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ABSTRACT

In 1998, the Board of Directors for the Washington State Institute for Public Policy directed staff to study teacher quality. The Institute examined three teacher preparation and development programs covering the early stages of teachers' careers: pre-service teacher preparation, beginning teacher assistance, and professional certification. Researchers obtained information on the three programs from case studies, surveys, and interviews. All new teachers hired by public schools from 1996-1998, plus all public school principals, received mailed surveys. Researchers reviewed the history of teacher preparation and development in Washington and research literature on teacher quality, analyzed data on certification and teacher employment in Washington, and summarized activities related to teacher quality in other states. The study found that reliance on statewide standards, statewide performance assessments, and clear accountability for assuring teacher quality varied by the stage of teacher preparation and development. There were no consistent statewide standards for what teachers should know and be able to do that addressed each stage of a teacher's career. No statewide assessments measured the knowledge, skills, and performance of preservice, beginning, or professional teachers. Accountability for ensuring teacher quality was largely a local rather than state responsibility. The 19 appendixes provide data on standards, policy, assessment, certification, and responsibility. The report also contains an extensive bibliography. (SM)

Washington State
Institute for
Public Policy

ED 434 096

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WASHINGTON STATE INSTITUTE FOR PUBLIC POLICY

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The Institute's mission is to carry out practical research, at legislative direction, on issues of importance to Washington State. The Institute conducts research activities using its own policy analysts, academic specialists from universities, and consultants. New activities grow out of requests from the Washington legislature and executive branch agencies, often directed through legislation. Institute staff work closely with legislators, as well as legislative, executive, and state agency staff to define and conduct research on appropriate state public policy topics.

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CONTENTS

Additional reports on teacher preparation and development are available from the Institute:

The following information in this report, including case studies and detailed appendices, are available in expanded versions:

- State Policies to Assure Teacher Quality
- Pre-service Teacher Preparation
- Beginning Teacher Assistance
- Professional Certification

Separate reports on teacher preparation and development include:

- Alternative Certification Programs in Washington and Across the Nation
- Survey Responses from Beginning Teacher and Principal Questionnaires

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EXECUTIVE SUMMARY

Overview

The 1993 Washington Education Reform Act set high expectations and high stakes for improving student learning. Washington, like most other states, has relied on three strategies to implement education reform:

- **Statewide standards:** performance goals for students have been defined;
- **Statewide performance assessment:** students are tested in 4th, 7th, and 10th grades; and
- **Accountability:** students who do not achieve the 10th grade certificate of mastery will not receive their high school diplomas; school districts are responsible for improving student learning.

The high stakes associated with education reform raise questions about how students are being taught. Teachers are charged with helping students meet the state's academic standards. There is no clear evidence that current teachers are poorly prepared or unqualified, but the state has established very high expectations for student learning. Is the state ensuring that teachers have the knowledge and skills to help students meet the new academic standards?

In the spring of 1998, the Board of Directors for the Washington State Institute for Public Policy (Institute) directed staff to undertake a study of teacher quality in light of the high stakes of education reform.

Institute Study: Teacher Quality and Three Early Stages of a Teacher's Career

The Institute examined three teacher preparation and development programs covering the early stages of a teacher's career:

- Pre-service Teacher Preparation (Residency Certificate)
- Beginning Teacher Assistance
- Professional Certification

The Institute obtained information on the three programs through case studies, surveys, and interviews. All new teachers who were hired by public schools between 1996 and 1998 were sent written surveys along with all public school principals. We also reviewed the history of teacher preparation and development in Washington and research literature on teacher quality, analyzed data on certification and employment of teachers in Washington's public schools, and summarized activities related to teacher quality in other states.

State Policies to Assure Teacher Quality

Washington State. Many different entities are involved in overseeing policies for the various stages of a teacher's career. These entities include the legislature, the State Board of Education (SBE), universities, professional associations, school districts, and the Office of the Superintendent of Public Instruction (OSPI). Because there are so many participants, it can be difficult to develop a consensus about common principles to guide policies for teacher preparation and development. Washington is a state with a strong tradition for maintaining accountability at the local level through the colleges of education and local school districts.

State Policy Tools to Influence Teacher Quality. Across the country, education reform has generated new interest in teacher quality. States rely on a number of policy tools to influence teacher quality, including standards for knowledge and skills, statewide assessments or tests, accountability for teacher preparation, beginning teacher assistance, recruitment and retention, alternative certification, teacher evaluation, teacher professional development, and teacher salaries. With the exception of statewide assessments, Washington has used all these policy tools, although not all are currently in use statewide, such as minority recruitment and alternative certification.

Research. Educational research has tried to identify indicators of teacher quality that have an impact on student achievement. Most studies have mixed findings regarding the impact of a teacher's education degree level, subject matter major, length of experience, or teacher performance on tests. However, recent studies in Tennessee and Texas found that an effective teacher can make a difference on test scores of individual students.

The strategies to improve student learning are statewide standards, statewide performance assessments, and accountability. These strategies could also be used in Washington for teacher preparation and development in order to encourage effective teaching.

Pre-service Teacher Preparation (Residency Certificate)

In 1997-98, SBE revised the standards and subject matter endorsements for candidates in teacher preparation programs. These changes are being phased-in over a three-year period. The major premise in the new standards is that teacher candidates must show they can demonstrate a positive impact on student learning. Teacher preparation programs have until August 2000 to submit their revised programs for SBE approval under the new standards.

The Institute found that the 22 teacher preparation programs in Washington are changing to meet the challenges of education reform. They have incorporated state learning goals into class work, and they have expanded field experiences. Overall, 60 percent of beginning teachers and principals report teacher preparation programs met or exceeded their expectations in preparing teachers for today's classrooms.

Regarding teacher candidates and recent graduates, the Institute found:

- The average grade point average (GPA) in 1998 of undergraduates entering teacher preparation programs is higher than the average GPA of all undergraduates at public institutions.
- Eighty-eight percent of program graduates in Washington State in 1996-97 went to work as teachers or substitutes.
- Twenty-seven percent of the new teachers reported teaching outside their endorsement area part of the time.

However, the Institute also found that the basic skills requirements set by the legislature for entry into teacher preparation programs are broad enough for almost anyone to pass. It is unclear whether the basic skills tests or proficiencies currently used for admission to teacher preparation programs are adequate to test the basic skills required for all students under Washington's Essential Academic Learning Requirements (EALRs). There are no statewide assessments to determine whether teacher candidates meet the standards for a residency certificate. Over 75 percent of principals and new teachers surveyed by the Institute favored testing candidates for basic skills, subject matter, and pedagogy.

Some challenges remain for teacher preparation programs:

- Improving instructional strategies for at-risk and special needs students;
- Using a variety of assessment techniques to monitor student progress;
- Finding and supporting high quality student teacher placements; and
- Measuring positive impact on student learning.

There is no clear process for how SBE would determine that a teacher preparation program is out of compliance with the new state standards for program approval.

Increased consistency across teacher preparation programs is needed to ensure teacher candidates meet common minimum levels of performance.

Beginning Teacher Assistance

Parents and the public have the same expectations for teachers regardless of how long they have been teaching. Research shows that beginning teachers need support to prevent burnout from stress and assistance with basic teaching skills to become more effective teachers. Washington has provided state funds for mentors, training, and release time for observations since 1985 through the Teacher Assistance Program (TAP).

The Institute found that for 1997-98, state TAP funds covered 80 percent of first-year teachers. Although the 1999 Legislature more than doubled the appropriation for the TAP program, the increased funding for 1999-2001 may still not reach all new teachers because state funds are distributed before all teachers are hired. School district programs, mentors, and training tend to focus on issues of emotional support and basic teaching skills for first-year teachers. Half the beginning teachers and three-quarters of the principals surveyed by

the Institute said these programs made a difference in helping new teachers get through their first year.

However, the Institute also found that principals and beginning teachers were less positive about whether assistance programs made a difference in improving specific knowledge and skills, such as classroom management or incorporating the state's learning standards into curriculum and lesson plans. Most assistance programs rely on mentors with full-time teaching loads, and arranging time to work specifically on building knowledge and skills of new teachers can be difficult. Beginning teachers report limited opportunity for mentors to observe them teach. The state has not set expectations for what assistance programs are intended to accomplish. Reports from school districts, principals, and beginning teachers are mixed on whether such expectations are set locally.

The state beginning teacher assistance program has not been changed to reflect increased expectations for improved student learning under education reform.

Professional Certification

SBE has changed requirements for ongoing certification of teachers from input-driven (45 quarter college credits and one year of experience) to performance-based (demonstration of knowledge and skills and positive impact on student learning). Teachers graduating after August 2000, and having two years of experience, will have to enroll in a program developed collaboratively by a university and school districts to obtain a professional certificate. Certificate programs have been pilot-tested since 1997 with 75 teachers.

The Institute found that the pilot projects focused on practical knowledge and skills teachers could readily apply in their classrooms to improve student learning. Active involvement of both universities and school districts in the projects appeared to be a main factor in maintaining this practical focus. The course work in the pilot projects was different from course work current teachers typically take for continuing certification.

However, the Institute also found that the collaboration between universities and school districts in the pilot projects is not feasible or affordable on a statewide basis for the more than 1,500 candidates expected to enroll annually. The level of performance from candidates in the pilot projects may be too rigorous to expect from all teachers. It is not clear how SBE will determine that a program's candidates have met the standards for professional certification in a consistent and fair way. It is also not clear, based on the pilot projects, how certificate programs will deal with ensuring access, enrolling teachers who have advanced degrees and experience, or providing mentoring and assistance to candidates.

The professional certificate is not ready for statewide implementation. Increased oversight is needed to ensure candidates demonstrate common minimum levels of performance. Alternatively, the state could consider developing a state-administered assessment of teacher performance.

Conclusions and Recommendations

In Washington, reliance on statewide standards, statewide performance assessments, and clear accountability for assuring teacher quality varies depending on the stage of teacher preparation and development. There are no consistent statewide standards for what teachers should know and be able to do that address each stage of a teacher's career. No statewide assessments measure the knowledge, skills, and performance of pre-service, beginning, or professional-level teachers, although numerous proposals have been made by SBE. Accountability for ensuring teacher quality is largely a local rather than a state responsibility, resting with individual colleges of education or local school districts.

Washington's long tradition of local control has influenced policy choices. There has been limited interest in strong state oversight for teacher preparation and development. However, education reform represents a new level of state involvement in education. The state has set high expectations for improved student learning. If the state wants to ensure teachers have the knowledge and skills to help students meet the new academic standards, it could also consider a new level of involvement in teacher preparation and development.

Statewide Standards

- Consistent statewide standards of performance for teachers could be developed, with benchmarks for the stages of a teacher's career. The standards could be developed with statewide participation of teachers, higher education faculty, school district personnel, and the public.

- The standards could then be used in all pre-service programs, beginning teacher assistance programs, principals' evaluations of teachers, and professional certificate programs.

- The statutory criteria for principals' evaluations of teachers could align with the new statewide performance standards. (Requires legislative action.)

Statewide Performance Assessments

- All future teachers could take a statewide basic skills test prior to entry into pre-service programs. All teacher candidates could be assessed for content knowledge, and possibly pedagogy, prior to receiving a residency certificate to begin teaching. (Requires legislative action.)

- Beginning teacher assistance programs should incorporate informal performance assessments to encourage beginning teachers and their mentors to work on building knowledge and skills.

- Additional steps could be taken to ensure that performance assessments for professional certification are consistent and fair across certificate programs. Alternatively, a state-administered assessment process could be considered.

Accountability

- There could be clear and explicit criteria to determine that pre-service and professional certificate programs meet state standards for program approval, including periodic follow-up and review of programs and candidate performance. Positive impact on student learning could be clearly defined to ensure it is measured in a consistent way across candidates and programs.

- State funding for beginning teacher assistance programs could be conditioned on a program's use of performance standards and informal performance assessments. State funding for TAP could cover all beginning teachers.

- Issues such as relevance, fairness, and statewide feasibility could be addressed in state approval of professional certificate programs. Alternatively, a state-administered assessment process could be considered.

I. INTRODUCTION

In light of the high stakes of education reform, is Washington State ensuring that teachers have the knowledge and skills to help students meet the state's new academic standards?

States, including Washington, rely on a number of different policy tools to influence teacher quality. Recent research shows that effective teaching practices of individual teachers can increase student learning. Washington could use statewide standards, statewide performance assessment, and accountability to impact effective teaching.

This study reviews state policy tools that influence teacher quality and presents an in-depth review of the early stages of a teacher's career in Washington: pre-service teacher preparation, beginning teacher assistance, and professional certification. How do these programs build knowledge and skills for teachers? How do they incorporate statewide standards, statewide performance assessment, and accountability?

Overview

The 1993 Washington Education Reform Act set **high expectations** for improving student learning. Washington, like most other states, has relied on three strategies to implement education reform:

- **Statewide standards:** performance goals for students have been defined;
- **Statewide performance assessment:** students are tested in 4th, 7th and 10th grades; and
- **Accountability:** students who do not achieve the 10th grade certificate of mastery will not receive their high school diplomas; school districts are responsible for improving student learning.

The **high stakes** of education reform raise questions about how students are being taught. Teachers are charged with helping students meet the state's academic standards. There is no clear evidence that current teachers are poorly prepared or unqualified, but Washington State has established very high expectations for students. Is the state ensuring that teachers have the knowledge and skills to help students meet these new academic standards?

Institute Study: Teacher Quality and Three Early Stages of a Teacher's Career

In the spring of 1998, the Board of Directors for the Washington State Institute for Public Policy (Institute) directed staff to undertake a study of teacher quality in light of the high stakes of education reform. The following research question was posed:

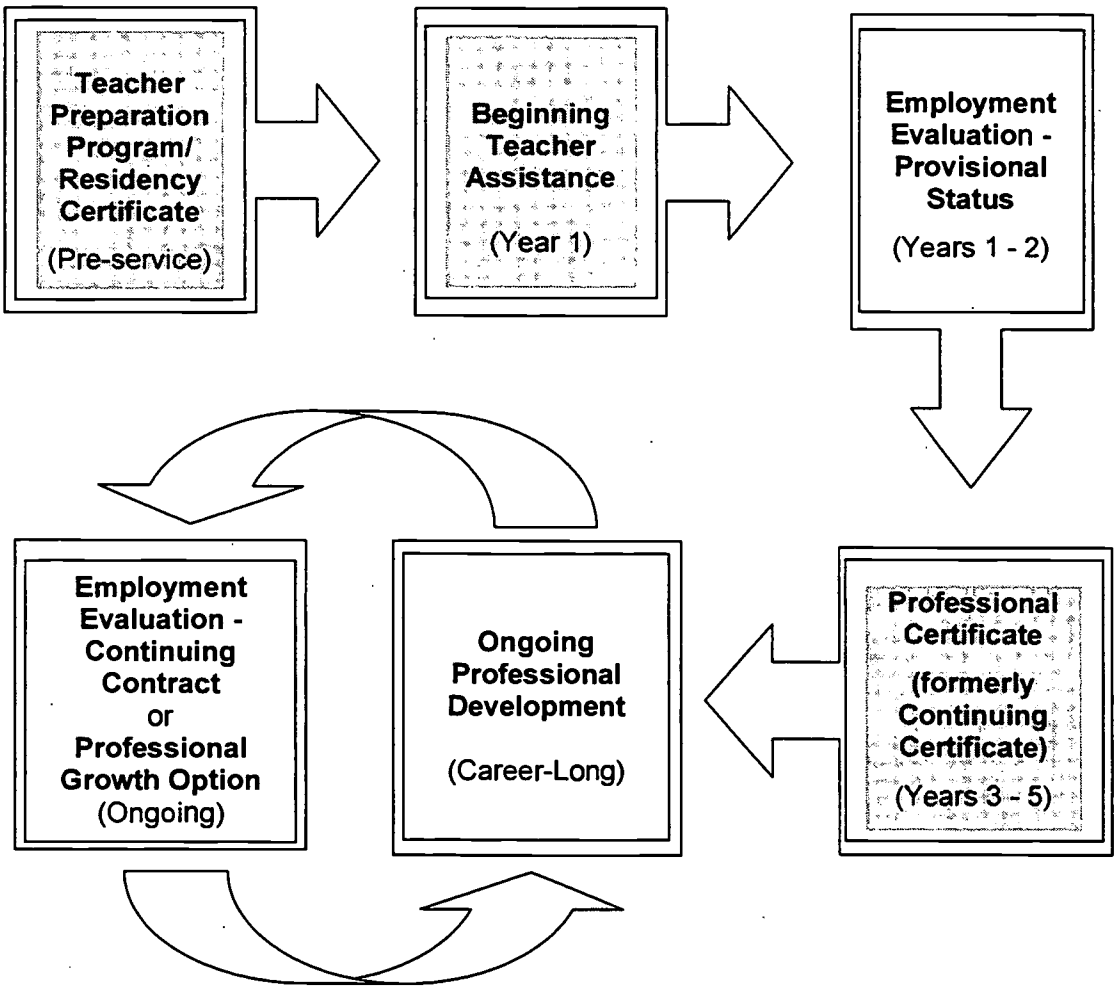
Are teachers obtaining the knowledge and skills they need to help students meet the state's new academic standards?

Study Focus. Section II of this study provides background on initiatives to improve teacher quality in Washington State as well as at the national level, in other states, and in the academic literature.

As illustrated in Exhibit 1, the Institute examined three teacher preparation and development programs in Washington State, covering the *early* stages of a teacher's career:

- Pre-service Teacher Preparation (Section III);
- Beginning Teacher Assistance (Section IV); and
- Professional Certification (Section V).[1]

Exhibit 1
Stages of Teacher Preparation and Development in Washington



[1] An expanded version of each of these sections is available from the Institute.

The Institute gathered information about how these programs build teachers' knowledge and skills. The Institute also identified whether statewide standards, statewide performance assessment, and accountability for assuring teacher quality are part of the programs.

Methodology. Institute staff conducted case studies and a number of different surveys to obtain information on Washington's teacher preparation programs, school district beginning teacher assistance programs, and the State Board of Education's (SBE) pilot professional certification projects. Furthermore, all new teachers hired in public schools between 1996 and 1998 and all principals in public schools were surveyed with the assistance of the Social and Economic Sciences Research Center at the Washington State University.[2]

To provide a context for teacher quality issues, the Institute also reviewed a history of teacher preparation and development in Washington;[3] examined research literature on teacher quality;[4] analyzed data on certification and employment of teachers in Washington's public schools;[5] and summarized activities related to teacher quality in other states.

[2] 3,626 new teachers were surveyed with a response rate of 54 percent; 1,825 principals were surveyed with a response rate of 65 percent.

[3] Ted Andrews, *Teacher Preparation and Development 1983-1998: A Historical Perspective*, (Olympia, WA, 1999). This research paper is available from the Institute.

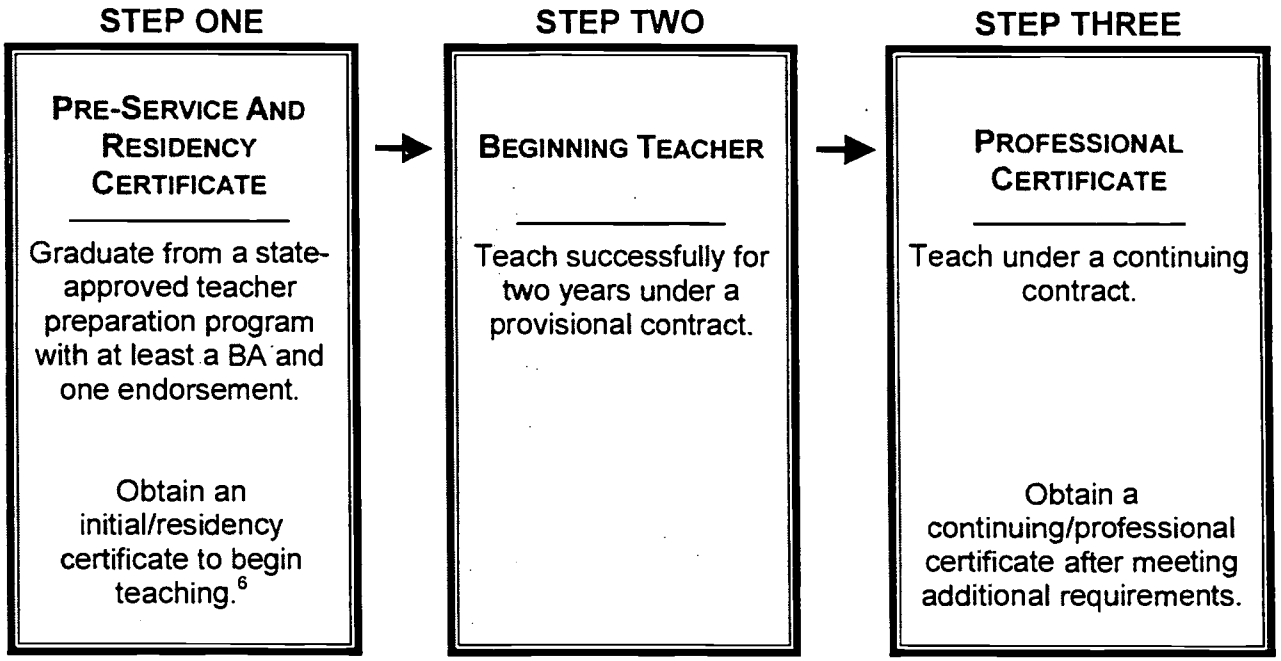
[4] Beverly Kooi, *Effective Teacher Preparation for Educational Reform in Washington State*, (Olympia, WA, 1999); Gary Burris, *The Impact of Teaching, Learners and Schools on Student Achievement in a Standards Based Environment*, (Olympia, WA, 1999). These research papers are available from the Institute.

[5] Data from 1988-1998 on certificated staff provided by the Office of the Superintendent of Public Instruction.

II. State Policies to Assure Teacher Quality

The Basic Steps to Become a Teacher in Washington

To become a teacher in Washington State, three basic steps are required:



The state's primary interest in teacher preparation is to ensure that teacher candidates meet certain minimum qualifications and that the students they teach have the opportunity to learn in a safe environment.[7] For these reasons, the State Board of Education (SBE) has the authority[8] to approve all college teacher preparation programs and to license all teachers who teach in Washington. This license is referred to as a teaching certificate.

Recently, SBE changed its standards for approving pre-service teacher preparation programs and made changes to the residency certificate and professional certificate. See "Appendix A: Teacher Admission and Certification Standards" for a detailed comparison of these changes, which are also discussed in greater depth in later sections of this report.)

[6] See WAC 180-79A-205 for certification rules for out-of-state candidates which require an appropriate degree and credit hours from a regionally-accredited college or university or an appropriate certificate issued by another state, as well as other requirements.
[7] The legislature has requirements for finger print background checks for teachers.
[8] RCW 28A.410.010. SBE regulations for college of education teacher preparation programs are found in Chapter 180-78A WAC; regulations for teacher certification are found in Chapter 180-79A WAC; regulations for teacher endorsements are found in Chapter 180-82 WAC.

History of Teacher Preparation and Development Policy in Washington State

Exhibit 2 provides a brief chronology of major state policy changes in teacher preparation and development over the last 40 years.

Exhibit 2
Chronology of Teacher Preparation and Development: Policy Changes in Washington State

DECADE	MAJOR ACTIONS
Before 1960	• SBE specified the number of credits and types of courses in teacher preparation programs.
1960-1969	• SBE implemented a statewide program approval process for teacher preparation programs with an emphasis on general competencies.
1970-1979	• SBE defined statewide minimum standards of general skills and competencies teacher candidates must acquire. • SBE created local oversight committees (now called Professional Educational Advisory Boards or PEABs).[9] • The legislature developed evaluation criteria for teachers to be used by principals as a part of the review of their job performance.
1980-1989	• The legislature assumed statewide control over teachers' salaries and began to fund salaries based on education and experience (staff mix). • SBE created a standard list of subject area endorsements and assumed control of teacher assignments outside of endorsement area. • The legislature created minimum admission requirements for basic skills, scholarships for certain types of teacher candidates (no longer funded), and a requirement for a master's degree (later rescinded). They also provided credit on the salary allocation schedule for in-service training. • The Office of the Superintendent of Public Instruction (OSPI) started a beginning teacher assistance program with funding from the legislature.
1990-1999	• The legislature debated statewide performance assessments during several legislative sessions, but no authorization was provided to SBE. • The legislature increased child safety requirements for certificate applicants, created student teaching centers in Educational Service Districts, established a grant program to recruit potential teachers, and provided funds to train classroom teachers to implement education reform. • SBE developed new program approval standards that all 22 teacher

[9] PEABs provide feedback to the teacher preparation programs and are comprised of staff from local school districts and faculty from the higher education institutions.

Decade	Major Actions
1990-1999 *(continued)*	preparation programs must comply with by August 31, 2000, with an emphasis on teacher candidate performance and alignment with education reform. (1997) • SBE modified the requirements for the residency certificate (formerly the initial certificate), changing the time limits permitted for holding a residency certificate. (1997) • SBE changed the requirements of the professional certificate (formerly continuing certificate) to focus on candidate performance. Pilot projects were funded to field test the professional certificate. (1997) • SBE reduced the number of subject area endorsements and aligned them with education reform goals and requirements. (1998) • SBE returned responsibility for out-of-endorsement teacher assignments to local school districts to enhance their flexibility under education reform. (1998) • The legislature provided for teachers to obtain master's degrees (with a preference for math and science teachers), and financial incentives were provided to assist teachers to obtain National Board for Professional Teaching Standards certification. (1999)

In Washington, many different entities are involved in overseeing policies for the various stages of a teacher's career. These entities include the legislature, SBE, universities and colleges, professional associations, school districts, and OSPI. Washington has a strong tradition for maintaining accountability at the local level through the colleges of education and the school districts. (Appendix B details the responsibilities of each of these entities for teacher preparation and development at the different stages of a teacher's career.)

Teacher Quality Policies

National. There is renewed interest at the national level to address issues of teacher quality through national standards for teachers and professional development. Congress has required more accountability from colleges of education and provided grants to states to strengthen state certification standards.[10] The National Council for the Accreditation of Teacher Education (NCATE), the National Commission on Teaching and America's Future (NCTAF), the Interstate New Teacher Assessment and Support Consortium (INTASC), and the National Board for Professional Teaching Standards (NBPTS) have worked with states to create teacher standards.[11] Other national organizations, such as the Thomas Fordham Foundation, argue against national standards and propose that states should "deregulate" and hold schools accountable for results based on increased student achievement.[12]

[10] 1998 Amendments to the Higher Education Act Title II.
[11] For more information on these national organizations and Washington's role in them, see Appendix C.
[12] Marci Kanstoroom and Chester Finn, *Better Schools, Better Teachers,* (Washington DC: Thomas Fordham Foundation, July 1999).

SBE has integrated NCATE and INTASC criteria into their knowledge and skills standard for teacher preparation programs. In the spring of 1999, Washington received a grant from the Stuart Foundation to enter into a partnership with NCTAF to conduct a gap analysis between NCTAF recommendations to improve teacher quality and current policies in Washington for teacher preparation and development. In July 1999, the U.S. Department of Education awarded Washington a three-year grant for $3.3 million to improve teacher quality.

State Policy Tools. Nationwide reforms in education have caused many states to look closely at issues of teacher quality. State policy tools that influence teacher quality include:

- Standards for knowledge and skills for different levels of teacher preparation;
- Statewide assessments or testing for different stages of teacher preparation;
- Oversight accountability of teacher preparation programs or candidates;
- Beginning teacher assistance;
- Recruitment and retention (including alternative routes to certification);
- Teacher evaluation;
- Teacher professional development; and
- Teacher salaries.

With the exception of statewide assessments, Washington has used all of these policy tools. Some, such as minority recruitment, have been discontinued. Others, as discussed later in this report, could be strengthened to increase their effectiveness. The legislature has been primarily concerned with safety issues, basic skills, and financial incentives to provide staff development. SBE has revised its policies on performance standards for teachers and teacher assignment several times over the last 25 years. Since the mid-1980s, SBE has requested statewide teacher assessments but has not gained legislative support. In recent years, SBE has sought to align teacher preparation and development with K-12 reform efforts. SBE has created standards and a program approval process that are intended to focus on teacher performance: ensuring that teachers can demonstrate a positive impact on student learning. (Appendix D examines state policy tools to influence teacher quality in more detail.)

Literature Review. "Teacher quality is a complex phenomenon and there is little consensus on what it is or how to measure it."[13] Research literature has focused on five primary aspects of teacher quality that affect student achievement:

- Degree level;
- Subject expertise;
- Length of experience teaching;
- Teacher performance on tests; and
- Teacher practice in the classroom.

[13] U.S. Department of Education, National Center for Education Statistics, *Teacher Quality: A Report on the Preparation and Qualification of Public School Teachers,* (Washington, DC: NCES 1999-080, 1999), 1.

There are other important factors that affect student achievement such as student motivation, school organization, and student socioeconomic background,[14] but these are not included within the scope of this research. (For more detail on the Institute's literature review, see Appendix E.)

Based on a review of the literature, we found that most of the studies that attempt to link teacher quality with improved student test scores have mixed findings regarding the impact of a teacher's education degree level, subject matter major, length of experience, or teacher performance on tests. However, recent studies in Tennessee and Texas found that an effective teacher can make a difference on test scores of individual students. (See Appendix E, page E-3.)

Strategies to Encourage Effective Teaching. How should the state encourage effective teaching throughout a teacher's career? Based on the literature review, one of the most promising strategies is to concentrate on effective teaching practices. Effective teaching practices can be identified through standards for teacher knowledge and skills. If the standards include benchmarks for different levels of teaching experience, they can serve as a tool to develop and measure a teacher's proficiency over his or her career. An example of a developmental standard for teacher knowledge and skills is illustrated in Exhibit 3. In this example, indicators for "Assessing Student Learning" become increasingly complex as the teacher develops from unsatisfactory to distinguished levels of proficiency.[15] Each subsequent level of proficiency builds sequentially on the knowledge and skills from the previous level. Several of the teacher preparation programs in Washington State use this framework to assess the progress of their teacher candidates. Similar frameworks were developed by pilot projects for the new professional certificate.

Exhibit 3
Example of an Effective Teaching Standard[16]

ELEMENT	UNSATISFACTORY	BASIC	PROFICIENT	DISTINGUISHED
ASSESSING STUDENT LEARNING	The assessment results affect planning for students minimally.	Teacher uses assessment results to plan for the class as a whole.	Teacher uses assessment results to plan for individuals and groups of students.	Students are aware of how they are meeting the established standards and participate in planning the next steps.

[14] See Gary Burris' paper for information on this topic area.
[15] Charlotte Danielson, *Enhancing Professional Practice: A Framework for Teaching*, (Alexandria, VA: Association for Supervision and Curriculum Development, 1996), 60, 120-128.
[16] Danielson, *Enhancing Professional Practice*, 78.

Similar standards for effective teaching practices are part of Washington State's new knowledge and skills requirements for candidates graduating from teacher preparation programs and candidates seeking professional certification. However, Washington's standards for knowledge and skills vary at each stage of teacher preparation and development. The standards do not build sequentially from pre-service preparation to beginning teacher to professional certification and beyond. (See Appendix F for Washington State standards for teacher preparation and development.)

Summary and Conclusions

Involvement of Multiple Entities. Many different entities are involved in determining the standards Washington State teachers need to meet throughout the stages of their teaching career. These entities include the legislature, SBE, universities, professional associations, school districts, and OSPI. Because there are so many participants, it can be difficult to develop a consensus about common principles to guide policies for teacher preparation and development.

State Policy Tools for Teacher Quality. With the exception of statewide assessments,[17] Washington has used all of the policy tools typically available to states to address teacher quality. Some policies, such as minority recruitment, have been discontinued. Others, as discussed later in this report, could be strengthened to increase their effectiveness. In recent years, SBE has sought to align teacher preparation and development with K-12 reform efforts. SBE has created standards and a program approval process that are intended to focus on teacher performance: ensuring that teachers can demonstrate a positive impact on student learning. Washington has maintained most of its accountability oversight for teachers at the local level through colleges of education and school districts.

Research. Recent research shows that effective teaching by individual teachers can make a difference in improving student learning.

[17] Since the mid-1980s, SBE has requested statewide teacher assessments but has not gained legislative support.

III. PRE-SERVICE TEACHER PREPARATION

Washington's strategy for ensuring teacher quality at the pre-service level has been through the State Board of Education's adoption of new standards for the 22 teacher preparation programs in 1997. The new program standards have reduced the number of inputs (such as course hours) required. These standards require that candidates have a positive impact on student learning. However, there is no way to determine on a statewide basis that teacher candidates meet common minimum levels of performance. It is up to each pre-service program to make that determination. The State Board of Education rules do not have a defined process for determining a program's compliance with the new standards. There is limited alignment between the pre-service standards and standards for other stages of teachers' careers.

The Institute found that the 22 teacher preparation programs are changing to meet the demands of education reform. They have incorporated the new state learning goals into class work, and they have expanded student teaching field experiences. The majority of new teachers and principals surveyed report that teacher preparation programs met their expectations for learning knowledge and skills needed in today's classrooms. Some additional areas that programs should emphasize include adapting instructional strategies for at-risk and special needs students and using a variety of assessment techniques to monitor student learning.

Overview

In 1997, SBE created new standards for candidates in teacher preparation programs that are being phased in over a three-year period. These new standards require teacher candidates to show they can demonstrate a positive impact on student learning. Washington and Oregon are the only states that require a demonstration of positive impact on student learning as part of their state standards for teacher preparation programs. In 1998, SBE revised the endorsements (an endorsement is a subject area specialty such as math) that a teacher must have to obtain a teaching certificate. Changes include a greater alignment with EALRs and more hours of academic course work.

What Standards Ensure Teacher Quality in Washington State's Teacher Preparation Programs?

Program Standards. In 1997, SBE adopted rules[18] implementing performance-based approval standards for teacher preparation programs based upon recommendations from the Washington Association of Colleges of Teacher Education (WACTE). WACTE received a grant from OSPI to create the new approval standards. Under the new rules, programs are expected to "require the candidate to demonstrate in multiple ways, over time, specific

[18] WAC 180-78A.

state board of education required standards, criteria, knowledge and skills including where appropriate, evidence related to positive impact on student learning."[19]

These new standards have been significantly streamlined from previous program approval standards. Specific input requirements, such as the number of field experience hours or what type of faculty must teach certain classes, have been removed. New requirements were added to emphasize an output goal for teacher candidates to demonstrate the positive impact on student learning. The five major standards (seven standards previously) are:[20]

- Professional Educational Advisory Board (PEAB);
- Accountability;
- Resources;
- Program Design; and
- Knowledge and Skills.

(For a detailed summary of the new standards and how they compare to the old standards, see Appendix G.)

In keeping with past state practices, SBE has adopted rules for minimal oversight of these standards. After initial approval, each teacher preparation program keeps SBE informed of its compliance with the state standards through a short annual report. Staff from the Office of Professional Education Certification (OPEC) are available for technical assistance but do not conduct in-depth reviews due to limited resources. A more rigorous process of review would require additional staff.

Under these new standards, it is up to an individual university or college teacher preparation program to determine the performance of its candidates in showing a positive impact on student learning. In the Institute's case studies of teacher preparation programs, the interpretation of how to assess positive impact on student learning varied significantly.[21]

The knowledge and skills standards for pre-service do not align with the knowledge and skills standards for professional certification (although there are some common elements). For example, under the pre-service standards, teacher practice must address the needs of students with disabilities whereas the professional certificate standards do not mention students with disabilities. In many cases, when the standards are similar, there is no way to show that the knowledge and skills should be different based upon different levels of a teachers' career. (See Appendix F for a comparison of the different knowledge and skills standards for teachers.)

Endorsements. An endorsement specifies the subject matter and grade level(s) for which a teaching certificate is valid. Washington does not require teachers to have an academic major other than education (although many undergraduate teacher preparation programs do offer an academic major). Every candidate in a teacher preparation program must have one or more endorsements. Each endorsement specifies the number of credits a teacher must have in that particular content area.

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[19] WAC 180-78A-010 (7).
[20] WAC 180-78A-250-270.
[21] See "Appendix H: Summaries of Case Studies on Teacher Preparation Programs."

SBE rules have increased the academic requirements for endorsements over the last 12 years. Before 1987, there was no standard set of endorsements. In 1987, a list of over 40 endorsement areas was created. There were two types of endorsements: primary and supporting. A primary endorsement required 45 quarter credit hours[22] and a supporting endorsement required 24 quarter credit hours. The teaching certificate did not distinguish between the two types of endorsement, so a teacher with 24 credits in an academic field was not distinguished from a teacher with 45 credits.

In 1998, SBE revised its rules[23] to:

- Align requirements for endorsements with the state's learning goals and EALRs;
- Require pedagogy (i.e., how students learn) specific to the endorsement;
- Streamline the number of endorsements from 43 to 33;
- Specify on the certificate which endorsements are primary or secondary;
- Require more credits in most of the endorsement areas; and
- Require all endorsements to be obtained through an approved college or university program.

After August 31, 2000, all endorsements must be obtained under the new rules.[24] Most endorsements now require 45 quarter credit hours. Several of the broader subject areas (English, science, and social studies) require 60 quarter credit hours. The increased credit hours for endorsements still do not equal an academic major for many undergraduate programs, which require between 60 and 100 quarter credit hours.

Washington's Teacher Preparation Programs

Washington State has 22 teacher preparation programs; 14 are located in private (independent) institutions, and 8 are in public institutions (see Exhibit 4). Although there are more private than public teacher preparation programs, two-thirds of the candidates graduate from public institutions. The total number of graduates who received initial teaching certificates for 1996-97 was 3,160.[25]

Exhibit 4
Graduates in Washington State With Initial Certification in 1996-97

Type of Institution	Number of Teacher Preparation Programs	Number and Percent of Graduates
Public	8	1,960 (62%)
Private (Independent)	14	1,200 (38%)
Total	22	3,160 (100%)

[22] Forty-five quarter credit hours is equivalent to 30 semester credit hours and 24 quarter credits equals 16 semester credits.
[23] http//:www.inform.ospi.wednet.edu/CERT/newendsys.html. The rules are under WAC 180-82.
[24] See Appendix I for endorsement requirements under the new rules.
[25] OSPI Annual Report 1997-98 Certificates Issued and Certificated Personnel Placement Statistics, (Olympia, WA).

To obtain an initial (residency) teaching certificate, a prospective teacher can attend one of three different types of programs:

- Undergraduate;
- Post baccalaureate; or
- Master's in Teaching (MIT) or Master's in Education (MED).

The length of the programs varies from ten months to 2.5 years. Approximately half of the candidates are pursuing teaching certificates through undergraduate programs. Over the last ten years, the number of MIT programs has grown from one to 17. (See "Appendix J: Type of Teacher Preparation Program by Institution" for more detail.)

There are significant differences among the 22 programs based on the level of degree offered (undergraduate, post baccalaureate, or graduate) as well as the courses and field work required.[26]

Basic Skills. The basic skills requirement set by the legislature[27] for candidates to enter teacher preparation programs is broad enough to allow most people to pass the proficiency requirements.

To demonstrate a proficiency in basic skills, four options exist:

- Successful completion of an exam in the basic skills of oral and written communication;
- Completion of a bachelor's degree or graduate degree;
- Two years of college level work and a written essay; or
- Scores on the Scholastic Aptitude Test (SAT) or American College Test (ACT) that are higher than the statewide median for those tests from the prior school year.

Five post baccalaureate programs do not require any basic skills test. The most common basic skills tests used are the SAT and ACT for undergraduates and the Graduate Record Examination (GRE) for graduates. One college of education is now using a Praxis test for basic skills that many states require of all their teacher candidates. (For more detail on common teacher assessments, see Appendix K.)

In the Institute's surveys, 76 percent of the beginning teachers and 91 percent of the principals reported there should be some kind of basic skills test for teachers.[28] Currently, 36 states require a basic skills test.[29]

In addition to tests, some programs require certain courses or demonstrated proficiencies in math and written and oral communication as well as experience with children or working with diverse populations. The trend has been to increase these types of requirements over the last five years. Some schools focus on a written essay; others consider the interview a

[26] The expanded version of this report contains an appendix with the entry requirements for all 22 colleges compiled from the college catalogs and checked for accuracy with each institution, as well as case studies on four preservice teacher preparation programs.
[27] RCW 28A.410.020 Requirements for admission to teacher preparation programs.
[28] WSIPP Beginning Teacher Survey 1999 and Principals Survey 1999.
[29] See "Appendix L: Teacher Assessment in Other States" for details on types of tests used.

very important part of the process in determining a candidate's interpersonal and oral communication skills.

It is possible under current state guidelines that candidates entering teacher preparation programs have not had college-level classes or demonstrated proficiency in basic skills such as math, writing, oral communication, and English. It is unclear whether the basic skills tests and course work used for entry are adequate to test the basic skills required for all students under Washington's EALRs.

Grade Point Average (GPA). SBE has recently adopted new rules to eliminate the requirement of a 2.5 GPA under the new performance-based program approval standards. However, teacher preparation programs have their own GPA requirements. The majority of undergraduate (69 percent) and graduate (77 percent) programs have GPA requirements above the former state minimum. Many of the programs make exceptions for certain individuals who have the potential to become good teachers but who do not meet the GPA entry requirements. However, these individuals are expected to meet the program's GPA requirements for graduation.

How Are Teacher Preparation Programs Changing in Response to Education Reform?

Changes in Courses. Higher education institutions are changing to meet the demands of education reform. In a survey of the colleges of education and through four case studies, the Institute found that EALRs are addressed in *all* teacher preparation programs. Many programs have done considerable work on the issues of assessment (71 percent) and creating a framework for examining positive impact on student learning (35 percent). Yet the approaches to assessment and developing a framework on positive impact on student learning remain very diverse across campuses. Most programs are making efforts to expand their field-based opportunities through the use of professional development schools,[30] field-based programs, or expanded student teaching opportunities beyond the traditional quarter or semester.

Challenges. Based on the case studies[31] and survey information, some challenges continue.

At the undergraduate level:

- Many evaluation forms for student teaching have not been updated to reflect the student learning required under education reform.
- It is difficult to find high quality student teaching placements.
- Yearlong student teaching opportunities are still nominal.
- Discussions between the colleges of arts and sciences and the colleges of education on issues of how to address education reform in the curriculum are just beginning.

[30] Professional development schools are a collaborative effort between teacher preparation programs and one or more K-12 schools to enhance the training and knowledge of both teacher candidates and the K-12 school and university staff.

[31] Appendix H provides a summary of the pre-service preparation program case studies.

At the graduate level:

- It is difficult to attract minority candidates.
- It is a challenge to find quality student teaching placements.

Student teaching remains the highlight for most teacher candidates. In the Institute's survey of beginning teachers, mentor teachers who shared their classrooms were rated excellent by 71 percent of their student teachers whereas college supervisors were rated excellent by 42 percent of their student teachers.

What are the Qualities of Washington State's New Teachers?

In Washington, there is no statewide assessment or test to determine the quality of teachers produced; however, the indicators below provide some rudimentary information on the knowledge and skills of Washington's teachers:

Basic Skills. Each teacher preparation program has different ways of assessing basic skills. Although five programs do not require any basic skills tests for program admission, there is an assumption that if a teacher has a BA degree, they have met basic skills requirements.

Content Skills. Many of the content courses are located in colleges of arts and sciences rather than in the teacher preparation programs. Individual programs do require a certain GPA in all course work to continue to participate in teacher preparation programs.

Grades. The weighted GPA of candidates entering teacher preparation programs in 1998 was 3.31 for undergraduate and masters' programs and 3.24 for post baccalaureate programs. The average GPA for undergraduates entering pre-service programs in 1998 was higher than the average for all undergraduates who were finishing their sophomore year.[32]

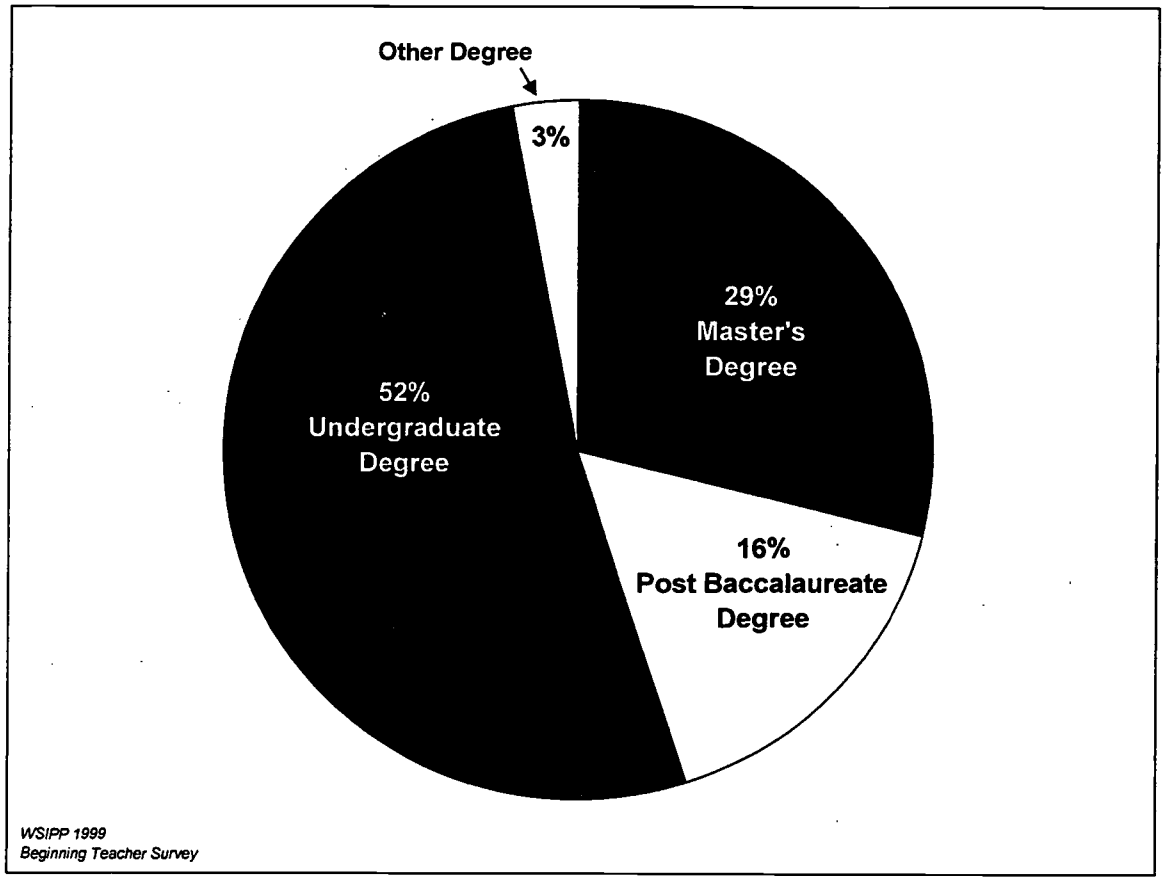
College Major. Thirty-six percent of the beginning teachers between 1996-98 had an undergraduate major in education.[33]

Education Level. Of the new teachers who attended Washington teacher preparation programs and became employed between 1996 and 1998 in Washington public schools, 29 percent had masters' degrees, 16 percent had post baccalaureate degrees, 52 percent had undergraduate degrees, and 3 percent had some other degree.[34]

[32] WSIPP Colleges of Education Survey 1999.
[33] WSIPP Beginning Teacher Survey 1999.
[34] WSIPP Beginning Teacher Survey 1999.

Exhibit 5

Degrees of Washington State Teachers Who Graduated Between 1996-1998

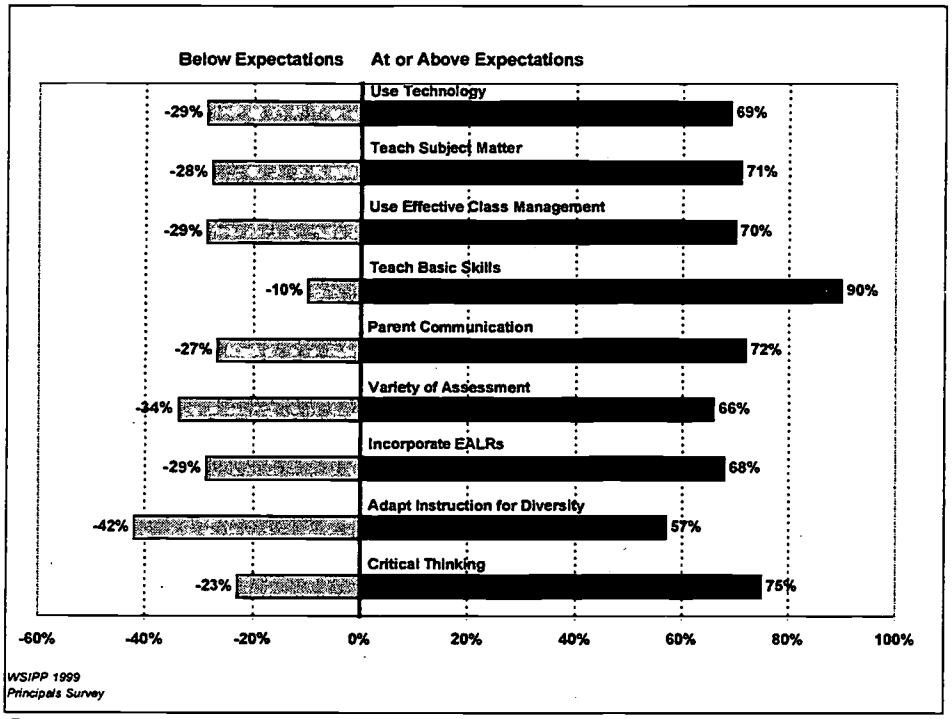


Diversity. The proportion of all minority teachers in public schools has increased from 5 to 10 percent over the last ten years.[35] However, teacher preparation programs on most campuses have lower percentages of minorities than other campus programs.[36]

Knowledge and Skills. The majority of new teachers and principals reported that Washington's teacher preparation programs met or exceeded their expectations for the knowledge and skills taught.[37] Principals tended to be more critical than their new teachers of the training received as shown in the comparison of Exhibits 6 and 7. Some areas for improvement are instructional strategies for at-risk and special needs and a variety of assessment techniques to monitor student progress. In terms of content, principals felt teachers were well prepared in the basic skills of reading and math. Both elementary and secondary principals wanted teachers with more special education background.[38]

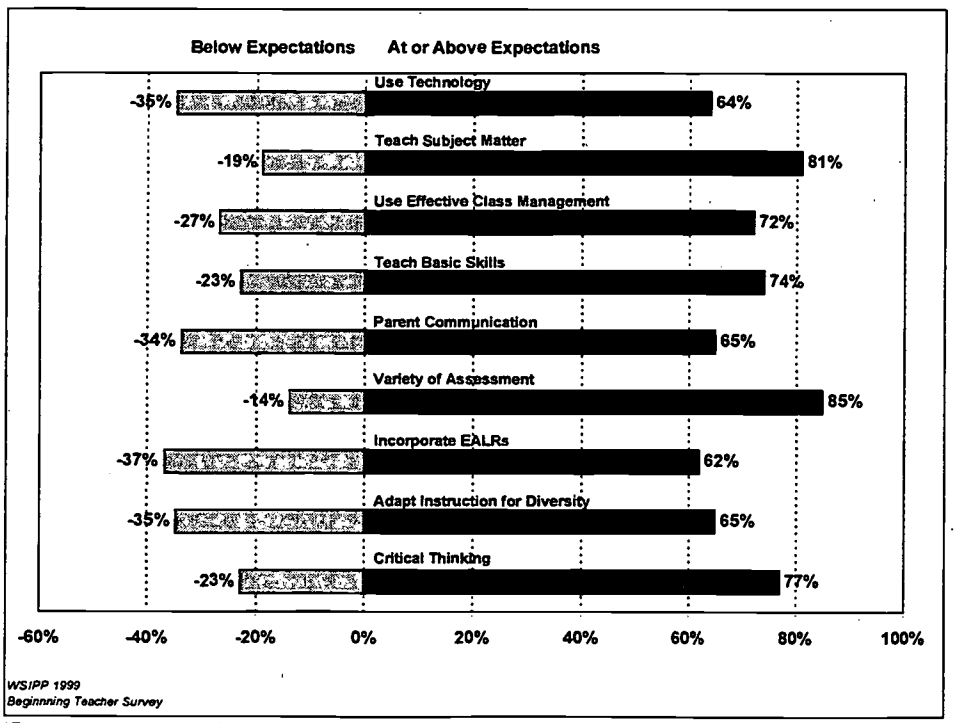
[35] OSPI Certification and School Employment Data 1988-99.
[36] WSIPP Colleges of Education Survey 1999.
[37] WSIPP Beginning Teacher Survey 1999 and Principals Survey 1999.
[38] WSIPP Beginning Teacher Survey 1999 and Principals Survey 1999.

*Exhibit 6**
Most Principals Reported Teacher Preparation Programs Met or Exceeded Their Expectations for New Teachers



*Percentages do not always add to 100 percent due to the response selection of "I don't know."

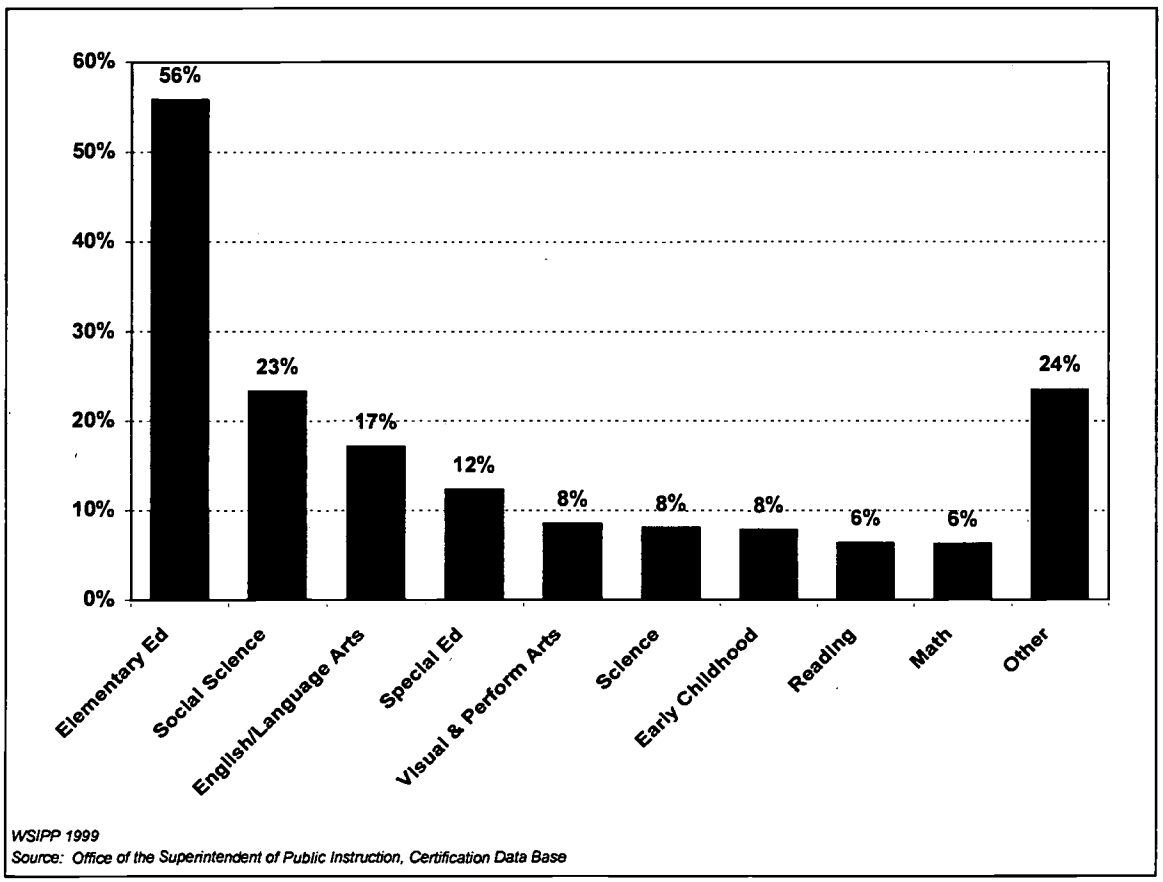
*Exhibit 7**
Most New Teachers Reported Teacher Preparation Programs Met or Exceeded Their Expectations



*Percentages do not always add to 100 percent due to the response selection of "I don't know."

Endorsements. From 1988-98, 56 percent of teachers obtained an elementary education endorsement. The other top two endorsements acquired were social science (23 percent of teachers) and English/language arts (17 percent of teachers).[39] A majority of the teachers over the last ten years have received more than one endorsement at the time of initial certification.[40]

Exhibit 8
Endorsement Received by Teachers At Initial Certification, 1988-98



WSIPP 1999
Source: Office of the Superintendent of Public Instruction, Certification Data Base

In the Institute's survey of beginning teachers, 27 percent reported they taught outside their endorsement area part-time.[41] Teachers in middle school or combination middle/high school taught outside their endorsement area more frequently than other grade levels. SBE received 89 waiver requests from school districts for teachers to teach outside their endorsement areas in 1997-98.[42] The most common out-of-endorsement assignments are math, physical education, and special education.

Feedback From Graduates and Their Employers. SBE requires the teacher preparation programs to survey their graduates and graduates' employers. Placement information from

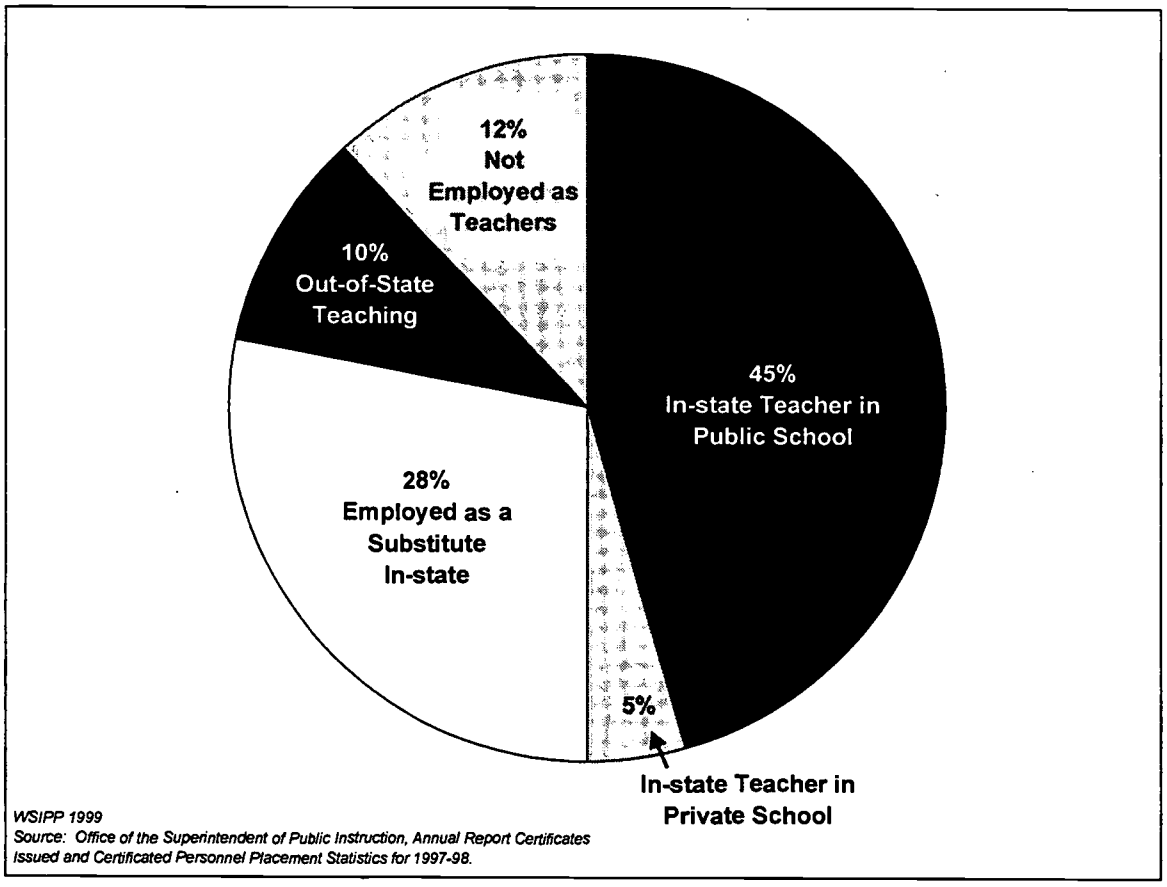
[39] OSPI Certification Data 1988-1998.
[40] OSPI Certification Data 1988-1998.
[41] WSIPP Beginning Teacher Survey 1999.
[42] SBE information on out-of-endorsement assignment for 1997-98 school year.

the surveys is sent to OSPI for compilation. It is up to the programs to determine how they use the information. One teacher preparation program from the case studies had a faculty member visit each site where their first year graduates were employed to interview the employer and graduate. In the Institute's Principals' survey, only 28 percent of the principals reported that the teacher preparation programs had contacted them for recent information on their graduates.

What Are the Career Patterns of Washington's Graduates?

Placement Upon Graduation. As Exhibit 9 shows, 88 percent of all teachers graduating from Washington State teacher preparation programs are employed in teaching jobs or working as substitutes immediately after graduation. Forty-five percent teach in public schools.[43]

Exhibit 9
First-Year Employment Status of 1996-97 Graduates From Washington Teacher Preparation Programs



WSIPP 1999
Source: Office of the Superintendent of Public Instruction, Annual Report Certificates Issued and Certificated Personnel Placement Statistics for 1997-98.

Placement Within Three Years of Graduation. The placement patterns for graduates from Washington teacher preparation programs in Exhibit 10 shows a gradual increase in

[43] Data from teacher preparation programs' follow-up graduate surveys and OSPI Office of Professional Education and Certification's Annual Report of Certificates Issued and Certificated Personnel Placement Statistics (1997-98).

the percentage of teachers employed permanently in Washington public schools within the first three years of graduation. As shown in Exhibit 9 above, a large percentage of graduates (almost one-third) substitute during their first year after graduation and then find permanent jobs as teachers in the second or third year.

Exhibit 10

Percent of Washington Teacher Preparation Graduates Working as Teachers in Washington Public Schools During the First Three Years After Initial Certification

	First Year After Graduation	Second Year After Graduation	Third Year After Graduation
1991	39%	56%	61%
1992	43%	58%	63%
1993	38%	52%	57%
1994	34%	47%	55%
1995	31%	48%	56%

Source: OSPI Certification Data 1988-98

Summary and Conclusions

Knowledge and Skills for Teaching. Higher education institutions are changing to meet the demands of education reform. The majority of new teachers and principals reported that teacher preparation programs met their expectations for providing knowledge and skills needed in today's classrooms. Some additional areas programs should emphasize include: adapting instructional strategies for at-risk and special needs populations and using a variety of assessment techniques to monitor student learning. Challenges for the programs include finding and supporting quality student teaching placements and measuring a positive impact on student teaching.

Revised Standards for Teacher Preparation. SBE has created a new set of performance standards for its approval of teacher preparation programs. These standards incorporate requirements for the knowledge and skills teachers need to address education reform. The new program approval standards provide no statewide assurance that teacher candidates meet common minimum levels of performance. It is up to an individual pre-service program to make that determination. There is limited alignment between the pre-service standards and standards for other stages of teachers' careers.

Assessment of Candidates and Graduates. Assessment of candidates is the responsibility of the colleges of education and the colleges of arts and sciences (for undergraduate majors other than education). SBE requires feedback surveys on graduates for each teacher preparation program. Washington has no statewide tests or assessments of individual pre-service candidate performance either for entry into teacher preparation programs or residency (initial) certification. In the Institute's surveys, over 75 percent of the new teachers and principals favored testing for basic skills, subject matter, and pedagogy.[44]

[44] WSIPP Beginning Teacher Survey 1999 and Principals Survey 1999.

Accountability. SBE rules lack a defined process for determining a program's compliance with the new standards. Oversight occurs at each teacher preparation program through its PEAB, which is comprised of a majority of classroom teachers, and through surveys of graduates and their employers.

IV. BEGINNING TEACHER ASSISTANCE

Since 1985, Washington has provided state funds for beginning teacher assistance programs through the Teacher Assistance Program (TAP). Although the 1999 Legislature more than doubled the appropriation for TAP, the increased funding may still not cover all new teachers because state funds are distributed before all teachers are hired.

School district assistance programs, mentors, and training tend to focus on issues of emotional support and basic teaching skills for first-year teachers. Half the beginning teachers and three-quarters of the principals surveyed by the Institute reported the programs made a difference in helping teachers get through their first year. Beginning teachers and principals were less positive about whether assistance programs made a difference in improving specific knowledge and skills. There are no statewide expectations for what programs are intended to accomplish.

The state beginning teacher assistance program has not been changed to reflect increased expectations for improved student learning under education reform.

Overview

Washington has provided state funds for the Teacher Assistance Program (TAP) for first-year teachers since 1985. Local assistance programs are administered by school districts or Educational Service Districts (ESDs) and include assignment of an experienced mentor teacher, training for mentors and beginning teachers, and release time for participants to observe other classrooms.

Over the years, the legislature has changed the administration, allocation of funds, and level of funding for the TAP program. Until 1999, the funding available per beginning teacher had steadily declined. For the 1999-2001 biennium, the Legislature more than doubled the TAP appropriation.

The TAP program was created before the state's education reform and has not been altered. State law describes TAP solely as a set of inputs: mentors, training, and release time. No evaluation has been completed on the TAP program since 1990, and limited information is collected about the activities that state or local funds support.

Why Provide Assistance to Beginning Teachers?

Parents and the public have the same expectations for teachers regardless of how long they have been teaching. But even the best teacher preparation programs provide only a foundation of knowledge and skills that teachers will need to build upon throughout their careers.[45] First-year teachers frequently mention problems dealing with basic issues such

[45] Sandra Odell, "Teacher Induction: Rationale and Issues," ed. Douglas Brooks, *Teacher Induction: A New Beginning,* (Reston: Association of Teacher Educators, 1987), 69.

as discipline, motivating students, communicating with parents, accessing instructional resources, and planning and organizing class work.[46] Studies also report that beginning teachers feel disillusioned by the reality of their first teaching job. New teachers report feeling isolated due to lack of support from parents, school administrators, and colleagues.[47]

In part, interest in assistance programs stems from concern about high rates of attrition among teachers with less than five years of experience. One recent summary of multiple studies conducted in various states and school districts across the country concluded that attrition rates for new teachers range between 30 and 60 percent.[48] Some studies suggest the quality of the first teaching experience is the most heavily weighted factor influencing teacher retention.[49] In creating assistance programs, state and school district officials hope to ease the stress of the first year and reduce the number of teachers who leave the profession due to burnout or frustration.

In addition, state and school district officials hope that assistance programs make participants better teachers. Some researchers have concluded that the first year of teaching is so chaotic, most new teachers focus on controlling student behavior rather than on fostering student learning.[50] Other researchers point out that teachers progress through distinct stages of professional development while gaining competency.[51] Assistance programs are intended to hasten new teachers' progress through these developmental stages and steadily build their proficiency in complex teaching strategies that support student learning. The increased expectations for improved student learning under education reform also increase the importance of having Washington's new teachers quickly become effective teachers.

What Is Washington's Beginning Teacher Assistance Program?

Washington's Beginning Teacher Assistance Program (TAP) began on a pilot basis in 1985 with 100 teachers. State law sets out the basic inputs of the program:[52]

- Assistance by experienced mentor teachers;
- Stipends for mentors and beginning teachers;
- Training workshops for mentors and beginning teachers; and
- Use of substitutes to allow mentors and beginning teachers to jointly observe different teaching situations and allow the mentor to observe the beginning teacher.

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[46] Simon Veenman, "Perceived Problems of Beginning Teachers," *Review of Educational Research* 54(2) (1984), 154.
[47] Simon Veenman, "Perceived Problems of Beginning Teachers," 154; and Yvonne Gold, "Beginning Teacher Support: Attrition, Mentoring and Induction," ed. John Sikula, *Handbook of Research on Teacher Education* 2nd edition, (New York: Simon & Schuster Macmillan: Association of American Teachers, 1996), 548-594.
[48] Douglas Mitchell et al., *The California Beginning Teacher Support and Assessment Program: A Statewide Evaluation Study,* (Sacramento, CA: California Educational Research Cooperative, 1997), 7.
[49] Gold, "Beginning Teacher Support," 554.
[50] Eugene Schaffer et al., "An Innovative Beginning Teacher Induction Program: A Two-Year Analysis of Classroom Interactions," *Journal of Teacher Education* 43(3) (1992): 181.
[51] Mitchell, *The California Beginning Teacher Support and Assessment Program,* 4.
[52] RCW 28A.415.250.

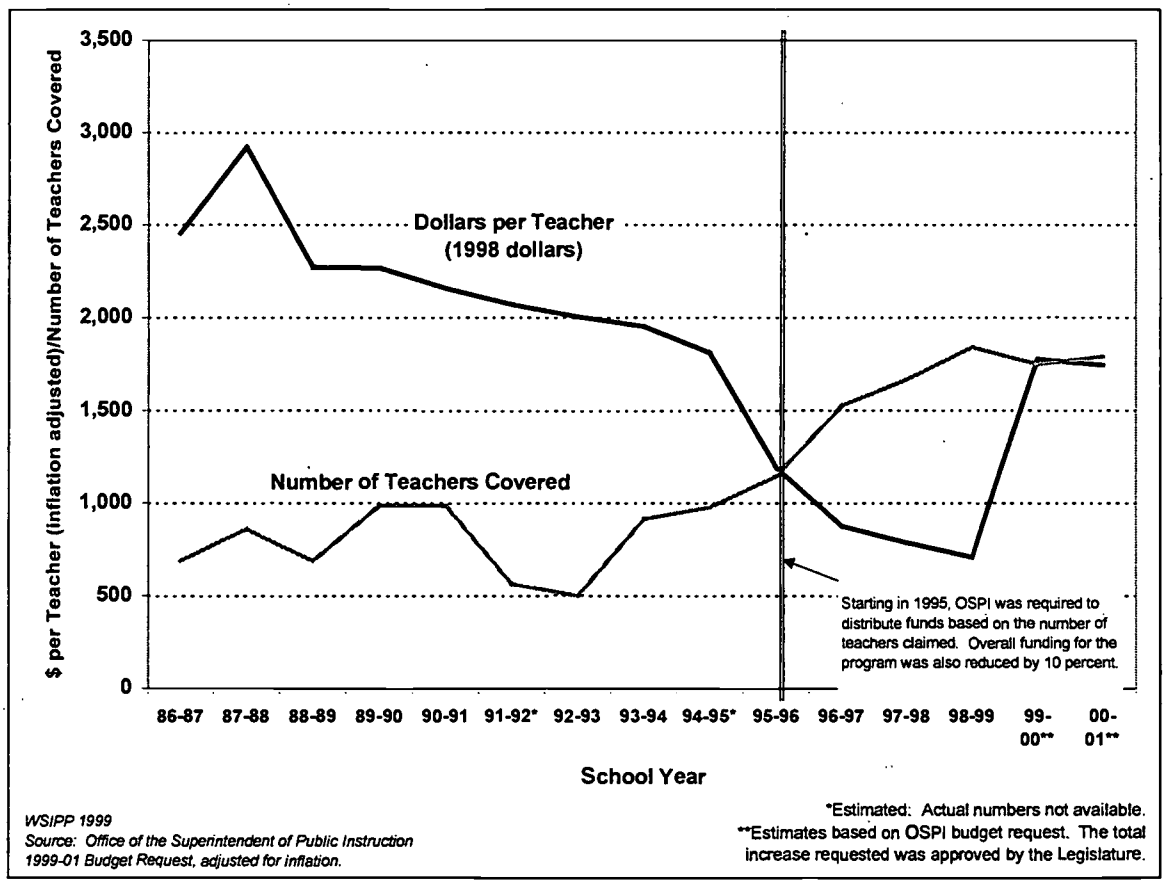
A beginning teacher is defined by OSPI as someone with fewer than 90 days teaching experience. Mentor teachers are specifically prohibited from being involved in performance evaluations conducted by principals.

Starting in 1986-87, $1.4 million was appropriated to expand the program on a statewide basis. OSPI allocated funds on a first-come, first-served basis and the program usually covered between 60 and 75 percent of eligible teachers.[53] In 1995, school districts were given the option to receive funds directly to operate their own programs. For districts that do not select this option, proportional funding goes to the ESD to coordinate services for their teachers. As the number of teachers claimed by districts has increased, the amount of funding available per teacher has declined.

This downward trend was reversed by the 1999 Legislature, which more than doubled the biennial appropriation for the program to $6.2 million. However, when inflation is taken into account, the estimated per-teacher allocation for Fiscal Year 1999-2000 will be about 39 percent below the program's highest allocation per teacher in 1987-88 (see Exhibit 11).

Exhibit 11

TAP Funding History: 1986-2001 (Adjusted for Inflation)
Per-Teacher Allocation and Number of Teachers Covered



WSIPP 1999
Source: Office of the Superintendent of Public Instruction 1999-01 Budget Request, adjusted for inflation.

*Estimated: Actual numbers not available.
**Estimates based on OSPI budget request. The total increase requested was approved by the Legislature.

[53] Between 1991-92 and 1994-95, coverage by TAP dropped to between 30 and 60 percent of beginning teachers due to a budget reduction to the program for the 1991-93 biennium.

How Do Other States Assist Beginning Teachers?

In 1984, eight states had beginning teacher assistance programs. By 1999, that number had grown to 27.[54] The purpose, organization, funding, and coverage of programs differ from state to state. (See Appendix M for a chart comparing programs in all 27 states.)

General Program Information. Twenty states require beginning teachers to go through an assistance program. Ten states at least partially fund this requirement. Seven states, including Washington, have optional programs with either partial or total state funding.

Mentors and Training. All 27 states rely on mentors to assist beginning teachers. In seven states, the mentor is just one member of a support team that may include a school administrator, a college faculty member, or an assessor. In 13 states (Washington included), both beginning teachers and mentors receive some training.

Evaluation of Beginning Teachers. In seven states, beginning teachers are evaluated within the assistance program for purposes of making employment decisions. State certification decisions are made within the assistance program in 12 states. Other states, such as Washington, clearly separate their assistance programs from formal performance evaluation out of concern that non-judgmental support and high-stakes performance assessment cannot be successfully combined.

State Cost. For 1996-97, states spent from $143 to $2,000 per beginning teacher. Washington's TAP allocation in 1996-97 was $854 per beginning teacher. Programs in California, South Carolina, and Washington have since received very large increases in their budgets for beginning teacher assistance, and significant new funding has been proposed in Texas and North Carolina. All mentors are paid for their work, with state-established stipends ranging from $225 to $4,000. Nineteen states allow districts to determine the amount of the mentor stipend.

What Assistance Is Provided to Beginning Teachers in Washington?

The Institute collected information about district and ESD assistance programs during the 1997-98 school year. In that year, 158 school districts received $782 for each of 1,667 beginning teachers they reported to OSPI. Teachers hired after the September 15th reporting date were not covered by TAP funds. Sixty-five percent of the districts accepted the TAP allocation directly and ran their own programs. Small and some medium-sized districts were more likely to utilize ESD services.[55] Five of the nine ESDs participated in TAP programs in 1997-98, serving a total of 188 teachers.

[54] This summary includes beginning teacher assistance programs that are mandated or funded (or both) by a state.

[55] For purposes of the study, districts were grouped by the following sizes based on their 1997-98 student enrollment: small (up to 1,999), medium (2,000 to 9,999), large (10,000 or more).

The Institute used several surveys, along with interviews in selected school districts, to answer the following questions about beginning teacher assistance programs in Washington:[56]

- Who provided assistance to beginning teachers?
- What type of assistance was provided? (Mentors, training, observations, reduced workload/extra time, principals, program structure.)
- What topics were the focus of assistance for beginning teachers?
- What accountability is associated with assistance programs?
- What did districts spend to assist beginning teachers?

Who Provided Assistance to Beginning Teachers? Of the districts surveyed, 80 percent offered programs for beginning teachers in 1997-98, but 95 percent of the districts reported they had beginning teachers that year.[57] Forty-one percent of the surveyed districts reported having more beginning teachers than the number covered by the TAP program.[58] The difference ranged from one or two teachers per district up to 20 or more. Statewide, OSPI estimated that about 20 percent of beginning teachers were not covered by TAP.[59] Not all teachers are hired by the September 15th deadline for claiming TAP funding. The presence of only a few new teachers and the relatively small amount of funding to support them may not catch the attention of district administrators.

What Type of Assistance Was Provided? The most frequently reported type of assistance provided by school districts was assignment of a mentor teacher (see Exhibit 12). School districts were least likely to include a reduced workload for beginning teachers as part of their assistance program. Large districts were able to provide more types of assistance than medium or small districts.

[56] The Institute surveyed 3,600 teachers who started working in Washington public schools between 1996 and 1998, 1,800 public school principals, and a stratified random sample of 100 school districts. Response rates were: 54 percent (beginning teachers), 65 percent (principals), and 61 percent (school districts). The responding school districts employed 34 percent of the teachers in the state and 48 percent of the TAP-funded beginning teachers for 1997-98.

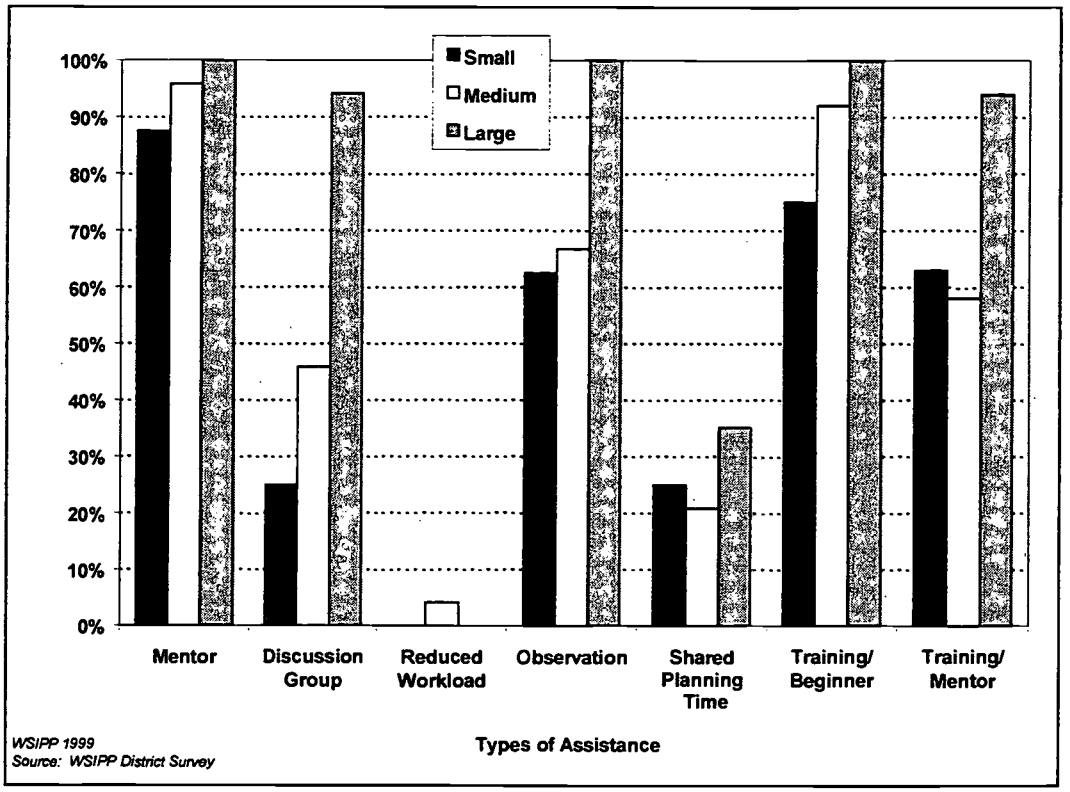
[57] WSIPP District Survey 1998.

[58] WSIPP District Survey 1998.

[59] OSPI Budget Request 1999-01, Decision Package BB. For 1997-98, OSPI reported 1,992 beginning teachers compared with 1,667 covered by TAP.

Exhibit 12

Assistance Most Frequently Reported: Mentor Teacher (96 Percent of Districts)
Assistance Least Frequently Reported: Reduced Workload (2 Percent)



- **Mentors**. Most districts (70 percent) relied on a model of mentoring where a senior teacher is hired on a supplemental contract to serve as a mentor in addition to full-time teaching. However, 30 percent (typically larger districts) utilized part-time or full-time professional development staff, sometimes in combination with mentors on supplemental contracts.[60]

  Mentors were usually in the same building (76 percent) and taught the same subject and grade level (77 and 72 percent, respectively) as the beginning teacher. The two were usually able to meet regularly: 45 percent of beginning teachers reported meeting with their mentor on a weekly or daily basis, and another 34 percent reported meeting once or twice a month.[61]

  However, surveyed teachers also expressed strong concerns about lack of time to meet their classroom responsibilities, let alone time to meet with mentors. Mentors with supplemental contracts not only have their own teaching loads, but often lead other school activities.[62] Some research suggests that frequent, casual contact provides

[60] WSIPP District Survey 1998.
[61] WSIPP Beginning Teacher Survey 1999.
[62] Terry Wildman et al., "Teacher Mentoring: An Analysis of Roles, Activities and Conditions," *Journal of Teacher Education* 43(3) (1992), 211.

support to beginning teachers, but mentors and beginning teachers also need to set aside time specifically to work on improvement of teaching strategies.[63]

- **Training.** A wide range in the amount of training specifically for beginning teachers was reported by surveyed teachers (see Exhibit 13).

Exhibit 13
Attendance at Training for Beginning Teachers

None	Up to 9 hours	Between 10 and 18 hours	19 hours or more
25%	36%	20%	19%

WSIPP Beginning Teacher Survey 1999

Small (63 percent) and large districts (94 percent) were more likely than medium-sized districts (58 percent) to have training for both beginning teachers and mentors. This is probably due to small districts' reliance on ESD-run programs, which offer training for both.[64]

Beginning teachers also have training opportunities beyond those offered through an assistance program. The majority of those who attended training for beginning teachers (59 percent) reported that it represented less than a fourth of the total training they encountered in their first year as a teacher.[65]

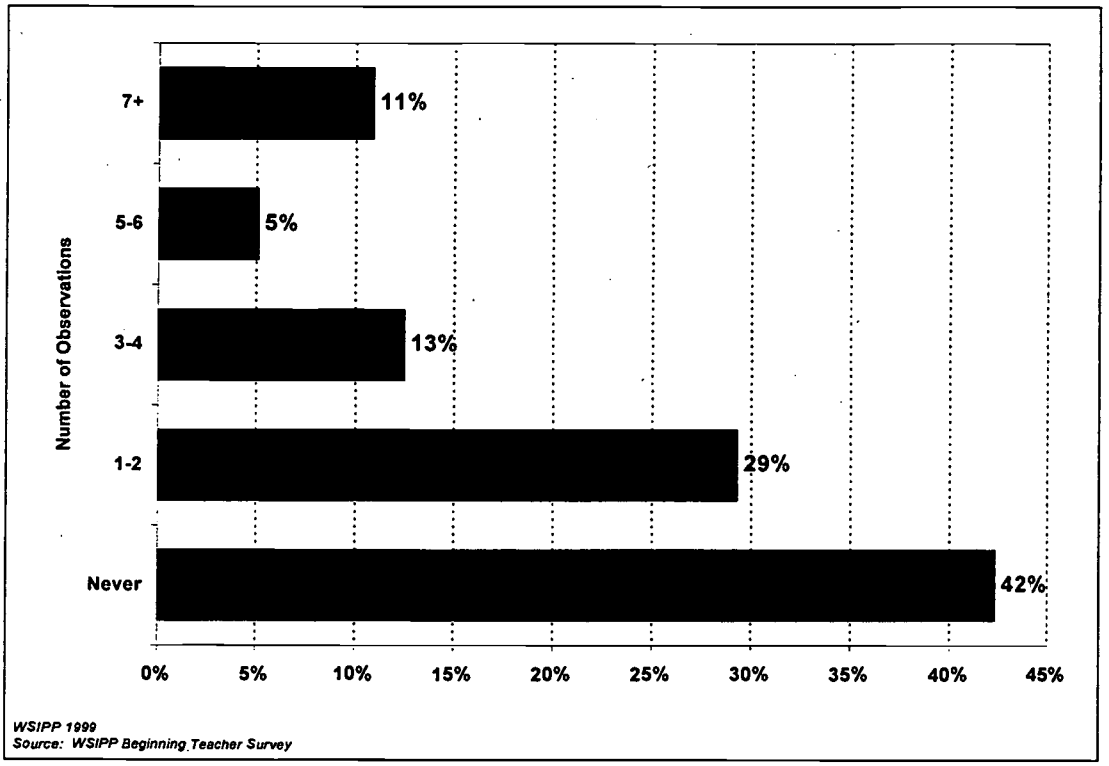
- **Observations.** It is unclear how effective a mentor could be as a coach or advisor without watching the beginning teacher in his or her classroom. Beginning teachers also often request the opportunity to watch experienced teachers to learn how they engage their students, pace the lessons, and solve problems.[66] However, observations are difficult to arrange.

Most beginning teachers reported that their mentors either never had the opportunity to watch them teach or did so only once or twice during their first year of teaching (see Exhibit 14). Beginning teachers reported slightly more opportunity to observe other teachers. Thirty-seven percent of beginning teachers observed other classrooms once or twice during the first year, and 19 percent did so three or four times.

[63] Gold, "Beginning Teacher Support," 574.
[64] WSIPP District Survey 1998.
[65] WSIPP Beginning Teacher Survey 1999.
[66] Katherine Perez et al., "An Analysis of Practices Used to Support New Teachers," *Teacher Education Quarterly* (Spring 1997), 49.

Exhibit 14

Most Mentors Rarely Observed Beginning Teachers



Most districts (64 percent) provided one day or less of release time for beginning teachers through their assistance program. Twelve percent provided none. Fifty-four percent provided one day or less for mentors, with 20 percent providing none.[67] However, in some districts, providing release time is a building decision made by the principal or site council. In other districts, use of the time is left to the discretion of the team who could attend a training or conference or use it for observations.

- **Reduced Workload/Extra Time.** Some studies have found that beginning teachers are more likely to be placed in assignments outside their area of expertise or assigned more difficult situations, such as teaching multiple subjects or grade levels or not having a permanent classroom.[68] Forty-two percent of the new teachers surveyed by the Institute reported their assignment was more difficult than others in their school.[69]

  Compared to district-run assistance programs, principals were more likely to offer a reduced workload or extra time informally to new teachers in their building (see Exhibit 15).

[67] WSIPP District Survey 1998.
[68] L. Huling-Austin, "Teacher Induction: Rationale and Issues," in D. Brooks, ed., *Teacher Induction—A New Beginning*, (Reston, VA: Association of Teacher Educators, 1987), 5.
[69] WSIPP Beginning Teacher Survey 1999.

Exhibit 15

Principals More Likely Than Districts to Arrange Reduced Workload and Planning Time for Beginning Teachers

Does your district provide:	Principals Responding "Yes"	School Districts Responding "Yes"
Reduced Workload for Beginning Teacher?	16%	2%
Extra or Shared Planning Time With Mentor?	40%	27%

Source: WSIPP District Survey 1998 and Principal Survey 1999

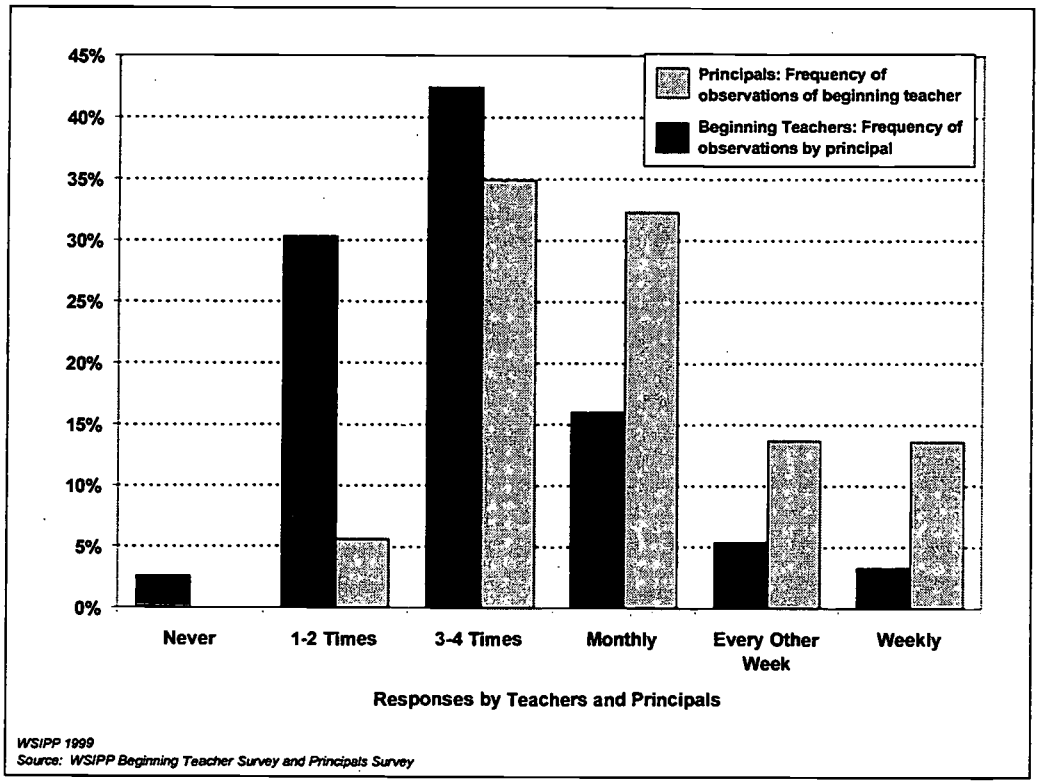
- **Principals.** Although principals are not identified in statute as participants in TAP programs, they play a key role in a teacher's first year on the job. New teachers want their principal to be an educational leader, clearly convey the rules, expectations, and norms in the school, and provide feedback and guidance on their teaching.[70] Some researchers suggest that too little attention has been paid to the principal's role in assisting beginning teachers.[71]

  In Washington, principals are required to observe teachers at least twice during the school year for formal evaluation purposes. The criteria and procedures for evaluations are set by state statute and local collective bargaining agreements. The evaluation criteria have not been changed since 1976.[72]

  Beginning teachers and principals did not agree how often principals either formally or informally observe new teachers (see Exhibit 16). The most agreement (42 percent of beginning teachers and 36 percent of principals) was that observations tended to occur three or four times a year. However, another 30 percent of beginning teachers reported their principals only met the minimum standard of two observations. In contrast, the other large group of principals reported they came into beginning teachers' classrooms on a monthly basis (32 percent).

[70] Barbara Brock and Marilyn Grady, *Beginning Teacher Induction Programs*, Paper presented at the Annual meeting of the National Council of Professors in Educational Administration, August 6-10, 1996, ERIC Document 399 631, 7.
[71] Brock and Grady, *Beginning Teacher Induction Programs,* 3.
[72] See Appendix F for a comparison of the evaluation criteria and other standards for teacher performance.

Exhibit 16
Different Perceptions of How Often Principals Observe Beginning Teachers (Formally or Informally)



Thirty-eight percent of beginning teachers found their principal's assistance very helpful, and 28 percent found it somewhat helpful.[73] The more time principals spent observing or monitoring their progress, the higher beginning teachers rated their helpfulness.

- **Program Structure.** Districts organize their assistance programs in very different ways. For example, monthly discussion groups might be held after school for beginning teachers, led by mentor teachers, on topics chosen by the group. In a few districts, full-time professional development staff provide assistance to improve knowledge and skills, but each building also assigns a "partner" teacher to serve as a resource and provide emotional support. In several programs, the team of beginning teacher and mentor create their own plan for use of the TAP allocation, which might include substitute time, workshop fees, or per diem pay to attend weekend training. One district has a mentor cadre released one day a week to work with beginning teachers throughout the district. For a more in-depth picture of assistance programs in four school districts, see Appendix N.

What Topics Were the Focus of Assistance for Beginning Teachers? The primary focus of assistance programs appears to be on general support and basic teaching skills for beginning teachers. "Overall Orientation" and "Emotional and Psychological Support" were

[73] WSIPP Beginning Teacher Survey 1999.

most frequently selected by districts as the top two objectives of their programs.[74] This is consistent with most of the research on beginning teacher assistance, which has found that gaining competency in the day-to-day managing of a classroom, scheduling and organizing lessons, finding resources, and dealing with parents occupy much of a first-year teacher's attention, and, therefore, are frequently a primary focus of assistance programs.[75]

Beginning teachers were also most likely to spend time on these two topics in training or with their mentor. Eighty-five percent reported receiving training for orientation purposes, and 80 percent reported spending time with their mentors on issues of emotional and psychological support.[76] Classroom management was the next most frequent topic of attention in training and mentoring according to both school districts and beginning teachers.[77]

Less emphasis was given to increasing a new teacher's depth of knowledge about how to teach particular subjects, incorporating EALRs into curriculum and teaching, or effective teaching of diverse students. These are more complex issues that might be addressed through training or workshops for all teachers or may be covered in later stages of professional development. However, some researchers also suggest that too much time is spent in assistance programs on the "mechanics" of teaching and not enough on developing complex teaching strategies.[78]

What Accountability Is Associated With Assistance Programs? Accountability is a recurring theme of education reform. There is limited fiscal accountability associated with the TAP program. The total state appropriation for TAP is fixed over a biennium and does not change to reflect an increasing number of new teachers. All state funds for the year are distributed based on the number of beginning teachers hired as of September 15th. There is no funding mechanism to recognize that districts may need to hire additional beginning teachers later in the school year or that some beginning teachers may leave. School districts and ESDs returned nearly $128,000 of unused TAP funds for 1996-97. These funding issues are not addressed by the increased state appropriation approved by the 1999 Legislature.

There is also limited program accountability with TAP. There are no statewide standards or objectives for what TAP is intended to accomplish. The parameters of the program are described in statute solely as inputs: stipends for mentors, training, and substitutes for observations. The Institute found a mixed response regarding whether expectations or objectives were established at the local level in district assistance programs. Eighty-one percent of school districts and 61 percent of principals reported setting expectations for what beginning teachers should gain or accomplish through an assistance program.[79] However, only 27 percent of the teachers reported that expectations had been set by either principals or school districts. Just under half of the beginning teachers (49 percent)

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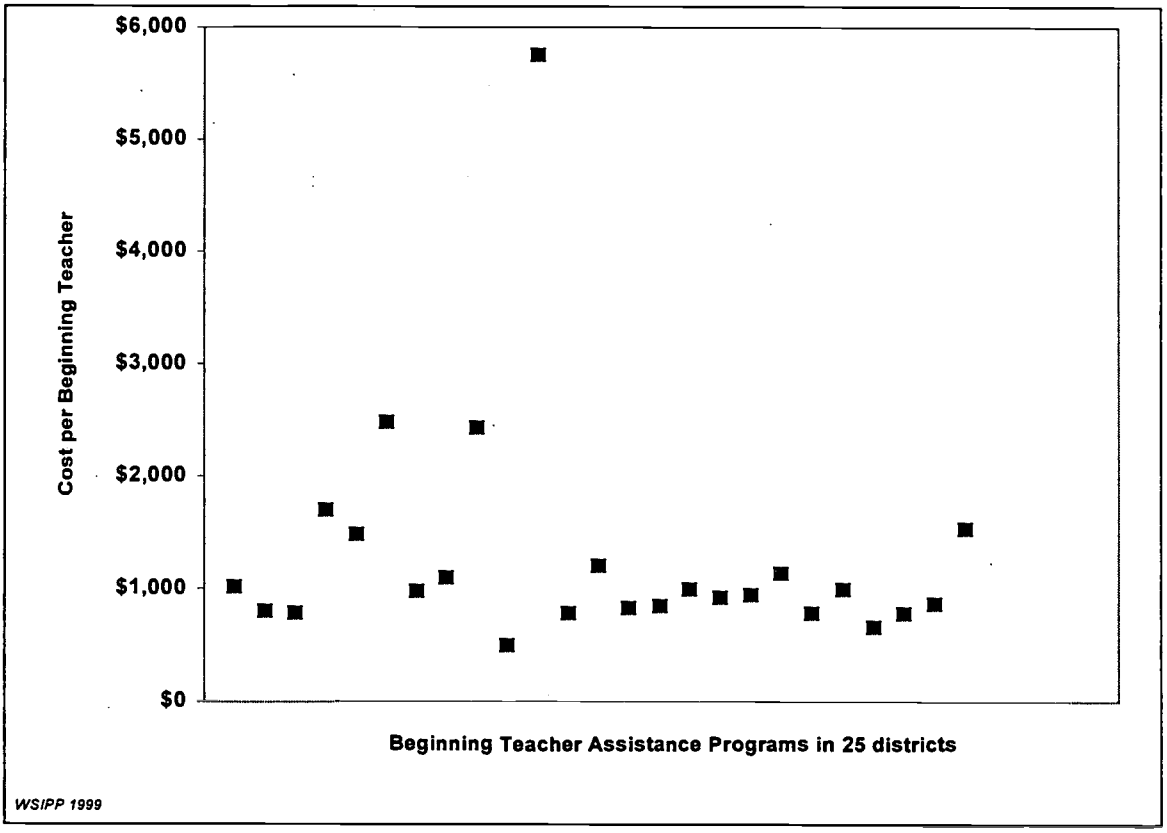
[74] WSIPP District Survey 1998.
[75] Odell, "Teacher Induction: Rationale and Issues," 72.
[76] WSIPP Beginning Teacher Survey 1999.
[77] WSIPP Beginning Teacher Survey 1999 and District Survey 1998.
[78] Gold, *Beginning Teacher Support,* 562 and Sharon Feiman-Nemser and Michelle Parker, "Making Subject Matter Part of the Conversation in Learning to Teach," *Journal of Teacher Education* 41(3) (1990), 33.
[79] WSIPP District Survey 1998 and Principal Survey 1999.

reported they established objectives with their mentors for what they wished to accomplish together through the year.[80]

What Did Districts Spend to Assist Beginning Teachers? The Institute obtained budget information on assistance programs in 1997-98 from 25 school districts, which included the four case studies and 21 respondents to the district survey.[81] School districts varied in how much they spent per beginning teacher in 1997-98: from less than $500 to more than $5,700 (see Exhibit 17).

However, this comparison hides significant differences among programs based on the size of the district and number of teachers served. The districts whose costs were lower tended to serve relatively few teachers. The weighted average cost to assist the 540 beginning teachers in these 25 districts was $1,609 per teacher compared with $782 per teacher available from the state for 1997-98.

Exhibit 17
Variation in Expenditures Per Teacher Across Districts



[80] WSIPP Beginning Teacher Survey 1999.
[81] The sample of 25 included six small, ten medium, and nine large districts. They provided programs for 540 beginning teachers in 1997-98, or just over 25 percent of the total. We also included a variety of locations across the state and both district-run and ESD-run programs in the sample.

Payments to mentors were the largest cost in program budgets, representing 57 percent of the weighted average cost per teacher (see Exhibit 18). When mentors were paid through a supplemental contract, the median stipend was $435. The median stipend for beginning teachers was $108.

Exhibit 18
Mentors Represent the Largest Cost in Program Budgets

Program Components	Per Beginning Teacher: Weighted Average Cost	Per Beginning Teacher: Percent of Total
Mentors	$911	57%
Training/Release Days	$511	32%
Beginning Teachers	$87	5%
Other*	$100	6%
Total	**$1,609**	**100%**

*Administration, coordination, and direct assistance (training or mentoring) by program coordinators.

How Effective Is Assistance for Beginning Teachers?

What Is the Impact of Programs on Retention? One recent study stated that 40 percent of beginning teachers resign during their first two years of teaching.[82] Similar statistics are frequently used as a justification for state and national efforts to improve support programs for beginning teachers.[83]

The Institute analyzed the work history of teachers in public schools based on when they received their initial teaching certificates. Of teachers who received their initial certificates between 1988 and 1994, an average of 18 percent left the public schools in their first two years of teaching. However, about 5 percent later returned to teach in public schools within

[82] Leslie Marlow et al., "Beginning Teachers: Are They Still Leaving the Profession?" *The Clearinghouse* 70(4) (1997), 211.
[83] Panel for Texas Novice Teacher Induction Support System, *Final Report*, (Austin: Texas, 1998); Linda Darling-Hammond, *Doing What Matters Most: Investing in Quality Teaching*, (New York: National Commission on Teaching and America's Future, 1997), 21.

the time frame of the Institute's study (see Exhibit 19).[84] This pattern was relatively stable over the six-year period, with a slight upward trend in the percentage of teachers who leave and do not later return.[85]

Exhibit 19

About 18 Percent of Teachers Leave Public Schools in the First Two Years, But About 5 Percent Later Return

Year Certificate Issued	Left Public Schools in First Two Years	Later Returned to Public Schools	Did Not Return to Public Schools
1988	18%	7%	11%
1989	18%	6%	12%
1990	17%	6%	11%
1991	17%	4%	13%
1992	18%	5%	13%
1993	19%	5%	14%
1994	19%	4%	15%

Source: OSPI Certification Data and School Employment Data (F-196)

About half the beginning teachers (52 percent) reported it was very unlikely they will leave the teaching profession in the next five years.[86] A strong majority said having mentors and training in their first year made slight to no difference in their decision to stay in teaching (72 percent). Forty-three percent cited salary as the top reason that might cause them to leave teaching in the future (see Exhibit 20).

[84] Data from more recent years is not reliable for this particular analysis because not all teachers start work immediately after obtaining their certificates and not enough time has elapsed to evaluate their work histories. However, preliminary data obtained from the Legislative Evaluation and Accountability Program (LEAP) shows a similar pattern. LEAP analyzed whether an FTE teacher who worked in one year returned to work the following year. Between 1988-89 and 1997-98, an average of 11 percent of first-year teachers did not return the following year. There was a slight upward trend over the period, from 9 percent in 1988-89 to 13 percent in 1997-98. This does not reflect later returns.

[85] Using the Institute's analysis, a 1 percent increase in the number of teachers who leave and do not return represents about 30 teachers.

[86] WSIPP Beginning Teacher Survey 1999.

Exhibit 20
Main Reason to Leave Teaching in the Next Five Years

Reason	Percent
Salary level	43%
Family	15%
Limited opportunities for career growth or other career interests	14%
Lack of administrative support	11%
Student discipline problems	10%
High expectations for student performance	4%
Isolation from colleagues	3%

Source: WSIPP Beginning Teacher Survey 1999

Some have argued that comparatively high retention rates and high career satisfaction are indicators of the impact of assistance programs,[87] but the Institute could not verify the TAP program's impact on retention of beginning teachers.

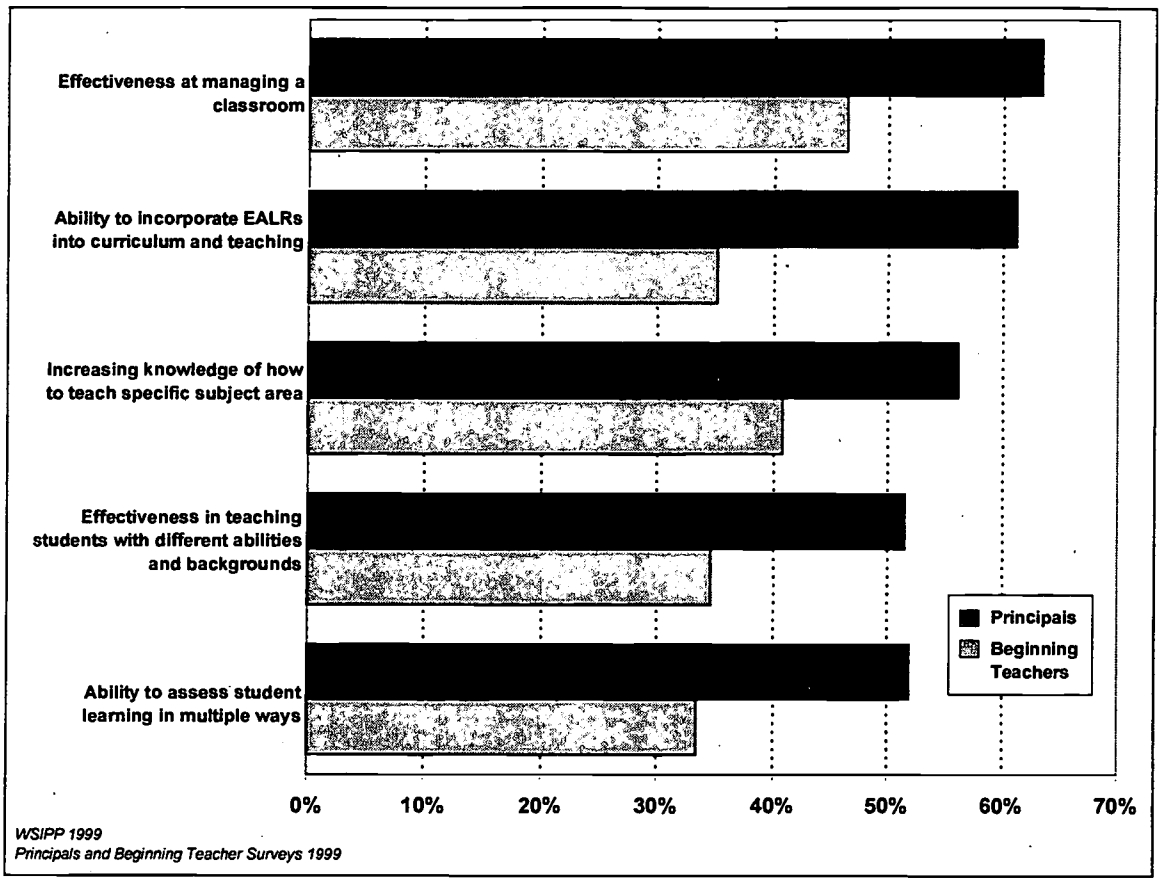
What Is the Impact of Programs on Improved Teaching? A second major objective of beginning teacher assistance programs is improvement of teaching. Seventy-three percent of principals and 51 percent of beginning teachers reported that assistance programs made some or a big difference in helping teachers get through their first year.[88] Getting through the first year means increasing beginning teachers' confidence in their ability to manage the basics: scheduling and organizing the day, accessing resources, dealing with students and parents, and juggling time and responsibilities.[89]

Responses by principals and beginning teachers are somewhat less positive on the impact of assistance programs on improving beginning teachers' knowledge and skills in five specific areas (see Exhibit 21).

[87] Mitchell et al., *The California Beginning Teacher Support and Assessment Program*, 7.
[88] WSIPP Beginning Teacher Survey 1999 and Principals Survey 1999.
[89] Odell, "Teacher Induction: Rationale and Issues," 75.

Exhibit 21

Principals and Beginning Teachers Who Reported Assistance Programs Improved Beginning Teachers' Knowledge and Skills in Five Areas



WSIPP 1999
Principals and Beginning Teacher Surveys 1999

Beginning teachers were more likely to credit mentors than training in improving their effectiveness (see Exhibit 22). Teachers who reported that mentors made a difference in improving their effectiveness were also more likely to say that assistance programs helped them get through the first year.

Exhibit 22

Beginning Teachers Credit Mentors More Than Training in Improving Their Effectiveness

Type of Assistance	No or Slight difference	Some or Big difference
Mentor	43%	57%
Training	65%	35%

WSIPP Beginning Teacher Survey 1999

How Could Assistance Programs Be Aligned With Education Reform?

More Assistance. School districts, teachers, and principals were asked whether additional assistance would improve the effectiveness of beginning teachers. The highest priority for beginning teachers was more time with a mentor (54 percent said this would make "a lot" of difference in improving their effectiveness).[90] Principals were more likely to report additional training would make the greatest difference.[91] Over 70 percent of school districts gave high rankings to additional observations of other teachers and extra planning time. Over 62 percent of districts raised the issue of increasing the overall funding level for the program.[92]

Fiscal Accountability. About a fourth of the school districts (26 percent) mentioned the need to improve the timing and stability of state funding so that all beginning teachers could be covered with a predictable amount of money.[93] OSPI could change the way the current annual funding is distributed to try to cover more teachers. Alternatively, the legislature could establish a fixed amount of funding for each beginning teacher and adjust the biennial appropriation based on the number of beginning teachers hired over the school year.

Standards and Assessment. Seventy-three percent of school districts reported that having performance goals associated with assistance programs would improve program effectiveness. A smaller number (64 percent) supported having both performance goals and performance evaluations in assistance programs, but opinions on this idea were more divided.[94]

It is possible to combine both non-judgmental support and standards-based performance assessment. For example, assistance programs in California are based on the California Standards for the Teaching Profession and include a variety of performance assessment methods such as observations, individual growth plans, portfolios, and a guided series of exercises that beginning teachers and their mentors work on together. The mentor provides constructive feedback but is not involved with formal evaluation of the teacher. Beginning teachers, mentors, and principals in California found these assessment activities both fair and effective in assisting the teachers' professional development.[95] (See Appendix O for a summary of beginning teacher assistance in California.)

Summary and Conclusions

Support for First-Year Teachers. Washington has provided state funds for beginning teacher assistance programs since 1985. The 1999 Legislature more than doubled the amount of state support for the TAP program for the 1999-2001 biennium. School district programs, mentors, and training tend to focus on issues of emotional support and basic skills for first-year teachers. Beginning teachers and principals report the programs made a difference in helping new teachers get through their first year.

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[90] WSIPP Beginning Teacher Survey 1999.
[91] WSIPP Principals Survey 1999.
[92] WSIPP District Survey 1998.
[93] WSIPP District Survey 1998.
[94] WSIPP District Survey 1998.
[95] Mitchell et al., *The California Beginning Teacher Support and Assessment Program*, 36.

The impact of assistance programs on retention of new teachers was less clear. Statistics for retention of teachers in the first two years in Washington compare favorably with statistics frequently cited in other research supporting beginning teacher assistance programs.

Improvement of Knowledge and Skills. As reported by principals and beginning teachers, assistance programs could have a greater impact on improving specific knowledge and skills of new teachers, such as classroom management or incorporating the state's learning standards into curriculum and lesson plans. Beginning teachers credit mentors more than training in improving their effectiveness, but increasing the amount of time mentors and beginning teachers spend in observations or working together is difficult when mentors have full-time teaching loads.

Statewide Standards and Performance Assessment. There are no statewide standards for what assistance programs are intended to accomplish and reports are mixed on whether expectations are set locally by districts or principals. The experience of California suggests that support and assessment can successfully be combined in an assistance program if performance assessment is used as a professional development tool by mentors and beginning teachers.

Accountability. If beginning teacher assistance programs support an important stage of teacher preparation and development, then state funds should cover all beginning teachers. The increase in funding approved by the 1999 Legislature will not entirely address the issue that state TAP funds cover only 80 percent of first-year teachers.

State funding for beginning teacher assistance programs could be contingent on programs agreeing to use statewide standards and informal performance assessment. Education reform, with its high stakes for improving student learning, provides a new impetus for assistance programs to focus on improving the knowledge and skills of beginning teachers. State policies to introduce additional accountability in beginning teacher assistance programs should also allow district flexibility in designing programs and avoid imposing unnecessary administrative burdens on school districts or ESDs.

V. PROFESSIONAL CERTIFICATION

By requiring teachers to demonstrate a defined set of knowledge and skills and a positive impact on student learning, Washington's proposed professional certificate represents a significant change from the current continuing certificate. It is also different from new state-administered performance assessments being developed in some other states.

Seven pilot projects conducted field-tests of professional certificate programs with 75 teachers between 1997 and 1999. The pilot projects focused on knowledge and skills that teachers could readily apply in their classrooms to improve student learning. However, active collaboration between universities and school districts in implementing certificate programs is not affordable or feasible on a statewide basis. The professional certificate standards for knowledge and skills of teachers are not aligned with pre-service standards. It is also unclear how SBE will determine that certificate programs ensure teachers meet the standards for professional certification in a consistent way.

The professional certificate, as field-tested and currently described in SBE rules, is not ready for statewide implementation.

Overview

Currently, teachers with initial teaching certificates must accumulate a certain number of college credits to obtain a continuing certificate. After August 31, 2000, all teachers who graduate from a teacher preparation program with a residency certificate will be required to obtain a professional certificate in order to continue teaching. Instead of accumulating credits, teachers will have to demonstrate a defined set of knowledge and skills and a positive impact on student learning by enrolling in a state-approved professional certificate program offered through a college or university.

This approach to teacher certification was tested between 1997 and 1999 through seven pilot projects. Difficulties with the field tests began to surface within the first year, raising questions about the feasibility of implementing the professional certificate on a statewide basis by 2000. An advisory committee is discussing possible rule changes for SBE's consideration in October 1999.

What Is the Professional Certificate?

In 1995, SBE charged a 13-member advisory group of teachers, district administrators, and deans of education[96] with developing a new level of teacher certification to replace the continuing certificate. Currently, teachers must have one year of teaching experience, at least 45 quarter credits of post-baccalaureate study, and two subject-area endorsements to obtain a continuing certificate. In 1997, 32 percent of teachers in public schools already

[96] This group is the Washington Advisory Council for Professional Teaching Standards or WACPTS.

had a master's degree when they started teaching and were not required to take additional credits for their continuing certificate.[97]

SBE wanted teachers to demonstrate knowledge, skills, and a positive impact on student learning (outcomes) rather than accumulate time on the job and a specified number of credits (inputs). (See Appendix A for a comparison of requirements for continuing versus professional certification.)

The advisory group recommended the professional certificate have the following features:

- **Standards-Based.** The advisory group recommended that teacher performance be assessed against a set of 18 criteria, organized around three overall standards : effective teaching, professional development, and leadership.[98] The criteria are intended to define performance of a fourth- or fifth-year "professional-level" teacher.

- **Collaboratively Developed, State-Approved University Program.** The advisory group was concerned about cost and legal defensibility of high-stakes performance assessments for practicing teachers.[99] SBE did not receive any state funds to develop or implement the professional certificate. The advisory group also recognized that the state salary allocation schedule provides an incentive for teachers to pursue a master's degree. Therefore, the group recommended that universities and school districts collaboratively develop university-run certificate programs, funded through tuition. A teacher's performance will be assessed through a state-approved certificate program, rather than by the state, using a team with representatives from the university and district and an advocate of the teacher's choice. If course work is at a graduate level, teachers can still simultaneously pursue master's degrees. The estimated future enrollment in certificate programs is more than 1,500 teachers per year.

- **Individual Professional Growth Plan.** According to SBE rules, teachers who are enrolled in professional certificate programs will complete pre-assessments of their knowledge and skills and then develop individual professional growth plans. The growth plans can include instruction from a variety of sources and on-site assistance, such as mentoring, designed to help them achieve and demonstrate competency. The professional growth plan is intended to allow certificate programs to adapt to the diverse backgrounds, experience, classroom assignments, and interests of teachers.[100]

- **Multiple Forms of Assessment.** The advisory group did not propose a "test" of teacher performance. They wanted evidence of sustained demonstration over time and in the classroom of relevant knowledge, skills, and an impact on students.[101] Teachers

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[97] Institute analysis of OSPI Certification Data and School Employment Data. Twenty-eight percent of teachers prepared in-state and working in public schools have a master's degree at initial certification; 40 percent of out-of-state teachers working in public schools have a master's degree at initial certification.
[98] See Appendix F for a list of the knowledge and skills standards for professional certification compared to other teacher standards in Washington.
[99] WACPTS Initial Recommendations, January 1996, 9.
[100] OSPI Office of Professional Education and Certification, *Washington: Teacher Certification for the 21st Century*, (June 1996), 6.
[101] WACPTS Initial Recommendations, January 1996, 5.

are expected to collect multiple forms of evidence such as videos, samples of student work, observation reports, and student test scores.

- **Distinguish Between Employment and Certification.** The advisory group wanted to distinguish between decisions on a teacher's performance made by local school districts for employment purposes and decisions made by the state for certification. Therefore, teachers may not enroll in professional certificate programs until they have completed their two-year provisional status and have a continuing contract. However, teachers with a continuing contract have a certain legal standing. Changes to state certification requirements that could potentially result in removing a teacher's certificate or affecting an employment contract are more legally complex than changes to requirements for granting a teacher's first certificate.[102] The criteria used by school districts to evaluate teachers are governed by state statute and have not been changed since 1976.[103]

How Does the Professional Certificate Compare to Other States?

There is growing interest by states to make ongoing certification of teachers performance-based rather than input-driven.[104] The professional certificate represents Washington's participation in this trend. Other states and testing companies have been working on a new generation of statewide performance assessments for new teachers. Assessments developed during the 1980s came under criticism for focusing on easy to measure, but trivial, behaviors of teachers without regard to the quality of their interaction with students, the content or grade level of the lessons, or whether the students were learning.[105]

The new performance assessments have the following features:

- **Standards-Based.** States, including Washington, have adopted broad principles that describe what teachers should know and be able to do rather than a checklist of behaviors.

- **Require Demonstration of Complex, Relevant Skills.** Similar to Washington's professional certificate, the assessments use such tools as videotapes, samples of teacher and student work, direct observation by a trained rater, and interviews or journals to capture the breadth of a teacher's actual practice in the classroom.[106]

- **Combine Support and Assessment.** The new assessments typically occur in the first or second year of teaching. Mentoring and skill development in preparation for the

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[102] Diana C. Pullin, "Reforms in Standards-Based Teacher Education, Certification and Licensure: Legal Issues in Implementation," Paper prepared for Interstate New Teacher Assessment and Support Consortium, 1998, 11.
[103] RCW 28A.405.100.
[104] See Appendix P for a chart describing performance-based certification in other states.
[105] L. Darling-Hammond, A. Wise, S. Klein, *A License to Teach: Raising Standards for Teaching,* (San Francisco, CA: Jossey-Bass, 1999), 64.
[106] A. Milanowski, A. Odden, and P. Youngs, "Teacher Knowledge and Skill Assessments and Teacher Compensation: An Overview of Measurement and Linkage Issues" *Journal of Personnel Evaluation in Education* 12(2) (1998): 83-101.

assessments is often provided through a beginning teacher assistance program. Washington's professional certificate will be granted to a fourth- or fifth-year teacher. Assistance will be provided through the certificate program, which is not connected to beginning teacher assistance programs currently in schools.

- **Require Professional Expertise.** Because the new assessments and the knowledge and skills they attempt to measure are complex, raters must exercise professional judgement about the quality of a teacher's performance. Most raters in other states are experienced teachers who receive extensive training. One state estimates that 40 percent of its teaching force is involved with the new assessment system as mentors, raters, or trainers.[107] In contrast, if Washington's capacity to develop and assess effective teaching is built largely in university certificate programs, the professional certificate will involve fewer practicing teachers.

The new performance assessments are still under development. The Educational Testing Service (ETS) has completed Praxis III, but only Ohio has adopted it for licensing purposes starting in 2002. Beginning in 1994, a group of states began working with the Interstate New Teacher Assessment and Support Consortium (INTASC) to develop a portfolio assessment process based on the INTASC standards for beginning teachers.[108] Connecticut has been a leader in this effort and has been phasing in required portfolios from all second-year teachers since 1996.[109] (See Appendix Q for a summary of Connecticut's activities.) The Institute estimates that at least ten states are considering, developing, or implementing the type of performance assessments described above.[110]

Two issues of concern with the new assessments are legal defensibility and cost. High-stakes assessments must meet certain standards for validity and reliability.[111] INTASC, ETS, and states have invested in extensive studies and reviews to ensure their assessments will be legally defensible. In Washington, SBE rules allow each certificate program to define what performance meets the standards. SBE has no procedures for assuring validity or reliability of assessments that occur in certificate programs.

States have had to provide resources for their new assessment systems. One official in Connecticut estimated that it cost approximately $1 million over a three-year period to develop, pilot-test, and conduct reliability studies for their portfolio system, and more work is needed.[112] The annual cost of training and certifying raters and scoring portfolios for 2,000

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[107] R. Pecheone and K. Stansbury, "Connecting Teacher Assessment and School Reform," *Elementary School Journal* 97(2) (1997): 163-177.

[108] INTASC is a group of state education agencies, higher education institutions and national educational organizations formed to reform educational licensing. INTASC has developed core standards used by many states.

[109] Connecticut State Department of Education, *A Guide to the BEST Program for Beginning Teachers and Mentors* (August 1997), 3.

[110] See Appendix P.

[111] A. Porter, P. Youngs, and A. Odden, (forthcoming) "Advances in Teacher Assessments and Their Uses," to appear in Richardson, ed., *Handbook of Research on Teaching,* 66. Broadly defined, validity is an issue of whether the assessment measures what it is supposed to measure: the skills, knowledge, or ability required for successful performance on the job. Reliability refers to consistency of measurement: do two people with the same performance receive the same rating?

[112] Porter et al., "Advances in Teacher Assessments," 66.

teachers was estimated at $485,000.[113] In comparison to development and administration costs, the larger costs of the new assessment systems appears to be mentoring, training, and assistance provided through expanded beginning teacher programs. Connecticut spends over $3 million a year on support and training for teachers to help them prepare for the performance assessment, and this figure does not include costs paid by local school districts. In Washington, all costs for professional certification are assumed to be paid through candidate tuition.

How Did Certificate Programs Compare in the Field Tests?

OSPI approved the use of $691,871 in federal Goals 2000 funds to support a series of field tests of the professional certificate. Five projects were awarded grants based on Request for Proposals (RFPs) submitted in October 1996. In May 1997, these projects applied for and received a second round of funding, and two projects were added specifically to serve rural school districts.

Participants. Exhibit 23 lists each pilot project and its participants. A total of 75 candidates have participated in pilot projects.[114] In October 1998, 28 candidates from three of the projects received professional certificates from SBE.

Exhibit 23
Professional Certificate Pilot Projects

Project Title	University	School Districts	Goals 2000 Grants	Total Candidates
Professional Development Centers	Washington State University (WSU)	Spokane	$97,178	28*
Certification Models Pilot	University of Washington - Tacoma (UWT); Pacific Lutheran University (PLU)	Sumner, Bethel, Tacoma, Cascade Christian Schools	$115,040	14
Seashore Teacher Certification Pilot Program	Seattle University (SU)	Shoreline, Northshore, Everett	$128,520	6
Certificate Field Test	Seattle Pacific University (SPU)	Mukilteo, Edmonds, King's Schools	$101,800	15*

[113] Porter et al., "Advances in Teacher Assessments," 36.
[114] Teachers who completed the pilot projects will be referred to as "candidates." The term "participants" will refer to representatives from school districts and universities. "Universities" includes both colleges and universities. The projects will be referred to by their lead coordinating partner: WSU, UWT/PLU, SU, SPU, NWC (NW Consortium), ESD 123 and ESD 112.

PROJECT TITLE	UNIVERSITY*	SCHOOL DISTRICTS	GOALS 2000 GRANTS	TOTAL CANDIDATES
NORTHWEST CONSORTIUM (NWC) FOR TEACHER'S PROFESSIONAL GROWTH	Western Washington University (WWU)	Ferndale, Bellingham, Blaine, Mt. Vernon**	$113,520	11
ESD 123 PROFESSIONAL CERTIFICATION FIELD PROJECT	Walla Walla College	ESD 123 and Blue Mountain Schools Consortium***	$61,000	3
RURAL PROFESSIONAL CERTIFICATION NETWORK	None^	ESD 112 and rural districts in Klickitat, Wahkiakum, and Pacific Counties	$74,813	0^

*WSU figures include two groups of candidates.
**The Consortium also includes ESD 189 and the local WEA Uniserv Council.
***Participating teachers are from Finley and Touchet School Districts.
^ESD 112 was unable to create a partnership with a university or recruit candidates for the pilot project.

Project Comparisons.[115] Each project implemented its professional certificate program differently.

- **Instruction.** All projects relied exclusively on university courses for instruction. All courses counted toward a master's degree at the participating university. Most programs were based on approximately 20 quarter hours of credit, although Walla Walla College developed a new Master of Arts in Teaching (MAT) for the ESD 123 project.

  The pilot projects did not test the type of instruction described by SBE rules. Specifically, they did not test a program that included instruction from a variety of possible sources, tailored to an individual's background and experience. Universities maintain that a planned program of study offers better professional development than separate courses and have traditionally been reluctant to recognize non-university courses for graduate-level credit.

- **Assistance.** Participants continually emphasized the importance of assisting teachers as they work toward professional certification but found this aspect of a certificate program challenging to implement. Only two of the projects arranged for a mentor teacher in the district to be assigned to each candidate (SPU, NWC). Part of the reason not all programs utilized mentor teachers was lack of a clearly defined role for them. Other projects relied on district professional development staff, adjunct faculty advisors, or principals to provide assistance to candidates. Several participants suggested that

[115] Information for the comparisons came from Goals 2000 applications, written materials such as course syllabi and handbooks, and interviews with participants and candidates from each project. The field test by ESD 112 is not included in these comparisons. Case studies on each pilot project are available in the expanded version of the Institute's review of Professional Certification.

assistance programs for beginning teachers should be strengthened to prepare candidates for entry into professional certificate programs.

Only one project provided funding and arranged for release days for candidates as part of the project grant. NWC included eight days each for mentors and candidates over the duration of the program. In three other projects, districts contributed release time for candidates from their own funds. In the SU project, each district contributed ten days over a two-year period.

- **Assessment.** All but one of the projects (SU) chose a portfolio as the primary vehicle for candidates to collect and display documentation of their performance. Documentation included samples of student work, lesson and unit plans, and action research projects. All but one (SU) required candidates to demonstrate performance on each of the 18 criteria.

  Most projects used some form of a multi-party team to assess candidate performance, as specified in SBE rules. The purpose of having an advocate on assessment teams was unclear in the pilot projects. Participants were reluctant to impose an assessment role on individuals whose primary role was to provide support.

  No additional guidance is provided in SBE rules for what *level* of performance should be considered a successful demonstration of the standards and criteria. Most of the pilot projects developed some form of assessment framework, with different levels of detail, to guide both candidates and evaluation teams. An example of the framework used in the UWT/PLU project is shown in Exhibit 24.

Exhibit 24
Framework for Proficient Teaching and Student Learning (Excerpt)[116]

PERFORMANCE STANDARD I - EFFECTIVE TEACHING Criterion B: Using Assessment to Monitor and Improve Instruction				
INDICATORS	RUDIMENTARY (Pre-service)	EMERGING (Beginning Teacher, Years 1 - 3)	PROFICIENT (Professional Certificate, Years 4 - 5)	EVIDENCE OF PERFORMANCE
Uses a Variety of Effective Assessment Techniques For Different Purposes	Teacher uses assessment only for grading purposes	Teacher assessment used for instructional feedback and grading, but not for diagnosis of student learning needs	Teacher consistently uses assessment of student learning for the purposes of diagnosis of student learning needs, instructional feedback, and grading	• *Lesson and Unit Plans* • *Student Work Samples Showing Growth* • *Student Portfolio Showing Growth* • *Classroom Observations*

[116] Reprinted from *Framework for Proficient Teaching and Student Learning: Certification Models Pilot*, Sumner, Tacoma, Bethel, Cascade Christian School Districts, University of Washington-Tacoma, and Pacific Lutheran University, December 3, 1997.

With a wide range of interpretations among the field tests, it is unclear how SBE will determine that certificate programs assure their candidates meet the standards in a manner that is consistent and fair across programs.

- **Positive Impact on Student Learning.** Documentation of positive impact on student learning also varied considerably by project. For example, WSU candidates selected five students, representative of the diversity in their classroom, and included samples of their work over time in the portfolio to show growth in learning. UWT/PLU candidates prepared a unit work plan outlining a four- to five-week course of instruction on an EALR and then prepared an impact evaluation plan for the unit including evaluation questions, baseline data, data collection, and analysis of results. This process was repeated using different approaches to instruction and assessment.

- **Selected Costs.** This study did not review expenditures of the pilot projects in detail. Projects incurred costs they would not expect to duplicate in the absence of grant funds. The programs are also not very comparable because the cost of different models varied greatly. Direct costs for assistance, assessment, and coordination ranged from about $800 to over $3,000 per candidate. Tuition ranged from $2,000 to $8,235.

How Does the Professional Certificate Compare to Evaluation Criteria?

Comparisons of various components of the professional certificate are useful but leave important questions unanswered. Is it feasible to implement the professional certificate as it was field-tested? Should candidates in different programs be expected to meet a similar standard of performance before gaining professional certification? The Institute drew from multiple sources to create a list of criteria to evaluate the professional certificate based on the experience of the pilot projects.

Some of the criteria represent important issues of concern to state policymakers (cost, access to higher education). Other issues are raised by SBE rules for certificate programs (feasibility of collaboration between universities and school districts, relevance of programs for individual professional growth of teachers). The research literature suggests that performance assessments for state certification should be valid (measure knowledge and skills relevant for being a successful teacher) and reliable (measure performance consistently across candidates). The professional certificate is also intended to align preparation of teachers with Washington's standards for student achievement.

Exhibit 25 shows the list of criteria the Institute used to evaluate the professional certificate.

Exhibit 25
Criteria for Evaluating the Professional Certificate

AFFORDABILITY
• is affordable for candidates • is affordable for districts • is affordable for universities
FEASIBILITY STATEWIDE
• expects reasonable collaboration between universities and districts • can be accessed equitably across the state
RELEVANCE
• focuses on necessary knowledge and skills • provides for individual professional growth
FAIRNESS
• describes a clear standard of performance • requires a consistent level of performance to meet the standard
ALIGNMENT WITH REFORM
• fits within the professional development system for teachers • supports Washington's student learning goals and improved student learning

For this evaluation, the Institute conducted interviews with participants and candidates in each pilot project. Questions were asked to solicit their opinions, based on the field test experience, of how the professional certificate compared with the above criteria.[117]

Affordability

- **For Candidates.** Based on the pilot projects, a possible range of tuition for a 20-credit program could be $2,000 to $6,600, and more for a full master's degree. Most participants consider the professional certificate affordable for candidates only if there is a financial incentive for completion, such as progress toward a master's degree or a new incentive on the salary schedule. However, a recurring concern was that the time and effort candidates put into the pilot programs were too rigorous for the state to expect from all teachers.

- **For Districts.** Release time for candidates, assistance from mentors, meetings of each candidate's evaluation team, and program coordination were all supported in the pilot projects by grant funds or temporary contributions from participating districts. There was unanimous agreement that active school district participation in certificate programs would be unlikely without additional resources.

[117] Institute staff also attended several day-long meetings with participants as they discussed their collective findings. In addition, the Institute had access to evaluation reports from four of the projects and a strategic plan prepared for OSPI in December 1998 regarding implementation of the professional certificate.

- **For Universities.** Most university participants believed they could afford to implement a certificate program only under certain conditions: if programs were based on approximately 20 credits and collaboration with school districts was significantly less intensive. However, the pilot projects were more applied and less theoretical than a typical master's program for practicing teachers. Universities may need to consider different configurations of staff (adjunct faculty, advisors) with different areas of expertise. Capacity will be needed for more than 1,500 enrollees a year.

Feasibility Statewide

- **Reasonable Collaboration.** There was also unanimous agreement that a program requiring periodic meetings of a university representative, a district representative, a candidate, and an advocate chosen by the candidate is not feasible on a large scale. Participants frequently cited "time" as the most significant barrier preventing these meetings (closely followed by its corollary: "cost"). In addition, universities argued that they are accountable to the state to offer approved certificate programs and should also be solely accountable for decisions about candidate performance. However, most participants and candidates also agreed that both universities and school districts needed to be involved in developing and offering certificate programs because the absence of either entity would limit the programs' value in improving and assessing teachers' actual classroom performance.

- **Equitable Access.** The experience of the pilot projects raises questions about district resources to support teachers enrolled in certificate programs, university capacity to offer a new program to 1,500 teachers each year, and the feasibility of large-scale collaboration between universities and school districts. These challenges become even more daunting when the wide variety of school district sizes, levels of funding, and geographic locations are taken into account. Possible roles for ESDs as brokers of courses, resource and referral for candidates, and coordinators for small districts were largely untested. Distance learning has potential to improve access but was not tried in the field tests.

Relevance

- **Necessary Knowledge and Skills.** Overall, most participants and candidates agreed that the three standards and 18 criteria captured the important aspects of being a competent, professional teacher. However, most also believed they should be simplified and reduced in number. All considered the criteria grouped under the "Effective Teaching" standard the most important and most relevant. According to candidates and district participants, the most valuable aspects of the programs were a strong focus on effective teaching, student assessment, and improvement of skills readily useable and demonstrated in teachers' classrooms.

  The "Professional Development" and "Leadership" standards were considered important attributes for teachers, but there was no agreement on whether they should be demonstrated as part of professional certification. Some participants and candidates

believed these standards should be assessed by school districts rather than through university course work, or were better addressed in later stages of a teacher's career.

- **Individual Professional Growth.** Participants and candidates found that using individual professional growth plans increased the relevance of the program because course assignments and documentation for the portfolio were based on the subjects, grade levels, and students the candidates were teaching. However, none of the pilot projects altered course requirements based on a candidate's pre-assessment or growth plan. Several candidates expressed frustration that pursuit of subject-area expertise was not part of the certificate program or that instruction was not directly applicable to their personal goals or teaching experience.

Fairness

- **Clear Standard of Performance.** The assessment frameworks developed by most pilot projects helped describe the performance expected from candidates. However, some candidates and participants continued to express concern that assessments were too subjective and that expectations for candidates needed to be more clearly defined.

- **Consistent Level of Performance.** Half the university participants and all but one of the district participants strongly stated that for statewide implementation, increased consistency across programs will be necessary to assure fair assessment of candidates. All but one candidate expressed concern about possible unequal interpretation of the criteria, and all expressed a desire for a common minimum standard for state certification. When a candidate with a continuing contract challenges a decision about the assessment of his or her performance, it will be even more important to have a clear, common standard applying to all candidates. Other district and university participants were reluctant to impose a common assessment framework, in part because higher education institutions have a strong tradition of academic freedom.

Alignment With Reform

- **Alignment With Professional Development System for Teachers.** The professional certificate is not well aligned with current pre-service preparation, beginning teacher assistance programs, teacher performance evaluations by principals, or master's programs for practicing teachers.[118] The standards for professional certification, pre-service preparation, and performance evaluations by principals do not build knowledge and skills sequentially over a teacher's career. There are no standards associated with the beginning teacher assistance program.

  Both participants and candidates reported there was not a good fit between master's degree programs and the professional certificate programs. Over time, universities will be able to realign their course schedules. However, the basic philosophies of professional certificate and master's degree programs for practicing teachers differ: one focuses on application and skills, the other on research and theory. The state salary

[118] See Appendix F for a comparison of various Washington standards for teacher knowledge and skills.

allocation schedule continues to provide an incentive for teachers to seek a master's degree. Graduates of Masters in Teaching programs are not now required to take additional course work to obtain a continuing certificate and would have to enroll in a new program to obtain a professional certificate.

- **Support Improved Student Learning.** Some programs made demonstration of a positive impact on student learning an integral part of the entire certificate program and placed continuous emphasis on integrating student assessment into all aspects of teaching. Candidates in these programs appeared more likely to report that demonstrating a positive impact on student learning had a significant impact on their teaching. Where demonstration of positive impact was less well defined or integrated into the program, candidates seemed more likely to consider it merely an exercise in compiling samples of student work. Some participants also suggested additional state guidelines for demonstrating a positive impact on student learning.

How Does the Professional Certificate Compare With the Current Continuing Certificate?

The Institute conducted a survey of teachers who recently completed continuing certificates to provide a comparison of their experiences with the experiences of candidates in the professional certificate pilot projects.[119]

Affordability. Seventy-nine percent of teachers surveyed needed additional university credits to obtain their continuing certificates; 21 percent did not.[120] Nearly two-thirds (63 percent) enrolled in master's programs and reported they spent between $7,000 and $10,000 for tuition, on average. The remaining teachers took a combination of courses and reported spending an average of $2,000 to $5,000 on tuition, largely because they enrolled in fewer total credits.[121]

It appears that if professional certificate programs involve fewer than 45 credits, they will be less expensive than the current course work requirements for continuing certification. However, if teachers continue to enroll in master's programs to obtain their professional certificates, they will not experience any cost savings. Required enrollment in a certificate program represents a new cost for teachers who already have a master's degree. The state salary allocation schedule recognizes education beyond a master's degree only after 45 additional credits have been accumulated.

Feasibility Statewide. The survey revealed that ease of access to college or university course work is already a concern for practicing teachers and is not unique to the professional certificate (see Exhibit 26). However, the most significant barrier to obtaining additional education was "finances."

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[119] The Institute surveyed a random sample of teachers who received continuing certificates from July 1, 1998 to December 31, 1998. Out of 834 teachers, 468 were surveyed and 214 responded (46 percent).
[120] Statewide, 28 percent of in-state teachers in 1997 already had a master's degree when they received their initial teaching certificates. This indicates some error in the survey. WSIPP Continuing Certificate Survey 1999.
[121] WSIPP Continuing Certificate Survey 1999.

Distance learning is still not widely used by colleges and universities for teacher education, but opportunities are growing. Forty-eight percent of survey respondents reported they could have taken courses for their continuing certificate via distance learning. Over half (54 percent) of those did take some distance learning courses.[122]

Exhibit 26
Barriers to Obtaining Course Work for Continuing Certification

TO WHAT EXTENT WERE THE FOLLOWING A BARRIER TO GETTING NECESSARY COURSE WORK?	RESPONDED "MEDIUM" OR "A LOT"
FINANCES	70%
AVAILABILITY OF COURSES ON TOPICS OF INTEREST	49%
TIME OF YEAR COURSES WERE OFFERED	46%
TIME OF DAY COURSES WERE OFFERED	46%
DISTANCE TO WHERE COURSES WERE OFFERED	36%
INFORMATION ON CLASSES OFFERED IN MY AREA	27%

WSIPP Continuing Certificate Survey 1999.

Relevance. Surveyed teachers were asked to what degree their course work focused on the criteria for professional certification. If the 18 criteria represent what teachers should know and be able to do, then professional certificate programs will require teachers to focus on some topics that are covered by current course work only in a limited way (see Exhibit 27).

Many surveyed teachers reported that their courses and programs focused on expanding their subject-area knowledge and knowledge of how to teach specific subjects, which are not criteria for professional certification.[123] Professional certificate programs may provide teachers with less opportunity to pursue subject-area expertise than current course work.

[122] WSIPP Continuing Certificate Survey 1999.
[123] WSIPP Continuing Certificate Survey 1999. The description of "enhancing professional development" included "remaining current in research." Master's degree programs have a strong research focus.

Exhibit 27

Knowledge and Skills in Course Work for Continuing Certification

70% or more reported these areas received "Medium" or "A Lot" of focus
• Enhancing professional development • Effective teaching practices • Expanding subject-area knowledge • Creating a student-focused learning environment
50 to 70% reported these areas received "Medium" or "A Lot" of focus
• Enhancing leadership • Knowledge of how to teach specific subjects • Designing and adapting curriculum • Using assessment to inform instruction
Less than 50% reported these areas received "Medium" or "A Lot" of focus
• Using information on student performance • Demonstrating cultural sensitivity • Integrating technology into instruction • Involving parents

WSIPP Continuing Certificate Survey 1999

Only 38 percent of surveyed teachers reported their course work for continuing certification was "very" valuable in building the skills and knowledge to make them a more effective teacher. Another 40 percent reported the courses were of "medium" value.[124]

Alignment With Reform. Sixty percent of teachers reported little or no focus in their course work on knowledge and skills necessary to teach the EALRs. About half (51 percent) reported they demonstrated a positive impact on student learning only "a little" or "not at all." These are expected to be areas of emphasis in professional certificate programs.[125]

What Is the Current Status of the Professional Certificate?

Difficulties with implementing the professional certificate began to surface late in 1997.[126] In October 1998, SBE and WACTE created a task force to summarize lessons learned from the pilot projects. In response to their recommendations, SBE's advisory group began in May 1999 to draft rule changes that: (1) reduce some of the required collaboration between school districts and universities and make universities solely responsible for assessing candidate performance, (2) specify the type of courses expected in a certificate program,

[124] WSIPP Continuing Certificate Survey 1999.
[125] WSIPP Continuing Certificate Survey 1999.
[126] Memo to Professional Certificate Discussion Group from Ted Andrews, Director, Professional Education and Certification, OSPI, November 13, 1997.

and (3) delay statewide implementation until September 2001.[127] A small group of university participants in the pilot projects are drafting a common assessment framework for possible use by certificate programs.

As field-tested and currently described in SBE rules, the professional certificate is not ready for statewide implementation. As of July 1999, SBE has not had the opportunity to address issues raised by the field tests.

Summary and Conclusions

Significant Change. Washington's proposed professional certificate for teachers represents a significant change from the current continuing certificate. After 2000, all new teachers with at least two years of experience will be expected to enroll in a state-approved certificate program developed collaboratively by a university and local school districts and document both positive impact on student learning and performance on statewide standards. This approach to performance-based certification of teachers is also different from recent efforts in other states to develop state-administered performance assessments that occur in the first two years of teaching, provide assistance through beginning teacher programs, and involve large numbers of practicing teachers in the assessment process.

Feasibility. The experience of seven pilot projects that have field-tested Washington's professional certificate since 1997 raises questions about the feasibility of implementing certificate programs on a statewide basis.

Statewide Standards for Teacher Preparation and Development. The experience of the pilot projects strongly suggests that consistent statewide standards for teacher performance, with benchmarks for different stages of a teacher's career, are necessary to align professional certification with other programs for teacher preparation and development. Making the criteria for evaluation by principals align with the statewide standards for teacher performance will require legislative action.

Statewide Performance Assessment. It is unclear how SBE will determine that future certificate programs assure their candidates meet the standards for professional certification in a fair and consistent way.

Accountability of Professional Certificate Programs. It is also unclear how certificate programs, when fully implemented, will avoid costly duplication for teachers who enter programs with advanced degrees or out-of-state experience. The pilot projects did not address issues regarding access, use of distance learning, or roles for ESDs. SBE may need to define minimum expectations for assistance, including roles of mentors and candidate advocates in approved certificate programs. The less school districts are involved in providing assistance, participating in instruction, and monitoring teachers' progress, the more certificate programs are likely to resemble current master's degree or continuing education courses. More work is needed to estimate the likely costs of certificate programs.

[127] Memo to WACPTS from Lillian Cady, Director, Professional Education, OSPI, June 16, 1999.

SBE does not typically address these types of implementation issues in its approval of pre-service teacher preparation programs. However, unlike students in pre-service programs, candidates for professional certification will have legal rights as holders of continuing teaching contracts. More rigorous oversight by the state may be warranted. A more active role in program oversight would require additional resources for OSPI or SBE.

Alternative: State-Administered Assessment. As an alternative to mandating enrollment in a state-approved professional certificate program, SBE could consider developing a state-administered assessment process similar to that being developed in other states. A state-administered assessment process would clearly focus state certification of teachers on outcomes (a common, standards-based assessment of performance) rather than inputs (university or program credits). A larger proportion of the K-12 teaching workforce could be involved in encouraging and facilitating standards-based teaching by participating as trainers, mentors, local and regional assistance providers, and assessment raters. Issues of fairness and legal defensibility could be addressed in a consistent fashion across the state.

However, the state would have to invest in a comprehensive training and assessment system, which represents a shift in responsibility for paying the cost of professional certification from candidates to the state. The process would not be aligned with the salary allocation schedule incentive to pursue a master's degree unless universities create new types of degree programs.

VI. CONCLUSIONS AND RECOMMENDATIONS

Washington's education reform is creating a system of statewide standards, performance assessment, and accountability for student learning from K-12. For teacher preparation and development in Washington, reliance on statewide standards, statewide performance assessments, and clear accountability for assuring teacher quality varies depending on the stage of teacher preparation and development. Appendix R illustrates this variation.

This variation is primarily due to the decentralized oversight of the different stages, with no common principles to guide consistent and comprehensive policies. SBE, the legislature, OSPI, colleges of education, and local school districts each have roles in setting and implementing policies regarding teacher preparation and development. Washington's long tradition of local control has influenced policy choices. There has been limited interest in strong state oversight. OSPI and SBE have a small staff to address teacher preparation, and limited state funds have been provided for new policies.

However, the 1993 Washington Education Reform Act represents a new level of state involvement in education. The state has set high expectations for improved student learning. If the state wants to ensure teachers have the knowledge and skills to help students meet the new academic standards, it could also consider a new level of involvement in teacher preparation and development.

Statewide Standards

There are no consistent statewide standards in Washington for what teachers should know and be able to do that address each stage of a teacher's career. Each time a teacher's performance is assessed, different standards are used.

The research literature provides evidence that a focus on effective teaching practices is a promising strategy to support teacher quality throughout a teacher's career.[128] A framework of standards for effective teaching would describe knowledge, skills, and effective teaching practices for teachers at different stages in their careers. A number of Washington teacher preparation programs, and most of the professional certificate pilot projects, have adopted a framework of standards for their particular programs, but no common framework is in use across the state and across all stages of a teacher's career.

Recommendations:

- Consistent statewide standards of performance for teachers could be developed, with benchmarks for the stages of a teacher's career. The standards could be developed with statewide participation of teachers, higher education faculty, school district personnel, and the public.

[128] For a more thorough review of national information on effective teacher practice, see Kooi's report, *Effective Teacher Preparation for Educational Reform in Washington State.*

- The standards could be used in all pre-service programs, beginning teacher assistance programs, principals' evaluations of teachers, and professional certificate programs.
- The statutory criteria for principals' evaluations of teachers could align with the new statewide performance standards. (Requires legislative action.)

An Example of a Standards Framework

Framework for Proficient Teaching and Student Learning (Excerpt)[129]

PERFORMANCE STANDARD I - EFFECTIVE TEACHING Criterion B: Using Assessment to Monitor and Improve Instruction				
INDICATORS	RUDIMENTARY (Pre-service)	EMERGING (Beginning Teacher, Years 1 - 3)	PROFICIENT (Professional Certificate, Years 4 - 5)	EVIDENCE OF PERFORMANCE
Uses a Variety of Effective Assessment Techniques For Different Purposes	Teacher uses assessment only for grading purposes	Teacher assessment used for instructional feedback and grading, but not for diagnosis of student learning needs	Teacher consistently uses assessment of student learning for the purposes of diagnosis of student learning needs, instructional feedback, and grading	• *Lesson and Unit Plans* • *Student Work Samples Showing Growth* • *Student Portfolio Showing Growth* • *Classroom Observations*

Performance Assessment

Washington does not currently require any statewide assessments of teachers on basic skills, subject matter, or pedagogy. Currently, 43 states and the District of Columbia use statewide assessments at some point in the initial licensure of their teachers. SBE has recommended implementation of such assessments for the last ten years.

Once teachers receive initial certification, additional assessments of their performance vary. Beginning teacher assistance programs are prohibited from being associated with formal performance evaluations but could use informal self-assessment as a developmental tool to help new teachers. The statutory criteria for formal evaluations of a teacher's performance have not changed in over 20 years. Without additional state oversight, there is no assurance that performance assessments conducted for the new professional certificate will be consistent across candidates, certificate programs, or the state.

Recommendations:

[129] Reprinted from *Framework for Proficient Teaching and Student Learning: Certification Models Pilot*, Sumner, Tacoma, Bethel, Cascade Christian School Districts, University of Washington-Tacoma, and Pacific Lutheran University, December 3, 1997.

- All future teachers could take a statewide basic skills test prior to entry into pre-service programs. All teacher candidates could be assessed for content knowledge and possibly pedagogy[130] prior to receiving a residency certificate to begin teaching. (Requires legislative action.)

- Beginning teacher assistance programs could incorporate informal performance assessments (formative) to encourage beginning teachers and their mentors to work on building knowledge and skills.

- Additional steps could be taken to ensure that performance assessments for professional certification are consistent and fair across certificate programs. Alternatively, a state-administered assessment process could be considered.

Opportunities to Introduce Performance Assessment

Residency Certificate (Pre-service)	Beginning Teacher Assistance (Year 1)	Employment Evaluation (Years 1-4 and disciplinary action)	Professional Certificate (Years 3 - 5)
Basic skills assessment (prior to entry into program) Content knowledge and teaching skills assessments (prior to residency certificate)	Assistance programs use informal performance assessments as a tool for professional development	Evaluations based on new performance standards	SBE ensures consistent and fair assessments in certificate programs or State considers developing a state-administered assessment process

Accountability

Accountability is a recurring theme in education reform. In Washington, accountability for assuring student achievement or teacher quality has primarily been a local rather than a state responsibility. However, under education reform, the state has taken a far larger role in defining standards and measuring performance for K-12 students. SBE has begun to define standards and focus on performance for state certification of teachers. However, it is unclear how SBE will hold state-approved programs for residency or professional certification accountable for ensuring teacher quality and demonstration of a positive impact on student learning. Other entities, such as the legislature, OSPI, colleges of education, local school districts, and local employee associations are also responsible for assuring

[130] There is no definitive research that says pedagogy tests relate to effective teaching.

teacher quality in Washington. The degree of state oversight over different stages of teacher preparation and development varies.

Recommendations:

- There could be clear and explicit criteria to determine that pre-service and professional certificate programs meet state standards for program approval, including periodic follow-up and review of programs and candidate performance. Positive impact on student learning could be clearly defined to ensure it is measured in a consistent way across candidates and programs.

- State funding for beginning teacher assistance programs could be conditioned on programs' use of performance standards and informal performance assessments. State funding for TAP could cover all beginning teachers.

- Issues such as relevance, fairness, and statewide feasibility could be addressed in state approval of professional certificate programs. Alternatively, a state-administered assessment process could be considered.

Opportunities to Introduce Accountability

Residency Certificate (Pre-service)	Beginning Teacher Assistance (Year 1)	Employment Evaluation (Years 1-4 and disciplinary action)	Professional Certificate (Years 3 - 5)
Explicit procedures and criteria to determine programs meet state standards Clear and consistent definition of demonstration of a positive impact on student learning Periodic review of programs	As a condition of receiving state funds, assistance programs focus on performance standards and use informal assessments State funding to cover all beginning teachers	Evaluations based on new performance standards	Explicit procedures and criteria to determine programs meet state standards Clear and consistent definition of demonstration of a positive impact on student learning Periodic review of programs or State considers developing a state-administered assessment process

APPENDICES

APPENDIX A: TEACHER ADMISSION AND CERTIFICATION STANDARDS

MAJOR CHANGES	PREVIOUS STANDARDS	NEW STANDARDS
Admission into teacher preparation program	**Admission into teacher preparation program (1988 teacher education program approval standards) (WAC 180-78-160):**	**Admission into teacher preparation program 1997 teacher education program standards (all programs must be re-approved by August 31, 2000) (WAC 180-78A-200):**
GPA requirement has been dropped.	1. Minimum 2.5 college GPA for most recent 45 quarter (30 semester) credits 2. Evidence of competency in basic skills (oral/written communication, reading, computation) demonstrated by one of the following: • Success on a basic skills exam • BA • Graduate degree • 2+ years of college-level course work and written essay • Greater than statewide median score for previous year on SAT/Reasoning or ACT	Evidence of competency in basic skills (oral/written communication, reading, computation) demonstrated by one of the following: • Success on a basic skills exam • BA • Graduate degree • 2+ years of college-level course work and written essay • Greater than statewide median score for previous year on SAT/Reasoning or ACT
Initial Teaching certificate	**Initial Teaching certificate (WAC 180-79A-150 and 415):**	**Residency certificate – after August 31, 2000 (WAC 180-79A-515):**
Title changed to "Residency certificate." *Valid for an additional year (5 years instead of 4).* *Must seek next level of certification (professional) through enrollment in a program; can no longer "string together" a series of initial certification periods by taking course work.* ***May renew once for 5 years if not employed as a teacher, once for 2 years if enrolled in valid professional certificate program.***	• 18 years old • Good moral character (affidavits in RCW 79A-122) • Appropriate degrees and course work as described under teacher preparation programs • Completed state-approved preparation program • BA from regionally-accredited college/university (if degree is in education, must have 30 quarter/20 semester hours in academic field listed as endorsement area) Valid for 4 years	• 18 years old • Good moral character (affidavits in RCW 79A-155) • Appropriate degrees and course work as described in WAC 180-79A and 180-77, or qualified under WAC 180-79A-257 • Completed state-approved preparation program • BA from regionally-accredited college/university (if degree is in education, 30 quarter/20 semester hours in an academic field listed as endorsement area.) (WAC180-79A-206) Valid for 5 years (WAC 180-79A-145)

MAJOR CHANGES	PREVIOUS STANDARDS	NEW STANDARDS
Initial Teaching certificate, *continued*	**Initial Teaching certificate (WAC 180-79A-150 & 415), *continued***	**Residency certificate – after August 31, 2000 (WAC 180-79A-150 & 515), *continued***
	May be renewed for three-year period if have completed course work for continuing certificate or at least 15 quarter hours (10 semester) from regionally-accredited college since the certificate was issued (WAC 180-79A-405)	May be renewed for an additional two years if enrolled in professional certificate program and making progress
	If have initial certificate granted under previous standards, can renew once after August 31, 2000, and still qualify for continuing certificate (WAC 180-79A-160)	If not enrolled in a program and not employed as teacher, can be renewed for additional five years by completing 15 quarter (10 semester) credits from regionally-accredited college since certificate was issued (WAC 180-79A-250) **Anyone else must appeal to the SBE for renewal**
Continuing certificate *Name changed to "Professional" certificate.* *Must complete approved program with demonstration of positive impact on student learning rather than accumulate a certain number of upper-division credit hours.*	**Continuing certificate (WAC 180-79A-415):** • 45 quarter (30 semester) hours upper division/graduate work post BA at regionally-accredited college (but if in a new subject, will accept lower division if leads to endorsement in that area) • 2 subject-area endorsements • 10 clock hours on issues of abuse (unless already completed) • 180 days of teaching experience and 30 days employment with the same employer (WAC 180-79A-417) Must complete 150 credit hours (10 semester/15 quarter credits) of continuing education prior to each lapse date (WAC 180-85-075) **If have initial certificate granted under previous standards, can get continuing certificate under previous standards as well (WAC 180-79A-160)**	**Professional certificate (WAC 180-79A-515):** • Complete approved certificate program (see WAC 180-78A-500-540) • 10 clock hours on issues of abuse (unless already completed) • One subject-area endorsement • Completed provisional status (defined in RCW 28A.405.220 as two years) to get into program (WAC 180-79A-517) **Valid for five years and renewable for additional five years by process in WAC 180-85-150 continuing education credit hours (WAC 180-79A-510)**

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APPENDIX B: RESPONSIBLE ENTITIES FOR TEACHER PREPARATION AND DEVELOPMENT

RESPONSIBLE ENTITIES	RESIDENCY CERTIFICATE (PRE-SERVICE)	BEGINNING TEACHER ASSISTANCE (YEAR 1)	EMPLOYMENT EVALUATION - PROVISIONAL STATUS (YEARS 1-2)	PROFESSIONAL CERTIFICATE (YEARS 3 - 5)	ONGOING PROFESSIONAL DEVELOPMENT (CAREER-LONG)	EMPLOYMENT EVALUATION - PROFESSIONAL GROWTH OPTION (4 SUCCESSFUL EVALUATIONS)
LEGISLATURE	Minimum entrance requirements in statute Authority for certification delegated to SBE	TAP program description in statute Funding for TAP	Minimum evaluation criteria in statute	Authority for certification delegated to SBE	Funding for various types of programs Salary schedule incentive for education Criteria for credit on salary schedule in statute	Option mandated in statute
STATE BOARD OF EDUCATION (SBE)	Standards for program approval and performance by teacher candidates	No role	No role	Standards for program approval and performance by teacher candidates	Criteria for credits to maintain certification	No role
OSPI	SBE supported by OSPI staff	Administer funding for TAP	Expansion of evaluation criteria in WAC	SBE supported by OSPI staff	Administer funding for various programs and monitor salary schedule compliance	Expansion of evaluation criteria in WAC
COLLEGE TEACHER PREPARATION PROGRAMS*	Design programs and evaluate candidate performance	Informal role in very few local programs	No role	Design programs and evaluate candidate performance	Offer courses and degrees	No role
LOCAL SCHOOL DISTRICTS	Advise colleges of education through PEAB	Design and administer programs	Additional criteria negotiable through collective bargaining Make employment decisions	Collaborate with colleges to offer certificate programs Serve on evaluation team	Offer courses and plan professional development with teachers Approve credit for salary schedule and certification	Additional criteria negotiable through collective bargaining Plan professional growth with teachers

*Responsibility for teacher preparation is shared in undergraduate programs between colleges of education and colleges of arts and sciences.

APPENDIX C: NATIONAL STANDARDS BOARDS FOR TEACHER EDUCATION

A number of national organizations have established teacher education standards, including:

- NCATE: National Council for Accreditation of Teacher Education
- INTASC: Interstate New Teacher Assessment and Support Consortium
- NCTAF: National Commission on Teaching for America's Future
- NBPTS: National Board for Professional Teaching Standards

NCATE is a non-governmental, professional accrediting body for schools, colleges, and departments of education. It is the only national accrediting agency for teacher preparation that is recognized by the U.S. Department of Education. NCATE is a coalition of 30 national education organizations, focused on both pedagogical and subject content. Support is received from membership fees, accrediting fees, and grants. NCATE standards were developed in 1987 and refined in 1994. Its focus is on *pre-service program* accreditation. Some states, including Washington, conduct joint reviews with NCATE for teacher preparation program approval, either as one team or as two separate teams. Washington State has incorporated NCATE standards into its teacher preparation program review process.

INTASC is a consortium formed to promote standards-based reform of teacher preparation, focusing on standards that pre-service or beginning teachers should meet. Good preparation programs are defined as those that help teachers reach specified standards, but the standards are not used for accrediting unless a state chooses to do so. Washington State has incorporated INTASC standards into its teacher preparation program review process. In cooperation with a number of states, INTASC is developing teacher tests: one is related to generic teaching skills and others focus on subject areas.

NCTAF is a commission formed to make recommendations and provide support to states that wish to address those recommendations. NCTAF focuses on teacher quality, including selection, preparation, professional development, and school structure. NCTAF was formed in 1994 and is funded by the Rockefeller Foundation and the Carnegie Corporation to provide an action agenda for meeting America's educational challenges and connecting higher student achievement with the need for quality teachers. NCTAF is dedicated to "helping develop policies and practices aimed at ensuring powerful teaching and learning in all communities as America's schools and children enter the 21st century." It consists of teachers, college deans and presidents, government officials, and association and industry representatives. In 1999, Washington State received a grant from the Stuart Foundation to begin a partnership with NCTAF.

NBPTS focuses on standards for accomplished teachers and tests teachers to see if the standards are met. NBPTS offers national certification in areas that combine developmental level and subject matter. NBPTS was created in 1987, and its mission is to

establish high and rigorous standards for what *accomplished* teachers should know and be able to do, to develop and operate a national voluntary system to assess and certify teachers who meet these standards, and to advance education reform. To be certified ($2,000 fee), candidates submit a portfolio completed in the classroom and take pencil and paper tests at an assessment center. Financial support comes from foundation grants, federal funds, and certification fees. NBPTS's work is endorsed by 15 education (no subject area) associations. A majority of the Board of Directors are teachers. The 1999 Legislature provided funding for up to 45 Washington State teachers to receive a 15 percent salary bonus if they obtain NBPTS certification.

APPENDIX D: STATE POLICY TOOLS TO INFLUENCE TEACHER QUALITY[1]

POLICY TOOL	DESCRIPTIONS	CURRENT STATUS IN WASHINGTON
STANDARDS FOR KNOWLEDGE AND SKILLS FOR RESIDENCY CERTIFICATION	States can use national (e.g., NCATE, INTASC) and/or state standards for knowledge and skills prior to a teacher's first certificate.	Washington uses a combination of national and state standards to address the knowledge and skills needed by **teacher candidates for residency certification.** In addition, Washington requires teacher candidates to show a positive impact on student learning.
STANDARDS FOR KNOWLEDGE AND SKILLS AFTER RESIDENCY CERTIFICATION	States have standards for the knowledge and skills teachers need in the classroom. States may have standards for different stages in a teacher's career.	Washington has no standards for beginning teachers. Washington has new knowledge and skills standards for **professional certification.** In addition, Washington requires professional certificate candidates to show positive impact on student learning.
	47 states provide some fee support, and 19 states provide a salary supplement incentive to meet standards for NBPTS certification	Washington has provided fee support for NBPTS certification for 39 **experienced teachers** and a 15% salary increase for the 1999-2001 biennium for those who obtain certification.[2]

[1] For individual studies and citations, see the extended discussion on "State Policies to Assure Teacher Quality" in the expanded version. There is also a paper by Eric Hirsch et al., "What States Are Doing to Improve the Quality of Teaching," (Seattle, WA: Center for the Study of Teaching and Policy at the University of Washington, November 1998), which addresses some of these policy issues.
[2] http//:www.nbpts.org.

POLICY TOOL	DESCRIPTIONS	CURRENT STATUS IN WASHINGTON
ASSESSMENT FOR RESIDENCY CERTIFICATE	Written Tests/Assessments fall into three general categories: • Basic skills tests at entry to or exit from a preparation program to assess competencies in reading, writing, and mathematics. • Content knowledge for a variety of different subject areas. • Pedagogy tests where candidates must complete a written test of their teaching knowledge.[3] 43 states use one or all of these categories of assessments statewide.[4]	Washington does not use any statewide assessments, although SBE and members of the legislature have proposed such assessments for the last 15 years.
ASSESSMENT AFTER RESIDENCY CERTIFICATE	Performance Assessments: A "performance assessment" may range from observation by a principal or a complex measurement of how a teacher's knowledge and skills compare to a set of standards. At least 24 states are considering, developing, or implementing performance assessments for state certification.[5]	Washington will require **performance assessment** for its professional certificate, conducted through certificate programs.
ACCOUNTABILITY FOR ASSURING TEACHER QUALITY: **NATIONAL OVERSIGHT**	National accreditation may be required or optional for teacher preparation programs by a national organization such as NCATE. Five states require NCATE accreditation for their teacher preparation programs.	In Washington, NCATE accreditation is optional. Ten of the 22 programs undergo NCATE review.

[3] See Appendices K and S for additional information on basic skills, content, and pedagogy assessments, and nationally available teacher assessments.
[4] See Appendix L for information on what states are doing for assessments.
[5] See Appendix P for information on performance-based certification in other states.

POLICY TOOL	DESCRIPTIONS	CURRENT STATUS IN WASHINGTON
ACCOUNTABILITY FOR ASSURING TEACHER QUALITY: **STATE OVERSIGHT**	States approve teacher preparation programs and conduct periodic reviews of program compliance.	In Washington, SBE **approves teacher preparation programs.** Ongoing periodic review of programs under revised SBE standards is unclear.
	States review candidates' ability to meet knowledge and skills standards in teacher preparation programs through: • Testing (see above); • Samples of student work; and • Student teaching.	Washington does not review candidates' abilities at the state level.
	Five states monitor the pass rates of candidates on teacher tests for teacher preparation program probation.	Washington does not conduct teacher tests.
	States can monitor placement and retention rates of teachers in public schools.	Washington keeps track of initial **placements** of teachers. There is no follow-up on retention rates, although the data is available.
ACCOUNTABILITY FOR ASSURING TEACHER QUALITY: **LOCAL OVERSIGHT**	Local committees may be required to review local programs.	Washington's 22 teacher preparation programs have **oversight committees** (PEABs) comprised of teachers and school district staff as well as higher education faculty.
	Teacher preparation programs can conduct graduate follow-up surveys.	Washington's 22 teacher preparation programs are required to **survey** their graduates and their employers.
SUPPORT FOR BEGINNING TEACHERS	Programs are provided to help new teachers build their skills. 27 states have beginning teacher assistance programs.	Washington has a **beginning teacher assistance program.**

POLICY TOOL	DESCRIPTIONS	CURRENT STATUS IN WASHINGTON
RECRUITMENT AND RETENTION	In states that do not have an adequate supply of teachers, a number of different tools are used to recruit teachers for school districts, such as alternative certification and teacher bonuses. 41 states have alternative routes to certification. Efforts to attract teachers for science and math have used loans and scholarship programs. Efforts to attract minorities into teaching include scholarships, teacher aide, and mentor programs.	Washington has had several programs for **alternative certification.** None of them have recruited large numbers of new teachers.[6] Washington had a **science and math** incentive loan program in the 1980s. The 1999 Legislature provided funds to help teachers obtain their master's degrees, with a preference for those teaching science and math. Washington has had **minority recruitment** programs, such as Future Teachers Conditional Scholarships and a minority teacher recruitment program. No funding is currently appropriated for these programs.
TEACHER EVALUATION	Teacher evaluation policies may include establishing criteria for measuring the performance of teachers, peer review programs, abolishment of tenure.	Washington has not updated its **teacher evaluation criteria** for continued employment to reflect education reform.
PROFESSIONAL DEVELOPMENT	States provide funds for classroom teachers for training needs. Advanced training, such as National Board for Professional Certification, may also receive limited state support.	Washington's statewide salary allocation schedule provides increases for teachers who take a certain number of hours of **additional training.** Washington also provides funding for three days of staff development each year for education reform training.
TEACHER SALARIES	States have used salary increases as a way to attract and retain teachers.	Washington has a **statewide salary allocation schedule.** In the 1999 legislative session, all teachers were provided a 3 percent increase, and additional salary increases were provided for beginning teachers and senior teachers.

[6] See the Institute's report on Alternative Certification.

APPENDIX E: LITERATURE REVIEW ON TEACHER QUALITY[1]

INDICATOR OF TEACHER QUALITY	RESEARCH FINDINGS: IMPACT ON STUDENT ACHIEVEMENT	CURRENT STATUS IN WASHINGTON
DEGREE LEVEL	***Mixed results:*** • Some studies have found that a master's degree makes a difference (Goldharber and Brewer 1996,[2] Ladd and Ferguson 1996,[3] Greenwald et al., 1996[4]). • Other studies have found that a master's degree does not make a difference (Monk 1994,[5] Rivkin et al., 1998[6]).	Washington's statewide salary allocation schedule provides a salary increase for teachers who obtain a master's degree. Teachers are not required to obtain a master's degree.[7] In 1999, the Legislature provided $2 million to provide for one year of a teacher's master's degree (highest priority was given to teachers in science and math).
SUBJECT EXPERTISE	***Mostly favorable results:*** • Teachers who majored in math and science and teach those subjects may have some effect on student achievement (Lucas 1997,[8] Hawley 1992,[9] Monk 1994,[10] Goldhaber and Brewer 1996[11]). • Teachers' majors did not make a difference on student achievement (Ferguson and Womack 1993[12]).	Teachers are not required to have an academic major for Washington certification but must have one or more endorsements in the subjects they plan to teach.

[1] For individual studies and citations, see extended discussion on "State Policies to Assure Teacher Quality" in the expanded version.
[2] Dan Goldhaber and Dominic Brewer, *Evaluating the Effect of Teacher Degree Level on Educational Performance*, (Rockville, MD: Westat, 1996).
[3] Helen Ladd and Ronald Ferguson, Chapter 8 in "Holding Schools Accountable: Performance-based Reform in Education," ed. Helen Ladd (Washington, DC: Brookings, 1996), 284 and 288.
[4] Robert Greenwald, Larry Hedges, and Richard Laine, "The Effect of School Resources on Student Achievement," *Review of Educational Research* 66(3) (Fall 1996): 381-396.
[5] David Monk, "Subject Area Preparation of Secondary Mathematics and Science Teachers and Student Achievement," *Economics of Education Review* 13(2) (1994): 125-145.
[6] Steve Rivkin, Eric Hanusheck, and John Kain, "Teachers, Schools, and Academic Achievement," (July 1998), Paper presented at the APPAM conference in New York Fall 1998, 26.
[7] ESSB 5180, the 1999-2001 Appropriations Act, provides $2 million to provide for one year of a teacher's master's degree at an accredited Washington State college.
[8] Christopher Lucas, *Teacher Education in America*, (NY: St Martin's Press, 1997), 118.
[9] Willis Hawley, "Chapter 16: United States" in *Issues and Problems in Teacher Education*, ed. Howard Leavitt, (New York, NY: Greenwood Press, 1992), 251.
[10] Monk, "Subject Area Preparation," 125-145.
[11] Goldhaber and Brewer, *Evaluating the Effect of Teacher Degree Level."*
[12] Patrick Ferguson and Sid Womack, "The Impact of Subject Matter and Education Coursework on Teaching Performance," *Journal of Teacher Education*, 44(1) (January-February 1993): 56.

INDICATOR OF TEACHER QUALITY	RESEARCH FINDINGS: IMPACT ON STUDENT ACHIEVEMENT	CURRENT STATUS IN WASHINGTON
LENGTH OF EXPERIENCE	***Mixed results:*** • Teachers affect student achievement based on their number of years of experience (Verstegen and King 1998,[13] Greenwald et al., 1996[14]). • Teacher experience impact on student achievement increases in first few years but then tapers off (Rivkin et al., 1998[15]).	The Washington state salary allocation schedule provides an automatic salary increase for each year of experience up to the 16th year.
PERFORMANCE ON TESTS	***Mixed results:*** • In a study on Texas teachers, the single most important indicator of teachers' impact on student achievement was teachers' performance on a statewide re-certification exam, which tested basic literacy skills.[16] • There is limited positive correlation between test scores and teaching performance. Minorities may encounter test bias or have poor education preparation resulting in poor test scores.[17] • Teachers' high performance on verbal tests was a predictor of student achievement (Verstegen and King 1998,[18] Ferguson 1991[19]). • Teachers with education majors had lower test scores than teachers who had majors other than education (e.g., history, English, etc). Minority candidates had lower scores than other candidates (Gitomer et al., 1999[20]).	No statewide tests are required for entry to or graduation from teacher preparation programs in Washington.

[13] Deborah Verstegen and Richard King, "The Relationship Between School Spending and Student Achievement: A Review and Analysis of 35 Years of Production Function Research," *Journal of Education Finance* (Fall 1998): 250 and 253.
[14] Greenwald et al., "The Effect of School Resources," 381-396.
[15] Rivkin et al., "Teachers, Schools, and Academic Achievement," 26.
[16] Ronald Ferguson, "Paying for Public Education: New Evidence on How and Why Money Matters," *Harvard Journal on Legislation* 28 (Summer 1991): 466.
[17] Walter Haney, et al., "Charms Talismanic: Testing Teachers for the Improvement of American Education," ed. Ernst Rothkopf, *Review of Research in Education* 14, (Washington, DC: AERA, 1987).
[18] Verstegen and King, "The Relationship Between School Spending," 250 and 253.

Indicator of Teacher Quality	Research Findings: Impact on Student Achievement	Current Status in Washington
Effective Teaching Practice	***Positive results:*** • Studies in Texas and Tennessee found that the single largest factor affecting academic growth of students was individual classroom teachers (Sanders 1996,[21] Jordan et al., 1997,[22] and Rivkin 1998[23]). • Targeted and extended training over time for teachers leads to changes in teacher practice and affects student achievement (Cohen and Hill 1998[24]).	Washington's pre-service candidates and teachers applying for their professional certificate will be required to show through their teaching practice a positive impact on student learning.

[19] Ferguson, "Paying for Public Education," 466.
[20] Andy Gitomer, et al, "*The Academic Preparedness of Prospective Teachers*," Draft presentation to the American Association of Colleges of Teacher Education, (Washington, DC, February 1999), 15.
[21] William L. Sanders and June Rivers, *Cumulative and Residual Effects of Teachers on Future Student Academic Achievement*, (The University of Tennessee, Value-Added Research and Assessment Center, 1996).
[22] Heather Jordan, Robert Mendro, and Dash Weerasinghe, *Teacher Effects on Longitudinal Student Achievement in Dallas Texas,* (Dallas, TX, 1997).
[23] Rivkin et al., "Teachers, Schools, and Academic Achievement," 15.
[24] David Cohen and Heather Hill, *State Policy and Classroom Performance: Mathematics Reform in California*, (CPRE Policy Briefs, January 1998).

APPENDIX F: WASHINGTON STATE STANDARDS FOR TEACHER PREPARATION AND DEVELOPMENT

PRE-SERVICE (RESIDENCY CERTIFICATE)*	BEGINNING TEACHER ASSISTANCE	EVALUATION**	PROFESSIONAL CERTIFICATE***
Foundational Knowledge *State goals and essential academic learning requirements.* *Subject matter content for the area(s) taught, including the essential areas of study for each endorsement area.* Social, historical, and philosophical foundations of education, including an understanding of the moral, social, and political dimensions of classrooms, teaching, and schools. Impact of technological and societal changes on schools. Theories of human development and learning. Inquiry and research. School law and educational policy. Professional ethics. Responsibilities, structure, and activities of the profession. *Issues related to abuse (identification, impact, responsibilities, and methods of teaching about prevention). (abbreviated)* *Standards, criteria, and other requirements for obtaining the professional certificate.*	None	***Knowledge of subject matter:*** Depth and breadth of knowledge of theory and content in general education and subject matter specialization appropriate to the elementary and/or secondary levels. ***Professional preparation and scholarship:*** Evidence of having a theoretical background and knowledge of the principles and methods of teaching and a commitment to education as a profession.	
Effective Teaching Research and experience-based principles of effective practice for encouraging intellectual, social, and personal development of students. Different student approaches to learning for creating instructional opportunities adapted to learners from diverse cultural and linguistic backgrounds.		***Instructional skill:*** A competent level of knowledge and skill in designing and conducting an instructional experience.	**Effective Teaching** Using effective teaching practices. Using assessment to monitor and improve instruction. Establishing and maintaining a positive, student – focused learning environment.

* Italics denote standards unique to Washington. The remainder are based on national INTASC and NCATE standards. WAC 180-78A-270
**Italicized: RCW 28A.405.100. Non-italicized: WAC 392-191-010.
***All standards unique to Washington. WAC 180-78A-540.

Pre-service (Residency Certificate)*	Beginning Teacher Assistance	Evaluation**	Professional Certificate***
Effective Teaching (continued) Areas of exceptionality and learning—including, but not limited to, learning disabilities, visual and perceptual difficulties, and special physical or mental challenges. *Effective instructional strategies for students at all levels of academic abilities and talents.* Instructional strategies for developing reading, writing, critical thinking, and problem solving skills. *The prevention and diagnosis of reading difficulties and research-based intervention strategies.* Classroom management and discipline, including: • Individual and group motivation for encouraging positive social interaction, active engagement in learning, and self-motivation. • Effective verbal, nonverbal, and media communication for fostering active inquiry, collaboration, and supportive interactions in the classroom. Planning and management of instruction based on knowledge of the content area, the community, and curriculum goals. Formal and informal assessment strategies for evaluating and ensuring the continuous intellectual, social, and physical development of the learner. Collaboration with school colleagues, parents, and agencies in the larger community for supporting students' learning and well-being. Effective interactions with parents to support students' learning and well-being.	None	***Interest in teaching pupils:*** An understanding of and commitment to each student, taking into account each individual's unique background and characteristics. Enthusiasm for or enjoyment in working with students. ***Classroom management:*** A competent level of knowledge and skill in organizing the physical and human elements in the educational setting. ***Handling of student discipline and attendant problems:*** Ability to manage the non-instructional, human dynamics in the educational setting.	**Effective Teaching (continued)** Designing and/or adapting challenging curriculum that is developmentally appropriate. Demonstrating cultural sensitivity in teaching and relationships with students, parents, community. Using information on student achievement and performance to advise and involve students and families. Integrating technology into instruction and assessment. Informing, involving, and collaborating with parents and families to support student success.

* Italics denote standards unique to Washington. The remainder are based on national INTASC and NCATE standards. WAC 180-78A-270
**Italicized: RCW 28A.405.100. Non-italicized: WAC 392-191-010.
***All standards unique to Washington. WAC 180-78A-540.

PRE-SERVICE (RESIDENCY CERTIFICATE)*	BEGINNING TEACHER ASSISTANCE	EVALUATION**	PROFESSIONAL CERTIFICATE***
Professional Development The opportunity for candidates to reflect on their teaching and its effects on student growth and learning. Educational technology including the use of computers and other technologies in instruction, assessment, and professional productivity. *Strategies for effective participation in group decision making.*	None	***Effort toward improvement when needed:*** An awareness of his or her limitations and strengths and continued professional growth.	**Professional Development** Evaluating the effects of his or her teaching through feedback and reflection. Establishing goals for professional improvement. Designing and implementing personal professional growth programs. Remaining current in subject areas, theories, practice, and research. **Leadership** Participating in activities within the school community to improve curriculum and instructional practice. Participating in professional and/or community organizations. Advocating for curriculum, instruction, and learning environments to meet the diverse needs of students. Demonstrating communication skills and/or strategies that facilitate group decision making. Participating collaboratively in school improvement activities. Incorporating democratic principles into practice.

* Italics denote standards unique to Washington. The remainder are based on national INTASC and NCATE standards. WAC 180-78A-270
**Italicized: RCW 28A.405.100. Non-italicized: WAC 392-191-010.
***All standards unique to Washington. WAC 180-78A-540.

APPENDIX G: NEW PRE-SERVICE PROGRAM STANDARDS

STANDARD	DESCRIPTION	CHANGES FROM OLD STANDARDS
1. **PROFESSIONAL EDUCATIONAL ADVISORY BOARD (PEAB)** **WAC 180-78A-250**	PEABs advise teacher preparation programs in the development, implementation, and review of their programs. They must be comprised of at least 50 percent K-12 classroom teachers. Other members include: higher education faculty and school district administrators. PEABs (under different names) have been in place for almost 30 years.	No changes.
2. **ACCOUNTABILITY** **WAC 180-78A-255**	Accountability incorporates some aspects required under the old standards (e.g., graduate follow-up surveys and state program review). The teacher preparation programs are expected to be accountable through their performance-based program.	New standard.
3. **RESOURCES** **WAC 180-78A-261**	Resources include the requirement for a distinct administrative unit for the teacher preparation program, appropriate faculty qualifications, staff to advise candidates, and adequate financial, facility, and informational resources.	Combines the former administrative unit standard with the resources standard and reduces specifications of what type of faculty should teach.
4. **PROGRAM DESIGN** **WAC 180-78A-264**	Program design provides for a conceptual framework and curriculum which reflect best research practices, is performance based, and supports the state's learning goals and EALRs; recruitment and retention of candidates; criteria/performance for program completion, field experiences, collaboration with P-12, and candidate exit criteria.	New emphasis is placed on state education reform and performance. The former field experience standard is combined into the program design standard and reduces the specifications of what constitutes a field experience.
5. **KNOWLEDGE AND SKILLS** **WAC 180-78A-270**	Knowledge and skills includes 26 areas teacher candidates must acquire and apply. Many of these knowledge and skills were under the previous program approval standards and are based upon research on effective teaching and best practices as well as the National Council of Accreditation of Teacher Education (NCATE) and Interstate New Teacher Assessment and Support Consortium (INTASC) standards. New areas include: state goals and EALRs, content for endorsement, ethics, group decision-making, educational technology, and critical thinking and problem solving.	Areas of knowledge and skills are not separated. Candidates will need to demonstrate their knowledge and skills (not just acquire them). Topics that are new or more emphasized are: • State goals and EALRs • Content for endorsement area • Ethics • Group decision-making strategies • Education technology • Critical thinking and problem solving skills ▪ Special education.

APPENDIX H: SUMMARIES OF CASE STUDIES ON TEACHER PREPARATION PROGRAMS

Four institutions with teacher preparation programs were selected as case studies to examine how Washington State's universities and colleges are preparing teacher candidates for the knowledge and skills they need to help K-12 students meet the state's new academic standards. Two degree levels were examined: undergraduate and master's. None of the preparation programs has yet submitted their documentation for SBE approval under the new standards for performance-based programs. More detailed case studies are available in the expanded report.

Teacher Preparation Programs Selected for Case Studies

	CENTRAL WASHINGTON UNIVERSITY	WESTERN WASHINGTON UNIVERSITY	WASHINGTON STATE UNIVERSITY AT VANCOUVER	WHITWORTH
DEGREES OFFERED	Undergraduate, Post baccalaureate, Master's	Undergraduate, Post baccalaureate, Master's	Post baccalaureate, Master's	Undergraduate, Post baccalaureate, Master's
TYPE OF INSTITUTION	Public	Public	Public	Private
NUMBER OF CANDIDATES FOR INITIAL CERTIFICATE IN 1997-98	507	492	40	45
PERCENT MINORITY	8% (undergraduate)	11% (undergraduate)	2% (master's)	2% (master's)
LENGTH OF PROGRAM	2-2.5 years (undergraduate)	2-2.5 years (undergraduate)	1.25 years (master's)	1.25 years (master's)
ENTRY GPA (GRADE POINT AVERAGE)	3.0 (undergraduate)	2.75 (undergraduate)	3.0 (master's)	3.0 (master's)

Central Washington University: Center for Teaching and Learning Ellensburg, Washington

Introduction. The Central Washington University (CWU) case study focused on the undergraduate program. Of the four case studies, CWU has the fewest proficiency requirements for entering the teacher preparation program. CWU is the only program that requires the Teacher Education Test (written exam) on basic skills of math and language arts (other tests may be substituted). Two out of every three applicants is accepted. The grade point average (GPA) required for entry into the program is 3.0 in the last 45 quarter hour credits. Candidates who want to teach elementary school usually major in elementary education. Candidates who plan to teach secondary school must have an academic major.

CWU is expanding opportunities for longer periods of student teaching. Basic math and technology are recent courses added to the requirements.

Strengths of the Program. CWU has two programs to recruit potential teachers: EDSTART for minorities and "Careers in Education" for high school students. A new education building with a large state-of-the-art technology center opened on campus in 1998. CWU has had a major push to define learner outcomes for all its classes on campus as well as ways to assess student performance on those outcomes. Each course lists the specific skills and knowledge every candidate will be expected to demonstrate by the end of the class (similar to the expectations of education reform). Recent graduates gave CWU's special education program high marks.[1]

Areas for Improvement. Recent graduates want the program to offer more experiences with diverse cultures and to ensure that education methods classes are more closely tied into real applications in K-12 classrooms.[2] Although field-based student teaching experiences have increased, they continue to be available for a very small percentage of the candidates. Student teaching evaluations did not address education reform goals and requirements. Graduates of the program also wanted more support and guidance from their college field supervisors during student teaching.[3]

Western Washington University: Woodring College of Education Bellingham, Washington

Introduction. The Western Washington University (WWU) case study focused on the undergraduate program. WWU has the lowest required GPA for entry (2.75). WWU has a strong emphasis on demonstrated proficiencies in writing and oral communication required for entering the teacher preparation program and also requires candidates to have five days of classroom observation prior to entry. One out of every two applicants is accepted. Sixty percent of the candidates entering WWU's teacher preparation program transfer from community colleges. Candidates who want to teach elementary or secondary school must have an academic major.[4] WWU is expanding its opportunities for longer periods of student teaching and integrating actual K-12 classroom experiences into education methods classes. Through its extension programs in Seattle and Everett, WWU has increased the number of minorities working toward teacher certification.

Strengths of the Program. WWU has a major emphasis on technology that is well integrated into the education classes. Faculty conduct online conferences with students. The Professional Development Schools (candidates work in local schools for the majority of a year) provide candidates an opportunity to collaborate with schools to implement education reform in areas such as research-based literacy, mathematics, and assessment techniques. There are a number of opportunities for multicultural experiences in teaching. Recent graduates gave WWU's special education program high marks.[5]

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[1] WSIPP Beginning Teacher Survey 1999.
[2] WSIPP Beginning Teacher Survey 1999.
[3] WSIPP Beginning Teacher Survey 1999.
[4] Special education and early childhood education are considered academic majors.
[5] WSIPP Beginning Teacher Survey 1999.

Areas for Improvement. The area of how to use assessment for measuring K-12 student progress still needs additional emphasis in education classes. Student teaching evaluations did not address education reform goals and requirements. Candidates are not yet required to demonstrate a positive impact on student learning as a part of their student teaching experience. Although field-based student teaching experiences have increased, they continue to be available for a very small percentage of the candidates.

Washington State University at Vancouver
Vancouver, Washington

Introduction. The Washington State University Vancouver Branch (WSUV) case study focused on the master's in teaching program. The WSUV program no longer requires the GRE or any other test for entry. All candidates must have BA and GPA of 3.0 in last 45 quarter hour credits. Candidates must document their math proficiency and experiences with youth for admission. An extensive prescreening interview process is required before acceptance into the program. Two out of every three candidates is accepted.

Strengths of the Program. WSUV has a field-based program where candidates are in K-12 classroom during the entire school year. There is a strong emphasis on literacy. WSUV is part of a consortium called Southwest Washington Educational Partnership (five school districts, Educational Service District 112, and WSUV) whose mission is to form new institutional relationships to enhance the practice of teaching, staff development, and school restructuring. Colleges of education supervisors provide a high level of support to student teachers. These supervisors also teach methods classes for MIT candidates. Major emphasis is placed on action research and portfolios.

Areas for Improvement. WSUV's program does not yet address assessment in a comprehensive way for candidates. Performance expectations of candidates in student teaching and the portfolio are not clearly articulated. There are very few minority candidates.

Whitworth College
Spokane, Washington

Introduction. The Whitworth case study focused on the Master's in Teaching (MIT) program. Whitworth was the only private school examined in the case studies. Whitworth's program requires the GRE for entry as a measurement of basic skills. All candidates must have a BA and a GPA of 3.0 for the last two years of college. An extensive prescreening interview process is required before acceptance into the program. After the prescreening, 90 percent of the candidates are accepted.

Strengths of the Program. Whitworth has a field-based program where candidates are in K-12 classroom during the entire school year. Colleges of education supervisors provide a high level of support to student teachers. These supervisors also teach methods classes for MIT candidates. A multicultural month-long field experience is required of all candidates.

Performance benchmarks expected of candidates throughout the program are clearly articulated. Major emphasis is placed on action research and delivering professional papers to peers. All aspects of the program are well aligned with education reform goals and requirements. Recent graduates give Whitworth high marks for all aspects of the program.

Areas for Improvement. Whitworth has very few minority candidates.

Conclusions From the Case Studies

The programs have major differences in terms of size, academic expectations and time required. These differences were largely a function of the degree level offered (undergraduate vs. graduate). All the programs are addressing EALRs; some use them more extensively throughout their program (including student teaching) than others. All programs are making a concerted effort to increase candidate exposure to K-12 classrooms through out their preparation program. Demonstrating positive impact on student learning is still in the developmental stages. All programs are making a concerted effort to recruit minorities, but the percentage of minority candidates remains low compared to other campus programs. Follow-up of graduates and the use of PEABs for feedback varies based on the program.

APPENDIX I: ENDORSEMENTS

As of August 31, 2000, all teachers and teacher candidates will obtain endorsements* under WAC 180-82.

➢ **Broad Area Primary Endorsements**
60 quarter hours/40 semester hours

- English/language arts
- Science
- Social Studies

➢ **Primary Endorsements**
45 quarter hours/30 semester hours

- Biology
- Chemistry
- Designate World Languages
- Early Childhood Education
- Early Childhood Special Education
- Earth Science
- Elementary Education
- English
- Health and Fitness
- History
- Library Media
- Mathematics
- Music
- Middle Level
- Physics
- Reading
- Special Education
- Visual Arts

➢ **Supporting Endorsements**
24 quarter hours/16 semester hours

- Bilingual Education
- Dance
- Drama
- Designated World Languages
- Early Childhood Education
- English as a Second Language
- Library Media
- Reading
- Traffic Safety (12 quarter hours/8 semester hours)

➢ **Endorsements That Will No Longer Be Continued**

- Anthropology
- Art (part of visual arts)
- Comparative Religion
- Economics (part of Social Studies)
- Geography (part of Social Studies)
- Journalism
- Choral Music (part of Music)
- Instrumental Music (part of Music)
- Philosophy
- Physical Education (part of Health and fitness)
- Political Science (part of Social Studies)
- Psychology (part of Social Studies)
- Sociology
- Speech

* SBE is still studying whether or not to add Instructional Technology to the new endorsements.

APPENDIX J: TYPE OF TEACHER PREPARATION PROGRAM BY INSTITUTION

		TYPE OF PROGRAM			1996-97
	TYPE OF INSTITUTION	UNDER-GRADUATE	POST BACCALAUREATE	MASTERS	FIRST ISSUE INITIAL CERTIFICATE
Antioch College	private		X	X	84
City University	private			X	137
Gonzaga University	private	X	X	X	122
Heritage College	private	X	X	X	60
Northwest College	private	X	X		24
Pacific Luthern University	private	X	X	X	178
Pacific Oaks College	private		X	X	39
Seattle Pacific University	private	X	X	X	130
Seattle University	private			X	96
St Martins College	private	X	X	X	92
University of Puget Sound	private			X	54
Walla Walla College	private	X	X		49
Whitman College	private	X	X		14
Whitworth College	private	X	X	X	121
Central Wash University	public	X	X	X	507
Eastern Wash University	public	X	X	X	404
The Evergreen State College	public			X	[1]
University of Washington	public			X	102
UW: Bothell	public		X		25
UW: Tacoma	public		X		43
Washington State University	public	X	X	X	387
Western Wash University	public	X	X	X	492
Total		**13**	**17**	**17**	**3160**

Source: Office of the Superintendent of Public Instruction, Annual Report of Certificates Issued, 1997-98, p. 29.

[1] The Evergreen State College did not have a graduating class in 1996-97.

APPENDIX K: NATIONALLY AVAILABLE TEACHER ASSESSMENTS

Most states use assessments developed by the Educational Testing Service (ETS). Some states have contracted with other entities, such as National Evaluation Systems, Inc. (NES), to develop state-specific tests. Although a larger number of states require Praxis, a larger number of teachers take NES examinations because states with large teacher populations have developed state-specific tests.

TEST	TEACHER LEVEL	PURPOSE	TYPE OF TEST	TEST METHODOLOGY	VALIDITY, RELIABILITY STUDIES	NUMBER OF STATES USING TEST
NES (CUSTOM TESTS FOR INDIVIDUAL STATES)	All levels of teachers' careers	Tailor to individual states' needs	Basic skills, subject area knowledge, and pedagogy	Multiple choice, essay, videotaping	Yes	11
PRAXIS I (ETS)	Entry into teacher education program; entry into teaching profession	Determine basic skills competency of prospective student or teacher	Basic skills in reading, writing, and math	Multiple choice, essay	Yes	24
PRAXIS II[1] (ETS)	Entry to teaching profession	Determine competency of prospective teacher	Subject matter content; subject matter pedagogy (for some subjects); general pedagogy	Multiple choice and constructed response	Yes	27[2]
PRAXIS III (ETS)	Beginning teacher (first year)	Determine competency of teacher for ongoing licensure	Pedagogy	Observations, pre- and post-observation conferences, prepared profile	Yes	0 (Ohio will start in 2002)

[1] The Praxis II tests replace the National Teacher Examination series, or NTE.
[2] This includes states using the NTE.

Test	Teacher Level	Purpose	Type of Test	Test Methodology	Validity, Reliability Studies	Number of States Using Test
INTASC[3]	Beginning teacher (first and second years)	Determine competency of teacher for ongoing licensure	Pedagogy; subject area knowledge and pedagogy	Portfolio of context, lesson plans, videotapes, student work samples	Validity; reliability in progress	0
NBPTS[4]	Experienced teacher	Demonstration of teaching excellence	Pedagogy; subject area knowledge and pedagogy	Portfolio of videotapes, self-analysis, student work; assessment center exercises on planning and research	Yes	None require it; all allow it.

[3] INTASC – Interstate New Teacher Assessment and Support Consortium.
[4] NBPTS – National Board for Professional Teaching Standards.

APPENDIX L: TEACHER ASSESSMENTS IN OTHER STATES

At the time of this report, 42 states and the District of Columbia use assessments for program entry and/or the initial licensure of teachers. Tests used are detailed below.

Assessments for Program Entry or Initial Certification

	BASIC SKILLS TEST	TEACHING KNOWLEDGE TEST	CONTENT KNOWLEDGE TEST
ALABAMA	Prep program	Prep program	Prep program
ALASKA	Praxis I [1]		Praxis II[2]
ARIZONA	State-specific test[3] (ATPA)	State-specific test	State-specific test
ARKANSAS	Praxis I	Praxis II	Praxis II
CALIFORNIA	State-specific test (CBEST)	State-specific test (RICA)	Praxis II
COLORADO	State-specific test (PLACE)	State-specific test	State-specific test
CONNECTICUT	Praxis I	Praxis II	Praxis II
DELAWARE	Praxis I		
DISTRICT OF COLUMBIA	Praxis I	Praxis II	Praxis II
FLORIDA	State-specific test	State-specific test	State-specific test
GEORGIA	Praxis I	Praxis II	Praxis II
HAWAII	Praxis I	Praxis II	Praxis II
IDAHO			
ILLINOIS	State-specific test (ICTS)		State-specific test
INDIANA	Praxis I	Praxis II	Praxis II
IOWA			
KANSAS	Praxis I	Praxis II	
KENTUCKY	Praxis I	Praxis II	Praxis II
LOUISIANA		Praxis II/NTE	Praxis II/NTE
MAINE	Praxis I	NTE	Praxis II
MARYLAND	Praxis I/NTE	Praxis II/NTE	Praxis II/NTE
MASSACHUSETTS	State-specific test (MECT)	State-specific test	
MICHIGAN	State-specific test (MTTC)		State-specific test
MINNESOTA	Praxis I		
MISSISSIPPI		Praxis II	Praxis II/NTE
MISSOURI	State-specific test (CBASE)	Praxis II/NTE	Praxis II/NTE
MONTANA	Praxis I		
NEBRASKA	Praxis I		
NEVADA	Praxis I	Praxis II	Praxis II
NEW HAMPSHIRE	Praxis I		Praxis II

[1] The Praxis tests are developed by the Educational Testing Service.
[2] This test is required for adding an endorsement area to a secondary certificate.
[3] Many of the state-specific tests are developed by the National Evaluation Systems, Inc.

	Basic Skills Test	Teaching Knowledge Test	Content Knowledge Test
New Jersey		NTE (elementary)	Praxis II
New Mexico	State-specific test (NMTA)	State-specific test (NMTA)	NTE
New York	State-specific test (NYSTCE)	State-specific test	State-specific test
North Carolina	Praxis I	Praxis II/NTE	Praxis II/NTE
North Dakota[4]			
Ohio		Praxis II	Praxis II
Oklahoma	State-specific test (CEOE)	State-specific test (CEOE)	State-specific test
Oregon	CBEST/Praxis I	Praxis II	Praxis II
Pennsylvania		Praxis II	Praxis II
Rhode Island		NTE	NTE
South Carolina	Praxis I	Praxis II/NTE	Praxis II
South Dakota			
Tennessee	Praxis I	Praxis II	Praxis II
Texas	State-specific test (TASP)	State-specific test (ExCET)	State-specific test (ExCET)
Utah			
Vermont			
Virginia	Praxis I	Praxis II	Praxis II
Washington			
West Virginia	Praxis I	Praxis II	Praxis II
Wisconsin	Praxis I		
Wyoming			

[4] Some preparing institutions have developed tests for basic skills, content, and pedagogy.

APPENDIX M: STATES' BEGINNING TEACHER ASSISTANCE PROGRAMS

	IS THE PROGRAM MANDATORY OR OPTIONAL FOR BEGINNING TEACHERS?	WHO IS ASSIGNED TO WORK WITH THE BEGINNING TEACHER?	WHO RECEIVES TRAINING UNDER THE PROGRAM?	IS A BEGINNING TEACHER'S PERFORMANCE ASSESSED UNDER THE PROGRAM? IF SO, FOR WHAT PURPOSE?	APPROXIMATE STATE APPROPRIATION FOR 1996-97	STATE EXPENDITURE PER BEGINNING TEACHER IN 1996-97[1]
CALIFORNIA	Mandatory	Mentor	Beginning teachers and mentors	Participation required for certification, but no summative assessment	$17.5 million[2]	$1,460
COLORADO	Mandatory	Mentor	Beginning teachers; some mentors	Yes, for certification. For employment, principal may seek input from mentor	None	$0
CONNECTICUT	Mandatory	Mentor or mentor team	Beginning teachers and mentors	Yes, for certification	$3 million	$1,400
DELAWARE	Optional, but 100 percent participation	Mentor	Some beginning teachers; mentors	No	$100,000[3]	$143
FLORIDA	Mandatory[4]	Mentor	Beginning teachers; some mentors	No	$3.4 million for all staff development	N/A

[1] Reflects state funds only. Many states assume local school districts will pay a portion of the cost of assistance programs.
[2] California's 1998-99 appropriation for the beginning teacher assistance program is $67 million.
[3] Delaware's appropriation for 1998-99 is $480,000.
[4] Florida has recently folded all performance standards into teacher education programs and mandated that colleges of education track their graduates and report each year on their employment status. School districts are still being asked to design and implement a program for new inductees, but there is no state funding.

	Is the program mandatory or optional for beginning teachers?	Who is assigned to work with the beginning teacher?	Who receives training under the program?	Is a beginning teacher's performance assessed under the program? If so, for what purpose?	Approximate state appropriation for 1996-97	State expenditure per beginning teacher in 1996-97
Georgia	Optional	Mentor	Some beginning teachers; mentors	No	$1.25 million	$440
Idaho	Optional	Mentor	Varies	No	$375,000	$1,071
Indiana	Mandatory	Mentor	Beginning teachers and mentors	Yes, for employment	$1.5 million	$500
Kentucky	Mandatory	Mentor, principal, university faculty	Beginning teachers and mentors	Yes, for certification and employment	$3.2 million	$1,280
Louisiana	Mandatory	Mentor	Beginning teachers and mentors	Yes, for certification and employment	$3.76 million	N/A
Maine	Mandatory	Mentor or support team	Beginning teachers and mentors	Yes, for certification	None	$0
Michigan	Mandatory	Mentor	Beginning teachers and mentors	No	None	$0
Minnesota[5]	Optional	Mentor	Varies	No	$30,000	N/A
Missouri	Mandatory	Mentor	Varies	Participation required for certification, but no summative assessment	None	$0

[5] Minnesota has piloted their program in seven districts.

	Is the program mandatory or optional for beginning teachers?	Who is assigned to work with the beginning teacher?	Who receives training under the program?	Is a beginning teacher's performance assessed under the program? If so, for what purpose?	Approximate state appropriation for 1996-97	State expenditure per beginning teacher in 1996-97[1]
Nebraska	Optional	Mentor	Neither	No	None[6]	$0
New Jersey	Mandatory	Mentor and principal; possibly college of education faculty	Beginning teachers and mentors	Yes, for certification and employment	None; participants pay a fee for the program[7]	$0
New Mexico	Mandatory	Varies	Varies	Yes, for certification and employment	None	$0
North Carolina	Mandatory	Mentor, principal, and generalist or specialist	Beginning teachers and mentors	Yes, for certification	$3.5 million	N/A
Ohio	Optional, but will be mandatory as of 2002	Mentor	Some beginning teachers; mentors	Yes, for certification[8]	$1 million	$2,000
Oklahoma	Mandatory	Mentor, principal, college of education faculty	Neither	Yes, for certification and employment	$1.3 million	$464
Pennsylvania	Mandatory	Mentor	Beginning teachers and mentors	No	None	$0

[6] Nebraska's legislature just passed a bill dedicating 10 percent of their education lottery funding to a beginning teacher induction program. This will amount to about $800 to $1,000 per beginning teacher, to be used for a mentor stipend and release time.
[7] New Jersey's beginning teachers pay $550 (traditional certification route) or $2,000 (alternative certification route) for assistance.
[8] Ohio will use the Praxis III assessment for certification beginning in 2002. Trained assessors will evaluate beginning teachers for certification.

	Is the program mandatory or optional for beginning teachers?	Who is assigned to work with the beginning teacher?	Who receives training under the program?	Is a beginning teacher's performance assessed under the program? If so, for what purpose?	Approximate state appropriation for 1996-97	State expenditure per beginning teacher in 1996-97
Rhode Island	Mandatory	Mentor	Varies	No	None	$0
South Carolina	Mandatory	Mentor, district representative, principal	Beginning teachers and mentors	Yes, for certification and employment	$560,000[9]	$187
Texas	Mandatory	Mentor	Varies	No	None[10]	$0
Utah	Mandatory	Mentor	Varies	No	None	$0
Washington	Optional	Mentor	Beginning teachers and mentors	No	$1.3 million[11]	$854
West Virginia	Mandatory	Mentor	Beginning teachers and mentors	Yes, for certification	$220,000	$600

[9] South Carolina doubled the budget for this program to $954,000 for 1998-99.
[10] In 1998, Texas had a budget request of $3.8 million for a pilot program to provide assistance for two years.
[11] The 1999 Legislature more than doubled the size of the appropriation in Washington for 1999-2001.

APPENDIX N: CASE STUDIES OF FOUR BEGINNING TEACHER ASSISTANCE PROGRAMS IN WASHINGTON

Background

Four case studies of beginning teacher assistance programs were conducted to examine how school districts use state Teacher Assistance Program (TAP) funds to support first-year teachers. Programs were selected to provide a sample of different models of assistance provided by districts of various sizes.

Case Study Districts: Sizes and TAP Models (1997-1998)

SCHOOL DISTRICT	NUMBER OF STUDENTS	NUMBER OF TEACHERS	TAP MODEL
LAKE WASHINGTON	24,852	1,272	District-sponsored; large district; full-time professional development staff and summer training program
KENNEWICK	13,328	730	District-sponsored; large district; mentors on contract with assistance from district coordinator
MOSES LAKE	6,109	316	ESD-sponsored; medium district; mentors on contract
OTHELLO	2,895	151	District-sponsored; small/medium district; mentors on contract with building-initiated training

Lake Washington School District

The Lake Washington School District (LWSD) includes nearly 25,000 students and 1,300 teachers in 42 schools. The district contributes substantial local resources to supplement TAP funds for its in-house beginning teacher assistance program. The program assists not only beginning teachers and educational staff associates, but also experienced teachers who are new to the district. Thirty-seven beginning teachers participated in 1997-98.

LWSD holds a week-long summer training institute to orient teachers to the district's policies, philosophy, and curriculum. Teachers hired later in the school year receive a condensed training or are invited to attend the institute the following year. Ten full-time professional development staff provide individual assistance on both a scheduled and as-requested basis by observing new teachers, working with specific students, modeling skills in the new teacher's classroom, and answering questions. Some buildings also assign partner teachers to help with building procedures, resources, and informal support. Four release days were provided for new teachers during the school year to provide training on such issues as classroom management, teaching reading and writing, curriculum integration, and communication skills.

Kennewick School District

The Kennewick School District (KSD) also contributes local funds to supplement the TAP allocation for their own beginning teacher assistance program. KSD educates over 13,000 students with 730 teachers in 22 schools. In 1997-98, there were 18 beginning teachers. The district relies on mentors who are full-time teachers to provide both formal and informal assistance. At least once or twice a year, mentors are expected to give mini-seminars on a planned topic with their beginning teacher or a group of beginning teachers.

KSD provides two training sessions for mentors and holds four seminars after hours during the school year where mentors and beginning teachers work on topics selected by the beginning teachers. Typical topics include classroom organization, lesson plan development, parent conferences, and student discipline. The district pays for three hours of substitute time for each team. Mentors are expected to observe their beginning teachers three times during the year, and beginning teachers observe their mentors at least once. An assistant superintendent oversees the program (along with other duties), provides some of the training, and mentors each beginning teacher at least twice during the year.

Moses Lake School District/North Central Educational Service District

The Moses Lake School District (MLSD) employs over 300 teachers for a student population of over 6,000 housed in 13 schools. The district channels all TAP funds to the North Central Educational Service District (NCESD). The ESD provided an assistance program for 67 beginning teachers in the region in 1997-98. Six of the nine beginning teachers from MLSD were able to participate that year.

NCESD arranges a stipend for experienced teachers to serve as mentors. Mentors are expected to provide informal assistance, as well as six one-on-one "seminars" for their beginning teachers on topics the team identifies. There is a day-long workshop at the ESD in the fall for mentors and beginning teachers where they receive some separate training and then work as a team to plan their year's activities. The ESD also holds a two-day retreat for beginning teachers in the winter. No funds were available in 1997-98 for substitutes for observations, but the ESD requested participating districts to try to provide at least ten hours of release time out of local funds.

Othello School District

The Othello School District (OSD) served nearly 3,000 students in five schools and employed 151 teachers in 1997-98. OSD had a large number (13) of beginning teachers that year for a district of its size. OSD uses experienced full-time teachers as mentors under a supplemental contract. Mentors attend an orientation meeting to brainstorm possible activities and topics of assistance for new teachers. One day of release time is made available for the team to observe teachers in another building or district, or to attend a conference or workshop. The team is encouraged to travel outside the district to broaden their perspectives, as well as spend collegial time together. No training for mentors or beginning teachers is available from the district, but one of the building principals created her own training program in 1997-98, including a day-long orientation before the start of the school year and Friday after-school seminars on a variety of topics. Beginning teachers receive $50 to purchase materials for their classrooms.

APPENDIX O: BEGINNING TEACHER ASSISTANCE PROGRAMS IN CALIFORNIA

California began providing assistance programs for beginning teachers in 1988. However, until 1998, funding was not sufficient to cover all teachers. Programs have always included a performance assessment component, but results are not used for state certification or employment decisions.

California New Teacher Project. The California New Teacher Project (CNTP) operated from 1988 to 1992 as a pilot project to test a variety of approaches for retaining capable teachers and improving their teaching abilities. A total of 37 local and regional partnerships across the state were funded, many collaborations were between universities and multiple school districts.

Evaluation studies from 1992 found that well-developed programs could increase retention rates and improve performance of first- and second-year teachers. These studies also found the most important program elements were:

- Involving experienced teachers, carefully selected and specially trained, in guiding and assisting new teachers;
- Providing scheduled, structured time for experienced and beginning teachers to work together;
- Providing instruction to groups of new teachers on topics directly related to their immediate needs and current stage of professional development; and
- Individual follow-up by experienced educators to ensure new teachers learn to use new skills effectively in their own classrooms.

CNTP also pilot-tested various assessment approaches such as observations, portfolios, interviews, simulations, and videotaping. An evaluation of these approaches was conducted separately as part of an overall review of performance assessments for teachers. The evaluation concluded that assessments needed to be based on a clearly defined set of knowledge, skills, and abilities; assessors should be carefully selected and trained; and teachers needed to be supported in their efforts to meet expectations.

Beginning Teacher Support and Assessment (BTSA). Based on positive evaluations of the value of intensive support, training, and informative assessments, the California State Legislature created BTSA in 1992 with $4.8 million. This covered about 2,000 teachers a year, or roughly 15 percent of eligible beginning teachers. Annual grants were awarded on a competitive basis to about 30 locally- and regionally-delivered programs. Grants included $3,000 per beginning teacher from state funds and $2,000 from locally-raised funds. In 1997, the budget was increased to $17 million and served 10,000 new teachers. Positive evaluations led the California State Legislature to appropriate $66 million for BTSA programs in 1998, which should cover all 22,000 of California's beginning teachers.

BTSA is intended to provide a structured program where support and assessment are integrated as dual objectives. BTSA programs are designed around two key features:

- A broad framework of challenging, realistic expectations regarding professional skills, abilities, and knowledge needed by beginning teachers; and
- Standards for the essential program elements that provide appropriate opportunities for new teachers to learn, grow, and develop professionally.

The framework is the *California Standards for the Teaching Profession*, which was developed over a five-year period and adopted in 1997. The standards describe effective teaching for new teachers across six "domains" of knowledge, skills, and abilities. These standards guide all support and assessment planning within a BTSA program.

Program approval standards are based on the research findings of the CNTP and include specific expectations for program design and organization, delivery of integrated support and assessment for beginning teachers, and resources and program development. The standards are broadly stated, but extensively explained, so that they provide both flexibility and guidance for local programs.

California Formative Assessment and Support System for Teachers (CFASST). About half of the BTSA programs used a package called *Pathwise* for the assessment component of their program. Pathwise was developed by the Educational Testing Service (ETS) specifically to help new teachers develop their skills, not for employment or certification decisions. Most of the other programs used the California Teaching Portfolio, developed by West Ed. West Ed, ETS, and officials in California have worked collaboratively over the past several years to develop a new product called CFASST, based on the California Standards for the Teaching Profession. Assistance programs are not required to use this product, but if they do not, they must show how their assessment approach meets the same standards. CFASST is being pilot-tested in 1998-99 and 1999-2000.

Under CFASST, mentor teachers receive 40 hours of training on the standards, observation and assessment skills, and strategies for instructive feedback. Methods of assessment include two structured observations and discussions in November and March, individual growth plans, and inquiries that the mentor and beginning teacher complete together. Each inquiry is a six to eight week set of activities that deals with establishing a learning environment, developing instructional experiences, and analyzing student learning. Materials, worksheets, manuals, and videotapes are part of the program. For each assessment, the beginning teacher and mentor discuss what was learned and how the beginning teacher could improve. Mentors do not share results and progress with principals in order to preserve the dual focus of support and assessment.

Comprehensive System for Teacher Credentialing. The findings from CNTP also prompted California to undertake a comprehensive review of teacher credentialing requirements in 1992—from pre-service through beginning teaching to ongoing professional development. Legislators were concerned that reforms in teacher preparation were occurring piecemeal. A four-year effort by the Commission on Teacher Credentialing, a regional network of advisory committees, and a panel of 24 prominent educators and members of the public culminated in 1997 with *California's Future: Highly Qualified Teachers for All Students*. The report outlines a coherent system of teacher preparation and development and contains numerous specific recommendations for changes to complete that system.

APPENDIX P: PERFORMANCE-BASED TEACHER CERTIFICATION IN OTHER STATES

There is growing interest by states to make certification of teachers performance-based. However, it can be difficult to determine which states use performance assessments because surveys of certification practices frequently lack adequate definitions. "Performance assessment" may refer to observation by a principal, successful completion of a student teaching experience, or a complex measurement of how a teacher's knowledge and skills compare to a set of statewide standards.

Twenty-four states (see chart below) are considering, developing, or implementing performance assessments that:[1]

- Occur after a teacher has been granted initial certification and is employed;
- Are conducted by the state or through a mandated state program for beginning teachers; and
- Require successful completion before a teacher is granted ongoing certification from the state.

STATE[2]	WHO CONDUCTS ASSESSMENT	HOW OR WHEN ASSESSMENT OCCURS	IMPLEMENTATION STATUS
ARIZONA*	Statewide (portfolio)	First two years of teaching	Developing
ARKANSAS*	Statewide	Not known	Developing
COLORADO	District	Beginning teacher program	Implementing
CONNECTICUT*	Statewide (portfolio)	Beginning teacher program	Implementing (phasing in new assessment)
DELAWARE*	Statewide	Not known	Considering
HAWAII*	Statewide (portfolio)	First two years of teaching	Considering
ILLINOIS*	Statewide	Not known	Considering

*Assessment will be standards-based, rely on multiple measures of classroom performance, incorporate professional development and assistance for the teacher, and be reviewed by trained raters.

[1] Sources: Telephone survey of other states' beginning teacher assistance programs; conversation with INTASC; state websites; NASDTEC Annual Report (1998); Key State Education Policies on K-12 Education, Council of Chief State School Officers, August 1998. The status of other states' consideration of performance assessments for teachers is changing rapidly. The information in this table may be out of date within months.

[2] California has a mandated beginning teacher program with performance assessments, but the assessment results are not used for state certification decisions. Tennessee is phasing in standards-based performance evaluation by all districts for employment decisions, but it is not implemented through a state-mandated program for beginning teachers.

State	Who Conducts Assessment	How or When Assessment Occurs	Implementation Status
Indiana*	Statewide (portfolio)	Beginning teacher program	Implementing (phasing in new assessment)
Kansas*	Statewide	Not known	Considering
Kentucky	District/higher education team	Beginning teacher program	Implementing
Louisiana	District team	Beginning teacher program	Implementing
Maine	District team	Beginning teacher program	Implementing
Missouri	District	Beginning teacher program	Implementing
New Jersey	District team	Beginning teacher program	Implementing
New Mexico	District	Beginning teacher program	Implementing
New York	Statewide (video)	First year of teaching	Implementing
North Carolina*	Statewide (portfolio)	Beginning teacher program	Implementing (phasing in new assessment)
Ohio*	Statewide (observations/interviews)	Beginning teacher program	Developing (will phase in over next three years)
Oklahoma	District/higher education team	Beginning teacher program	Implementing
South Carolina	District team	Beginning teacher program	Implementing new assessment
Texas	Statewide	First year of teaching[3]	Developing
Washington	District/higher education team through enrollment in college program	Third through fifth years of teaching	Developing
West Virginia	District	Beginning teacher program	Implementing
Wisconsin	District/higher education team assess professional growth plan	Within first five years of teaching	Considering

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*Assessment will be standards-based, rely on multiple measures of classroom performance, incorporate professional development and assistance for the teacher, and be reviewed by trained raters.

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[3] Scheduled to occur early in a teacher's first year with the teacher preparation program held accountable for a graduate's performance.

APPENDIX Q: BEGINNING EDUCATOR SUPPORT AND TRAINING IN CONNECTICUT

Since 1989, Connecticut has required first-year teachers to participate in the Beginning Educator Support and Training (BEST) program, which includes support through mentoring and training and a formal performance assessment of knowledge and skills. Since 1992, Connecticut has been working independently and in collaboration with other states through INTASC to redesign BEST into a two-year assistance and assessment program that requires teachers to prepare subject-specific portfolios of their classroom performance in their second year of teaching.

Support. All beginning teachers receive mentoring from a school-based mentor or mentor team for at least one year. Mentors are exemplary teachers, selected by the school district, who complete a three-day training session. Their responsibilities include meeting at least weekly with beginning teachers, providing orientation, clarifying the responsibilities of the BEST program, observing and being observed by the beginning teachers, and assisting teachers in preparing their portfolios. In 1997-98, there were about 2,300 first-year teachers in Connecticut.

Portfolio Assessment. The portfolio assessment process is being phased in by subject area. For 1999-2000, the assessment will be used for teachers of English/language arts, mathematics, middle grades, music, physical education, science, social studies, special education, and visual arts (about 85 percent of all beginning teachers). World languages will be added in 2000-01. During their first and second years, teachers attend six seminars (a total of 18 to 20 hours) on how to teach their specific subject area. Teachers explore content standards and subject-specific models of teaching and learning, and, by the second year, are focused on development of more complex teaching strategies that foster active student participation in their own learning. Master teachers who have served as assessors on the portfolios teach the seminars.

Toward the end of their second year, the beginning teachers submit a portfolio that documents planning, teaching, and student learning within a unit of instruction over a two-week period of time. The portfolio includes lesson plans, videotapes, student work samples, and assessments of student learning. The teacher also prepares a written commentary explaining the instructional decisions and reflecting on how those decisions affected his or her teaching and student learning. The lessons and materials expected for each portfolio vary by subject area and are aligned with Connecticut's student learning standards.

Rating of Assessments. Assessors are exemplary teachers who receive 50 hours of training and assess portfolios for their content area during the summer. The portfolios are returned to teachers in the fall with feedback on the portfolio and eligibility for the provisional educator certificate. Teachers who do not meet the performance standards on the portfolio may be eligible for a third year in the program in order to complete this assessment. Among mentors, portfolio assessors, and beginning teachers, Connecticut estimates that over 40 percent of its teaching force has experience with the new assessments.

Cost. Connecticut estimates that it cost $1,026,000 over a three-year period to develop and validate the teaching standards and develop and pilot-test the portfolio assessments, although this work is not complete. Estimated annual cost for mentor training and training and certification of assessors is $308,000, which should support about 2,000 beginning teachers. Scoring the portfolios for 2,000 teachers is estimated at $250,000. In addition, the state spends $3 million annually on mentoring, training, and clinics to support beginning teachers. School districts receive only $200 per teacher out of these funds.

APPENDIX R: ALIGNMENT OF WASHINGTON STATE TEACHER PREPARATION AND DEVELOPMENT WITH STRATEGIES TO IMPLEMENT EDUCATION REFORM

STRATEGIES TO IMPLEMENT EDUCATION REFORM	RESIDENCY CERTIFICATE (PRE-SERVICE)	BEGINNING TEACHER ASSISTANCE (YEAR 1)	EMPLOYMENT EVALUATION - FORMAL (YEARS 1-4 AND DISCIPLINARY ACTION)	PROFESSIONAL CERTIFICATE (YEARS 3 - 5)	ONGOING PROFESSIONAL DEVELOPMENT (CAREER-LONG)	EMPLOYMENT EVALUATION - PROFESSIONAL GROWTH OPTION (AFTER 4 FORMAL EVALUATIONS)
STANDARDS FOR KNOWLEDGE AND SKILLS	1 standard 22 criteria Positive impact on student learning Adopted 1997	None	7 standards Additional standards negotiable locally Adopted 1976	3 standards 18 criteria Positive impact on student learning Adopted 1997	To maintain certification: 3 standards 5 criteria To earn credit on salary schedule: 5 criteria Adopted 1997	Standards negotiable locally
PERFORMANCE ASSESSMENT	Local decision by preparation program	Formal assessment prohibited Local decision by district for informal assessment	State-required number of classroom observations Additional processes negotiable locally	Local decision by certificate program	None	Local district decision
ACCOUNTABILITY	No state exit assessment Limited state funds Limited state oversight	State program requirements are input-based State and local funds No state oversight	Continued employment is local decision by district No state funds No state oversight	No common assessment tool statewide No state funds Limited state oversight of pilots	District approves credit for salary schedule and certification State and local funds Limited state oversight	Continued employment is local decision by district No state funds No state oversight

APPENDIX S: ASSESSMENT OPTIONS FOR WASHINGTON

Basic Skills: Admission to Program

Goal: Ensure that candidates in pre-service programs have a basic competency in reading, writing, and math.

Option 1

Contract with Education Testing Service (ETS) for Praxis I. Twenty-four states use Praxis I as their basic skills test. ETS has already conducted validity and reliability studies for the test. It would be up to the state to do the necessary work to establish cut scores.

Concerns about differential minority pass rates might be addressed by using the test to determine areas that need remediation, rather than as a gateway exam, and then having a course available to address those remediation needs. This might also eliminate the need to set cut scores because the test would be considered a means of getting information about a candidate's basic skill proficiency so that appropriate fine-tuning could occur.

Some states use Praxis I as an exit exam. This was not its original intention and presents the problem of denying certification due to lack of proficiency in basic skills to someone who has, perhaps, just successfully completed a teacher preparation program.

Option 2

Contract with a test developer such as National Evaluation Systems (NES) to develop a state-specific basic skills test for Washington State pre-service teachers. This option would be a preferred route if Washington wants to ensure that teachers have the same basic skills that are required under the state's Essential Academic Learning Requirements (EALRs).

Content: Program Exit or Residency Certificate (for out-of-state candidates)

Goal: Ensure that graduates of pre-service preparation programs know the content and have the skills required for the EALRs in the areas they would teach.

Option 1

Choose tests from the Praxis II series. These tests are available in nearly every subject area, with a large variety of content and format, including content-only and content-related pedagogy. Validity and reliability tests have already been completed, but, as with Praxis I, the state would have to set the cut scores.

The issue with a nationally-available content test is whether it could incorporate Washington's student learning standards. The state would want to examine the Praxis content tests to see how well the material tested covers the Washington EALRs.

Option 2

Develop a test that reflects and expands upon the EALRs in each content area. The state would have to conduct the validity and reliability studies and set the cut scores.

Pedagogy: Program Exit

Goal: Ensure that graduates of preparation programs have the pedagogical knowledge and skills necessary to positively impact student learning.

Option 1

Use Praxis II, which also includes tests of basic pedagogy in addition to the content-related pedagogy mentioned above. While knowledge of subjects such as child development, principles of learning, cognition, etc., could be easily assessed, there is a great deal of disagreement about the efficacy of a paper and pencil test of teaching skill, given the inherent complexity of every teaching situation.[1] As with the other Praxis tests, studies of validity and reliability have been conducted; cut scores must be set by the state.

Option 2

Rely on performance assessment of teacher standards conducted through student teaching. Candidates would be required to provide evidence (observation, portfolio artifacts) of their accomplishment of each teacher standard. Teacher preparation programs would be required to evaluate the performance level of each standard through the evidence provided. Decisions to be made include:

- Framework to be used (preferably one framework, statewide, for pre-service, induction, professional certification, and evaluation).
- Who would provide the assessment.
- Necessary level of performance for issuance of a residency certificate.

[1] For a discussion of this issue, see Linda Darling-Hammond, Arthur E. Wise, and Stephen P. Klein, *A License to Teach,* (San Francisco, CA: Jossey-Bass, 1999), Chapters 3 and 4.

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