaching in that area. For the most part, students assist in introductory levels of the subject, although they may work with higher level classes if they are sufficiently advanced in that subject.<sup>42</sup>

These exemplary programs from South Carolina are perhaps the most oft-cited examples of early recruitment activities, notable both for their comprehensiveness and their continuity through a range of grades, encouraging students from very early in their academic careers to consider teaching as a career. Another important aspect of the programs is their consistent message of the benefits and value of pursuing academically-challenging coursework. While an obvious measure of success of the program is the number of teachers the program eventually produces (and the program indicates that 35 percent of participants at the high school level intend to enter teaching), the program provides additional benefits through its mentoring of and counseling to students, as well as the greater understanding they gain of the nature of the education system.

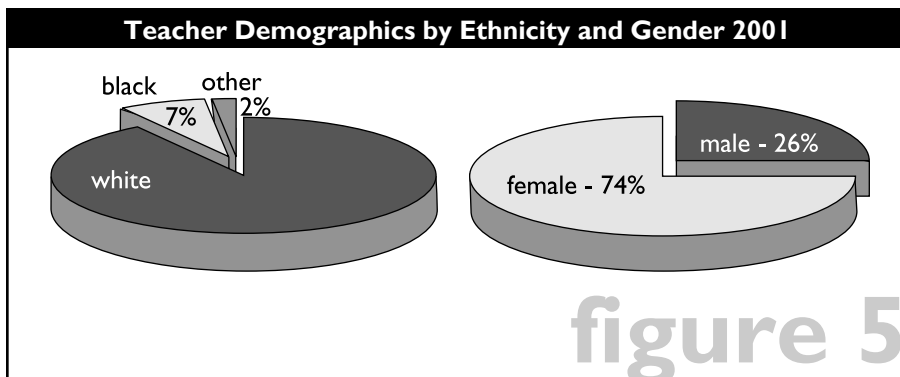
A number of states and private entities have programs targeting motivated, academically competent high school students for careers in teaching. Among the most common forms of pre-collegiate recruitment are clubs in high schools in which students are encouraged to explore the potential for a career in education, often called Future Educators of America (FEA) or Future Teachers of America (FTA). The history of such clubs is relatively long, dating to the first half of the twentieth century, when FTA clubs were organized under the National Education Association. The FEA, as most clubs are now known, is organized by Phi Delta Kappa International, a professional association in education. FEA offers middle and high school students an opportunity to explore careers in education and

provides them with a realistic understanding of what teachers do, as well as information on financial assistance, employment opportunities, and pressing education issues.<sup>43</sup>

In many cases, pre-collegiate recruitment is targeted at increasing the number of minorities entering the profession or includes such priorities among their organizing principles. While this is a component of the programs from South Carolina and elsewhere, it was the explicit purpose of Florida's Teacher Education for America's Minorities (TEAM) program, which was active in the mid-1990s. Working with secondary school students, the TEAM program organized "camps" at a university to expose students to a college environment, facilitated interaction between students and mentors at high schools, encouraged awareness of education issues and participation in FEA clubs. Strategies employed by the TEAM program included tutoring, apprentice opportunities, college credit, and parental and community involvement.<sup>44</sup>

### ***Minority Recruitment***

Many observers and policymakers are concerned that, in an era when the student population is increasingly diverse, the teacher population is relatively homogenous. Roughly 40 percent of the more than 47 million students in the United States are minorities, while less than 10 percent of teachers are minorities, and slightly more than 25 percent are male.<sup>45</sup> Figure 5 illustrates the demographic profile of America's teaching force.



Source: U.S. Department of Education, National Center for Education Statistics.

The reason the demographic disparity is of concern is a growing body of evidence showing that minority student populations respond differently, and most often positively, to instruction by minorities. Furthermore, minority teacher responses to and expectations of minority students, pedagogical approaches, and cultural and social awareness all have been found to contribute to minority student learning and achievement.<sup>46</sup> Additionally, there is a growing body of evidence that indicates that minority teachers are better able to create meaningful connections between home and school for minority students, which is also seen as an important part of improving minority student achievement. Finally, minority teachers are more often willing to work and remain in urban schools than their white counterparts, which is an important consideration given the chronic staffing shortages these schools experience. For the general student population, regardless of ethnicity, the presence of minorities as teachers is sought as a means of preparing students to live and work in an increasingly diverse country.

The problem for states and school districts with high minority student populations that wish to diversify their staff and realize some of the potential learning benefits that this seems to hold is that minority teachers are in extremely short supply. In order to alleviate this, most states have undertaken some activities to recruit (and retain) minority staff. Examples of activities states are involved in along these lines include: pre-college recruiting efforts; aggressive college-level recruitment for schools of education, particularly in encouraging students in two-year colleges (where roughly half of all black college students are) to transfer to colleges of education at four-year institutions; in establishing relationships with minority student and community groups; focused high-school and college work-study programs; targeted financial aid, including fellowships, scholarships, and forgivable loans; social, academic, and economic support; specialized support programs for re-entrants and mid-career changers; and mentoring.<sup>47</sup>

In many states, recruiting minorities is a component of overall recruiting activities, or is a major emphasis within traditional recruiting efforts. An example of this can be found in states where high school students are recruited for colleges of education. In California, North Carolina, Oregon and elsewhere, colleges of education engage in vigorous recruiting efforts at high schools with high levels of ethnic diversity. Efforts include mailings to students who have taken the SAT, college fairs, targeted visits, and notices about available student financial aid.<sup>48</sup> Another example from outside the region of a comprehensive policy toward recruiting minority teachers is Connecticut's program, which combines a pre-collegiate club component—the Young Educator's Society—with direct recruitment programs at the college level and for career changers and a support and assistance network for new minority teachers.<sup>49</sup>

### ***Moving Up: Paraprofessional and Teacher Aides***

One of the greatest obstacles schools face in retaining newly-minted teachers is the shock of entering the classroom. This is exacerbated in many ways by the tendency to place new teachers in the most challenging classes, often with at least part of their course load outside their areas of licensure, and with little clinical experience or professional support. While schools, districts and states are taking steps to alleviate some of these challenges, new personnel often are discouraged and overwhelmed by their first encounter with a classroom "of their own." For teacher aides and paraprofessionals, however, the classroom is not a foreign realm inhabited by little-understood creatures, but a familiar environment. Furthermore, the experience and skill many of these support staff have with students and schools are invaluable advantages in managing classrooms and navigating the administrative requirements which are so confounding to newly-trained teachers.

Because of this, many states have established programs to support paraprofessional and teacher aides in the pursuit of a bachelor's degree in education or in certification (most aides and paraprofessional staff do not hold four-year degrees). One of the most common approaches is forgivable loans or grants for qualified candidates. Some states offer aides and paraprofessionals college credit classroom experience, reducing the amount of time needed to fulfill the requirements for a degree.

### ***Going Online***

Recruiting teachers historically has been conducted face to face. Student teachers completing their certification requirements often looked very close to their colleges. New teachers seldom left the states where they were trained, in part because of difficulties in transferring licensure, but also



because of familiarity with the job market. In the past decade, however, teachers have become more and more like the rest of the workforce in their job-hunting strategies. Sadly, many districts seem to lack a comprehensive recruitment strategy, and few have the kind of aggressive approaches found in business. This is changing however, as can be seen in district recruitment drives in other states and other countries. It can also be found on the Internet, where a number of states and districts have created job market tools for applicants.

Among the most common strategies are online job listings, particularly at the state level. A less common tool is an online application that streamlines the application process. Some of these state systems also provide schools and districts with almost immediate access to resumes of interested applicants, a step which can greatly reduce the amount of time between application and interview. Some districts use their existing digital infrastructure to conduct video interviews, with applicants having only to drive to the nearest Kinko's store instead of traveling hundreds, or thousands, of miles.

These efforts represent opportunities to improve the responsiveness of districts to applications from potential staff. Particularly in larger districts, a barrier to identifying qualified new hires has been the bureaucracy involved in the hiring process, itself often in part due to the tremendous volume of turnover these districts experience. By automating parts of the system, and by creating online pools of jobs and applicants, districts facilitate the process for both the schools needing staff and the teacher interested in a job.

### ***Looking Elsewhere: Mid-Career "Switchers" and Non-Education School Graduates***

In response to the rising need for teachers in classrooms and the crunch in credentialed applicants for these positions, many states have implemented formal alternative certification programs. These alternative routes to teaching vary widely in their scope. Some programs require little more than a bachelor's degree, a clean background, and the willingness to stand in front of a classroom. Others demand rigorous pre-service and in-service training, provide mentoring with a master teacher, and seek highly motivated individuals. In a number of states several alternative routes have developed side-by-side. All of these efforts seek to tap into the non-traditional pool of teachers.

These programs are based upon the dual premise that there is a significant population of Americans with skills, knowledge and experience that would be of great benefit in a classroom and that these individuals will be able, with training and assistance, to teach. These programs streamline the hiring and certification process, removing many of the barriers traditionally associated with entering the field, including the pursuit of a specialized degree through a lengthy course of study. Some programs require participants to teach and pursue their education-related coursework simultaneously. Others offer courses over the summer, on weekends, or during school breaks.

These programs have at times been controversial at some level. Concerns are often raised over the quality of teacher they attract and their overall effectiveness. Because much of the friction over "alternative route" teachers centers on their preparation and readiness for, and effectiveness in, the classroom, these issues will be addressed more fully in the section dealing with certification. Suffice it to say for now that, regardless of the controversy, non-traditional path teachers are a growth sector of teacher supply.

Most states have at least one, and some have several, recruiting programs for non-education school graduates who have an interest in teaching. As of late 2001, there were more than 115 alternative certification programs in 40 states and the District of Columbia. In all, these programs have produced more than 125,000 teachers.<sup>50</sup> In the SLC, only Oklahoma and West Virginia do not offer an alternate route to certification. At the state level, such candidates fall into one of two broad categories: recent college graduates and mid-career changers. For the most part, programs are designed to attract the latter, but are seldom so exclusive as to preclude the former. (Examples of state programs are numerous. Profiles of specific programs in the SLC can be found in the respective state pages.) In general, alternative path programs feature short, pre-service “crash courses” on classroom basics and administrative necessities. Participants then take courses either at night, on weekends, or during the summer for additional training. More intensive programs include regular seminars, extensive support networks and mentoring, and regular reviews of progress in the classroom.

On the national level, there are a number of interesting private programs supporting individuals from the non-traditional pool. Among these are the Peace Corps Fellows Program, Teach for America, Troops to Teachers, and the Dewitt Wallace-Reader’s Digest Fund Pathways to Teaching Careers Program. The Peace Corps Fellows Program is a graduate fellowship offering financial assistance to returned Peace Corps Volunteers (RPCVs) who wish to earn professional certification and advanced degrees in a variety of subject areas. As part of their fellowships, RPCVs engage in paid internships in underserved communities while they complete their studies, usually at an evening program of an affiliated university. Begun at Columbia University in New York in 1985, there are now more than 30 Fellows programs nationally.

Teach for America (TFA) is a program for recent graduates from two- and four-year colleges who commit to teaching for two years in low-income communities. Now in its 13<sup>th</sup> year, TFA has placed 8,000 members in 16 urban and rural areas. Experienced teachers and teacher trainers conduct consolidated two-month pre-service courses for program recruits. The teachers are then sent to their assigned districts. During the year, experienced teachers visit with and review TFA program participants. Reviews of the TFA program show mixed responses. In many cases, TFA teachers are seen as a positive component in the classroom and school, and a number of TFA program graduates have continued to leadership roles in education. On the other hand, TFA teachers themselves note that program preparation is often very far removed from the realities of the classrooms in which they are placed, and ongoing support, while improving, may not resolve the pressing issues these newly-minted teachers face.<sup>51</sup> Nonetheless, Teach for America is credited with a number of very successful programs in areas where improvement was long considered a distant hope, and the program has made efforts to improve its recruitment, training, placement and support systems. Furthermore, TFA program graduates are remaining in education, albeit some of them not in the classroom. As Jeff Archer of *Education Week* points out “it’s becoming clear that Teach for America is channeling a wealth of talent, energy, and creativity into educational leadership that might otherwise have wound up in such fields as medicine, law or business. Many corps members do leave the classroom, but a significant portion of them become movers and shakers in education.”<sup>52</sup>

For schools serving many of the nation's low-income neighborhoods, discipline ranks as a principal need. A program designed to recruit teachers from a pool with a high proportion of minorities and men who enjoy a close familiarity with discipline is the Troops-to-Teachers (TTT) program. Operated by an office of the Department of Defense, TTT has primarily served as a referral service for interested military personnel who were leaving the military. Veterans historically received little from the TTT program beyond contacts in state schools systems and assistance in navigating the bureaucracy of certification. Since 1994, the program has placed nearly 6,000 teachers, with an impressive 75 percent five-year retention rate. More than four-fifths of TTT placements are men, and one-third are minorities, with high concentrations of teachers entering math, science, special education and other critical shortage areas.

Because TTT is not a certification program in itself, participants typically must enroll in education-related courses in pursuit of teaching credentials. Most often, TTT teachers enter a state's alternative path program. Thanks to \$18 million of new money for the program provided by the *No Child Left Behind Act of 2001*, TTT now provides financial assistance to recruits, including bonuses for serving in high-need schools.<sup>53</sup>

Initiated in 1989, the Dewitt Wallace-Reader's Digest Fund Pathways to Teaching Careers (Pathways) program is the largest effort to recruit and prepare teachers for America's urban and rural schools. Operating at 42 sites across the country, Pathways recruits from three groups with demonstrated leadership skills and commitment to service: paraprofessionals, uncertified teachers, and returned Peace Corps Volunteers. All 42 Pathways sites include a partnership with an accredited teacher education program; a selection process combining traditional and non-traditional criteria; a rigorous and innovative teacher training curriculum tailored to participants' needs; and a variety of support for participants who are pursuing degrees as well as certification.<sup>54</sup>

Pathways is not a "shortcut" to the classroom, as many alternative programs are portrayed (often by advocates and critics alike). Indeed, Pathways is considered an alternative route to teacher preparation and certification rather than an alternative certification program. Program participants must complete all requirements for certification. An important element of the Pathways program is the partnership between the training institutions and the school districts where the teachers will eventually be placed, a relationship that ensures that the new teachers are trained for positions for which the district has a need. Paraprofessionals and non-certified teachers receive scholarships to offset the costs associated with obtaining a bachelor's or master's degree and/or meet other requirements for state licensure. RPCV candidates are Peace Corps Fellows participants who are either placed or otherwise associated with the Pathways districts or affiliated teacher-training institutions. Research indicates that Pathways teachers have a higher than average retention rate, with 81 percent of program graduates remaining in teaching after three years, and they generally are perceived as effective teachers.<sup>55</sup>

## CONNECTICUT'S COMPREHENSIVE APPROACH

Even the most cursory review of literature on teacher recruitment yields one recurring recommendation: Review Connecticut's Program. For its size Connecticut is flush with school districts, 166, which would normally point to a highly decentralized and chaotic bureaucracy for school employment. While the state retains local control in hiring, a number of state-based initiatives have created a climate in which the state not only has avoided the regular shortages of its neighbors, but it has done so while simultaneously increasing the standards and quality of learning. It should be noted that at least part of Connecticut's success is due to the relatively generous levels of funding the state has for education but, outside the budgetary concerns, the state's comprehensive approach to teacher preparation, recruiting and retention is worthy of note.

The roots of Connecticut's comprehensive approach to teacher quality lie in a mid-1970s court decision mandating increased equity in school funding. As part of this decision, the court placed emphasis on teachers and other resources. In response, then-Commissioner of Education Mark Shedd appointed a task force to report on teacher professional development. The final report identified the four pillars of teacher quality still in discussion today: recruitment, preparation, induction and professional development.<sup>56</sup>

The state General Assembly became involved in 1986, increasing the standards and expectations for educators while simultaneously raising teacher salaries to the highest in the nation and equalizing them across districts.<sup>57</sup> Other legislative actions included incentives to attract high quality candidates to teaching, elimination of emergency licensure and stricter regulation of temporary licenses, a progressive certification system with provisions for mentoring opportunities and additional support for beginning teachers, and requirements for professional development for renewal of licensure.<sup>58</sup>

The results were impressive. Long faced with teacher shortages, by the 1990s Connecticut was experiencing teacher surpluses, even in urban districts, and indicators of teacher quality were on the rise. Teacher salaries and scholarships increased the supply of teachers, but state policies designed to improve the quality of teachers may have had a greater impact on the improvement in education in the state. Among the features of the state's teacher preparation reforms was a series of aligned tests for teachers on basic skills (reading, writing and mathematics) and subject matter knowledge, and performance-based assessments of teacher candidates. The state's induction system takes up where preparation and assessment leave off, supporting new teachers through observation and review of their competency in 15 key areas in three categories—management, instruction and assessment—which are aligned with state teacher preparation. New teachers were reviewed up to six times a year and were required to meet the expected standards by the end of their second year. In addition to assessment, the state assigns a mentor to each new teacher who provides coaching and guidance, and offers seminars and clinics on competency reviews for teachers in their first two years.

Throughout its history, the state has made several adjustments to the program, including a switch from the state-specific basic-skills and content-area assessments to the Educational Testing Service PRAXIS I and II exams. The classroom observations also were discontinued in favor of a teacher portfolio from second-year teachers based on National Board for Professional Teaching Standards activities, among others. The use of portfolio assessments provides more detailed information on how well a teacher is able to adapt lessons and material for the particular needs of a group of learners, how coherent and effective the teacher is in interpreting and applying the curriculum, and how well the teacher is able to assess his or her own work and make needed changes. For teachers who score poorly on the portfolio assessment, a third year of mentoring is available.

Another unique feature of the Connecticut system is the manner in which it assesses students. Concurrent with the improvements in teacher quality, student expectations also were increased. Student assessments include open-ended and essay questions in grades 4, 6 and 8, and the 10<sup>th</sup> grade assessment has a greater focus on higher order thinking and performance

skills than most state assessments. The truly unique element of this system is that the tests are “low stakes,” in which results are not linked to rewards and sanctions. Instead, test results are used to guide student and school improvement.

While achievement gaps still remain between white and minority students, Connecticut has established a proven track record of academic success for all students, even as the state has experienced a growth in the poverty index by nearly 50 percent. This is due in no small part to the coherence of the policy decisions the state has made over time with regard to teacher recruitment, preparation, induction and professional development. Every aspect of the teacher development process reflects the state’s learning objectives for students, and the assessments authentically measure what is expected of the students. Today, Connecticut teachers must meet some of the most rigorous standards in the country. This in turn has created a pool of highly-qualified, highly-motivated professionals. It also has resulted in a higher proportion of teachers with master’s degrees (twice the national average), research-based professional development, and a high degree of collaboration and cooperation among teachers, administrators, and department officials.

Connecticut accomplished its realignment of the educational system through a determined effort over a decade and a half with the full participation of multiple partners and through several administrations. The state’s commitment to reform was rooted in a thoroughly inquisitive process, with considerable flexibility provided individual units to pursue new approaches. This strategy essentially precluded departmental, legislative, or administrative micromanagement. Furthermore, Connecticut has long supported public schools at a level considerably higher than the national average. This is a luxury little afforded many states in the SLC, but cannot be overlooked when discussing the success the state has enjoyed. Finally, Connecticut recognized that the reform process is ongoing, and remains committed to continuing to review, assess, and improve the manner in which it attracts, prepares, and supports teachers.

Source: Suzanne M. Wilson, Linda Darling-Hammond and Barnett Berry, *Connecticut’s Story: A Model of Teaching Policy*, Teaching Quality Policy Brief No. 4, Center for the Study of Teaching and Policy, University of Washington, June 2001.

# PREPARATION AND LICENSURE: HOW TEACHERS ARE MADE

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## PREPARATION

From the earliest days of public education in the United States until the mid 19<sup>th</sup> century, teachers often were merely high school graduates, a situation which would not prove problematic until the early decades of the 20<sup>th</sup> century, when more children began to pursue studies in higher grades. In the 1830s states began to establish teacher training colleges, called “normal schools,” which provided the basic content knowledge and some pedagogy to aspiring teachers. In most cases, these schools had more in common with high schools than with colleges, however. State certification of teachers followed slowly behind, with New York establishing the first requirement for teacher exams and certification in 1843.<sup>59</sup> By the 1920s, local certification of teachers had been supplanted by state licensure in most states. Also at this time a shift from exam performance to program completion for state certification became common in many states.

By the mid 20<sup>th</sup> century, state departments of education began to be more active in their oversight of colleges of education, implementing standards for teachers graduating from these programs, something which coincided with a movement to require all teachers to have, at a minimum, a baccalaureate degree. This represented a major advance in the quality of teaching in the United States, and took advantage of the wave of graduates from colleges and universities following World War II, including many women and minorities for whom education was one of a handful of professions offering the possibility of advancement. The next major shift occurred in the 1980s when states, in the wake of some dismal reports on teaching quality and school performance, began to reintroduce teacher exams and increase requirements on teachers.<sup>60</sup>

Teacher preparation and licensure is a key element of education policy, since it is the process by which most individuals with an interest in serving in state schools acquire the skills needed to do their work, and by which the state measures their competence and readiness for teaching. Teacher

training colleges remain the source for the vast majority of teachers in U.S. schools. Requirements for licensure and degree attainment may not be entirely identical, but in general, a degree from an accredited college of education program satisfies the academic requirements for licensure.

While program requirements vary among and within states, teacher preparation is a four-year course of study, resulting in a bachelor's degree. For teachers intending to teach in elementary grades, the content knowledge expectations for teaching is expected to be covered through the pursuit of general, prerequisite liberal arts courses. Most prospective high school teachers are expected to pursue a major or at least a minor in their field. Teachers may be expected to minor in one or more core areas (English, math, science, history, or the arts), particularly for those pursuing elementary grades certification.

The course of study for teacher candidates includes the requirements for a general liberal arts degree (usually the courses required of all students in the liberal arts in the first two years of college), as well as specialized courses in pedagogy and other education specific topics and, often, courses to satisfy an academic major. In addition, candidates must meet entry requirements for the college of education, including minimum GPA and course prerequisites, usually by the end of the sophomore year. Also, teacher candidates must almost always complete a classroom-based clinical experience, more familiarly known as student teaching. For many programs, this component takes place sometime during the final year of teacher preparation.<sup>61</sup>

Beginning in the mid-1980s, a number of teacher training institutions adopted a fifth-year program, with all candidates earning a bachelor's degree prior to pursuing intensive education courses and student teaching. In some programs, the end result is a master's degree; in others, participants may need to earn more semester credits before receiving an advanced degree. Furthermore, there has been a movement in many states to shift student teaching to earlier in candidates' academic careers to allow for adequate time to reflect on this experience and to help them develop the skills and knowledge base their time in the classroom indicates they will need.

The 1990s witnessed a shift from input-based licensure, where teachers earned a license based upon the satisfactory completion of a set of courses, to performance-based licensure. While teacher assessments are at the heart of performance-based licensure, other components, including the assessment of supervisory staff from clinical practice, the creation of a portfolio, completion of an intern year or the recommendation of the employing district following a probationary period, may all play a role in determining licensure.

## REFORMING TEACHER PREPARATION

The many imperatives facing schools today include calls for higher academic achievement for all students, increasingly higher standards, institutional and individual accountability, and rising calls for schools to instill discipline and civic responsibility in students. To accomplish these, states have focused on the need for every student to have access to a qualified teacher. But there are those who question whether the supply of new teachers being created through traditional paths, that is, colleges of education, are sufficiently challenged and imbued with skills through their preparatory programs. Indeed, for some time, policymakers have worried over a number of challenges to teacher quality. Among these are the difficulty schools of education have in recruiting the most capable college students, in part because other professions offer far better earning potential.

Also, there has been an historical lack of investment in schools of education and little coordination between the faculty of the colleges of education and the colleges of arts and sciences. Finally, clinical experiences for teacher candidates often have been limited and relegated to the final stage of preparation, allowing for little time to reflect, develop skills, or acquire the content and pedagogical knowledge needed to be effective in the early years in the classroom.<sup>62</sup> It must be acknowledged, however, that even with these numerous obstacles, colleges of education have produced a multitude of committed, capable, high quality teachers. The argument remains, however, that there is a need to improve, given looming critical needs and increasing expectations of all stakeholders.

A major challenge facing teacher certification over the past decade has come from critics who argue that schools of education are not demanding, cannot attract top-level students, and teach a moribund curriculum based less in research than in habit. Some of the harshest critics of these institutions, in fact, are teachers themselves. Reforming teacher colleges, it is argued, is an essential component in re-establishing teaching as a respected profession which can demand higher salaries and benefits from the public. Indeed, there are few within the profession who argue that teacher preparation does not need improvement.

In addition to questions over the quality of candidates entering colleges of education and the coursework they are asked to pursue, there are fundamental concerns over the lack of alignment between the course of study both within and outside the education program and the state's standards for K-12. The result of this situation is the failure of teachers to master content knowledge in the areas and subjects which they will teach. This is exacerbated by a further disconnection between pedagogy and content in teacher education programs, leaving teachers with inadequate preparation in how to present the content they do master.<sup>63</sup>

How to manage the improvement and reform of teacher preparation is difficult. Most states exert only indirect control over colleges of education. Since teacher preparation programs are located within four-year colleges and universities, legislative and executive branch authority to mandate changes in them is primarily enforced through rewards and sanctions to the host institution. Legislatures often are unwilling to interfere with the independence of state colleges and universities and, in the case of private institutions, have little recourse, financial or otherwise. States can refuse accreditation to schools of education (and indeed, some schools of education lack full accreditation), but resorting to this can negatively affect the supply of teachers for the state and result in districts having an even more constricted supply. While the shift to performance-based licensure has provided a useful lever, the pressure is only indirectly applied to these colleges through their students.

When state policymakers do exert authority and influence over the teacher preparation process, these efforts can have the unintended consequence of confusing, rather than illuminating, the process. This most often happens because of the number of players who have input into preparation program design, often with conflicting agendas. The end result can be uncoordinated demands and inconsistent standards and expectations for teacher preparation.<sup>64</sup> The distributed nature of education in the states, with a variety of agencies and local jurisdictions each exerting some influence, makes conforming policy in a coordinated manner all the more difficult.



Furthermore, there is a considerable disconnect between what the public expects out of schools and what those responsible for teacher education believe is the role schools play. As consumers of education, the public wants schools to be safe and orderly and expects schools to produce students with a firm grasp of basic skills and citizenship. Teacher educators stress the need for schools to develop lifelong, active learners and to have high expectations for all students.<sup>65</sup> Without debating the merits of either the public's or the teacher educators' preferences, it seems clear that what the public is demanding of teachers is not expected by teaching training centers. Indeed, the public's emphasis of content over process, and the inversion of these values at teacher training institutions, often is highlighted as a key failing of teacher preparation.

While there is no single prescription for reform of teacher education, there are a number of organizations actively engaged in the process. Among these are some obviously interested partners such as the American Federation of Teachers, the American Association of Colleges of Teacher Education, and the National Council for the Accreditation of Teacher Education along with many others, as well as policy think tanks and research operations, such as the Fordham Foundation, Hoover Institute, and Abell Foundation. Together they form a continuum of discussion on the issue, from thoroughgoing reform within the institutions to elimination of them as separate entities. These efforts have yielded some interesting results, of which the scope of this Report will only allow a brief survey.

For the purposes of this discussion, the strategies for improving teacher quality through changes in preparation are divided into two: efforts to strengthen schools of education and the programs they provide, and deregulating the teacher preparation system, allowing a variety of teacher training programs equal footing within the teacher licensure system and allowing districts increased choices in candidates.

### ***Building on Strengths: Reform within the Existing Framework***<sup>66</sup>

Most teachers in U.S. classrooms are graduates of one of the more than 1,300 colleges of education in the United States.<sup>67</sup> These schools are connected to four-year institutions, where they are almost always separate, but interrelated, units. The manner in which funding is usually conducted in colleges and universities tends to value other programs over teacher preparation, providing incentives to staff and faculty for conducting research and publishing, but not extending the same incentives to excellence in service to students, a central component of education programs.<sup>68</sup>

A major strength for colleges of education is the connection they have with their host institutions, which feature extended resources in subject matter, and attract a general pool of students in addition to teacher candidates from which to recruit. Aspiring teachers, a number of critics point out, are not encouraged to avail themselves of the best these resources have to offer. Indeed, many education programs rely on the undergraduate liberal arts degree core courses for the extent of their content requirements. Thus students in education are free to take as varied a program of study as they desire. Unfortunately, while this variety may be a key component of the nature of inquisitive learning fostered by universities, it also can be highly incoherent, uncoordinated, and inconsequential. A recommended reform for this is to require a comprehensive core curriculum for all aspiring students from the liberal arts and sciences. For elementary teachers, this content ought to encompass the material within the state's curriculum. At a minimum, students applying for entry to colleges of education should have completed these courses.

As noted, teacher colleges do not tend to draw from the most competitive students. In a sense, this is driven by economic and social realities outside the control of colleges of education. Nonetheless, the stigma remains that teacher training institutions are not challenging academically, do not conduct rigorous research, and their students do not excel academically. Regardless of the veracity of any of these presumptions, entrance to colleges of education is by no means restrictive, reinforcing a prejudice against the academic vigor of the students who pursue teaching as a profession. While many academic programs do not have restrictive entrance standards, there is a certain logic in being more restrictive on professional entry for individuals who will eventually be responsible for the academic success of others.

Entry to colleges of education varies by state and institution, with typical requirements a minimum grade point average in the core liberal arts courses, usually a C average of 2.5, and, often, demonstrated competence in basic skills through an assessment test. In many ways these requirements reflect entry requirements for other professional schools. Students also may be asked to complete introductory survey courses in education. It has been recommended that schools of education could improve the portfolio of their student bodies by raising their entry grade point averages to 2.75 or even 3.0. A concern of some is that this would “choke off” an already less than sufficient supply of teachers in the pipeline by restricting access to the profession. Such reductions in flow may be acceptable if it is offset by an increase in teacher quality and reductions in teacher attrition.

Coupled with the requirement of a rigorous, coherent, comprehensive liberal arts curriculum in the first two years of study, an increased grade point average requirement should result in strong performance on basic skills exams. Sadly, as they are currently structured, these exams pose very little obstacle to entry. The Praxis I exam, which is the most commonly used basic skills exam, tests very little above the high school level. Indeed, an analysis of the exam indicates that much of the mathematics portion of the test is at the middle school level. The rigor of the competency tests is not where this issue ends, however, since states or schools must set cut-off scores for determining competence. In too many cases, critics argue, these scores are not high enough. Improving these entry tests through the inclusion of college level material in the core academic areas or replacing them with a more challenging one and establishing meaningful cut-off scores is very often raised as a possible solution to this dilemma.

A frequent complaint about the pre-service requirements of teachers is that the education courses aspiring teachers take are neither intellectually challenging nor immediately relevant to the work at hand, and often feature material which is revisited several times over a student’s course of study. This is further complicated by the lack of a clear consensus of what these future teachers need to know, which results in an exceptionally high level of variability among and within teacher education programs in what is demanded of students. This lack of an agreed upon core curriculum in many ways separates education from other professions with established licensure requirements and undercuts in a serious way the exclusive claims advocates of certification sometimes make.

While there remain several areas in which the research base is simply inadequate to point to necessary or recommended approaches, a number of advances have been made in the understanding of the learning process and how effective teaching practices can capitalize on this knowledge. Furthermore, while education research has long been considered less than comprehensively scholarly, there have been vast improvements in the past

decade, leading to a growing corpus of knowledge from which to develop technical assumptions. These two components are strongest in some of the central components of education—reading and mathematics—which can be used to inform teaching practices today. In the end, the education community needs to establish as a profession what is an appropriate and rigorous curriculum for prospective teachers, much in the same manner that other self-regulating professions (welders, physicians, plumbers) determine what skills and knowledge are to be concomitant with licensure. The creation of a core curriculum in education based on research is most likely to occur at the national level, where research and experiences from a broad range of sources can be considered. Such a national effort would also tie in to several other national efforts, including the Interstate New Teacher Assessment and Support Consortium (INTASC) certification portability programs and the furtherance of National Board for Professional Teaching Standards (NBPTS) certification.

Related to the issue of the core education curriculum is the relevance of a degree in education at all. As states have implemented higher standards for students, it is incumbent upon their teachers to have a thorough understanding of the material covered by the curriculum. For teachers with baccalaureate degrees in education, their exposure to this subject matter knowledge may not be sufficient to teach complex issues. To resolve this, many states now require high school teachers to have an academic major in their area of certification and, indeed, very few new high school teachers lack an academic major.<sup>69</sup> Among elementary school teachers, however, most pursue a degree in education with at times a subject area minor. While this may not be cause for concern with regard to subject matter teaching expectations, the academic content of the education program may not be sufficiently challenging to determine the depth of the participant's understanding of the general liberal arts curriculum.

The most crucial component of almost every education program is a prospective teacher's student teaching, or clinical experience. At a minimum, most teacher candidates spend 10 weeks in an actual classroom teaching or team-teaching with an experienced teacher. During this time they are supervised by a member of the university faculty, an adjunct staff member who is responsible for most on-site supervision, and the teacher whose classroom the aspiring teacher is "borrowing." For the most part, the day-to-day oversight of the student teacher is conducted by the cooperating teacher who is neither a staff member of, nor accountable to, the college of education. It is uncommon for supervising university faculty to visit student teachers regularly in the classroom or provide much on-site feedback. The adjunct faculty member whose job it is to observe the teacher usually will observe the student daily and provide feedback on a regular basis.

This having been said, clinical experiences vary tremendously from program to program, both in design and in supervisory expectations. There are numerous strengths to this system when well implemented. Student teachers gain valuable experience in applying their skills and theoretical knowledge in an observed environment, as well as an opportunity to work with classroom teachers. Teachers almost always cite this experience as the most valuable component of their preparation programs. Some programs limit clinical experiences to the final year, and sometimes the final semester, of their course of study. An increasing number are beginning to require other forms of classroom experiences earlier in their educational careers, including classroom observations and visitations.

While teachers remark on the value of their clinical experiences in preparing them for their classrooms, it is important that student teaching

links the theory being taught in the education programs with teaching practice. Furthermore, student teaching should be designed to provide prospective teachers with opportunities to learn both the basic mechanics and administrative requirements of running a classroom. Student candidates also should gain experience in assessing student learning and how to adapt lessons to students with different learning strategies.

For many student teachers, however, clinical experience is too short, too late, and not selected for its relevance for candidates. Indeed, cooperating teachers, who have the greatest influence of the candidates' learning and experience, often are not selected or reviewed by college or adjunct faculty for their appropriateness. Thus, the strongest influence on an aspiring teacher's most formative experience is conducted by individuals who may or may not reflect the theory and practices being taught in the colleges. These cooperating teachers often do not receive additional compensation or training for their efforts, and are not integrated into the preparation program, with their input and observations at times not sought. Obviously, these elements can be remedied through increased integration and collaboration between the partners. Among the recommended solutions are selecting cooperating teachers on the basis of their excellence by a peer review process and providing them with adequate training and compensation. Furthermore, university faculty should be encouraged to play a more central role in supervising teacher candidates in their school placements, providing more opportunity for feedback and review. Achieving this requires a shift in attitudes and structure of many partners, however, and the adoption of a professional model for clinical experiences.

The final hurdle for teacher candidates on their way to the classroom in many states is a battery of exit exams to determine competency. Most states use some combination of the PRAXIS exams which test pedagogy, basic knowledge and subject-area knowledge, although the cut scores and required combinations vary widely. Satisfactory performance on the tests, along with a minimum grade point average (usually a C or better) and positive recommendations from clinical experience supervisors are often sufficient to earn a teachers' license. Depending on the structure of the clinical experience, however, this final component can be as simple as an acknowledgement that the candidate demonstrates adequate pedagogical skill, or as comprehensive as a portfolio assessment measuring pedagogy and content knowledge as well as the candidate's ability to self-evaluate, assess the work of students, and manage a classroom. Furthermore, the cut scores for the exams generally are very low, with some states that are experiencing severe staffing shortages establishing a passing score as low as 10 percent or waiving it altogether. Even for fields not experiencing shortages, the cut scores rarely rise above the 25<sup>th</sup> percentile. Compounding this is the fact that these exams do not extensively cover college-level material and only assess basic classroom skills. It often is observed that there is a need for stronger exit assessments of teachers with rigorous expectations for both subject matter and classroom skills. Developing and implementing these will undoubtedly require the same level of political support that reforming K-12 assessments and graduation exams has taken. Advocates argue that doing so may be necessary to ensure that teachers are capable of teaching high-level content to students.

As a final note on teacher preparation, many observers caution that teachers require more support during their initial years of teaching than they now receive. To this end, states have implemented and strengthened induction programs for new teachers by providing them with resources and veteran teachers to serve as mentors. Of course, serving as a mentor

to a new teacher is both time-consuming and technically demanding. Providing mentor teachers with training and compensation often is cited as a method to strengthen the induction process. Furthermore, professional development for teachers, regardless of the length of service, is seen as in need of serious improvement, both in terms of its content and relevance. Requiring teachers to pursue continuing education credits for recertification without making explicit the goals and objectives of this additional training is counterproductive, and can lead teachers to pursue courses which are convenient and are viewed as a task to be completed and not an opportunity to gain skills. Realigning expectations and offerings to better reflect the professional needs of teachers and schools, and providing teachers with opportunities to pursue these during the school day, would improve the standing these courses have among, and their effectiveness for, teachers.

## THE DEREGULATION MODEL: ELIMINATING SCHOOLS OF EDUCATION

There is a strong current of thought which states that schools of education have not only failed in their mission to ensure an adequate supply of highly qualified teachers, but they are not capable of meeting this expectation. If this is the case, schools seeking teachers will continue to face shortages, students will continue to be taught by staff not qualified in their subject, and academic progress for American schoolchildren will continue to lag behind the industrialized world. For a number of groups, including the Fordham Foundation, Hoover Institute, the Abell Foundation, and the Progressive Policy Institute, the solution lies not in reforming the existing pipeline, but in allowing schools greater flexibility in their hiring practices.

As has been noted, teaching is a complex process, and the profession has yet to establish a well-defined set of concepts about which teachers ought to be able to demonstrate mastery. In most cases, teachers and teacher educators are unable to outline measurable skills aspiring teachers must have. When these skills are outlined, they often are described in either broad terms—“the teacher has a commitment to students and their learning”—or are unlikely to be something which can be taught or measured—“the teacher listens with care.”<sup>70</sup> For critics, the inchoate nature of teaching excellence makes the preparation process unreliable and unnecessary. The subjective nature of the performance indicators dispels the myth of necessity surrounding teacher preparation, it is argued.

By eliminating the requirement that teachers pursue a degree in an education program or otherwise take courses in education, the profession of teaching is opened up to the widest possible range of candidates, deregulation proponents note. This does not mean that just anyone could become an educator. The administration at the school or district level would be responsible for hiring staff who meet the particular needs of the school and would have the responsibility for reviewing and assessing the new teacher’s abilities. Colleagues, parents and students also are able to assess the merits of a teacher and gauge his or her abilities in this deregulated model. The ability of administrators to respond to substandard teachers is often highly restricted. In some sense, states with probationary licenses for new teachers are using a semi-deregulated model already.

If licensure and preparation were disconnected or disassociated, students could, of course, continue to pursue degrees in education, and universities could continue to have colleges of education for these students. At the end of the preparation process, however, an education school graduate would be competing for jobs with non-graduates, with the possible

advantages of specialized coursework and preparatory experience that may appeal to administrators charged with hiring staff. The end result also may be pressure on colleges of education to improve their programs, to become more selective, and to focus their efforts on core concepts. By breaking the link between participation in a teacher education program and licensure, these programs would likely shrink. This in turn would shutter weaker programs and provide impetus for stronger ones to improve their research and outreach activities. In the end, this could strengthen the standing of these schools within their institutions and expand the base of knowledge about what teachers need to know.

Another approach promoted as an alternative to the status quo and total elimination of licensure requirements is to require teachers to have a bachelor's degree, demonstrate competency in knowledge or skills in the specific area they wish to teach based on well-established, research-based expectations, and pass a criminal background check.<sup>71</sup> The coursework an aspiring student completes is unrelated, or at the most only tangentially related, to the receipt of a teaching license. The preparation that teachers take becomes a matter of the teacher's requirements and not a state- or institution-outlined list of courses. Teacher preparation in this model becomes teacher development through a mix of pre-service training, early-service induction and ongoing, meaningful professional development. Schools of education would need to prove that their programs "add value" to their graduates in order for them to be able to place their aspiring teachers in the most competitive districts. Thus, optional pre-service teacher preparation becomes an element of enhanced credentials for students from recognized programs competing for jobs with candidates from the general public.

Deregulating licensure also deregulates schools of education. There are a number of education professionals within colleges of education who are aware of the shortcomings of the current system but feel that the greatest impediments to improving teacher preparation programs are state mandates on structure and content. If colleges of education no longer have to respond to state curriculum requirements, the reasoning continues, they will be free to develop the kinds of programs that will best prepare teachers for the classroom, and will be judged on the basis of their graduates' performance.<sup>72</sup>

A key component of this approach is the acknowledgement that many of the skills teachers need are acquired or developed through practice. Under this model, teachers would be hired under probationary conditions which would provide opportunities for observation, review and counseling. Under optimal conditions, new teachers would receive some pre-service training, teach a reduced course load and be afforded strong induction support services. During this period, new teachers would have the time to develop their professional skills in conjunction with experienced teachers and administrators and to develop strong collegial ties. Teachers providing this support and professional development to their new colleagues would necessarily need to be compensated for their time.

The obvious drawback to such a program is its costs to the state or the district. The bulk of the costs of training teachers, which under traditional certification is essentially borne by the candidate through undergraduate tuition, is shifted to the district or the state. If, as can be expected, rural and urban schools hire the majority of these new teachers, they would potentially be paying to train teachers who would be free to transfer to other districts once they have fully developed their skills. Serving as the training grounds for wealthier districts and functioning as the gatekeeper of those unable to

meet the requirements of teaching is unlikely to be a burden poorer districts are willing or able to take on.

An additional component of this system would be disposing of the bureaucratic hurdles to removing teachers who are unable to satisfy the expectations of their colleagues and administrators. If entry to the profession has been eased, the logic goes, then exit must be as well. Hiring and firing decisions, then, are to be the purview of the school administrator, who is ultimately accountable for both. It is unlikely that schools will be particularly interested in taking risks on promising candidates from outside education schools if they are unable to remove them from service should the new hire not prove to be suitable for the classroom. To say that this aspect of a deregulated job market for teachers is an incendiary one for teacher's unions is an understatement, however. The specter of arbitrary dismissal looms large in any discussion of the subject by teacher associations.

In principle, the deregulated model of teacher preparation represents an effort to shift from input-based to performance-based licensure. As a part of such a system, professional development for teachers would become more meaningful, as teachers are compelled to improve and enhance their skills in ways connected to the school and children they serve. Thus, districts and schools would be encouraged to provide access to specialized training for teachers, something not typically required of the professional development teachers take to satisfy licensure renewal requirements. Behind all of this, of course, is the force of a job market which rewards skills, not tenure. The political pressure to retain the status quo with this regard is enormous however, and should not be underestimated.

Proponents of deregulation note that school districts that already experience surpluses of teachers will not be radically affected by this change. Rural and urban schools, it is hoped, would be able to choose from a much wider pool of candidates. This larger pool likely would contain a number of individuals who are ill-equipped to teach, but for districts staffing classrooms with long-term substitutes, the opportunity to reach beyond the current supply would be welcome.

There is a danger, not acknowledged by the advocates of this approach, that the supply of candidates in a deregulated licensure economy will not increase, in which case deregulation would have led to the sealing off, or at least drastic reduction, of the "pipeline" of new teachers without fully accounting for a source for the teachers which are needed. Furthermore, critics warn, the expectations of new, unlicensed teachers flocking to hard-to-staff schools is both unrealistic and, should it come to pass, problematic. These urban and rural schools often face challenges unimagined by the general public, and without strong preparation, induction and support, teachers will be unlikely to remain and be effective in these schools.

## CERTIFICATION AND LICENSURE

In every state, teachers in public schools must carry some form of certification or license from the state. At the most basic level, state certification guarantees that the individuals in charge of classroom instruction meet certain minimum standards of competence and do not pose a danger to the students. Certification generally consists of a mandated level of academic accomplishment as well as satisfactory performance on professional tests. Requirements of a prospective teacher in terms of coursework, clinical experience, and testing can vary widely from state to state.

While most states use the terms certification and licensure interchangeably (a convention this Report maintains), there is a difference between the two which helps to illuminate why this debate is so difficult. States license doctors, lawyers, cosmetologists, plumbers and others in order to ensure that the practitioners of these professions meet certain minimum standards of quality. The same logic, essentially, holds for teachers. But in technical terms, there is an important distinction, since a person acting as a doctor or cosmetologist operating without a license is usually in violation of a state law and faces penalties, something which is never the case for teachers.<sup>73</sup> This allows for the issuance of emergency, temporary, and provisional certificates to teachers who have not met state requirements for full certification and provides alternative avenues for interested individuals to enter teaching.

In most states, the goal of teacher licensure is not to simply ensure that school staff are not a danger and have basic competence, but to provide students with access to a high quality teacher. The *No Child Left Behind Act of 2001*, which represents the largest federal investment in elementary and secondary education, calls for every classroom to have a “highly qualified” teacher. While the legislation left that definition essentially up to the states to decide, it is generally understood to mean certified at a minimum, and its principal drafters expected that the phrase would mean more than this.

This is not an idle requirement. Ample evidence indicates that teacher quality is extremely important for student achievement. It is less clear what counts the most in improving student learning, however. Measuring teacher effectiveness, and identifying the particular aspects of a teacher’s suite of skills, knowledge and capacities that contribute to or hinder student achievement, is extremely vexing. States have grappled with this dilemma for decades, prescribing courses, student teaching requirements and exams for licensure with the anticipation that these elements will add up to a quality teacher.

State standards for teacher skills and knowledge historically have been set at a level which would not unduly restrict the flow of teachers into the classroom. This is perhaps one of the greatest concerns with current attempts to make teacher licensure more rigorous: that it would deprive schools of the very teachers which are so desperately needed. This would be exacerbated further if salaries did not rise for teachers commensurate with standards and requirements. Most policymakers would be willing to suffer a short period of hardship if they felt that the system was able to identify high quality teachers with confidence. Without further research, however, such guarantees of quality are at best speculative. As can be gleaned from the preceding discussion of reforming teacher preparation, teacher licensure is a volatile political issue with implications reaching far beyond the teachers and teacher candidates it directly affects.

There are essentially three theories of certification or licensure. Two forms result from participation in a university- or college-based teacher preparation program. These are input-based certification and performance-based certification. A third approach, called alternative certification, invites individuals to teach without following a complete course of study at a school of education. As has been discussed, most teachers become licensed as part of their completion of an education-related course of study in college. This traditional route offers schools and aspiring teachers a level of assurance that teachers from this source are at least minimally qualified, prepared and suited for the classroom. This is neither an assurance of high quality nor a guarantee of poor quality. The system for producing teachers in the United States is vast and varied, running the gamut from elite universities to small



colleges. Certification for teachers, much like in other professions, is not an endorsement of the quality of the candidate, but a notice that they meet the minimum standards for entry.

For most of the history of state licensing of teachers, the system has been primarily input-based. Teachers were certified based upon their satisfactory completion of a range of courses for their specialty. A shift toward assessing teachers introduced some performance-based measures, but it was not until the late 1980s and early 1990s when state certification of teachers began to move toward a model in which teachers must demonstrate their abilities and capacity. This transition is still underway, but many states which have adopted National Council for the Accreditation of Teacher Education (NCATE) standards for accrediting their schools of education have thus shifted to licensure based on candidate ability. Performance-based certification, in short, extends licensure to only those candidates who can demonstrate subject matter knowledge and the ability to teach it effectively.<sup>74</sup>

In some instances, teacher certification through the traditional approach has been viewed as a barrier to professional entry. Schools unable to find certified teachers often are restricted from hiring non-certified staff and instead turn to long-term substitute teachers, who may have little or no experience or background in either teaching or the subject matter, to fill vacancies. This solution affords one group of uncertified individuals entry to the profession, but it does not encourage advancement, nor does it reward a group of people who have demonstrated skills, knowledge or abilities which are of benefit to students.

## ALTERNATIVE CERTIFICATION

During the past decade, the need for teachers in particular subject areas, for particular schools, and of particular demographics has driven a movement for alternative licensure. These routes are intended to allow interested candidates to begin teaching without having to first undertake the time and expense of a year or more of education-related coursework. Alternative routes for certification extend the supply pool while usually demanding that candidates meet the same standards, but not necessarily the same academic preparation, as traditionally-prepared teachers. Alternative programs operate at the national, state, and local levels, providing an avenue to teaching for candidates who (almost always) have a bachelor's degree, and fulfill some exceptional need for the classroom—be it skills or experience in a particular area, ethnic background, or other characteristics. These programs may run the range from emergency certification to sophisticated, well articulated preparation programs.<sup>75</sup>

While not used to the fullest capacity everywhere, alternative certification programs attract candidates to classrooms who otherwise would not take the time to pursue education as a career. This is particularly true for those who hold a bachelor's degree and do not wish to spend more time in school pursuing pedagogy courses before beginning work in a field with lower than average pay. Many of the new programs are so-called "fast-track" programs which include intensive and highly-focused training for candidates who spend their first year (and occasionally two years) in a structured training program. These programs are almost always conducted in partnership with a degree-granting institution, although in most cases, program graduates do not receive a post-graduate degree following completion of the program.

Forty-five states offer some form of alternative certification which have been responsible for more than 80,000 teachers entering classrooms over the past decade, at least 24,000 in 2002 alone.<sup>76</sup> Every one of the more than 110 programs reflects the diverse needs of the schools they serve and the flexibility required to attract mid-career switchers, their primary target. This being said, there are some basic design features common to effective programs.

Most programs require a review of academic coursework, some form of selection interview and, in some cases, school visitations. Candidates must secure a position in a school system, a significant difference between alternative certification and programs such as Teach for America. Because alternative certification programs are intended to combat actual shortages, the candidate teacher must have a position awaiting him or her. Such requirements ensure that alternative candidates help to relieve teacher shortages and that the resources afforded the program are expended on teachers who will be in classrooms with the greatest need.

Once candidates have secured employment, usually in the summer before beginning teaching, they begin pre-service orientation and preparation. Some programs operate in conjunction with summer school programs to enable candidates to observe, and at times practice teach, during their learning. Workshops often cover curriculum, classroom management, teaching tips on specific subject matter, such as mathematics or reading, legal, ethical and diversity issues, and working with special needs students. An important component of this pre-service training is helping participants identify resources for their future professional growth.

Participants in most programs are treated as a cohort, incorporating a social support aspect into training design, and encouraging exchange of experiences and information between trainees. Many programs include assigned mentors for each new teacher throughout their first year. Mentors are expected to be experienced teachers selected by the principal (and, in most cases, paid extra), based on subject or grade affinity or other factors. Mentors are to be available to assist the candidate in day-to-day problem solving as well as to observe the teacher and review where the candidate needs to improve and is demonstrating competencies. Throughout the first year, candidates often are observed by several individuals, including the mentor teacher, the principal, district personnel, and college-level supervisors from the alternative program. Teachers may be expected to assemble portfolios of their work, including videotaped lessons, teaching products, examples of student work and test scores, and other items. These are combined in an end-of-year review which culminates in licensure for those candidates who are deemed proficient following the consideration of their work and performance. For teachers who have demonstrated suitable progress, but who still lack some of the necessary skills, many programs offer a second or additional year's internship. It should be noted that these alternative candidates are essentially probationary employees at the school for their first year, a fact which makes dismissing those who do not satisfy their job requirements far easier than removing certified teachers who prove less than effective.<sup>77</sup>

Alternative certification is very popular at the state and district level, where it is viewed as a necessary source of teachers in a time of shortage, particularly for hard-to-staff subject areas and schools. It is partially their popularity at the district level that has provided the impetus for many state education agencies to become involved, to the point where today an alternative certification program is as likely to be conducted or regulated by the state or university rather than a school district.<sup>78</sup> Not everyone is

overwhelmingly supportive, however. Critics of the programs abound, with objections running the gamut from worries over the quality of the candidates to concerns that alternative certification allows school districts and states to paper over the underlying causes of teacher shortages. As with the preceding (and related) discussion of teacher preparation, the scope of this Report does not afford the opportunity to review comprehensively the arguments in favor of and in opposition to alternative certification.

Suffice it to say, there are few issues in the field as contentious or as heatedly debated as that of alternative certification. In some ways, this matter is complicated by the absence of concrete criteria for identifying teaching excellence. Research results on teacher effectiveness, as most experienced observers of education policy acknowledge, are subjective to a greater or lesser degree. Since teaching excellence and its connection to teacher preparation are at the heart of this discussion, there will always be some uncertainty over what aspects of teacher preparation served to make for effective teachers. A more complete discussion of this debate can be found in Appendix II.

# INDUCTION, PROFESSIONAL DEVELOPMENT & TEACHER RETENTION

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**A**s researcher and professor Richard Ingersoll notes, the teacher shortage is not so much an issue of supply or demand, but of retention. Increasing the effectiveness of recruitment efforts, broadening the avenues for entering the profession and increasing the quality and qualifications of teacher candidates may prove to alleviate shortages and improve teaching, but these solutions will prove costly in the long run if schools continue to lose trained staff at current rates. Thus, retaining staff over the long haul has become a major focus of state and local efforts in recent years.

Teacher attrition happens for several reasons. When asked by Ingersoll for their reasons for leaving a school, the most common response (nearly 40 percent) was family or personal reasons, including pregnancy, child-rearing, family moves, and caring for a sick relative. The next most common response was a school staffing action (28 percent), including layoffs, school closings and reorganizations. It is noteworthy that these individuals most likely do not leave teaching, but simply transfer to schools elsewhere. The next two responses in order of prevalence are dissatisfaction and pursuit of another job, (roughly 25 percent each), with retirement coming in a distant fifth (12 percent).<sup>79</sup>

The costs of high teacher attrition are felt in several ways. The most obvious is the loss of the outlays states, districts, schools and individuals make in developing a teacher. These amount to cash investments of varying levels with the expected payoff of a high-quality teacher corps. As the attrition rate climbs, the return on the investment drops. Schools and students pay a further penalty when teachers leave due to the disruption this can cause, particularly when a teacher departs mid-term. Even when a teacher leaves at the end of a year, the school administration must conduct a search for a new staff member, an expenditure of staff time and effort. Staff stability can also contribute to increased morale, cooperation among teachers, and a better learning environment for students, all of which high

teacher attrition can undermine. High staff turnover often creates a staff with very little cumulative work experience or familiarity with the cohort of students with whom they work.

Obviously, combating teacher turnover is not a simple formula. As Ingersoll's research indicates, teachers leave schools for a variety of reasons. Some of these are obviously beyond the reach of government intervention. This is particularly true with teachers who leave for family reasons, who account for 40 percent of all turnover. Providing on-site daycare for teachers is an option some districts have explored, but the costs of implementing such programs on a large scale make them unrealistic for most school systems. School staffing actions generally do not affect the overall pool of teachers in a negative way, since many will seek other teaching positions.

The next two categories—pursuit of another job and dissatisfaction—are key elements states can address. The former is very likely a function of salary and the job market outside teaching. The latter also includes wage issues, but also lack of support, low student motivation and student discipline, among others.<sup>80</sup> Indeed, it appears that many of the roadblocks facing teacher recruitment are central to retention as well. Improvements in working conditions and salary are high on the list of options available to schools to keep teachers. Among the improvements, decreasing student discipline problems and increasing input into school decision making rank high.

## INDUCTION

In addition to these options, however, there is emerging a strong consensus that teachers need to be supported more intentionally during their first years in service. Induction, as this concept is known, consists of a variety of structures, from mentoring and co-teaching, to early professional development and more. The goal is to ensure that new teachers are not set adrift in their first classrooms, feeling isolated, overwhelmed, and confronted with challenges beyond the scope of their pre-service training. Well-organized induction programs have been shown to lead to higher levels of teacher retention and effectiveness. For this reason, the number of induction programs is on the rise, particularly in low-wealth school districts where teacher attrition is most prevalent.<sup>81</sup> Regardless of the challenge, be it teaching science to students who read far below grade level, addressing discipline and disruption problems, challenging students to exceed expectations, or seeking new approaches to unfamiliar material, having structured access to experienced staff provides a valuable boost to a teacher's skills.

Induction is a component of many alternative certification programs. Some states provide for induction for traditional program graduates as well. In few cases, however, is induction universal or comprehensive. For the 33 states that mandate induction programs for teachers, the levels of participation, program design, requirements, training and compensation for mentor teachers vary greatly. In the South, induction programs are mandated by 12 states (Georgia, Kentucky, Louisiana, Maryland, Mississippi, Missouri, North Carolina, Oklahoma, South Carolina, Texas, Virginia and West Virginia), with Alabama planning to implement the program. Of these, four states have uniform, statewide program design (Kentucky, Louisiana, North Carolina and Oklahoma). The remaining either provide state guidelines (Georgia, Maryland, Mississippi, Missouri, South Carolina, Virginia and West Virginia) or leave the program entirely to the discretion of the district (Texas).<sup>82</sup>

While the South accounts for roughly 40 percent of states that require induction programs, the levels of participation and funding remain serious limitations. Many states require all new teachers to participate, but a handful, including Georgia, Maryland and Texas, expect only limited participation. State funding for these programs varies considerably. Because of this, districts often are required to pick up the tab for these programs, a practice which often leads to chronic underfunding.<sup>83</sup>

Most induction programs for novice teachers require at least one mentor teacher or, in some programs, a support team. Under optimal conditions, this mentor teacher is an experienced staff member who teaches the same (or similar) subject as the novice in the same grade and in the same school. The mentor may be asked to conduct classroom observation and provide feedback as well as meet with the teacher outside of class time. For this, mentors often are paid extra and are provided additional training on how to be a mentor. Some states limit the number of novice teachers a mentor can assist to one and establish a minimum level of contact, usually expressed in hours spent working with each other.

Recommendations for components of effective induction programs are surprisingly uniform across several organizations. In general, they include of full participation for all beginning teachers, and in some cases teachers new to a district, grade level, or subject area, and including teachers with emergency licensure. At the heart of these programs is the use of carefully screened master teachers as mentors for beginning teachers. In addition to the practical assistance on instructional, assessment, and classroom management issues these veteran teachers can provide, mentors are seen as invaluable guides to the unique philosophical, cultural and behavioral environment of the school. Most organizations note that it is not enough for a teacher to have an excellent track record in the classroom to be a mentor, although that should be a pre-requisite. Mentors need to have an appropriate temperament for working with beginning teachers, one which includes being articulate about the profession, patient, and creative.

Induction programs are recommended to last for at least one year, if not longer, in order to allow the novice to have support throughout the school calendar. It also is recommended that the induction program include specific, well-coordinated training components for both the mentor (on how to be an effective mentor) and novice (on instructional methods, curricular requirements, classroom management and assessment, among others). A final element recommended for induction programs is an end-of-program review and assessment, conducted most often by the mentor teacher along with affiliated administrative staff. Many organizations recommend that a positive post-induction review be a requirement for state licensure.<sup>84</sup>

Even with this relative consensus, induction program design can vary remarkably from state to state, and even within a state if districts are allowed flexibility. Some programs focus exclusively on skills germane to instruction, including pedagogical technique and content mastery, using student test results as a means of determining participant effectiveness. Others adopt broader schemes of support, bringing into the program elements of school management and environment, collaboration and reflective self-assessment. Most incorporate elements of both of these approaches to differing degrees depending on the assumptions the state or district makes about teacher effectiveness.<sup>85</sup> In many cases, the mentor-novice relationship is considered one way, with experienced teachers transferring knowledge to new teachers through a formal process. Some programs, however, encourage self-reflection by both parties and have explicit expectations that both parties will learn and develop from the

experience, something which is seen as fostering increased morale and collaboration following the conclusion of the induction period.<sup>86</sup>

A significant challenge in implementing induction programs is providing mentors with the time to observe and work with novice staff. Only New York requires schools to reduce the teaching load for mentor teachers, mandating a maximum of 90 percent of a full teaching schedule, although several other states make recommendations for release time for mentor teachers. A few more require beginning teachers to have some release time for induction. In the region, only North Carolina describes optimum working conditions for novice teachers, including acknowledgement of the special circumstances new teachers are in (in part, these conditions include a limited number of preparations, minimal non-instructional duties and no extracurricular activities, an assignment in the area of licensure and a limited number of “exceptional or difficult” students).<sup>87</sup>

A second challenge is managing the relationship between the mentor as support and the mentor as evaluator. As an increasing number of programs incorporate new teacher review and assessment into the overall induction program, there becomes a potential conflict between the interests of the parties involved. If support and evaluation are conducted by the same person, this conflict can be overcome by clearly identifying the areas where the novice needs assistance. Such well-delineated areas of development allow for more independent assessment by an interested party. Teacher’s unions also have often balked at peer review on the principle that such a practice pits teachers against one another. Interestingly, however, a number of induction programs which include mentor assessment are sponsored by American Federation of Teachers affiliates. For programs in which the assessor is an individual who is not the mentor (most often a principal or member of the school administration), the separation of the two elements can reduce the effectiveness of evaluation since it is based on a more limited range of experience. The important element in this, regardless of approach, is that the novice trust the mentor’s intentions.<sup>88</sup>

## PROFESSIONAL DEVELOPMENT

Teacher induction programs are now often seen as part of a continuum of professional development teachers must pursue. Professional development for teachers has long been a haphazard affair, designed more to meet the scheduling needs of its customers than their specific educational and professional needs. This is changing, however, and professional development is evolving into more targeted, rigorous, and comprehensive courses. While this component has been perhaps the slowest to develop among teacher preparation components, it is a natural progression from standards-based reform and the contemporary advocacy of professionalizing teaching as well as inviting “outsiders” into the profession.

Given the scope of change in education over the past decade, it is to be expected that teachers will require continuing education opportunities to stay abreast of new developments in research, policy and practice. Keeping teachers “up to date” is the principal reason most states require ongoing professional development for license renewal. Because teachers face a variety of challenges and experience a range of issues, there has long been an enormous variety of offerings for teachers to choose from to satisfy their requirements, designed in the best cases to meet specific needs of the audience and, in the worst, to fit into a convenient time of the year.

Teachers in most states historically have been required to complete some amount of continuing education credits for license renewal, but the

course of study pursued and its rigor went largely uninspected, and the measurement of completion is almost universally “clock hours”—literally time spent—and not outcomes. School districts, which generally are charged with regulating these programs, often are ill-equipped to do so or to monitor the effectiveness of professional development, and have limited funding to provide for more intensive alternatives. This being said, many states and districts are becoming more prescriptive about the kinds of continuing education teachers can use to fulfill continuing education requirements. In many states, teachers are required to demonstrate how the course of study fits into an overall professional development goal, and a number of states require that at least some credits be earned at a college or university.

Using a professional development model for new and veteran teachers makes a few assumptions which are important to review. The first is that teachers are never “finished products.” While this has been the underlying drive behind professional development throughout its incorporation into teacher licensure renewal, it has seldom been given the seriousness it now commands. A second important assumption is that there are roles for several partners in the continuing advancement of teachers. Effective continuing education for teachers is now likely to involve school systems, institutions of higher education, school boards, teachers unions, and independent research organizations. Finally, professional development makes implicit the connection between the complete set of skills and knowledge a teacher possesses and his or her ability in the classroom. In a sense, the overarching conclusion is that teachers must be fully informed in their content area and in teaching methodology.

For professional development to meet its potential, it must be brought into alignment with the tenets of the reforms currently incorporated in other aspects of education. As a part of this, professional development needs to be oriented toward goals and objectives. For the most part, these would relate to student achievement and the capacities teachers need to master in order to improve student performance. Thus, professional development becomes directed by needs and desired outcomes, and teacher’s participation in and selection of professional development activities is directly related to the teacher’s individualized learning needs.

Additionally, professional development must be aligned with state standards for teachers. An example of this can be found in National Board Certification, which is based on thoroughly reviewed standards for teacher competence. Tied in with this is the necessity to connect the professional development with specific subject matter needs of the teacher. Thus, the focus of professional development needs to be the “intersection of content and pedagogy.”<sup>89</sup>

For professional development to be most effective, however, it must be an ongoing component of every teacher’s job, something that is a major cultural shift for schools. Professional development along these lines inevitably becomes an effort of colleagues and administrators working together within a school on activities which are reflective, collaborative, and ongoing. This embedded model, by its very nature, runs contrary to the standard workshop model of most professional development. It also, admittedly, faces major logistical hurdles for most school districts in which planning time for teachers and professional development days are the norm. Given this, it is not surprising that the vast majority of states continue to use an input-based model of professional development even as they have shifted to performance-based licensure.



To overcome the inertia of the status quo will require the combined efforts of state legislatures, departments of education, teachers' unions and professional organizations, local districts, administrators, and teachers. Reflecting on the needs and opportunities for improved offerings and affecting program supply by demanding more comprehensive options can have a major impact on the quality of professional development available to, and required of, teachers. Because local districts are the primary providers (or contracting agents) of these services, they will play a critical role. Because of funding constraints, however, state action may be needed to provide local agencies support in these efforts.<sup>90</sup>

## RETENTION VS. RECRUITMENT: WHEREIN LIES THE SOLUTION?

If Richard Ingersoll is correct, America's teacher shortage is one of too many teachers leaving too early and not one of too few entering the profession. By some estimates, for every teacher hired for a position created by enrollment growth or reductions in class size, four are hired to replace departing staff.<sup>91</sup> The preparation and recruitment programs previously discussed are, in this view, expensive remedies to a symptom, without addressing the actual cause of the disorder. Because of the investment states, districts and schools make in new teachers, not to mention the investment an individual makes in pursuing a career in teaching, the costs of high rates of attrition in education are phenomenal. Stemming the flow of new and experienced teachers from the schools would go far in resolving the nettlesome supply issue for schools. It is generally also assumed that it would have a beneficial effect on teacher quality through the retention of more experienced staff, particularly in high-poverty schools where turnover is often the greatest.

Induction is considered key to retention activities, but there are other areas where states and schools can improve the probability that a teacher will stay in the profession longer. Some of these activities already have been mentioned, including increasing the length of clinical experience during teacher training, increasing salaries, and developing more comprehensive and relevant professional development. There are still areas to be addressed. Salary is a contributing, but not necessarily the primary, reason teachers cite for leaving. So while increasing salaries can, and often does, have the effect of eliminating shortages, it may not have the same effect on staff turnover. Nonetheless, salary remains an important factor in attracting qualified applicants to the profession; any erosion of the gains in teacher salary against other professions would, predictably, have a negative effect on the recruitment, quality, and retention of those choosing to teach.

Given the high profile student disciplinary problems receive in surveys of departing teachers, improving working conditions for teachers in this particular area should prove extremely beneficial. Unfortunately, student discipline is one of the most difficult improvements to make, in part because it is such a hydra-like problem. Students are unruly for a variety of reasons, and what may constitute a minor transgression in one educator's book amounts to a serious violation in another's. But all misbehavior, from the violent and dangerous to the minor and merely disruptive, detracts from learning, consumes class time, and serves as a frequent aggravation to instructional staff.

Nonetheless, even though discipline is a complex problem, schools have tackled it in a variety of ways, including the establishment of preventative programs which establish, communicate and enforce clear policies on appropriate behavior for all students; delegation to teachers the

authority for discipline; an emphasis on self-discipline among students; punishments and counseling for misbehavior commensurate with the violation; support for teachers on classroom management; and community and parental involvement.<sup>92</sup> These approaches and others often also have the effect of increasing the role of the teacher in the overall management of the school, a practice which also improves staff morale and decreases attrition.

Other key factors teachers give for leaving the profession include a lack of input into school management issues, poor support from administrators, and poor working conditions. While these are all local, and for the most part institution-based, issues, state guidance and support for solutions to these problems could contribute to improved school work environments. Research conducted by a number of organizations indicates that improving workplace conditions for teachers could have almost the same effect as salaries on reducing attrition.

### ***Toward A Coordinated System of Teacher Preparation and Development***

A new model of comprehensive teacher development is emerging that attempts to coordinate all aspects of teacher recruitment, training, and retention. This approach concerns itself less with the kind of preparatory program and more with its quality and outcomes. Correlating the requirements and expectations of very different training programs takes considerable effort. For traditional approaches, it assumes a retreat from input-based licensure to a more performance-based approach, a move already well underway. For alternative programs, their training phase must demonstrate a comprehensive range of skills and pedagogical approaches.

As the standards reform movement gained strength in the United States, a parallel process for teacher training developed, perhaps best articulated by the National Commission on Teaching and America's Future. The features of a model for teacher development include: teacher standards; a sufficient pipeline of talented and diverse individuals; teacher preparation which infuses standards into the curriculum; teacher induction programs to cover the first few years of a novice teacher's career; full teacher licensure which differentiates between career teachers and novices and requires ongoing professional development; professional development that is specific to a teacher's job and situation and is related to goals and standards of the school and district; and differentiated staffing that allows teachers opportunities to serve as mentors and leaders in their schools without leaving the classroom.<sup>93</sup> Such a model, when fully implemented, creates a "cycle of development and continuous professional renewal."<sup>94</sup>

The cycle such a model establishes begins with the very earliest stages of recruitment and continues to nurture and develop talented professionals throughout their preparation and career, focusing on retention and improved quality. Alternative preparation programs fit within such a cycle in many ways, particularly in their expansion of the pipeline to include qualified individuals who would not enter teaching through traditional routes. In general, most of the stages can be incorporated into an alternative program easily, from preparation which is infused with standards, to induction and progressive licensure. Pedagogical training linked to content knowledge, often viewed as the Achilles heel of alternative programs, is the centerpiece of some programs. By including the components typical of effective programs – high entrance requirement, rigorous pre-service and in-service training tied to a standards-based curriculum, induction and mentoring, and thorough assessment of program participants – alternative certification programs can be partners in preparing teachers for schools.

As more research is conducted to illuminate what makes a good teacher, some insights are emerging. It seems apparent that teachers, in order to be effective, must know their subject matter well and understand the process of teaching and learning in a way that they can use. Effective teachers also have high verbal ability, as measured by standardized tests. And effective teachers have been able to fine-tune their skills through guided clinical experiences.<sup>95</sup> While this merely scratches the surface of the many facets of teaching, it provides a starting point for designing a comprehensive teacher training system that builds in retention and preparation. What is obvious from this list is that teachers require training and support to develop. This also means that teachers are very often subject specialists, putting them at a disadvantage when placed out of field.

Among the barriers to instituting a comprehensive teacher development system is a fragmented education system with little connection between institutions of higher education, their schools of education, and K-12 schools.<sup>96</sup> This is exacerbated by the often strained relationships between schools of education and the colleges within higher education. Alternative preparation programs are seldom, if ever, coordinated with existing four-year programs, leading to an expansion of the fragmentation of policy regarding teacher preparation, as well as suspicion and mistrust among the programs. This disconnection also is mirrored at the statewide level, with policy being set for schools and for colleges and universities by more than one body and, in many states, with tremendous autonomy allowed for individual colleges and universities. Add to this the numerous constituent groups that seek to form educational policy, and the inertia surrounding consolidating and coordinating state education policy becomes enormous.

A second barrier to a comprehensive teacher development system is the tendency for programs, particularly four-year colleges, to “lose track” of teachers that they produce. The establishment of induction programs for novice teachers represents one solution to this problem. Several states have created another “feedback mechanism” in the form of teacher guarantees. While generally touted as a benefit for schools to ensure that new hires will be minimally competent, these programs also deliver in a limited form information on program shortcomings, although not on program successes. An important element, and one that is absent from many, is the use of these programs as feedback loops for colleges of education to assess how well their graduates perform. Such a system would close the cycle of teacher preparation as well, linking schools back with the sources for teachers. This option would be useful regardless of whether a teacher is a product of a four-year or five-year college of education program or is alternatively certified. In fact, it seems clear that some of the more effective alternative certification programs have been able to use information gleaned from their induction programs to refine their certification programs.

Creating a coordinated teacher training system—one in which all levels are working from the same standards, are held to high expectations, and in which teachers are continually supported and given opportunities to develop throughout their careers—addresses some of the principal reasons why teachers leave the profession. In this manner, state programs can solve the shortage question by answering the retention problem. By reducing teacher attrition, states will understandably reduce the pressure on the preparation system as well, allowing for more selectivity and decreasing the reliance on emergency credentials and out-of-field teaching. Concerted efforts to change the work environment and school climate also should decrease turnover. State policies on this are more likely to meet opposition from local school systems, which might perceive such actions as intrusions

on local control. Developing these policies in a coordinated manner with representatives of the many stakeholder groups, while more time consuming, could reduce friction and lead to positive solutions.

All of these changes may serve to make teaching more attractive to college students and graduates, resolving the profession's recruiting dilemma and allowing teacher-training programs to be more selective than they currently are. Salary is, and will continue to be, a factor. Given the demands and responsibilities of teachers, the continuing gap between salaries for teachers and for other professionals will remain a barrier to recruiting the best and brightest into teaching. But as states strive to increase teacher compensation, it is important that salary not become the principal approach taken to combating shortages nor that it eclipse other activities for improving the supply of teachers. By adopting a coordinated approach to teacher preparation and addressing the many reasons for teacher attrition, as well as providing a continuum of opportunity for development, states can create the education community needed.

# POSTSCRIPT: THE END OF SCARCITY?

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As this Report was being finalized, an article appeared in the *Los Angeles Times* entitled “Teacher Shortage Abates.” The sluggish economy, active recruiting efforts, increased teacher salaries, and alternative certification options all combined to produce a bumper crop of candidates for teaching positions in the 2002-2003 school year. This is indeed good news, and reflects the windfall of many of the state and local efforts to increase the supply of teachers. It is not, however, the end of the story. To adopt an apocryphal Mark Twain quotation: Reports of its death are greatly exaggerated.

While many school systems are reporting surplus applicants for some positions, there remain critical shortages of math, science, special education and English-as-a-second-language teachers. The surpluses also do not appear to be geographically universal, with rural schools and some urban districts still facing difficulty in filling positions. There is also no indication that the sluggish economy is going to have as salutary an effect on teacher attrition as it does on recruitment. Indeed, a wave of new hires who are seeking shelter from a sluggish economy may be even harder to keep in the classroom than the average teacher once other sectors rebound.

Higher salaries, which have played an important role in increasing the ranks of new teachers as well, may be under a cloud as the economy continues to sputter. With most states in their worst revenue situation since World War II, efforts to continue to raise teacher pay toward that of other professions may be delayed. If this happens, the renewal of interest in teaching could wane even if the economy remains slow.

Finally, while the current convergence affords states and districts some breathing room, it also presents a tremendous opportunity. Given what is in some ways the first truly competitive market for teaching positions in at least 20 years, schools could use this moment to leverage higher quality candidates into classrooms. Following years of lamenting the diversion of the “best and brightest” to other fields, education could use this opportunity to engage candidates of the highest caliber in teaching. When the economy has rebounded, these teachers may elect to remain, particularly given the many changes designed to support and develop professionalism among teachers. And even if some of these leave, the impact of a reinvigorated teacher corps could have significant positive repercussions.

# SOUTHERN STATE ACTIVITIES IN TEACHER RECRUITMENT, PREPARATION, AND RETENTION

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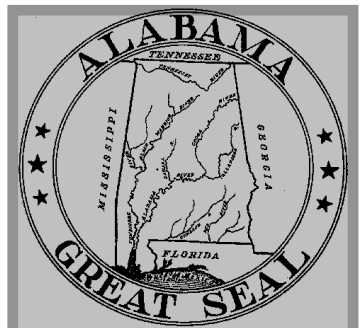
## METHODOLOGY

In addition to reviewing the issues related to teacher recruitment, preparation and retention in a general context, this Report provides extensive details about individual state activities related to these areas. To gather information for the following section, surveys were sent to state legislative education committee chairs, departments of education and teacher licensure boards (in states where they exist) in all 16 SLC member states (Alabama, Arkansas, Florida, Georgia, Kentucky, Louisiana, Maryland, Mississippi, Missouri, North Carolina, Oklahoma, South Carolina, Tennessee, Texas, Virginia, and West Virginia). The following reflects information gathered through survey responses, state code, and national or regional reports.

Once state profiles were completed, drafts were submitted to state agencies for review, verification and comment. Comments from those states responding were incorporated in the final document.

Data for the **Vital Statistics** section of the state pages are for the 2001-2002 school year, unless otherwise indicated. The discrepancy between the average teacher salary listed under **Vital Statistics** and that used for discussion in the *Teacher Salary* section reflects an adjustment for cost of living. The K-12 school budget figure may reflect funding from state as well as local and federal sources in some combination. In general, the education expenditures expressed as a percentage of the total state budget reflect only state expenditures.

# ALABAMA



## Vital Statistics

K-12 students:	731,271
Number of school districts:	128
Number of schools:	
Elementary	943
Middle	595
Secondary	476
Vocational centers	76
Number of teachers:	47,197
Non-instructional staff:	50,983
Average teacher salary:	\$39,268
K-12 school budget:	\$2,731,809,743
K-12 budget as a percentage of total state budget:	68%*
Per pupil expenditure:	\$5,908

\* Alabama funds education through a separate budget, the Educational Trust Fund, 68 percent of which was for K-12 expenditures

## Recruitment

### *Scholarships and Loan Programs*

Students in colleges of education in Alabama have a number of private scholarship opportunities available to them, including several targeted to specific areas. For the most part, these scholarships are available to rising juniors and seniors and seldom amount to more than \$1,000. In 2001 the state board of education approved a measure signed into law to provide 100 college juniors with scholarships if they agree to teach in high-need areas. The Reach and Teach initiative targeted prospective math and science teachers enrolled at public universities, who were eligible for the \$4,000 forgivable loans. The loans were to be fully forgiven if the teacher worked in a high-need area, as determined by the state, for five years. This initiative, now known as the Alabama State Department of Education Mathematics and Science Scholarship/Loan Program for Alabama Teachers (MSSPAT) was amended by the Legislature in 2002 to provide up to \$2,000 per semester for up to six semesters to students who are at least juniors and have been admitted to an approved teacher preparation program. One semester of funding will be forgiven for each year of teaching in a high-need area.

### *Teacher Salary*

The average starting salary for a teacher in Alabama in 2000, adjusted for the cost of living, was \$33,411. The overall average teacher salary in 2000, adjusted for the cost of living, was \$41,148. Alabama teacher salaries have risen 40 percent over the past decade, eight points above the national rate of increase. Alabama ranks 31<sup>st</sup> in teacher salaries nationally and seventh in the region, up from 43<sup>rd</sup> in the nation and 13<sup>th</sup> in the region in 1991-1992.

### *Bonuses*

None

### *Tax Breaks/Mortgage Benefits*

None

# Alabama

### *Rehiring Retirees*

Alabama allows retirees to return to classrooms to serve as part-time or substitute teachers. Tax law restricts teachers from returning to the classroom full time while drawing their full retirement pay.

### ***High School/Junior High School “Cadet” Programs***

None

## **Preparation and Certification**

### *Traditional Certification*

Alabama has 29 institutions of higher education with a total of 458 teacher preparation programs. Each of the 29 colleges and universities offers between two and 32 separate programs to prepare teachers and other school personnel. The Alabama Professional Education Personnel Evaluation (PEPE) Program is used to evaluate each new teacher three times in his or her first year, and this evaluation is combined with the opinions of superintendents and principals. Novice teachers are also surveyed on how well they feel their preparation program readied them for the classroom. Each program also is assessed on several factors, including: entrance requirements; subject matter; amount of clinical experience; supervision during the intern process; credentials and experience of the faculty; and the institutional commitment of resources to the program.

Teachers are required to complete a course of general studies, including courses in the humanities, social sciences, mathematics and science, but do not need to major or minor in their subject area. Teachers must meet state knowledge and ability requirements prior to completion of their preparation programs and recommendation for certification. Their performance is assessed on the job as part of the Alabama PEPE Program. Teachers who fail to meet established competency standards are eligible for cost-free remediation from their program within two years of program completion. The teacher testing program only applies, with a few exceptions, to teachers seeking a new license after January 1, 2003.

Entrance to teacher education programs is limited to those candidates who have a passing score on the Alabama Basic Skills Test (administered for the last time in January 2002), a minimum 2.5 grade point average, and “experiences in schools designed to assist the student in making a wise career choice.” Prospective teachers may pursue programs in early childhood, elementary, middle, or secondary levels, which allow for some overlap in the grades they serve. The basic program curriculum includes courses addressing learning and motivation; student diversity; curriculum and instructional delivery; classroom management; professional development and responsibilities; and integrating technology. Students must complete their course of study with a minimum grade point average of 2.5 for the total program, for courses in the teaching field, and for professional studies with no grade below C in professional studies. A minimum of 9 credits of student teaching/internship, amounting to at least 12 weeks full time, is required

Graduates of approved programs are eligible for an initial certificate, which must be renewed after five years. Applicants for certification must submit to a background check including fingerprinting, the cost of which is included in their application fee. License renewal requires three years of satisfactory educational experience and either five allowable continuing education units, equal to 50 clock hours of professional development, or three semester/four quarter hours of allowable credits. Allowable credits must be earned at an accredited institution with state-approved teacher education programs. Continuing education credits must be based on the individual’s professional growth needs and related to professional education.



### *Alternative Certification*

Any individual who has earned a bachelor's degree from a regionally-accredited institution and meets certain experience and coursework requirements may be issued an initial Alternative Baccalaureate-Level Certificate for certain state-specified areas. The Certificate, which is requested by a local superintendent of schools who intends to employ the individual, is valid for one year, although it may be renewed for two additional years. The applicant must verify at least 24 months experience in the field or related field in which certification is being requested or 48 semester hours of study in the field. The applicant must complete 12 semester hours of applicable coursework with a grade of C or better before the expiration of the third Certificate issued (that is, after three years). These courses are to include classroom management, evaluation of teaching and learning, inclusion of special needs children, and level appropriate teaching methodology. Following three satisfactory years of full-time teaching in the same school system under this alternative certification, the teacher is eligible for renewable professional certification.

Alabama also allows individuals who already have earned a bachelor's degree and are pursuing a "fifth-year" master's degree in education to teach under a special alternative certification, which is also renewable for two years. For initial issuance, it must be requested by the local superintendent of the district that intends to hire the teacher in the area in which the prospective teacher is seeking a master's degree (e.g., science, special education). The individual must have a bachelor's from an accredited institution and be admitted to an Alabama fifth-year program. For renewal, the teacher must have completed the coursework for the program.

The state also allows an employing local superintendent of education to request a Preliminary Certificate, valid for two years and requiring no additional course work, for any teaching field or instructional support area, for an individual with at least a baccalaureate from a regionally-accredited institution. The prospective teacher must meet other criteria determined by the state superintendent of education. Following two years of successful, full-time employment, the individual may apply for a renewable professional certificate.

### *Licensure Reciprocity*

Alabama has reciprocal agreements with 44 states. Graduates of state-approved programs in other states must have the recommendation of their institution's certification official sent directly to the Alabama Office of Teacher Education and Certification. Graduates of programs approved by the National Council for Accreditation of Teacher Education (NCATE) may be eligible for a professional educator certificate. Individuals who complete requirements for the National Association of State Directors of Education and Certification (NASDTEC) Interstate Contract for teachers, support personnel and/or administrators may be eligible as well.

Applicants for teacher certification with credentials from a foreign institution must obtain an evaluation of their foreign credentials from a state, federal, or private foreign credential evaluation service and submit this along with their application materials directly to the Office of Teacher Education and Certification or to the certification officer at an Alabama institution with an approved program in the area where certification is sought. Applicants also must pass a test of spoken English for certification.

### **Retention**

#### *Induction*

Alabama has recently initiated the Alabama Teacher Induction Program. While very limited in scope, it includes numerous elements identified as key to successful mentoring programs. The program had over 500 first-and second-

year teachers participate in 2002. Mentors participated in training sessions and conducted observations and follow-up reviews with their assigned novices. New teachers participate in the voluntary program for their first two years of service.

*Teachers Out of Field*

9.3 percent

*Professional Development*

Teachers are required to complete 50 clock hours of professional development or a comparable amount of course credits for license renewal. Professional development is to reflect needs identified in the teacher's personnel review.

*National Board Certification*

As of 2002, Alabama had 449 National Board Certified teachers. The Rewarding Excellence for Teachers program gives a one-time grant to the teacher's school of \$5,000 and an annual \$5,000 salary increase to any teacher who achieves certification. The state also pays half the application costs. The program also encourages teachers to become mentors and advisers to other teachers seeking certification in their communities.

# ARKANSAS

Vital Statistics	
K-12 students:	448,018
Number of school districts:	310
Number of schools:	
Elementary	574
Middle	180
Secondary	325
Combined/Other	27
Number of teachers:	29,025
Non-instructional staff:	No data available
Average teacher salary:	\$35,389
K-12 school budget:	\$2,553,228,459
K-12 budget as a percentage of total state budget:	49.9%
Per pupil expenditure:	\$6,370

## Recruitment

### *Scholarships and Loan Programs*

Arkansas offers scholarships for minority teachers who agree to teach in the state for three to five years. Minorities are eligible to receive up to \$5,000 annually for four semesters (or six trimesters) or until they have completed the requirements for licensure. The scholarships are in the form of loans which are forgiven at a rate of 20 percent annually. If the teacher enters certain critical shortage areas or agrees to teach in one of several low-performing districts, or meets certain other characteristics, the loan is forgiven in three years. The state also has a scholarship for all students pursuing secondary teacher licensure in designated shortage areas. Students are eligible for \$2,500 (or half of tuition/fees, books/supplies, and room/board, whichever is less) in forgivable loans, repayable on the same terms as the minority scholarship. Of note, due to the state's current financial straits, awards of all scholarship programs are limited.

Scholarships of \$2,000 are awarded to individuals pursuing masters of teaching degrees at participating institutions if the applicant is actively employed as a teacher in a district in a geographic area of the state where there exists a critical shortage of teachers. Teachers relocating to one of these areas for the purpose of teaching there may apply to the state department of education for reimbursement of all or part of their moving expenses. The awards are in the form of forgivable loans, which are considered fully repaid after three years of service in the identified area. As a part of this effort, the department of education can create specific professional development and support activities as necessary for the retention of participating teachers.

### *Teacher Salary*

The average starting salary for a teacher in Arkansas in 2000, adjusted for the cost of living, was \$25,864. The overall average teacher salary in 2000, adjusted for the cost of living, was \$38,559. Arkansas teacher salaries have risen 28 percent over the past decade, four points below the national rate of increase. Arkansas ranks 42<sup>nd</sup> in teacher salaries nationally and 13<sup>th</sup> in the region, unchanged from the state's ranking nationally in 1991-1992 and down from 12<sup>th</sup> in the region that year. The state's severe budgetary shortfalls in the past fiscal year have led to a scaling back of a proposed \$3,000 pay increase over two years for teachers to a modest \$525.



# Arkansas

### *Bonuses*

None

### *Tax Breaks/Mortgage Benefits*

None

### *Rehiring Retirees*

Arkansas allows retired teachers to return to the classroom after a separation period of 30 days. Teachers in designated shortage areas, or those who teach in low-performing schools or whose positions are declared essential, are not subject to any earnings limitation if they obtain a waiver from the Arkansas Teacher Retirement System Board of Trustees. Retirees in these categories may serve for three years under a contract requiring annual renewal. Other retired teachers may return to the classroom as well without limitation on the number of years they may serve after retirement, but they are limited in the amount they may earn to twice the maximum allowable salary designated by the Social Security Retirement Earnings Test. For 2002-2003, this would result in a maximum salary of \$22,560.

### *High School/Junior High School "Cadet" Programs*

None

### *Other issues:*

The state has established a Minority Recruitment Advisory Council to assist the Equity Assistance Center in providing technical assistance to school districts in developing recruiting plans. Each district is to have a designated employee to serve as the coordinator for its plan which is to be developed by districts establishing teacher and administrator recruitment goals equivalent to the minority composition of the district. These plans also are to focus on encouraging minority students to pursue careers in teaching.

## **Preparation and Certification**

### *Traditional Certification*

Arkansas has 18 institutions of higher education offering a total of 449 teacher preparation programs. Each of the 18 colleges and universities offer between one and 45 separate programs to prepare teachers and other school personnel. Teachers are required to complete a course of general studies, including courses in English/language arts, social sciences, mathematics and science. Individuals pursuing certification in secondary education must earn either a major or minor in their subject area. Teachers must pass the Praxis professional knowledge and subject area sections to be eligible for certification. State approved programs require six credits of supervised clinical experience, amounting to a minimum of 12 weeks.

The Arkansas Standards for Teachers requires teachers to: understand the central concepts, tools of inquiry, and structures of the discipline(s) he or she teaches; create learning experiences that make these aspects of subject matter meaningful for students and in a manner that links the discipline(s) to other subjects; plan curriculum appropriate to the students, content, and course objectives; plan instruction based upon human growth and development, learning theory, and the needs of students; exhibit human relations skills which support the development of human potential; and work collaboratively with school colleagues, parents/guardians, and the community to support students' learning and well being.

Entrance to programs is generally the purview of the institution, although students are expected to pursue a general course of study to a satisfactory degree. Most programs require a 2.5 grade point average for admission. Rather than specifying courses for teacher licensure, the state board of education developed

educator competencies for each teaching field which addresses specific academic standards. Students pursue a minimum of 12 weeks of student teaching for at least 360 hours of clinical experience, although some programs require more. Of note, the University of Arkansas at Monticello requires 1,200 hours of clinical experience, designed as 30 weeks of full-time (40 hours per week) teaching.

As a result of legislation passed in 1991 and 1997, the state has developed a performance-based licensing system for all educators based on the national INTASC standards, effective as of January 1, 2002. Novice teachers must possess a bachelor's degree, have successfully completed the Praxis I reading, writing and math, Praxis II content test and Principles of Learning and Teaching tests, and pass a criminal background check. If the candidate has earned a degree from a state-approved teacher education program, an initial teacher license, valid for one to three years, may be issued. During this time, the novice teacher is considered to be in a period of induction. Standard licensure is based on passing the Praxis III performance assessment. License renewal is contingent on satisfactory completion of 30 hours of professional development continuing education.

### *Alternative Certification*

The Arkansas Non-Traditional Licensure Program provides talented and motivated individuals who have college degrees in fields other than education an opportunity to obtain the proper credentials and become a teacher in Arkansas schools. Candidates must submit official transcripts demonstrating that a four-year degree has been awarded and passing scores on the Praxis I basic skills and Praxis II content knowledge exams. Candidates with a master's degree are exempt from the Praxis I exam. The Praxis II pedagogical knowledge exam must be passed after one year of teaching under the program. Candidates must find employment within a district and complete a summer training session to be issued a two-year provisional license. Candidates may be eligible for professional licensure after their first year.

Each program participant undertakes an individualized training program composed of modules developing the knowledge and skills needed for new teachers to be successful in the classroom. Training modules are offered during summer and weekend workshop settings and can span over the course of two years depending on the needs of the new teacher. The modules cover four broad areas of learning: standards; assessments; accountability; and professional knowledge.

In the past, candidates had to prove they had at least a 2.75 GPA in college, but the state board can now issue a waiver to that requirement if the candidate's professional experience demonstrates exceptional quality. Alternative candidates also are subject to the same criminal background check and induction requirements as traditionally-certified teachers.

The state also allows individuals holding bachelor's degrees not in education who are enrolled in a master of the arts in teaching (MAT) degree to teach under a provisional license while completing their program. Individuals seeking alternative certification are eligible for grants of up to \$500 as financial assistance for costs associated with pursuing the non-traditional path.

### *Licensure Reciprocity*

Arkansas enjoys reciprocal agreements with 38 states. Arkansas allows teachers certified in any state to be issued a one-year non-renewable provisional certificate. The applicant must provide an official transcript, complete a criminal background check and provide documentation of whatever teacher assessments were required, taken and passed for their home-state license. These tests may be accepted in lieu of those required for Arkansas licensure. The program

from which the applicant graduated must have accreditation by NCATE or a regional accrediting body. Teachers from states that do not require testing for licensure must take and pass the Praxis II specialty area test for all areas of standard licensure and the Praxis II Principles of Learning and Teaching for the appropriate level of licensure. Out-of-state teachers have until the expiration of their provisional license to satisfy all other requirements for professional licensure. For teachers from states with a reciprocity agreement with Arkansas, all compatible, equivalent, standard teaching areas and endorsements are recognized. Licensed, out-of-state teachers who have no teaching experience may apply to the state department of education for mentoring support.

Teachers with degrees from institutions not accredited by NCATE or another recognized organization must apply to teach through the Non-Traditional Teacher Licensure Program. Teachers from states not party to the NASDTEC compact or other reciprocal agreement with Arkansas must also apply for licensure through this program. Teachers with out-of-country credentials must have them evaluated by a recognized private agency within the United States. The agency must complete a course-by-course evaluation of the applicant's transcript, indicate the major area of study and document that the applicant's degree is equivalent to one conferred by an institute of higher education in the United States. The same procedure must be conducted for the applicant's teacher preparation and licensure.

## **Retention**

### *Induction*

All novice teachers are to be assigned a site-based, trained mentor to support their practice and professional growth. Mentors are recommended to work with their novices for an average of two hours every two weeks during the regular school day and an additional 25 hours outside of the regular schedule. When novice teachers, with their mentors, decide that their teaching meets the performance requirements, the novice takes the Praxis III performance assessment. Following a successful completion of this assessment, a standard license, good for five years, is issued. Mentors, who must complete a training program prior to working with novice teachers, receive a \$1,200 supplement for their work. Arkansas has 10,000 trained mentors, 2,000 of whom are used every year. The state uses the Pathwise Mentoring Observation system, a companion to the Praxis III exam, which is based on a teacher's performance in 19 essential areas. The system serves as a tool for evaluating the classroom performance of pre-service and novice teachers.

### *Teachers Out of Field*

No data available

### *Professional Development*

Teachers are required to complete 30 professional development hours for license renewal. Professional development is to reflect needs identified in the teacher's personnel review.

### *National Board Certification*

As of January 2002, Arkansas had 121 National Board Certified teachers. The state provides three days of release time for teachers seeking national certification and will pay half of the application fee. Successful applicants earn a \$2,000 bonus annually.

# FLORIDA



## Vital Statistics

K-12 students:	2,535,155
Number of school districts:	67
Number of schools:	
Elementary	1,667
Middle	469
Secondary	417
Combined/Other	561
Charter	221
Adult	145
Vocational	46
Dept. Juvenile Justice	231
Number of teachers:	141,003
Non-instructional staff:	118,818
Average teacher salary:	\$39,465
K-12 school budget:	\$12,209,943,467
K-12 budget as a percentage of total state budget:	37%
Per pupil expenditure:	\$6,138

## Recruitment

### *Scholarships and Loan Programs*

To encourage qualified individuals to seek employment in Florida schools in critical teacher shortage areas, the state established the Florida Teacher Scholarship and Forgivable Loan Program for Critical Teacher Shortage. This program exists in statute but was not funded in 2002-03. The program consists of two components. The first is a \$1,500 annual scholarship for first- and second-year undergraduates who ranked in the top 25 percent of their high school senior class, graduated from high school with at least a 3.0 GPA, and express an intention to teach in Florida public schools. The second component is a forgivable loan available to upper-class and graduate students who are admitted to an approved teacher education program which leads to an initial certification in a designated shortage area. Loans are available up to \$4,000 annually (for up to two years) for undergraduate study, and up to \$8,000 (for up to two years) for graduate study. The state offers a similar program for instructional aides who are pursuing a teaching degree in critical shortage areas. Teachers who enter critical shortage areas but do not participate in this program are eligible to apply for reimbursement for their student loans related to becoming certified after teaching in a school in such an area for at least 90 days. Teachers can also apply for tuition reimbursement for coursework that leads toward certification in a critical teacher shortage area.

The Florida Fund for Minority Teachers' Minority Teacher Education Scholarships program is part of a collaborative, performance-based program to counteract the low number of minority teachers in the states. Minority teachers who have been newly admitted to a teacher education program at a participating college or university are eligible for scholarships of up to \$4,000 a year, awarded biannually. Recipients are required to teach in Florida public schools for each year for which they received the scholarship.

# Florida

### *Teacher Salary*

The average starting salary for a teacher in Florida in 2000, adjusted for the cost of living, was \$26,631. The overall average teacher salary in 2000, adjusted for the cost of living, was \$38,912. Florida teacher salaries have risen 23 percent over the past decade, nine points below the national rate of increase. Florida ranks 29<sup>th</sup> in teacher salaries nationally and sixth in the region, down from 27<sup>th</sup> nationally and fourth regionally in 1991-1992.

### *Bonuses*

None

### *Tax Breaks/Mortgage Benefits*

#### *Residential Subsidies*

Equity Residential Properties Trust, in partnership with the department of education, created a program to reduce teachers' rent by 10 percent, take \$100 off move-in fees, and provide \$500 credit towards home purchase.

#### *Home Loan Programs*

Three programs are available to assist teachers with the purchase of a home; one through the U.S. Department of Housing and Urban Development (HUD), and two through the Bank of America. The Teacher Next Door, sponsored by HUD, offers HUD-owned, single family homes to public and private school teachers at a 50 percent discount. The Bank of America sponsors Teacher Zero Down, which provides 100 percent financing with little or no cash at closing, and Teacher Flex, which requires a 3 percent down payment with only \$500 from a teacher's own funds and with very little cash needed at closing.

#### *Rehiring Retirees*

Florida allows all retired teachers to return to teaching after a 12-month separation period without limitation on their earnings or length of new service. During the separation period, teachers can work part time (up to 780 hours) without penalty until the separation period is over.

#### *High School/Junior High School "Cadet" Programs*

There are 748 chapters of Future Educators of America statewide. These chapters include elementary, middle grades, high school and post-secondary level chapters. The Department of Education provides technical assistance throughout the year to chapters and coordinates an annual statewide conference for post secondary chapters and high school student members and their advisors.

## **Preparation and Certification**

### *Traditional Certification*

Florida has 29 institutions of higher learning offering teacher preparation programs. Candidates are required to complete a course of general studies with a minimum 2.5 GPA and pass either the College Level Academic Skills Test (CLAST) or Praxis I academic skills test, demonstrating mastery of basic reading, writing, and computation. Programs are to include curricular offerings in general education, professional education, and subject specialization to enable program participants to demonstrate, at a minimum, the competencies outlined in the state standards for teachers.

The general studies courses are to include nine hours each of English (including writing, literature, and speech), science (including earth science, life science, and physical science), mathematics (including college level algebra or above and geometry); 12 hours in social studies (including American history and general psychology); and six hours in the humanities (including philosophy and the fine arts). Subject area specialization requirements for program participants include a degree major (or 30 hours of credit) in the specialization area content preparation to enable students to demonstrate mastery of the state adopted content standards.



In addition to these requirements, teacher education programs are to include reading-literacy acquisition; classroom management, school safety, professional ethics, and educational law; human development and learning; assessment; and a planned series of clinical experiences, beginning early in the program, and concluding with a final internship. This final internship is to be a full-time, field-based experience of at least 10 weeks conducted under the supervision of high-performing educators, provide the prospective teacher with experiences of progressive responsibility for student learning and classroom management, and require demonstration of competency. While the amount of student teaching varies from institution to institution, the statewide average of clock hours spent was 496, with some schools requiring up to a year of clinical experience.

To be eligible for a professional certificate, teacher candidates must pass the Florida General Knowledge Test, the Florida Professional Education Test and subject area tests for each area of certification. Through their program courses and assessments, candidates for professional licensure also must demonstrate the 12 Florida Educator Accomplished Practices: assessment; communication; continuous improvement; critical thinking; diversity; ethics; human development and learning; knowledge of subject matter; learning environments; planning; the role of the teacher; and technology. In addition, courses and school-based experiences shall include instruction, observation, practice and competency demonstration in the following: instructional strategies that address various learning styles, exceptionalities, achievement levels and other specialized circumstances and teaching strategies for the instruction of Limited English Proficient students.

Professional certification is valid for five years. Renewal of licenses is contingent on satisfactory completion of six semester hours of college credit, 120 in-service training credits, or passage of a subject area test approved by the state board of education, or a combination of the two. Twenty points of in-service training are equivalent to one semester hour of college credit. Each subject area exam is equal to three semester hours of credit. National Board Certification is deemed satisfactory for license renewal for the life of the certificate.

### *Alternative Certification*

Florida's Alternative Certification Program (FACP) provides individuals who have earned a bachelor's degree in areas other than education with sufficient general studies coursework and satisfactory grade performance the professional preparation and experience they need to qualify for a professional certificate. All school districts provide either the FACP or a state-approved, competency-based alternative professional preparation and certification program. Regardless of the source of the program, they all offer on-the-job training for newly hired instructional staff who have not completed a traditional teacher education program. These programs do not offer subject area preparation.

The FACP consists of professional education preparation through distance learning and peer support. The program includes survival training; instruction on the distance learning program; a support team consisting of a peer mentor, an on-line tutor, a building level administrator, and an outside educator; online training of peer mentors and online tutors; online professional preparation learning activities; and summative assessment tasks. Program participants take a pre-assessment to determine their learning needs, and an individualized action plan is developed accordingly. The survival training, which occurs prior to entering the classroom, provides the novice with the necessary skills and information to navigate the very first days and weeks in front of the classroom, including an introduction to basic teaching methods, ethical and legal guidelines for teachers, classroom behavior and management tools, basic lesson planning, diversity issues, and an introduction to effective teaching behaviors, among others. As the capstone of the program, participants must take and pass the state professional educator's test to qualify for professional licensure.

### *Licensure Reciprocity*

Florida has license reciprocity with all 50 states. A teacher with a valid teaching certificate from another state and two years of appropriate, continuous, full-time successful teaching experience within the preceding five years is considered to have demonstrated the general, subject knowledge and professional preparation and educational competence requirements for a professional certificate. This also is the case with any National Board Certified teacher and teachers from states with a comprehensive testing system which assesses teachers on general, professional and subject area knowledge.

Florida recognizes the teacher preparation of a number of schools with the requirement that applicants for professional licensure fulfill their unmet testing requirements. Thus, a teacher from a state-approved program in Georgia, who tests on general and subject area knowledge, would only need to pass the state test for professional knowledge to qualify for a professional certificate.

### **Retention**

#### *Induction*

Induction is the responsibility of local districts in the state, many of which are reported to be of exceptional quality. Induction is a component of the state alternative certification program and is supported by state appropriations.

#### *Teachers Out of Field*

10.4 percent—This figure reflects an estimated percentage that represents most, but not all fields. The 10.4 percent represents the percentage of teachers who are not certified appropriately for the course they are teaching rather than, strictly speaking, the percentage teaching out of field. State law provides avenues for districts to determine in field and out of field on the basis of a teacher's academic background or expertise. The percentage above is for FTEs. The calculations involve matching actual courses taught with each teacher's certification. Therefore, a teacher certified in science but teaching three periods of science and two periods of math would be counted as three-fifths of an in-field science teacher and two-fifths of an out-of-field math teacher.

#### *Professional Development*

See *Traditional Certification* section.

#### *National Board Certification*

As of 2002, Florida had 3,490 National Board Certified teachers, the second most of any state in the country, behind North Carolina. The state pays 90 percent of the application fee and provides a \$150 stipend for portfolio preparation. National Board Certified teachers receive a bonus of 10 percent of the prior fiscal year's statewide average teachers' salary for the life of the certificate provided they remain a full-time classroom teacher.

Classroom teachers who agree, in writing, to provide the equivalent of 12 workdays of mentoring and related services to public school teachers within the state who do not hold National Board Certification receive an additional 10 percent bonus each year these services are provided for the life of the certificate.

# GEORGIA

Vital Statistics	
K-12 students:	1,470,634
Number of school districts:	180
Number of schools:	
Elementary	1,146
Middle	345
Secondary	282
Combined/Other	70
Number of teachers:	99,470
Non-instructional staff:	No data available
Average teacher salary:	\$44,073
K-12 school budget:	\$6,084,626,829
K-12 budget as a percentage of total state budget:	38.5%
Per pupil expenditure:	\$8,783

## Recruitment

### *Scholarships and Loan Programs*

Georgia has three scholarship programs to encourage students to enter teacher education programs. The PROMISE Teacher Scholarship is a component of Georgia's pioneering HOPE Scholarship program, providing forgivable loans to students who intend to be teachers in Georgia public schools. To be eligible, a student must have earned a minimum 3.0 GPA and be admitted to a state-approved teacher education program in Georgia. Students are eligible for up to \$3,000 annually for two years. The loan is forgiven at the rate of \$1,500 for each year of teaching in a Georgia public school.

The PROMISE II Teacher scholarship provides support for paraprofessionals and instructional aides seeking a baccalaureate-level degree in education with the goal of becoming a teacher in a Georgia public school. To be eligible, applicants must have been employed as paraprofessionals or instructional aides by a Georgia public school; meet Georgia residency requirements; enter the program as a freshman or higher level college student; be admitted to a degree-granting program leading to initial teacher certification in a HOPE-eligible college or university; not already possess a bachelor's degree or be eligible to receive HOPE funds; and meet satisfactory academic progress requirements. The tuition award cannot exceed the cost of tuition, approved mandatory fees and a \$150 book allowance for students enrolled in a University System of Georgia institution, or \$3,000 per year for private institutions. The loan is forgivable on the same terms as the PROMISE Teacher Scholarship.

Finally, the HOPE Teacher Scholarship for Graduate Study in Critical Shortage Fields provides support for Georgia teachers and individuals who plan to become teachers to pursue an advanced degree in critical shortage fields of study. To be eligible, an applicant must be a legal Georgia resident and admitted for a regular admission into a graduate school and an advanced degree teacher education program leading to certification in a critical shortage field, as defined by the department of education. Scholarship awards are based on the number of credit hours necessary for students to complete their program of study, based on a rate of \$125 per semester hour for public institutions or \$200 per semester hour for private institutions. Loans are forgiven at a rate of \$2,500 per year of service in a critical shortage area.



# Georgia

### *Teacher Salary*

The average starting salary for a teacher in Georgia in 2000, adjusted for the cost of living, was \$32,685. The overall average teacher salary in 2000, adjusted for the cost of living, was \$44,210. Georgia teacher salaries have risen 43 percent over the past decade, 11 points above the national rate of increase. Georgia ranks 20<sup>th</sup> in teacher salaries nationally and second in the region, up from 32<sup>nd</sup> nationally and sixth regionally in 1991-1992.

### *Bonuses*

National Board Certified teachers are paid a 10 percent supplement added to their annual state salary.

### *Tax Breaks/Mortgage Benefits*

None

### *Rehiring Retirees*

The state allows retirees to return to teaching after a one month separation period, with a limitation on the term of service set at five years. Retired teachers may also suspend their benefits for the time during which they are teaching. Teachers who wish to return to teaching may also choose to do so on a less-than-half-time basis without affecting their retirement pay. Teachers may return on a full-day basis to the classroom in high-poverty school or in a critical field.

### *High School/Junior High School "Cadet" Programs*

None

## **Preparation and Certification**

### *Traditional Certification*

Georgia has 35 institutions of higher learning offering state-approved teacher preparation programs. In order to be approved by the Professional Standards Commission (GaPSC) to prepare teachers, a program must meet the Georgia 2000 performance standards for preparation and NCATE and national association standards (e.g. National Council for the Teachers of Mathematics for the math certificate). Programs must also be aligned to the content requirements of Georgia's Quality Core Curriculum, which guides K-12 instruction. Minimum requirements for admission to a program include passage of the Praxis I basic skills proficiency tests in reading, writing and mathematics and successful completion of a course of general studies with a minimum GPA of 2.5. The general studies course is to include, at a minimum, courses in the humanities, including English, mathematics and science. The course of study in a teacher education program is to reflect national and state standards for teachers. While the state does not mandate any particular hours or credits students must complete, programs must demonstrate that their graduates will satisfy the state's expectations of professional educators. Secondary level teachers are expected to earn a subject area major. Programs also must require a minimum of 10 weeks of clinical experience in a K-12 classroom, with actual program requirements in the state varying between 10 weeks and 22 weeks, or between 80 and 640 hours, with a state average of 13 weeks, or 474 hours.

State-approved programs now require teacher candidates to take the Praxis II subject area assessment as a requirement for program completion. Once students have satisfied the requirements of the program, the institution's certification authority will recommend certification to the GaPSC, which can then issue a Professional Clear Renewable Certificate. This Certificate is valid for 5 years. In addition to professional development courses, teachers must achieve a qualifying score on the subject area assessment for renewal of licensure. Beginning in 2005, teachers with two unsatisfactory annual performance evaluations during the

previous five-year certification cycle which have not been satisfactorily addressed are not entitled to renewal. Teachers must pass a criminal background check before they can be employed by a local district.

### *Alternative Certification*

Individuals who have completed college degrees in disciplines other than education can take advantage of the Georgia Teacher Alternative Preparation Plan (TAPP). This classroom-based teacher preparation option seeks to equip teacher-candidates with the skills necessary to ensure a reasonable expectation of initial success in their classrooms. It also put in place a supervised internship/induction program that will help them further develop their mastery of teaching. Candidates must possess a bachelor's degree or higher with a cumulative GPA of at least 2.5, pass the Praxis I exam or demonstrate sufficient scores on the SAT, ACT or GRE to exempt this, pass a criminal background check, and have an offer of a full-time teaching position from a participating school system.

Prior to entering the classroom, the candidates participate in an orientation program providing instruction on the essentials of effective teaching. Components of this program include curriculum planning and subject area-specific teaching. Candidates also are assessed on their content-area background and develop an individualized plan of study. Candidates are assigned to a three-person support team, which is to include a school-based mentor, a school administrator, and a college faculty representative. Mentors are expected to have at least one hour of intensive interaction a week with the intern teacher, to be observed by the candidate in multiple classroom settings and conduct at least one formal classroom observation each week for assessment purposes.

During the first year, the “intern” teacher must complete a minimum of six seminars on teaching based on their individualized plan of study and any identified content area coursework. Most candidates will also need to pursue coursework related to Georgia Special Requirements, including the identification and education of children and youth with special needs; the teaching of reading (and, for middle grades, writing); and the integration of technology in the classroom. By the end of the first semester of teaching, the intern teacher must take the Praxis II subject area exam, the results of which may be used to adjust the candidate’s study plan. The first year concludes with the completion and review of the teacher’s portfolio and an assessment of the intern teacher’s progress, including a recommendation on continuing employment.

During the second year of the internship, the candidate must pursue a minimum of four seminars, complete any remaining required coursework, and successfully complete the Praxis II exam if this was not done after the first year. Throughout the second year the intern meets with his or her assigned mentoring team. The teacher must complete an accomplishment portfolio for review and assessment by the support team.

The Georgia TAPP is open to applicants for all levels (early childhood, middle grades, and secondary) and certification areas. The program is administered by a number of program providers throughout the state, including a number of approved colleges and universities, as well as regional educational services agencies and school systems that have been approved by the Professional Standards Commission.

### *Licensure Reciprocity*

Georgia enjoys licensure reciprocity with 39 states. Applicants for certification who hold valid teaching certificates from another state are given a one-year certificate to allow them time to fulfill all applicable Georgia Special Requirements, as outlined in the Alternative Certification section. Individuals coming to Georgia with National Board Certification automatically receive, upon application, a professional certification in their field.

Teachers with degrees conferred by foreign institutions must provide the Professional Standards Commission with a detailed report from a private, state-recognized agency of a course-by-course evaluation of any college-level credit completed. Georgia also has an International Exchange Certificate for professional educators from other nations. The non-renewable three-year certificate is available for foreign teachers who hold the equivalent of a bachelor's degree or higher, possess foreign educator credentials in a type and field comparable to those recognized in Georgia, be proficient in English, and have an offer of employment from a Georgia school. International Exchange Teachers are to have school-based mentors to provide assistance with orientation to the school; guidance on the basic principles of the curriculum, instruction, and classroom management; and ongoing adjustments to the professional expectations of the school. Should the Exchange teacher wish to remain beyond the three-year validity of the certificate, he or she must meet the requirements for a professional renewable certificate.

## **Retention**

### *Induction*

New teacher support is conducted by a number of different agencies and organizations in Georgia. The state does provide funding for induction, which is required of all beginning teachers. The state Professional Standards Commission has developed standards for induction programs and a mentor teacher program with a certification endorsement and standardized training. The state also is developing guidelines for university- and college-run induction programs. This is particularly important because of the guarantees teachers prepared within the state university system carry, which requires faculty support of teachers in their first two years.

While program specifics, including the duration of the induction period, are left to the district, the state mandates minimum levels of contact between mentors and novice teachers and provides mentors with a small stipend. The TAPP program mentors new teachers during their first two years in the classroom, while the Professional Standards Commission's Reach to Teach Initiative extends the mentor program with intensive assistance to new teachers in high need schools.

### *Teachers Out of Field*

4.2 percent

### *Professional Development*

Teachers must complete 10 quarter hours of acceptable resident college credit or Georgia staff development credit specifically approved for certification renewal. The state allows courses taken to extend a certificate, to add a new field or type of certification, to renew a probationary certificate in the content area or age level of the certification being renewed or college credit to satisfy this requirement.

### *National Board Certification*

As of 2003, Georgia had 806 National Board Certified teachers. The state provided \$1,000 to 61 candidates for National Certification in 2001 and to over 100 in 2002. National Board Certified teachers receive a bonus of 10 percent of their salary for the life of the Certificate. National Board Certification also renews all certification fields for either the next certificate cycle or the subsequent five-year cycle, satisfying all professional development requirements.

# KENTUCKY

Vital Statistics	
K-12 students:	640,461
Number of school districts:	176
Number of schools:	
Elementary	782
Middle	229
Secondary	303
Combined/Other	32
Number of teachers:	40,000 (approx.)
Average teacher salary:	\$37,847
K-12 school budget:	\$4,699,000,000
K-12 budget as a percentage of total state budget:	37.6%
Per pupil expenditure:	\$8,658

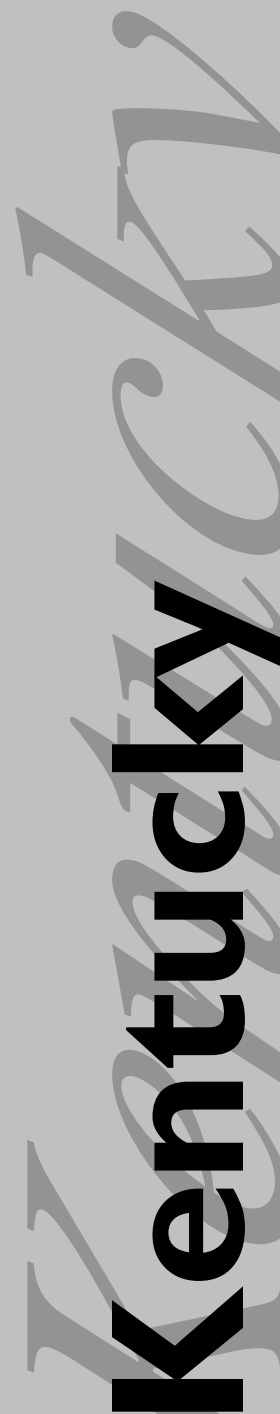
## Recruitment

### *Scholarships and Loan Programs*

Through innovative recruitment techniques such as the Kentucky Educator Placement Service (KEPS), and the recruitment, selection, and retention of exceptional, multi-dimensional educators, Kentucky is utilizing traditional educational programs, scholarships, alternative certification routes, professional development, and early identification initiatives to accomplish this undertaking. KEPS was developed by the Kentucky Department of Education to support the efforts of its school districts to recruit teachers, principals and administrators. KEPS offers a placement service matching vacancies with applicants seeking employment. By completing one job profile, candidates become visible to all district human resource personnel. The program keeps potential applicants informed through an automatic email reply feature.

Kentucky has a number of scholarships and loan opportunities for teacher candidates. The Kentucky Higher Education Assistance Authority Teacher Scholarship Program provides financial assistance to highly qualified Kentucky students pursuing initial teacher certification at participating Kentucky institutions. The need-based scholarships are available to freshmen or sophomores for up to \$625 per semester, and for juniors, seniors and graduate students for up to \$2,500 per semester, with a maximum undergraduate award capped at \$12,500. The maximum award for graduate studies is \$7,500. The scholarships are in the form of promissory notes for each semester of participation which are cancelled at the rate of one note per semester taught. For teachers in critical shortage areas, two promissory notes are cancelled for every semester taught. If a recipient does not complete the program or does not render qualified teaching service, the scholarship becomes a loan and the recipient is required to repay the amount disbursed with 12 percent interest that accrues from the date of disbursement.

The Minority Teacher Scholarship Program provides a maximum award of \$5,000 annually for minority students enrolled in Kentucky's eight institutions who want to become teachers. To be eligible, students must be a Kentucky resident with a declared major in teacher education (at either the undergraduate or graduate level) and a 2.5 GPA, and complete the teacher education program within the prescribed time. Following completion the recipient must teach one semester in Kentucky public schools for each semester the scholarship was received.



The District Teacher Certification Loan Fund, which has been approved by the state in 2002 but has yet to be funded, extends forgivable loans to teachers with emergency certification to seek full certification, fully-certified teachers who are willing to seek additional certification in hard-to-fill or critical shortage areas and paraprofessionals in local school districts to seek full certification. To be eligible the applicant must be employed by a local district and recommended by the superintendent as someone who would be hired for a teaching position. The applicant also must have the endorsement of the school-based decision-making council at his or her employing school and be admitted and enrolled in an undergraduate or graduate program of teacher education approved by the state. Some participants in local district alternative certification programs may be eligible for a loan under the provisions of this program as well. The loans are cancelled on the same terms as for the previous programs.

### *Teacher Salary*

The average starting salary for a teacher in Kentucky in 2000, adjusted for the cost of living, was \$27,993. The overall average teacher salary in 2000, adjusted for the cost of living, was \$41,000. Kentucky teacher salaries have risen 32 percent over the past decade, matching the national rate of increase. The state ranks 34<sup>th</sup> in teacher salaries nationally and eighth in the region, down from 28<sup>th</sup> nationally and fourth regionally in 1991-1992.

### *Bonuses*

None

### *Tax Breaks/Mortgage Benefits*

None

### *Rehiring Retirees*

Retirees who teach in shortage areas are eligible to return to the classroom after they retire following a 12-month separation period if they are returning to the same school district from which they retired, or after three months if they return to teaching in a different school district. There are no earnings limitations on retirees. Districts must make an effort every year to fill the position with a non-retired teacher before offering the position to a retiree.

### *High School/Junior High School "Cadet" Programs*

By the year 2010, more teachers than ever will be needed to support the educational process. Kentucky through the implementation of Future Educators of America Clubs (FEA), encourages talented high school students to consider education and related professions as a career. Early Identification Programs provide middle and high school student's additional opportunities to explore teaching as a career option. By helping students gain a realistic understanding of the nature of education and the role of the teacher, it is believed that more students will enter into the teaching profession. Further, it is believed that a better understanding of the intricacies of the teaching profession will aid in the retention of Kentucky's educators. Kentucky is implementing a statewide initiative of having one FEA Club in each high school by 2007-08 and one in every middle school by 2010-11. Currently there are more Future Educator of America Clubs in Kentucky that are chartered by Phi Delta Kappa International than any other state in the country.

## **Preparation and Certification**

### *Traditional Certification*

Kentucky has 29 institutions of higher education (eight public and 21 independent) with a total of 528 teacher preparation programs. Certification of educators and administrative staff is the responsibility of the Education Professional Standards Board, an independent agency within the office of the



governor. Teachers are required to pursue a course of general studies, obtain either a content major or area concentration, take certain professional education courses, and participate in field and classroom observations and experiences, including student teaching.

The design and curricular content of teacher education programs are left much to the discretion of the institution, based on NCATE standards adopted for program approval by the Kentucky Education Professional Standards Board. First among these is a demonstration, through assessment of the student, of sufficient content, pedagogical and professional knowledge, skills and dispositions necessary to help all students learn. Programs must have in place an assessment and analysis system that collects and analyzes data on the qualifications of applicants, the performance of candidates and graduates to aid in program improvement. Programs must include opportunities for field experiences and clinical practice for their students, and must provide curricular and clinical experiences to help teacher candidates develop the skills and knowledge necessary for serving a diverse student body. Programs must demonstrate how the preparation courses and experiences integrate the Kentucky Curriculum and Assessment requirements, including the goals and expectations for students in K-12, and the core content and assessment. The clinical experience component of the preparation program must include a minimum of 12 weeks student teaching, during which the college coordinator will make no fewer than four on-site observations and critiques.

Teacher candidates must graduate from their program with a cumulative GPA of at least 2.5 or a GPA of 3.0 or above on the last 60 hours earned, and passing marks on the appropriate content area assessments. Following completion of their program, teacher candidates are eligible for a provisional certificate. A teacher's first year is considered an internship, the successful completion of which is necessary for the issuance of full certification.

Teachers who successfully meet the requirements of the internship are issued a Professional Teaching Certificate, valid for four years. Teachers are to make progress over the first two five-year renewal cycles toward either a master's degree or a non-degree fifth-year program, although they may choose a continuing education option which does not require completion of a post-graduate program. The first renewal requires a minimum of 15 semester hours of graduate credit or completion of a professional development plan and partial portfolio for teachers pursuing a continuing education option. The second five-year renewal requires the completion of the fifth-year program or of the professional development plan and a full portfolio for the continuing education option.

Kentucky established a dual set of standards for teachers in 1994, making a distinction between new and experienced teachers. The new teacher standards describe what a first-year teacher should be able to do in authentic teaching situations and list the academic content, teaching behaviors, and instructional processes that are necessary to promote effective student learning. The experienced teacher standards identify effective teachers' knowledge and skills. These standards expand upon the new teacher standards and incorporate additional areas.

Kentucky has three certification levels, each indicating a degree of preparation. Rank III certificates require the completion of a bachelor's degree. Rank II requires the completion of an approved master's degree program, a planned fifth-year non-degree program, or the completion of the continuing education option following the professional development plan. A Rank I certificate requires the completion of an approved program of at least 30 semester hours above the Rank II, National Board Certification, or the Continuing Education Option.

### *Alternative Certification*

There are six alternative routes to teacher certification available to individuals who already have earned a bachelor's degree. Local school districts have the option of collaborating with colleges or universities to train teachers on the job, an option being pursued by only one district in the state. Individuals with 10 years of exceptional work experience can apply for certification in their field based upon this experience. The state also allows military veterans to be certified as long as they have six years service, a bachelor's degree or higher in a field related to a certification area with a minimum 2.5 GPA, and passing scores on the related subject area competency tests. College faculty with a master's or higher degree and five years teaching experience may seek certification at the high school level.

Several colleges and universities in the state also offer alternative certification programs that have been approved by the state Education Professional Standards Board. These programs allow for participation in a preparation program to be concurrent with employment as a teacher, so long as the candidate completes all requirements and passes all required assessments and the Kentucky Teacher Internship Program within two years. Teachers seeking certification through any of these routes must participate in an internship program. In general, the issuance of a provisional certificate is contingent on the candidate having an offer of employment. The sixth option is available to individuals with expertise in areas such as art, music, foreign languages, drama, science and other specialty areas, who may be employed in a part-time position by a local school board.

### *Licensure Reciprocity*

Kentucky enjoys teacher license reciprocity with 34 states. Out-of-state teachers with less than two years successful teaching experience must participate in the teacher internship program. Teachers with less than two years experience must also fulfill the appropriate assessment requirements. Applicants with foreign credentials or credit must meet the same academic standards as applicants trained in the United States. Applicants must submit a course-by-course evaluation with the verification of the completion of a teaching major and/or minor in the subject for which certification is sought. This evaluation must be conducted by a private, state-recognized agency.

## **Retention**

### *Induction*

Kentucky was one of the first states to require teachers to complete an internship program before they could be fully certified. The Kentucky Teacher Internship Program was established in 1984 to provide beginning teachers with the support they need for their first year of teaching. All beginning teachers are to participate, with a second year possible. New teachers are observed by a support team, which has itself taken special training that is developed and administered by the Educator Professional Standards Board. These novices develop professional development plans and create a portfolio to demonstrate their competence. This cumulative portfolio provides evidence of the teacher's decision making in all aspects of teaching and is to demonstrate the novice's progress towards professional goals during the internship year.

Mentors are assigned to only one novice a year, for which they are compensated \$1,400 and provided with release time to meet with their assigned teacher. Mentors, who are selected by their building-level administration, must have at least four years of successful teaching experience, a master's degree or 2,000 hours of professional development activities, and complete an orientation/training program. State guidelines call for mentors to spend a minimum of 20

hours of classroom time with their assigned teacher and an additional 50 hours outside of class time during the year.

The school district teacher intern committees, composed of resource teachers and administrators, coordinate the activities of the mentoring program within a school. Among other duties, the committee is to review the portfolios and progress of interns and report to them on their assessment of progress toward the state's teacher standards. At the end of the year, the committee is to make a professional judgment on the intern's ability to meet the requirements of all the state's teacher standards, which is reported to the local school superintendent. Teachers who do not successfully complete the internship during the first year can requalify for admission to a second year of internship. Teachers who do not successfully complete their internships the second year become ineligible for a Kentucky Teaching Certificate.

### *Teachers Out of Field*

5.5 percent

### *Professional Development*

As noted earlier, teachers are expected to either pursue a master's, non-degree fifth-year program, or fulfill continuing education credit requirements. Following the first two renewal cycles (outlined above) teachers are required to participate in six semester hours of credit, or its equivalent, every five years for renewal, or teach three years within each five-year period.

### *National Board Certification*

As of 2002, Kentucky had 348 National Board Certified teachers. The state pays 75 percent of the application fee of successful applicants and provides a \$200 stipend and five days of release time to compile the application. National Board Certified teachers receive a \$2,000 annual bonus for the life of the certificate.



## LOUISIANA

<b>Vital Statistics</b>	
K-12 students:	743,089
Number of school districts:	75
Number of schools:	
Elementary	799
Middle	289
Secondary	247
Combined/Other	165
Number of teachers:	48,212
Average teacher salary:	\$36,298
K-12 school budget:	\$5,078,326,348
K-12 budget as a percentage of total state budget:	53.3%
Per pupil expenditure (1999-2000)	\$6,888

### **Recruitment**

#### *Scholarships and Loan Programs*

The TOPS Teacher Award was a component of the state's Tuition Opportunity Program for Students, the state merit-based scholarship program, but was discontinued following the 2000-2001 academic year. The purpose of the TOPS Teacher Award program was to attract academically-talented students into teaching through a generous loan stipend. The program was competitive, with selection based upon a student's grades, test scores, years in college and college major.

#### *Teacher Salary*

The average starting salary for a teacher in Louisiana in 2000, adjusted for the cost of living, was \$28,460. The overall average teacher salary in 2000, adjusted for the cost of living, was \$36,611. State teacher salaries have risen 27 percent over the past decade, five points below the national rate of increase. Louisiana ranks 45<sup>th</sup> in teacher salaries nationally and 14<sup>th</sup> in the region, up slightly from 46<sup>th</sup> nationally and 15<sup>th</sup> regionally in 1991-1992, respectively.

#### *Bonuses*

None

#### *Tax Breaks/Mortgage Benefits*

None

#### *Rehiring Retirees*

Louisiana allows retired teachers to return to teaching after a 12-month separation period without limitation on their earnings or length of new service.

#### *High School/Junior High School "Cadet" Programs*

Some districts report strong cadet/future teachers' clubs. According to state officials, Louisiana has plans to launch a teacher cadet program in the near future.

### **Preparation and Certification**

Certification is conducted under the purview of the state board of education. The primary goal of certification is to "serve the public interest by providing a tool...to protect the general welfare of the people." State certification of teachers also is intended to promote high standards and professional growth among teachers. Certified teachers in Louisiana, regardless of their route to licensure,

must meet a set of minimum criteria. These include at least basic levels of knowledge of general education, content area, child growth and development, and learning theory; minimal levels of proficiency in teaching skills and techniques; and the completion of a supervised clinical experience.

### *Traditional Certification*

Louisiana has 19 institutions of higher education offering state-approved teacher preparation programs. Candidates are required to pursue a college curriculum of general studies courses to develop a broad cultural background common to the needs of all teachers. These courses are to include a minimum of 12 semester hours each of English (including three hours each of grammar and composition), social studies (including at least three semester hours of United States history), and science (including at least three hours each of biological and physical science); six hours of mathematics; and four hours of health and physical education. These are generally to be completed prior to admission to a degree program, with a GPA in all courses of no less than 2.5. Students must also pass the general knowledge and communication skills sections of the Praxis I test.

Professional education is to consist of a minimum of 24 semester hours, with at least three hours each in an introductory course, an educational psychology or principles of teaching course, child or adolescent psychology, and teaching of reading and at least nine hours of student teaching in one of the principal subject areas for which the student is preparing. Student teaching is to consist of, at a minimum, 270 clock hours in the clinical experience, with at least 180 clock hours of actual teaching, the majority of this on an all-day basis. The program must also include practical experience in actual classroom situations during the student's sophomore year and field experience in schools of varied socioeconomic and cultural characteristics. Students must also pursue specialized academic coursework for the areas in which they are seeking certification. At the secondary level, this amounts to an academic minor, at a minimum.

To be eligible for initial certification, students must graduate from their program with a minimum 2.5 GPA and no grade below a C in any professional or specialized academic courses. Applicants also must pass the Praxis II assessments in the field(s) for which they are seeking certification.

Louisiana has three types of teachers' certificates. The type C Certificate is an initial license issued to teachers upon successful completion of a state-approved program and is valid for three years. Type B Certificate is issued to teachers with three years of successful teaching experience in their certified field, as validated by the employing authority. Type A Certificates are issued to teachers who hold a master's or higher degree from an approved institution and five years successful teaching experience, as validated by the employing authority. Type B and A Certificates are permanent for continuous service within the field.

Colleges and universities are accountable for the quality of their graduates in Louisiana. Thus, universities' recommendations for licensure are critical in this process. This was adopted in large part to move toward performance-based licensure and to allow students, who heretofore were required to fulfill a set range of credits in a range of courses, to pursue more content knowledge appropriate for their certification area.

### *Alternative Certification*

There are three alternative preparation programs: Practitioner Teacher, Master's Degree Alternative, and Non-Degree Alternative Programs. The Practitioner Teacher Program is open to candidates with at least a bachelor's degree from a regionally-accredited university with a minimum cumulative

2.5 GPA and passing marks on both the Praxis Pre-Professional Skills Test (PPST) in reading, writing and mathematics and the Content Specialty Exam. Individuals who meet these criteria are issued a Practitioner Teacher License, accepted into and enrolled in an approved Practitioner Teacher Program, and have been awarded a teaching assignment in a state-approved school in the area of certification being sought. These licenses are renewable on an annual basis for three years. School districts and training programs are to seek to place these individuals in areas in which there is an identified need.

Candidates in this program complete an intensive summer training experience prior to assuming a full-time teaching position. The summer program is to be 135 contact hours, equivalent to nine credit hours, consisting of courses on child/adolescent development/psychology, the diverse learner, classroom management/organization, assessment, instructional design, and instructional strategies. During the school year, practitioner teachers are to participate in one seminar each semester addressing their immediate needs. Teachers are supported by school-based mentors through the Louisiana Teacher Assistance and Assessment Program and principals, as well as one-on-one supervision through an internship provided by the program providers.

At the end of the first year, program providers, mentors, principals, and practitioner teachers form teams to review the first year teaching performance and determine the extent to which the practitioner has demonstrated proficiency. If they are determined to have achieved proficiency then they enter the assessment portion of the Louisiana Teacher Assistance and Assessment Program during the next fall. If weaknesses are noted, the teams identify additional instruction and coursework, up to 12 credits worth. At this point, the team may also recommend that the teacher participate in assessments in the fall or continue with mentoring for an additional year. Practitioner teachers who have satisfied the requirements of their preparation must also take the Praxis II content knowledge and Principles of Learning and Teaching tests appropriate for their certification area and level. Upon completion, practitioner teachers are issued a Type C Certificate.

The Master's Degree Alternative, and Non-Degree Alternative Programs consist of courses taken in conjunction with student teaching to qualify for a teaching certificate. Individuals must hold a bachelor's degree with a minimum 2.5 GPA and pass the Praxis PPST and content area tests. Participants must satisfy the general education and subject area requirements for regular certification, most of which will have been fulfilled with the candidate's baccalaureate degree. The program also requires 24 semester hours of coursework in pedagogy appropriate to the level of certification, including courses in theories of teaching and learning, student achievement and evaluation, human growth and development, methods of instruction, and reading diagnosis and remediation, among others. The student teaching component is similar to that for traditional preparation. For the Master's Degree Alternative Program, candidates complete the requirements for certification and a Master's of the Art of Teaching degree simultaneously. The Non-Degree Alternative Program allows for certification, but participants do not earn a graduate degree. Both programs were first implemented in July 2002.

### *Licensure Reciprocity*

Louisiana enjoys teacher license reciprocity with 33 states. Individuals who were issued teacher certificates in another state and who have passed the state-required teacher assessments (Praxis PPST, Principles of Learning and Teaching, and specialty area exam) with teaching experience within the past five years are eligible for a Type C Certificate. Applicants who lack test(s) may be issued a one-year non-renewable provisional certificate. If the candidate fails to meet the recency-of-teaching requirement, six hours of credits in courses related to the applicant's teaching field must be completed. Individuals with foreign credentials or degrees must apply for certification through a state-approved program or

by means of an evaluation of credentials from the American Association of Collegiate Registrars and Admissions Officers verifying comparability of the degree in the field of education with a course-by-course review. The state department of education does not translate or evaluate foreign transcripts.

## **Retention**

### *Induction*

All new teachers are to receive mentoring during the first year of the Louisiana Teacher Assistance and Assessment Program (LTAP). As the title indicates, the program has the dual purpose of providing a planned program of leadership and support in their first year and to provide assurance to the state, prior to the issuance of a teacher certificate, that the new teacher demonstrates competency. Mentors—experienced teachers assigned by a school principal—are not a member of the assessment team for the new teacher but serve as a model, coach and professional development specialist. The mentor is trained in the assessment process and uses it to provide assistance to the new teacher through observations and interviews. The mentor is also expected to help the new teacher analyze and resolve problems that arise and to guide the teacher to resources for support. Furthermore, mentors, along with the school principal and the new teacher, work on a professional development plan for the novice in the first semester of teaching.

Mentors must have a minimum of three years experience (with five years preferred), evidence of excellence in teaching and continuing professional development, and be a LTAP graduate. The mentor and new teacher are to be matched based on grade level and subject area, if possible on a one-to-one basis (with limited exceptions), and are compensated \$400 annually for their additional work. Mentors receive formal training from the school district through representatives trained by the state department of education through a three-day workshop.

Mentors are expected to familiarize new teachers with school routines, procedures and resources, as well as observe the new teacher and provide feedback, and be observed by the new teacher. The mentor is also to conduct a number of exercises which parallel the assessment process. New teachers also are provided assistance in understanding the characteristics of students, the school and the community and in the interpretation of student assessments and their application to teaching methods.

New teachers undergo assessments during their second semester of service. The assessment team is composed of the school principal (or designee) and an assessor from outside the school. Data is collected through observation of and interviews with the new teacher as to how well the new teacher meets the state's standards for teachers. This process is the basis for recommendations to the state department of education regarding the teacher's certification.

### *Teachers Out of Field*

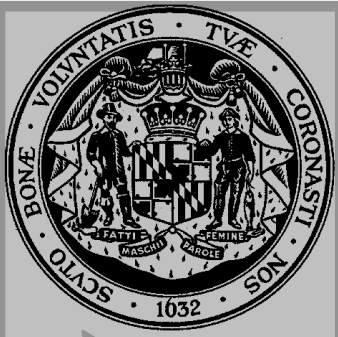
8.9 percent

### *Professional Development*

The state is in the process of finalizing guidelines on professional development for teachers. Guidelines exist for teachers seeking to move from a Type B to Type A Certificate, insofar as the higher certificate requires a master's degree in the field.

### *National Board Certification*

As of 2002, Louisiana had 169 National Board Certified teachers. The state will reimburse National Board Certified teachers the application fee and provides quarterly meetings and mentor support to applicants. National Board Certified teachers receive a \$5,000 bonus annually for the life of the certificate.



# Maryland

## MARYLAND

### Vital Statistics

K-12 students:	853,406
Number of school districts:	24
Number of schools:	
Elementary	856
Middle	232
Secondary	201
Combined/Other	37
Number of teachers:	47,576
Average teacher salary:	\$46,200
K-12 school budget:	\$2,820,000,000
K-12 budget as a percentage of total state budget:	No data available
Per pupil expenditure:	\$7,773

### Recruitment

#### *Scholarships and Loan Programs*

The Maryland HOPE Scholarship for Teachers is available to graduating high school seniors, undergraduate students and graduate students who seek to become classroom teachers. Annual awards range from \$2,000 for students at community colleges to \$5,000 for students at four-year institutions. To be eligible, applicants must be admitted to and enrolled in a Maryland college or university in a program leading to a professional teacher's certificate and have an unweighted cumulative GPA of 3.0 or higher, either from high school for those not enrolled in college, or from college for those who are enrolled. Part-time students can receive awards of up to half the amount available to full-time students. The total amount a student may receive under this program is either the total cost of attendance or \$14,200, whichever is less.

Awards are renewed automatically for three years (one year in community colleges) so long as the student maintains at least a 3.0 GPA in college work and remains enrolled in an eligible program. The scholarship takes the form of annual promissory notes which are forgiven at a rate of one note for each year of full-time service in a Maryland public school. Service must begin within 12 months following graduation.

The Distinguished Scholar Teacher Education Program, available only to Distinguished Scholar Award recipients, provides additional financial incentives to attract highly able students to Maryland's teacher preparation programs. The Distinguished Scholar Award is a merit-based program available to high school graduates with either a cumulative GPA of 3.7 or higher, are National Merit Scholarship Finalists, or selected by a high school faculty based on achievement in the arts. The Teacher Education Program doubles the \$3,000 annual scholarship awarded to Distinguished Scholars. To be eligible, the student must be a Maryland resident who enrolls in an undergraduate-level teacher education program, with those indicating an intention to teach in a critical shortage area receiving priority. The renewal and service obligation requirements of the scholarship are similar to the HOPE Scholarship for Teachers.

The Sharon Christa McAuliffe Memorial Teacher Education Award is a tuition assistance program for full- or part-time students pursuing teacher certification in a critical shortage area. To be eligible, applicants must have earned 60 hours prior to the award being made; possess a bachelor's or higher



degree but not be certified in a critical area; or be a classroom teacher who is not certified in a critical shortage area. The maximum annual award cannot exceed tuition and mandatory fees (including room and board, if applicable) of a resident undergraduate student at the University of Maryland, Baltimore County. The maximum award for 2002-2003 is \$13,286.

### *Teacher Salary*

The average starting salary for a teacher in Maryland in 2000, adjusted for the cost of living, was \$27,161. The overall average teacher salary in 2000, adjusted for the cost of living, was \$41,503. State teacher salaries have risen 16 percent over the past decade, roughly half the national rate of increase. Maryland ranks 13<sup>th</sup> in teacher salaries nationally and first in the region, down from the ninth nationally and unchanged regionally in 1991-1992.

Significant in increasing teacher salary was the Governor's Teacher Salary Challenge Program, a partnership between the state and local governments to increase salaries by at least 10 percent over two years (FY 2001 and FY 2002). Local governments were asked to raise teacher pay by 8 percent, with the state providing the additional 2 percent. The program included some funding for districts that experienced difficulty in meeting the 8 percent match.

### *Bonuses*

Teachers holding an Advanced Professional Certificate who agree to work in a school identified by the state board of education as challenged, reconstitution eligible, or reconstituted school are eligible for a \$2,000 stipend. Classroom teachers who graduated between December 1998 and September 1999 in the top 10 percent of their class and worked in the 1999-2000 school year were eligible for a \$1,000 bonus contingent on agreeing to work in the same district for a minimum of three years. This program was amended in 2002 to require a student to have earned a minimum 3.5 GPA to be eligible to receive the signing bonus.

### *Tax Breaks/Mortgage Benefits*

The Maryland Department of Housing and Community Development provides low-interest mortgages for teachers through the existing bond-funded home ownership program. The Housing Incentives for Teachers program has been developed by the housing industry to save educators money in buying or selling a home, and offers discounts on mortgages, title insurance, homeowners insurance and some relocation expenses. The Teacher Next Door Program, a program of the U.S. Department of Housing and Urban Development (HUD) offers HUD-owned, single-family homes to public and private school teachers at a 50 percent discount, subject to some limitations.

### *Rehiring Retirees*

Maryland allows retired teachers certified in critical shortage areas, in low-performing schools or in school districts that are declared a geographical shortage area to return to teaching without limitation on their earnings or length of new service.

### *High School/Junior High School "Cadet" Programs*

None

## **Preparation and Certification**

### *Traditional Certification*

Maryland has 23 institutions of higher learning offering teacher preparation programs. Candidates are required to complete a course of general studies with a minimum 2.5 GPA and pass the Praxis I basic skills test, demonstrating mastery of basic reading, writing, and computation. Program requirements and prerequisites are the prerogative of the institution, with approval from the state. In general, state programs require students to pursue a course of general studies

including mathematics and English (including composition and literature), science and social studies. In addition to professional education courses in pedagogy, child/youth development/psychology, and others, secondary level teachers must earn a subject area major and complete six credits of reading coursework. Early childhood and elementary education program graduates also may be required to earn a subject area major, depending on the institution, and must complete 12 credits of reading coursework.

Maryland uses a performance-based licensure process. Thus, teacher education programs are to provide students with preparation sufficient to fulfill the state's 10 Essential Dimensions of Teaching. These include subject matter and related pedagogical mastery; awareness of the importance of the learner's development in several aspects; sensitivity to cultural differences; integrating special needs students in the classroom; classroom organization and management; incorporating technology into the classroom; collaborating with the broad educational community; and engaging in reflective, analytic practice. Candidates also are to demonstrate an understanding that classrooms and schools are sites of ethical, social and civic activity. Candidates must pass Praxis II subject area and Principles of Teaching and Learning or subject-specific pedagogy assessments for program completion.

Upon completion of a state-approved program and passing the appropriate Praxis assessments, students are granted an initial professional certificate. If they are employed by a Maryland local school system or an accredited nonpublic school, they are issued a Standard Professional Certificate (SPC I and SPC II), valid for five years.

When hired by a local Maryland school system, teachers undergo a three-year probationary period during which they are observed and supported through state and local induction programs. At the completion of the probationary period, teachers are assessed on the degree to which they meet the state's teacher standards. If it is determined that a teacher requires more time to satisfy the standards, a second initial license may be issued.

Maryland issues six types of certificates for teachers. The five-year Professional Eligibility Certificate is issued to teachers who meet all certification requirements but are not employed by a local Maryland school system. A five-year Standard Professional Certificate I is issued to newly-trained teachers who meet all certification requirements and are employed in a public or accredited private school in the state. The five-year Standard Professional Certificate II is issued to teachers who complete the Standard Professional Certificate I and verify three years of teaching, at least two of which must be consecutive; complete six credits of professional development; and have a professional development plan for advancement to the next certification level. The five-year renewable Advanced Professional Certificate is issued to teachers who submit verification of three years of full-time professional school related experience and a masters degree, or a minimum of 36 semester hours of post-baccalaureate course work which must include at least 21 semester hours of graduate credit, or obtained National Board Certification and earned a minimum of 12 semester hours of approved graduate credit after the conferral of the bachelor's or higher degree.

The Resident Teacher Certificate is the state's alternative teacher preparation program issued to an applicant who has been selected by a local school system to participate in a specialized program. The provisional certificate is essentially emergency credentials. Maryland does not issue permanent certificates.

#### *Alternative Certification*

Established in 1990, the Resident Teacher Certificate Program is an alternative route to full professional certification for individuals with a bachelor's degree or higher in a field other than education. Applicants must have earned

their degree from a regionally-accredited institution of higher education in a discipline appropriate to an assignment in the elementary or secondary school curriculum, with no grade below a B in any course in the appropriate subject area. Candidates must submit passing scores on the Praxis I and Praxis II (basic skills and content area) tests and complete a pre-service training program of no fewer than 135 clock hours.

Once these requirements have been met, the individual is employed by a local school district with a Resident Teacher Certificate. During their first year, Resident Teachers must complete additional study requirements—45 clock hours for secondary level teachers or 135 clock hours for elementary level teachers. Resident Teachers also receive mentoring support throughout their first year and are evaluated at the end of each year of residency on their performance and progress. To be eligible for a Professional Teaching Certificate, Resident Teachers must submit passing marks on the Praxis II Principles of Teaching and Learning or specific pedagogy tests and be recommended for full licensure.

### *Licensure Reciprocity*

Maryland enjoys license reciprocity with 40 states. Out-of-state teachers must satisfy the reading coursework requirement for the level being sought. If they come into the state with less than two years of experience, they must present qualifying scores on the Praxis exams. Teachers with foreign credentials or who wish to apply credit earned at foreign institutions toward certification in Maryland must submit a transcript analysis completed by a state-approved private agency for review.

## **Retention**

### *Induction*

The Maryland Initiative for New Teachers (MINT) is designed to complement local efforts that provide personal and professional support to new teachers in the state. Among the components of MINT are a network of experienced teachers available to answer questions, offer assistance and provide encouragement to new teachers; regional new teacher social events that are a combination social and non-traditional professional development; and a longitudinal study tracking the progress of new teachers. Programs at the district level may include individual or team mentors and access to special resources. Mentors are to hold an advanced professional certificate, demonstrate knowledge of adult learning theory and peer coaching techniques, and possess the knowledge base and skills to address the performance evaluation criteria and outcomes for each novice. Mentors are provided training and ongoing feedback to ensure the needs of novice teachers are met. Mentors are to meet with their assigned novices regularly to address the new teachers' performance and outcomes and to identify resources to resolve performance deficiencies. Mentors are prohibited from performing the formal evaluation of the novice teacher.

### *Teachers Out of Field*

No data available

### *Professional Development*

As part of the Quality Teacher Incentive Act of 1999, Maryland provides a \$1,500 tax credit to offset graduate tuition costs for courses needed to maintain certification. Teachers must earn six credits every five years to renew their certification. They also must create a professional development plan that is approved by the local school superintendent. Teachers who graduated from preparation programs prior to implementation of the state's reading coursework requirements must satisfy them for license renewal.

### *National Board Certification*

As of 2002, Maryland had 217 National Board Certified teachers. The state pays the assessment fee for public school teachers seeking National Board Certification and sponsors a network of voluntary monthly meetings held throughout the state by National Board Certified teachers to provide structured exchanges among professionals and to offer technical, intellectual, logistical and emotional support as they progress through the assessment process. National Board Certified teachers may receive a stipend from their employing district of up to \$2,000, which is matched by the state.

# MISSISSIPPI

Vital Statistics	
K-12 students:	491,686
Number of school districts:	152
Number of schools:	
Elementary	435
Middle	172
Secondary	182
Combined/Other	85
Number of teachers:	30,051
Average teacher salary:	\$33,295
K-12 school budget:	\$3,012,979,822
K-12 budget as a percentage of total state budget:	43.4%
Per pupil expenditure:	\$5,717

## Recruitment

### *Scholarships and Loan Programs*

The Critical Needs Teacher Scholarship Program was created in 1998 to attract students interested in teaching as a career in geographic shortage areas in the state. The scholarship covers part or all of college expenses for four years in exchange for three years of service in a designated geographic shortage area. Award amounts are equal to tuition, fees, average costs of room and board, and a stipend for books. To be eligible, students must be enrolled full- or part-time in a program leading to a class “A” teaching license. Students with fewer than 12 hours of college credit must have an ACT score of at least 18 and a high school GPA of 2.5 or higher. Applicants with 12 hours of college credit or more must have a cumulative GPA of 2.5 or higher. Full-time students who maintain a 2.5 GPA and remain in their eligible program may receive a total of four annual awards. Part-time students are eligible for six annual awards. The program does not have a residency requirement; in-state and out-of-state candidates are eligible to participate. Awards are open to all academically-eligible candidates on a first-come, first-served basis.

The William F. Winter Scholar Loan Program offers loans of up to \$1,000 for freshmen and sophomores and \$3,000 for juniors and seniors enrolled in state-approved teacher preparation programs leading to certification with an intention to teach in a critical geographic or subject shortage area. Freshmen must have a cumulative high school GPA of 3.0 or higher and a score of at least 21 on the ACT. College students must have and maintain at least a 2.5 GPA. Students are eligible for up to four years of loans, which are forgiven on a year-to-year equivalence (e.g., a year’s worth of loans are forgiven for every year of teaching in Mississippi), with teachers who teach in a critical shortage area fulfilling their obligations with three years of service.

The Mississippi Teacher Fellowship Program offers teachers with class “A” licenses the opportunity to seek a master’s or Specialist degree from a graduate program under the School of Education at a participating Mississippi institution of higher education in exchange for three years of service in a designated geographic shortage area. A cohort group is recruited each year, with priority given to those who are relocating from outside or within Mississippi to teach in a critical shortage area. Selected participants receive tuition for their degree program, a computer, professional development opportunities, stipends for books



Mississippi

and supplies, classroom instructional enhancement grants, mentoring support, and ongoing cohort support. In the first three years of the program's operation, 341 teachers participated, serving in 42 of the 43 identified critical shortage districts.

#### *Teacher Salary*

The average starting salary for a teacher in Mississippi in 2000, adjusted for the cost of living, was \$26,339. The overall average teacher salary in 2000, adjusted for the cost of living, was \$36,464. Mississippi teacher salaries have risen 32 percent over the past decade, equal to the national rate of increase. Mississippi ranks 48<sup>th</sup> in teacher salaries nationally and 16<sup>th</sup> in the region, up slightly from 50<sup>th</sup> nationally and unchanged regionally since 1991-1992. By 2006, beginning teachers will receive \$30,000 from the state, which excludes the district supplement that is provided by each of the 152 school districts.

#### *Bonuses*

None

#### *Housing Assistance:*

The Mississippi Housing Assistance for Teachers is an employer-assisted housing program devised by the mortgage lender Fannie Mae for the Mississippi Department of Education. Under the program, teachers in critical shortage districts buying a home in these districts only need to have a 1 percent down payment, with the state providing the additional 2 percent, up to a maximum of \$6,000. The state also pays closing costs and pre-paid fees. A key part of this program is state forgiveness of its financial assistance contributions, contingent on the teacher's commitment to teaching in the shortage area for a number of years. In the period between 1998 and 2002, 137 teachers have participated at a total cost of \$706,808.

#### *Relocation Expenses:*

As part of the Critical Shortage Act, the Mississippi Department of Education will reimburse up to \$1,000 in documented relocation expenses for teachers who move to teach in a designated critical shortage geographic area. To date the program has provided \$232,301 to 380 teachers.

#### *Rehiring Retirees*

Tax law restrictions currently restrict Mississippi retirees from returning to classrooms while drawing their full pensions.

#### *High School/Junior High School "Cadet" Programs*

Mississippi has 158 active chapters of the Future Educators of America (FEA) in junior and senior high schools and community colleges. In addition to training for club advisors, the state provides support for a state FEA conference and conducted a Summer Prospective Teacher Institute at Jackson State University.

#### *The Mississippi Teacher Center:*

The Mississippi Teacher Center was established in 1994 to recruit and retain quality teachers for Mississippi classrooms. The goals of the Center are to recruit new and former teachers into the teaching profession, retain quality teachers through its enhancement programs, promote the importance of the teaching profession through an annual marketing campaign, and collaborate with colleges, universities, businesses, and communities to provide a quality education for all children. Pre-collegiate recruitment, collegiate recruitment, post-collegiate recruitment, Mississippi Troops to Teachers, out-of-state recruitment, Critical Shortage Act incentives, and Teacher Enhancement Programs are the priority areas for the Center. Each year the staff develops action steps to accomplish the goals and meet the objectives for these priority areas.

The Center, based in Jackson, is a state-wide recruiting resource, offering job vacancy announcements for districts and coordinating recruitment activities. The Center conducts an annual marketing campaign using a variety of public service announcement videos, posters, brochures, displays, fliers, handouts, and promotional materials. As a service to prospective teachers, the Center maintains a listing of vacancies, provides a listing of those seeking employment, provides districts with names of certified personnel, and employs Professional Teacher Recruiters who notify prospective teachers of the special incentives and opportunities to teach in Mississippi and refer them to the school districts. The Center also hosts an annual job fair, updates a job bank database of prospective teachers, provides online recruitment services for prospective educators and its school districts, and conducts several out-of-state recruitment activities.

The Teacher Enhancement Programs coordinated by the Center contributes to the professional development of Mississippi educators.

- *The Mississippi Teacher of the Year Program* recognizes outstanding educators from across the state. Each school district selects a District Teacher of the Year. From those entries, an intensive selection process results in four Congressional district winners with one being named as Mississippi's Teacher of the Year. The Center hosts a symposium which provides professional development sessions conducted by national, state, and local educators, and a banquet honors these outstanding District Teachers of the Year, congressional district winners, and the Mississippi Teacher of the Year to culminate this unique enhancement experience.
- *The Mississippi Teacher Renewal Institute* is a three-day retreat that is designed to renew, motivate, and train more than 100 new and veteran teachers from across the state. This event is held each summer. During the retreat teachers attend sessions that provide research on successful new education practices, teacher induction, teacher empowerment, education policy, and a host of other teacher enhancement sessions.
- The Mississippi Teacher Center promotes National Board Certification by providing information concerning Mississippi National Board Certification incentives to teachers statewide, publicizing the process and six World Class Teaching Sites in the state. In years past, the Center conducted training workshops for NBC teachers to become facilitators. The Center is collaborating with the directors of the World Class Teaching Programs to provide a facilitator training workshop for NBC teachers in the spring of 2003.
- In an effort to provide support services to beginning teachers, the Center has developed six online professional development training modules for improving beginning teacher performance. *T.E.A.Ch MS* (Training Educators & Administrators for the Children of Mississippi) provides ongoing in-service that integrates video, relevant Web material, embedded assessment, and online collaboration. *Survival Skills for Teachers, What Do I Teach, and Peer Coaching Study Teams* are some of the modules that are available to beginning teachers. In addition to these Teacher Enhancement Programs, the Mississippi Teacher Center also coordinates the Milken Educator Awards and the Administrator of the Year Program.

## **Preparation and Certification**

### *Traditional Certification*

Mississippi has 15 institutions of higher education with state-approved teacher preparation programs. Early elementary (K-4) candidates must complete an interdisciplinary program of study with minimum course requirements of 12 semester hours each of English and social studies; nine semester hours each of math and science; three semester hours each of computer science and special education; and six semester hours each of reading and fine arts. Teachers preparing for grades 4-8 must meet all the K-4 requirements and include two content area concentrations in an academic discipline of at least 18 semester hours each. Candidates for licensure at the 7-12 level must graduate with an academic major in a field other than education. In addition, students seeking entry to an education program in Mississippi must pass the Praxis I basic skills test. Mississippi requires a minimum of 12 weeks of clinical practice at the level or area in which the student is seeking licensure. Upon program completion, candidates must pass the Praxis II professional knowledge and subject area exams in order to be eligible for licensure.

Mississippi offers four categories of standard educator licenses. The Class A license is awarded to applicants with a bachelor's degree in Teacher Education from an approved program and passing scores on the appropriate Praxis II exams. Teachers who hold a Class A license and complete a master's degree in their endorsement area or a Master's of Education degree are eligible for a Class AA license. Teachers who hold a Class A license and complete a Specialist degree in their endorsement area or who earn a Specialist of Education degree are eligible for a Class AAA license. Teachers who meet the requirements for a Class A license and complete a doctoral degree in their endorsement area or a Doctor of Education degree are eligible for a Class AAAA license. All licenses are renewable and are valid for five years.

### *Alternative Certification*

Mississippi instituted the Alternate Path to Quality Teachers Program in 2002, which invites individuals with bachelor's degrees in fields other than education to participate in a three-week summer training program and receive mentoring support during their first year of teaching. Not all certification areas are available through the Alternate Path Program. Among the programs excluded are elementary K-4 and 4-8, emotional disability, special education K-8, and birth/kindergarten. Most secondary level subject matter areas are available, as is Special Education 7-12. This program replaced the state's previous program that required participants to take certain college courses before teaching in a classroom.

To participate in the Alternative Path program, applicants must hold an undergraduate bachelor's degree from a nationally or regionally accredited institute of higher education in a field other than education. Candidates must pass the Praxis I basic skills and score within one standard error of measurement of passing the Praxis II specialty area test in the area for which certification is being sought. Once these prerequisites have been met, the candidate can participate in the Mississippi Alternate Path to Quality Teachers, a 90-clock-hour workshop that introduces new teachers to the profession through training and hands-on field experiences. Training topics include effective teaching strategies, state curriculum frameworks, planning and instruction, and survival skills.

Upon successfully completing the Mississippi Alternate Path to Quality Teachers, applicants are eligible for a one-year alternate route license, allowing them to teach in a state school while they fulfill the remaining requirements for a standard license. During the first year, the teacher participates in workshops held on the weekends in the fall and spring covering classroom management, peer coaching, school law, data analysis and the use of test results to improve



instruction, along with other topics. Teachers also engage in interactive video training modules, local district evaluations and an intensive induction program which includes mentoring. Following the first year, teachers who have a passing score on the Praxis II specialty areas test are eligible for a standard five-year license. Teachers whose scores are within one standard measure of error of a passing score qualify for a renewal of their alternate route license for another year.

Teachers requiring an additional year must retake the Praxis II specialty area test during the second year they hold the one-year alternate route license and continue to work on an instructional portfolio. During this second year, teachers also must complete any content-specific college coursework in their area of weakness. If the teacher passes the required assessment during the second year, he or she is eligible for a Standard license. Teachers who fail to achieve passing scores on the Praxis II test, but have otherwise satisfied the program requirements, are eligible for a third and final year of alternate route licensure, during which they are to retake the Praxis II, continue work on their instructional portfolio and content-specific coursework. During this year the local district should conduct an evaluation of the teacher. Teachers who do not achieve a passing score following the third year of participation, but are within one standard error of measurement, are to submit their instructional portfolio to an external team for evaluation. This group can recommend certification for the teacher following its review.

A summer training program, the Teach Mississippi Institute Alternate Route, began in January 2003. Participants must hold a bachelor's degree from an accredited institution, passing scores on the Praxis Pre-Professional Skills Test (PPST) and on the Praxis II specialty test in the area for which licensure is being sought. Applicants who meet these prerequisites can then enroll in the Teach Mississippi Institute, an eight-week, nine semester hour program which includes instruction in education; effective teaching strategies; classroom management; state curriculum requirements; planning and instruction; instructional methods and pedagogy; and using test results to improve instruction. The program also includes a one-semester, three-hour supervised internship to be completed while the teacher is employed as a full-time teacher intern in a local school. Candidates teach under a One Year Alternate Route license. During their first year the novice teacher is to participate in a structured mentoring and induction program. Following the completion of the institute and one semester internship, the teacher may be recommended for a Standard license by the employing local district, which will be valid for five years. This program is available for a limited number of secondary-level subject areas.

Mississippi also has a three-year license for individuals seeking initial licensure through the completion of a Master of Arts in Teaching program as well. To participate, individuals must possess a bachelor's degree from an accredited institution, pass the Praxis PPST and Praxis II specialty area tests, and complete six hours of pre-teaching course requirements. The teacher is then eligible to teach in Mississippi schools while completing the requirements of the master's degree program.

### *Licensure Reciprocity*

Mississippi enjoys reciprocity with 35 states. Teachers with valid licenses from other states with two years of successful out-of-state teaching are eligible for a Class A license. Teachers with a master's degree level certificate in another state and two years successful teaching experience are eligible for a Class AA license. The state will also issue Class AAA and AAAA licenses to out-of state teachers who meet the basic academic standards for those licenses and have two years teaching experience.

## **Retention**

### *Induction*

Mississippi requires induction for all new teachers through mentoring programs designed and implemented at the local level. Training and workshops for mentors and new teachers are also available through the Mississippi Teacher Center. Mentors are to have at least three successful years of teaching in the district and completed the training on evaluating beginning teachers. Mentors are expected to spend a minimum of 90 clock hours of contact time with their assigned novice during the regular school schedule. The induction program includes evaluation of teachers with a team including a supervisor, an external evaluator and the mentor, who gauge the teacher's progress toward the states 14 competencies. New teachers have three years in which to meet all 14 competencies.

### *Teachers Out of Field*

2.9 percent

### *Professional Development*

Teachers are required to participate in professional development activities as a condition of license renewal. Teachers holding a Class A license must complete 10 hours of continuing education units or six semester hours in their content or a job/skill-related area, or a combination of half of each within the five-year validity period of their license. Completion of the National Board for Professional Teaching Standards Certification process also satisfies this requirement. At the Class AA, AAA and AAAA levels, teachers must complete either three semester hours or five continuing education units in their content or job/skill area or complete the National Board Certification process during the validity period of their license.

### *National Board Certification*

As of 2002, Mississippi had 1,474 National Board Certified teachers. This is the third highest population of National Board Certified teachers in the country (behind North Carolina and Florida). The state pays the application fee and offers support sessions to applicants. National Board Certified teachers receive a \$6,000 annual bonus for the life of the certificate so long as they remain classroom teachers.

# MISSOURI

<b>Vital Statistics</b>	
K-12 students:	890,456
Number of school districts:	524
Number of schools:	
Elementary	1,277
Middle	340
Secondary	572
Combined/Other	107
Number of teachers:	65,434
Average teacher salary:	\$37,926
K-12 school budget:	\$4,648,425,418
K-12 budget as a percentage of total state budget:	25%
Per pupil expenditure (1999-2000):	\$6,991

## **Recruitment**

### *Scholarships and Loan Programs*

Missouri has two scholarship programs for teachers. The Missouri Teacher Education Scholarship is a competitive, one-time, non-renewable award of \$2,000 to be used in one academic year, contingent upon a matching scholarship from the student's institution. To be eligible, a student must be a Missouri resident, a high school senior or a student at a community college, four-year college or university, and rank in the top 15 percent of either their high school class or score in the 15<sup>th</sup> national percentile on the ACT or SAT. To receive the award, the student must be enrolled in an approved teacher training program in Missouri. Recipients must agree to teach in a public school in the state for five years.

The Missouri Minority Scholarship is a competitive, renewable award of \$3,000, contingent upon a match from the student's institution. Students may receive the award for four years. To be eligible, students must be state residents of an identified minority group. High school seniors, college students, or returning adults without a degree who rank in the top quarter of their high school class and score above the 75<sup>th</sup> percentile on the SAT or ACT examination are eligible. College students with 30 hours and a cumulative GPA of at least 3.0 or individuals with a baccalaureate degree who are returning to an approved math or science teacher education program also are eligible. Recipients must be enrolled in an approved teacher training program in Missouri and must agree to teach in a public school in the state for five years.

### *Teacher Salary*

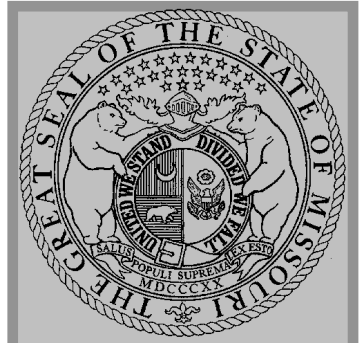
The average starting salary for a teacher in Missouri in 2000, adjusted for the cost of living, was \$28,306. The overall average teacher salary in 2000, adjusted for the cost of living, was \$38,857. Missouri teacher salaries have risen 21 percent over the past decade, 11 points below the national rate of increase. Missouri ranks 41<sup>st</sup> in teacher salaries nationally and 12<sup>th</sup> in the region, down from the 36<sup>th</sup> nationally and eighth regionally in 1991-1992.

### *Bonuses*

None

### *Tax Breaks/Mortgage Benefits*

None



### *Rehiring Retirees*

Missouri does not have a policy providing for this.

### *High School/Junior High School “Cadet” Programs*

None

## **Preparation and Certification**

### *Traditional Certification*

Missouri has 37 institutions of higher education offering teacher preparation programs. Candidates are required to pursue a course of general studies and maintain a GPA of at least 2.5 to be eligible for admission to a state-approved program. The Missouri Board of Education has approved the College Basic Academic Subjects Examinations (CBASE) as the official assessment required for admittance into professional education programs. The CBASE is a criterion-referenced achievement test developed by the Assessment Resource Center at the University of Missouri, Columbia. The five-part test assesses knowledge in language arts (including writing), mathematics, science and social studies, and cross-disciplinary competencies in interpretive, strategic and adaptive reasoning.

The course of general studies required of candidates for admission to teacher education programs is to include the arts, communications, history, literature, mathematics, philosophy, sciences, and social studies and must incorporate multi-cultural and global perspectives. In general, this requires completion of two courses in different disciplines from the humanities (e.g., music, art, foreign language, philosophy, literature, classics, or theater and drama); two courses in English composition and one in oral communications; courses in U.S. history and U.S. government, and one additional course in the social sciences; and one course in each of the physical and biological sciences.

Once accepted to a program, teachers must complete a course of study tailored to their certification area. General requirements include coursework in foundations of teaching (e.g., school organization and management, classroom management, school law, psychology of learning), grade level-specific teaching methods and pedagogy, and subject matter education courses, where appropriate. State-approved programs also require a minimum of 10 semester hours of clinical experience, regardless of subject area or level, with some areas requiring more. A minimum of two semester hours of this must be completed prior to student teaching. The total number of semester hours required for program completion varies among fields and levels, but generally ranges between 50 hours and 60 hours of credit in professional education for specialization in the lower grades and about half of this amount for secondary levels.

Upon program completion, candidates for certification must pass the Praxis II subject assessment or the Praxis Principles of Learning and Teaching assessment if there are no content knowledge or specialty areas test designated. Students must have completed the program with a 2.5 GPA and no grade lower than a C in professional education coursework. A statement of competency determination by the institution is also required. Candidates completing all these requirements of an approved program who pass a criminal background check are eligible for a non-renewable, three-year Professional Classification 1 Certificate. This is the state’s initial teacher license.

To advance to the next level, the seven-year renewable Professional Classification 2 Certificate, the teacher must participate in an entry-year induction program and develop and implement a professional development plan. As part of this, the teacher must complete 30 clock hours of professional development in-service training. The teacher must also participate in a performance-based evaluation and beginning teacher assistance program from a Missouri college or university

Teachers with a Professional Classification 2 Certificate must complete similar professional development requirements although they may substitute mentor work for in-service training. They must also complete 12 semester hours of academic credit and seven years of approved teaching experience and participate in a performance-based teacher evaluation. Teachers who earn a master's degree are eligible for a 10-year renewable Continuous Professional Classification Certificate, which requires a professional development plan and participation in a performance-based teacher evaluation for renewal.

### *Alternative Certification*

Thirteen of the 37 state-approved institutions offering teacher preparation programs also offer alternative certification programs for individuals who have earned a bachelor's degree or higher in an area other than education with a minimum GPA of 2.5. Program design is at the discretion of the institution, with the Missouri Department of Elementary and Secondary Education responsible for program review and approval. Candidates must first have an offer of employment from a local school system, pass a criminal background check, and verify completion of general education requirements of the institution's traditional program. The candidate then participates in a structured interview (for screening, diagnostic and counseling purposes) with program faculty to assess the candidate's beliefs regarding the nature of teaching, students and the mission and goals of education as a profession.

Upon acceptance to the program, the candidate must complete the required coursework, which is to address adolescent development, psychology of learning, and teaching methodology in the content area, prior to receiving provisional certification and entering a public school classroom. Once completed, the candidate is eligible to receive a two-year provisional certificate and can begin teaching.

During this two-year provisional period, the school district assigns the candidate a mentor who teaches in approximately the same subject area and grade level as the novice to observe the candidate's work. The candidate also will receive any additional assistance that the college or university deems necessary and participate in the district's professional development programs and performance-based teacher evaluation program. The candidate must also complete at least eight semester hours of professional education coursework no later than the summer following the awarding of the provisional license and engage in 30 clock-hours of professional in-service courses. Prior to the expiration of the provisional certificate, the candidate must pass the Praxis II exit examination for the subject area in which certification is being sought. After all of these requirements have been met, the candidate is granted a Professional Classification I Certificate.

Missouri also offers the Transition to Teaching program for individuals seeking to make a career change to the profession. Participants hired by a district to teach under the Temporary Authorization Certificate may take part in a summer "boot camp" which provides three hours credit toward the required hours needed for full certification, follow-up workshops and are assigned a mentor for three years.

### *Licensure Reciprocity*

Missouri does not have reciprocity with any state; however an exchange policy is established by statute.

## **Retention**

### *Induction*

All first-year teachers are assigned an experienced teacher as a mentor. Mentors are assigned by local districts and are to teach in approximately the same subject area and grade level as the new teacher. Mentors are to conduct classroom observations of new teachers and provide assistance and support in identifying opportunities for professional growth.

### *Teachers Out of Field*

4.7 percent

### *Professional Development*

Missouri requires school districts to spend at least 1 percent of their basic state aid allocation on professional development. To maintain certification, teachers must complete 30 hours of in-service training and develop annual professional development plans.

### *National Board Certification*

As of 2002, Missouri had 136 National Board Certified teachers. Local school boards may, if they choose, automatically move nationally certified teachers to the top of the career ladder, which can amount to a \$5,000 annual stipend for the life of the certificate. Local boards may also reduce or eliminate the extra responsibilities otherwise required of career ladder participants (e.g., sponsoring academic clubs, after school student tutoring, etc.).

# NORTH CAROLINA

Vital Statistics	
K-12 students:	1,303,928
Number of school districts:	120
Number of schools:	
Elementary	1,254
Middle	420
Secondary	334
Combined/Other	129
Number of teachers:	84,805
Non-Instructional Staff	79,372
Average teacher salary:	\$41,991
K-12 school budget:	\$7,773,710,982
K-12 budget as a percentage of total state budget:	33%
Per pupil expenditure:	\$6,280

## Recruitment

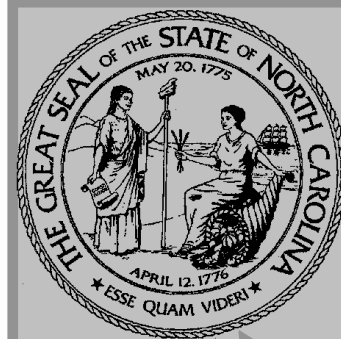
### *Scholarships and Loan Programs*

North Carolina has three state-sponsored scholarship opportunities for those who wish to enter teaching: the Prospective Teacher Scholarship Loan, Teacher Assistant Scholarship Loan and the North Carolina Teaching Fellows Program. The Prospective Teacher Scholarship Loan program provides \$2,500 per academic year for full-time undergraduate study leading to teacher licensure (or to licensure in special services areas). Loans are available at the community college level at the rate of \$900 per year, provided that the credit earned is transferable to a state-approved program.

To be eligible, students must be North Carolina residents who do not already hold a teacher's license. Students with a baccalaureate degree but not a teaching license are eligible to apply for funding to pursue entry-level licensure. Awards are made based upon academic performance, SAT scores, geographic location, and licensure areas of need as determined by the department of public instruction. At a minimum, candidates must have a score of 900 on the SAT (for high school applicants) and a minimum grade point average of 3.0. Recipients must be enrolled full-time at a North Carolina college or university with at least a 2.5 GPA their freshman year and 3.0 every year thereafter to maintain eligibility. Loans are available for a maximum of four years or the number of years required to earn initial licensure.

Award recipients are required to teach one year in a North Carolina public school for each year that they were awarded a scholarship. Four years of awards may be repaid in three years if the teacher works in a school system designated as low-performing or on warning status. Approximately 200 scholarships are awarded annually.

The Teacher Assistant Scholarship Loan program provides up to \$3,500 annually to full-time teacher assistants who are attending a North Carolina community college to pursue a program of study leading to teacher licensure. To be eligible, applicants must remain employed full time as teaching assistants while pursuing a two-year degree, completing 12 semester hours within a 12-month period with a minimum GPA of 2.5. Loans are forgiven on the same terms as the Prospective Teacher Scholarship Loan.



# North Carolina

The North Carolina Teaching Fellows Program provides \$6,500 a year for four years of full-time undergraduate study leading to a degree in teacher education at a college or university with a Teaching Fellows Program. Teaching Fellows are selected through a collaborative process at the school district and regional level with a panel of education, civic, business and community leaders reviewing the qualifications of applicants. The average Teaching Fellow graduated from high school with a cumulative GPA of 3.6, ranked in the top 10 percent of his or her graduating class, and scored over 1150 on the SAT. Approximately 20 percent of Teaching Fellows are minorities and 30 percent are male. A maximum of 400 scholarships are awarded each year to high school seniors.

More than a scholarship program, its participants at each institution engage in a variety of enrichment activities designed specifically for them, including seminars, cultural events, faculty mentor programs and study-abroad programs. Emphasis is placed on leadership development skills and activities that will give Fellows a broad range of experiences beyond required work.

### *Teacher Salary*

The average starting salary for a teacher in North Carolina in 2000, adjusted for the cost of living, was \$30,529. The overall average teacher salary in 2000, adjusted for the cost of living, was \$43,012. North Carolina teacher salaries have risen 42 percent over the past decade, 10 points above the national rate of increase. North Carolina ranks 21<sup>st</sup> in teacher salaries nationally and third in the region, up from 33<sup>rd</sup> nationally and seventh regionally in 1991-1992.

### *Bonuses*

Legislation passed in 2002 provides bonuses of \$1,800 annually for science, mathematics or special education teachers who teach in “high priority” schools. High priority schools are those located in rural and urban areas with high proportions of low-income families or students deemed low performing on state tests.

### *Tax Breaks/Mortgage Benefits*

None

### *Rehiring Retirees*

North Carolina allows all retired teachers to return to teaching, after a six-month separation period, without limitation on their earnings or length of new service.

### *High School/Junior High School “Cadet” Programs*

The Prezell R. Robinson Scholars Program, formerly the Challenge Scholars Program, is designed to encourage high school students to consider and prepare for careers in education. Low-wealth school systems and school systems with a documented history in recruiting qualified teachers are eligible to participate. Robinson Scholars participate in system-sponsored activities designed to foster their commitment to teaching and enhance the likelihood that they will be accepted to and complete an approved teacher education program. Upon graduation from high school, Robinson Scholars who meet program requirements receive Prospective Teacher Scholarship Loans awards if they are pursuing teacher education at an approved program in the state.

## **Preparation and Certification**

### *Traditional Certification*

North Carolina has 47 institutions of higher education with state approved teacher education programs. While each institution establishes its own scholarly requirements, programs typically call for the completion of a course of general studies in the first two years of college with a minimum GPA of 2.5. Students



must pass the Praxis I exam. Students begin the professional education coursework during their third year in college, which continues during their fourth year along with a minimum of 10 weeks of student teaching assignment. Also in the fourth year, the student must pass the Praxis II exam prior to graduation. Upon graduation, the student, through his or her college or university, applies for a teaching license from the state department of public instruction.

North Carolina uses a performance-based licensure system which requires teachers to demonstrate a range of competencies before obtaining a continuing license. Beginning teachers participate in a three-year induction and assessment process known as the Initial Licensure Program, which provides a framework for supporting beginning teachers. Among the components of the program are assignment of a mentor to each novice teacher; additional time for new teacher orientation to the school and school system at the beginning of the teacher's first year; observation of the novice at least three times by an administrator and one time by an experienced teacher annually; and improved working conditions for novices. State board of education guidelines for optimum working conditions for new teachers include assignment in the license area, limited number of preparations (e.g., only two or three different courses), minimal non-instructional duties; and no extracurricular activities unless the teacher requests them in writing.

Another component of the Initial Licensure Program, put on hold by the 2002 General Assembly, is the submission of a "product of learning," a body of evidence that validates the teacher's knowledge, skills, and abilities as a teacher. This product contains documentation of professional growth and is to be submitted during the second year of teaching. Highly praised by policymakers for strengthening the induction program for new teachers, many educators were critical of the program as too costly and time-consuming. Upon satisfaction of the requirements of the Initial Licensure Program, teachers are eligible for a five-year, renewable Continuing License.

### *Alternative Certification*

North Carolina has two principal means for non-education program graduates to enter teaching. Local school systems have discretion in recognizing alternative paths, and some districts have their own programs for preparing alternative path teachers. Individuals who wish to teach may take a "lateral entry" approach, whereby they teach in a classroom of their own while working toward full licensure. To do this, a candidate must have an offer of employment from a North Carolina school system, hold a bachelor's degree in a subject area in which the employment has been offered, and have a minimum GPA of 2.5 or passed the Praxis I exam and meet certain other grade performance criteria.

Individuals meeting these criteria are issued a two-year lateral entry license which may be extended for three additional years. The teacher then affiliates with either a college or university with an approved teacher education program or with one of the three Regional Alternative License Centers (RALCs) in the state. Located in Charlotte, Fayetteville, and Nashville, the RALCs work with the school system to develop an individualized course of study to prepare the lateral entry teacher. The RALCs provide, among other things, lists of suitable courses offered by neighboring colleges and universities, individualized evaluations, and training opportunities to help meet the requirements for full licensure. If the lateral entry teacher is working with a college or university, that institution is to help the teacher develop an appropriate course of study and support. Either way, following a summer institute or orientation, the teacher must continue studies during the year through seminars, workshops and regular courses if required by the individual development plan. The required seminars in pedagogy and

professional skills are held generally in the fall and spring. The program can be completed in as little as one year, although teachers receive mentoring support in their second year as well.

A minimum of six semester hours of relevant coursework must be taken annually until the plan of study has been completed and all coursework must be completed within five years. Renewal of the lateral entry license is contingent on continued satisfactory performance in the classroom and progress in the course of study toward licensure. When the candidate completes the course of study and satisfies the licensure testing requirements, he or she may be recommended for licensure by the sponsoring institution or RALC. Prior to the program's suspension last year, lateral entry teachers were to prepare the "product of learning" required of all teachers for conversion of an initial license to continuing license when they were within six semester hours of completing the course of study.

School systems using the lateral-entry approach are required to commit to supporting these alternative path teachers. Among the expectations are a two-week orientation that includes lesson planning, classroom organization and management, an overview of North Carolina standards, curriculum and statewide assessment. School districts also are to assign a mentor by the first day of school, provide optimal working conditions as appropriate for beginning teachers, provide regular feedback for improving instruction, and assist in accessing prescribed coursework and professional development opportunities. Some programs, particularly those based at colleges and universities, include longer orientation periods and offer courses which earn graduate credit toward a Master's of Teaching degree.

#### *Licensure Reciprocity*

North Carolina enjoys license reciprocity with 42 states. Teachers holding licenses in these states must meet North Carolina-specific testing requirements. Teachers with foreign credentials equivalent to a teaching certificate in the state must submit their transcripts to a private agency for analysis. Candidates must demonstrate fluency in English and pass a criminal background check.

### **Retention**

#### *Induction*

As has been noted, North Carolina requires all new teachers to have induction support for the duration of their three-year Initial License. A key component of this is the assignment of a master teacher to serve as a mentor. Mentors are compensated for their additional work and provided training. Initially-Licensed Teachers are expected to work with their assigned mentor and other members of their school and community during their first year. To help facilitate this, school districts hold new teacher support sessions where novices can meet with one another and master teachers to share experiences. Initially-Licensed Teachers are required to develop an individual growth plan in conjunction with the school principal and the teacher's mentor. This plan must include goals, strategies and assessment of progress in improving professional skills. Assessment of progress is to be conducted throughout the year, and the plan should be updated annually. During the induction phase, Initially-Licensed Teachers are encouraged to integrate the INTASC Standards into daily teaching practice, reflect on their teaching and keep a journal of their observations, and practice videotaping lessons for self-assessment.

### *Teachers Out of Field*

7.5 percent

### *Professional Development*

To maintain a current license, teachers must earn 10 semester hours or 15 units of renewal during the five-year validity period of the continuing license. Between three hours and five hours of renewal must be in technology. Teachers in high priority schools are afforded five additional days of professional development.

### *National Board Certification*

As of 2002, North Carolina had 5,125 National Board Certified teachers, the most of any state in the country, and accounting for more than one-fifth of all National Board Certified teachers. The state pays the application fee, offers support sessions offered by universities, and provides three days of release time for teachers to compile their portfolios. National Board Certified teachers receive a bonus of 12 percent of their salary for the life of the certificate.



## OKLAHOMA

### Vital Statistics

K-12 students:	620,404
Number of school districts:	544
Number of schools:	
Elementary	987
Middle	349
Secondary	462
Combined/Other	20
Number of teachers:	42,120
Average teacher salary:	\$34,744
K-12 school budget:	\$4,034,825,451
K-12 budget as a percentage of total state budget:	NA
Per pupil expenditure:	\$5,938

### Recruitment

#### *Scholarships and Loan Programs*

None

#### *Teacher Salary*

The average starting salary for a teacher in Oklahoma in 2000, adjusted for the cost of living, was \$27,407. The overall average teacher salary in 2000, adjusted for the cost of living, was \$33,681. State teacher salaries have risen 22 percent over the past decade, 10 points below the national rate of increase. Oklahoma ranks 48<sup>th</sup> in teacher salaries nationally and 15<sup>th</sup> in the region, down from 45<sup>th</sup> nationally and 14<sup>th</sup> regionally in 1991-1992. Oklahoma's low teacher salaries and rigorous preparation standards make retaining teachers particularly difficult, with all of the state's neighbors offering better salaries and often better benefits packages. According to a report by the Oklahoma Regents for Higher Education, of all the teachers produced by Oklahoma teacher training programs, only 35 percent remain in the state to teach.

#### *Rehiring Retirees*

Oklahoma allows retired teachers to return to the classroom after a separation period of 60 days with an earnings cap set at \$15,000 annually. Candidates waiting three years before returning to the classroom are eligible to earn up to \$25,000 annually.

#### *High School/Junior High School "Cadet" Programs*

The Oklahoma Minority Teacher Recruitment Center coordinates the Teacher Cadet High School, ProTeam Middle and Junior High School and Future Educators of America Programs. While not restricted to minority participants, the programs are a key component in Oklahoma's strategy to boost the number of minorities pursuing teaching as a profession. The high school program is a year-long course designed to create an interest among students in teaching careers and to promote an understanding of the U.S. educational system. The junior high/middle school program is either a semester- or year-long course providing students opportunities for self-discovery and skill development to help them achieve personal and academic success. There is a strong emphasis on communication, working with others and goal setting in the curriculum. The Future Educators of America (FEA) clubs provide a bridge between the ProTeam and Teacher Cadet programs. Typically, students in FEA chapters are involved

in educational activities that provide opportunities to learn more about teaching, projects to assist and recognize teachers, and peer tutoring.

#### *Minority Teacher Recruitment Center:*

Oklahoma's Minority Teacher Recruitment Center was established by the Regents for Higher Education to coordinate the various agencies, institutions and boards involved in the recruitment, retention and placement of minority teachers in public schools. Among the Center's activities are providing support services to teacher training programs; creation of pre-collegiate programs, such as the Cadet and ProTeam programs; and the development of placement services for school districts and minority educators. The Center has a 19-member Advisory Committee overseeing the implementation of its activities.

### **Preparation and Certification**

#### *Traditional Certification*

Oklahoma has 22 institutions of higher education offering teacher preparation programs. Prior to admission to a state-approved teacher education program, students must pursue a course of general studies in the arts and sciences. Students must have a minimum 2.5 GPA and passing marks on an exam administered by the Oklahoma Commission for Teacher Preparation.

While program design is at the discretion of the individual institutions of higher education, the state has expectations of state-approved programs. Oklahoma has a joint NCATE/state partnership that requires all teacher education programs to meet NCATE standards plus 10 additional state requirements. Teachers are to meet a range of competencies, including subject area and general arts and sciences knowledge; understanding of child and human development; teaching skills; the ability to interact effectively with all students, parents and guardians; and skills to foster teamwork.

In order to achieve these competencies, teacher preparation programs are to incorporate certain components into their course of study. Among the professional education courses, individuals are expected to study the individuality of students, the capacity of students to learn and the process of learning. Students must also have training experiences and personal contact with parents, guardians or custodians of school age children and community involvement experiences.

Teachers at the secondary and middle/secondary levels are expected to pursue a content area major in addition to professional education courses. Those at earlier levels are to have subject area concentrations which qualify them as generalists, as well as at least 12 semester hours in the four core subject areas (English, mathematics, science and social studies). All teachers must participate in a clinical experience lasting a minimum of 12 weeks of student teaching, and receive a minimum of 45 hours of field experiences prior to this capstone experience. All teachers graduating in education must demonstrate foreign language skills at the "novice-high" level in both listening and speaking.

Every teacher in a state-approved program develops a portfolio of experiences, practice and reflection demonstrating the state general competencies. The portfolio includes work from the student's field experiences and activities and provides an opportunity for the student to reflect upon and critically evaluate what an effective teacher must know and be able to do. The portfolio is also to provide evidence of the student's knowledge, skills and dispositions they have acquired during their preparation.

The state adopted a competency-based licensure program in 1997 through the Oklahoma Teacher Preparation Act. The system includes a rigorous assessment for teachers covering their mastery of general education, professional education and content area competence, as well as professional development institutes for teachers to enhance their content area knowledge and teaching

competencies throughout their careers. To be eligible for an initial license, candidates must pass a National Evaluation System exam which tests general education, subject matter and pedagogical knowledge.

Upon program completion and satisfaction of program and state assessment requirements, schools of education may recommend teachers for a one-year school license, during which period teachers participate in the state's induction program. A standard certificate, valid for five years, may be issued upon the successful completion of this probationary period.

As of March 2002, teachers produced by state-approved programs carry with them a guarantee of their competence. The Oklahoma Institutional Warranty on Teacher Education Graduates outlines 15 areas in which the newly-prepared teacher will meet the employing schools expectations for performance and knowledge. Teachers failing to meet these competencies during the first year of resident teaching in field and grade level are provided additional training at no cost to either the school system or the teacher.

### *Alternative Certification*

The Education Reform Act of 1990 created the Oklahoma Alternative Placement Program which establishes a path for individuals with at least a bachelor's degree to enter teaching. To be eligible, the degree must be in a major area of study which parallels a field in which the state offers certification. The applicant also must either have practical experience in the field or experience working with children or youth of the age to be taught. Neither early childhood nor elementary education certification is available.

Alternate path candidates must pass the general education and subject area competency exams before applying to the Teacher Competency Review Panel for evaluation of qualifications and career accomplishments. This evaluation includes a personal interview and a written explanation of why the candidate wishes to become a teacher. Upon the recommendation of this panel, the candidate has three years to complete the required professional education coursework, which ranges between six semester hours or 90 clock hours and 18 semester hours or 270 clock hours, depending on the applicant's work experience and degree level. During this period, the teacher may be employed by a school system. Applicants also must complete the Teacher Residency Program on the same basis as any other new teacher, and pass the state professional education assessment. Upon satisfaction of these criteria, the candidate is eligible for a standard certificate. All state-approved teacher preparation programs are required to participate in the Alternative Placement Program.

### *Licensure Reciprocity*

Oklahoma enjoys license reciprocity with 38 states. Out-of-state teachers must satisfy Oklahoma testing requirements. National Board Certified teachers are automatically issued a standard license upon application.

## **Retention**

### *Induction*

All new teachers in Oklahoma participate in the Resident Teacher Program, an induction and support system. During the Residency Program, the initial license is renewable. After their first year of participation, teachers may be recommended for a standard license or for continuation in the program for a second year, teaching under a school license.

Each new teacher, referred to as a resident teacher in the program, is assigned to a residency committee composed of a mentor teacher, the school principal or an appointed member of the administration, and a teacher educator in an institution of higher education. Mentors and the representative of the teacher

education program are, whenever possible, to have experience in the same subject area and grade level as the resident teacher. Mentors may be assigned to only one resident teacher per year and are expected to spend a minimum of 72 hours with the resident throughout the year.

The resident teacher is to meet with members of the residency committee regularly. The committee is to provide support on matters concerning classroom management, and professional development for the resident. The residency committee is also to solicit meaningful parental or guardian input as a component in evaluating the resident's performance. After the first year, the residency committee makes recommendations to the state board of education and the resident's teacher education program as to whether a standard license should be issued or if a second year of residency is required. If a second year is mandated, the resident is provided with a list of reasons for this decision. Residents are not required to continue with their original committee in their second year. The recommendation of the residency committee following the completion of this additional year is for either certification or non-certification. If the committee recommends a teacher for certification, either after one or two years in the Resident Teacher Program, the residency committee is to recommend a course of professional development designed to strengthen the teacher's skills.

### *Teachers Out of Field*

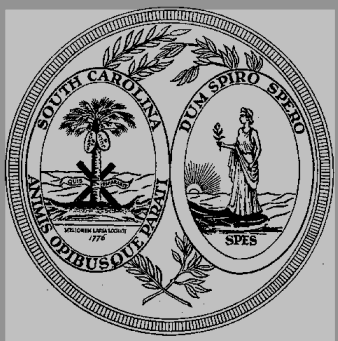
Less than 1 percent—In 1999, Oklahoma received the “National Goals 2000” award as the state having the fewest teachers teaching out of their subject area.

### *Professional Development*

Renewal of a standard license is contingent upon the completion of 75 clock hours of professional development during the five-year validity period of the license. Teachers are expected to pursue the professional development programs outlined by their residency committees and to update their plans regularly. The Commission for Teacher Preparation offers a number of Professional Development Institutes which emphasize content area and professional teaching practices. Provided at sites in all regions of the state at various dates, the programs provide hands-on, experiential learning for teachers with follow-up support. Among the areas of professional development offered are reading/literacy, middle school math, science, and mentoring.

### *National Board Certification*

As of 2002, Oklahoma had 635 National Board Certified teachers. The Education Leadership Oklahoma program, administered by the Oklahoma Commission for Teacher Preparation, is a scholarship fund providing support to teachers seeking National Board Certification. Scholarship awardees receive the application fee, a \$200 stipend for materials, and support training and mentoring. Upon becoming National Board Certified, teachers may receive a pay stipend of up to \$5,000 for each year during the life of the certificate.



# South Carolina

## SOUTH CAROLINA

### Vital Statistics

K-12 students:	647,400
Number of school districts:	85
Number of schools:	
Elementary	588
Middle	245
Secondary	204
Combined/Other	21
Number of teachers:	44,449
Average teacher salary:	\$39,923
K-12 school budget:	\$6,154,619,584
K-12 budget as a percentage of total state budget:	35.3%
Per pupil expenditure:	\$7,062

### Recruitment

#### *Scholarships and Loan Programs*

The South Carolina Teacher Loan Program was created in 1984 to encourage talented individuals to teach. The program is open to South Carolina residents enrolled in or who have expressed an intent to enroll in a state-approved teacher education program. For entering freshmen, they must rank in the top 40 percent of their graduating class and have an SAT or ACT score higher than the state average. Enrolled undergraduate students must have taken and passed the Praxis I exam and have a cumulative GPA of at least 2.75. Entering graduate students must have a 2.75 GPA in college-level work. Graduate students who have completed at least one term must have a 3.5 GPA.

Individuals who have worked for at least three years and are entering teaching for the first time are provided waivers on the academic requirements for the scholarship for the first year, although they must meet the other, non-academic requirements. These candidates must possess at least a bachelor's degree or be employed as instructional paraprofessionals in the state. Participants in the South Carolina Program for Alternative Certification of Educators (PACE), an alternative route to certification, may also participate.

Freshmen and sophomores may borrow up to \$2,500 per year. Juniors, seniors and graduate students may borrow up to \$5,000 per year. Career changers may borrow up to \$15,000 per year and up to an aggregate maximum of \$60,000. PACE participants may borrow up to \$1,000 per year, not to exceed an aggregate maximum of \$5,000.

The loans are cancelled at the rate of 20 percent or \$3,000, whichever is greater, for each full year of teaching in a critical subject or critical geographic shortage area in South Carolina. Teachers in a critical subject and geographic shortage area have their loans cancelled at the rate of 33 percent, or \$5,000, whichever is greater, for each full year of teaching.

Additionally, the state provides funding to the Teaching Fellows program, administered by the South Carolina Center for Teacher Recruitment. The mission of the program is to recruit talented high school seniors into teaching as a profession and to help them develop leadership qualities. Fellows participate in enrichment programs through a variety of activities, including professional development opportunities, special "institutes" designed just for program participants, and involvement with businesses and communities. Each Fellow is



eligible to receive up to \$6,000 annually for four years in scholarships while they complete a degree leading to teacher certification. Fellows must agree to teach in South Carolina for every year they participate in the program.

### *Teacher Salary*

The average starting salary for a teacher in South Carolina in 2000, adjusted for the cost of living, was \$27,771. The overall average teacher salary in 2000, adjusted for the cost of living, was \$39,768. South Carolina teacher salaries have risen 35 percent over the past decade, three points above the national rate of increase. The state ranks 30<sup>th</sup> in teacher salaries nationally and seventh in the region, up from the 38<sup>th</sup> nationally and 10<sup>th</sup> regionally in 1991-92.

### *Rehiring Retirees*

All retired teachers can return to the classroom following a 60-day separation period, subject to a \$50,000 earnings limitation. Teachers who teach in shortage areas or in low-performing schools can return to the classroom without a separation period or earnings limitation, so long as the district provides evidence that no qualified non-retired teacher is available to fill the position.

### *High School/Junior High School “Cadet” Programs*

South Carolina began piloting high school recruitment programs in 1985 and middle school programs in 1989. The mission of ProTeam, a middle school recruitment program, is to make students who exhibit the potential for success aware of the skills needed to complete college and consider education as a viable career option. The program also is intended to expand the pool of minority and male teachers available in public schools in the state.

ProTeam is a semester- or year-long hands-on course with student-driven activities that create opportunities for students to grow and learn. To participate, students must be in the 7<sup>th</sup> or 8<sup>th</sup> grade, be in the top 40 percent of their class, have the recommendations of three teachers and exhibit the potential for successful completion of high school and college. The module-based course helps students develop many of the skills and capacities they will need to complete high school and college.

The goal of the high school level Teacher Cadet program is to encourage academically-able students who possess exemplary interpersonal and leadership skills to consider teaching as a career. The year-long course includes hands-on learning activities as well as sections on the learner, the schools, and the teacher and teaching. More than two-thirds of colleges with teacher education programs grant college credit for satisfactory completion of the course. To be eligible, students must have a 3.0 GPA in college prep courses, have five written teacher recommendations, and write an essay on why the student wants to be in the class. Students may also be interviewed prior to being accepted.

In schools where the Teacher Cadet program is offered, the Teaching Assistant Program may also be scheduled. This program matches highly-qualified students with teachers to apply many of the concepts learned in the Cadet program. To be eligible, students must be in the 11<sup>th</sup> or 12<sup>th</sup> grades with a 2.7 GPA or higher, with outstanding performance in a particular content area. Students are assigned to introductory or low-level courses of a subject in which they have demonstrated sufficient mastery. The Assistant helps the teacher through a variety of duties and activities. The teacher guides the student in a broader understanding of the subject and of teaching in that area.

### *South Carolina Center for Teacher Recruitment:*

The South Carolina Center for Teacher Recruitment is the oldest and most established teacher recruitment program in the country. Established in 1985, the Center provides a variety of programs for increasing the number of students in the education pipeline and recruiting and retaining certified teachers. The Center

provides leadership in identifying, attracting, placing and retaining well-qualified individuals as teachers, with particular focus on teachers from underrepresented populations, in critical subject areas and in under-served geographical areas of South Carolina.

## **Preparation and Certification**

### *Traditional Certification*

South Carolina has 30 institutions of higher education offering teacher education programs. To be eligible for admission, students must complete 45 semester hours of college coursework with a minimum GPA of 2.5, pass the Praxis I exam, and demonstrate basic academic proficiency, quality of character and the ability to make a contribution to the profession.

Students pursuing certification in secondary fields must earn a degree major in addition to professional education courses. A minimum of 100 hours of field experience is required of students in addition to a minimum of 60 days or a 12-week period of full-time internship. During this clinical experience, teachers must adhere to the daily schedule of the supervising teacher, including bus/lunchroom duty, faculty and parent meetings, extracurricular activities and in-service activities. The supervising teacher must be trained in the state teacher assessment program (Assisting, Developing, and Evaluating Professional Teaching – ADEPT). Student teachers must be evaluated at least six times by a faculty member of their institution of higher education and a trained mentor teacher using this system during their clinical experience.

Upon completing their coursework, students seeking certification must pass the appropriate Praxis II subject area exam. Program graduates are eligible for a three-year initial certificate, during which time the teacher participates in an induction program, is evaluated, and must pass the Principles of Learning and Teaching exam. Certification in South Carolina is performance-based, with teachers evaluated on the ADEPT standards. Among the 10 performance dimensions are: long-range planning; short-range planning of instruction; planning, developing and use of assessments; establishing and maintaining high expectations for learners; monitoring and enhancing learning; and managing the classroom. Upon the recommendation of the evaluation and passage of all required professional assessments, the teacher is eligible for a five-year, renewable professional certificate.

### *Alternative Certification*

Individuals with bachelor's degrees or higher in critical shortage fields other than education who wish to pursue teacher certification may qualify for the Program of Alternative Certification of Educators (PACE). This program is designed to address critical teaching shortages in South Carolina, both in certain subject fields or in critical geographical areas of the state. To be eligible, the applicant's degree must be in a field approved for a shortage subject area by the state board of education. Prior to program entry, applicants must also pass the Praxis subject-area assessment required of traditional program graduates.

To participate, an individual submits a transcript and application for review. If the candidate qualifies for the program, he or she is issued a letter of eligibility, which is used to seek employment from a school district. Upon securing an appropriate teaching position and passing a criminal background check, the candidate is enrolled in a 10-day pre-service institute held in the summer or during the academic year. Upon completion of this institute, the candidate is issued a one-year critical needs certificate.

Each new teacher is assigned an assistance team (i.e., a trained mentor and building administrator). The role of the assistance team is to support the beginning teacher through regular observations, consultations and feedback.

Assistance team members also help coordinate opportunities for the new teacher to observe and consult with a variety of experienced teachers on a regular basis. The State Mentoring and Induction Committee is currently identifying and researching nationally-recognized mentoring programs in order to select or create a statewide mentoring plan. This plan will establish specific criteria for selecting and training for all mentors.

During the first year, the teacher is to work with his or her assigned assistance team to determine which graduate level courses must be completed during the second and third year. Teachers must take one course each in three categories: learning and the learner; teaching and the teacher; and a series of electives. Upon completion of the first year, and with the recommendation of the institute faculty, the teacher receives a second one-year critical needs certificate, renewable once. In the second year, in addition to pursuing graduate-level study, the teacher must complete a number of in-service workshops seminars, and the ADEPT formal evaluation process. In the third year of preparation, the teacher is required to complete the training program and the three required graduate courses and submit a passing score on the Praxis Principles of Learning and Teaching exam. Upon completion of these steps, the applicant is eligible for a professional teaching certificate.

### ***Licensure Reciprocity***

South Carolina enjoys certificate reciprocity with 40 states. Teachers with valid certificates and at least 27 months of public school teaching in the previous seven years and all required assessments, or their equivalent, are eligible for a five-year professional certificate. This also is the case for teachers who are National Board Certified. Teachers with passing scores on a pedagogy exam but lacking scores on subject area assessments are eligible for a one-year temporary certificate (subject to change because of the *No Child Left Behind Act*). Teachers with foreign credentials must submit an evaluation of their transcripts by an independent agency or a state-approved program for review and recommendation of equivalency. Foreign applicants must also pass the Praxis II subject area exam. Of note, South Carolina has ongoing exchange programs with Spain for teachers using reciprocity agreements with NASDTEC.

### **Retention**

#### ***Induction***

As part of South Carolina's ADEPT system, new (induction) teachers participate in a district-based induction program designed to meet the needs of beginning teachers. At the start of each school year, districts are required to provide a comprehensive orientation session to acquaint their new teachers with the induction program requirements and activities; relevant district and school policies; teacher- and student-oriented services available in the district, school, and community; information concerning the social, cultural, and economic characteristics of the community; the ADEPT performance dimensions; and the requirements for successfully completing the induction contract year.

The ADEPT system also requires that school districts assist new teachers by providing regular opportunities for induction teachers to meet as a group to share information, ideas, and suggestions about teaching.

Teachers who successfully complete their induction year are granted an annual contract for the following year. During the annual contract year, teachers undergo a formal ADEPT evaluation. During this formal evaluation a team of trained evaluators collects data from multiple sources (i.e., plans, interviews, observations, self-reports) on multiple occasions throughout the year. A consensus-based approach is then used to determine preliminary and final judgments, based on the teacher's performance on each of the 10 performance dimensions (standards).

Teachers who do not successfully complete their induction year are placed on a one-year, non-renewable provisional contract. During this year, the teacher undergoes formal evaluation, with additional assistance provided, as necessary. Teachers who are not successful at this level are not eligible for employment in the public schools until they complete 12 semester hours of approved coursework: six hours in their content area and six hours that relate to the areas of deficiency in terms of the performance dimensions.

Teachers who do not successfully complete their annual contract year are placed on a second annual contract. Teachers who are unsuccessful at this level are not eligible for employment in the public schools for a minimum of two years, during which time they must complete 12 semester hours of approved coursework: six hours in their content area and six hours that relate to the areas of deficiency in terms of the performance dimensions.

### *Teachers Out of Field*

3 percent

### *Professional Development*

By statute, school districts are required to build five days of professional development into their annual school calendars. Additionally, as required by the *No Child Left Behind Act* legislation, school districts must develop and submit a comprehensive professional development plan. All professional development activities must be grounded in scientifically-based research, with the ultimate goal being to increase student achievement.

In addition to systemic initiatives, professional development is customized to meet the needs of individual teachers. Currently, in order to renew the educator's certificate, teachers are required every five years to complete six semester hours of professional development, which relates to his or her certification area, or toward adding an additional area of certification. Under the South Carolina Renewal Credit Plan, currently being piloted in 10 school districts, educators must accrue 120 renewal credits during each five-year validity period to renew his or her certificate. These renewal credits may be earned through any of the following options: college credit, South Carolina Department of Education certificate renewal courses, district point plans, professional training, serving as a professional assessor/evaluator, publications, mentorship, supervision or coaching, educational projects, collaboration, grants or research, instruction, professional development activity (non-CEU), and professional development activity (with IACET CEU credit). This program will be implemented statewide in 2004-05. With the ultimate goal, again, being to improve student achievement, renewal credits must be aligned with each teacher's informal (goals-based) evaluation.

### *National Board Certification*

As of November 2002, South Carolina had 2,356 National Board Certified teachers. With 1,069 newly board-certified teachers in 2002, the state led the nation in per capita new certifications. The state pays the application fee for successful applicants and offers support sessions with trained facilitators. National Board Certified teachers receive an annual bonus of \$7,500 for the life of the certificate and are exempt from certificate renewal for one validity period (five years).

# TENNESSEE

Vital Statistics	
K-12 students:	938,162
Number of school districts:	138
Number of schools:	
Elementary	942
Middle	263
Secondary	291
Combined/Other	58
Number of teachers:	56,971
Average teacher salary:	\$38,554
K-12 school budget:	\$5,942,822,011
K-12 budget as a percentage of total state budget:	34%
Per pupil expenditure (1999-2000):	\$6,055

## Recruitment

### *Scholarships and Loan Programs*

None

### *Teacher Salary*

The average starting salary for a teacher in Tennessee in 2000, adjusted for the cost of living, was \$30,258. The overall average teacher salary in 2000, adjusted for the cost of living, was \$40,371. Tennessee teacher salaries have risen 30 percent over the past decade, two points below the national rate of increase. The state ranks 32<sup>nd</sup> in teacher salaries nationally and ninth in the region, up from 37<sup>th</sup> nationally and unchanged regionally in 1991-1992. Teacher salaries in Tennessee are problematic for the state's retention activities in part because three neighboring states, Georgia, Virginia and North Carolina, offer teachers significantly higher salaries. Furthermore, the state's teacher salaries were at the heart of a recent lawsuit over the state's school funding program which resulted in a court order to better equalize salaries between rural districts and urban/suburban districts.

### *Bonuses*

None

### *Rehiring Retirees*

Tennessee allows all retired teachers in critical shortage areas to return to teaching after a 12-month separation period without limitation on their earnings or length of new service, although contracts must be renewed annually. Retirees cannot be paid more than 85 percent of the salary for teachers with comparable experience, and they can only be hired if there are no qualified non-retired teachers available for the position.

### *High School/Junior High School "Cadet" Programs*

None

## Preparation and Certification

### *Traditional Certification*

Tennessee has 39 institutions of higher education offering teacher education programs. Each program has flexibility in designing curricula to meet the state's teacher standards, which are based largely on the recommendations from the state's Advisory Council on Teacher Education and Certification. These



# Tennessee

standards are consistent with national standards established by INTASC. While programs do enjoy flexibility in designing teacher education programs, the state requires demonstrated high levels of collaboration between the education unit and the other units within the institution, including colleges of liberal arts and the sciences, and with Pre-K through grade 12 teachers.

Admission to teacher education programs requires a minimum 2.5 GPA in college coursework and either a passing score on the Praxis I exam or a composite score of 22 on the ACT or 1020 on the SAT. In addition to professional education coursework, teacher candidates must graduate with an academic major. Teacher candidates must have early, varied, and well-sequenced field experiences, including either a 15-week full-time student teaching experience or a full-year internship. An increasing number of institutions train teachers in partnership schools. To become a teacher, the training institution must recommend the candidate for licensure and the candidate must pass the Praxis II Principles of Learning and Teaching and tests in the appropriate subject area.

Initial certification of teachers in Tennessee takes the form of a three-year Apprentice Teacher License. The license may be renewed if the apprentice has three years successful teaching but lacks the experience required for a Professional License. The school district must submit evidence of a positive local evaluation for the teacher to advance to a Professional License, which is valid for 10 years and can be renewed as many times as needed. Renewal requires completion of 90 renewal points of professional continuing education and two positive evaluations from the employing school or district. Tennessee also has four categories of interim licenses issued to individuals who hold a bachelor's degree, either in education or not, but lack at least one qualifying factor, such as test scores, or who are participants in alternative certification or internship programs.

#### *Alternative Certification*

Tennessee has three alternative routes to teacher licensure—Alternative A, Alternative C, and Alternative E—differentiated by the license issued to candidates. All candidates for alternative licensure must hold at least a bachelor's degree from a regionally-accredited institution of higher education in the teaching field or a related field. Higher education faculty members and K-12 practitioners screen candidates. Alternative preparation programs all consist of pre-service training, support from trained teacher mentors and higher education faculty during the first year of teaching and a seminar at the end of the year. Alternative A candidates enroll in a state-approved program and fulfill at least six semester hours of credit each year until all course requirements are satisfied. The Alternative C program is for individuals who do not wish to enroll in a state-approved program. Upon completion of the pre-service Teacher Education Institute, the teacher begins working in a classroom and participating in seminars and ongoing professional development through a program collaboratively planned by the local school system and the sponsoring institution of higher education. Teachers must fulfill all testing requirements and earn a satisfactory recommendation from the school system to be eligible for a Professional License. The Alternative C license may only be renewed once, except in certain cases in which an additional year is allowed for the completion of additional required study. The Alternative E License is for individuals who wish to simultaneously pursue a graduate degree in education and initial teacher licensure.

### *Licensure Reciprocity*

Tennessee enjoys license reciprocity with 45 states. Teachers who have completed a college or university education program outside Tennessee and hold a valid teaching certificate may be eligible for a Professional License without any additional testing requirements. In general, candidates for reciprocal licenses must pass all state-mandated assessments. Teachers with one or more years of teaching experience are issued an Out-of-State Teacher License, a renewable five-year license. Once the teacher completes three years of teaching (combined in-state, and out-of-state experience, with the third year in Tennessee), and have a positive local evaluation, the teacher is eligible for a Professional License. Those with less than one year of experience are eligible for an Apprentice Teacher License.

### **Retention**

#### *Induction*

Teachers who complete their baccalaureate degree in education in a program which requires an internship spend a full year in a school setting in a formal program of induction. Internships are planned jointly by the institutions of higher education in which the interns are enrolled and the local school system in which the interns are placed, with significant input from principals and teachers. Interns are supplemental staff and are not to displace or replace existing staff. The internship experiences include classroom teaching, observations, course work, seminars, and planning, with interns spending more than half the school year in classroom settings. The interns are to have frequent contact with teams of mentors from both the institution of higher education and the school throughout the year. They also are expected to have teaching experiences with students with diverse learning needs and varied backgrounds in at least two classrooms, which may be in different schools if necessary.

Intern performance is to be evaluated by a team composed of teacher mentor(s), higher education faculty mentor(s), and the school principal. Recommendation for certification is at the discretion of the school principal. Upon successful completion of the internship the intern year is applied toward the teacher's experience for the state teacher salary.

Teachers who enter the classroom following student teaching (and not an internship year program) are to participate in the Beginning Teacher Program, a locally-designed and implemented program. Because this program has never been funded by the state, implementation has varied widely among districts. As designed, program experiences include classroom observations, opportunities for informed observations of both experienced teachers and other first-year teaching peers, in-service seminars, and regular and frequent contact with teacher mentors throughout the year. As with the internship program, mentor(s) and the principal are to provide periodic and frequent formative evaluation designed to provide feedback and support to the beginning teachers. The principal, or principal's designee, provides a summative evaluation of the beginning teacher at the end of the first year of teaching. This assistance continues until the beginning teacher attains Apprentice licensure status.

#### *Teachers Out of Field*

3.7 percent

#### *Professional Development*

The 90 points of continuing education for professional development required for renewal of a Professional License are expected to focus on the goals of the educator for strengthening content, pedagogical or other skills and for remaining current on other educational issues. Renewal points can be earned through coursework at a conversion rate of 15 points per semester hour, continuing

education at the rate of 10 points per continuing education unit, or professional development courses at the rate of one point per clock hour. Activities cannot be part of state-funded in-service days. Teachers with a Professional License based on a master's degree and more than five years experience teaching in the state during the validity period of the license are exempt from continuing education requirements.

*National Board Certification*

As of 2002, Tennessee had 60 National Board Certified teachers. The state pays up to 100 percent of the application fee. The state also has plans to reward National Board Certified teachers with a \$2,500 bonus, but to date has not funded the initiative.



# TEXAS



## Vital Statistics

K-12 students:	4,128,429
Number of school districts:	1,041
Number of schools:	
Elementary	3,721
Middle	1,527
Secondary	1,433
Combined/Other	480
Number of teachers:	274,345
Average teacher salary:	\$39,293
K-12 school budget:	\$33,000,000,000
K-12 budget as a percentage of total state budget:	43%
Per pupil expenditure (1999-2000):	\$8,245

## Recruitment

### *Scholarships and Loan Programs*

To encourage students to become certified teachers and to encourage those newly-certified to teach in a critical shortage area, Texas offers the Teach for Texas Conditional Grant Program. Students enrolled at least three-quarters time in a state-approved teacher education program as a junior, senior, or renewal recipient in a five-year program, or a graduate student enrolled for the first time in a traditional educator certification program, are eligible.

The grants take the form of loans that are forgiven upon the completion of five years of teaching in a Texas public school within six years of becoming licensed. Recipients who are unable to fulfill their service obligation must pay back the loan on a pro-rated basis. As an example, teachers who only teach for two years must repay three-fifths of the total loan amount. Students enter into agreements with the state to teach full time as a certified teacher in a critical shortage area or community. While students do not need to select their field or campus when they apply for the grant, doing so will “lock in” their selection, even if the field of campus is no longer on the critical shortage list. Loan amounts vary depending on program costs with a maximum aggregate award capped at \$11,800. Students can receive awards under the Program for a maximum of 90 semester hours after receiving their first award.

Educational aides who have been employed for at least one full year and substitute teachers with 180 days experience are eligible for free tuition and reduced fees at Texas public schools should they seek teacher certification through the Educational Aide Exemption. This program is available to candidates with demonstrated financial need who are enrolled in a two- or four-year college with a declared major in education. Students who already hold a bachelor’s degree are also eligible to participate, so long as they are pursuing a teacher certificate. Students must be employed by a school district in some capacity while receiving the exemption. Since the program is an exemption from tuition and some fees, the student incurs no financial obligation through participation.

### *Teacher Salary*

The average starting salary for a teacher in Texas in 2000, adjusted for the cost of living, was \$31,568. The overall average teacher salary in 2000, adjusted for the cost of living, was \$41,758. State teacher salaries have risen 29 percent over the past decade, three points below the national rate of increase. Texas ranks

# Texas

26<sup>th</sup> in teacher salaries nationally and fifth in the region, up from 31<sup>st</sup> nationally and unchanged regionally in 1991-1992.

### *Bonuses*

Some districts offer signing bonuses to attract qualified teachers.

### *Rehiring Retirees*

Texas allows retirees who teach in critical shortage areas to return to the classroom following a 12-month separation period without limitations on the post-retirement length of service or earnings. All retirees who left the classroom prior to January 2001 are also eligible to return to teaching without restrictions.

### *High School/Junior High School "Cadet" Programs*

None

## **Preparation and Certification**

### *Traditional Certification*

Texas has 69 institutions of higher education offering state-approved teacher education programs. As a result of the state's 1995 shift to a performance-based licensure system, the State Board for Educator Certification does not stipulate which courses a candidate must take in order to be licensed. Instead, programs must develop their curricular offerings around the state's teacher standards, which are in the process of being revised. Thus, requirements vary from program to program.

Candidates pursue a course of pedagogical and content-specific coursework, but must earn an academic major. All teachers must take some courses in reading, regardless of level or subject area. At the elementary level, it is recommended that candidates pursue either one or two academic specializations and an additional amount of credit in subjects taught in the elementary grades, including six semester hours of upper level courses in reading. For secondary level teachers, the state recommends either a major and related minor in a teaching field, double specialization in a single teaching field and pedagogy for that field, or a single major in a broad teaching field.

Core requirements common to all grade level options include study of the teaching-learning process, including measurement and evaluation of student assessment. Professional coursework also is to include study of human growth and development, knowledge and skills concerning the unique needs of all learners, including multicultural education, special education, and gifted and talented students. Programs also are to provide a background on the legal and ethical aspects of teaching and of the structure, organization and management of the American school system, with particular emphasis on local and state structure in Texas. It is also recommended that programs provide students with preparation on educational computing, media and other technologies. Finally, all teachers are required to complete a clinical experience of a minimum of 12 weeks of full-day teaching under the close supervision of a supervising teacher

In 1986, Texas implemented assessment requirements for teachers, now known as the Examinations for the Certification of Educators in Texas (ExCET). Currently, these assessments are being replaced by the Texas Examinations of Educator Standards (TExES), which reflect the state's new standards and are aligned with new certification levels. Both sets of tests are offered to candidates seeking licensure in 2002-2003, and measure skills and knowledge required for effective performance on the job. Assessments are required for all base (or stand-alone) licenses. Teachers must pass assessments in Professional Development in either elementary or secondary levels and Pedagogy and Professional Responsibilities for smaller grade subsets in addition to demonstrating subject knowledge proficiency. The content, performance and assessment standards for beginning teachers are closely aligned with state standards for K-12 students.

Teachers who complete a state-approved program and all required assessments are eligible, upon the recommendation of the preparing institution, for a Standard Teacher Certificate, valid for five years. Experienced teachers with the highest levels of expertise who also serve as mentors to other teachers are eligible for a Master Teacher Certificate. Currently Texas offers Master Teacher Certificates in reading, mathematics and technology. Most Master Teachers hold master's degrees or higher (although this is not required). This five-year renewable license is attainable through passage of the appropriate Master Teacher Test. Master Teachers who teach in a high-need school are eligible for a bonus of \$5,000 a year for up to three years so long as the teacher remains in that position.

### *Alternative Certification*

Twenty-three percent of all initially-certified teachers in Texas in 2001 obtained their license through an alternative certification program. Individuals with a bachelor's degree in a field other than education can pursue initial certification through a variety of providers, including community colleges, school districts, regional education service centers and other non-baccalaureate granting organizations. Candidates meeting certification requirements through these programs receive a standard teaching license equivalent to a license earned through a traditional program. Each program is responsible for establishing appropriate screening activities to determine candidates' fitness for teaching. Among the requirements is possession of college-level skills in reading, oral and written communication, critical thinking, and mathematics. As with all teachers, candidates must pass a criminal background check.

Alternative program design in Texas may vary from institution to institution. In general, these programs consist of comprehensive pre-service training and a one- to two-year internship. During the intern period, the individual receives ongoing training from the program and is mentored by an experienced, certified teacher (or teachers) in the subject area or at the grade level for which the intern is to be certified. Programs must incorporate the state-approved teacher proficiencies throughout the candidate's preparation. During the intern period, candidates for certification are to be released from their duties to observe the teaching of experienced teachers, including their mentor. Mentors are also to be provided release time for observation, coaching and assessment of the candidate. Each program also is to include specific criteria for the substitution of experience or professional training directly related to the certificate being sought for part of the preparation requirements. Teachers seeking certification through alternative programs must pass the appropriate state-mandated assessments to be eligible for licensure.

Given the availability and flexibility of alternative certification programs in Texas, the number of uncertified teachers hired by schools in the state is a measure of how daunting the task of recruitment and retention is. While the number of teachers hired increased by 41 percent between 1995 and 2002, the great majority of the increase was in uncertified teachers. The percentage of newly-hired teachers who were uncertified rose from roughly 14 percent in 1995 to over 52 percent in 2002. In raw numbers, while the number of newly-hired teachers rose 10,542 during this seven year period (from 25,632 to 37,739), the number of these who were not certified rose 452 percent, from 3,605 to 19,332. Indeed, the number of uncertified teachers hired in 2002 is just over 2,000 fewer than the number of certified teachers hired in 1995. As has been observed, the reasons for this are undoubtedly complex, but it is clear that even as demand for teachers has swelled, supply is not entirely keeping up.<sup>97</sup>

### *Licensure Reciprocity*

Texas enjoys license reciprocity with 37 states. Teachers holding valid licenses from other states must take and pass the state-mandated teacher assessments or provide passing marks on a test of a similar and equally rigorous

nature. Teachers with credentials from another country must submit a course-by-course evaluation of all college-level credits prepared by a state-approved evaluation service. To be eligible, the degree conferred must be equivalent to at least a bachelor's degree. The individual also must have completed a teacher-training program including a clinical experience. Finally, foreign candidates for licensure must present documentation of English language proficiency.

## **Retention**

### *Induction*

The Texas Beginning Educator Support System (TxBESS) is a standards-based support system created in 1999 to reduce new teacher attrition. Funded through a federal grant which has expired, the state is seeking funding to keep the program afloat. In the current year, \$3 million from the Texas Workforce Commission, which provides services to job seekers and employers, is being used to fund the project. TxBESS currently is a limited program, serving primarily those teachers assigned to low-performing schools. In all, since 2000, the program has served over 5,000 beginning teachers.

Under TxBESS, beginning teachers receive extended training with constructive feedback from a trained support team. This support team is composed of a mentor teacher, the school principal, and a representative of a teacher preparation program. Training is provided to support teams and new teachers on the components of the TxBESS system. The basis for the program is the Texas standards for new teachers, which outline the expected knowledge and skills expected of a teacher in his or her first year. During the first semester, the mentor and new teacher engage in a data-gathering process which provides a structure within which a new teacher can reflect on and improve teaching. Toward the end of the first semester, the mentor and new teacher review the teacher's progress on meeting state standards and create a plan for professional development for meeting all state expectations.

### *Teachers Out of Field*

Texas is one of the few states to require parental notification for students who are assigned to teachers not certified in the subject area or grade level taught. According to the State Board for Educator Certification, nearly 19 percent of full-time-equivalent teachers are teaching out of field or without certification.

### *Professional Development*

In order to renew a standard license, teachers must complete 150 clock hours of continuing professional development during the five-year validity period of the license. Master Teachers must complete 200 clock hours. This professional development may take the form of workshops, conferences, and in-service or staff development from an approved provider; interactive distance learning; or independent study (up to 30 hours). Teachers can also earn continuing education credit for developing curriculum or materials for professional development programs or presenting a continuing professional education activity (up to 15 hours of the latter). Teachers who serve as a mentor may apply this experience (up to 45 hours), and those who serve as assessors may claim this experience (up to 15 hours). Activities must focus on the need of each teacher to currently update current content, best practices, research and technology that are relevant to the individual's role as an educator.

### *National Board Certification*

Texas has 99 National Board Certified teachers. Texas is one of two states in the region (along with Tennessee) that does not offer a bonus for teachers who earn National Board Certification.

# VIRGINIA

## Vital Statistics

K-12 students:	1,162,780
Number of school districts:	132
Number of schools:	
Elementary	1,141
Middle	332
Secondary	305
Combined/Other	19
Number of teachers:	88,609
Average teacher salary:	\$41,744
K-12 school budget:	\$10,182,614,444
K-12 budget as a percentage of total state budget:	32
Per pupil expenditure (1999-2000):	\$7,643

## Recruitment

### *Scholarships and Loan Programs*

The Virginia Teaching Scholarship Loan Program provides an incentive to students who want to teach in one of Virginia's critical shortage fields. The Program is also available to males and minorities who wish to teach regardless of their chosen field. To be eligible, students must be Virginia residents enrolled in a Virginia-approved program on a full- or part-time basis at the sophomore level or above, and have a GPA of at least 2.7. Students are nominated by their institution for the award, which takes the form of a forgivable loan of up to \$3,720. Recipients are selected by a panel and are notified individually. Approximately 150 awards are made annually. The loan is forgiven if the recipient teaches in any public school in Virginia for four semesters.

### *Teacher Salary*

The average starting salary for a teacher in Virginia in 2000, adjusted for the cost of living, was \$27,383. The overall average teacher salary in 2000, adjusted for the cost of living, was \$39,865. Virginia teacher salaries have risen 25 percent over the past decade, seven points below the national rate of increase. The state ranks 24<sup>th</sup> in teacher salaries nationally and fourth in the region, up slightly from the 25<sup>th</sup> nationally but down from second regionally in 1991-1992.

### *Bonuses*

None

### *Tax Breaks/Mortgage Benefits*

None

### *Rehiring Retirees*

Virginia allows teachers in shortage areas to return to the classroom after a 12-month separation period without penalty to their pension or any earnings limitation.

### *High School/Junior High School "Cadet" Programs*

None



# Virginia

## **Preparation and Licensure**

### *Traditional licensure:*

Virginia has 37 institutions of higher education offering teacher preparation programs. There are four basic requirements for licensure in Virginia, regardless of route. These are a bachelor's degree in a content area appropriate for the subject area to be taught, completion of teaching methods coursework (not to exceed 24 semester hours), completion of pre- and post-clinical experiences, and passing the Praxis I basic skills and Praxis II subject area tests. Virginia has adopted some of the highest "cut scores" in the nation on these Praxis tests, a move consistent with the high score expectations of students on the state assessment system. Teachers also must demonstrate proficiency with educational technology.

In Virginia, schools of education only award graduate degrees. The Commonwealth abolished the undergraduate degree and major in education in 1990. All teachers are required to hold a bachelor's degree in an academic area related to their subject area. For those seeking licensure in the elementary grades, a specific major need not be sought, but a distribution of courses in English, mathematics, history and social studies, art and the humanities, and computer science must be completed.

While students cannot earn an undergraduate degree in education, they are required to pursue some professional coursework in human growth and development, curriculum and instructional procedures, foundations of education, and reading. Virginia has a limit of 18 semester hours of professional studies for most candidates, and 24 semester hours for elementary and special education candidates. Candidates also must complete a minimum of 10 weeks of supervised student teaching.

Individuals completing a state-approved program are eligible for a five-year Collegiate Professional License. Teachers who earn a graduate degree are eligible for a five-year renewable Postgraduate Professional License. Renewal requires the completion of 180 hours of professional development points based on an individualized professional development plan. The state provides 10 options for earning these credits. Teachers without a master's degree must earn at least 90 points by completing a three semester hour course at an accredited two- or four-year college in their content area, or in specified alternative areas, such as special education, English as a second language, and technology education.

### *Alternative Certification*

Virginia has more than one alternative route to certification for individuals with bachelor's degrees but who do not meet the state's professional studies, clinical teaching, and/or testing requirements. Under the Alternative Provisional License approach, an individual who is employed by a Virginia school (public or private) can be eligible to receive a three-year, nonrenewable Provisional License. During the validity period of the license, the candidate must satisfy the state's professional teacher assessments (Praxis exams), complete professional education studies from an approved program, and complete one year of full-time teaching in the area(s) for which licensure is being sought.

Initiated in summer 2000, the Career Switchers Program is an alternative route available to individuals with at least five years professional work experience who meet certain degree and coursework requirements. Career Switchers must also pass the mandated teacher assessments. Program participants take part in an intensive preparation program (Phase I) including curriculum and instruction methods; course content relating to state standards; classroom/behavior management; and human growth and development. Upon satisfactorily completing this preparation, which consists of a minimum of 180 clock hours

of instruction, including field experience, candidates are awarded an “Eligibility License.” The candidates are then expected to seek and obtain employment in a Virginia public or private school.

During the first year of teaching (Phase II), the candidate participates in a minimum of five seminars designed to expand upon the instructional categories and topics from Phase I. The five seminars include a minimum of 20 cumulative instructional hours. Furthermore, a trained mentor is assigned to assist the candidate throughout his or her first year of teaching. At the end of the first year of teaching, the candidate is assessed by the employing institution on the teacher’s progress toward state standards for teachers. Those candidates earning recommendations for licensure are eligible for a five-year professional license.

### *Licensure Reciprocity*

Virginia enjoys licensure reciprocity with 47 states and territories. Individuals applying for a license from one of these states or territories will receive comparable endorsements and still must pass the required teacher assessments. A provisional license may be issued to enable an individual to complete the testing requirement while teaching. Teachers with two or more successful years of full-time teaching, either within or outside the state are eligible for a waiver on the testing requirements. Individuals with foreign credentials or degrees must submit their transcripts to an independent agency for an evaluation and a assessment of equivalency of the foreign program to the required four-year baccalaureate degree.

## **Retention**

### *Induction*

Virginia has a long history of activity with regard to teacher mentoring, dating back to 1985 and the Beginning Teacher Assistance Program. The state has subsequently instituted a variety of adjustments to educator induction, with the General Assembly consistently providing support. When the Assembly passed the *Education Accountability and Enhancement Act of 1999*, it required a mentor for every beginning teacher and appropriated \$2,750,000 for mentor teacher and clinical faculty programs in the 2000-2002 biennium.

The mentor program has as its objectives teacher retention, skill and performance improvement, and prevention of teacher isolation. The program is also designed to support teacher morale, communications and collegiality and to build a sense of professionalism. To help districts design their programs, the state has established guidelines for mentor programs. Programs are to include opportunities for communication and feedback and the development of formal and informal linkages among program participants. Mentor teachers are to be allowed adequate release time to meet with and observe their assigned beginning teacher. The guidelines call for teaching assignments for beginning teachers that “optimize their chances for success.”

Mentors are to be classroom teachers who work in the same school (unless their sole assignment is as a mentor) and are to be assigned no more than four new teachers. Mentors are to be selected based upon their performance and demonstrated capacity for aiding others in their professional development. Mentor teachers must complete specialized training in such areas as uniform performance standards and evaluation criteria for teachers, formative assessment of beginning teacher performance, and the development and use of individualized professional development plans. The mentor participates in ongoing (formative) assessments of the beginning teacher that are used to identify the individual’s strengths and weaknesses using a collegial, team approach. In general, mentor teachers do not participate in the final summative evaluation of the beginning teacher.

### *Teachers Out of Field*

No data available

### *Professional Development*

The Code of Virginia requires local school boards to provide a program of professional development, as part of the license renewal process, to assist teachers and principals in acquiring the skills needed to work with gifted students and handicapped students, and to increase student achievement. As noted, renewal of a professional license requires the completion of 180 professional development points within a five-year period in one of 10 manners. The 10 options for earning points are: college credit; professional conference; peer observation; educational travel; curriculum development; publication of an article; book publication; mentorship/supervision; educational project; and conducting employing agency professional development activities.

### *National Board Certification*

Virginia has 419 National Board Certified teachers. The Commonwealth provides grants of \$1,000 for 75 candidates for the initial fee for National Board Certification. Through a grant provided by the National Board for Professional Teaching Standards, Virginia awarded additional \$1,000 grants. If funding is made available, teachers receive an award of up to \$5,000 their first year of teaching with National Board Certification and up to \$2,500 for each year after that for the life of the certificate.



## WEST VIRGINIA

Vital Statistics	
K-12 students (2002-2003):	281,591
Number of school districts (2002-2003):	55
Number of schools (2002-2003):	
Elementary	478
Middle	124
Secondary	123
Combined/Other	61
Number of teachers (2002-2003):	24,154
Average teacher salary (2002-2003):	\$40,210
K-12 school budget (2002-2003):	\$2,929,317,582
K-12 budget as a percentage of total state budget:	52.25%
Per pupil expenditure:	\$7,300

### Recruitment

#### *Scholarships and Loan Programs*

Initiated in the 1988-1989 academic year, the Underwood-Smith Teacher Scholarship Program is a state-funded student aid program designed to enable and encourage outstanding students to pursue teaching careers. Undergraduate scholarships of up to \$5,000 a year are awarded on the basis of academic qualifications and interest in teaching. Students may receive up to four years of support for undergraduate study or two years for graduate study.

To qualify for a scholarship, students must be West Virginia residents enrolled as a full-time student in a state-approved teacher education program. Undergraduates must either have graduated in the top 10 percent of their high school class, rank in the top 10 percent of West Virginians taking the SAT or ACT, or have a cumulative GPA of at least 3.25 after successfully completing two years of coursework. Graduate students must have graduated from their undergraduate program with at least a 3.5 GPA. The number of scholarships is limited, and when the number of applicants exceeds available funding, factors such as college and/or high school GPA, ACT/SAT scores, and program of study are factors used to determine awardees.

Students who receive scholarships must teach full-time in West Virginia for two years for every year of support they receive. The forgiveness rate reduces to a one-year to one-year equivalence for teachers who enter critical shortage areas, exceptional student programs or teach in a school having less than average academic results or that is in an economically-disadvantaged area. If a position is not available for the teacher within a public school in the state, the superintendent of schools may approve an alternative placement which includes an educational component.

#### *Teacher Salary*

The average starting salary for a teacher in West Virginia in 2000, adjusted for the cost of living, was \$27,048. The overall average teacher salary in 2000, adjusted for the cost of living, was \$39,740. State teacher salaries have risen 30 percent over the past decade, two points below the national rate of increase. West Virginia ranks 39<sup>th</sup> in teacher salaries nationally and 11<sup>th</sup> in the region, up slightly from the 40<sup>th</sup> nationally but unchanged regionally in 1991-1992.



# West Virginia

### *Bonuses*

None

### *Rehiring Retirees*

West Virginia allows retirees who teach in shortage areas to return to the classroom in the fiscal year following the one in which they retired without interruption of their pension payments. There is no limitation on their length of service, but retirees are paid as daily substitutes.

### *High School/Junior High School “Cadet” Programs*

None

### *The Demographics Problem:*

While West Virginia faces many of the same challenges other states in the region are confronting with respect to recruiting and retaining teachers, the state has experienced a drop in school enrollment over the past decade. Because of this, the state has had to lay off teachers, who are then enrolled on district “preferred replacement” lists. Because teachers from these lists fill most teaching openings in the state, recent teacher preparation program graduates face an unusually difficult job market, forcing many of them to leave the state. Obviously, since there are only limited opportunities for newly-trained teachers, this situation also limits the state’s teacher recruiting efforts. Significantly, West Virginia is the only state to have lost population in the past two decennial censuses and has the oldest population in the country. The state predicts that as the current cohort of teachers reaches retirement age and the student population stabilizes (something many worry will happen at roughly the same time), the state will have “major recruitment and retention crises.”

## **Preparation and Certification**

### *Traditional Certification*

West Virginia has 18 institutions of higher education offering teacher preparation programs. All teacher preparation programs consist of three components: pre-professional skills; content specialization; and professional education. Pre-professional skills include reading, writing, mathematics, speaking, listening and educational technology. Teachers must pass the Praxis I Pre-professional Skills test to demonstrate they have mastery of these basic skills, except for candidates who hold a master’s degree or sufficiently high scores on either the SAT or ACT exams, who are eligible for a waiver. These waivers do not apply to the institution’s assessments of speaking, listening and educational technology.

Content specialization preparation is to be aligned with state standards. Candidates must achieve passing marks on the appropriate Praxis II test. Professional education includes the coursework and experience that prepare the teacher to integrate professional pedagogy and content knowledge into a successful learning experience for the students. Teacher preparation programs are afforded flexibility in meeting this requirement, so long as teachers meet the state’s standards for beginning educators. Teachers are assessed on their competence in this area with the Praxis II Principles of Learning and Teaching exam. Additionally, all programs must include a clinical experience of a minimum of 12 weeks. At the end of this school-based student teaching, the candidate is evaluated by the supervising teacher and a member of the preparing institution’s faculty. Students also engage in a number of field experiences prior to student teaching. The amount of clinical experience varies among programs from a low of two experiences and 60 clock hours to a high of 16 experiences and 675 clock hours. The state average is six field experiences amounting to 255 clock hours. Student teaching ranges from 235 clock hours to 660 clock hours, with the average program requiring 14 weeks and 482 clock hours of student teaching.

Upon completion of a state-approved program with a minimum GPA of 2.5 and with the recommendation of the teacher preparation program, a candidate may apply for a three-year, renewable Provisional Professional Teacher Certificate. During the validity period of this license the teacher must participate in the beginning educator internship, at the end of which the teacher's principal may recommend full professional status, continuing internship status, or discontinuing employment.

Classroom teachers who are in their first three years of teaching are required to be evaluated a minimum of two times per year using state-recommended performance criteria. These teachers are to be observed a minimum of three times for each written performance evaluation. Teachers in their fourth or fifth year must be evaluated once a year. Observation of these teachers is to occur two times for each evaluation. Teachers who have taught five or more years without an unsatisfactory rating are to be evaluated no more than once every three years, unless it is determined to be needed more frequently.

To convert a Provisional Teacher Certification to a Professional Teacher Certification, the teacher must complete six semester hours of appropriate renewal credit and two years of educational experience in the area for which licensure is being sought. Additionally, the teacher must successfully complete the beginning educator internship and secure the recommendation of the superintendent of the county in which the teacher is employed.

The renewable Professional Teacher Certificate is valid for five years. Professional Teacher Certificate renewal is contingent upon completion of six semester hours of coursework with a GPA of at least 3.0 in all renewal courses. Individuals over the age of 60 are exempted from earning renewal credits. To convert a Professional Teacher Certificate into a Permanent Teacher Certificate, the teacher must have completed five years of successful teaching, one of which must have been in West Virginia; completed the requirements for a master's degree related to his or her specialization and have the recommendation of a county superintendent. Individuals who complete two renewals of the five-year certificate and have the recommendation of the superintendent also are eligible. The Permanent Certificate remains valid unless revoked for just cause.

### *Alternative Certification*

West Virginia does not have any alternative certification programs. Two universities in the state do offer a Master's of Arts in Teaching degree, which serves as a route to initial licensure for non-education majors. Interested individuals who meet program entry standards must complete the program requirements prior to teaching. Through the course of study for these programs, however, the candidate will generally meet state requirements for licensure.

### *Licensure Reciprocity*

West Virginia enjoys license reciprocity with 38 states. Individuals graduating from or holding valid credentials in a reciprocal state must meet the state's GPA, mentoring, experience and testing requirements. Individuals who lack some of these requirements may be issued a temporary license, valid for one year. During this period, the teacher is to fulfill the missing components of licensure. New teachers holding out-of-state credentials and fewer than five years of experience must participate in the Beginning Educator Internship Program. Individuals with foreign credentials must submit verification of an independent evaluating agency that the candidate has completed the equivalent of an approved teacher preparation program in a specialization area offered in the state.

## **Retention**

### *Induction*

The Beginning Educator Internship Program has been required of all new teachers since 1992. Every new teacher is assigned to a professional support team consisting of the school principal, a member of the county professional development council, and an experienced classroom teacher at the school who teaches the same or a similar subject and grade level. The classroom teacher serves as a mentor to the new teacher. Prior to the school year, the beginning teacher is provided an orientation to the program. Whenever possible, joint planning periods are to be scheduled for the mentor and beginning teacher throughout the year.

Furthermore, the mentor is to observe the new teacher for a minimum of one hour a week during the first semester, an amount which can be reduced in the second semester to one hour every two weeks. The mentor and novice also are to meet on a weekly basis during the first half of the year, a frequency which can be reduced at the discretion of the mentor to a biweekly basis for the second half of the year. Once a month the professional team must meet to discuss the performance of the beginning teacher. In the first half of the year both the beginning teacher and mentor are to be provided professional development programs. The mentor teacher is provided with appropriate release time to conduct his or her induction-related activities and a minimum \$600 stipend.

### *Teachers Out of Field*

7.6 percent

### *Professional Development*

Teachers must participate in 18 clock hours of professional development annually as a condition of their continuing employment. State law requires school districts to commit a fixed percentage of their state aid for education to the county professional development council to accomplish its work. School systems also must schedule at least three non-instructional days for staff development for professional staff, at least two of which must be scheduled prior to January 1.

Additionally, in order to renew licensure, teachers must complete six semester hours within one of four options. The first is coursework towards a master's degree. Others include courses related to the teacher's current assignment and endorsement, courses toward additional endorsement, and courses prescribed as a result of an evaluation. The state offers a limited amount of financial support to teachers for the costs of professional renewal credit.

### *National Board Certification*

As of 2002, West Virginia had 88 National Board Certified teachers. The state pays half of the application fee for every individual who enrolls in the National Board Certification program and half of the fee of those who complete the program. In addition, any teacher who achieves National Board Certification may be reimbursed up to \$600 for expenses incurred while obtaining certification. Teachers who earn National Board Certification earn a \$2,500 bonus annually for the life of the certificate, an amount which is compounded by several counties with awards ranging from \$2,000 to \$5,000 annually.

**Summary of State Vital Statistics**

State	K-12 Population	Number of School Districts	Number of Schools				Number of Teachers	Average Teacher Salary	K-12 Budget		Per Pupil Expenditure
			Elem	Mid	Sec	Other			Total	Percent of Total State Budget	
Alabama	731,271	128	943	595	476	76	47,197	\$39,268	\$2,731,809,743	68%	\$5,908
Arkansas	448,018	310	574	180	325	27	29,025	\$35,389	\$2,553,228,459	49.9	\$6,370
Florida	2,535,155	67	1,667	469	417	561	141,003	\$39,465	\$12,209,943,467	37.0	\$6,138
Georgia	1,470,634	180	1,146	345	282	70	99,470	\$44,073	\$6,084,626,829	38.5	\$8,783
Kentucky	640,461	176	782	229	303	32	44,000*	\$37,847	\$4,699,000,000	37.6	\$8,658
Louisiana	743,089	75	799	289	247	165	48,212	\$36,298	\$5,078,326,348	53.3	\$6,888
Maryland	853,406	24	856	232	201	37	47,576	\$46,200	\$2,820,000,000	NA	\$7,773
Mississippi	491,686	152	435	172	182	85	30,051	\$33,295	\$3,012,979,822	43.4	\$5,717
Missouri	890,456	524	1,277	340	572	107	65,434	\$37,926	\$4,648,425,418	25.0	\$6,991
North Carolina	1,303,928	120	1,254	420	334	129	84,805	\$42,959	\$7,773,710,982	33.0	\$6,280
Oklahoma	620,404	544	987	349	462	20	42,120	\$34,744	\$4,034,825,451	NA	\$5,938
South Carolina	647,400	85	588	245	204	21	44,449	\$39,923	\$6,154,619,584	35.3	\$7,062
Tennessee	938,162	138	942	263	291	58	56,971	\$38,554	\$5,942,822,011	34.0	\$6,055
Texas	4,128,429	1,041	3,721	1,527	1,433	480	274,345	\$39,923	\$33,000,000,000	43.0	\$8,245
Virginia	1,162,780	132	1,141	332	305	19	88,609	\$41,744	\$10,182,614,444	32.0	\$7,643
West Virginia	281,591	55	478	124	123	61	24,154	\$40,210	\$2,929,317,582	52.3	\$7,300

\*estimate

# APPENDIX I: SOURCES FOR INFORMATION ON STATE PAGES

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## **Vital Statistics**

K-12 students: National Center for Education Statistics (NCES)  
Number of school districts: NCES  
Number of schools: *U.S. Department of Education State Title I Reports*  
Number of teachers: American Federation of Teachers  
Average teacher salary: National Education Association  
(in some cases this figure was updated by states upon review)  
K-12 school budget: NCES, *figure may include federal, state, and local expenditures*  
K-12 budget as a percentage of total state budget: *SLC Education Comparative Data Report*  
Per pupil expenditure: *SLC Education Comparative Data Report*  
*Figures are for 2001-2002 school year unless otherwise noted*

## **Recruitment**

### *Scholarships and Loan Programs*

State departments of education; state code; SLC state survey

### *Teacher Salary*

Adjusted salary figures are from *Education Week*; rate of change in salary was calculated from raw (unadjusted) salary averages from NCES; ranks from NCES

### *Bonuses*

State departments of education; state code; SLC state survey

### *Tax Breaks/Mortgage Benefits*

State departments of education; state code; SLC state survey

### *Rehiring Retirees*

Southern Regional Education Board

### *High School/Junior High School "Cadet" Programs*

State departments of education; state code; SLC state survey

## **Preparation and Certification**

### *Traditional Certification*

State departments of education; state code; some information from state Title II reports to the U.S. Department of Education; SLC state survey

### *Alternative Certification*

State departments of education; state code; some information from state Title II reports to the U.S. Department of Education; SLC state survey

### *Licensure Reciprocity*

State departments of education; state code; some information from state Title II reports to the U.S. Department of Education; SLC state survey

## **Retention**

### *Induction*

State departments of education; state code; some information from state Title II reports to the U.S. Department of Education; SLC state survey; additional material from the Southeastern Center for Teaching Quality, and *Quality Counts 2002* and *Quality Counts 2003* from *Education Week*

### *Teachers Out of Field*

SLC *Education Comparative Data Report*

### *Professional Development*

State departments of education; state code

### *National Board Certification*

National Board for Professional Teaching Standards; state departments of education; SLC state survey

# APPENDIX II: THE GREAT DEBATE

## ALTERNATIVE CERTIFICATION: ALL IN FAVOR...

Teacher shortages have combined with concerns over the academic credentials of graduates of colleges of education and criticism of the content of teacher preparation programs to create the upsurge in alternative certification programs in the past decade.<sup>98</sup> Even if teacher shortages were not as severe as anticipated, the tendency of traditional program graduates to gravitate toward suburban schools creates chronic staffing problems at urban and rural schools, and gives added impetus to establishing these programs. The other option—emergency credentialing—is now increasingly less acceptable for schools under the pressure of high stakes tests and state-mandated accountability measures. Furthermore, alternative programs have proven extremely successful in recruiting men and minorities into teaching, something traditional programs have found particularly hard to achieve.

One of the greatest challenges facing supporters of alternative certification is the enormous range of programs which fall under this heading. School districts and states apply the title “alternative certification” widely, including programs of exceptionally comprehensive design and some which are, in point of fact, renamed emergency credentialing programs. Thus, the debate over how well these programs perform, and how effective they are at placing teachers of quality who then affect student performance, often is a question of which programs are included. Over the past several years, alternative certification programs have, in general, become more rigorous, but there remain a number of programs lacking in academic content or thorough oversight.

The real success of alternative programs is difficult to measure. It is true that these programs have introduced new teachers to the classroom and have widened the field of available recruits. The enduring presence of a number of these graduates both in the classroom and in positions of education leadership often is cited as evidence that these programs are valuable.<sup>99</sup> A major hurdle advocates and opponents of these programs face is the lack of data on program graduates. Few states track alternative candidates as a separate class of teachers, making evaluation of their effectiveness more difficult. What data and research that does exist are complicated by the fact that they are often collected or analyzed by an interested party. Contributing to this is a rash of contradictory research which further clouds the picture for policymakers.



Something that is undoubtedly true about alternative certification is its ability to recruit minorities and men as teachers. An example of how effective these programs can be on this front comes from Texas, where the state's alternative certification programs include 43 percent minorities, as compared to only 9 percent of the current teaching population. Compared to traditional certification on a national level, alternative routes include far more minorities (51 percent to 33 percent), males (24 percent to 6 percent), and candidates in their 30s (42 percent to 14 percent).<sup>100</sup> Indeed, the effectiveness of these programs in this regard alone has led to a certain level of acceptance even among skeptics. Early evidence also indicates that school district-run programs could prove effective in recruiting candidates for high-need areas.<sup>101</sup> As the programs have shifted to the state level, transferring this success has been a major focus of work. A further advantage to this aspect of these programs is the fact that, compared to traditionally-certified teachers, more alternative certification candidates are themselves graduates of urban schools and are more likely to express a willingness to teach there.<sup>102</sup>

There is, however, ample evidence which indicates that students perform better when their teachers have greater levels of subject matter knowledge. This is, in part, due to these teachers' abilities to provide instruction in context, making appropriate connections and encouraging meaningful student discussions.<sup>103</sup> Of course, subject knowledge must be paired with an ability to transfer this information to students. Alternative education programs have developed over time to provide some of this to teachers prior to teaching, with the most successful including ongoing support for candidates as they continue to teach.

Evidence is often mixed on the retention of teachers who pass through these programs. In part this may be because some candidates factored into alternative certification rolls are from Teach for America and similar programs with short terms of service built in. It is perhaps unrealistic to expect alternative certified teachers to have greater persistence in the field than traditionally-certified teachers, since the reasons for teachers leaving are, as has been noted, largely unrelated to the path by which they came to teaching. Alternative certification candidates in some programs demonstrate remarkable endurance in the classroom.<sup>104</sup> In others, departure rates are higher than in the general teaching population.<sup>105</sup> While these contradictory findings may be confounding, they may be more the result of the pool of recruits and the design of the alternative program than any general message about alternative certification, per se. Insofar as these programs target minorities and men, they may inadvertently increase the odds of program graduates remaining in the classroom longer, as these groups tend not to have as high attrition rates as white females. Programs without such a focus may experience higher attrition rates. Furthermore, the alternative programs working primarily with career switchers, and not recent college graduates without education degrees, seem to have greater success in reducing attrition. Mid-career candidates report that they intend to remain in teaching more frequently than new recruits, a consideration for those developing alternative certification programs.<sup>106</sup>

Evaluations of alternative certification programs are also problematic. As has been noted, there does not exist a standard gauge of teacher quality. Thus, comparing alternative certification programs with one another, or with traditional certification, is highly dependant on the measures used to assess the practioners. Furthermore, much of the current body of research compares groups of either too small a sample size to allow for generalization or makes comparisons between small groups of teachers and national or state averages. As alternative certification has grown, however, this has

begun to change, and the data pool is becoming sufficient to resolve some of the complications related to this second issue, although the former question of a standard of quality for teachers remains. Digging further into the research on alternative certification, and that of the effectiveness of traditional certification as well, becomes very heated. A report from the Abell Foundation in Maryland, *Stumbling for Quality*, dismisses almost all of the research linking certification and student achievement.<sup>107</sup> The Foundation's review of the literature available showed a persistent "cherry-picking" of data and research friendly to the objectives of the certification advocates and other statistical variations.<sup>108</sup>

Not all advocates of alternative certification disregard the value of teacher training programs or the standards embodied in teacher accreditation. For some, alternative certification is a step away from a system where those interested in teaching are discouraged from doing so because of bureaucratic hurdles which persist not because of their effectiveness at placing excellent teachers in the classroom but out of entropy.

Alternative certification programs attempt to shift the emphasis and focus of teacher quality to results and away from inputs. This amounts to an enormous leap of faith. Local schools, it is posited, should be free to hire whomever they wish and should be able to access the training that individuals need.<sup>109</sup> Such an approach to teacher preparation blurs the lines between pre-service training and professional development in favor of a skills and needs-based system. Disconnecting certification from inputs—training, courses, performance on tests—and instead insisting on accountability for student performance lies at the philosophical heart of alternative certification. In the end, if the United States is to overcome the yawning chasms between the number of teachers needed and the number entering the profession, between the quality of teaching actually occurring and the expectations of excellence for teachers, supporters of alternative certification argue that the monopoly schools of education hold on teacher licensure will need to be broken. Many states have already embraced this argument, and have increased the size and scope of their alternatives.

### ALTERNATIVE CERTIFICATION: ALL OPPOSED...

Chief among the concerns of critics of alternative certification is the potential for these programs to simply bypass state rules concerning teacher quality. Most states have taken steps to increase the requirements and expectations of teachers in traditional certification programs, including adding new assessments or raising cut scores on existing ones, requiring more clinical experience for licensure, and improving the relevance of the curriculum within the school of education. This has improved teacher education, but it has also made the programs more demanding and challenging. While few, if any, in the profession would argue against these measures, there are a number of critics who feel that states are undoing their efforts when they do not hold alternative certified teachers to the same standards and expectations.<sup>110</sup> Of course, this becomes problematic in situations in which measurement and assessment of performance toward the standard is subjective or contextual, but the critics of alternative certification contend that holding alternative candidates to standards is both possible and necessary to avoid creating a "soft route" for unqualified candidates.

It is not idle speculation that states have created "loopholes" for teacher quality. It seems undeniable that teacher shortages create difficulties in increasing teacher quality. In the 2000 edition of *Quality Counts*, Education Week cited examples of such exemptions, waivers or allowances in every state in the SLC, and in most cases, multiple options to bypass minimum

teaching requirements.<sup>111</sup> Given this, there is a generous amount of skepticism in many quarters over establishing additional routes to teaching that do not meet state minimum requirements.

For all of their success in recruiting minorities and individuals with shortage subject area knowledge, the candidates who enter alternative certification programs do not necessarily fulfill the goal of attracting the most talented from technical professions. Indeed, many of the candidates entering teaching in math and science are from lower skill levels in technical fields, with fewer coming from managerial positions.<sup>112</sup> While this in and of itself is not an indication of limited ability, it belies the argument that alternative certification programs attract the “best and brightest” candidates.

The most significant indicator of teacher competence for many policymakers is the performance of the students. While this may seem self-evident, such an approach is relatively new, historically. If there was conclusive evidence that certification either was or was not a factor in student achievement, the choice would be clear. But, as with so much of the debate in this area, research does not offer a clear option. Studies have shown that students of traditionally-prepared teachers outperform their peers with teachers who hold emergency, temporary or provisional licenses, including those in the Teach for America program.<sup>113</sup> This conclusion, however, is somewhat contradicted at least for Teach for America participants in research conducted by the organization.<sup>114</sup> And while critics of teacher certification dwell on the lack of conclusive evidence connecting improved student performance to traditional licensure, the paucity of reports claiming that alternative paths lead to improved student outcomes is seldom reassuring to policymakers.

Another factor to consider in debating alternative certification is the relative costs of training teachers. While it may seem counter-intuitive, costs for training teachers through alternative routes are higher, by as much as 75 percent in well-designed programs.<sup>115</sup> In part this is due to the costs of the intensive training these programs entail, training which traditional route candidates essentially pay for themselves. Compounding the costs of these programs is the lower than average retention rates for these programs. According to Linda Darling-Hammond, roughly one-third of alternatively-certified teachers are still teaching by their third year, compared to just over half of traditional, four-year program graduates and more than 80 percent of five-year master’s program graduates.<sup>116</sup> In some ways this is offset by a higher proportion of program graduates who enter the field from alternative paths than from four-year colleges, but the fact remains that attrition for alternative programs, when considered as a whole, appears to be much higher than would be desired. As has been noted, the performance of individual programs can vary greatly in this regard. Of course, teacher attrition is a central issue to staffing woes regardless of the path of entry, since the persistence of teachers in the classroom affects not only the comparative costs of their training, but also the pressure on the system to produce more teachers. In addition to the fiscal impacts of these departures is the more difficult to calculate impact they have on student learning, particularly when teachers decide to leave mid-term.

A number of critics of alternative certification programs point out that at the same time that states are promoting increasing standards, attracting talented teachers to the profession and increasing the expectations for teachers, alternative programs seem calculated to reduce the amount of knowledge about teaching required of practitioners. In short, learning to teach through these programs amounts to the reduction of teaching to a craft.<sup>117</sup> At a time when research is making the complexity of teacher competence more and more evident, the possibility that such a range

of skills could be learned “on the job” is, to detractors of alternative certification, hard to imagine.<sup>118</sup> Of course, this complexity can work against traditional teacher certification programs, since what makes a good teacher is so hard to define and can thus not be encapsulated into a neatly packaged program.

Some of the most popular forms of alternative certification in the states currently are those with short periods of intensive training in “basic skills.” These programs tend to focus on what can be transferred in the short time allowed: basic teaching techniques, education law, an overview of the curriculum and technology available. What often is missing from all but the best of these programs is specialized training and skills in such key areas as working with parents, teaching students with limited literacy or English language skills, and appropriate use of instructional technology. And while alternative programs often bring individuals into the classroom with very strong subject matter knowledge, research indicates that student performance is dependent on both subject matter and pedagogical knowledge.<sup>119</sup> Indeed, a report commissioned by the U.S. Department of Education concluded that, upon a review of the available research, while the subject matter preparation of teachers was inadequate for teaching high level content to students, without pedagogical training, prospective teachers “may...lack the deeper conceptual understanding necessary when responding to student questions and extending lessons beyond the basics.”<sup>120</sup> The conclusion for many supporters of traditional certification is that while subject matter knowledge is important, training in pedagogy is as well, which makes traditional preparation and certification a preferable option.

Indeed, the most well-known state-sponsored alternative certification program, the Boston-based Massachusetts Institute for New Teachers (MINT), has reached the conclusion that more preparation is required for its participants to succeed. The program, which offers non-educators \$20,000 signing bonuses, announced in November 2001 that it would lengthen the pre-service training period from a summertime training program with hands-on experience in summer school classrooms to a year-long program at a college or university selected by the state department of education.<sup>121</sup> The state will select candidates for signing bonuses among candidates enrolled in existing college programs training non-educators for teachers. These programs are asked to nominate some of their applicants for bonuses, with preference given to those who intend to teach in hard-to-staff schools or fields. In a sense, the shift in Massachusetts returns schools of education to a greater role in preparing non-educators for careers in teaching.

Few of the defenders of traditional teacher certification argue that the system is without its flaws. But the solution, they argue, is to improve a system with a long record of producing teachers and a history of responding to educational needs. Alternative certification in this view, far from providing the spur of competition, simply allows states an avenue to lower teacher standards and preparation and undermine teacher quality. Teachers should meet the same standards of quality regardless of how they enter the classroom, this group argues, something that few alternative programs guarantee.

## ALTERNATIVE CERTIFICATION: COMMON GROUND

From this dispute over alternative certification actually follows a compromise, of sorts. Opponents of the so-called “boot camp” approach are more open to alternative programs which meet similar standards to those which traditional educators meet, and usually insist on universally high standards for all teachers, regardless of their pathway to teaching. The

principal argument against any such system is that, because the research is so problematic (inconclusive, unreliable, or out of date, according to skeptics of traditional certification), the only real measure of how well a teacher performs is student performance which, obviously, cannot be used as a pre-service screen. Thus there are a number of voices in the field who are advocating for alternative certification to take place side-by-side with traditional programs, often within the same institutions.

Part of this change is an acknowledgement that emergency certification is not the same as alternative certification, and programs that provide little more than a background check and directions to the school do not serve the same function as alternative certification. But for this argument to gain traction among critics, alternative certification programs have to offer more to teacher candidates than a minimal review of teaching practice, and provide assurances to schools and parents that their graduates are competent and prepared. Indeed, it is hoped that increased utilization of alternative certification programs can put an end to emergency certification and both improve the quality of teachers and relieve the chronic staffing shortages many districts face.

The change in the MINT program in Massachusetts is an example of how these programs might be implemented. In order to provide sufficient pre-service training, the programs would run from nine months to a full year. A major component of these programs would be clinical experiences in a variety of learning settings and work with experienced teachers. Candidates would also fully meet state content area requirements and teaching knowledge assessments for teachers. Furthermore, the programs would include, at their core, strong academic and pedagogical coursework that is aligned with the state's curriculum and standards.<sup>122</sup>

What this shift points to is also a reflection of the changes underway throughout education. The standards movement has affected all levels of education, creating a push for accountability and measurement of progress against benchmarks which are thoroughly objective. Introducing standards-based assessments for teachers requires establishing standards for what teachers must be able to know. This, as has been seen, is difficult, although a number of organizations, notably the National Commission on Teaching and America's Future and The National Council on Accreditation of Teacher Education, have made strides in this direction. For supporters of alternative certification, these systems often seem rigged to penalize or restrict non-traditional candidates since they often reflect a pedagogical base. In their stead, some groups have advocated the use of rigorous competency exams for teachers in content knowledge, with particular attention to verbal ability, which has been correlated in some studies to higher general cognitive ability.<sup>123</sup> The objective, however different the approach, is to screen all teacher candidates for a set of desired characteristics and qualities established at the state or local level.

In a sense, any cease-fire in the battle over alternative certification represents an acknowledgement that these programs are an established part of the education landscape and need to be considered more carefully as they provide an increasing percentage of classroom teachers. In several states, notably Texas and California, alternative routes are a major source of new teachers in some areas. The new battle for these programs will undoubtedly be over how to make them accountable for the quality of their graduates. Measurement, assessment, and reporting all become central in this debate, and, since few states track teachers based upon their pre-service training, this particular aspect may prove as difficult to develop.

# ENDNOTES

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<sup>69</sup> It is important to note that requiring teachers to earn an academic major does not mean that students will have a teacher with a major in the subject for their class. The practice of placing teachers "out of field" is more responsible for this situation, however. According to the U.S. Department of Education, 95 percent of high school teachers have an academic major or minor. Unfortunately, many of these teachers may be assigned to classes outside of this specialty area due to local shortages. Thus, the true culprit behind students not having academically well-versed teachers is more often district policies permitting out-of-field placements.

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FILLING  
IN THE  
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SOLVING  
TEACHER  
SHORTAGES