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ABSTRACT

This report describes current practice regarding requirements for teaching nationally and in North Carolina, and summarizes research comparing traditionally prepared (TP) teachers and those who enter teaching through alternative routes (ALT). These comparisons revealed that alternative programs attracted a large number of candidates, including higher proportions of males and minorities than traditional programs, and that test scores of alternative candidates were strong. Classroom performance data were mixed but showed few differences after the first year between the performance of ALT and TP beginning teachers. Some studies found little difference in test scores for students of TP and ALT teachers while other studies showed mixed results. North Carolina studies reported a constant pool of licensed teachers who did not teach in public schools upon graduation, and a growing rate of attrition among those who did; at the same time, there has been a 12 percent increase in alternatively prepared teachers over the past 10 years. These teachers need support and training from such efforts as local staff development, and collaboration between school districts and university teacher training programs. Three programs for alternative routes to licensure are described (Teach for America, Project ACT, and Troops to Teachers). Nine key issues for policymakers are suggested. A chart shows the options offered by North Carolina public colleges and universities to prospective teachers with a degree in a field other than education. (Contains 74 references.) (ND)

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Issue Analysis:

Teacher Certification:

Does it really make a difference in student achievement?

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PREFACE AND ACKNOWLEDGMENTS

This report has been prepared to support policy makers in North Carolina as they make informed decisions regarding requirements for teaching in our state. Our purpose is to describe current practice, nationally and in North Carolina, and to summarize research comparing the results of hiring teachers who complete a traditional education program and those who enter teaching through alternative routes. Proposed legislation in this area is identified, and questions for discussion are raised.

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CONTENTS

Executive Summary	1
Teacher Certification and Licensure	1
Teaching Licenses and Student Achievement: What the Research Says	5
Effects of Alternative Routes on the Teacher Labor Pool	10
The Need for Preparation, In-Service Training, and Support for Alternative Candidates	13
Sample Programs for Alternative Routes to Licensure	16
Questions for Additional Research	17
Key Issues for Policy Makers	18
North Carolina Programs	19
References	20

EXECUTIVE SUMMARY

Comparisons of traditionally prepared teachers with those who become teachers without completing an undergraduate teacher education program come largely from evaluations of alternative programs around the country and show few differences. Alternative programs attract large numbers of candidates, including higher proportions of males and minorities than traditional programs. Test scores of alternative candidates are strong. Classroom performance data are mixed, but show few differences after the first year between the performance of alternatively and traditionally prepared beginning teachers.

North Carolina studies report that there continues to be a pool of licensed teachers who do not teach in our public schools upon graduation, and there is growing concern about the rate of attrition for those who do teach (Simmons, 1996). As a result, school districts experience shortages and fill vacancies with alternatively prepared teachers. Data show there has been a 12% increase in alternatively licensed teachers over the past decade. With the passing of the Charter Schools bill, alternative routes to teaching will continue to increase. Unless there is strong on-site supervision and support, alternatively prepared teachers will not be successful and shortages will continue to increase.

The literature clearly states that as solutions to filling classrooms with teachers are sought, attention should be given to strategies that would pull fully trained teachers back into the classroom. If alternative routes continue to flourish, which they will, policies must be developed to involve more state supported universities and to monitor more carefully the orientation and support of these novices.

TEACHER CERTIFICATION AND LICENSURE

What is the difference between a certificate and a license?

A professional *license* certifies that minimum professional competencies have been met and entitles the individual to enter professional practice. A *certificate* provides evidence of advanced standing in a profession demonstrated through additional study and/or exemplary professional performance. The term for the teaching credential issued by the North Carolina State Board of Education has been changed from "certificate" to "license" to distinguish it from National Professional Standards Board Certification.

What is the difference between traditional and alternative ways to become a teacher in North Carolina?

The traditional route to teaching is through undergraduate teacher education programs, which require a minimum of four years of study including professional coursework and supervised internships. The programs are approved by the State Board of Education, and graduates who meet all requirements are recommended for a teaching license which is issued by the state. Presently there are 48 institutions, including 15 state-supported colleges and universities, which have approved teacher education programs in North Carolina. Graduates of approved programs in other states may be issued a teaching license in North Carolina according to the terms of reciprocal agreements among state education agencies.

Alternative programs are defined by the U. S. Department of Education as:

"teacher preparation programs that enroll non-certified individuals with at least a bachelor's degree, offering shortcuts, special assistance, or unique curricula leading to eligibility for standard teaching credentials" (Adelman, Michie, & Bogart, 1986). North Carolina's primary form of alternative licensure is "lateral entry" and will be the only alternative route discussed in this monograph.

The 1984 session of the North Carolina General Assembly passed legislation "to encourage lateral entry into the profession of teaching by skilled individuals from the private sector" (GS 115C-296). In practice, a "skilled individual" is a college graduate with expertise in the area to be taught, who has been selected by a school district as the most qualified candidate for a teaching position. The legislation requires lateral entry teachers employed by local school systems to affiliate with a college or university that has an approved teacher education program. The National Teachers Exam (now PRAXIS) content area requirement must be satisfied within the first year. All requirements, including the Professional Knowledge exam, must be completed within five years. The local school system is responsible for providing a ten-day orientation before the lateral entry teacher begins to teach in the classroom. However, Hawk and Schmidt (1990) found very little evidence that such orientations take place.

Why are teachers without professional training hired to teach?

National teacher shortages have been predicted for some time, and they are magnified by increasing career opportunities outside

education for women and minorities and by salaries which are low when compared to those for other college-educated workers. Early career attrition for those who do teach is also high (Mark & Anderson, 1985; NEA, 1986; Simmons, 1996). (Haggstrom, Darling-Hammond, & Grissmer, 1988; NEA, 1986; Ogle & Alsalam, 1990)

(Barnes, Bass, & Wakeford, very 1986; Ward, 1987) (Haggstrom, Darling-Hammond, & Grissmer, 1988)

Local districts must fill teaching vacancies, and there appears to be general public interest in allowing people to teach when they are perceived to have content knowledge and related work experience needed by the schools. School board members and administrators support alternative routes to teaching (Feistritzer, 1994), and business and political leaders continue to believe "that if they could influence the supply, quality, and performance of public school teachers, both the quality of education and the economic well-being of the country could be restored" (MacPhail-Wilcox & King, 1988, p. 100). Feistritzer and Chester (1995) attribute much of the "staying power" of alternative routes to demographics. There are increasing numbers of college graduates with degrees outside education who want to teach, including those who are leaving the military, but their needs are not met by traditional programs, primarily because of time constraints. In addition, "state departments of education and colleges of education are faced with the realities of politicians' and policymakers' interest in mandating alternative routes for licensing teachers" (Feistritzer & Chester, 1995, p. 1).

The North Carolina Basic Education Program, designed to increase student access to foreign languages and the arts, increased the need for alternative candidates because it was implemented at a time when teacher education programs had been preparing relatively

small numbers of teachers in those areas. In vocational education, alternative routes allow individuals with specialized work experience to fill teaching openings in technical fields, and the thrust to improve math and science competence in the nation's students opened the doors to retiring engineers and technicians.

TEACHING LICENSES AND STUDENT ACHIEVEMENT: WHAT THE RESEARCH SAYS

“Empirical research on the effectiveness of alternative teacher certification is scant and considered flawed by many” (Feistritzer, 1994, p. 137). Available data come primarily from program evaluation reports and tend to show few differences between traditionally prepared (TP) and alternatively licensed (ALT) teachers in tested ability or classroom performance. In addition, studies appear to support arguments that alternative routes are attracting candidates at least equal in quality to graduates of teacher preparation programs and that alternative programs are preparing needed teachers in an innovative and cost-effective way by reducing the amount of time alternative candidates must spend out of the job market.

Teacher Beliefs and Attitudes

Reported differences in beliefs and attitudes of traditionally and alternatively prepared teachers often appear to be a function of the features of specific programs. In Texas, where alternative routes are prolific, ALT teachers were more likely to:

- 1) mention the importance of education and life long learning,
- 2) accept responsibility for their instructional effectiveness,
- 3) hold high expectations for low income and minority students,
- 4) recommend the program, and profession, to a friend,
- 5) report lower job satisfaction, and perceive teaching as less rewarding and more complex than TP teachers.

(Dill, 1994; Wale and Irons, 1990; Stoddart, 1993; Sisk, 1989; Stafford & Barrow, 1994; Sciacca, 1987; Hutton, 1987; Lutz & Hutton, 1989).

Nationwide, comparisons of perceived problems varied over time. While mean ratings of problems were higher for ALT teachers than for TP teachers early in the year, differences disappeared between the groups after eight months of teaching. The ratings of problems by TP teachers tended to increase while ratings of problems by ALT teachers tended to go down (Guyton, Fox, & Sisk, 1991).

General Content Knowledge

Alternatively licensed teachers are generally considered better than average in content knowledge, whether measured by college grade point averages or standardized tests (Adelman, Bogart, & Michie, 1987; Barnes, Salmon & Wale, 1989; Bradshaw, 1991; Cooper-Shoup, 1988; Cornett, 1984; Hawk & Schmidt, 1989; Hutton, 1987, 1989; Lutz & Hutton, 1989; Peck, 1988; Schechter, 1987; Stafford & Barrow, 1994; Wale and Irons, 1990). However, reported relationships between college grade point averages and teacher performance, and between teacher tested-ability and student achievement are mixed. While content knowledge may be a necessary prerequisite, it does not guarantee effective teaching (Evertson, Hawley, & Zlotnik, 1985; Hawk, Coble, and Swanson, 1985; McDiarmid and Wilson, 1991; Bradshaw, 1991; Stoddart, 1987; Kennedy, 1991).

Professional Knowledge

Scores on tests of professional knowledge tend to be only slightly lower for ALT teachers than for TP teachers, however, TP teachers were, or were perceived as, more effective by administrators. ALT teachers demonstrate the following tendencies:

- to be more limited in their view of curriculum and in their understanding of student ability and motivation,
- to experience difficulty in translating that content knowledge into information that students can understand,
- to plan and organize instruction less effectively, and
- to not learn what they need to know about the act of teaching from experience.

(Ashton, Crocker, and Olejnik, 1987; Evertson, Hawley, and Zlotnik, 1985; Bradshaw, 1991; Grossman, 1989; Stoddart, 1992; Weiner, 1990; Wise, 1994; Shulman, 1989; McDiarmid & Wilson, 1991).

Classroom Performance

Generally, principals and administrators identify few differences in the classroom performance of ALT beginning teachers and TP beginning teachers (Barnes, Salmon, & Wale, 1989; Guyton, 1990; Hutton, 1987; Mishima, 1987; Soares, 1990).

Other studies have found performance appraisal ratings of ALT teachers to be adequate, but slightly lower than the ratings for TP teachers. A North Carolina study found performance appraisal ratings for TP first-year teachers to be higher than ratings for ALT first-year teachers, but differences were not statistically significant. The failure to find significant differences between groups and the tendency for those with traditional training to score slightly higher on a performance appraisal instrument are consistent with findings from other studies

(Bradshaw, 1991; Hawk, Coble & Swanson, 1985; Cornett, 1984; Mishima, 1987; Soares, 1989; Hawk & Schmidt, 1989; Cornett, 1984).

Alternatively prepared teachers encountered more difficulty with classroom management, lesson preparation, and communication skills. Studies also noted that ALT teachers were less able to maintain student time-on-task, provide instructional feedback, assess student performance, and present subject matter effectively. However, it appeared when differences in performance were observed, they usually disappear by the end of the first year (Adelman, Bogart, & Michie, 1987; Bradshaw, 1991; Clarridge, 1990; Soares, 1989; Houston, Marshall, & McDavid, 1993; Knight, Owens, & Waxman, 1991; Rosenberg & Rock, 1994).

Student Achievement

Barne, Salmon, and Wale (1989) found no differences in standardized test scores for students of TP and ALT teachers. Other studies report mixed results.

- Denton and Peters (1988) found scores of students of ALT teachers to be higher in earth and physical sciences, but scores of students taught by TP teachers were higher in math.
- Gomez & Grobe (1990) found higher language arts scores for students of TP teachers, but no differences in other areas between ALT and TP teachers.
- Hawk, Coble and Swanson (1985) found student performance on standardized tests to be higher for students of TP teachers.
- Stafford and Barrow (1994) found a few differences in the achievement of students taught by ALT, other first-year, and

experienced teachers at the middle or secondary level, but those differences appeared to be more related to teaching experience than type of teacher preparation.

Knight et al. (1991) compared perceptions of the classroom learning environment of students in TP and ALT teachers. Students of ALT teachers perceived less opportunity to engaged in higher-level thinking, and they reported less cooperation and more friction among classmates.

Because research confirms a relationship between teacher expectations and student achievement, any differences in expectations between TP and ALT teachers should be considered in a discussion of the effects of different routes to teaching. Stoddart (1993) found TP novice teachers more likely to hold a “cultural deficit” perspective on student achievement and rely on drill and practice for low-income and minority students, while ALT novice teachers held higher expectations for similar students and attempted to develop instructional practices responsive to the needs of diverse learners.

Case studies help reveal the complexity of both teaching effectiveness and student performance and illuminate the challenges faced by teachers without professional training when they try to decide what content to teach and when and how to teach it. Grossman (1989) found that teachers without professional training were limited in their view of the curriculum and in their understanding of student ability and motivation. (Clarridge,1990; Grossman, 1989; and McDiarmid & Wilson, 1991)

EFFECTS OF ALTERNATIVE ROUTES ON THE TEACHER LABOR POOL

Teacher supply. Interest and participation in alternative certification programs is strong and continues to grow. Feistritzer and Chester (1995) note that "40 states and the District of Columbia report that more than 50,000 persons have been licensed to teach through state alternative routes, with two-thirds of them having been certified since 1990." Nationally, from 1985 to 1990, about 20,000 persons had entered teaching through alternative routes. Reports from specific state programs document increasing numbers of inquiries, applicants, and program participants, plus a rise in national programs such as Teach for America and Troops To Teachers (a federally funded program for retiring military personnel). (Feistritzer, 1990; Hutton, 1987; Schecter, 1987; Stafford & Barrow, 1994; Wale & Irons, 1990; Keltner, 1994; Kopp, 1994; Feistritzer & Chester, 1995).

The number of lateral entry certificates issued annually in North Carolina has grown from 200 in 1985-86 to 508 in 1989-90 (NCS DPI, 1990). In 1993-94, 7.42 per cent of the state's 75,438 teachers held lateral entry (1,507) and provisional (4,093) licenses (NCDPI, 1994). When percentage is computed on new teachers hired they are more than 12%.

Gender, ethnicity, and age. Alternative routes into teaching have attracted more minority candidates than traditional programs both nationally and in North Carolina. In Texas, programs report 45 to 50 per cent of the alternative candidates are African-American and in North Carolina approximately 38 percent, making such programs an important means of minority recruitment. In addition, ALT teachers tend to be older with a higher percent of males, and more

varied experiences than TP teachers (Barnes, Salmon & Wale, 1986; Hawk et al., 1996; Hutton, 1987; Natriello & Zumwalt, 1993; Rosenberg & Rock, 1994; Schechter, 1987; and Wale & Irons, 1990;

Bradshaw, 1991; Knight, Owens, & Waxman, 1991; Houston, Marshall, & McDavid, 1993).

ALT special education teachers "were considered more mature, dependable, independent, and professional than TP teachers". (Adelman, Bogart, & Michie, 1987; Rosenberg & Rock, 1994)

Natriello and Zumwalt (1993) found ALT teachers more likely to come from urban backgrounds and to speak a language other than English, and in North Carolina, ALT teachers were more likely to have graduated from a college or university outside the state (Bradshaw, 1991).

Distribution. Nationally, school systems with the greatest needs are often least able to attract and retain quality teachers and ALT teachers are often placed in positions that are difficult to fill. Targeted locations for alternative programs are both urban and rural. (Huling-Austin, 1986; Haberman, 1994; Natriello and Zumwalt, 1993; Stoddart, 1992, 1993; Roth, 1990; Sykes, 1983).

In North Carolina, where shortages occur primarily in rural areas, Bradshaw (1991) found that the lateral entry was used where the candidate pool was small. Type of certification, tested ability, and performance appraisal scores for ALT and TP teachers varied greatly among North Carolina school districts but what was consistent was a higher proportion of ALT teachers were hired in school districts which were below average in socioeconomic advantagement, failed to meet

accreditation standards, experienced difficulty attracting new professionals, and were relatively small in size (2,500 to 9,999).

Retention. Comparisons of long-term commitment to careers in education are mixed. There is evidence that ALT teachers, who tend to be older and to enter teaching as a second career, stay in teaching longer than young teachers. However, another study found alternatively prepared teachers less positive about staying in the profession. (Houston, Marshall, & McDavid, 1993; Hutton, 1987; Wale & Irons, 1990; Moore & Yavno, 1992; Schechter, 1987; Stafford & Barrow, 1994; Guyton, Fox, & Sisk, 1993)

Adams and Dial (1993) suggested that higher retention rates for alternatively licensed teachers could be a result of the limited transferability of the alternative license, making it difficult for the alternative route teacher to move to a different district.

THE NEED FOR PREPARATION, IN-SERVICE TRAINING, AND SUPPORT FOR ALTERNATIVE CANDIDATES

"Unlike an apprenticeship model, where the student's responsibilities are gradually increased under supervision, the apprentice teacher is asked to master the techniques and skills of a craft with intermittent or little supervision. In addition, the teacher-apprentice is also required to function as a master while learning on the job" (Schmidt, Johnson, and Schultz, 1993, p. 17). Haberman and Dill (1992) and McKibbin and Ray (1994) warn that unless school districts commit sufficient time and resources for training and support, alternative certification programs will not serve the public schools or the teaching profession. While all beginning teachers need support, candidates who have worked outside education and enter teaching through alternative routes have special needs.

- Novices without formal training need help in understanding the interdependence of instruction and classroom management (Shulman, 1989).
- Coaching and demonstration teaching by mentors is an important source of assistance for alternatively prepared teachers (Houston, Marshall, & McDavid, 1993).
- The transition from being a veteran in one field to a novice in another can be both emotional and financial difficult (Madfes, in McKibbin & Ray, 1994).
- Alternative programs need to be different from traditional undergraduate programs. Collaborative efforts allow practical on-

- site training with university help to weave theory, modeling, and practice into a coherent package (McKibbin, 1988).
- Alternative programs should provide opportunities for novices to observe exemplary teaching (McKibbin & Ray, 1994).
- Alternative programs should provide opportunities for candidates to support each other (McKibbin & Ray, 1994).
- Alternative programs should provide support that responds quickly to the needs of teachers and schools (Willis, 1994).
- Alternative programs should be individualized to develop the candidate's strengths and address specific (Guyton, Fox, & Sisk, 1993) deficiencies McKibbin and Ray (1994).
- Faculty should include successful teachers (Haberman, 1994; McKibbin & Ray, 1994).
- The content of alternative programs should be derived from teacher experience and supported by research and expert opinion; on-site coaching and support; classroom observations and analyses of student learning (Haberman, 1994).

As liberal arts graduates are hired to teach without preservice training, there are increased needs for local staff development, opportunities for collaborative efforts between local district and university personnel, and new roles for teacher educators (Erikson & Barr, 1985; Feistritzer, 1994). Summer programs have been developed to provide professional training before alternative candidates accept full classroom teaching responsibility, but summer

programs are expensive. In addition, programs which provide professional training related to a specific teaching assignment are dependent upon hiring decisions made before the program begins. Teaching vacancies are more likely to be identified and filled late in the summer or after the school year begins. ((Guyton, Fox, & Sisk, 1991; Hawk et al., 1996; Houston, Marshall, & McDavid, 1993; Kopp, 1994).

SAMPLE PROGRAMS FOR ALTERNATIVE ROUTES TO LICENSURE

Teach For America (TFA): A national corps of graduating college seniors who commit two years to teach in urban and rural public schools experiencing teacher shortages. Since their inception in 1989, almost 3000 have been placed, 200 of whom have been placed in school systems in northeastern North Carolina. They are, for the most part, competent, creative, and struggling teachers, who affiliate with East Carolina University to complete individually designed Plans of Study and earn recommendations for licenses. (For information contact the North Carolina Office of TFA in Enfield, NC; 919/445-4700.)

Project ACT: An accelerated teacher preparation program for degree holding adults who are changing professions. This program requires a five week essential skill component during the summer, employment on a Lateral Entry License, and attendance with university faculty one Saturday a month during their first year of teaching. If content area courses are required for completion of their Plans of Study, those classes must be taken following the regular university schedule. Project ACT has been in existence for three years and attracts many competent adults in their mid-forties. (For information contact Office of Teacher Education, East Carolina University; 919/328-6271.)

Troops To Teachers: A federal funded program to financially support the transition of military personnel who are retiring or being separated from active service due to the downsizing of the military. TTT participants may affiliate with any college or university that has an approved teacher education program. (For more information contact Alfred Mays, SDPI, Raleigh; 919/715-1148.)

QUESTIONS FOR ADDITIONAL RESEARCH

Major policy decisions continue to be made in support of alternative routes to teaching. The need for quality research to clarify the effects of those routes is urgent. The following questions must be addressed.

- What are the effects of different teacher preparation programs on student achievement?
- Do students achieve more when taught by traditionally prepared teachers?
- What are the characteristics and needs of ALT teachers? Are they significantly different from TP teachers?
- What is the relationship between PRAXIS scores, teaching effectiveness, and student achievement?
- What is the difference in retention rates for TP and ALT teachers?
- Research shows that differences between TP and ALT teachers tend to even out after one year. What is the direction and rate of continued change for both groups?
- What are the most effective, efficient, and feasible ways to prepare alternative candidates?

KEY ISSUES FOR POLICY MAKERS

In the last decade, North Carolina state policymakers have responded to teacher shortages and concerns about the quality of public school graduates with an array of policies and legislation. Many of these decisions send mixed messages.

<ul style="list-style-type: none"> • Raise standards for teacher preparation programs 	<ul style="list-style-type: none"> • Relax requirements for alternative routes to teaching
<p>Model induction program grants support beginning teachers who are assigned in-field.</p>	<ul style="list-style-type: none"> • The use of those funds to support new lateral entry teachers is prohibited.
<ul style="list-style-type: none"> • Colleges and universities are held accountable for the quality of teacher education programs through increased accreditation requirements 	<ul style="list-style-type: none"> • No monitoring process is in place to hold school districts accountable for the required orientation/staff development for lateral entry candidates.
<p>Teaching is becoming more complex and requires more extensive training</p>	<ul style="list-style-type: none"> • Lateral entry teachers enter the classroom with little or no training.
<ul style="list-style-type: none"> • A strength of teachers who enter through alternative routes is increased content knowledge. 	<ul style="list-style-type: none"> • Research suggests that strong content knowledge does not assure teaching effectiveness.
<p>North Carolina spends \$20,000 per Teaching Fellow to attract bright students for the state's classrooms and they have no obligation to teach in low performing districts nor in areas of scarcity.</p>	<ul style="list-style-type: none"> • Teach For America and other lateral entry teachers are hired by low performing school districts in areas of scarcity.
<ul style="list-style-type: none"> • Testing requirements for teacher licensure are continuously changed and increased. 	<ul style="list-style-type: none"> • No data have been gathered to show the relationship between student achievement and teacher test scores.
<p>Alternative candidates may teach one year without meeting licensure test requirements.</p>	<ul style="list-style-type: none"> • Traditionally prepared teachers may not teach without meeting licensure test requirements.
<ul style="list-style-type: none"> • North Carolina supports 15 public colleges and universities that offer teacher preparation. 	<ul style="list-style-type: none"> • Only one of those state supported institutions provides options for lateral entry teachers other than the traditional teacher education requirements.

NORTH CAROLINA PROGRAMS

Representatives of approved teacher education programs at public colleges and universities in North Carolina were contacted to determine what options were currently available for prospective teachers with a degree in a field other than education. The results are summarized below.

Institution	Do you develop plans of study for lateral entry teachers?	Are special programs available for lateral entry teachers?
Appalachian State University	Yes. Traditional program except for student teaching.	No.
East Carolina University	Yes. Fewer hours and credit for work experience.	Yes. Project ACT and Military Transition Program
Elizabeth City State University	Yes. Traditional program.	No.
Fayetteville State University	Yes. Traditional program.	No.
NC A & T University	No.	No.
NC Central University	Yes	No.
NC State University	No.	No.
Pembroke State University	Yes. Traditional program except for student teaching	No.
UNC-Asheville	Yes. Traditional program.	No.
UNC-Chapel Hill	No.	No.
UNC-Charlotte	Yes. Traditional program with internship instead of student teaching.	No.
UNC-Greensboro	Yes. Traditional program except student teaching.	No.
UNC-Wilmington	Yes	No.
Western Carolina University	Yes. Traditional requirements except PPST and student teaching.	No.
Winston-Salem State University	No.	No.

The University of North Carolina at Chapel Hill offers the Mid Career Teacher Program for college graduates in areas of critical need who want to prepare for teaching. Graduates of this program student teach and are not hired to teach until the program is completed.

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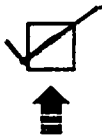
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