

Nebraska State Summary

2007

# State Teacher Policy Yearbook

Progress on Teacher Quality

## Acknowledgments

### STATES

Our most important partners in this effort have been state education agencies, whose extensive experience has helped to ensure the factual accuracy of the final product. Every state formally received two different drafts of the *Yearbook* for comment and correction, first in spring 2006 and again in December 2006. States also received a final draft of their reports a month prior to release. All but three states graciously responded to our many, many inquiries. While states have not always agreed with our approaches, most have exhibited a remarkable willingness to reflect upon the impact of their current policies—and to acknowledge that the system needs fixing.

### FUNDERS

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### STAFF

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## About the Yearbook

The *State Teacher Policy Yearbook* examines what is arguably the single most powerful authority over the teaching profession: state government. State authority over the profession—whether through regulation approved by state boards of education or professional standards boards or by laws passed by legislatures—is far reaching. These policies have an impact on who decides to enter teaching, who stays—and everything in between.

The *Yearbook* provides an unprecedented analysis of the full range of each state's teacher policies, measured against a realistic blueprint for reform. It identifies six key areas in urgent need of policy attention, along with specific policy goals within these areas. To develop these goals, three years ago, we began to work with our own nationally respected advisory board, eventually widening the scope to consult with over 150 different policy groups, academics, education think tanks, and national education organizations, some of which have quite different perspectives than ours. The best advice we received came from the states themselves.

The teacher quality goals in this volume all meet four critical benchmarks:

1. They are supported by a strong rationale, grounded in responsible research. (A full list of the citations to support each goal can be found at [www.nctq.org](http://www.nctq.org).)
2. Where applicable, they rely on meaningful inputs shown to improve student achievement and measurable outputs.
3. They are designed to make the teaching profession more responsive to the current labor market
4. They can work in all 50 states.

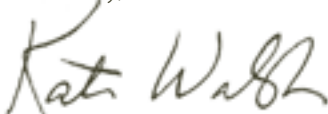
While a national summary report is available, we have customized the *Yearbook* so that each state has its own report, with its own analyses and data. Users can download any one of our 51 state reports (including the District of Columbia) from our website ([www.nctq.org](http://www.nctq.org)). Since some national perspective is always helpful, each state report contains charts and graphs showing how the state performed compared to all other states. We also point to states that offer a “Best Practice” for other states to emulate.

There is no overall grade for a state. Instead, we capture the bird's-eye view of each state's performance through a descriptive term such as “weak but progressing” or “needs major improvement.” In order to provide a useful and instantly recognizable standard of performance, we have issued grades to states in each of the six areas. Because there are so many individual goals, we rely on a familiar and useful graphic symbol—circles filled in to various degrees—to reflect progress being made toward meeting these goals. Although somewhat complex, we chose this rating system as the fairest and most easily discernible way to depict the effectiveness of current state educational policies.

Finally, let me emphasize that we view the *Yearbook* as the beginning of a conversation. Not for a moment do we think that the blueprint presented here solves, once and for all, this tricky and complicated business of regulating the teaching profession. But what we have done is put forward a well-informed view of how states might improve, one which we believe is worthy of consideration.

We fully anticipate that the content of the *Yearbook* will evolve from year to year, responding to new information, a lot more feedback, and renewed research.

Sincerely,

A handwritten signature in black ink that reads "Kate Walsh". The signature is written in a cursive, flowing style.

Kate Walsh, *President*



## Executive Summary: Nebraska

Welcome to the Nebraska edition of the National Council on Teacher Quality's *State Teacher Policy Yearbook*. This analysis is the first of what will be an annual look at the status of state policies impacting the teaching profession. It is our hope that this report will help focus attention on areas where state policymakers could make improvements to benefit both students and teachers.

Our policy evaluation is broken down into six areas that include a total of 27 goals. Broadly, these goals examine the impact of state policy on the preparation, certification, licensure, compensation and effectiveness of teachers across the elementary, secondary and special education spectra. Nebraska's progress toward meeting these goals is summarized on the following page.

While Nebraska has met some of our goals, there is significant room for improvement in several areas. Nebraska completely missed 12 goals, met a small portion of 11, partially met one, nearly met two and fully met only one.

While the state performed weakly in all areas, it has the most work to do in Area 5, "Alternate Routes to Certification," and Area 6, "Preparation of Special Education Teachers."

Nebraska should be commended for requiring that approved teacher preparation programs only accept teacher candidates who have passed a basic skills test, though it needs to do more to hold those programs accountable for the quality of the teachers they produce. The state should also work to ensure that special education teacher candidates receive the training they need to become highly qualified, and it should consider offering at least one genuine alternate route to certification.

The body of the report provides a more detailed breakdown of the state's strengths and weaknesses in each area.

### Overall Performance: **Last in Class**

# Executive Summary: How is Nebraska Faring?

GRADE

**D**

STATE ANALYSIS

## **AREA 1 – Meeting NCLB Teacher Quality Objectives**

Nebraska needs to improve its data policies, which can help it ameliorate inequities in teacher assignments. The state's subject matter preparation policies for future elementary and secondary teachers also need improvement. The state is continuing its use of the HOUSSE route. Nebraska does meet the industry standard for a subject matter major.

**D**

## **AREA 2 – Teacher Licensure**

Nebraska's standards lack specificity and do not clearly refer to the knowledge and skills new teachers must have before entering the classroom. Though endorsement guidelines address the science of reading, the state has yet to fully address this critical area. The state has yet to implement subject matter testing as a requirement of licensure or address obstacles to teacher reciprocity. Nebraska does not recognize distinct levels of academic caliber at the time of initial certification.

**D**

## **AREA 3 – Teacher Evaluation and Compensation**

Nebraska fails to exercise much-needed leadership in the realm of teacher accountability. The state defers important policies about the frequency and content of teacher evaluations to districts and thus does not ensure that annual evaluations are based primarily on evidence of classroom effectiveness. Moreover, the state lacks value-added data and grants teachers tenure after only three years in the classroom. While the state does not burden districts with a minimum salary schedule, it also does not promote differential or performance pay.

**D**

## **AREA 4 – State Approval of Teacher Preparation Programs**

Nebraska does not do enough to hold its programs accountable for the quality of their preparation. It has failed to address their tendency to require excessive amounts of professional coursework. Nebraska does require applicants to pass a basic skills test and has a sensible accreditation policy.

**F**

## **AREA 5 – Alternate Routes to Certification**

Nebraska does not currently provide a genuine alternate route into the teaching profession. The alternate route the state offers has serious structural flaws combined with low and inflexible admissions standards. Nebraska does not ensure that programs do not require excessive coursework, and it does not ensure that adequate support is provided to new teachers. The state does not use objective performance data to hold its alternate route programs accountable for the quality of their teachers. Nebraska has a restrictive policy regarding licensure reciprocity for teachers from out of state who were prepared in an alternate route program, making it difficult for some teachers to transfer their licenses..

**F**

## **AREA 6 – Preparation of Special Education Teachers**

Nebraska's standards for special education teachers do not ensure that teachers will be well prepared to teach students with disabilities. The state places no limit on the amount of professional education coursework that its teacher preparation programs can require of special education candidates, resulting in program excesses. While special education candidates are required to complete general education coursework, this policy is insufficient to ensure that they will receive subject matter preparation relevant to the elementary or secondary classrooms. Nebraska also has not developed a streamlined HOUSSE route to help new secondary special education teachers meet additional subject matter requirements once they are in the classroom.

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 Goals with this icon are especially important for attracting science and mathematics teachers.





## ⚠ Area 1: Goal A – Equitable Distribution of Teachers

The state should contribute to the equitable distribution of quality teachers by means of good reporting and sound policies.

### GOAL COMPONENTS

- 🕒 The state should make the following data publicly available:
  - The percentage of highly qualified teachers, disaggregated both by individual school and by teaching area;
  - The ratio of new teachers (first and second year) to the full teaching staff, disaggregated by individual school, reported for the previous three years;
  - The annual teacher absenteeism rate reported for the previous three years, disaggregated by individual school;
  - The average teacher turnover rate for the previous three years, disaggregated by individual school and school district in the state, and further disaggregated by reasons that teachers leave.
- 🕒 The state should include measurable goals, timelines, or other benchmarks to evaluate the success of strategies aimed at improving the equitable distribution of qualified teachers.

### RATIONALE

- ▶ See appendix for detailed rationale.
- States need to report data at the level of the individual school.
- Experience matters a lot at *first*, but quickly fades in importance.
- Sweeping policy changes may be needed.
- Teacher compensation is a critical carrot.

### SUPPORTING RESEARCH

- ▶ [Research citations to support this goal are available at www.nctq.org/stpy/citations.](http://www.nctq.org/stpy/citations)

Figure 1 Equitable Distribution of Teachers  
*How States are Faring*



## Area 1: Goal A – Nebraska Analysis

### State Meets a Small Part of Goal

#### ANALYSIS

Comprehensive reporting may be the state's most important role for ensuring the equitable distribution of teachers among schools. Nebraska currently collects and reports on some of the data recommended by NCTQ. The state does not publicly report on teacher absenteeism, turnover rates or the ratio of new teachers to the full teaching staff, but it does report on the percentage of highly qualified teachers by school and by teaching area and disaggregates these data in several ways to determine where inequities exist.

In its revised Equity Plan submitted to the U.S. Department of Education, Nebraska reported on the current distribution of highly qualified teachers, noting that 95.3 percent of classes overall were taught by highly qualified teachers. However, when it disaggregated its data to examine the distribution among high-poverty and high-minority schools, the state revealed disparities, which were even more pronounced in the state's smallest, most rural schools. Although Nebraska does not yet have the capacity to report on the ratio of new teachers to the full staff at each school, it has taken initial steps to collect data on average years of teacher experience at the schools' and districts' levels. Similarly, the state found that its rural schools, which serve predominantly an American Indian population, present the greatest challenge for recruiting and retaining experienced teachers. In Nebraska, urban districts yield fewer disparities than in other states. In terms of subject area, special education, social sciences and foreign language were identified as subjects most likely to be taught by non-highly qualified teachers.

State initiatives play a limited role in remedying the systemic reasons for inequitable distribution of teachers. Nevertheless, state initiatives signal Nebraska's concern for this issue and have some capacity to seed reform. Nebraska has proposed:

- Continuing its alternate route to certification program;
- Targeting scholarships and loan forgiveness benefits to teachers who work in shortage areas or sparsely populated schools through the Attracting Excellence to Teaching Program; and
- Establishing a career ladder program specifically designed for American Indians who wish to enter the teaching force.

Nebraska requires districts to submit plans for ensuring that all teachers are highly qualified in their subject areas and then monitors district progress through on-site visits tied to the NCLB consolidated application process. In addition, the state has established benchmarks for the provision of highly qualified teachers as part of its school accreditation standards.

#### SUPPORTING RESEARCH

<http://www.ed.gov/programs/teacherqual/hqtplans/ne.doc>

## RECOMMENDATION

Nebraska meets only a small part of this goal. Nebraska should consider expanding its data collection and reporting efforts to include teacher absenteeism and turnover rates, including the reasons why teachers leave their positions. It should be commended for taking the first steps to collect and report on teacher experience, but should go further to report the percentage of novice teachers at each school. Reporting these data at the school level will ensure that the state and its school districts have the necessary information available to understand and remedy staff stability and quality. Furthermore, providing comparative data for schools with similar poverty and minority populations would yield an even more comprehensive picture of gaps in equitable distribution.

Nebraska should also be commended for examining the inequitable distribution of highly qualified teachers, offering a few incentive programs that are specifically targeted toward its small, rural schools, and making its data transparent to the public. The state could further strengthen its monitoring system by examining the effectiveness of these programs and by establishing measurable benchmarks for their success.

## NEBRASKA RESPONSE

Nebraska was helpful in providing NCTQ with facts that enhanced our analysis.

**Figure 2 Equitable Distribution**  
*Does NEBRASKA Publicly Report School-Level Data about Teachers?¹*

|  |            |
|--|------------|
| Ratio of novice teachers to full school staff <sup>2</sup> | <b>YES</b> |
| Percentage highly qualified <sup>3</sup>                   | <b>YES</b> |
| Annual turnover rate                                       | <b>NO</b>  |
| Teacher absenteeism rate                                   | <b>NO</b>  |

1 States that collect this information but do not publicly report it were not given credit. States that report on these factors only by district were also not given credit.

2 States reporting at the school level on teachers' average years of experience were not given credit, as this fails to capture what percent of the staff is new and just learning to be a teacher.

3 States were given credit for reporting publicly at the school level on either the percent of highly qualified teachers or the more preferred percent of classes taught by highly qualified teachers.



“The majority of my students come from backgrounds of poverty and disadvantage. Unfortunately, at my school the principal and assistant principal are new—their inexperience is coupled with an extremely high teacher turnover rate, making any sort of lasting reform virtually impossible.”

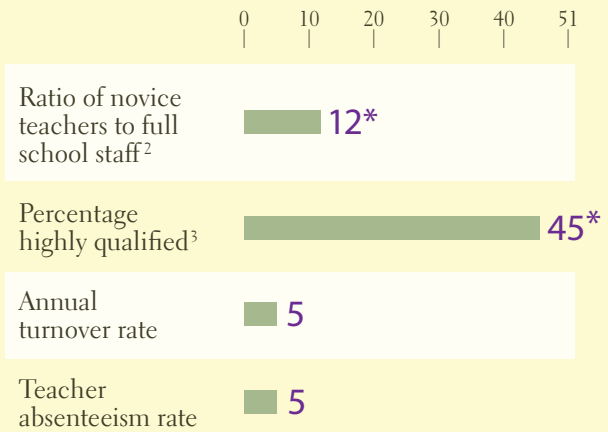
- Megan Sembera, Teacher

**BEST PRACTICE**

No state has a perfect record when it comes to public reporting of teacher data and well-designed policies to ameliorate inequities in teacher quality, but Connecticut comes close. **Connecticut’s** public reporting is the best among the states. Connecticut publishes information by school on the percent of classes taught by highly qualified teachers, the percentage of inexperienced teachers, teachers’ attendance rates and annual turnover rates, although it does not yet collect teachers’ reasons for leaving. For all of these indicators, the state provides comparisons with schools that have similar proportions of poor and minority students.

When it comes to the states’ Equity Plans, few states have developed strategies aimed specifically at recruiting and retaining qualified teachers in high-needs classrooms. **Ohio** and **Nevada** are exceptions. Both states presented comprehensive Equity Plans that identified the gaps in teacher distribution among poor and minority children and presented targeted strategies for balancing teacher expertise, aligned with measurable benchmarks.

**Figure 3** Equitable Distribution of Teachers  
*How Many States Publicly Report School-Level Data about Teachers?¹*




\* Including **NEBRASKA**.

- 1 States that collect this information but do not publicly report it were not given credit. States that report on these factors only by district were also not given credit.
- 2 States reporting at the school level on teachers’ average years of experience were not given credit, as this fails to capture what percent of the staff is new and just learning to be a teacher.
- 3 States were given credit for reporting publicly at the school level on either the percent of highly qualified teachers or the more preferred percent of classes taught by highly qualified teachers.

## Area 1: Goal B – Elementary Teacher Preparation

The state should ensure that its teacher preparation programs provide elementary teacher candidates with a broad liberal arts education.

### GOAL COMPONENTS

 The state should require that its approved teacher preparation programs deliver a comprehensive program of study in broad liberal arts coursework. An adequate curriculum is likely to require approximately 42 credit hours to ensure appropriate depth in each of the five core subject areas (science, mathematics, social studies, English and fine arts). An appropriate elementary teacher preparation program should look something like the following:

- 3 credit hours (or standards to justify) of a survey of American literature;
- 3 credit hours (or standards to justify) of a survey of British and/or world literature;
- 3 credit hours (or standards to justify) of the technical aspects of good writing and grammar;
- 6 credit hours (or standards to justify) of general science, covering basic topics in earth science, biology, physics, and chemistry;
- 6 credit hours (or standards to justify) of mathematics covering foundational topics (e.g., fractions), algebra, and geometry;
- 6 credit hours (or standards to justify) of a survey of U.S. history;
- 6 credit hours (or standards to justify) of a survey of world history, including ancient history;
- 3 credit hours (or standards to justify) of world geography;
- 3 credit hours (or standards to justify) of a survey of music appreciation; and
- 3 credit hours (or standards to justify) of a survey of art history.

These courses that elementary teacher candidates need in liberal arts content would likely fulfill most institutions' general education requirements, allowing candidates sufficient time to devote to pedagogy coursework, electives, and—if they chose—an additional content specialization.


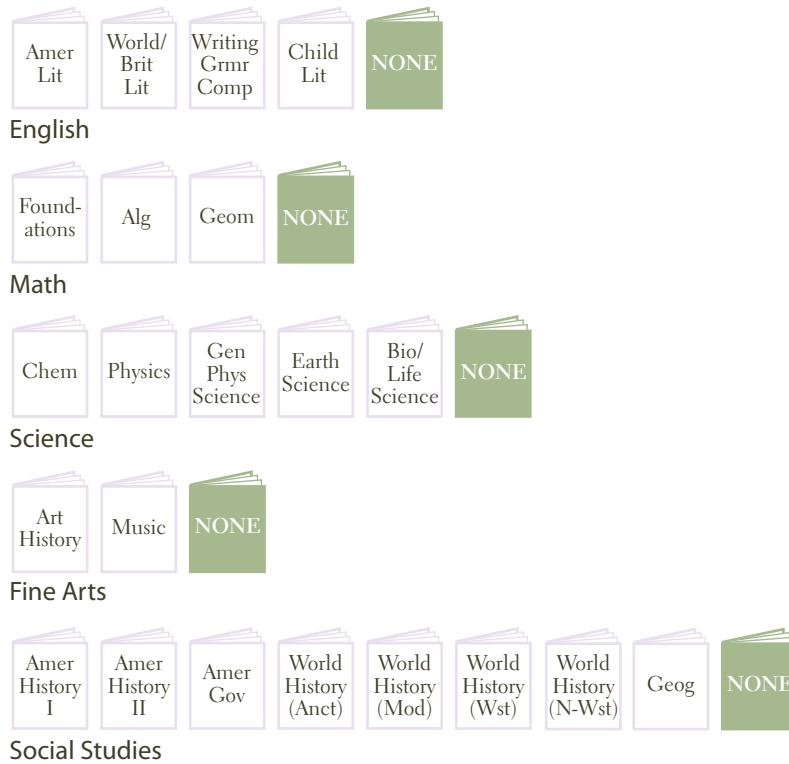
 This coursework should be directly relevant to the broad subject areas typically taught in the elementary grades and/or delineated in state standards (see “Best Practices” for examples).

Figure 4 Elementary Teacher Preparation  
*How States are Faring*



Figure 5 Elementary Teacher Preparation  
*Is NEBRASKA Preparing Teachers in the Key Areas of Study?*



- 🕒 Arts and sciences faculty, not education faculty, should teach this coursework.
- 🕒 The state should allow elementary teacher candidates to test out of specific coursework requirements, provided the test that is administered is specific to only one particular subject area.

**SUPPORTING RESEARCH**

- ▶ [Research citations to support this goal are available at www.nctq.org/stpy/citations.](http://www.nctq.org/stpy/citations)

**RATIONALE**

- ▶ [See appendix for detailed rationale.](#)
- Elementary teachers need coursework that is relevant to the PK through 6 classroom.
- Subject area coursework should be taught by arts and sciences faculty.
- Standards-based programs can work when verified by testing.
- Teacher candidates need to be able to ‘test out’ of coursework requirements.
- Mere alignment with student learning standards is not sufficient.

## Area 1: Goal B – Nebraska Analysis

### State Meets a Small Part of Goal

#### ANALYSIS

Nebraska’s subject-matter preparation of elementary teacher candidates needs attention.

NCTQ examined four different ways that Nebraska might ensure that elementary teacher candidates would gain adequate subject-matter knowledge across all subject areas:

##### **1. General Education Requirements**

All teacher candidates in Nebraska, including elementary teacher candidates, must complete 40 credit hours in “general education courses.” This is a sensible amount of coursework to require, but without more guidance regarding the topics that these courses should cover, this policy is not nearly specific enough to guarantee that they will be relevant to the topics taught in the PK-6 classroom.

##### **2. Coursework Requirements for all Elementary Candidates**

In addition, Nebraska also requires elementary teacher candidates to complete “at least 30 semester hours of academic coursework distributed over four areas of; English/language arts (communication, including literature, composition and speech), mathematics, science, and social studies/history, with six semester hours in each of the four areas.” The state also requires an unspecified amount of coursework in fine arts, health and wellness, and humanities. These are all sensible requirements, but again, they could benefit from a greater degree of specificity. The state’s current policies offer no guarantee that its elementary teacher candidates will study American history and government, geography, or biological science.

##### **3. Standards for Programs to Apply in Preparing Elementary Candidates**

In lieu of content standards for new teachers, Nebraska only requires that teacher preparation programs prepare elementary teacher candidates to teach to the state’s elementary student curriculum. While an important expectation for the state to articulate, it is quite hard to monitor or enforce, absent a licensing test that 1) is directly aligned to state student learning standards; and 2) reports teacher performance in each subject area, so that teachers cannot fail a subject area or two and still pass the test.

The state also has standards for programs to apply when providing instruction in teaching methodology.

##### **4. Testing Requirements**

In Nebraska, all new elementary teachers must pass a general subject-matter test, the Praxis II. While this test puts the state in technical compliance with NCLB’s requirements that all elementary teachers take a test of broad subject matter, this commercial test is aligned with only the more ambiguous state standards. More importantly, it does not report teacher performance in each subject area, meaning that it is possible to pass the test and still fail some subject areas, especially given low state cut scores.

#### SUPPORTING RESEARCH

Nebraska Department of Education Title 92 Chapter 20 005.08

### RECOMMENDATION

Nebraska meets only a small part of this goal. Nebraska should address shortcomings in one of two ways. As Massachusetts has done, it could establish coursework requirements which are both more specifically geared to the areas of knowledge needed by elementary teachers and more comprehensive. Unfortunately, allowing teacher candidates to pick and choose coursework under a somewhat ambiguous requirement that it can be classified as an “English” or “history” course leads to far too many gaps in essential knowledge. Provided Nebraska also allowed teacher candidates to test out of core coursework requirements, qualified teacher candidates could pursue other course selections, avoiding having to retake survey courses they may have had in high school.

Alternatively, the state could articulate a better set of standards (more specific and filling in gaps in core knowledge) and then administer a licensing test based on the standards. California and Oregon both have pursued this option with some success.

As Oklahoma has done, Nebraska should specify that elementary teachers’ content coursework must be delivered by faculty from the college of arts and sciences.

### NEBRASKA RESPONSE

Nebraska was helpful in providing NCTQ with the facts necessary for our analysis.



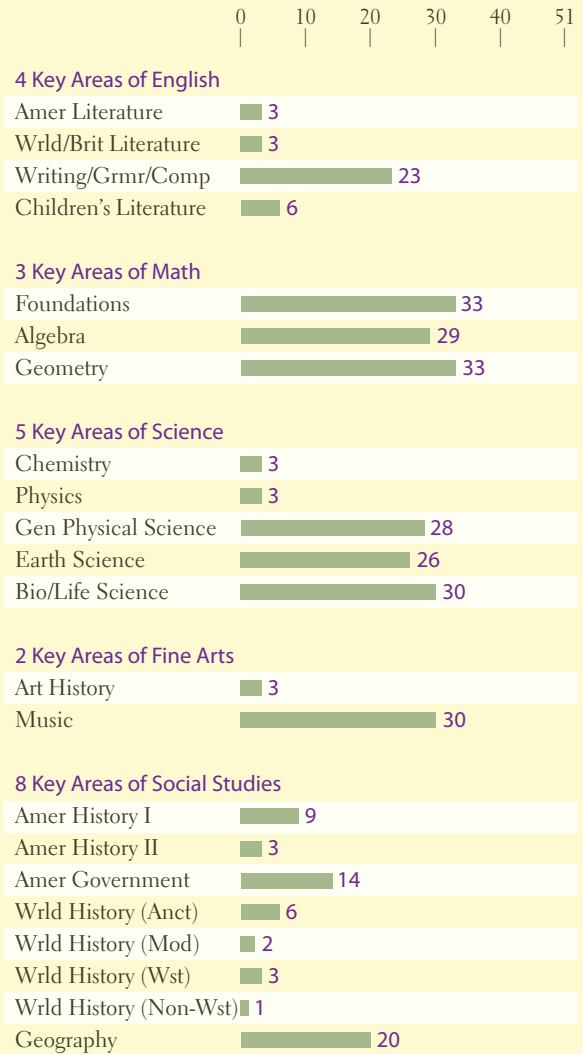
**BEST PRACTICE**

Massachusetts requires elementary teacher candidates to complete 36 credit hours of arts and sciences coursework in the following areas:

- Composition;
- American literature;
- World literature, including British literature;
- U.S. history from colonial times to the present;
- World history, including European history, from ancient times to the present;
- Geography;
- Economics;
- U.S. government including founding documents;
- Child development;
- Science laboratory work; and
- Appropriate math and science coursework.

In addition, the **Core Knowledge Foundation** has articulated an excellent list of the subject-matter courses that elementary teacher candidates should complete (<http://www.coreknowledge.org/CK/resrcs/syllabus.htm>).

**Figure 6 Elementary Teacher Preparation**  
*How Many States are Preparing Teachers in the Key Areas of Study?*



# Area 1: Goal C – Secondary Teacher Preparation

The state should require its teacher preparation programs to graduate secondary teachers who are highly qualified.

## GOAL COMPONENTS

- ⌚ Teacher preparation programs should require high school candidates to earn a major in their intended teaching area.
- ⌚ The state should encourage middle school candidates to earn two minors in two core academic areas, preferably over the choice of a single major.
- ⌚ The state should require that new middle school teachers pass a test in every core academic area they intend to teach.
- ⌚ The state should require that new high school teachers pass a subject matter test.

## RATIONALE

- ▶ See appendix for detailed rationale.
- Approved programs should require high school teacher candidates to earn a subject area major in their intended teaching area.
- Approved programs should prepare middle school teacher candidates to be qualified to teach two subject areas.
- Subject area coursework should be taught by arts and sciences faculty.

## SUPPORTING RESEARCH

- ▶ Research citations to support this goal are available at [www.nctq.org/stpy/citations](http://www.nctq.org/stpy/citations).

Figure 7 Secondary Teacher Preparation  
*How States are Faring*



## Area 1: Goal C – Nebraska Analysis

### State Meets a Small Part of Goal

#### **ANALYSIS**

Nebraska’s subject matter preparation policies for secondary teacher candidates are highly inadequate.

Middle school teacher candidates must complete at least 18 credit hours in each of two subject areas—a sensible policy.

High school teacher candidates must earn the equivalent of an academic major in their intended teaching field.

Unfortunately, new secondary teachers in Nebraska are not required to pass a subject-area test in order to attain licensure. Moreover, the state still allows K-8 generalist teachers to teach grades seven and eight. These teachers are less likely to be adequately prepared in core academic areas because they are not required to complete secondary preparation requirements at all.

#### **SUPPORTING RESEARCH**

Title 92, Chapters 21 & 24; Endorsement Guidelines for Chapter 24

#### **RECOMMENDATION**

Nebraska meets only a small part of this goal. The state should adopt subject matter testing requirements in an effort to live up to both the spirit and the letter of NCLB’s “highly qualified teacher” provisions. Licensing tests provide important verification that teacher candidates meet the state’s minimum standards.

Additionally, Nebraska should draw clear lines between elementary and middle school preparation and accordingly adopt middle school teacher preparation policies, requiring two minors and tests, which will ensure that students in grades seven and eight have teachers who are more deeply prepared in content than elementary generalist teachers.

#### **NEBRASKA RESPONSE**

Nebraska was helpful in providing NCTQ with facts that enhanced our analysis.



"It's more than extremely difficult—it's almost impossible to find teachers who are HQT in two content areas. As a pre-k through grade 8 school, we still only have one homeroom class in each grade of sixth, seventh, and eighth. So sometimes teachers have to teach two content areas, but are only certified in one. And we have to provide support at the school level to that teacher."

- Sharon VanDyke, Principal

**BEST PRACTICE**

There are only a few states that meet all of NCTQ's recommendations for both middle and high school teacher candidates. **Connecticut**, in particular, combines rigor with flexibility, requiring middle school teachers to complete either a subject-matter major or an interdisciplinary major consisting of 24 credit hours in one subject and 15 in another. **Georgia, Louisiana** and **Mississippi** also require two minors of middle school teacher candidates and a major for high school teacher candidates.

With the advent of NCLB, most states now require a subject-matter major for high school teacher candidates.

Figure 9 Secondary Teacher Preparation  
*Do States Allow Generalists to Teach in Grades 7 and 8?*

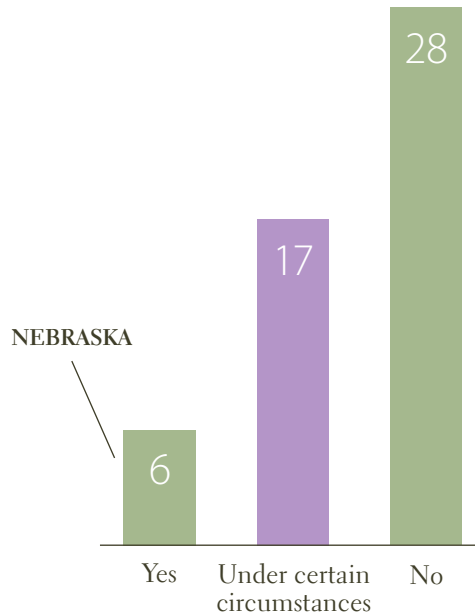
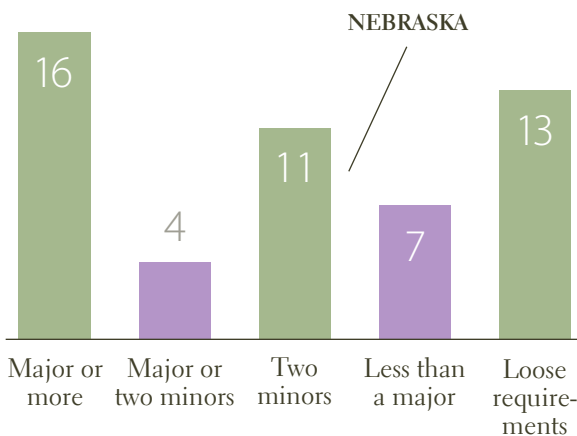


Figure 8 Secondary Teacher Preparation  
*What do States Expect of Middle School Teachers?*



## Area 1: Goal D – Veteran Teachers Path to HQT

For most teachers, the state should phase out its alternative “HOUSSE” route to becoming highly qualified.

### GOAL COMPONENTS

- 🕒 By the end of the 2007 school year, states should significantly limit veteran teachers’ ability to use their High Objective Uniform State System of Evaluation (HOUSSE) routes to achieve “highly qualified teacher” status.
- 🕒 States still need to provide a HOUSSE route for a limited number of teachers: rural teachers of multiple subjects (both new and veteran), foreign teachers in the United States on a temporary basis, and secondary special education teachers (both new and veteran).

### RATIONALE

- ▶ See appendix for detailed rationale.
- NCLB’s “HOUSSE” route is problematic.
- HOUSSE plans need to be phased out.

### SUPPORTING RESEARCH

- ▶ Research citations to support this goal are available at [www.nctq.org/stpy/citations](http://www.nctq.org/stpy/citations).

Figure 10 Veteran Teachers Path to HQT  
*How States are Faring*



## Area 1: Goal D – Nebraska Analysis

### State Meets a Small Part of Goal

#### **ANALYSIS**

In a recent report to the U.S. Department of Education, Nebraska stated that it would complete the HOUSSE process for teachers who had been hired prior to the close of the 2005-2006 school year.

The state did not specify how HOUSSE will be limited in the future because the report contends that there will always be circumstances in which the HOUSSE option will be necessary: veteran teachers returning to the workforce, out-of-state teachers entering Nebraska schools or sudden changes of teaching assignments. Nebraska intends to continue using HOUSSE for these purposes.

#### **SUPPORTING RESEARCH**

<http://www.ed.gov/programs/teacherqual/hqtplans/index.html>

#### **RECOMMENDATION**

Nebraska meets only a small part of this goal. The state should work toward officially discontinuing its use of HOUSSE, with the exception of secondary special education teachers and rural secondary teachers of multiple subjects.

#### **NEBRASKA RESPONSE**

Nebraska was helpful in providing NCTQ with facts that enhanced our analysis.

 **BEST PRACTICE**

A number of states have phased out HOUSSE in an extremely efficient manner, including **Alabama, Arizona, Florida, Louisiana, Maine, Minnesota** and **Wyoming**. These states have already completed the use of HOUSSE for veteran teachers (having done so prior to the start of the 2006-2007 school year), and implemented a revised system that only allows extensions of the process for teachers who fall under the exact exceptions identified by the U.S. Department of Education: rural secondary teachers who are teaching multiple subjects and are already highly qualified in one subject area; special education teachers teaching multiple subjects who are already highly qualified in one of the core areas specified in IDEA 2004; and teachers from other countries teaching in the United States on a temporary basis.

# Area 1: Goal E – Standardizing Credentials

The state should adopt the national standard defining the amount of coursework necessary to earn a major or minor.

## GOAL COMPONENTS

- ⌚ A major should be defined as 30 credit hours.
- ⌚ A minor should be defined as 15 credit hours.

## RATIONALE

- ▶ [See appendix for detailed rationale.](#)
- Different definitions of a major and minor pose a burden on teachers.
- The job of the state is to set the minimum standard, not the optimum.
- Multi-subject majors may be an exception.

## SUPPORTING RESEARCH

- ▶ [Research citations to support this goal are available at www.nctq.org/stpy/citations.](http://www.nctq.org/stpy/citations)

Figure 11 Standardizing Credentials  
*How States are Faring*





## Area 1: Goal E – Nebraska Analysis

### State Nearly Meets Goal

#### ANALYSIS

Nebraska does not explicitly define the number of credit hours necessary for completion of a subject-area major or minor. However, the state requires completion of at least 30 credit hours in order to receive a teaching endorsement, a policy that serves as a functional equivalent of a major. Nebraska does not define a subject-area minor.

#### SUPPORTING RESEARCH

Nebraska Department of Education–Title 92, Chapter 24

#### RECOMMENDATION

Nebraska nearly meets this goal. The state should consider explicitly defining a subject-area minor as 15 credit hours.

#### NEBRASKA RESPONSE

Nebraska was helpful in providing NCTQ with the facts necessary for our analysis.

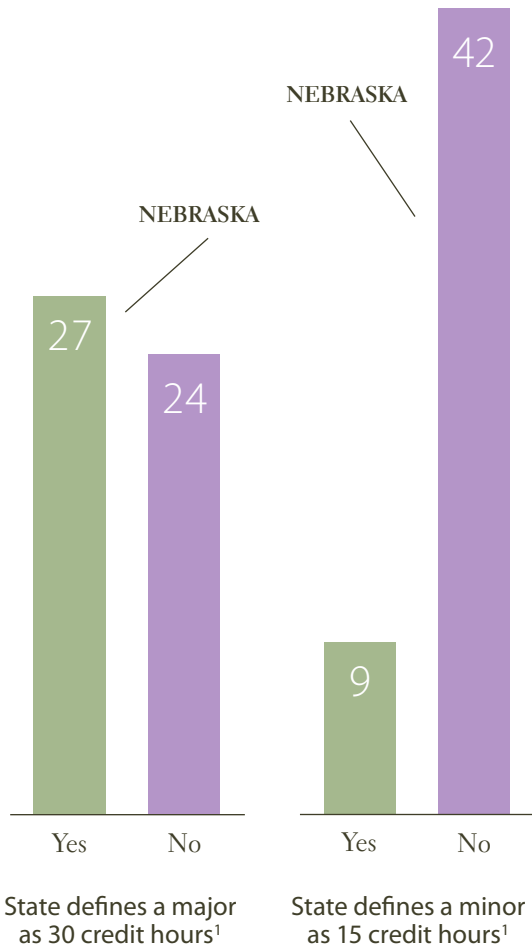
Figure 12 Standardizing Credentials  
*How does **NEBRASKA** Fare?*

|  |     |
|--|-----|
| Has the state defined a major?         | YES |
| Is the state's definition appropriate? | YES |
| Has the state defined a minor?         | NO  |
| Is the state's definition appropriate? | N/A |

**BEST PRACTICE**

Several states meet this goal in full: **Alaska, Delaware, New Jersey, Utah, Vermont** and **West Virginia** all have appropriate definitions of both a major and a minor (or their equivalent).

Figure 13 Standardizing Credentials  
Towards a National Definition



<sup>1</sup> States were given credit if their definitions were within a reasonable range of the recommended standard.

## Area 2: Goal A – Defining Professional Knowledge

Through teaching standards, the state should articulate and assess the professional knowledge of teaching and learning that new teachers need, but steer clear of “soft” areas that are hard to measure.

### GOAL COMPONENTS

- ⌚ Standards should describe knowledge that is grounded in science and consensus thinking about effective teaching, while avoiding overt ideological statements and descriptions of teachers’ “soft” attributes that cannot be tested.
- ⌚ Standards should address the needs of the novice teacher, describing the state’s expectations of what a new teacher needs to know before starting to teach.
- ⌚ Standards should be specific enough to drive the instruction of teacher preparation programs and inform teacher candidates of what they need to know in order to become licensed teachers.
- ⌚ The state should verify that new teachers meet its professional standards by means of a licensing test, leaving observations and performance assessments to schools.
- ⌚ All standards should be found in one document, clearly posted on the state’s website, easily accessible to both teacher preparation programs and new teachers.

### RATIONALE

- ▶ See appendix for detailed rationale.
- Standards need to be grounded in science and proven practices.
- Standards need to address expectations for the novice teacher.
- Teacher dispositions are hard to assess.
- Standards need to be specific to be useful.
- A good test puts teeth in standards.

### SUPPORTING RESEARCH

- ▶ Research citations to support this goal are available at [www.nctq.org/stpy/citations](http://www.nctq.org/stpy/citations).

Figure 14  
Defining Professional Knowledge  
*How States are Faring*



## Area 2: Goal A – Nebraska Analysis

### State Meets a Small Part of Goal

#### ANALYSIS

Nebraska has one of the vaguest set of standards currently in use by any state. Nebraska does not have teaching standards that clearly refer to new teachers and its standards are far too general to form the basis of an entry-level test.

Nebraska does not set clear guidelines for new teachers. Rather than setting uniform knowledge requirements, the state simply sets a requirement that teacher preparation programs “have on file...a plan” in relation to key areas of professional competence. In addition, the only elaboration made to these references is described by Nebraska as “suggestions only.” Nebraska’s failure to create uniform professional knowledge requirements for new teachers makes it impossible for the state to meaningfully fulfill its role as the primary monitor of who gains access to classroom teaching.

Nebraska also cites the standards developed by INTASC; however, the state has failed to add detail to these materials in a number of key pedagogical areas. References to “instructional strategies” and “how students learn and develop” are made without elaboration. INTASC standards are useful only as the state’s platform for launching additional standards that articulate the concrete body of knowledge and skills that new teachers in the state should have and that must be demonstrated by new teachers through entry-level testing. Only by citing the actual strategies and research the state views as valid can teacher requirements be successfully standardized.

Nebraska’s reference to required knowledge of “individual and group motivation” stands unelaborated and could be greatly improved by specifically citing the classroom management techniques that the state expects all entry-level teachers to know. This type of standardization is critical for guiding teacher preparation programs and ensuring the competence of teacher candidates.

Nebraska also cites NCATE standards as an element of state guidelines. This, however, does not diminish the importance of developing a strong, clearly written state document. NCATE’s standards can only act as a monitor of compliance with state professional standards, not as a set of stand-alone pedagogical standards. By failing to articulate the specific knowledge requirements the state considers crucial for entry-level teachers across all endorsement types, Nebraska has created an inadequate system of professional standards.

More specifically, NCATE’s standards explain that teacher candidates should be able to “reflect a thorough understanding of pedagogical content knowledge delineated in professional, state, and institutional standards.” In linking these three elements, this comment actually highlights the importance of state standards in the process of NCATE accreditation. Since Nebraska does not fulfill this critical role, there can be no guarantee of standardization at the institutional level. More specifically, while NCATE requires that teaching candidates develop a professional knowledge base related to areas such as learning the principles of cognitive and affective development and the importance of using research (Standard 1, Supporting Explanation), it remains for the state to cite the specific elements of research and practice that it views as valid and holds as required for all entry-level teachers.

Nebraska does not currently require new teachers to pass a test of pedagogy in order to attain licensure.

### RECOMMENDATION

Nebraska meets only a small part of this goal. Although Nebraska is doing a good job of keeping untestable and emotionally driven statements out of its standards, its standards are in need of substantial revision to more clearly address the requirements held for new teachers. Regardless of whether a state uses INTASC standards as the platform for launching its own set of standards, it is the state's responsibility to articulate the knowledge and skills that all teachers in that state should have and that must be demonstrated by new teachers through entry level testing. These standards should also include more research citations (book, article and theory references) to help guide teacher preparation programs and better act as a compendium of the knowledge that the state views as vital for all teachers.

The state should also consider adopting a test of pedagogy for teacher candidates that covers these testable areas of professional knowledge.

### NEBRASKA RESPONSE

Nebraska indicated that both INTASC and NCATE standards outline the professional knowledge and skills needed by new teachers and that they are addressed in the state's guidelines and monitored through program review visits to each institution every five to seven years.

### LAST WORD

Both INTASC and NCATE cite the need for states to build on their standards. Institutional compliance can only be monitored in a significant way when there are specific, standardized requirements articulated by the state.

**BEST PRACTICE**

**New York** does not have a single set of standards for all new teachers, but the state’s framework for its teacher certification tests of professional knowledge serve the same purpose. The state clearly delineates its expectations for the specific professional knowledge new teachers must have. The specificity and testability of New York’s standards and their clear connection to the kind of knowledge likely to be related to teacher effectiveness make them an excellent example for other states.

**Colorado’s** standards earn a best practice designation as well, as they focus on the practical aspects of teaching and include the type of specificity that facilitates testing as a means to verify that entry-level teachers meet these standardized requirements.

**Texas’** clear and specific standards are also among the best in the country. Each standard includes the subheadings “What teachers know” and “What teachers can do,” which provide meaningful guidance to teacher candidates and teacher preparation programs and allow these standards to easily form the basis of an entry-level test. The standards are written in excellent detail.

While not state standards, the professional teaching standards of the **American Board for Certification of Teacher Excellence** offer another example of thoughtful, precise teaching standards focused on teacher effectiveness. The third topic in these standards is “Provides Clear and Focused Instruction” which is as far as most state standards go in terms of specificity. ABCTE, however, breaks this general statement down into subtopics, knowledge of which is assessed by well-designed test questions. A few examples of the subtopics ABCTE identifies for providing clear and focused instruction include:

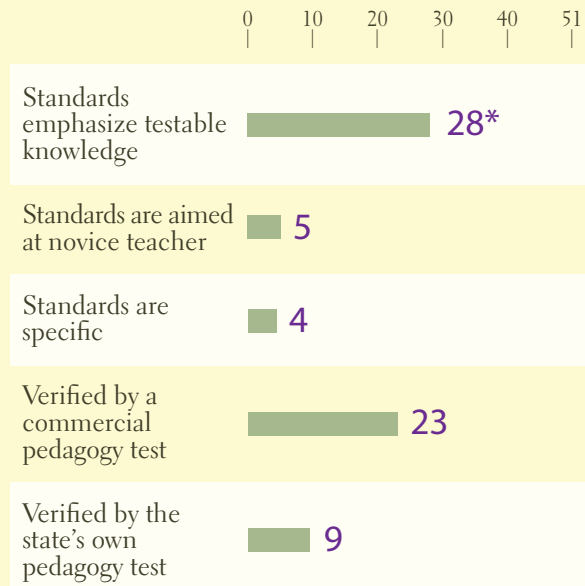
- Teaches vocabulary required for mastery of the subject matter;
- Identifies mistake patterns or knowledge gaps in student responses;
- Systematically reduces or withdraws assistance as students become proficient; and
- Utilizes metaphors and analogies to communicate key ideas.

**Food for Thought**

**Backing up standards with research.**

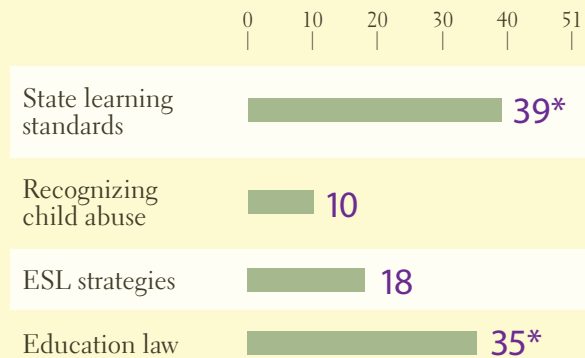
► See appendix for entire food for thought.

**Figure 15 Defining Professional Knowledge**  
*How Do States Articulate and Assess Teachers’ Professional Knowledge?*



\* Including **NEBRASKA**.

**Figure 16 Defining Professional Knowledge**  
*How Many States’ Standards Address These Selected Basic Areas?*



\* Including **NEBRASKA**.

## Area 2: Goal B – Meaningful Licenses

The state should require that all teachers pass required licensing tests before they begin their second year of teaching.

### GOAL COMPONENTS

- States that confer conditional, provisional, or sometimes even standard licenses on teachers who have not passed the required licensing tests should eliminate their generous waiver policies after one year.

### RATIONALE

- See appendix for detailed rationale.
- The title of “Teacher” should signify an accomplishment.

### SUPPORTING RESEARCH

- Research citations to support this goal are available at [www.nctq.org/stpy/citations](http://www.nctq.org/stpy/citations).

Figure 17 Meaningful Licenses  
*How States are Faring*



<sup>1</sup> State only requires elementary teachers to pass licensure tests.

## Area 2: Goal B – Nebraska Analysis

State Does Not Meet Goal

### ANALYSIS

Nebraska has not yet implemented mandatory subject matter testing for all new teachers.

### SUPPORTING RESEARCH

Nebraska Department of Education Title 92, Chapter 21 005.11

### RECOMMENDATION

Nebraska does not meet this goal. As Nebraska moves forward in its implementation of subject-matter testing requirements, it should require that new teachers pass subject-matter tests in their first year of teaching. The state may also want to consider requiring that all teachers who have not passed state licensing tests are categorized as long-term substitutes, interns, or instructors.

### NEBRASKA RESPONSE

Nebraska was helpful in providing NCTQ with the facts necessary for our analysis.





“We have teachers who have master’s degrees (that we even provide tuition support to help them get!) who cannot pass a basic skills test. These tests assess middle school level skills. This begs two questions: How do they get that far? What does this say about the quality of a college education?”

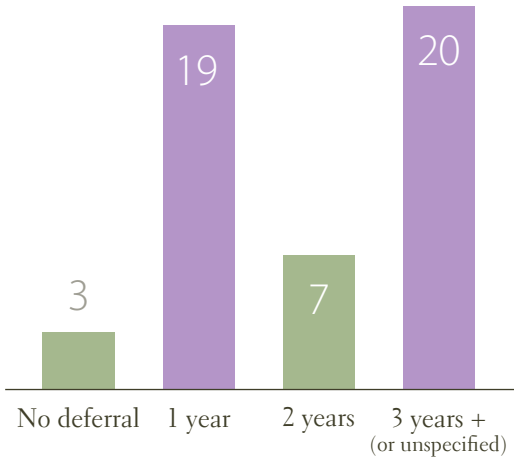
- Gary Thrift, District Director of Human Resources

**Food for Thought**

Distinguishing teachers who have not passed licensing tests from fully certified teachers.

► See appendix for entire food for thought.

Figure 18 Meaningful Licenses  
*How Long can New Teachers Practice without Passing Licensing Tests?*



Montana and NEBRASKA do not currently require licensing tests.

**BEST PRACTICE**

Several states meet this goal. **Connecticut** and **Massachusetts** deserve special attention for their more restrictive policies regarding licensure tests. These states restrict the use of one-year testing waivers to transferring and charter school teachers.

## ⚗ Area 2: Goal C – Interstate Portability

The state should help to make teacher licenses fully portable among states—  
with appropriate safeguards.

### GOAL COMPONENTS

- ⚗ The state should not use transcript analysis, a method that offers little insight into a teacher’s effectiveness, as a means of judging the eligibility of a certified teacher moving from another state. The state can, and should, require evidence of good standing in previous employment, such as letters of reference, current certification status, student achievement data, and/or copies of teacher evaluations.
- ⚗ The state should uphold its standards for all teachers by insisting that teachers meet its testing requirements.

### RATIONALE

- ▶ See appendix for detailed rationale.
- Using transcript analysis to judge teacher competency provides little value.
- Testing requirements should be upheld, not waived.
- Signing on to the NASDTEC Interstate Contract at least signals a willingness to consider portability.

### SUPPORTING RESEARCH

- ▶ Research citations to support this goal are available at [www.nctq.org/stpy/citations](http://www.nctq.org/stpy/citations).

Figure 19 Interstate Portability  
*How States are Faring*



## Area 2: Goal C – Nebraska Analysis

### State Meets a Small Part of Goal

#### ANALYSIS

Nebraska has unnecessarily restrictive policies for granting licensure to traditionally prepared, licensed teachers moving from other states.

Nebraska requires a licensed teacher to have completed a teacher preparation program that was approved by the teacher's home state. In addition, it is one of only a few states that requires an out of state teacher to have teaching experience in order to receive a standard license. Not only must the teacher have taught for two years, but he or she must have done so for two consecutive years in the same school district. Nebraska's implication that teachers may be less effective if they worked in more than one district bears no relationship to any research on teacher quality. Teachers who do not meet this requirement are issued a provisional license, and are eligible for a standard license upon completion of the two-year requirement.

Nebraska also requires all transferring teacher to complete one course in special education and one course in human relations. The state does not offer a test-out option for this coursework; however, it does offer an exemption to applicants that can verify employment experience which allowed them to acquire skills in those areas. They must write a narrative which addresses skills in those areas as defined by Nebraska.

The state waives its basic skills testing for veteran teachers, likely a sensible policy, since it is a test most appropriately administered at the entry to a teacher preparation program. Unfortunately, Nebraska has only adopted subject matter testing requirements for elementary teachers. Secondary teachers from other states are not required to pass any licensing tests.

Finally, Nebraska has indicated its willingness to support the portability of teacher licenses by having signed a national agreement known as the NASDTEC Interstate Agreement. While signing this agreement does not ensure that a state will provide unconditional reciprocity, it is, at the very least, symbolically important.

#### RECOMMENDATION

Nebraska meets only a small part of this goal. Nebraska should consider dropping its requirement of two consecutive years of teaching experience in the same district, which is likely to discourage many talented teachers from applying to teach in Nebraska.

The state should adopt subject matter testing requirements that require all teachers, without exception, to pass licensing tests within one year of hire. In lieu of waivers for the basic skills test, Nebraska should also consider letting all transferring teachers submit some general indicator of academic caliber, such as SAT/ACT/GRE scores.

#### NEBRASKA RESPONSE

Nebraska was helpful in providing NCTQ with facts that enhanced our analysis. The state added that they had discussed adding an SAT/ACT option, but that no action had been taken, partly because some teachers with nontraditional backgrounds do not have SAT/ACT scores to submit.

### LAST WORD

Nebraska should reconsider the idea. An SAT/ACT test-out option might not provide flexibility to all teachers, but it would likely do so for some teachers. Teachers lacking appropriate evidence could take a basic skills test.

#### Figure 20 Interstate Portability

*What does **NEBRASKA** Require from Teachers Transferring from Another State?*

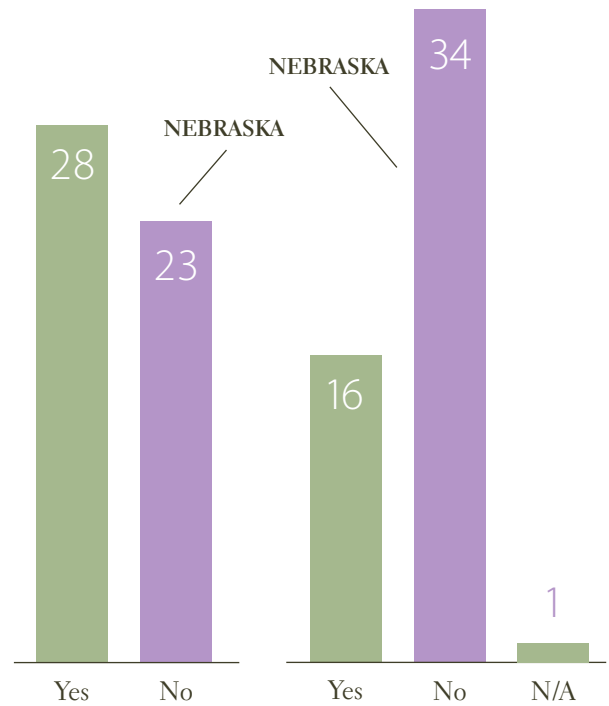
|   |           |
|---|-----------|
| Does the state offer reciprocity without a lot of strings attached? | <b>NO</b> |
| Does the state require all teachers to pass its licensing tests?    | <b>NO</b> |



“I moved to Arizona from Indiana where I had taught music for 25 years. The state said I couldn’t get a license until I took another course. They’re right I never took the course, but I used to teach it!”

- Neil Manzenberger, *Teacher*

Figure 21 Interstate Portability  
*What Do States Require of Teachers Transferring from Other States?*



Does the state offer reciprocity without a lot of strings attached?

Does the state require all teachers to pass its licensing tests?

**BEST PRACTICE**

Alabama, Hawaii, Maine and Texas have sensible policies for granting licensure to teachers already licensed in another state. These states will accept teachers who hold valid certificates and meet the state’s testing standards.

**Food for Thought**

Consider the recent case of a music teacher from Indiana.

► [See appendix for entire food for thought.](#)

## Area 2: Goal D – Teacher Prep in Reading Instruction

The state should ensure that new teachers know the science of reading instruction.

### GOAL COMPONENTS

- 🕒 To ensure that teacher preparation programs adequately prepare candidates in the science of reading, the state should require that these programs train teachers in the five instructional components proven by scientifically based reading research to be essential to teaching children to read.
- 🕒 The most flexible and effective way of achieving this crucial goal is by requiring that new teachers pass a rigorous test of reading instruction in order to attain licensure. Most current tests of pedagogy and reading instruction allow teachers to pass without knowing the science of reading instruction. If a state elects to test knowledge of reading instruction on the general test of pedagogy or elementary content, it should require that the testing company report a subscore clearly revealing the candidates' knowledge in the science of reading. Elementary teachers who do not possess the minimum knowledge needed should not be eligible for a teaching license.

### RATIONALE

- ▶ See appendix for detailed rationale.
- Reading instruction should address five essential components.
- Most current reading tests do not offer assurance of teacher knowledge.

### SUPPORTING RESEARCH

- ▶ [Research citations to support this goal are available at www.nctq.org/stpy/citations.](http://www.nctq.org/stpy/citations)

Figure 22  
Teacher Prep in Reading Instruction  
*How States are Faring*



## Area 2: Goal D – Nebraska Analysis

### State Meets a Small Part of Goal

#### ANALYSIS

Nebraska requires teacher preparation programs to ensure that teacher candidates participate “in activities which will enable them to develop competencies in teaching the reading and writing skills necessary” for their teaching fields. However, the state’s standards do not make any mention of the five essential components of reading instruction or the assessment and diagnosis of common reading difficulties.

The standards are accompanied by endorsement guidelines, which do specifically address the science of reading. Unfortunately, the document states that the “the guidelines recommended for use with Rule 24 are suggestions only.”

As demonstrated in NCTQ’s recent study “What Education Schools Aren’t Teaching About Reading and What Elementary Teachers Aren’t Learning,” Nebraska’s requirements do not guarantee that teacher preparation programs are teaching the science of reading. The Nebraska college in our study was not found to provide adequate training to teachers in the five components of reading instruction.

The state does not require a separate reading assessment measuring a candidate’s knowledge of scientifically based reading instruction.

#### SUPPORTING RESEARCH

Nebraska Department of Education Title 92 Chapter 20 005.10 [http://www.nde.state.ne.us/LEGAL/documents/Rule-24Guidelines2005\\_001.pdf](http://www.nde.state.ne.us/LEGAL/documents/Rule-24Guidelines2005_001.pdf)

#### RECOMMENDATION

Nebraska meets only a small part of this goal. Nebraska should consider adopting more specific standards that reflect the science described in the National Reading Panel’s 2000 report “Teaching Children to Read” or ensuring that the guidelines that accompany the standards are enforceable and not merely recommendations. The state should also consider requiring its teachers to pass a reading instruction assessment that covers these areas. A good reading assessment assures the state and the public that teacher preparation programs are delivering good training in reading instruction. It also provides candidates who have acquired the necessary skills elsewhere with a “test out” option.

#### NEBRASKA RESPONSE

Nebraska acknowledged that the cover page of the guidelines indicates that they are suggestions only, but “the reality is that guidelines are monitored just as closely as is the rule.” Case history from the state’s Office of the Attorney General prevents the state from adopting the guidelines as regulations.

#### NEBRASKA RESPONSE CITATION

Nebraska Supreme Court *Kwik Shop v. City of Lincoln*, 243 Neb. 178 (1993)

### LAST WORD

It is critical that the material described in the guidelines be required in teacher preparation programs so that all new teachers enter the classroom armed with the knowledge to teach the five components of scientifically based reading instruction. Although the state indicated that the guidelines are called “suggestions” for legal reasons but are monitored as official requirements, the public cannot have confidence that these guidelines are addressed without full incorporation into the state’s standards.





“As a graduate from the most highly recommended teacher prep university in the Midwest, I graduated with high honors. Sadly though, I was not prepared to teach children, especially not prepared to teach children how to read. I discovered that there was a clear and compelling scientific research base about how children learn to read—which my teacher prep program did not address.”

- Amy Jo Leonard, Teacher

**BEST PRACTICE**

Virginia and Massachusetts have some of the strongest policies for teacher preparation in reading instruction in the country. Virginia requires all teacher candidates—including middle and secondary teachers—to complete reading coursework that focuses on the science of reading, and requires pre-kindergarten, elementary and special education teacher candidates to pass a reading exam. Massachusetts has standards that clearly address the science of reading, and requires early childhood, elementary and some special education teachers to pass a reading exam. Recent reviews have rated Virginia and Massachusetts’ tests as among a very small number that actually verify teacher candidates’ knowledge of the science of reading.

**BEST PRACTICE CITATION**

<http://www.tegr.org/Review/Articles/vol2/v2n2.pdf>  
[http://www.rften.org/content/Rigden\\_Report\\_9\\_7\\_06.pdf](http://www.rften.org/content/Rigden_Report_9_7_06.pdf)

Figure 24 Teacher Prep in Reading Instruction  
*How Many States Measure New Teachers’ Knowledge of the Science of Reading?*

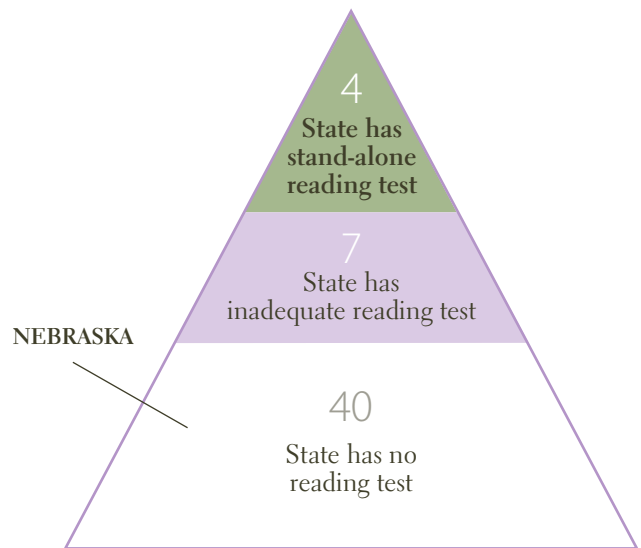
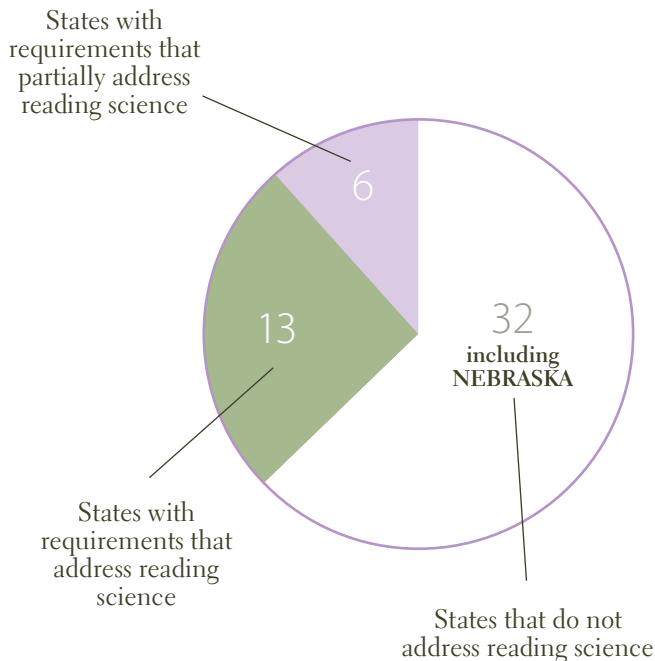


Figure 23 Teacher Prep in Reading Instruction  
*How Many States Address the Science of Reading?*



## Area 2: Goal E – Distinguishing Promising Teachers

The state license should distinguish promising new teachers.

### GOAL COMPONENTS

- States should officially recognize new teachers who are of superior academic caliber.

### RATIONALE

- See appendix for detailed rationale.
- A teacher’s own academic ability matters.

### SUPPORTING RESEARCH

- Research citations to support this goal are available at [www.nctq.org/stpy/citations](http://www.nctq.org/stpy/citations).

Figure 25  
Distinguishing Promising Teachers  
*How States are Faring*



## Area 2: Goal E – Nebraska Analysis

State Does Not Meet Goal

### **ANALYSIS**

Nebraska does not recognize distinct levels of academic caliber for newly certified teachers.

### **RECOMMENDATION**

Nebraska does not meet this goal. The state should consider recognizing distinct levels of academic caliber at the time of initial certification.

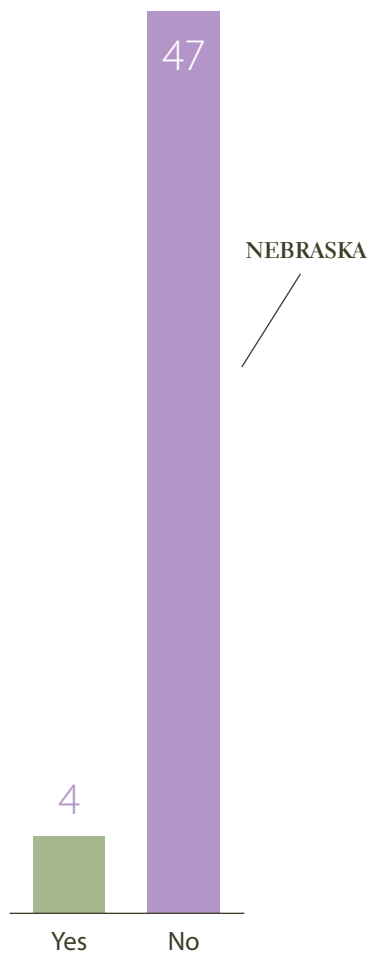
### **NEBRASKA RESPONSE**

Nebraska recognized the factual accuracy of our analysis.

**BEST PRACTICE**

Delaware, the District of Columbia, Maryland and Virginia all offer the Meritorious New Teacher Candidate credential to new teachers with strong academic backgrounds. MNTC holders must score in the upper quartile on state licensing tests and achieve a 3.5 GPA in their undergraduate teacher preparation (or, for secondary teachers, in the content major). They must also score in the upper quartile of the verbal portion of the SAT, ACT or GRE.

Figure 26 Distinguishing Promising Teachers  
*Do States Recognize Academic Caliber on the Initial License?*



“The system is not set up to attract and embrace the most talented teachers. We need to knock down the barriers to make sure that can happen.”

- Ariela Rozman,  
Teacher Recruitment Program Administrator

## Area 3: Goal A – Evaluating Teacher Effectiveness

The state should require instructional effectiveness to be the *preponderant* criterion of any teacher evaluation.

### GOAL COMPONENTS

- 🕒 Evaluation instruments should be structured so as to make it impossible for a teacher to receive a satisfactory rating if found ineffective in the classroom. States that choose not to require a common evaluation instrument should still formally endorse the important principle that student learning should be the preponderant consideration in local evaluation processes.
- 🕒 Evaluation instruments should include classroom observations that focus on and document effectiveness of instruction.
- 🕒 Apart from observations, teacher evaluations should consider objective evidence of student learning, including the value a teacher adds not only as measured by standardized test scores, but also by other classroom-based artifacts, such as tests, quizzes, and student work.

### RATIONALE

- ▶ [See appendix for detailed rationale.](#)
- Teachers should be judged primarily by their impact on students.

### SUPPORTING RESEARCH

- ▶ [Research citations to support this goal are available at www.nctq.org/stpy/citations.](http://www.nctq.org/stpy/citations)

Figure 27  
Evaluating Teacher Effectiveness  
*How States are Faring*



## Area 3: Goal A – Nebraska Analysis

### State Meets a Small Part of Goal

#### **ANALYSIS**

Nebraska policy requires local school districts to develop teacher evaluation instruments that must include basic criteria established by the state. The evaluation instruments must be approved by the state. The criteria include professional and personal conduct, classroom management and organization as well as instructional performance. However, the state delegates to each district the responsibility for developing the “specific standards of measurement that should be used to evaluate teachers according to these criteria.” Although the guidelines imply that classroom observations should be included, the state does not direct districts to include objective measures of student achievement. Nor does the state require that districts base teacher evaluations on a preponderance of evidence of student learning.

#### **SUPPORTING RESEARCH**

Nebraska Department of Education, Title 92, Chapter 34; <http://www.nde.state.ne.us/LEGAL/rule34.pdf>

#### **RECOMMENDATION**

Nebraska meets only a small part of this goal. The state should consider revising its guidelines to insist that districts use evidence of student learning garnered both through subjective and objective measures, such as standardized test results, as the preponderant criterion of a teacher evaluation.

#### **NEBRASKA RESPONSE**

Nebraska recognized the factual accuracy of our analysis.

**Figure 28 Evaluating Teacher Effectiveness**  
*The Proper Role of States in Teacher Evaluation*

|                      | Extent of state guidance on teacher evaluation <sup>1</sup> |
|----------------------|---|
| Alabama              | significant   |
| Alaska               | minimal   |
| Arizona              | minimal   |
| Arkansas             | minimal   |
| California           | significant   |
| Colorado             | minimal   |
| Connecticut          | significant   |
| Delaware             | significant   |
| District of Columbia | n/a <sup>2</sup>  |
| Florida              | significant   |
| Georgia              | significant   |
| Hawaii               | significant   |
| Idaho                | none  |
| Illinois             | minimal   |
| Indiana              | minimal   |
| Iowa                 | significant   |
| Kansas               | minimal   |
| Kentucky             | minimal   |
| Louisiana            | minimal   |
| Maine                | minimal   |
| Maryland             | minimal   |
| Massachusetts        | minimal   |
| Michigan             | minimal   |
| Minnesota            | minimal   |
| Mississippi          | significant   |
| Missouri             | significant   |
| Montana              | n/a <sup>2</sup>  |
| <b>NEBRASKA</b>      | minimal   |
| Nevada               | minimal   |
| New Hampshire        | none  |
| New Jersey           | minimal   |
| New Mexico           | significant   |
| New York             | minimal   |
| North Carolina       | significant   |
| North Dakota         | none  |
| Ohio                 | minimal   |
| Oklahoma             | minimal   |
| Oregon               | none  |
| Pennsylvania         | minimal   |
| Rhode Island         | n/a <sup>2</sup>  |
| South Carolina       | significant   |
| South Dakota         | n/a <sup>2</sup>  |
| Tennessee            | significant   |
| Texas                | significant   |
| Utah                 | minimal   |
| Vermont              | none  |
| Virginia             | minimal   |
| Washington           | minimal   |
| West Virginia        | significant   |
| Wisconsin            | minimal   |
| Wyoming              | minimal   |

## BEST PRACTICE

**Florida** is the only state that explicitly requires teacher evaluations to be based primarily on evidence of student learning. The state requires evaluations to rely on classroom observations as well as objective measures of student achievement, including state assessment data. Moreover, Florida specifically states that evaluations should be based on a preponderance of evidence of student learning. **South Carolina, Tennessee and Texas** also structure their formal evaluations so that teachers cannot get an overall satisfactory rating unless they also get a satisfactory rating on each of the evaluation domains, including those directly related to classroom effectiveness.

Two national programs, **Teach For America** and the **Teacher Advancement Program** are also worth noting for the high expectations they set for participating teachers.

Teach For America, which places teachers in some of the hardest-to-serve classrooms in the nation, sets high expectations for its teachers:

- One-and-a-half years' growth in math and reading in one school year (this generally only applies to elementary) or two years' growth in either math or reading in one school year (elementary or secondary); and/or
- 80-percent mastery of state student learning standards — as measured by teacher-chosen diagnostics (elementary or secondary).

These benchmarks (while not related to teachers' employment status) send an important signal to teachers about what the organization values most.

The Teacher Advancement Program has a rigorous performance model for teachers based on:

- Multiple teacher evaluations by multiple evaluators that address instruction, designing and planning instruction, environment, and responsibilities; and
- Value-added student achievement gains (both school-wide and at the classroom level).

Footnotes for Figure 28

<sup>1</sup> Significant guidance means the state requires districts to use a statewide comprehensive evaluation system (or to develop local evaluations that have all the components of the state system and meet state approval OR the state provides significant regulatory guidance to districts about the content and process for teacher evaluations.

Minimal guidance means the state provides only general instruction about teacher evaluations.

<sup>2</sup> N/A states do not require teacher evaluation.

**BEST PRACTICE CITATION**

Teach For America: <http://www.teachforamerica.org/>  
 Teacher Advancement Program: <http://www.talentedteachers.org/>

**Food for Thought**  
**Identifying good ways to assess teacher effectiveness.**  
 ► See appendix for entire food for thought.

**Figure 29 Evaluating Teacher Effectiveness**  
*State Efforts to Consider Classroom Effectiveness*

|                      | State requires evaluation to include classroom observation | State requires evaluation to include objective measures of student learning | State requires evidence of student learning to be the preponderant criterion for teacher evaluation |
|----------------------|--|---|---|
| Alabama              | ■  | ■   | □   |
| Alaska               | ■  | □   | □   |
| Arizona              | ■  | □   | □   |
| Arkansas             | □  | □   | □   |
| California           | ■  | □   | □   |
| Colorado             | □  | □   | □   |
| Connecticut          | ■  | ■   | □   |
| Delaware             | ■  | ■   | □   |
| District of Columbia | □  | □   | □   |
| Florida              | ■  | ■   | ■   |
| Georgia              | ■  | ■   | □   |
| Hawaii               | ■  | □   | □   |
| Idaho                | □  | □   | □   |
| Illinois             | ■  | □   | □   |
| Indiana              | □  | □   | □   |
| Iowa                 | ■  | ■   | □   |
| Kansas               | □  | □   | □   |
| Kentucky             | ■  | □   | □   |
| Louisiana            | □  | □ <sup>1</sup>  | □   |
| Maine                | □  | □   | □   |
| Maryland             | ■  | □   | □   |
| Massachusetts        | □  | □   | □   |
| Michigan             | ■  | □   | □   |
| Minnesota            | □  | □ <sup>2</sup>  | □   |
| Mississippi          | ■  | ■   | □   |
| Missouri             | ■  | ■   | □   |
| Montana              | □  | □   | □   |
| <b>NEBRASKA</b>      | ■  | □   | □   |
| Nevada               | □  | □   | □   |
| New Hampshire        | □  | □   | □   |
| New Jersey           | ■  | ■   | □   |
| New Mexico           | ■  | ■   | □   |
| New York             | ■  | ■   | □   |
| North Carolina       | ■  | ■   | □   |
| North Dakota         | □  | □   | □   |
| Ohio                 | □  | □   | □   |
| Oklahoma             | ■  | ■   | □   |
| Oregon               | □  | □   | □   |
| Pennsylvania         | ■  | □   | □   |
| Rhode Island         | □  | □   | □   |
| South Carolina       | ■  | ■   | ■   |
| South Dakota         | □  | □   | □   |
| Tennessee            | ■  | ■   | ■   |
| Texas                | ■  | ■   | ■   |
| Utah                 | □  | □ <sup>3</sup>  | □   |
| Vermont              | □  | □   | □   |
| Virginia             | □  | □   | □   |
| Washington           | ■  | □   | □   |
| West Virginia        | ■  | □   | □   |
| Wisconsin            | ■  | □   | □   |
| Wyoming              | □  | □   | □   |
|                      | <b>29</b>  | <b>16</b>   | <b>4</b>  |

Footnotes for Figure 29


- 1 Louisiana has an optional teacher evaluation system that does make explicit the need to include objective measures of student learning as part of the teacher evaluation.
- 2 Although Minnesota does not have policies regarding teacher evaluations, the state has implemented an optional teacher evaluation system based on evidence of student learning as measured by observations and objective measures, such as student achievement data.
- 3 For teachers participating in Utah's career-ladder program, in which teachers earn incentives for taking on additional responsibilities, teacher evaluations must include evidence of student achievement gains.



## Area 3: Goal B – Using Value-Added

The state should install strong value-added instruments to add to schools' knowledge of teacher effectiveness.

### GOAL COMPONENTS

 The state should be the leading innovator in the development of value-added methodology.


Provided there are multiple years of data available, there are a number of meaningful purposes for which a state can help its schools to use this new methodology to obtain data about individual teachers:

- Identifying professional development needs;
- Evaluating teachers, provided other criteria are considered as well;
- Awarding individual bonuses, provided other criteria are considered as well; and
- Providing the objective data needed for dismissal of an ineffective teacher.

Value-added analysis is also useful at the school level before multiple years of data are available:

- Analyzing the overall effectiveness of a team of teachers or the entire school staff;
- Designing school-improvement plans;
- Awarding schoolwide bonuses.

Value-added systems can also be used to hold teacher preparation programs accountable. By linking individual teacher performance back to teacher preparation programs and aggregating the data for all program graduates, the state can learn which programs are producing the most effective teachers.

 To lay the necessary groundwork for value-added analysis, the state needs to establish a student- and teacher-level longitudinal data system with, at the very least, three key components:

- A unique statewide student identifier number that connects student data across key databases across years;
- A unique teacher identifier system that can match individual teacher records with individual student records;
- An assessment system with the ability to match individual student test records from year to year to measure academic growth.

Figure 30 Using Value-Added  
*How States are Faring*



**RATIONALE**

- ▶ [See appendix for detailed rationale.](#)
- What is value-added analysis?
- There are a number of responsible uses for value-added analysis

**SUPPORTING RESEARCH**

- ▶ [Research citations to support this goal are available at www.nctq.org/stpy/citations.](http://www.nctq.org/stpy/citations)

**Figure 31 Using Value-Added  
Developing Capacity with the Three  
Key Components<sup>1</sup>**

|                      | Unique student identifier system | Unique teacher identifier system | Test records match over time |
|----------------------|----------------------------------|----------------------------------|------------------------------|
| Alabama              | ■                                | □                                | ■                            |
| Alaska               | ■                                | □                                | ■                            |
| Arizona              | ■                                | □                                | ■                            |
| Arkansas             | ■                                | ■                                | ■                            |
| California           | ■                                | □                                | □                            |
| Colorado             | ■                                | □                                | ■                            |
| Connecticut          | ■                                | □                                | ■                            |
| Delaware             | ■                                | ■                                | ■                            |
| District of Columbia | not available                    |                                  |                              |
| Florida              | ■                                | ■                                | ■                            |
| Georgia              | ■                                | ■                                | ■                            |
| Hawaii               | ■                                | ■                                | ■                            |
| Idaho                | □                                | □                                | □                            |
| Illinois             | ■                                | □                                | □                            |
| Indiana              | ■                                | □                                | ■                            |
| Iowa                 | ■                                | □                                | ■                            |
| Kansas               | ■                                | □                                | ■                            |
| Kentucky             | ■                                | ■                                | ■                            |
| Louisiana            | ■                                | ■                                | ■                            |
| Maine                | ■                                | □                                | □                            |
| Maryland             | □                                | □                                | □                            |
| Massachusetts        | ■                                | □                                | ■                            |
| Michigan             | ■                                | □                                | ■                            |
| Minnesota            | ■                                | □                                | ■                            |
| Mississippi          | □                                | ■                                | ■                            |
| Missouri             | □                                | □                                | ■                            |
| Montana              | ■                                | □                                | ■                            |
| <b>NEBRASKA</b>      | ■                                | □                                | ■                            |
| Nevada               | ■                                | □                                | ■                            |
| New Hampshire        | ■                                | □                                | □                            |
| New Jersey           | □                                | □                                | ■                            |
| New Mexico           | ■                                | ■                                | ■                            |
| New York             | ■                                | ■                                | □                            |
| North Carolina       | ■                                | □                                | ■                            |
| North Dakota         | ■                                | □                                | ■                            |
| Ohio                 | ■                                | ■                                | ■                            |
| Oklahoma             | ■                                | □                                | □                            |
| Oregon               | ■                                | □                                | ■                            |
| Pennsylvania         | ■                                | □                                | ■                            |
| Rhode Island         | ■                                | ■                                | ■                            |
| South Carolina       | ■                                | ■                                | ■                            |
| South Dakota         | ■                                | □                                | ■                            |
| Tennessee            | ■                                | ■                                | ■                            |
| Texas                | ■                                | ■                                | □                            |
| Utah                 | ■                                | ■                                | ■                            |
| Vermont              | ■                                | □                                | ■                            |
| Virginia             | ■                                | □                                | ■                            |
| Washington           | ■                                | □                                | ■                            |
| West Virginia        | ■                                | ■                                | ■                            |
| Wisconsin            | ■                                | □                                | ■                            |
| Wyoming              | ■                                | ■                                | ■                            |
|                      | <b>45</b>                        | <b>18</b>                        | <b>42</b>                    |

Footnotes for Figure 31

<sup>1</sup> Data source: Data Quality Campaign, reported Fall 2006, [www.dataqualitycampaign.org](http://www.dataqualitycampaign.org). State responses were reported by data directors from state education agencies in September 2006. Although the Data Quality Campaign lists ten essential elements for developing a strong, functional student-level longitudinal database, NCTQ is highlighting the three elements that most statisticians and economists agree are absolutely essential for developing value-added data analysis: 1) a unique statewide student identifier number that connects student data across key databases across years, 2) a unique teacher identifier system that can connect individual teacher records with student records, and 3) the ability to match individual student test records year to year to measure academic growth.

## Area 3: Goal B – Nebraska Analysis

### State Meets a Small Part of Goal

#### ANALYSIS

Nebraska does not have a value-added assessment model that analyzes the effect of teachers on student achievement gains.

However, Nebraska has two of the three necessary elements that would allow for the development of a student- and teacher-level longitudinal data system. The state has assigned unique student identifiers that connect individual student data across key databases. The state also has the capacity to match student test records from year to year so as to measure student academic growth.

The state does not yet have a teacher identifier system with the ability to match teacher records with student records.

#### SUPPORTING RESEARCH

Nebraska Accountability System: <http://www.nde.state.ne.us/stars/documents/STARSbooklet.2006.pdf>

Data Quality Campaign: [www.dataqualitycampaign.org](http://www.dataqualitycampaign.org)

#### RECOMMENDATION

Nebraska meets only a small part of this goal. Nebraska should develop the capacity to link teacher and student records to enable the development of a value-added assessment model in an effort to begin providing some limited evidence of teacher effectiveness, a particularly important innovation if districts wish to adopt performance pay plans and give schools the ability to reliably measure overall school performance.

#### NEBRASKA RESPONSE

Nebraska was helpful in providing NCTQ with facts that enhanced our analysis. It also stated that it was currently retooling its data system to allow for public reporting of student academic progress at the school building level.

#### LAST WORD

While Nebraska is refashioning its data system to allow for school level analysis, it should also consider making the necessary adjustments so that it can provide value-added analysis at the teacher level.

 **BEST PRACTICE**

Tennessee pioneered the first statewide value-added assessment (Tennessee Value-Added Assessment System) that analyzes and reports student achievement gains at the classroom level. Although value-added analysis is not included as an indicator on teacher evaluations in Tennessee, school districts do use the data to better target the professional development needs of teachers.

**Food for Thought**

**Building state longitudinal data systems: laying the foundation for value-added methodology.**

▶ [See appendix for entire food for thought.](#)

# Area 3: Goal C – Teacher Evaluation

The state should require that schools formally evaluate teachers on an annual basis.

## GOAL COMPONENTS

- 🕒 The state should require that all teachers receive a formal evaluation annually.
- 🕒 The state should work with districts to encourage them to adopt a statewide standard, requiring all teachers who have received a single unsatisfactory evaluation to be placed on an improvement plan—no matter what their employment status may be.
- 🕒 The state should work with districts to encourage them to adopt a statewide standard, requiring that all teachers who have received two unsatisfactory evaluations within five years be formally eligible for dismissal—no matter what their employment status may be.

## RATIONALE

- ▶ [See appendix for detailed rationale.](#)
- Annual evaluations are standard practice in most professional jobs.

## SUPPORTING RESEARCH

- ▶ [Research citations to support this goal are available at www.nctq.org/stpy/citations.](http://www.nctq.org/stpy/citations)



## Area 3: Goal C – Nebraska Analysis

### State Does Not Meet Goal

#### **ANALYSIS**

Nebraska requires districts to inform the state of the frequency of teacher evaluations for permanent teachers, but does not mandate the frequency.

Nebraska requires that probationary certificated employees be evaluated at least once per semester.

The state does not have a policy about the consequences of negative evaluations for teachers. Rather, the state leaves these decisions to the local districts.

#### **SUPPORTING RESEARCH**

Nebraska Statute 79-828-830; Title 92, Chapter 34; <http://www.nde.state.ne.us/LEGAL/rule34.pdf>

#### **RECOMMENDATION**

Nebraska does not meet this goal. Nebraska should consider a policy requiring annual evaluations for all teachers.

The state should also consider adopting a policy whereby teachers receiving negative evaluations are placed on probation and those receiving two negative evaluations within five years are automatically eligible for dismissal.

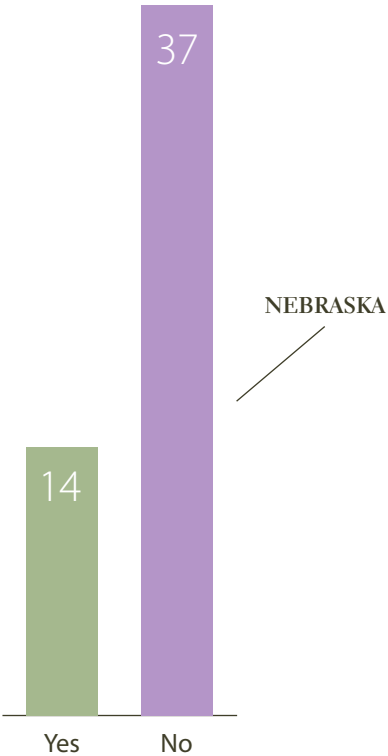
#### **NEBRASKA RESPONSE**

Nebraska recognized the factual accuracy of our analysis.

**BEST PRACTICE**

**Pennsylvania** requires annual evaluations of all teachers and provides guidance to districts about the need to place teachers receiving unsatisfactory evaluations on probation. Furthermore, Pennsylvania requires that teachers who do not improve are formally eligible for dismissal.




Figure 33 Teacher Evaluation  
*Do States Require Annual Evaluations?*



## Area 3: Goal D – Compensation Reform

The state should encourage, not block, efforts at compensation reform.

### GOAL COMPONENTS

-  The state should not have a minimum salary schedule; it should only articulate the minimum starting salary that every teacher should be paid. Further, the state should not have regulatory language that would block differential pay.
-  The state should encourage compensation reform by offering differential pay programs that tie teacher pay to district and school needs, such recruiting and retaining teachers in hard-to-staff subjects and schools.
-  The state should experiment with performance pay efforts, rewarding teachers for their effectiveness in the classroom.

### RATIONALE

- ▶ [See appendix for detailed rationale.](#)
- Reform can be accomplished within the context of local control.
- There is an important difference between setting the minimum teacher salary in a state and setting a salary schedule.

### SUPPORTING RESEARCH

- ▶ [Research citations to support this goal are available at www.nctq.org/stpy/citations.](http://www.nctq.org/stpy/citations)

Figure 34 Compensation Reform  
*How States are Faring*





## Area 3: Goal D – Nebraska Analysis

### State Partly Meets Goal

#### ANALYSIS

Nebraska does not have a state-mandated minimum salary schedule or regulatory language that directly blocks differential pay.

Despite this flexibility, the state does not support differential pay initiatives nor has it initiated a performance pay plan that would reward teachers for student achievement gains. Nebraska does not offer financial incentives to teachers who earn advanced certification from the National Board for Professional Teaching Standards.

#### SUPPORTING RESEARCH

Education Counts: <http://www2.edweek.org/agentk-12/states/ne.html?state=NE>

Nebraska's Highly Qualified Teachers Plan: <http://www.ed.gov/programs/teacherqual/hqtplans/index.html>

National Board for Professional Teaching Standards: [http://www.nbpts.org/resources/state\\_local\\_information](http://www.nbpts.org/resources/state_local_information)

#### RECOMMENDATION

Nebraska meets this goal in part. Nebraska is commended for not placing regulatory obstacles in the way of compensation reform. Nebraska should consider developing differential pay initiatives as a way to more closely link teacher compensation to district and school needs and achieve greater equitable distribution of teachers among schools. The state should also consider initiating or encouraging the development of a performance pay plan that would reward effective teachers.

#### NEBRASKA RESPONSE

Nebraska was helpful in providing NCTQ with facts that enhanced our analysis.

Nebraska commented that the state's Commission on Industrial Relations, which settles disputes between employees and employers, has made rulings against school districts that have attempted to introduce differential pay plans—such as bonuses for teachers in shortage subject areas—without negotiating these bonuses with the collective bargaining unit. These rulings discourage districts from implementing differential pay.

Finally, Nebraska provided NCTQ with information about the state's new program (Attracting Excellence to Teaching) that awards scholarships to candidates who teach in subject-area shortage subject areas and provides loan forgiveness to those who teach in high-poverty areas or sparsely populated areas.

#### LAST WORD

A state-sponsored program of differential pay for teachers in hard-to-staff schools and shortage subject-areas, particularly if it is a program passed by the state legislature, should be able to supersede any agreement made at the local level. Certainly No Child Left Behind and its equitable distribution requirements give states greater authority in this area.

NCTQ commends Nebraska for providing scholarships to attract teaching candidates to schools that are in need of teachers. The state might also consider financial incentives to attract veteran teachers and other new teachers who did not participate in the scholarship or loan forgiveness programs.

**BEST PRACTICE**

Florida offers strong policies that encourage and protect compensation reform. The state has passed legislation that requires local districts to offer differential pay. Moreover, the state prohibits districts from approving collective bargaining agreements that preclude salary incentives.

**BEST PRACTICE CITATION**

Florida Statute 1012.22; 1012.2315

Figure 35 Compensation Reform  
*Are States Encouraging Compensation Reform?*

|                      | State gives districts full authority for pay rates <sup>1</sup> | State supports differential pay <sup>2</sup> | State supports performance pay <sup>3</sup> |
|----------------------|---|--|---|
| Alabama              | <input type="checkbox"/>  | <input type="checkbox"/>                     | <input type="checkbox"/>                    |
| Alaska               | <input checked="" type="checkbox"/>                             | <input type="checkbox"/>                     | <input checked="" type="checkbox"/>         |
| Arizona              | <input checked="" type="checkbox"/>                             | <input type="checkbox"/>                     | <input checked="" type="checkbox"/>         |
| Arkansas             | <input type="checkbox"/>  | <input checked="" type="checkbox"/>          | <input checked="" type="checkbox"/>         |
| California           | <input checked="" type="checkbox"/>                             | <input checked="" type="checkbox"/>          | <input type="checkbox"/>                    |
| Colorado             | <input checked="" type="checkbox"/>                             | <input type="checkbox"/>                     | <input type="checkbox"/>                    |
| Connecticut          | <input checked="" type="checkbox"/>                             | <input checked="" type="checkbox"/>          | <input type="checkbox"/>                    |
| Delaware             | <input type="checkbox"/>  | <input checked="" type="checkbox"/>          | <input type="checkbox"/>                    |
| District of Columbia | <input checked="" type="checkbox"/>                             | <input type="checkbox"/>                     | <input checked="" type="checkbox"/>         |
| Florida              | <input checked="" type="checkbox"/>                             | <input checked="" type="checkbox"/>          | <input checked="" type="checkbox"/>         |
| Georgia              | <input type="checkbox"/>  | <input checked="" type="checkbox"/>          | <input type="checkbox"/>                    |
| Hawaii               | <input type="checkbox"/>  | <input checked="" type="checkbox"/>          | <input type="checkbox"/>                    |
| Idaho                | <input checked="" type="checkbox"/>                             | <input type="checkbox"/>                     | <input type="checkbox"/>                    |
| Illinois             | <input type="checkbox"/>  | <input checked="" type="checkbox"/>          | <input type="checkbox"/>                    |
| Indiana              | <input type="checkbox"/>  | <input type="checkbox"/>                     | <input type="checkbox"/>                    |
| Iowa                 | <input checked="" type="checkbox"/>                             | <input checked="" type="checkbox"/>          | <input checked="" type="checkbox"/>         |
| Kansas               | <input checked="" type="checkbox"/>                             | <input type="checkbox"/>                     | <input type="checkbox"/>                    |
| Kentucky             | <input type="checkbox"/>  | <input checked="" type="checkbox"/>          | <input type="checkbox"/>                    |
| Louisiana            | <input checked="" type="checkbox"/>                             | <input checked="" type="checkbox"/>          | <input type="checkbox"/>                    |
| Maine                | <input checked="" type="checkbox"/>                             | <input type="checkbox"/>                     | <input type="checkbox"/>                    |
| Maryland             | <input checked="" type="checkbox"/>                             | <input checked="" type="checkbox"/>          | <input type="checkbox"/>                    |
| Massachusetts        | <input checked="" type="checkbox"/>                             | <input checked="" type="checkbox"/>          | <input type="checkbox"/>                    |
| Michigan             | <input checked="" type="checkbox"/>                             | <input type="checkbox"/>                     | <input type="checkbox"/>                    |
| Minnesota            | <input checked="" type="checkbox"/>                             | <input type="checkbox"/>                     | <input checked="" type="checkbox"/>         |
| Mississippi          | <input type="checkbox"/>  | <input checked="" type="checkbox"/>          | <input type="checkbox"/>                    |
| Missouri             | <input type="checkbox"/>  | <input checked="" type="checkbox"/>          | <input type="checkbox"/>                    |
| Montana              | <input checked="" type="checkbox"/>                             | <input type="checkbox"/>                     | <input type="checkbox"/>                    |
| <b>NEBRASKA</b>      | <input checked="" type="checkbox"/>                             | <input type="checkbox"/>                     | <input type="checkbox"/>                    |
| Nevada               | <input checked="" type="checkbox"/>                             | <input checked="" type="checkbox"/>          | <input type="checkbox"/>                    |
| New Hampshire        | <input checked="" type="checkbox"/>                             | <input checked="" type="checkbox"/>          | <input type="checkbox"/>                    |
| New Jersey           | <input checked="" type="checkbox"/>                             | <input type="checkbox"/>                     | <input type="checkbox"/>                    |
| New Mexico           | <input checked="" type="checkbox"/>                             | <input type="checkbox"/>                     | <input type="checkbox"/>                    |
| New York             | <input checked="" type="checkbox"/>                             | <input checked="" type="checkbox"/>          | <input type="checkbox"/>                    |
| North Carolina       | <input type="checkbox"/>  | <input checked="" type="checkbox"/>          | <input checked="" type="checkbox"/>         |
| North Dakota         | <input checked="" type="checkbox"/>                             | <input type="checkbox"/>                     | <input type="checkbox"/>                    |
| Ohio                 | <input type="checkbox"/>  | <input type="checkbox"/>                     | <input checked="" type="checkbox"/>         |
| Oklahoma             | <input type="checkbox"/>  | <input checked="" type="checkbox"/>          | <input checked="" type="checkbox"/>         |
| Oregon               | <input checked="" type="checkbox"/>                             | <input type="checkbox"/>                     | <input type="checkbox"/>                    |
| Pennsylvania         | <input type="checkbox"/>  | <input checked="" type="checkbox"/>          | <input type="checkbox"/>                    |
| Rhode Island         | <input checked="" type="checkbox"/>                             | <input checked="" type="checkbox"/>          | <input type="checkbox"/>                    |
| South Carolina       | <input type="checkbox"/>  | <input checked="" type="checkbox"/>          | <input checked="" type="checkbox"/>         |
| South Dakota         | <input checked="" type="checkbox"/>                             | <input type="checkbox"/>                     | <input type="checkbox"/>                    |
| Tennessee            | <input type="checkbox"/>  | <input type="checkbox"/>                     | <input type="checkbox"/>                    |
| Texas                | <input type="checkbox"/>  | <input checked="" type="checkbox"/>          | <input checked="" type="checkbox"/>         |
| Utah                 | <input checked="" type="checkbox"/>                             | <input type="checkbox"/>                     | <input type="checkbox"/>                    |
| Vermont              | <input checked="" type="checkbox"/>                             | <input checked="" type="checkbox"/>          | <input type="checkbox"/>                    |
| Virginia             | <input checked="" type="checkbox"/>                             | <input checked="" type="checkbox"/>          | <input type="checkbox"/>                    |
| Washington           | <input type="checkbox"/>  | <input checked="" type="checkbox"/>          | <input type="checkbox"/>                    |
| West Virginia        | <input type="checkbox"/>  | <input checked="" type="checkbox"/>          | <input type="checkbox"/>                    |
| Wisconsin            | <input checked="" type="checkbox"/>                             | <input type="checkbox"/>                     | <input type="checkbox"/>                    |
| Wyoming              | <input checked="" type="checkbox"/>                             | <input type="checkbox"/>                     | <input type="checkbox"/>                    |
|                      | <b>32</b>   | <b>28</b>                                    | <b>12</b>                                   |

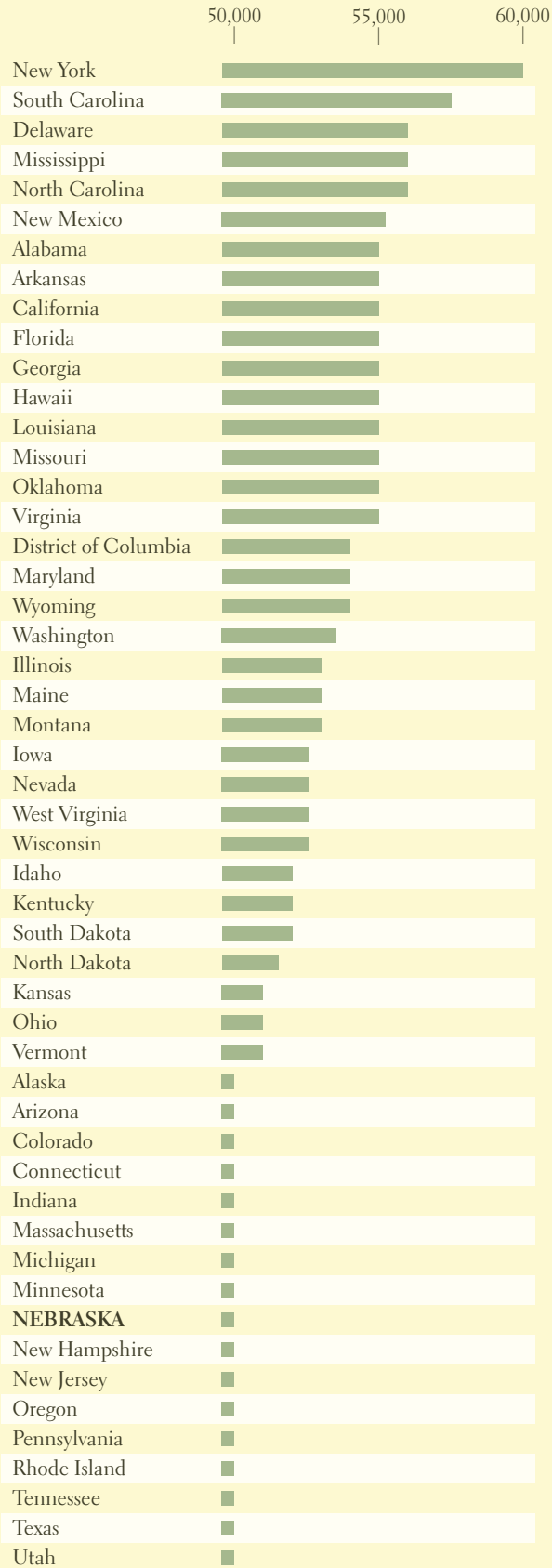
Footnotes for Figure 35

<sup>1</sup> The state may still set the minimum starting salary, but the state lets districts negotiate the terms and rates of all subsequent pay increases.

<sup>2</sup> Differential pay includes state-sponsored financial incentives for recruiting and retaining teachers in hard-to-staff schools or subject-area shortages. Data sources: “Quality Counts,” a project of Education Week (<http://www2.edweek.org/agenk-12/states/>); states’ “Highly Qualified Teacher” plans submitted to the US Department of Education (<http://www.ed.gov/programs/teacherqual/hqtplans/index.html>); and state responses to NCTQ inquiries.

<sup>3</sup> Only performance pay initiatives that are funded or sponsored by the state are included.

**Figure 36 Compensation Reform**  
*What can a NBPTS<sup>1</sup> Certified Teacher with a Base Salary of \$50,000 Earn?<sup>2</sup>*



“The quality of teaching is never recognized, good or bad. The most ineffective, careless teachers are paid just the same—and sometimes more than the most successful ones. Most schools just aren’t the sort of place that skilled and talented people want to work because those characteristics aren’t valued or rewarded.”

- Haily Korman, Teacher

Footnotes for Figure 36  
 1 NBPTS=National Board for Professional Teaching Standards  
 2 Figures based on teaching in a high-needs school.

## Area 3: Goal E – Tenure

The state should not give teachers permanent status (tenure) until they have been teaching for five years.

### GOAL COMPONENTS

- ⌚ The state’s probationary period should not end until a teacher has been in the classroom for five years.

### RATIONALE

- ▶ See [appendix](#) for detailed rationale.
- Tenure should be a meaningful milestone in a teacher’s career.

### SUPPORTING RESEARCH

- ▶ [Research citations to support this goal are available at www.nctq.org/stpy/citations.](http://www.nctq.org/stpy/citations)

Figure 37 Tenure  
*How States are Faring*



## Area 3: Goal E – Nebraska Analysis

### State Meets a Small Part of Goal

#### **ANALYSIS**

Nebraska has a three-year probationary period for new teachers.

#### **RECOMMENDATION**

Nebraska meets only a small part of this goal. Nebraska should consider extending the minimum probationary period required for tenure to five years.

#### **NEBRASKA RESPONSE**

Nebraska asserted that this issue is part of the state's continuing contract provisions; tenure is not addressed in state board policy.

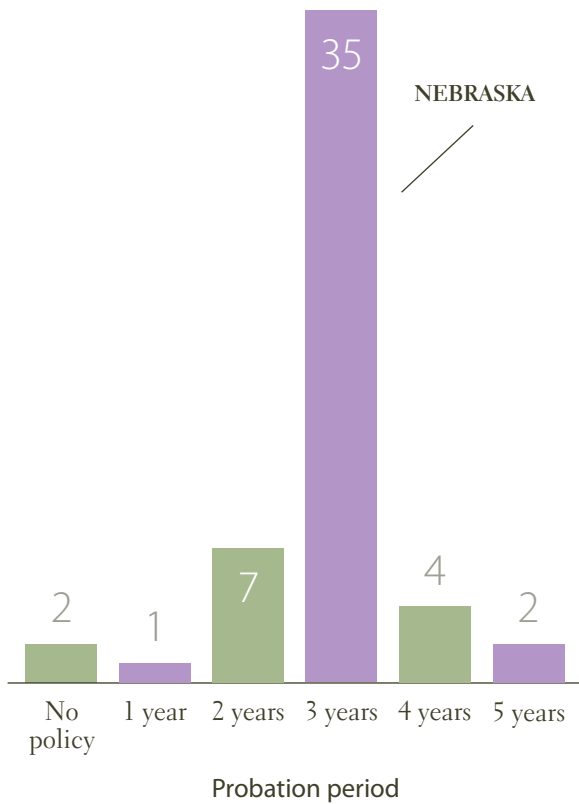
#### **LAST WORD**

Continuing contract provisions have the same implications as tenure policies. The state should consider extending the probationary period to five years.

**BEST PRACTICE**

Two states, **Indiana** and **Missouri**, currently have probationary periods of five years for new teachers.

**Figure 39 Tenure**  
*How Long Before a Teacher Earns Tenure?*



**Figure 38 Tenure**  
*How Long Before a Teacher Earns Tenure?*  
*State-by-State Breakout*

|                      | No policy                           | 1 year                              | 2 years                             | 3 years                             | 4 years                             | 5 years                             |
|----------------------|-------------------------------------|-------------------------------------|-------------------------------------|-------------------------------------|-------------------------------------|-------------------------------------|
| Alabama              | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Alaska               | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Arizona              | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Arkansas             | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |
| California           | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Colorado             | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Connecticut          | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
| Delaware             | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |
| District of Columbia | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Florida              | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Georgia              | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Hawaii               | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Idaho                | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Illinois             | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
| Indiana              | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |
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| Kansas               | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Kentucky             | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Louisiana            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Maine                | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Maryland             | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Massachusetts        | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Michigan             | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
| Minnesota            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Mississippi          | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Missouri             | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |
| Montana              | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |
| <b>NEBRASKA</b>      | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Nevada               | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            |
| New Hampshire        | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |
| New Jersey           | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |
| New Mexico           | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |
| New York             | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |
| North Carolina       | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
| North Dakota         | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Ohio                 | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |
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| Oregon               | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Pennsylvania         | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Rhode Island         | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |
| South Carolina       | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |
| South Dakota         | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Tennessee            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Texas                | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Utah                 | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Vermont              | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Virginia             | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Washington           | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            |
| West Virginia        | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Wisconsin            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Wyoming              | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |
|                      | <b>2</b>                            | <b>1</b>                            | <b>7</b>                            | <b>35</b>                           | <b>4</b>                            | <b>2</b>                            |

## Area 4: Goal A – Entry Into Preparation Programs

The state should require undergraduate teacher preparation programs to administer a basic skills test as a criterion for admission.

### GOAL COMPONENTS

- ⌚ It is inappropriate to wait until teacher candidates are ready to apply for licensure to administer a basic skills test that assesses reading, writing, and mathematics.
- ⌚ All approved programs in a state should use a common test to facilitate program comparison.
- ⌚ The state, not teacher preparation programs, should set the score needed to pass this test.
- ⌚ Programs should have the option of exempting candidates who submit comparable SAT/ACT scores at a level set by the state.

### RATIONALE

- ▶ See appendix for detailed rationale.
- The best time for assessing basic skills is at program entry.
- Screening candidates at program entry protects the public’s investment.

### SUPPORTING RESEARCH

- ▶ [Research citations to support this goal are available at www.nctq.org/stpy/citations.](http://www.nctq.org/stpy/citations)

Figure 40 Entry Into Preparation Programs  
*How States are Faring*



## Area 4: Goal A – Nebraska Analysis

### State Nearly Meets Goal

#### ANALYSIS

Nebraska requires that approved teacher preparation programs only accept teacher candidates who have passed a basic skills test, the Praxis I. The state sets the minimum score for this test.

The state does not allow programs to exempt candidates who demonstrate equivalent performance on a college entrance exam.

#### SUPPORTING RESEARCH

Title 92 Nebraska Administrative Code (NAC) Chapter 20 005.02, Chapter 23 003.01

#### RECOMMENDATION

Nebraska nearly meets this goal. The state should also consider allowing programs to exempt from basic skills testing those applicants that submit comparable SAT or ACT scores, at a level set by the state.

#### NEBRASKA RESPONSE

Nebraska was helpful in providing NCTQ with facts that enhanced our analysis. The state also noted that a review of candidate scores on the ACT and SAT and their relationship to basic skills test scores indicates little correlation and that nontraditional candidates are not well served by use of ACT or SAT scores.

#### LAST WORD

Without reviewing Nebraska's data, we are not prepared to dispute this assertion. In general, however, performance on aptitude tests correlates, if both instruments have been judged valid and reliable. It is also unclear why such measures would be less useful for non-traditional candidates than for traditional candidates.



**BEST PRACTICE**

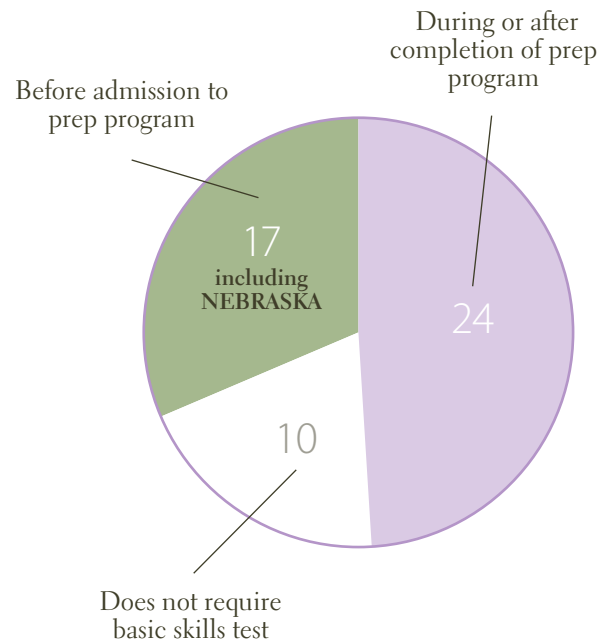
A number of states—Connecticut, Louisiana, Mississippi, North Carolina, South Carolina, Tennessee and West Virginia—require candidates to pass a basic skills test as a condition for admission to a teacher preparation program. These states set a minimum passing score for the test. They also eliminate unnecessary testing by allowing candidates to opt out of the basic skills test by demonstrating a sufficiently high score on the SAT or ACT.

**Food for Thought**

Using testing to expand and restrict the supply of teachers.

► [See appendix for entire food for thought.](#)



Figure 41 Entry Into Preparation Programs  
*When do States Test Basic Skills?*






## Area 4: Goal B – Program Accountability

The state should base its approval of teacher preparation programs on measures that focus on the quality of the teachers coming out of the programs.

### GOAL COMPONENTS

-  The most important currently available data for states to collect are candidates' pass rates on state licensing tests, but more meaningful data on this variable need to be obtained. Rather than ask that programs report the pass rates of teachers graduating from the program, the state should ask programs to report the percentage of teacher candidates who entered student teaching and who were able to pass state licensing tests. Even more can be learned by asking the percentage of teachers who passed on first attempt versus multiple attempts.
-  In addition to better pass-rate information, states should consider collecting the following data, which comprise a more comprehensive index of program performance:

  - Average raw scores of graduates on licensing tests (basic skills, subject matter, professional);
  - Satisfaction ratings (by school principals and teacher supervisors) of programs' student teachers, using a standardized form to permit program comparison;
  - Evaluation results from first and/or second year of teaching and percentage of teachers eligible for tenure;
  - Academic achievement gains of graduates' students averaged over the first three years of teaching; and
  - Five-year retention rate of graduates in the teaching profession.
-  The state should also establish the minimum standard of performance for each of these categories of data. Programs must be held accountable for meeting these standards and the state, after due process, should shut down programs that do not do so.
-  The state should produce an annual report card, published on the state's website, that shows all of the data that the state collects on individual teacher preparation programs.
-  The state can also collect the following evidence as well, although it may be unwise to use them as accountability measures:

  - The program limits admission to certification areas that produce too many teachers;

Figure 42 Program Accountability  
*How States are Faring*



**Figure 43 Program Accountability**  
*How do States Hold Teacher Prep Programs Accountable?*

|                      | State collects objective program-specific data | State sets minimum standards for performance <sup>1</sup> | State makes data publicly available on website |
|----------------------|--|---|--|
| Alabama              | ■  | ■   | ■  |
| Alaska               | □  | □   | □  |
| Arizona              | □  | □   | □  |
| Arkansas             | ■  | □   | ■ <sup>2</sup>                                 |
| California           | □  | □   | □  |
| Colorado             | ■  | □   | □  |
| Connecticut          | □  | □   | □  |
| Delaware             | □  | □   | □  |
| District of Columbia | □  | □   | □  |
| Florida              | ■  | ■   | □  |
| Georgia              | □  | □   | □  |
| Hawaii               | □  | □   | □  |
| Idaho                | □  | □   | □  |
| Illinois             | □  | □   | □  |
| Indiana              | ■  | □   | □  |
| Iowa                 | □  | □   | □  |
| Kansas               | □  | □   | ■ <sup>2</sup>                                 |
| Kentucky             | ■  | ■   | ■  |
| Louisiana            | ■  | ■   | ■ <sup>2</sup>                                 |
| Maine                | □  | □   | □  |
| Maryland             | □  | □   | □  |
| Massachusetts        | ■  | □   | □  |
| Michigan             | □  | □   | □  |
| Minnesota            | □  | □   | □  |
| Mississippi          | ■  | ■   | □  |
| Missouri             | □  | □   | □  |
| Montana              | □  | □   | □  |
| <b>NEBRASKA</b>      | □  | □   | □  |
| Nevada               | ■  | ■   | □  |
| New Hampshire        | □  | □   | □  |
| New Jersey           | □  | □   | □  |
| New Mexico           | □  | □   | □  |
| New York             | □  | □   | □  |
| North Carolina       | ■  | ■   | ■  |
| North Dakota         | □  | □   | □  |
| Ohio                 | ■  | □   | □  |
| Oklahoma             | □  | □   | □  |
| Oregon               | ■  | □   | □  |
| Pennsylvania         | □  | □   | □  |
| Rhode Island         | □  | □   | □  |
| South Carolina       | ■  | ■   | ■ <sup>2</sup>                                 |
| South Dakota         | □  | □   | □  |
| Tennessee            | ■  | □   | □  |
| Texas                | ■  | □   | ■ <sup>2</sup>                                 |
| Utah                 | □  | □   | □  |
| Vermont              | ■  | ■   | □  |
| Virginia             | ■  | □   | □  |
| Washington           | □  | □   | □  |
| West Virginia        | □  | □   | □  |
| Wisconsin            | □  | □   | □  |
| Wyoming              | □  | □   | □  |
|                      | <b>18</b>                                      | <b>9</b>  | <b>8</b>                                       |

- The program trains teachers in high-shortage areas;
- The number of candidates taking jobs in-state, out-of-state, or not entering the profession.

**RATIONALE**

- ▶ See appendix for detailed rationale.
- States need to hold programs accountable for the quality of their graduates.

**SUPPORTING RESEARCH**

- ▶ Research citations to support this goal are available at [www.nctq.org/stpy/citations](http://www.nctq.org/stpy/citations).

Footnotes for Figure 43  
<sup>1</sup> State sets minimal standard of performance for some but not all of the areas recommended by NCTQ.  
<sup>2</sup> State makes reports on program pass rates on state licensure tests available on its website, but does not make other key outcome and performance data available to the public.

## Area 4: Goal B – Nebraska Analysis

### State Does Not Meet Goal

#### ANALYSIS

Nebraska does not collect the objective, measurable data recommended by NCTQ when deciding whether a teacher preparation program should receive state approval. Nebraska's program approval process appears to be largely based on site visits and syllabi reviews, used to determine if the instruction and assessment of teacher candidates meets the state's teaching standards. The state also does not appear to apply any transparent, measurable criteria for conferring program approval.

In addition, the state's website does not include a report card that allows the public to review and compare program performance.

#### SUPPORTING RESEARCH

Title II Report 2006; Title II Report 2005; Title II Report 2004

#### RECOMMENDATION

Nebraska does not meet this goal. The state should consider making objective outcomes the focus of its teacher preparation program approval process and establishing precise standards for program performance that are more useful for accountability purposes. Nebraska should also post an annual report card on its website that details the data it collects and the criteria used for program approval. This report card should also identify the programs that fail to meet these criteria and why they failed.

#### NEBRASKA RESPONSE

Nebraska was helpful in providing NCTQ with facts that enhanced our analysis. Nebraska also reported that it is in the process of designing a new program review process that will include assessment data and will be implemented in 2007-2008. The state contended that many of the reporting requirements proposed by NCTQ, such as teacher retention rates, do not provide useful data because candidates leave programs for a variety of reasons. The state further noted that teacher evaluation data are not available at the state level nor is there a common evaluation instrument.

#### LAST WORD

NCTQ maintains that all of the recommended indicators would provide the state with important and meaningful information about program performance. Clearly, some indicators are harder to implement than others, particularly the process of linking graduate performance in the classroom back to preparation programs. In spite of the difficulty, a number of states including Louisiana are developing this ability. On the point Nebraska makes about teacher retention, teachers do leave for different reasons, and it would be important for any measurement to capture these reasons. By tracing the number of teachers leaving for factors related to dissatisfaction, as opposed to those leaving for reasons such as retirement, maternity leave or relocation, the state could learn that a program is consistently underpreparing its teachers.

Figure 44 Program Accountability  
*What Measures is **NEBRASKA** Collecting?*

|  |           |
|--|-----------|
| Average raw scores on licensing tests    | <b>NO</b> |
| Satisfaction ratings from schools        | <b>NO</b> |
| Evaluation results for program graduates | <b>NO</b> |
| Student learning gains                   | <b>NO</b> |
| Teacher retention rates                  | <b>NO</b> |

✦ **BEST PRACTICE**



While no state fully meets NCTQ's recommendations for approval of teacher preparation programs, **Alabama** and **Louisiana** do base program approval on the quality of graduates. Alabama holds programs accountable on the basis of first-year teachers evaluations by their principals, among other indicators. Alabama has established clear standards for performance and makes its findings transparent by posting the data and program grades on its website. Louisiana's program approval process includes a number of objective outcomes. In addition, program scores are determined on the basis of a relatively complex rating formula. The state intends for the scores a program must have to increase over time, so that programs must consistently demonstrate growth.

"We welcome the opportunity to show that the teachers coming out of our program will be among the best in the state. We see the importance of being transparent with regard to teacher performance and demanding with regard to learning outcome expectations."

- Tom Lasley, *Dean, College of Education*

# Area 4: Goal C – Program Approval and Accreditation

The state should keep its program approval process wholly separate from accreditation.

## GOAL COMPONENTS

- 🕒 The state should not allow its teacher preparation programs to substitute national accreditation for state program approval.
- 🕒 The state should not require its teacher preparation programs to attain national accreditation in order to receive state approval.

## RATIONALE

- ▶ [See appendix for detailed rationale.](#)
- Accreditation is concerned with inputs, *how* a program achieves quality; state approval of programs should be about outputs.

## SUPPORTING RESEARCH

- ▶ [Research citations to support this goal are available at www.nctq.org/stpy/citations.](http://www.nctq.org/stpy/citations)

Figure 45  
Program Approval and Accreditation  
*How States are Faring*



## Area 4: Goal C – Nebraska Analysis

### ● State Meets Goal

#### **ANALYSIS**

Nebraska does not require its teacher preparation programs to attain national accreditation. Although some of the state's program approval standards are very similar to NCATE's accreditation standards, the state does not explicitly allow programs to substitute national accreditation for state approval.

#### **RECOMMENDATION**

Nebraska meets this goal, though the state should work to improve its program approval process (see Goal 4-B).

#### **NEBRASKA RESPONSE**

Nebraska was helpful in providing NCTQ with facts that enhanced our analysis.



**BEST PRACTICE**

The nature of this goal does not lend itself to a best practice, as NCTQ is recommending that states avoid a specific policy, rather than pursuing one.

**Figure 46**  
**Program Approval and Accreditation**  
*Side Stepping State Approval with Private Accreditation*

Which states allow substitution of national accreditation for state approval?

**Georgia, Maine, Michigan**

Which states require some programs to attain national accreditation in order to attain state approval?

**Louisiana, Maryland, Mississippi**



Which states requires all programs to attain national accreditation in order to receive state approval?

**Alaska, Arkansas, New Jersey, North Carolina, Utah**

## Area 4: Goal D – Controlling Coursework Creep

The state should regularly review the professional coursework that teacher candidates are required to take, in order to ensure an efficient and balanced program of study.

### GOAL COMPONENTS

-  The state should adopt policies designed to encourage efficient delivery of the professional sequence, for both its own requirements and the requirements made by individual programs.
-  The state should mandate only coursework or standards that are likely to make teachers more effective in the classroom.

### RATIONALE

- ▶ See appendix for detailed rationale.
- Most states have programs that demand excessive requirements.
- States should only mandate courses or set standards that relate to student achievement, giving programs discretion to determine remaining sequence.
- States need to establish a cycle for reviewing their coursework requirements.
- States need to monitor programs’ total professional coursework requirements.

### SUPPORTING RESEARCH

- ▶ Research citations to support this goal are available at [www.nctq.org/stpy/citations](http://www.nctq.org/stpy/citations).

Figure 47 Controlling Coursework Creep  
*How States are Faring*



## Area 4: Goal D – Nebraska Analysis

### ○ State Does Not Meet Goal

#### ANALYSIS

Nebraska specifies a minimum amount of professional coursework that teacher candidates must complete to qualify for licensure.

The state requires approved programs to ensure that teacher candidates complete “at least one-sixth of their total degree credit hour requirements in courses that include knowledge of the foundations of education, human growth and development, methods and materials of teaching, assessment of student learning, and supervised field-based and practicum experiences.” All teacher candidates must also complete a three-credit special education course and an unspecified amount of preparation in human relations.

Additionally, the state has more specific policies for teacher candidates preparing to teach different grade levels.

Elementary school teacher candidates must complete 40 credit hours in professional education coursework addressing the following areas:

- Child growth and development
- Curriculum, methodology, and assessment appropriate for all students in all areas of the elementary school curriculum
- Instructional strategies that are adapted for diverse students
- Organization and management of the classroom
- Communication skills in collaborating with parents and other adults, including those with diverse languages and cultures
- History, trends, and societal and cultural issues that impact elementary education.

Middle school teacher candidates must complete 30 credit hours in professional education coursework related to middle level education.

Secondary teacher candidates for grades 7-12 are not required to take any specific professional education coursework (apart from the “one-sixth” provision described above).

Nebraska’s explicit education coursework requirements are not overly burdensome. However, states setting minimum coursework requirements still need to monitor the number of credit hours that programs require, if only to ensure that they deliver content efficiently, eliminating outdated or redundant courses. The sheer quantity of required courses at some of Nebraska’s teacher preparation programs is cause for concern. For example, York College’s elementary education program requires the completion of 66 credit hours of professional education and related coursework. This is the equivalent of more than two full majors. These are inordinately excessive coursework requirements that could easily discourage talented individuals from pursuing teaching.

Moreover, some of the state’s required coursework, such as foundations of education, may bear little direct relation to teacher effectiveness.

#### SUPPORTING RESEARCH

Nebraska Dept. of Ed. Title 92 Chapter 20 005.11D, -14, -15; [http://www.york.edu/news/Catalog2006\\_07.pdf](http://www.york.edu/news/Catalog2006_07.pdf)

## RECOMMENDATION

Nebraska does not meet this goal. The state should consider adopting policies that can check the tendency of teacher preparation programs to impose an ever-increasing number of professional coursework requirements.

Other states have adopted policies in this area that the state could adapt to its own needs. New Jersey's approach of placing a set limit on coursework is straightforward, but also decreases programs' flexibility. Tennessee's approach of providing a general template illustrating how coursework requirements should be allocated may provide more flexibility. In either case, states can avoid tying the hands of rigorous professional programs by exempting institutions that demonstrate the value of additional coursework. States should allow programs to exceed state guidelines if doing so produces more effective teachers but that would require the programs to produce the sort of outcomes data described in Goal 4-B.

Nebraska's professional standards could use some improvement (see Goal 2-A), and some of the state's professional coursework requirements may do little to enhance teacher effectiveness. The state should work to ensure that it requires programs to deliver only professional knowledge directly related to increased student learning, letting programs decide for themselves whether or not to require additional coursework that may not be related to student learning.

## NEBRASKA RESPONSE

Nebraska was helpful in providing NCTQ with facts that enhanced our analysis. The state added that it had "no authority" to impose efficiency policies on approved programs. The state further asserted that York College example was not fair, as all of Nebraska's institutions have about 65 or so hours of professional coursework, when the 40 hours of general education requirements and the methods courses that are required for the major are included. Most elementary education candidates complete their entire program within 125-130 hours of coursework, showing that the requirements are not excessive.

## LAST WORD

Our examples of states that have articulated efficiency policies suggest that Nebraska can address this issue if it wishes to do so. In addition, while the overall course of study may not be excessive, the example of York College shows that preparation in Nebraska may leave little room for electives, and may leave insufficient room for adequate subject-matter preparation.

**BEST PRACTICE**

Teacher preparation programs in **Tennessee** are required to offer courses based roughly on a template laid out in state policy. According to this template, teacher preparation should consist of the following components:

- 50 percent of the program is devoted to general liberal arts coursework;
- 30 percent of the program is devoted to a major in a specific area;
- 20 percent of the program is devoted to professional coursework.

**New Jersey** has policies explicitly limiting the amount of professional coursework that programs may require, while also allowing exceptions for programs that can justify additional requirements. While this policy does place a check on programs' tendency to require excessive amounts of coursework, it offers less flexibility than Tennessee's model. Nevertheless, the state is commended for addressing this issue.

**Food for Thought**

**An alternative to limiting the amount of professional coursework.**

► [See appendix for entire food for thought.](#)



*"I have always been passionate about teaching and education but the process to become a teacher never inspired me. Learning to teach should be provoking, not tedious and mundane. If only I could have found a challenging and exciting undergraduate program, then I would have gone into the classroom."*

*- Eric Dang, Assistant to State Legislator*

**Figure 48 Controlling Coursework Creep**  
*Are States Controlling Program Excesses?*

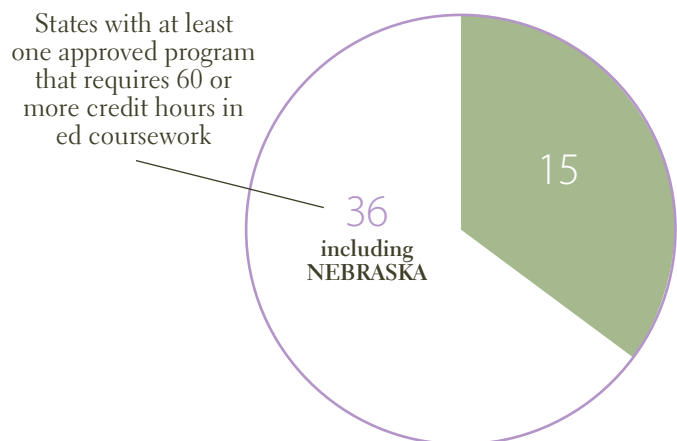
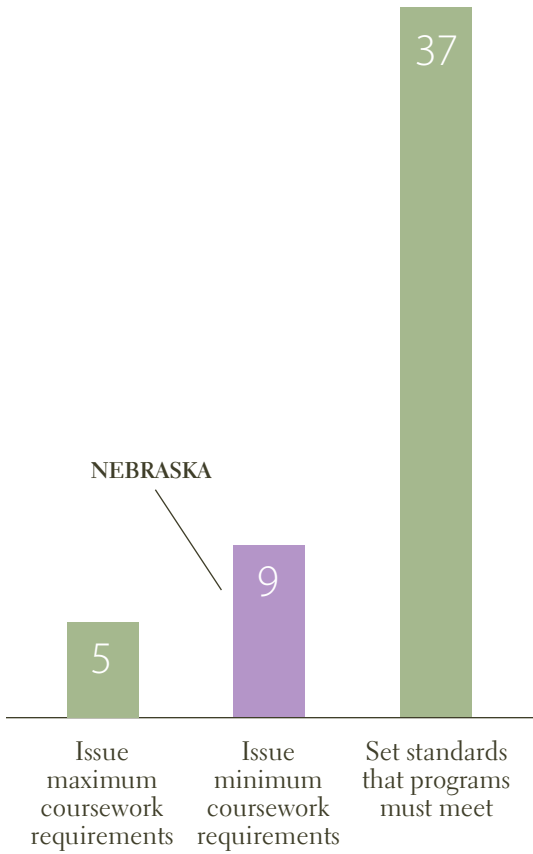


Figure 49 Controlling Coursework Creep  
*How do States Regulate Teacher Prep Programs' Course of Study?*



## ⚠ Area 5: Goal A – Genuine Alternatives

The state should ensure its alternate routes to certification are well structured, meeting the needs of new teachers.

### GOAL COMPONENTS

There are nine features which define a genuine, high-quality alternate route.

- ⌚ 1. **Amount of coursework.** The state should ensure that the number of credit hours it either requires or allows should be manageable for the new teacher. Anything more than 12 credit hours of coursework (in which a teacher is required to physically attend a lecture or seminar) in the first year may be counter-productive, placing too great a burden on the new teacher. This calculation is premised on no more than 6 credit hours in the summer, 3 credit hours in the fall and 3 credit hours in the spring.
- ⌚ 2. **Program length.** The alternate route program should be no longer than two years in length, at which time the new teacher should be eligible for a standard certificate.
- ⌚ 3. **Relevant coursework.** Any coursework requirements should target the *immediate* instructional needs of the new teacher (e.g., seminars with other grade-level teachers, mentoring, training in a particular curriculum, reading instruction, and classroom management techniques).
- ⌚ 4. **New teacher support.** The state should ensure that candidates have an opportunity to practice teach in a summer training program. Alternatively, the state can provide an intensive mentoring experience, beginning with a trained mentor assigned full-time to the new teacher for the first critical weeks of school, and gradually reducing the amount of time. The state should only support induction strategies *that can be effective even in a poorly managed school*: intensive mentoring; seminars appropriate to grade level or subject area; a reduced teaching load; and frequent release time to observe other teachers.
- ⌚ 5. **Broad usage.** The state should not treat the alternate route as a program of “last resort,” restricting the availability of alternate routes to certain geographic areas, grades, or subject areas.

Figure 50 Genuine Alternatives  
*How States are Faring*



6. **Diversity of providers.** The state should allow districts and nonprofit organizations other than institutions of higher education to operate programs. To encourage diversity, states should articulate any training requirements in terms of both credit hours and clock hours.

The three remaining features, described in the next goal, address the criteria that should be considered in accepting individuals into a high-quality alternate route program: 7. **Evidence of strong academic performance**; 8. **Verification of subject matter knowledge**; and 9. **Availability of “test-out” options to meet standards.**

### **RATIONALE**

- ▶ See appendix for detailed rationale.
- The program must provide practical, meaningful preparation that is sensitive to the stress level of the new teacher.

### **SUPPORTING RESEARCH**

- ▶ Research citations to support this goal are available at [www.nctq.org/stpy/citations](http://www.nctq.org/stpy/citations).



Figure 51 Genuine Alternatives

*What distinguishes a genuine alternate route from other postbaccalaureate paths into the teaching profession?*

|                                   | <b>Genuine Alternate Route</b>   | <b>Postbaccalaureate Traditional Route</b>  | <b>Classic Emergency Licensure</b>   |
|-----------------------------------|--|---|--|
| <b>Premise</b>                    | Candidates with strong academic backgrounds begin teaching while completing streamlined preparation program.                             | Candidates pursue traditional preparation program at the graduate rather than undergraduate level.    | Virtually any candidate is given a temporary license to teach; standard certification requirements must be fulfilled to convert it to a regular license. |
| <b>Selectivity</b>                | Teacher provides evidence of above average academic performance (e.g., 2.75 or 3.0 GPA)—with some flexibility for mid-career applicants. | Teacher has a 2.5 GPA.  | Teacher need not provide any evidence of previous academic performance.  |
| <b>Subject matter knowledge</b>   | Teacher can demonstrate subject matter knowledge on test.  | Teacher has a major in the subject; may have to pass test.  | Teacher need not have major, college degree, or pass test until program completion.  |
| <b>Annual course requirements</b> | Requires no more than one course at a time during school year (roughly 12 credits per year, exclusive of mentoring credits).             | 15 credits per year on average.   | Requirements vary with teacher.  |
| <b>Cap on coursework</b>          | Offers accelerated study (e.g., would not exceed 6 courses, exclusive of any credit for mentoring, over duration of program).            | 30 credits total on average.  | Unlimited—depends on individual.   |
| <b>Types of courses required</b>  | Relevant to immediate needs of teacher—such as reading instruction; seminars grouped by grade or content.                                | Full program of professional study.   | Full program of professional study and any missing content coursework.   |
| <b>Program length</b>             | Earns standard certificate after two years.  | Earns standard certificate after two years.   | Awards standard certificate when coursework is completed; maximum generally set for number of years emergency license is valid.                          |
| <b>New teacher support</b>        | Has practice-teaching opportunity and/or strong induction program—does not require teacher to quit previous job before summer.           | Has practice-teaching and/or strong induction—may require teacher to quit previous job before summer. | Goes through standard district induction program.  |
| <b>Provider diversity</b>         | Districts, nonprofit providers, and IHE can operate programs; coursework need not be credit bearing.                                     | Only IHE.   | Only IHE.  |
| <b>Use</b>                        | State actively encourages districts to use the route.  | State actively encourages districts to use the route.   | State terms route “source of last resort.”   |

## Area 5: Goal A – Nebraska Analysis

### State Does Not Meet Goal

#### ANALYSIS

Nebraska classifies the Transition to Regular Teacher Certification as an alternate route to teacher certification. Because of serious structural flaws, in combination with low and inflexible admissions standards (see Goal 5-B), this route cannot currently be considered a genuine alternate route into the teaching profession.

Candidates must complete a reasonable amount of coursework: 18 credit hours of online professional education coursework at the University of Nebraska-Kearney. Candidates must take no less than six credits per year, and they must also take a pre-teaching workshop in diversity, classroom management, curriculum planning, and instructional strategies. Although much of this preparation appears to be targeted to the immediate needs of new teachers, the length of the workshop is not specified.

In the area of new teacher support, the district must develop a mentoring and support plan for the teacher; however, the state does not specify the level of support the mentor is required to provide.

The route, available for secondary subjects only, is considered by the state to be an option of last resort. Schools must prove that they were not able to hire a “fully qualified” teacher for the position before hiring a teacher from this route.

#### RECOMMENDATION

Nebraska does not meet this goal. While a valid route to certification, Nebraska’s route resembles an emergency route, as opposed to an alternate route, particularly in the context of the lack of admissions selectivity described in Goal 5-B.

The state should approve a genuine alternate route, one that recruits talented individuals of diverse backgrounds. It should ensure that the preparation is not burdensome, but rather practical and relevant to new teachers’ needs. This route must provide intensive new teacher support, particularly at the start of the school year, and employ induction strategies that can work in any school, even those that are functioning poorly. The route should allow candidates to earn full certification within two years, and school districts and other nonprofits should be able to operate their own programs. The state should treat this route as a legitimate source of talented individuals, not as a substandard route to be used only as a last resort.

#### NEBRASKA RESPONSE

Nebraska asserted that this is a genuine alternate route because participants are able to teach while they are learning, just as in other alternative programs.

## LAST WORD

The genesis of alternate routes to certification (going back to the 1980s) was not just to provide teachers the ability to “earn while they learn,” as Nebraska believes. This current view of alternative certification ignores fundamental principles that were behind the public pressure on states to create new routes. The motivation behind the alternative certification movement was three-fold: 1) to attract greater numbers of talented individuals into the profession (faced with declining numbers of talented college graduates choosing to teach); 2) to provide an accelerated program of study, meaning that the amount of professional coursework should be significantly reduced (in response to both popular opinion and emerging research that was unable to draw a relationship between coursework and teacher effectiveness); and 3) to eliminate widespread use of emergency certificates that allowed “anyone” to teach through more legitimate and responsible routes. While many states have intentionally or unintentionally disregarded these founding principles, there has been no evidence that should have led to their compromise. NCTQ’s definition of a genuine alternate route stays true to the founding principles, but it also fills in the practical details that can serve as useful guidelines for states.

Figure 52 Genuine Alternatives

*Does **NEBRASKA** Ensure Programs Provide a Genuine Alternate Route to Certification?*

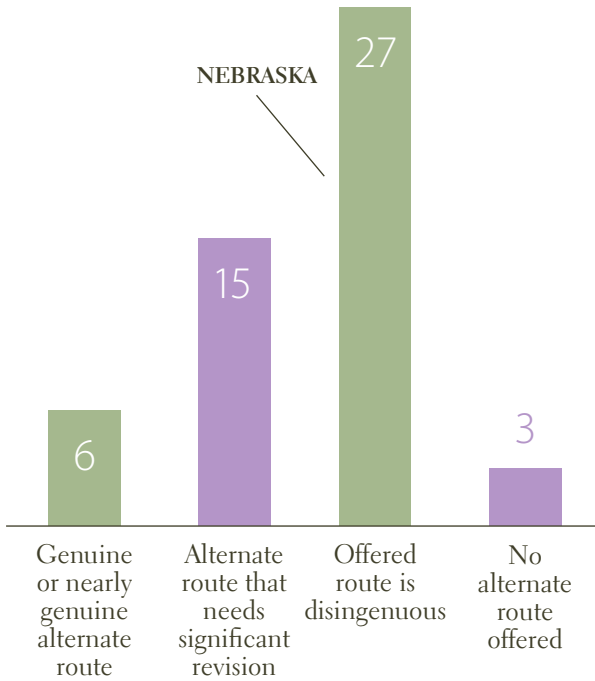
|   |            |
|---|------------|
| Amount of coursework                        | <b>NO</b>  |
| Program length                              | <b>NO</b>  |
| Relevant coursework                         | <b>YES</b> |
| New teacher support                         | <b>NO</b>  |
| Versatility of providers                    | <b>NO</b>  |
| Broad usage                                 | <b>NO</b>  |
| Verification of subject matter knowledge    | <b>NO</b>  |
| Prerequisite of strong academic performance | <b>NO</b>  |
| Availability of test out options            | <b>NO</b>  |

**BEST PRACTICE**

Although all have areas that could use some improvement, **Arkansas, Connecticut, Georgia, Kentucky, Louisiana, and Maryland** all offer structurally sound alternate routes to teacher certification.

**Food for Thought**  
**State run programs are not optimal.**  
 ► See appendix for entire food for thought.

**Figure 53 Genuine Alternatives**  
*How Many States Really Offer Alternate Routes into Teaching?*



**Figure 54 Genuine Alternatives**  
*Are States Really Offering Alternate Routes into Teaching?*

|                      | Genuine or nearly genuine alternate route | Alternate route that needs significant revision | Offered route is disingenuous       | No alternate route offered          |
|----------------------|---|---|-------------------------------------|-------------------------------------|
| Alabama              | <input type="checkbox"/>                  | <input checked="" type="checkbox"/>             | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Alaska               | <input type="checkbox"/>                  | <input type="checkbox"/>                        | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |
| Arizona              | <input type="checkbox"/>                  | <input type="checkbox"/>                        | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
| Arkansas             | <input checked="" type="checkbox"/>       | <input type="checkbox"/>                        | <input type="checkbox"/>            | <input type="checkbox"/>            |
| California           | <input type="checkbox"/>                  | <input checked="" type="checkbox"/>             | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Colorado             | <input type="checkbox"/>                  | <input checked="" type="checkbox"/>             | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Connecticut          | <input type="checkbox"/>                  | <input checked="" type="checkbox"/>             | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Delaware             | <input type="checkbox"/>                  | <input checked="" type="checkbox"/>             | <input type="checkbox"/>            | <input type="checkbox"/>            |
| District of Columbia | <input type="checkbox"/>                  | <input type="checkbox"/>                        | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
| Florida              | <input type="checkbox"/>                  | <input checked="" type="checkbox"/>             | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Georgia              | <input checked="" type="checkbox"/>       | <input type="checkbox"/>                        | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Hawaii               | <input type="checkbox"/>                  | <input type="checkbox"/>                        | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
| Idaho                | <input type="checkbox"/>                  | <input checked="" type="checkbox"/>             | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Illinois             | <input type="checkbox"/>                  | <input type="checkbox"/>                        | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
| Indiana              | <input type="checkbox"/>                  | <input type="checkbox"/>                        | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
| Iowa                 | <input type="checkbox"/>                  | <input type="checkbox"/>                        | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
| Kansas               | <input type="checkbox"/>                  | <input type="checkbox"/>                        | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
| Kentucky             | <input type="checkbox"/>                  | <input checked="" type="checkbox"/>             | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Louisiana            | <input checked="" type="checkbox"/>       | <input type="checkbox"/>                        | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Maine                | <input type="checkbox"/>                  | <input type="checkbox"/>                        | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
| Maryland             | <input type="checkbox"/>                  | <input checked="" type="checkbox"/>             | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Massachusetts        | <input checked="" type="checkbox"/>       | <input type="checkbox"/>                        | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Michigan             | <input type="checkbox"/>                  | <input type="checkbox"/>                        | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
| Minnesota            | <input type="checkbox"/>                  | <input type="checkbox"/>                        | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
| Mississippi          | <input type="checkbox"/>                  | <input checked="" type="checkbox"/>             | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Missouri             | <input type="checkbox"/>                  | <input type="checkbox"/>                        | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
| Montana              | <input type="checkbox"/>                  | <input type="checkbox"/>                        | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
| <b>NEBRASKA</b>      | <input type="checkbox"/>                  | <input type="checkbox"/>                        | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
| Nevada               | <input type="checkbox"/>                  | <input type="checkbox"/>                        | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
| New Hampshire        | <input type="checkbox"/>                  | <input checked="" type="checkbox"/>             | <input type="checkbox"/>            | <input type="checkbox"/>            |
| New Jersey           | <input checked="" type="checkbox"/>       | <input type="checkbox"/>                        | <input type="checkbox"/>            | <input type="checkbox"/>            |
| New Mexico           | <input type="checkbox"/>                  | <input type="checkbox"/>                        | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
| New York             | <input type="checkbox"/>                  | <input type="checkbox"/>                        | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
| North Carolina       | <input type="checkbox"/>                  | <input type="checkbox"/>                        | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
| North Dakota         | <input type="checkbox"/>                  | <input type="checkbox"/>                        | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |
| Ohio                 | <input type="checkbox"/>                  | <input type="checkbox"/>                        | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
| Oklahoma             | <input type="checkbox"/>                  | <input type="checkbox"/>                        | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
| Oregon               | <input type="checkbox"/>                  | <input type="checkbox"/>                        | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
| Pennsylvania         | <input type="checkbox"/>                  | <input checked="" type="checkbox"/>             | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Rhode Island         | <input type="checkbox"/>                  | <input type="checkbox"/>                        | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |
| South Carolina       | <input type="checkbox"/>                  | <input type="checkbox"/>                        | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
| South Dakota         | <input type="checkbox"/>                  | <input type="checkbox"/>                        | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
| Tennessee            | <input type="checkbox"/>                  | <input checked="" type="checkbox"/>             | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Texas                | <input type="checkbox"/>                  | <input checked="" type="checkbox"/>             | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Utah                 | <input type="checkbox"/>                  | <input type="checkbox"/>                        | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
| Vermont              | <input type="checkbox"/>                  | <input type="checkbox"/>                        | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
| Virginia             | <input type="checkbox"/>                  | <input checked="" type="checkbox"/>             | <input type="checkbox"/>            | <input type="checkbox"/>            |
| Washington           | <input checked="" type="checkbox"/>       | <input type="checkbox"/>                        | <input type="checkbox"/>            | <input type="checkbox"/>            |
| West Virginia        | <input type="checkbox"/>                  | <input type="checkbox"/>                        | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
| Wisconsin            | <input type="checkbox"/>                  | <input type="checkbox"/>                        | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
| Wyoming              | <input type="checkbox"/>                  | <input type="checkbox"/>                        | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
|                      | <b>6</b>                                  | <b>15</b>                                       | <b>27</b>                           | <b>3</b>                            |

Figure 55 Genuine Alternatives  
*Are States Curbing Excessive Coursework Requirements?*

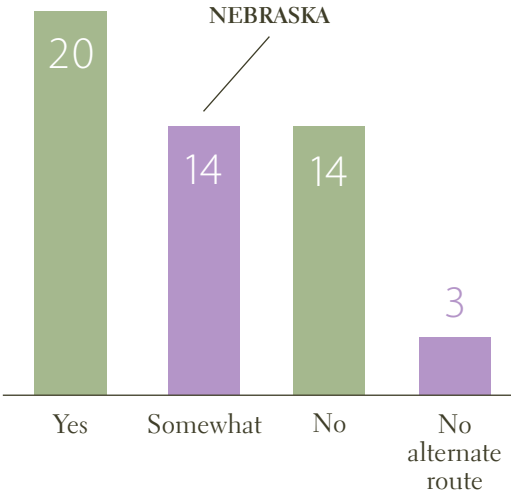
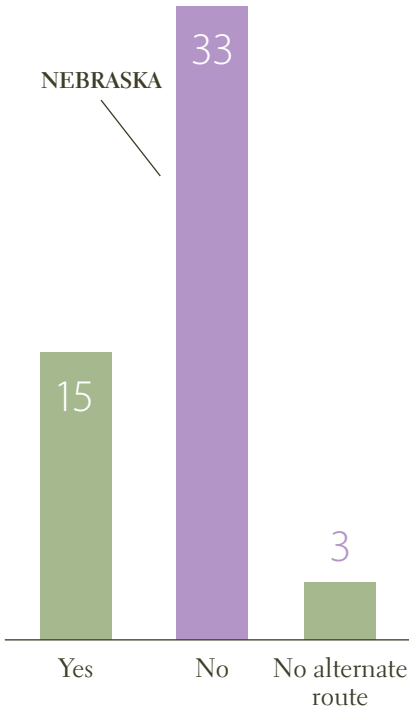





Figure 56 Genuine Alternatives  
*Are States Requiring Mentoring of High Quality and Intensity?*



## Area 5: Goal B – Limiting Alternate Routes to Teachers with Strong Credentials

The state should require all of its alternate route programs to be both academically selective and accommodating to the nontraditional candidate.

### GOAL COMPONENTS

-  With some accommodation for work experience, alternate route programs should screen candidates for academic ability, such as a 2.75 overall college grade point average (GPA).
-  All candidates, including elementary candidates and candidates who have a major in their intended subject area, should be required to pass a subject matter test.
-  A candidate lacking a major in the intended subject area should be able to demonstrate sufficient subject matter knowledge by passing a test of sufficient rigor.

### RATIONALE

- ▶ See appendix for detailed rationale.
- Alternate route teachers need the leg up of a strong academic background.
- What should be the state’s minimum academic standard?
- Multiple ways for assessing competency are needed for the nontraditional candidate.

### SUPPORTING RESEARCH

- ▶ Research citations to support this goal are available at [www.nctq.org/stpy/citations](http://www.nctq.org/stpy/citations).

Figure 57  
Limiting Alternate Routes to Teachers with Strong Credentials  
*How States are Faring*



## Area 5: Goal B – Nebraska Analysis

### ○ State Does Not Meet Goal

#### ANALYSIS

Not only is Nebraska's alternate route structurally flawed (see Goal 5-A), but its low and inflexible admissions standards also lessen the state's capacity to advance teacher quality. Accordingly, Nebraska does not currently offer a genuine alternate route to teacher certification.

Still, Nebraska classifies the Transition to Regular Teacher Certification an alternate route to teacher certification so it is analyzed here for admissions selectivity.

Applicants are not required to provide any evidence of their own performance as a student, such as a minimum college GPA, which reflects a seriousness of purpose on the part of the candidate.

The state also does not require a subject-area test, so it does not have any objective measure of candidate subject-area knowledge.

Absent a test, there is also no test-out option available, a policy that is not supportive of the diverse backgrounds of nontraditional candidates.

#### SUPPORTING RESEARCH

Nebraska Department of Education 005.26

#### RECOMMENDATION

Nebraska does not meet this goal. The state should require that candidates provide some evidence of good academic performance, such as a minimum college GPA. The standard should be higher than what is required of traditional teacher candidates. The original concept behind the alternate route into teaching is that the nontraditional candidate is able to concentrate on acquiring professional knowledge and skills because he or she has demonstrated strong subject-area knowledge and/or an above-average academic background. The state can make accommodations for mid-career candidates.

All teacher candidates should be required to pass a subject-area test. The state should also allow candidates to use the subject-area test as a vehicle for testing out of coursework requirements.

#### NEBRASKA RESPONSE

Nebraska added that the state does not currently have a minimum GPA in its regulations because it was inadvertently left out when the rule was last revised. However, the minimum GPA requirement was in the previous regulations and will be reinstated when the rule is next revised. The state indicated that all of the institutions have continued that policy in spite of the regulatory oversight.

Nebraska also noted that the state does not utilize subject-area tests for middle and secondary education teachers, which are the only levels of teaching that have access to the alternate route program.

### **LAST WORD**

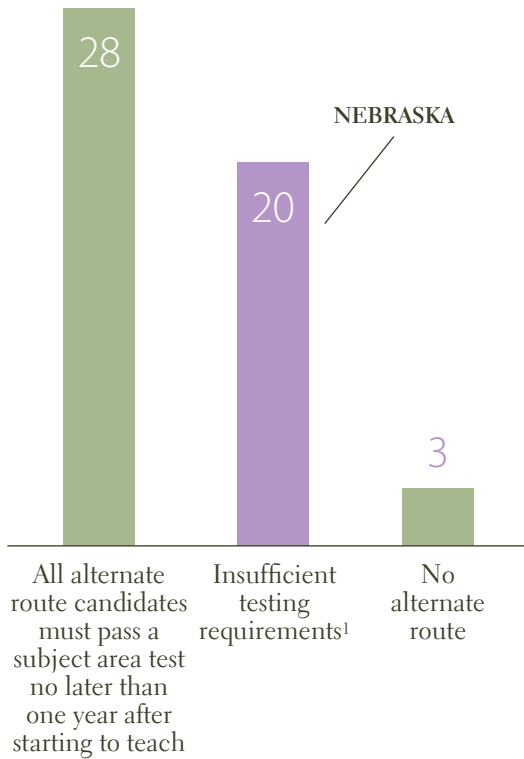
The concept behind the alternate route into teaching is that the nontraditional candidate is able to concentrate on acquiring professional knowledge and skills because he or she has demonstrated strong subject-area knowledge and/or an above-average academic background.



**BEST PRACTICE**

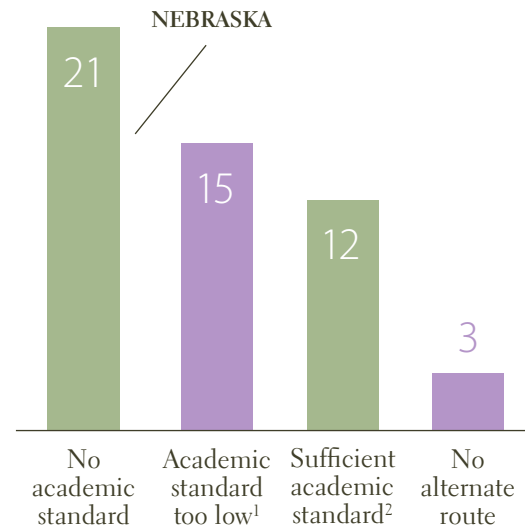
**Arizona** meets three admission criteria for a quality alternate route: 1) a requirement that all candidates pass a subject-area test; 2) flexibility built into its policy that respects nontraditional candidates' diverse backgrounds; and 3) some evidence from candidates of good academic performance.

**Figure 58**  
Limiting Alternate Routes to Teachers with Strong Credentials  
*Are States Ensuring that Alternate Route Teachers Have Subject Matter Knowledge?*



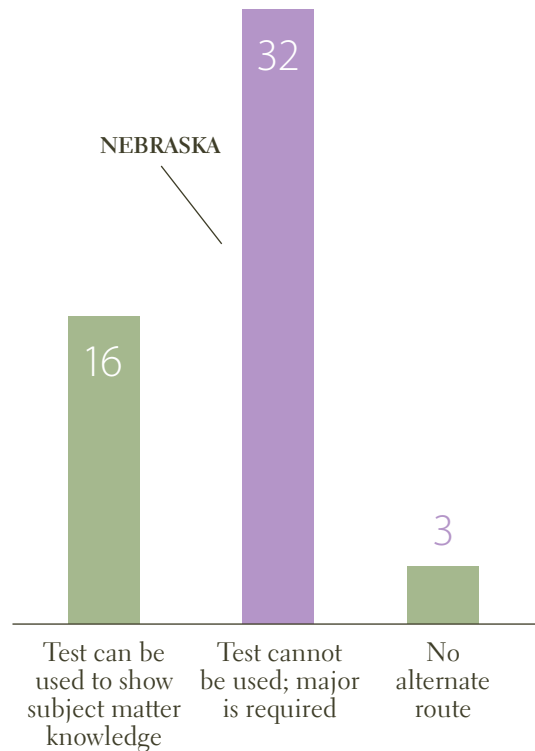
<sup>1</sup> State does not require subject area test at all; or exempts some candidates from having to take it; or does not require candidate to pass test until program has been completed.

**Figure 59**  
Limiting Alternate Routes to Teachers with Strong Credentials  
*Are States Requiring Alternate Route Programs to be Selective?*



<sup>1</sup> State sets a primary standard of a minimum 2.5 GPA, about the same expected of a traditional candidate entering four-year teacher preparation program.  
<sup>2</sup> State sets primary academic standard above a 2.5 GPA, acknowledging the need of the nontraditional candidate on fast track to have above average academic credentials.





**Figure 60**  
Limiting Alternate Routes to Teachers with Strong Credentials  
*Do States Accommodate the Nontraditional Background of Alternate Route Candidates?*



# Area 5: Goal C – Program Accountability

The state should hold alternate route programs accountable for the performance of their teachers.

## GOAL COMPONENTS

-  The state should collect the following performance data to hold alternate route programs accountable:
  - The average raw score of each program’s teachers on state licensing tests (basic skills, subject matter, professional.);
  - Evaluation results from first and/or second year of teaching and percentage of teachers eligible for standard certificates and tenure;
  - Academic achievement gains of graduates’ students averaged over the first three years of teaching; and
  - Five-year retention rate of graduates in the teaching profession.
-  The state should also establish the minimum standard of performance for each of these categories of data. Programs must be held accountable for meeting these standards and the state, after due process, should shut down programs that do not do so.
-  The state should produce an annual report card, published on the state’s website, which shows all of the data that the state collects on individual teacher preparation programs.
-  The state can also collect evidence that the program limits admission to certification areas that produce too many teachers, that it trains teachers in high-shortage areas, and about the number of its graduates who take jobs in-state, out-of-state, or who do not enter the profession. It may be unwise to use these data as accountability measures.

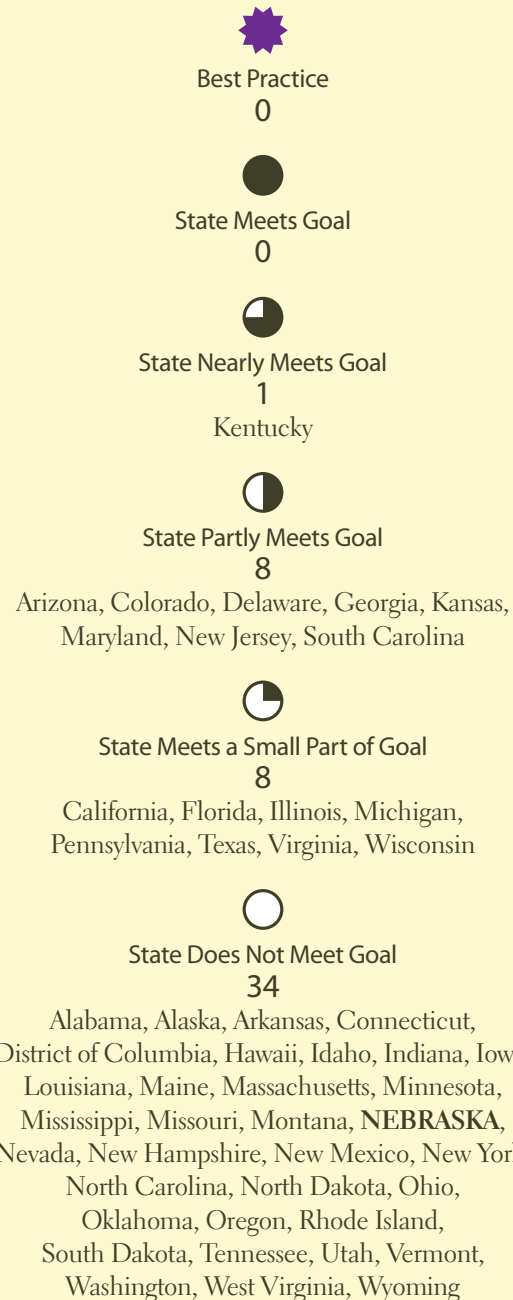
## RATIONALE

- ▶ [See appendix for detailed rationale.](#)
- Alternate route programs should show they consistently produce effective teachers.

## SUPPORTING RESEARCH

- ▶ [Research citations to support this goal are available at www.nctq.org/stpy/citations.](http://www.nctq.org/stpy/citations)

Figure 61 Program Accountability  
*How States are Faring*



## Area 5: Goal C – Nebraska Analysis

### State Does Not Meet Goal

#### ANALYSIS

Nebraska does not collect any of the recommended performance outcomes from programs offering the route the state classifies as its alternate route to teacher certification.

The only data that the state currently collects is the percentage of alternate route teachers who teach in high-poverty schools and in subject shortage area. Unless the state also collects these data for its traditional route teachers, this focus implies that the state expects alternate route programs to primarily service high-poverty schools, instead of being a good source of teachers for all schools.

The state has not set any performance standards based on any measurable outcomes that alternate route programs must meet in order to receive state approval.

The state does not post any data online, which would allow the public and prospective teachers to review and compare program performance.

#### RECOMMENDATION

Nebraska does not meet this goal. The state should establish precise standards for program performance, make objective outcomes the basis of its ongoing approval of alternate route programs, and post an annual report card on its website that details the data it collects for all programs, both alternate and traditional.

#### NEBRASKA RESPONSE

Nebraska was helpful in providing NCTQ with facts that enhanced our analysis.

The state also added that it knows a significant number of its alternate route candidates are teaching in shortage areas because the number of those unfilled vacancies has decreased significantly since its program was initiated.

#### LAST WORD

Again, alternate routes are a viable primary source of teachers. There is no evidence to support using alternate routes only as a program of last resort.

Figure 62 Program Accountability

*What Measures is **NEBRASKA** Collecting on Alternate Route Programs?*

|  |           |
|--|-----------|
| Average raw scores on licensing tests    | <b>NO</b> |
| Satisfaction ratings from schools        | <b>NO</b> |
| Evaluation results for program graduates | <b>NO</b> |
| Student learning gains                   | <b>NO</b> |
| Teacher retention rates                  | <b>NO</b> |



 **BEST PRACTICE**

While no state earns a Best Practice designation in this goal, **Kentucky** comes the closest.

## Area 5: Goal D – Interstate Portability

The state should treat out-of-state teachers who completed an approved alternate route program no differently than out-of-state teachers who completed a traditional program.

### GOAL COMPONENTS

-  The state should accord the same license to an experienced teacher who was prepared in an alternate route as it accords an experienced teacher prepared in a traditional teacher preparation program.
-  The terms under which the state offers licensure reciprocity to teachers who completed a program but who have not yet taught three years should be no different for the teacher prepared in an alternate route as the teacher prepared in a traditional route.

### RATIONALE

- ▶ See appendix for detailed rationale.
- States can embrace portability without lowering standards.
- Using transcript analysis to judge teacher competency provides little value.

### SUPPORTING RESEARCH

- ▶ Research citations to support this goal are available at [www.nctq.org/stpy/citations](http://www.nctq.org/stpy/citations).

Figure 63 Interstate Portability  
*How States are Faring*



## Area 5: Goal D – Nebraska Analysis

### State Does Not Meet Goal

#### ANALYSIS

Nebraska's policy is less flexible than it appears to be. The state will issue a comparable license, not just an initial license, to an out-of-state teacher who completed an alternate route program and had two consecutive years of experience in the same school district. Teachers who do not meet this requirement are issued a provisional license, and are eligible for a standard license upon completion of the two-year requirement.

Nebraska is one of only a few states that requires an out of state teacher to have teaching experience in order to receive a standard license. Nebraska's implication that teachers may be less effective if they worked in more than one district bears no relationship to any research on teacher quality. This policy constitutes a needless burden on all teachers who may wish to transfer, but it is likely to be a particular burden to alternate route teachers. In the case of an alternate route teacher who has taught on a provisional license for three years while completing his or her preparation—a common scenario—Nebraska's policy would require five years of teaching experience to receive a standard license.

Nebraska has not signed either of the provisions of a national agreement (the NASDTEC Interstate Agreement) that is intended to give licensing reciprocity to out of state teachers prepared in alternate routes.

In addition, Nebraska requires all applicants to demonstrate that they have completed coursework in special education and human relations. The state does not offer a test-out option for this coursework; however, it does offer an exemption to applicants that can verify employment experience which allowed them to acquire skills in those areas. They must write a narrative which addresses skills in those areas as defined by Nebraska.

#### RECOMMENDATION

Nebraska does not meet this goal. The state should consider dropping its requirement of two consecutive years of teaching experience in the same district, which is likely to discourage many talented teachers from applying to teach in Nebraska. Nebraska should better accommodate out-of-state teachers who have completed an alternate route program with teaching experience, but who have not yet taught for two years on their standard license.

#### NEBRASKA RESPONSE

Nebraska was helpful in providing NCTQ with facts that enhanced our analysis.

Figure 64 Interstate Portability

*Does **NEBRASKA** Offer Reciprocity to Alternate Route Teachers without a lot of Strings Attached?*

Teachers with 3 or more years of experience

**NO**

Teachers with less than 3 years of experience

**NO**





"I taught middle school math for 8 years in the District of Columbia, coming in through Teach For America. I love teaching math and my students made dramatic gains on our state test. And in 2005 I was named the National Teacher of the Year. But, because I didn't major in math, I'm not employable "as is" in many states. I'd be more than happy to take a test to demonstrate my math knowledge, but most states don't allow this."

- Jason Kamras, *Teacher*

### Food for Thought

Barring the National Teacher of the Year.

► [See appendix for entire food for thought.](#)

### ✿ BEST PRACTICE

Georgia's policies on teachers prepared through an alternate route are the most fair. Georgia offers a standard license to a teacher who completed a program but who did not yet have a standard license in the previous state, provided the only reason that prevented the teacher from earning the license was time served.



## Area 6: Goal A – Special Education Teacher Preparation

The state should articulate the professional knowledge needed by the special education teacher and monitor teacher preparation programs for efficiency of delivery.

### GOAL COMPONENTS

- 🕒 Standards for special education teachers need to be explicit and research based. It should not be possible for programs to train teachers in *any* method, strategy or assessment and still meet the state standards.
- 🕒 The standards should be specific enough to drive the instruction of teacher preparation programs and inform teacher candidates of what they need to know in order to become licensed teachers.
- 🕒 The standards should be testable.
- 🕒 States should adopt policies that ensure efficient delivery of professional coursework and a corresponding balance between academic and professional coursework. Absent formal policies, the state can still do much to achieve this balance.

### RATIONALE

- ▶ See appendix for detailed rationale.
- Standards need to define the professional knowledge teachers must have to work with students with disabilities.
- Overly prescriptive teacher preparation programs may be exacerbating state teacher shortages in special education.
- The state needs to establish a review cycle for its own coursework requirements and/or teaching standards.
- The state should monitor the number of courses, mandated or not.

### SUPPORTING RESEARCH

- ▶ [Research citations to support this goal are available at www.nctq.org/stpy/citations.](http://www.nctq.org/stpy/citations)

Figure 65  
Special Education Teacher Preparation  
*How States are Faring*



## Area 6: Goal A – Nebraska Analysis

### State Does Not Meet Goal

#### ANALYSIS

Nebraska requires special education teacher candidates to complete an approved program that is premised on the state's teaching standards rather than a fixed amount of professional coursework. This standards-based approach offers approved programs and their students greater flexibility than fixed course requirements, but it does not ensure that programs will provide an efficient program of study.

Nebraska's state standards for the preparation of special education teachers do not adequately address the four critical areas that all teachers must know: historical and legal foundations of special education, instruction, behavior management, and student assessment. The standards include a set of guidelines for course outcomes, but they are recommendations, not requirements. Furthermore, the guidelines do not represent sufficient training for teachers to meet the needs of students with disabilities. Although the guidelines make reference to the "utilization of research-supported instructional strategies and practices," the standards do not explicitly require teachers to demonstrate knowledge of scientifically-based reading and mathematics instruction. Nebraska's guidelines do not provide the necessary requirements or content to prepare teachers to meet the needs of students with disabilities.

States using a standards-based approach must monitor the number of credit hours that programs require, if only to ensure that they are delivering content efficiently, eliminating outdated or redundant courses. Although Nebraska's own coursework requirements for special education teachers are not excessive (a certificate in mild/moderate disabilities requires 40 credit hours of professional coursework including at least 22 hours in special education), individual programs appear to be given free rein to decide how much coursework to require. For example, Peru State College, an approved program, requires elementary special education teacher candidates to complete 78 credit hours of professional coursework, including student teaching. This is the equivalent of more than two and one-half majors. While more extensive requirements may be appropriate for teachers preparing to work with students with severe disabilities, these requirements seem excessive for general special education preparation and may discourage prospective teachers from entering the field.

#### SUPPORTING RESEARCH

<http://www.peru.edu/Education/SpedElem.htm>

#### RECOMMENDATION

Nebraska does not meet this goal. The state should adopt standards that clearly address the knowledge and skills required of new special education teachers. In addition, the state should regularly audit its own professional requirements for approved programs and work with them to streamline coursework delivery and reduce redundant coursework.

## NEBRASKA RESPONSE

Although the state did not have the opportunity to review our analysis of its standards, Nebraska was helpful in providing NCTQ with facts that enhanced other parts of our analysis. The state added that the Nebraska State Board of Education does not have the authority to establish the maximum amounts of coursework for each program at each institution. The State Board of Education can legally set the minimums but the various governing bodies for the institutions set the maximums.

Additionally, Nebraska contended that the Peru State College program includes both an elementary and a special education major, and Peru State College is part of the state college system, which does not permit any program to require more than 10 percent over the number of credits required for an endorsement.

## LAST WORD

Nebraska has an approval process that defines the state's expectations for teacher preparation programs. The standards for state approval would not appear to limit the state to only establishing minimums. Unless there is some sort of unique legal precedent that applies to Nebraska program approval, the state is perfectly within its rights to set maximums as part of describing an acceptable program.

The state college system's requirement is a first step at addressing efficiency of delivery. However, unless the state sets such maximums for all teacher preparation programs, there is no assurance that programs will require appropriate amounts of professional coursework.

**BEST PRACTICE**

While no state fully meets this goal, **Virginia** comes closest. Virginia’s standards for special education teachers are explicit and focus on the key areas for providing effective instruction to students with disabilities. In addition, Virginia’s policy allows for flexibility while still providing proper guidance to teacher preparation programs regarding the role of professional coursework in special education teacher preparation.

**BEST PRACTICE CITATION**

8 VAC 20-21-170, -430  
<http://www.pen.k12.va.us/VDOE/newvdoe/regulation.pdf>

**Food for Thought**  
**Responding to the requirements of IDEA.**  
 ► [See appendix for entire food for thought.](#)

Figure 66 Special Education Teacher Preparation  
*Do States Articulate the Professional Knowledge Needed by Special Education Teachers?*

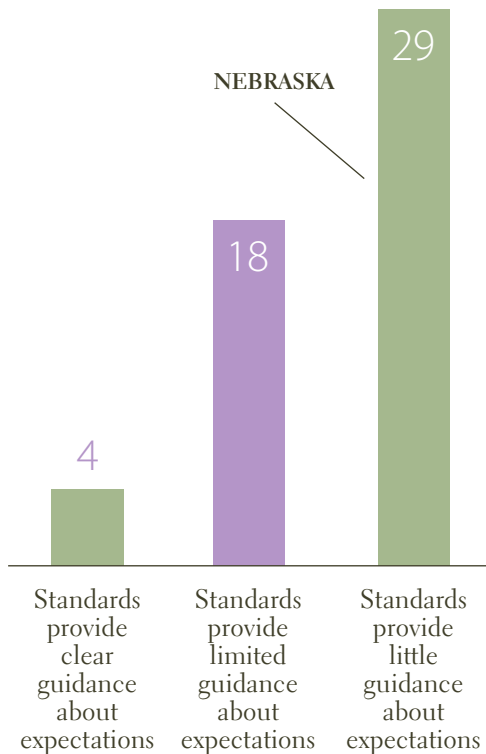
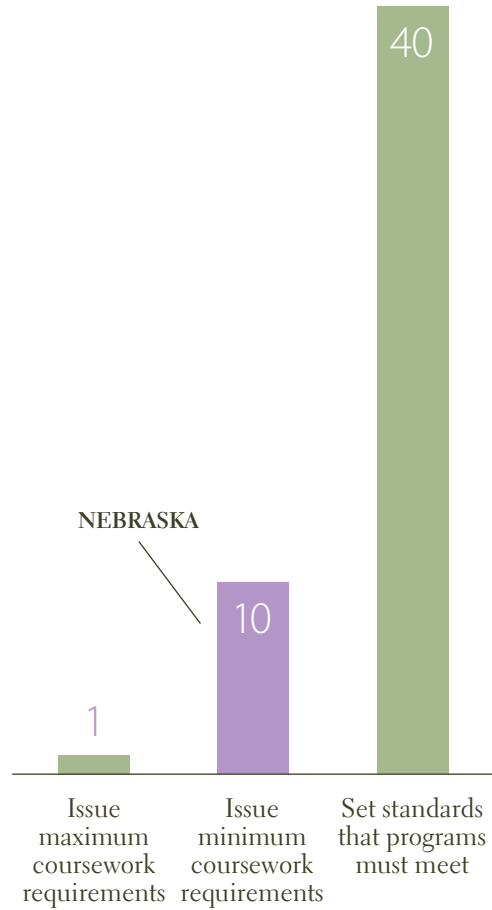


Figure 67 Special Education Teacher Preparation  
*How do States Regulate Teacher Prep Programs' Course of Study?*



## Area 6: Goal B – Elementary Special Education Teachers

The state should require that teacher preparation programs provide a broad liberal arts program of study to elementary special education candidates.

### GOAL COMPONENTS

- 🕒 All elementary education candidates should have preparation in five content areas: math, science, English, social studies and fine arts.
- 🕒 States should ensure that the coursework elementary special education teachers take is relevant to what is taught in the Pre-K through grade six classroom.

### RATIONALE

- ▶ See appendix for detailed rationale.
- All teachers, including special education teachers, teach content, and therefore need relevant coursework.
- Test-out options: there is no sense in making teachers take coursework when they have already mastered the material.

### SUPPORTING RESEARCH

- ▶ Research citations to support this goal are available at [www.nctq.org/stpy/citations](http://www.nctq.org/stpy/citations).

Figure 68  
Elementary Special Education Teachers  
*How States are Faring*



## Area 6: Goal B – Nebraska Analysis

### State Does Not Meet Goal

#### ANALYSIS

Nebraska does not require elementary special education teacher candidates to receive any preparation in elementary subject areas.

Further, Nebraska exempts elementary special education teachers from having to take its elementary subject-area licensing test.

#### SUPPORTING RESEARCH

Special Education, Mild/Moderate Disabilities Endorsement Guidelines To Accompany Rule 24.

<http://www.nde.state.ne.us/federalprograms/pdf/faqNCLBqualftchrreqmnts08.06.pdf>, question III.21 on the Frequently Asked Questions document.

#### RECOMMENDATION

Nebraska does not meet this goal. Goal 1-B describes the steps that Nebraska should take to improve these requirements. Although there are many competing demands on the program of study for special education teachers, the state should not compromise on the fundamental principle that all children deserve teachers who are qualified in every respect. States not requiring special education teachers to be well trained in academic subject matter are shortchanging special education students, who deserve the opportunity to learn grade-level content.

Importantly, Nebraska should not exempt special education teachers from the state's subject-area licensing tests.

#### NEBRASKA RESPONSE

Nebraska was helpful in providing NCTQ with facts that enhanced our analysis. The state pointed out that elementary special education candidates are advised to take the same course of study as regular elementary teachers. In addition, the state noted that it plans to implement a content knowledge and teaching skills test for elementary education candidates.

#### LAST WORD

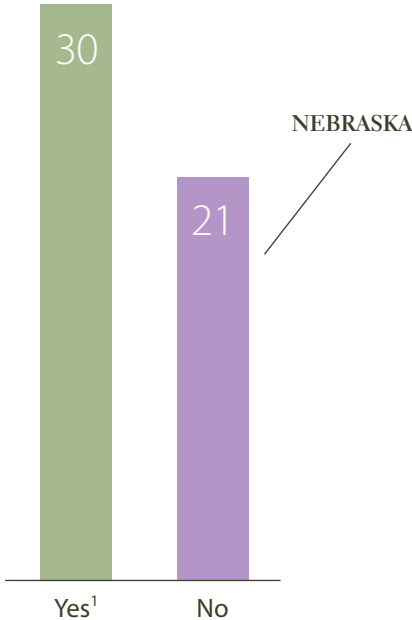
Nebraska's plan to implement a content knowledge test is an important step forward. However, the state's policy would be strengthened by requiring all elementary education candidates, including those in special education, to complete coursework that is relevant to PK-6 teaching.



**BEST PRACTICE**

Massachusetts requires elementary special education teacher candidates to complete the same coursework (and pass the same test) as other elementary candidates. They must complete 36 credit hours of arts and sciences coursework including: composition, American literature, world literature, U.S. history, world history, geography, economics, U.S. government, child development, science laboratory work and appropriate math and science coursework.

Figure 69 Elementary Special Education Teachers Do States Require Any Subject-Matter Preparation?



<sup>1</sup> State requires either subject-matter coursework or a subject-matter test.



"I have a degree in general education and special education. If I specialized in just special education, I would not have the background in content-area subjects that was part of the general ed program."

- Lisa McSherry, Teacher

## Area 6: Goal C – Secondary Special Education Teachers

The state should require that teacher preparation programs graduate secondary special education teacher candidates who are “highly qualified” in at least two subjects.

### GOAL COMPONENTS

- 🕒 The most efficient route to becoming adequately prepared to teach multiple subjects may be for teacher candidates to earn the equivalent of two subject-area minors and pass tests in those areas.
- 🕒 Preparation should also include broad coursework in remaining core subject areas, covering topics relevant to PK-12 teaching. Secondary special education teacher candidates would therefore need to become highly qualified in as few additional subject areas as possible upon completion of a teacher preparation program (see Goal 6-D).

### RATIONALE

- ▶ See appendix for detailed rationale.
- Conflicting language in IDEA and NCLB has led to much confusion.
- Secondary special education teachers need to graduate highly qualified in two subject areas.

### SUPPORTING RESEARCH

- ▶ [Research citations to support this goal are available at www.nctq.org/stpy/citations.](http://www.nctq.org/stpy/citations)

Figure 70  
Secondary Special Education Teachers  
*How States are Faring*



## Area 6: Goal C – Nebraska Analysis

### State Meets a Small Part of Goal

#### ANALYSIS

Nebraska’s current policies do not ensure that new secondary special education teachers will be highly qualified in even one core academic area upon completion of an approved program because secondary special education candidates are not required to complete a subject matter major or pass a subject matter test. Moreover, because the state does not require dual certification (in which special education teachers must attain licensure in both special education as well as a specific subject area), there is no assurance that secondary special education teachers receive sufficient preparation in any of the content they may need to teach. These policies shortchange special education students by denying them teachers who are prepared to teach subject area content.

Nebraska requires general subject matter coursework that all teacher candidates must complete. These requirements can help to prepare secondary special education teacher candidates to teach in core subject areas, but they are not sufficient to prepare them to teach subject area content at a level higher than what is required of elementary special education teachers.

#### SUPPORTING RESEARCH

Special Education, Mild/Moderate Disabilities Endorsement Guidelines To Accompany Rule 24

#### RECOMMENDATION

Nebraska meets only a small part of this goal. The state should consider requiring that new secondary special education teachers be highly qualified in two core academic areas upon completion of an approved program. Nebraska can use a combination of coursework and testing in order to meet this goal.

The state’s current policies have the unfortunate consequence of leaving it entirely up to districts to design and implement a process for secondary special education teachers to achieve highly qualified teacher status. Teacher preparation programs should share in that responsibility.

#### NEBRASKA RESPONSE

Nebraska recognized the factual accuracy of our analysis. The state added that the majority of secondary special education teachers are “not responsible for teaching content or assigning grades” because they work in collaboration with content teachers and those who do teach a content area can use the HOUSSE route to become highly qualified in those areas.

#### LAST WORD

Teacher preparation programs cannot know which secondary special education teachers will be responsible for teaching content and which will not. In order to best serve students, all must be prepared to teach academic content. Failure to ensure that teachers are well trained in content areas deprives special education students of the opportunity to reach their full academic potential.



"I've taught special education for 7 years. I know the subjects I'm teaching. I would be happy to take exams to prove it. Instead, it appears they want me to practically earn another bachelor's degree. I can't afford it, I don't need it and it certainly won't help my students learn"

- Maria Lardas, Teacher

**BEST PRACTICE**

While no state fully meets this goal, **Michigan** and **New Jersey** come closest. Michigan requires secondary special education teachers to have dual certification. As part of their certification, all secondary teacher candidates must complete a major in the subject area they intend to teach and a minor in another area. Teachers are eligible to be certified to teach in both fields if they pass the appropriate subject-matter tests. New Jersey is phasing in a new special education certificate that requires a grade and subject matter-appropriate endorsement. New Jersey requires middle school teacher candidates to complete a major in one area and a minor in each additional teaching area; it requires high school teacher candidates to complete a major or the equivalent in their intended teaching area. All new secondary teachers are also required to pass a subject-area test in order to attain licensure.

**BEST PRACTICE CITATION**

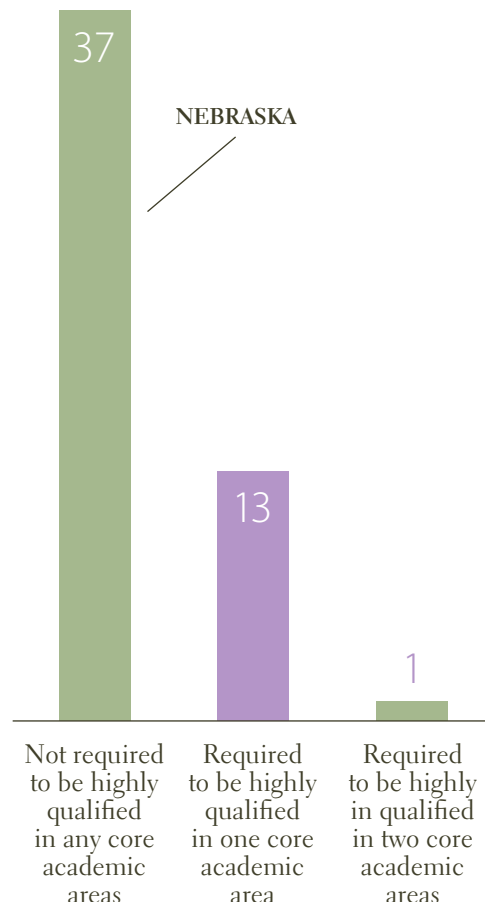
Teacher Certification Codes R. 390.1122, -27

**Food for Thought**

One model for how an institution might prepare special education teacher candidates.

► [See appendix for entire food for thought.](#)

Figure 71 Secondary Special Education Teachers  
*What do States Require of New Teachers Upon Program Completion?*



## Area 6: Goal D – Special Education Teachers and HQT

The state should customize a “HOUSSE” route for new secondary special education teachers to help them achieve highly qualified status in all the subjects they teach.

### GOAL COMPONENTS

- 🕒 The state should offer a customized High Objective Uniform State System of Evaluation (HOUSSE) route for new secondary special education teachers who may find the existing state HOUSSE route a mismatch.
- 🕒 This unique route should be focused only on increasing teacher subject matter knowledge, not pedagogical skills.

### RATIONALE

- ▶ See appendix for detailed rationale.
- The needs of special education teachers, new or veteran, are different from most other teachers needing to earn highly qualified status.
- The special education HOUSSE route needs to be clear and meaningful.

### SUPPORTING RESEARCH

- ▶ Research citations to support this goal are available at [www.nctq.org/stpy/citations](http://www.nctq.org/stpy/citations).

Figure 72  
Special Education Teachers and HQT  
*How States are Faring*



## Area 6: Goal D – Nebraska Analysis

### State Does Not Meet Goal

#### **ANALYSIS**

Nebraska does not currently have a separate HOUSSE route designed especially for new secondary special education teachers.

#### **RECOMMENDATION**

Nebraska does not meet this goal. The state should create a HOUSSE route uniquely tailored to new secondary special education teachers. They need to be able to teach one, two, three and sometimes four different subjects at a more advanced level than what is required of elementary special education teachers. Although ideally these teachers will graduate with highly qualified status in two core areas (see Goal 6-C), the state should provide a practical and meaningful way for them to achieve highly qualified status in all remaining core subjects once they are in the classroom.

States' HOUSSE routes for veteran teachers are inappropriate for meeting this goal, as they typically award significant points for teaching experience, professional development, and other qualifications that new teachers lack. Moreover, these options are insufficient for ensuring adequate content knowledge.

#### **NEBRASKA RESPONSE**

Nebraska recognized the factual accuracy of our analysis. The state asserted that “the HOUSSE and professional development should suffice” because only a very small number of secondary special education teachers in Nebraska provide instruction in academic content.

#### **LAST WORD**

Even if only a small number of Nebraska's special education teachers end up providing content instruction, the state should provide a practical mechanism for them to become highly qualified in all the subjects they teach. Both the state and its approved teacher preparation programs serve schools best by providing new secondary special education teachers who can be flexible in their teaching assignments. Furthermore, collaborative teachers should be prepared in content.

Finally, Nebraska should not rely on professional development—which can vary greatly from one district, or school, to the next—to ensure that secondary special education teachers are prepared to teach core academic content classes.

 **BEST PRACTICE**

Unfortunately, NCTQ cannot highlight any state's policy in this area.

**Food for Thought**

**An illustration of the problems that a new special education teacher faces.**

▶ [See appendix for entire food for thought.](#)





# Appendix

## AREA 1: GOAL A Equitable Distribution

### Rationale

#### States need to report data at the level of the individual school.

Only by achieving greater stability in the staffing of individual schools can school districts hope to achieve the nation's goal of more equitable distribution of teacher quality. A strong reporting system reflecting data on teacher attrition, teacher absenteeism, and teacher credentials can lend much-needed transparency to those factors that contribute to staffing instability and inequity.

The lack of such data feeds a misconception that all high-poverty schools are similarly unable to retain staff because of their socioeconomic and racial status. If collected and disaggregated to the level of the individual school, however, such data could shift the focus of districts and states toward the quality of leadership at the school level and away from the notion that instability and inequity are simply the unavoidable consequences of poverty and race. The truth is that there are huge variations in staff stability among schools with similar numbers of poor and/or minority children. School culture, largely determined by school leadership, contributes greatly to teachers' morale, which in turn affects teachers' success and student achievement. By revealing these variations between schools facing the same challenges, school leadership can be held accountable—and rewarded when successful.

Within-district comparisons are crucial in order to control for as many elements specific to a district as possible, such as a collective bargaining agreement (or the district's personnel policies) and the amount of resources.

#### Experience matters a lot at first, but quickly fades in importance.

Teacher experience matters, but the benefits of experience are in large part accumulated within the first few years of teaching. School districts that try to equalize experience among all schools are overestimating the impact of experience. In other words, there is no reason why a school with many teachers with only three to five years of experience cannot outperform a school with teachers who have an average of 10 to 15 years of experience. That is why NCTQ's recommendations suggest that states focus on indicators of high turnover year to year, not the youth of a staff.

#### Sweeping policy changes may be needed.

To achieve the goal of equitable distribution as intended by No Child Left Behind (NCLB), states also need to consider key reforms, addressed in other *Yearbook* goals:

- Remove regulations that permit teachers who have not passed state licensing tests to teach for more than one year (Goal 2-B);
- Remove any compensation restrictions that block districts from paying higher salaries to qualified teachers working in high-poverty schools, including restrictions that block salary differentials for high-shortage subject areas and pay for performance (Goal 3-D);
- Cultivate flexible, high-quality alternate routes that can prepare qualified teachers, especially in high-shortage subject areas, such as math and science (Goals 5-A, 5-B, 5-C); and
- Make it more practical for special education teachers to complete undergraduate training and achieve “highly qualified teacher” status in multiple subjects (Goals 6-A, 6-B, 6-C, 6-D).

#### Teacher compensation is a critical carrot.

To the extent that states have a role in local teacher compensation systems, they can also target resources to qualified teachers who agree to serve in Title I schools.

- Many states are currently experimenting with programs to direct existing or newly identified funds to high-poverty schools.
- Almost all states currently provide across-the-board bonuses to National Board-certified teachers, but without factoring in the school environment (see Goal 3-D). Such bonuses or pay differentials could be refashioned to reward National Board teachers who choose to work in high-poverty schools.

▲ [BACK to Area 1: Goal A.](#)

## AREA 1: GOAL B Elementary Teacher Preparation

### Rationale

#### Elementary teachers need coursework that is relevant to the PK through 6 classroom.

Currently, many states' policies fail to guarantee that elementary teacher candidates will complete coursework in topics relevant to common topics in elementary grades, specifically topics found in the elementary learning standards.

Even when states specify liberal arts coursework requirements, the regulatory language can be quite broad, alluding only loosely to conceptual approaches such as “quantitative reasoning” or “historical understanding.” Another common but inadequate approach that states take is to specify broad curricular areas like “humanities” or “physical sciences.” A humanities course could be a general overview of world literature—an excellent course for a prospective elementary teacher—but it could also be “Introduction to Film Theory.” Likewise, a physical science course could be an overview of relevant topics in physics, chemistry, and astronomy, or it could focus exclusively on astronomy and fail to prepare a teacher candidate to understand basic concepts in physics. Too few states’ requirements distinguish between the value gained from a survey course in American history, such as “From Colonial Times to the Civil War,” and an American history course such as “Woody Guthrie and Folk Narrative in the Great Depression.”

In addition to the common-sense notion that teachers ought to know the subjects they teach, research supports the benefits to be gained by teachers being broadly educated. Teachers who are more literate—who possess richer vocabularies—are more likely to be effective. In fact, of all the measurable attributes of a teacher, teacher literacy correlates most consistently with student achievement gains. Some states still require that elementary teacher candidates major in elementary education, with no expectation that they be broadly educated. Others have regulatory language that effectively requires the completion of education coursework instead of liberal arts coursework by mandating courses in ‘methods and materials of teaching’ core academic areas, rather than in the areas themselves.

#### **Subject area coursework should be taught by arts and sciences faculty.**

Most states do not explicitly require that subject matter coursework be taught by academics in the field, that is, faculty from a university’s college of arts and sciences. While an education professor who specializes in science education, for instance, is well suited to teach effective methodologies in science instruction, a scholar in science should provide the foundation work in the subject itself.

States cannot leave these decisions entirely in the hands of teacher preparation programs because it can run counter to their financial interest to send teacher candidates to the college of arts and sciences to complete coursework.

#### **Standards-based programs can work when verified by testing.**

Many states no longer prescribe specific courses or credit hours as a condition for teacher candidates to qualify for a license. Instead, they require teacher candidates to complete an approved program that meets the standards set forth by accrediting bodies—the National Council for Accreditation of Teacher Education (NCATE) and the Association for Childhood Education International (ACEI)—and leave it at that. The advantage of this “standards-based” approach is that it grants greater flexibility to teacher preparation programs regarding program design.

However, there is also a significant disadvantage: the standards-based approach is far more difficult to monitor or enforce. While some programs do a great job with the flexibility, others do not. Though the ACEI/NCATE standards may provide many benefits, they are too general for states to rely on as a guarantee of adequate subject matter training. For example, ACEI’s standard for “acceptable” knowledge in social studies says that elementary teacher candidates should “Demonstrate knowledge and understanding of the themes, concepts, and modes of inquiry drawn from the social studies that address: (1) culture; (2) time, continuity, and change; (3) people, places, and environment; (4) individual development and identity; (5) individuals, groups, and institutions; (6) power, governance, and authority; (7) production, distribution, and consumption; (8) science, technology, and society; (9) global connections; and (10) ideals and practices.” These broad conceptual themes do very little to articulate the actual knowledge that elementary teacher candidates should possess.

What is the answer? Standards are important, but they are essentially meaningless without strong tests to ensure that teacher candidates have met them. States choosing to take a standards-based approach have not put such tests in place. Verifying that teacher preparation programs are teaching to the standards requires an exhaustive review process of matching every standard with something that is taught in a course. This approach is neither practical nor efficient. Standards, absent tests verifying that a teacher has mastered a subject area, end up being meaningless. Tests of broad subject matter are not the solution either, given that it is possible to pass current state tests having failed two or more sections of these tests.

### **Teacher candidates need to be able to ‘test out’ of coursework requirements.**

Many elementary teacher candidates have acquired the knowledge needed to teach elementary grades in their high school coursework and other experiences. Someone who has earned a score of 3 or higher on an Advanced Placement (AP) exam in American history does not need to take a general survey course in college but should be eligible to take an American history course with a more focused topic. States need to have some process for allowing teacher candidates to test out of survey requirements.

A legitimate test-out option would require individual subject matter tests, or at least minimum sub-scores on a general test. Good policy would also accept equivalent scores from AP and SAT II tests.

### **Mere alignment with student learning standards is not sufficient.**

Another growing trend in state policy is to require teacher preparation programs to align their instruction with the state’s student learning standards. In many states, this alignment exercise is the only factor in deciding the content that will be delivered to elementary teacher candidates. Alignment of teacher preparation with student learning standards is an important first step, but it is by no means the last step. For example, a program should prepare teachers in more than just the content that the state expects of its fourth graders. The next critical step, moving past alignment, is to decide the broader set of knowledge a teacher needs to have to be able to effectively teach fourth grade. The teacher’s perspective must be both broader and deeper than what he or she will actually teach.

▲ [BACK to Area 1: Goal B.](#)

## **AREA 1: GOAL C** **Secondary Teacher Preparation**

### **Rationale**

**Approved programs should require high school teacher candidates to earn a subject area major in their intended teaching area.**

In addition to the common-sense notion that teachers ought to know the subjects they teach, research suggests that subject matter preparation is especially crucial for high school math and science teachers.

### **Approved programs should prepare middle school teacher candidates to be qualified to teach two subject areas.**

Since No Child Left Behind requires most aspiring middle school teachers to possess a major or pass a test in each teaching field, this provision would appear to largely preclude them from teaching more than one subject. However, middle school teacher candidates could instead earn two subject-area minors, gaining sufficient knowledge to pass state licensing tests and be highly qualified in both subjects. This policy would give schools much more flexibility in staffing, especially since teachers seem to show little interest in taking tests to earn highly qualified teaching status in another subject once they are in the classroom. There is little evidence from the research that middle school teachers with a major will be more effective than middle school teachers with a minor; and in fact most middle schools do not require this credential of teachers.

### **Subject area coursework should be taught by arts and sciences faculty.**

Most states do not explicitly state that subject matter coursework should be taught by subject matter experts, that is, faculty from the university’s college of arts and sciences. While an education professor who specializes in science education, for example, is well suited to teach effective methodologies in science instruction, a professor of science should provide foundation work in the subject.

States cannot leave these decisions entirely in the hands of teacher preparation programs because it can run counter to their financial interest to send teacher candidates outside of the program to complete coursework.

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## **AREA 1: GOAL D** **Veteran Teachers Path to HQT**

### **Rationale**

**NCLB’s “HOUSSE” route is problematic.**

The HOUSSE route, available as a route for teachers hired before 2002 to achieve highly qualified teacher status, was designed to verify their content knowledge.

Many states, however, adopted HOUSSE plans that relied heavily on old certification and evaluation systems that were lacking in subject-area focus. Other states crafted elaborate plans that were inadequate for objectively verifying content knowledge. These plans often involved giving teachers

credit for certain professional activities that bore little or no connection to their command of content knowledge—professional development seminars, service activities, curriculum design and mentoring, for example—and in doing so, provided loopholes for unqualified teachers to attain highly qualified status. In most cases, states’ HOUSSE policies have done little to verify that veteran teachers possess the requisite subject matter knowledge for delivering effective instruction.

### **HOUSSE plans need to be phased out.**

In response to the ineffective use of HOUSSE as a means for verifying content mastery, the federal government has been working with states to phase out this first set of HOUSSE plans.

In May 2006 the U.S. Department of Education asked states to provide plans for requiring all teachers hired prior to the 2005-2006 school year to complete the HOUSSE process. This directive was made under the reasoning that most “not new” teachers have already had ample time to activate the HOUSSE option, and that the process should be brought to a close.

The Department also stipulated that HOUSSE should be discontinued as an option for any teacher hired after the start of the 2005-2006 school year, with the following exceptions: rural secondary teachers who are teaching multiple subjects and are already highly qualified in one subject area; special education teachers teaching multiple subjects who are already highly qualified in one of the core areas specified in the Individuals with Disabilities Education Act 2004; and teachers from other countries teaching in the U.S. on a temporary basis.

The Department of Education was correct in advising states to discontinue the use of HOUSSE for most teachers; the option does not offer a viable path to proving content proficiency for most teachers. States should both limit the use of HOUSSE for veteran teachers by the close of the 2007 school year, and implement a new HOUSSE system available only to the teacher areas specified here.

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## **AREA 1: GOAL E**

### **Standardizing Credentials**

#### **Rationale**

#### **Different definitions of a major and minor pose a burden on teachers.**

There are still considerable disparities between states’ interpretations of No Child Left Behind’s requirement that teachers must earn a major. Indeed, some states do not define these academic benchmarks at all. The unfortunate consequence of these interstate disparities is that teachers may have to take additional coursework to meet one state’s definition of a major if the state in which they trained had a different definition. In order to move towards a system of national portability of licenses and endorsements, states need to adopt a standard definition of both a major and a minor.

#### **The job of the state is to set the minimum standard, not the optimum.**

Some states require teachers to complete more than the equivalent of a standard major in subject matter coursework in order to qualify for a license. States should primarily be concerned with setting the minimum standards for entry into the profession and not impose coursework requirements that go beyond this standard. There is no body of research that shows teachers are more effective for taking additional subject matter courses beyond what a major requires. What little research exists indicates that there is a ceiling effect for the value of coursework beyond a certain level. Also, when states require more than a standard major, they may make it more difficult for individuals to complete alternate routes to licensure.

#### **Multi-subject majors may be an exception.**

When a major is required that includes study of multiple disciplines, the 30-credit hour standard may not be appropriate. Elementary teachers, for example, may need to take considerably more than 30 credit hours in coursework (see Goal 1-B) to be broadly educated in all of the core subject areas. The program of study recommended in Goal 1-B for elementary teachers would require at least 42 credit hours of study.

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## AREA 2: GOAL A

### Defining Professional Knowledge

#### Rationale

##### **Standards need to be grounded in science and proven practices.**

The state can work to avoid standards that offer little more than emotion-laden beliefs or ideologies by supporting standards with references. By including citations to specific research-based texts, the state can ensure that all entry-level teachers are utilizing the best and most current research. Citing specific research will also enable the state to create more effective testing and will guarantee that new teachers have this required knowledge before entering the classroom. This type of standardization is critical in guiding teacher preparation programs and ensuring that entry-level teachers have the same foundational knowledge. In light of the pace of current research, adding greater detail to these references can also help states recognize how quickly material may become outdated, while also facilitating communication across states about best practices.

##### **Standards need to address expectations for the novice teacher.**

Many states' teaching standards are generic in tone and are written for all teachers, regardless of their experience. In addition, assessing whether or not a teacher has met many of these standards would require an opportunity to extensively observe the teacher in action, which makes them inappropriate for the purposes of a state licensing decision. For state teaching standards to be of any practical use in assessing new teachers, they must be written specifically for the new teacher, with no presumption of experience.

##### **Teacher dispositions are hard to assess.**

Many states' standards articulate not only the professional knowledge and skills that teachers should have but also their "dispositions" (e.g., demonstrates a caring attitude, works collaboratively, respects diversity). While having a good disposition for teaching is important, it is not feasible for the state to assess a teacher's personal attributes. What the state articulates in its standards should be testable; dispositions are at best only observable, and it is difficult to do so reliably. Furthermore, some teachers may be quite effective while not necessarily meeting an ideal vision of what constitutes a good teacher.

##### **Standards need to be specific to be useful.**

Many states' standards are based on the Interstate New Teacher Assessment and Support Consortium (INTASC) Principles (<http://www.ccsso.org/content/pdfs/corestrd.pdf>), which are not nearly specific enough to offer meaningful guidance to preparation programs and teacher candidates, much less form the basis of a rigorous pedagogy test. INTASC is clear about the fact that its standards are meant to offer no more than a starting point, but many states go no further. In an August 2006 update, INTASC explained that its standards are only "model" standards and intended to be a resource that all states can use to develop their own specific standards. The need for development of clear, specific standards is also highlighted by the National Council for Accreditation of Teacher Education (NCATE). NCATE's standards explain that teacher candidates should be able to "reflect a thorough understanding of pedagogical content knowledge delineated in professional, state, and institutional standards" (NCATE Standard 1, page 15). The acknowledgment by these two organizations, to which many states defer on such matters, highlights the importance of specific state standards. It is the responsibility of the state to articulate a body of standards that applies to all teachers and that can guide the setting of institutional standards. NCATE can only act as a monitor of compliance. Without the state fulfilling this critical role, the NCATE accreditation process is significantly weakened, and, more importantly, there can be no guarantee that new teachers will enter the classroom with the same foundational knowledge.

##### **A good test puts teeth in standards.**

In order to ensure that the state is only licensing teachers that meet its expectations, all standards must be testable. There is no point in the state specifying standards that cannot be assessed in a practical and cost-effective manner. Examples of knowledge that can be tested include the basic elements of good instruction, how to communicate effectively with children, how to use class time efficiently, effective questioning techniques, establishing smooth classroom routines, the importance of feedback, engaging parents, the best methods for teaching reading (as well as other subject areas), appropriate use of technology, knowledge of testing, and the fundamentals of dealing with individual learning challenges.

Too many tests used by states to measure new teachers' professional knowledge utterly fail to do so, either because the passing score is set so low that anyone—even those who have not had professional preparation—can pass or because

it is possible to discern the “right” answer on an item simply by the way it is written.

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### Food for Thought

#### Backing up standards with research.

All skills that are applied in the classroom begin as knowledge of theory, research and best practices. Optimally, new teachers have integrated this body of knowledge before gaining access to classroom teaching. It is the responsibility of the state to make sure that teaching candidates are equipped with the highest-quality, most current and clearest information on teaching practices, classroom management and research-based information on childhood development and learning. To meet this goal, state standards must do more than consist of ambiguities and platitudes.

While it is up to teacher preparation programs to design the curriculum for specific classes, it is up to the state to ensure that teaching candidates at all programs receive a common core of foundational knowledge. State standards must standardize this body of knowledge. As such, it is incumbent upon these state standards to cite core research in the form of texts and scholarly articles that should be taught in all programs in the state. In light of the pace of current research about areas such as brain development and learning disabilities, states have a great deal to gain by bringing together panels to develop research citations for use in state standards. Ensuring that the best research is being utilized is the responsibility of the state. Instead, some states have standards documents that have been untouched for more than 10 years.

While backing up standards with good research and texts would certainly represent a new approach, it has the potential to dramatically improve the quality of teaching candidates and make the state more responsive and agile in dealing with important issues in education. This type of specificity will allow standards to better address the core knowledge found to help raise student achievement, as well as target specific weaknesses that may have been found in entry-level teachers. States will be able to go back once a target area has been identified and check the research that is being used, adding more or replacing what has been found to be outdated or ineffective.

This type of standardization would also allow states to be more responsive to new issues in education. Issues of school safety and in-school violence, for example, might

have required little reference in state standards decades ago. States could better equip new teachers and ensure that these issues are being addressed by all programs through research citations. These references would not only provide uniformity for teaching candidates, but could also act as an important reference for veteran teachers. State standards have the potential to gain greater practical relevance and vitality through research citations.

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## AREA 2: GOAL B

### Meaningful Licenses

#### Rationale

#### The title of “Teacher” should signify an accomplishment.

While states clearly need a regulatory basis for filling classroom positions with a small number of people who do not hold full teaching credentials, many of the regulations used to do this put the instructional needs of children at risk, year after year. For example, schools can make liberal use of provisional certificates or waivers provided by the state if they fill classroom positions with persons who may have completed a teacher preparation program but who have not yet passed their state licensing tests. These allowances may be made for up to three years in some states. The unfortunate consequence is that students’ needs are neglected in an effort to extend personal consideration to adults who are unable to meet minimal state standards.

While some flexibility is necessary because licensing tests are not always administered with the frequency that is needed, the availability of provisional certificates and waivers year after year signals that even the state does not put much stock in its licensing standards or what they represent. States accordingly need to ensure that any person given full charge of children is required to pass the relevant licensing tests in their first year of teaching. Licensing tests are an important minimum benchmark in the profession, and states that allow teachers to postpone passing these tests for too long are abandoning one of the basic responsibilities of licensure.

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### Food for Thought

#### Distinguishing teachers who have not passed licensing tests from fully certified teachers.

The state may want to consider labeling these individuals interns, long-term substitutes or instructors, or using some

other title to distinguish them from fully certified teachers. This mirrors the practice of higher education, which delineates a person’s credentials and the milestones they have achieved in the title conferred by college or university.

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## AREA 2: GOAL C Interstate Portability

### Rationale

**Using transcript analysis to judge teacher competency provides little value.**

In an attempt to ensure that teachers have the appropriate professional and subject matter knowledge base when granting certification, states often review a teacher’s college transcript, no matter how many years ago a bachelor’s degree may have been earned. A state certification specialist reviews the college transcript, looking for course titles that appear to match existing state requirements. If the right matches are not found, this analysis may then serve as a basis for requiring teachers to complete additional coursework before being granted full standard licensure. This practice even holds true for experienced teachers who are trying to transfer from another state, regardless of how experienced or successful a teacher they are. The application of these often complex state rules results in unnecessary obstacles to hiring talented and experienced teachers. There is little evidence that the process of reviewing a person’s undergraduate coursework improves the quality of the teaching force or ensures that teachers have adequate knowledge.

**Testing requirements should be upheld, not waived.**

While many states impose burdensome coursework requirements, they often fail to impose minimum standards on licensure tests. Instead, they offer waivers to veteran teachers transferring from other states, thereby failing to impose minimal standards of professional and subject matter knowledge. In upholding licensure standards for out-of-state teachers, the state should be flexible in its processes but vigilant in its verification of adequate knowledge. Too many states currently have policies and practices that reverse these priorities, focusing diligently on comparison of transcripts to state documents while demonstrating little oversight of teachers’ knowledge. If states can verify that a teacher has taught successfully and possesses the required subject matter and professional knowledge, their only concern should be ensuring that transferring teachers are familiar with the state’s student learning standards.

**Signing on to the NASDTEC Interstate Contract at least signals a willingness to consider portability.**

Many states have signed onto the Interstate Agreement sponsored by the National Association of State Directors of Teacher Education and Certification (NASDTEC), an organization concerned with facilitating licensure reciprocity. However, the NASDTEC Interstate Agreement does not guarantee full transfer of certification and endorsement. Although most states have signed the agreement, many of them still require veteran teachers to complete additional coursework in order to attain full licensure. Nevertheless, by signing this agreement, states are taking a good first step toward achieving nationwide portability.

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### Food for Thought

**Consider the recent case of a music teacher from Indiana.**

Consider the recent case of a music teacher from Indiana, Neil Manzenberger, who had 30 years of teaching experience but was only granted a provisional license by the state of Arizona. The reason for the provisional status is that Manzenberger had not taken the course “Methods of Teaching Elementary Music.” He had, however, taught that class at the college level to teacher candidates. Veteran teachers deserve greater flexibility and deserve to be treated as professionals who can prove their competency without facing new obstacles. At the time of this writing, the state of Arizona—which purportedly offers reciprocity to licensed Indiana teachers by way of the NASDTEC Interstate Agreement—had not granted Manzenberger full certification and does not plan to do so until he has completed the course. An unusual case? Not at all. There are similar stories to be found in nearly every state.

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## AREA 2: GOAL D Teacher Prep in Reading Instruction

### Rationale

**Reading instruction should address five essential components.**

Teaching children to read is the most important task that teachers undertake. While elementary teachers need to be well-versed in the five components of reading (phonemic awareness, phonics, fluency, vocabulary, and comprehension), even secondary teachers need some knowledge of this

process, particularly if they work in high-poverty schools.

Many states' policies still do not reflect the strong research consensus in reading instruction that has emerged over the last few decades and that is a key provision of the No Child Left Behind Act. Many teacher preparation programs, still caught up in the reading wars, resist teaching scientifically based reading instruction. States need to make clear to programs the importance of delivering adequate training in reading instruction.

### **Most current reading tests do not offer assurance of teacher knowledge.**

Many states, like California, have pedagogy tests that include items on reading instruction. However, since reading instruction is only addressed in one small part of most of these tests, it is often not necessary to know the science of reading in order to pass. States need to make sure that it is not possible for a teacher candidate to pass a test that purportedly covers reading instruction without knowing the critical material.

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## **AREA 2: GOAL E** **Distinguishing Promising Teachers**

### **Rationale**

#### **A teacher's own academic ability matters.**

Teacher quality research indicates that there is a positive correlation between a teacher's verbal ability, as measured by his or her performance on college aptitude tests, and the ability of a teacher to raise student achievement. In fact, based on 50 years of cumulative research, this is the most important of any measurable teacher attributes, including certification status, experience, and advanced degrees. Many educators still operate under an assumption that a teacher's own academic ability is not of particular significance and place no value on hiring teachers with stronger academic backgrounds. States can help to raise understanding of the importance of a teacher's own ability by conferring beginning teacher licenses that distinguish academic performance of the candidates, helping school principals and district administrators to also recognize the importance of this significant attribute.

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## **AREA 3: GOAL A** **Evaluating Teacher Effectiveness**

### **Rationale**

#### **Teachers should be judged primarily by their impact on students.**

While there are many factors to be considered when a teacher is formally evaluated, nothing is more important than effectiveness in the classroom. Unfortunately, many evaluation instruments used by districts, some of which are mandated by states, are structured so that teachers can earn a satisfactory rating without any evidence that they are sufficiently advancing student learning in the classroom. It is often enough that they just appear to be trying, not necessarily succeeding.

Many evaluation instruments give as much weight, or more, to factors that do not bear any direct correlation with student performance, such as taking professional development courses, assuming extra duties like sponsoring a club or mentoring, and getting along well with colleagues. Some instruments express a hesitation to hold teachers accountable for student progress. Teacher evaluation instruments should include a combination of factors and *combine both human judgment and objective measures of student learning.*

A teacher evaluation instrument that focuses on student learning could include the following components:

#### **1. OBSERVATION**

1. Ratings should be based on multiple observations by multiple persons, usually the principal and senior faculty, within the same year to produce a more accurate rating than is possible with a single observation. Teacher observers should be trained to use a valid and reliable observation protocol (meaning that the protocol has been tested to ensure that the results are trustworthy and useful). They should assign degrees of proficiency to observed behaviors.
2. The primary observation component should be the quality of instruction, as measured by: student time on task; student grasp or mastery of the lesson objective; and efficient use of class time.
3. Other factors often considered in the course of an observation can provide useful information:
  - Questioning techniques and other methods for engaging class;
  - Differentiation of instruction;



- Continual student checks for understanding throughout lesson;
- Appropriate lesson structure and pacing;
- Appropriate grouping structures;
- Reinforcement of student effort; and
- Classroom management and use of effective classroom routines.

Some other elements commonly found on many instruments, such as “makes appropriate and effective use of technology,” or “ties lesson into previous and future learning experiences,” may seem important to document but can be difficult to reliably do so in an observation. Too many elements often end up distracting the observer from focusing on answering one central question: “Are students learning?”

## II. OBJECTIVE MEASURES OF STUDENT LEARNING

Apart from the observation, the evaluation instrument should provide evidence of work performance. Many districts use portfolios, which create a lot of work for the teacher and may be unreliable indicators of effectiveness. Good and less-cumbersome alternatives exist to the standard portfolio:

- The value that a teacher adds, as measured by standardized test scores (see Goal 3-B);
- Periodic standardized diagnostic assessments;
- Benchmark assessments that show student growth;
- Artifacts of student work connected to specific student learning standards that are randomly selected for review by the principal or senior faculty, scored using rubrics and descriptors;
- Examples of typical assignments, assessed for their quality and rigor; and
- Periodic checks on progress with the curriculum (e.g., progress on textbook) coupled with evidence of student mastery of the curriculum from quizzes, tests, and exams.

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### Food for Thought

#### Identifying good ways to assess teacher effectiveness.

NCTQ asked practicing teachers and school administrators to identify ways that different types of teachers might be held accountable for student learning. They suggested evaluating teachers according to some combination of the following measures, emphasizing the need to use multiple criteria to ensure effective and fair evaluation:

#### Kindergarten

- Beginning, middle, and end-of-year diagnostic tests of literacy and math skills, administered by both the teacher and someone outside the classroom;
- Unannounced walkthroughs on a monthly basis in which principals can review recent student work;
- Lesson plans, especially for newer teachers;
- Observations (formal and informal—at least two formal);
- Tracking student mastery on a checklist of standards (struggling, basic, proficient, advanced).

#### Third Grade

- Quarterly assessments of literacy and math standards;
- Value-added gains on standardized tests, averaged over three-year period;
- Lesson plans, especially for newer teachers;
- Observations (formal and informal—at least two formal);
- Grade book rubric (weekly grade per subject);
- Progress on textbook/curriculum, checked against student mastery.

#### Secondary Foreign Language

- Teacher is at ease and conversant in the language;
- Quarterly written, listening and speaking assessment measuring mastery of student learning standards;
- Lesson plans, especially for newer teachers;
- Observations (formal and informal—at least two formal);
- End-of-year exam grades, if standardized across teachers;
- Student grades on SAT II and AP foreign language tests;
- Progress on textbook/curriculum, checked against student mastery;
- Year-end student evaluations of the teacher.

#### High School Mathematics

- Observations (formal and informal—at least two formal);
- End-of-year exam grades, if standardized across departmental teachers;
- Student grades on SAT II and AP exams if subject is Calculus or Statistics;
- Progress on textbook/curriculum, checked against student mastery with sampling of rigorous quizzes and tests;
- Year-end student evaluations of the teacher.

**High School Art** (similar structure for P.E., music, etc.)

- Diagnostic test at beginning and end of school year (based on state standards; e.g., color, line, form);
- Lesson plans collected on a regular basis, biweekly. Daily/weekly lesson plans must always be present and accessible in classroom (portfolio and lesson plans must correspond);
- Observations (formal and informal—at least two formal);
- Student grades on AP art exam;
- Student participation and performance in local art contests;
- Year-end student evaluations of the teacher;
- Art-related participation in school events, such as set design, posters.

*A word of caution about lesson plans: While they impose important structure and organization for the less-experienced teacher, they do not always mirror what is actually happening in the classroom. Ineffective teachers are often capable of producing good lesson plans; the real question is, can they deliver the lesson successfully? More experienced teachers, on the other hand, often do not need to make formal lesson plans in order to teach well.*

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## AREA 3: GOAL B

### Using Value-Added

#### Rationale

#### What is value-added analysis?

Value-added models are an important new development in measuring student achievement and school effectiveness. Value-added models measure the learning gains made by individual students, controlling for students' previous knowledge. They can also control for students' background characteristics. In the area of teacher quality, value-added models offer a fairer, and potentially more meaningful, way to evaluate a teacher's effectiveness than previous methods used by schools.

For example, it used to be that a school might have only known that its fifth-grade teacher, Mrs. Jones, consistently had students who did not score on grade level on standardized assessments of reading. Once the school had access to value-added analysis, it learned that Mrs. Jones' students were reading on a third-grade level when they entered her class, and that they were above a fourth-grade performance level at the end of the school year. While not yet reach-

ing appropriate grade level, Mrs. Jones' students had made more than a year's progress in her class. Because of value-added data, the school was able to see that Mrs. Jones is an effective teacher.

#### There are a number of responsible uses for value-added analysis.

##### ASSESSING INDIVIDUAL TEACHERS

With three years of good data, value-added analysis can successfully identify the strongest and weakest teachers. It is not as useful at distinguishing differences among teachers in the middle range of performance. (See Goal 3-A).

##### SCHOOL PERFORMANCE

Value-added analysis can accurately assess the learning gains and losses made within a single school, with less risk of measurement error. The U.S. Department of Education is now working with states to pilot something akin to value-added analysis, known as "student growth" models for determining schools' Adequate Yearly Progress (AYP). Student growth models are not as effective as value-added models at controlling for other factors besides the quality of the teacher. Yet, these models are still valuable for providing a measure of academic improvement for the school overall, leaving open their potential use for determining school-wide bonuses. A good value-added model is a subset of a student growth model; it is able to more precisely separate out nonschool effects on learning, making it possible to better distinguish the impact of an individual teacher.

##### APPLICABILITY TO ALL TEACHERS

Many critics of value-added models dismiss them because they can only be used for teachers in tested subjects. While some subjects do not lend themselves to a value-added model, more types of teachers may be eligible than may be immediately obvious. For example, student reading scores are certainly affected by the quality of social studies and science instruction, not just instruction in language arts. Reading comprehension is directly connected to student learning of broad subject matter, including history, geography, and science.

##### HIGH SCHOOL

A value-added model is theoretically most useful at the high school level, because high school teachers are typically assigned many more students, making results more reliable within a given year. Data from an elementary class size of 20 to 30 students can produce relatively unstable results for a single year. A high school teacher, however,

will be assigned on average 120 students, yielding a much more stable, reliable indicator of actual teacher performance. Use at the high school level would require states adopting reliable pre- and post-tests in core subject areas.

#### PILOTS

States can directly and indirectly encourage districts to implement value-added analysis. By piloting value-added analysis in districts or schools, the state can encourage the development of this valuable tool for eventual statewide use. Other programs, such as state-sponsored pay-for-performance programs that base bonuses, in part, on teachers' ability to produce student academic gains, can also encourage experimentation with value-added analysis.

#### EVALUATING TEACHER PREPARATION PROGRAMS

Another innovative use for value-added technology is its inclusion in the evaluation of teacher preparation programs. Value-added analysis that can measure the effectiveness of program graduates can provide valuable information that will hold poor teacher preparation programs accountable, as well as identifying strong programs that can be models for best practices.

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### Food for Thought

#### Building state longitudinal data systems: laying the foundation for value-added methodology.

To create a value-added model, a state has to have certain capacities for collecting data, including at least three elements:

1. Every student in the state must be assigned a unique identifier, so that students can be tracked from year to year no matter where they are in school;
2. Student identifiers must be linked to the state's assessment system, in order to follow the progress of a student's learning over time; and
3. Every teacher in the state must be assigned a unique identifier, so that student test records can be matched with individual teachers.

The Data Quality Campaign (DQC; [www.dataqualitycampaign.org](http://www.dataqualitycampaign.org)) has surveyed states for the last four years about the capacity of their data systems. According to the 2006-2007 DQC survey, 15 states report having these three elements in place. They are: Arkansas, Delaware, Florida, Georgia,

Hawaii, Kentucky, Louisiana, New Mexico, Ohio, Rhode Island, South Carolina, Tennessee, Utah, West Virginia and Wyoming.

Although states' data system might have these three elements, they could still be a long way off from actually implementing value-added methodology.

When considering these survey results, there are some cautions to keep in mind:

- The list of states with the three critical elements reflects only the states' data system capacity, not actual action on the parts of states toward putting value-added methodology in place.
- The DQC survey results are based on the states' reporting of their own capacity. Survey results have not been validated by anyone outside of the states, which means these responses should be considered cautiously. States might overstate their data systems' capacity.
- These three data elements are necessary but by no means sufficient for value-added analysis.
- In some cases, for example, the states might have each of the elements in place, but lack an infrastructure that allows the different components to "talk" with one another and generate the actual value-added analysis.
- There are also limitations based on state assessment systems, specifically regarding score comparability from one year's test to another.

Still, despite these limitations, encouraging states to develop these capacities is a minimum requirement for developing longitudinal student and teacher data systems.

▲ [BACK to Area 3: Goal B.](#)

### AREA 3: GOAL C Teacher Evaluation

#### Rationale

#### Annual evaluations are standard practice in most professional jobs.

Most states do not mandate annual evaluations of teachers who have reached permanent or tenured status. The lack of regular evaluations is unique to the teaching profession and does little to advance the notion that teachers are professionals.

Further, teacher evaluations are too often treated as mere formalities, rather than as important tools for rewarding good teachers, helping average teachers improve, and hold-

ing weak teachers accountable for poor performance. State policy should reflect the importance of evaluations so that teachers and principals alike take their consequences seriously. Accordingly, states should consider articulating policies wherein two negative evaluations within five years are sufficient for justifying dismissal of a teacher.

▲ [BACK to Area 3: Goal C.](#)

## AREA 3: GOAL D Compensation Reform

### Rationale

**Reform can be accomplished within the context of local control.**

Teacher pay is, and should be, largely a local issue. Districts should not face state-imposed regulatory obstacles to paying their teachers the way they see fit; different communities have different resources, needs, and priorities. States should remove any obstacles to districts' autonomy in deciding the terms for teacher compensation packages.

The state can ensure that all teachers are treated fairly by imposing a minimum starting salary for all teachers. However, a state-imposed *salary schedule* that can lock in pay increases (or the requirement of a uniform salary schedule) deprives districts of the ability to be flexible and responsive to supply and demand problems that they face.

**There is an important difference between setting the minimum teacher salary in a state and setting a salary schedule.**

What is the difference between establishing a minimum starting salary and a salary schedule? Maine, for example, set a minimum starting salary of \$27,000 for its teachers in 2006-07. No district is allowed to pay less. In contrast, Alabama, like many states, has established a salary schedule that lays out what the minimum salary has to be at every level. A teacher who has been teaching four years and has a master's degree must not be paid less than \$42,675. A teacher who has been teaching four years and does not have a master's degree may not be paid less than \$37,109. While most districts exceed the state minimum, setting the salary schedule forces districts to adhere to a compensation system that is primarily based upon experience and degree status, even when they would like to have other options.

▲ [BACK to Area 3: Goal D.](#)

## AREA 3: GOAL E

### Tenure

#### Rationale

**Tenure should be a meaningful milestone in a teacher's career.**

Because of the high turnover rate during the first five years of teaching in many school districts, the decision to give teachers tenure (or permanent status) is often made automatically, with little thought or deliberation put into the decision. Shifting the probationary period to five years could help to improve the quality of the evaluation process, since fewer teachers would be under consideration.

State policy should reflect the fact that "initial" certification is intended to be temporary and probationary, and that tenure is intended to be a significant reward for teachers who have consistently shown commitment and effectiveness. Tenure and advanced certification are not rights implied by the receipt of an initial teaching certificate, yet tenure is often granted automatically, without even a hearing to review a teacher's performance. No other profession, including higher education, offers practitioners this benefit after only a few years of working in the field.

▲ [BACK to Area 3: Goal E.](#)

## AREA 4: GOAL A Entry Into Preparation Programs

### Rationale

**The best time for assessing basic skills is at program entry.**

Basic skills tests were not intended to be licensing tests, but rather to be used at the point of admission into a teacher preparation program. They generally assess middle school-level skills and should be used by the state as a minimal screening mechanism to ensure that teacher preparation programs are not admitting individuals who are not prepared to do college-level work. Admitting aspiring teachers who have not passed these tests may result in programs devoting too much time to remediation.

**Screening candidates at program entry protects the public's investment.**

Teacher preparation programs that do not screen candidates, particularly programs at public institutions that are heavily subsidized by states, end up investing considerable taxpayer dollars in the preparation of individuals who may

not be able to successfully complete a program and pass the licensing tests required to become a teacher. It would be far better to require individuals who want to teach to complete remediation as a *condition* of program entry, avoiding an unsuccessful (but significant) investment of public tax dollars.

▲ [BACK to Area 4: Goal A.](#)

## Food for Thought

### Using testing to expand and restrict the supply of teachers.

Currently, states with basic skills test requirements set a single passing score without regard to the subject areas that aspiring teachers intend to teach. States could consider using these tests to better manage the flow of aspiring teachers into certain subject areas and grade levels. Other countries, such as France, engage in this practice, resetting passing scores on an annual basis. For example, raising the passing scores needed to enter an elementary education program might help to reduce the number of eligible elementary education teachers in excess supply in many states. A neighboring state in need of elementary teachers might keep its scores low to attract candidates. Such policies would also reduce the significant expense that states incur by subsidizing teacher preparation programs that produce teachers in already overcrowded teaching fields.

States might also vary passing scores based on the expected difficulty of the subject area. For example, the state may want to allow a lower passing score on a basic skills test for aspiring early childhood teachers than for aspiring high school physics teachers.

▲ [BACK to Area 4: Goal A.](#)

## AREA 4: GOAL B Program Accountability

### Rationale

#### States need to hold programs accountable for the quality of their graduates.

The state should look at a number of factors when approving teacher preparation programs. The quality of both the subject matter preparation (see Goals 1-B and 1-C) and the professional sequence (see Goal 4-D) are crucial. However, in addition to consideration of program content, the measures recommended by NCTQ can provide the state and the public with meaningful, readily understandable indicators of how well programs are doing in what is most important: preparing teachers to be successful in the classroom.

Average scores on basic skills tests of individuals admitted to programs can help the state learn, “Are programs appropriately screening applicants?” Pass-rate data on licensing tests can help answer the question, “Are programs delivering essential academic and professional knowledge?” Classroom performance data and evaluation ratings can help the state find out, “Are programs producing effective classroom teachers?”

Collecting effective pass-rate data on state licensing tests is especially important. Most states are currently failing to meet the spirit of Title II, Section 207 of the Higher Education Act, which requires states to collect pass-rate data and hold approved programs accountable for poor performance. The insufficient response to this law was, until recently, a consequence of its language mandating collection of the licensing test pass rates of program completers. Many teacher preparation programs responded to this language by requiring a passing score on licensing tests in order to complete the program, thus ensuring pass rates of nearly 100 percent. These data consequently gave little meaningful insight into the quality of a program. Only 22 out of more than 1,300 teacher preparation programs nationwide were identified as “low performing” in the 2003-04 academic year.

▲ [BACK to Area 4: Goal B.](#)

## AREA 4: GOAL C Program Approval and Accreditation

### Rationale

#### Accreditation is concerned with inputs, how a program achieves quality; state approval of programs should be about outputs.

The recent growth in the popularity of national accreditation has led some states to adopt policies that blur the line between the public process of state program approval and the private process of national accreditation. The factors considered for accreditation are broader and more formative in nature than the factors that should be considered by the state when approving programs. The state’s primary interest is—or should be—narrower, more sharply focused on only those aspects of teacher preparation that directly relate to teacher effectiveness and those measures that can be quantified (see Goals 4-B and 4-D). While both the state and the accrediting body share the same ultimate goal—quality teachers—the questions that each asks differ.

Furthermore, although there may be a growing consensus as to what teachers should know and be able to do—a

consensus that could eventually strengthen the accreditation movement—no single accrediting body has yet to demonstrate its inherent advantage or superiority over any other. There is no solid evidence that nationally accredited teacher preparation programs produce better teachers than unaccredited programs.

Accordingly, states may choose to endorse the standards of national accrediting bodies, but these bodies' standards should not be seen as adequate substitutes for state program approval standards. Unfortunately, some states have allowed programs to substitute national accreditation for state program approval. A few states have gone further and required that all teacher preparation programs at public universities attain NCATE accreditation. A few more have required that all in-state programs, public and private, attain national accreditation. These policies are inappropriate, since they require that public funds and institutional resources be spent meeting the standards of a private organization that has yet to be recognized as the undisputed guarantor of minimum quality in its field.

▲ [BACK to Area 4: Goal C.](#)

## AREA 4: GOAL D

### Controlling Coursework Creep

#### Rationale

**Most states have programs that demand excessive requirements.**

NCTQ's research shows that there are teacher preparation programs in the majority of states where teacher candidates are required to complete 60 or more credit hours of professional coursework. We found programs in still more states where candidates are required to complete 50 to 59 credit hours of professional coursework. These are excessive requirements that leave little room for electives, and often leave insufficient room for adequate subject matter preparation. Though there is no research data to confirm this, it seems likely that such excessive requirements are likely to discourage talented individuals from pursuing teacher preparation—and public school teaching.

**States should only mandate courses or set standards that relate to student achievement, giving programs discretion to determine remaining sequence.**

When deciding what courses the state wants to require of aspiring teachers, there is not necessarily a one-to-one correspondence between the goals of teacher preparation programs (or the organizations that accredit them) and the in-

terests of the state. Generally speaking, programs' concerns are broader and more formative in nature in defining what future teachers should learn and be able to do. The state's interest is—or should be—narrower, focusing only on that portion of teacher candidates' preparation that will make them more effective once they reach the classroom.

For example, virtually all teacher preparation programs require that aspiring teachers take “foundations” coursework. This includes courses like “Social Foundations,” “Philosophy of Education,” and “Introduction to American Education.” Programs would probably assert that such coursework is integral to the formation of the future teacher. Yet the connection of foundations coursework to teacher effectiveness and student learning has not been established and is not likely to be—at least not easily.

Foundations coursework is not the only curricular area with a loose connection (at best) to teacher effectiveness. Another area seeks to develop teacher candidates' understanding of the teaching profession. These courses, which are common in higher-ranking education schools and are often intellectually engaging, deal with social issues related to schools, alternative structures of schools, the politics of education, and other related issues.

Ultimately, though, little about the intentions or nature of these various types of courses suggests that teachers will be more effective in the classroom for having taken them. That's not to say that they are unimportant, or that programs should be prevented from requiring them. By the same token, however, whether or not they are required should lie outside the realm of state concern, and the state should not deny approval to programs that elect not to require them.

What about the professional sequence is the concern of the state? When approving a program, what evidence should the state seek that would indicate that a program is making every effort to produce effective teachers? The following is not a comprehensive list nor even a suggested list of topics, but it highlights the sort of topics that would enhance teacher effectiveness. Some topics might need more than a single course; other topics might be covered as part of a broader course:

- Important principles generated from the field of cognitive psychology. Many child development and learning theory classes do not teach these established principles well, in spite of course titles to the contrary.
- Types of instruction, lesson planning, classroom management strategies and routines.
- Fundamentals of school law and professional ethics,

- particularly with regard to special education.
- The science of reading instruction, including diagnosis and remediation.
- Strategies for teaching children whose native language is not English.
- Recognition and diagnosis of learning disabilities.
- The social and cultural roots of the achievement gap; learning challenges from poverty.
- Methods for teaching subject matter, particularly mathematics.
- Testing in an era of school accountability.

The line between coursework that is formative and coursework that is likely to lead to teacher effectiveness can be blurry. But recognizing that the goals of institutions and those of states are not always the same can help the state to focus on its primary responsibility: producing teachers who can improve student learning.

#### **States need to establish a cycle for reviewing their coursework requirements.**

States that require all teacher candidates to complete a specific set of professional courses need to review these requirements on an ongoing basis. Many states rarely assess their required coursework sequences and end up only doing so when there is a move to add a new course to the list. States that schedule a comprehensive review of the entire professional sequence on a regular cycle, once every five years for instance, are more apt to weigh the benefit and value that each requirement offers, eliminating requirements that are no longer relevant and ensuring that the state focuses on teacher effectiveness.

#### **States need to monitor programs' total professional coursework requirements.**

Although some states specify a reasonable amount of minimum professional coursework that new teachers are required to complete, teacher preparation programs often require far more than the required minimum amount. Requiring that teachers complete a minimum amount of coursework does nothing to ensure that approved programs will limit themselves to the state requirements (nor is it necessarily the case that programs should be limited to these requirements).

As described above, there are programs in most states that require teacher candidates to take two to three times the equivalent of a college major. This problem of “coursework creep” is often even worse in the majority of states that have adopted a “standards-based” approach. This requires

teacher candidates to complete a program that meets certain curricular standards, rather than a state-mandated set of coursework requirements. The standards of national accrediting bodies, like minimum coursework requirements, do little to ensure that programs will make it a priority to deliver professional preparation in an efficient manner.

The problem of excessive coursework requirements is rarely, if ever, one that can be laid at the feet of arts and sciences faculty. Education departments decide the professional sequence of coursework that teacher candidates must complete in order to graduate and be recommended for licensure. The problem of coursework creep is often worst in the area of elementary teacher preparation, in which candidates first complete the equivalent of a major in broad professional coursework (e.g., Foundations and Sociology of Education)—and then complete what should be a subject matter major in the education department. At universities around the country, elementary teacher candidates complete coursework taught by education faculty in “Teaching Elementary Math,” “Teaching Elementary Music,” and so on, instead of courses in math and music taught by faculty with scholarly credentials in those fields. The problem of insufficient subject matter preparation (see Goal 1-B) is thus inseparable from the problem of excessive professional coursework. If elementary teacher candidates completed subject matter coursework while preparing to teach subject matter, much of the problem of coursework creep would disappear.

Coursework creep is far less of a problem in secondary teacher preparation than in elementary preparation. Secondary teacher candidates are now required by almost every state to complete a subject matter major or the equivalent, rather than a major in “math education” or “science education.” This much-needed focus on subject matter preparation has placed a check on the amount of professional coursework that programs can require of secondary teacher candidates.

Teacher preparation programs have an inherent financial disincentive to cut down on the number of professional courses that they require of candidates. As such, it is likely that nothing short of state policy can address this problem.

▲ [BACK to Area 4: Goal D.](#)

## Food for Thought

### An alternative to limiting the amount of professional coursework.

If states do not want to place limits on the amount of professional coursework that approved programs may require, they could also address this issue by requiring programs with excessive coursework requirements to show measurably superior results over programs with fewer requirements.

▲ [BACK to Area 4: Goal D.](#)

## AREA 5: GOAL A Genuine Alternatives

### Rationale

#### The program must provide practical, meaningful preparation that is sensitive to the stress level of the new teacher.

Too many states have policies requiring alternate route programs to “back-load” large amounts of traditional education coursework, thereby preventing the emergence of real alternatives to traditional preparation. This issue is especially important given the large proportion of alternate route teachers who complete this coursework while teaching. Alternate route teachers often have to deal with the stresses of beginning to teach while also completing required coursework in the evenings and on weekends. States need to be careful to only require participants to meet standards or complete coursework that is practical and immediately helpful to a new teacher.

▲ [BACK to Area 5: Goal A.](#)

## Food for Thought

### State-run programs are not optimal.

Because states do not actually hire and place teachers, states are generally not the optimal choice to actually run alternate route programs. The proper role of the state may be to articulate good alternate route policies and hold districts and programs accountable for meeting them. Since school districts are in the best position to know what kinds of teachers they need to recruit and what kind of curricular training will best serve those teachers, school districts are the optimal providers. States that do run their own alternate route programs should match teacher candidates with spe-

cific job openings before candidates begin their pre-service training, at least mitigating the primary weakness of existing state-run programs.

▲ [BACK to Area 5: Goal A.](#)

## AREA 5: GOAL B Limiting Alternate Routes to Teachers with Strong Credentials

### Rationale

#### Alternate route teachers need the leg up of a strong academic background.

The intent of alternate-route programs has been to provide a route for persons who already have strong subject matter knowledge to enter the profession, allowing them to focus quickly on gaining the professional skills needed for the classroom. This motivation is based on the fact that academic caliber has been shown to be a strong predictor of classroom success. Programs that admit candidates with both a weak grasp of subject matter and a lack of professional knowledge can put the new teacher in an impossible position, much more likely to experience failure, and perpetuate high attrition rates.

#### What should be the state’s minimum academic standard?

Assessing a teacher candidate’s college GPA and/or aptitude scores can provide useful and reliable measures of academic caliber, provided that the state does not set the floor too low. A 2.5 minimum grade point average (GPA) of half Bs and half Cs is a popular choice of many alternate route programs but may set the standard somewhat too low. It is about the same as what most teacher prep programs require of traditional candidates. Some programs address this problem by looking for at least a 2.75 in the last 60 hours of college, as indicative of a growing seriousness of purpose on the part of the candidate. GPA measures are especially useful for assessing elementary teacher qualifications since elementary teaching demands a broader body of knowledge that can be harder to define in terms of specific tests or coursework.

#### Multiple ways for assessing competency are needed for the nontraditional candidate.

Rigid coursework requirements can dissuade talented, qualified individuals who lack precisely the “right” courses from pursuing a career in teaching. States can maintain high standards by allowing individuals to instead prove their



subject matter knowledge by means of appropriate tests. For instance, there should be no coursework obstacles to an engineer who wishes to teach physics, as long as he or she can prove sufficient knowledge of physics on a test. A good test with a sufficiently high passing score is certainly as telling, if not more so, than the courses listed on a transcript.

A testing exemption would also allow alternate routes to recruit college graduates with strong liberal arts backgrounds to work as elementary teachers, even if their transcripts do not exactly meet state requirements.

▲ [BACK to Area 5: Goal B.](#)

## AREA 5: GOAL C

### Program Accountability

#### Rationale

**Alternate route programs should show they consistently produce effective teachers.**

All data that is collected on alternate route programs should focus on the central question of whether or not they produce effective teachers. Although there are many components involved in a good alternate route program, the output of productive teachers is the only true indicator of success. The indicators recommended by NCTQ capture a comprehensive vision of teacher effectiveness.

Alternate route programs need to be held as accountable for their results as traditional programs. While the training and time associated with alternate route programs differs substantially from that of traditional programs, the outputs of student learning and teacher effectiveness should be held to an identical standard.

▲ [BACK to Area 5: Goal C.](#)

## AREA 5: GOAL D

### Interstate Portability

#### Rationale

**States can embrace portability without lowering standards.**

It is understandable that states are wary of accepting alternate route teachers from other states, since programs vary widely in quality. However, the same wide variety in quality can be found in traditional programs. To decide if a teacher from out of state meets their standards, states often conduct transcript reviews as the only safeguard on quality, oddly enough ignoring the record and performance of the teacher in the classroom. Satisfactory evaluations, evidence of a

valid license, and meeting licensing test requirements offer more meaningful indicators of good standing.

**Using transcript analysis to judge teacher competency provides little value.**

In an attempt to ensure that teachers have the appropriate professional and subject matter knowledge base when granting certification, states often review a teacher's college transcript, no matter how many years ago a bachelor's degree may have been earned. A state certification specialist reviews the college transcript, looking for course titles that appear to match existing state requirements. If the right matches are not found, this analysis may then serve as a basis for requiring teachers to complete additional coursework before being granted full standard licensure. This practice even holds true for experienced teachers who are trying to transfer from another state, regardless of how experienced or successful a teacher he or she is. The application of these often complex state rules results in unnecessary obstacles to hiring talented and experienced teachers, with little evidence that the process of reviewing a person's undergraduate coursework improves the quality of the teaching force or ensures teachers have adequate knowledge.

▲ [BACK to Area 5: Goal D.](#)

#### Food for Thought

**Barring the National Teacher of the Year.**

Consider the example of Jason Kamras, 2005 National Teacher of the Year. With his unconventional background (he did not major in the subject he teaches), Kamras would likely be barred from teaching in many states. Another example is that of Jefferds Huyck, a Latin teacher with a doctorate in classics who had taught for 22 years when the state of California decided that he needed to meet standard certification requirements. It is unlikely that Huyck, who never completed traditional teacher preparation, would be allowed to teach in most states. States should ensure that unusually talented individuals—especially those with years of teaching experience—are allowed to teach. One way to build this option into policy is to offer teaching licenses to individuals with outstanding accomplishments. States could recognize extraordinary work experience as well as above-average academic qualifications.

▲ [BACK to Area 5: Goal D.](#)

## AREA 6: GOAL A

### Coursework Creep in Special Education

#### Rationale

**Standards need to define the professional knowledge teachers must have to work with students with disabilities.**

State standards for the preparation of special education teachers should clearly define what the state expects teachers to know and be able to do. A comprehensive set of standards should address the specific knowledge teachers need in each of four key areas essential to the education of students with disabilities: the legal and historical foundations of special education, instruction, behavior management and assessment. Specificity is key; when the state is not clear about which practices and methods it expects teachers to know, preparation programs are free to decide in which strategies they will train teacher candidates. Leaving these choices to preparation programs is particularly problematic in special education, because the 2004 authorization of the Individuals with Disabilities Education Act specifically requires the use of research-based practices in special education.

In order to ensure that the state is only licensing teachers that meet its expectations, all standards must be testable. Standards that require an opportunity to observe teachers in action are inappropriate for the purposes of teacher preparation and licensing. Furthermore, many states' teaching standards are generic in tone and are written for all teachers, regardless of their experience. For state teaching standards to be of any practical use in assessing new teachers, they must be written specifically for the new teacher, with no presumption of experience.

**Overly prescriptive teacher preparation programs may be exacerbating state teacher shortages in special education.**

The pervasive shortage of special education teachers in the U.S. has many causes; however, the large amount of professional education coursework required of prospective special education teachers is a likely contributor to this ongoing problem.

While more extensive requirements may be appropriate for teachers preparing to work with students with severe disabilities, some states require teachers to complete excessive amounts of professional coursework in order to attain any licensure in special education. State requirements aside, many programs require excessive amounts of coursework

of their own volition. Teacher preparation programs have a financial disincentive to deliver coursework efficiently, so it is up to states to monitor programs and ensure that they offer streamlined courses of study. In addition, No Child Left Behind and the recent reauthorization of the Individuals with Disabilities Education Act have placed unprecedented emphasis on special education teachers' subject matter preparation (see Goals 6-B and 6-C), and efficient program design is imperative for special education teachers to receive the subject matter training they need.

**The state needs to establish a review cycle for its own coursework requirements and/or teaching standards.**

States that require all teacher candidates to complete a specific set of professional courses need to review these requirements on an ongoing basis. Many states rarely assess their required coursework sequences and end up only doing so when there is a move to add a new course to the list. States that schedule a comprehensive review of the entire professional sequence on a regular cycle, once every five years for instance, are more apt to weigh the benefit and value that each requirement offers, eliminating requirements that are no longer relevant and ensuring that the state focuses on teacher effectiveness.

**The state should monitor the number of courses, mandated or not.**

Although some states specify a reasonable amount of minimum professional coursework that new teachers are required to complete, teacher preparation programs often require far more than the required minimum amount. Requiring that teachers complete a minimum amount of coursework does nothing to ensure that approved programs will limit themselves to the state requirements (nor is it necessarily the case that programs should be limited to these requirements).

There are programs in most states that require teacher candidates to take two to three times the equivalent of a college major. This problem of "coursework creep" is often even worse in the majority of states that have adopted a "standards-based" approach. This requires teacher candidates to complete a program that meets certain curricular standards, rather than a state-mandated set of coursework requirements. The standards of national accrediting bodies, like minimum coursework requirements, do little to ensure that programs will make it a priority to meet state standards in an efficient manner.

The problem of excessive coursework requirements is rarely, if ever, one that can be laid at the feet of arts and sciences faculty. Education departments decide the professional sequence of coursework that teacher candidates must complete in order to graduate and be recommended for licensure. The problem of coursework creep is often worst in the area of elementary teacher preparation, in which candidates first complete the equivalent of a major in broad professional coursework (e.g., Foundations and Sociology of Education)—and then complete what should be a subject matter major in the education department. At universities around the country, elementary teacher candidates complete coursework taught by education faculty in “Teaching Elementary Math,” “Teaching Elementary Music,” and so on, instead of courses in math and music taught by faculty with scholarly credentials in those fields. The problem of insufficient subject matter preparation (see Goal 1-B) is thus inseparable from the problem of excessive professional coursework. If elementary teacher candidates completed subject matter coursework while preparing to teach subject matter, much of the problem of coursework creep would disappear.

▲ [BACK to Area 6: Goal A.](#)

### Food for Thought

#### Responding to the requirements of IDEA.

The reauthorization of the Individuals with Disabilities Education Act (IDEA) includes new requirements for identification and instruction of students with disabilities. To meet these new legal requirements special education teachers need to have knowledge of scientifically based reading instruction, strategies for early intervening services and response to intervention for identifying students with learning disabilities. Unless state standards have been updated since IDEA 2004 was signed into law in 2006 there is no assurance that teacher training programs address these critical areas. Teacher training programs could be held accountable to changes in federal law by adding to state standards a provision that course content must be aligned with current federal regulations.

▲ [BACK to Area 6: Goal A.](#)

## AREA 6: GOAL B

### Elementary Special Education Teachers

#### Rationale

**All teachers, including special education teachers, teach content, and therefore need relevant coursework.**

Elementary special education teacher candidates should complete roughly the same core of liberal arts coursework as regular elementary teacher candidates. They will need this same knowledge in the classroom. (See Goal 1-B for further discussion of this issue.) Moreover, from a practical perspective, it is incumbent on teacher preparation programs to produce special education teachers who are highly qualified in the areas they are going to teach.

#### ONE POSSIBLE MODEL

- 3 credit hours of children’s literature;
- 3 credit hours of composition and grammar;
- 6 credit hours of general science (biology, chemistry, physics, earth science);
- 6 credit hours of mathematics, covering foundational topics and geometry, not higher level math courses like calculus;
- 3 credit hours of U.S. history;
- 3 credit hours of ancient history;
- 3 credit hours of world geography;
- 3 credit hours of music appreciation; and
- 3 credit hours of art history.

**Test-out options: there is no sense in making teachers take coursework when they have already mastered the material.**

Some elementary teacher candidates have acquired the knowledge needed to teach elementary grades in their high school coursework and other experiences. There is no need for someone who has passed an Advanced Placement (AP) exam in U.S. History to be required to take a survey course in that subject during college. Nevertheless, to ensure that all teachers, not just some, are broadly educated, states need to provide a vehicle that allows candidates to test out of college coursework requirements.

The current myriad of state licensing tests, including the general testing requirement in No Child Left Behind teacher quality provisions, only provides for a general subject matter test of all elementary teacher candidates. This

test allows candidates who may be weak in one, two, and even three subject areas to still pass. The tests generally have such low minimum scores that someone can miss up to 50 to 75 percent of the questions and still pass. A legitimate “test-out” option requires individual subject matter tests, or at least minimum subscores on a general test. Good policy would also accept equivalent scores from AP and SAT II tests.

▲ [BACK to Area 6: Goal B.](#)

## AREA 6: GOAL C

### Secondary Special Education Teachers

#### Rationale

**Conflicting language in IDEA and NCLB has led to much confusion.**

No Child Left Behind (NCLB) and the 2004 reauthorization of the Individuals with Disabilities Education Act (IDEA) present conflicting expectations for the subject matter preparation of new secondary special education teachers. Although IDEA 2004, which was passed after NCLB, lays out greater flexibility and is more realistic than what NCLB suggests, it may not adequately address teachers’ subject matter knowledge. States can provide some middle ground, while meeting the requirements of both laws.

Under IDEA, states can award “highly qualified teacher” status to new secondary special education teachers who:

- Possess a major or have passed a subject matter test in one of three content areas: language arts, mathematics, or science (but without explanation, the law does not include social studies); and
- Complete a single High Objective Uniform State System of Evaluation (HOUSSE) route for multiple subjects in all other subjects that they are likely to teach within their first two years of teaching (see Goal 6-C).

States need to provide more specific guidance on this issue. They should require secondary special education teachers to have broad coursework in multiple subjects and to become highly qualified in two core academic areas. This will make teachers more flexible and thus better able to serve schools and students. States can use a combination of testing and coursework to meet this goal. For an example of how an institution could prepare more flexible teachers, see *Food For Thought*.

**Secondary special education teachers need to graduate highly qualified in two subject areas.**

Given that these teachers will be expected to complete a HOUSSE route in all remaining subject areas during their first two years of teaching, it makes sense for them to complete undergraduate training in two related areas, probably either math and science or English and social studies. That way, the HOUSSE route can focus on related subject areas and candidates can focus on related fields, rather than studying up on English, history, and mathematics, for example, in their first two years of teaching.

▲ [BACK to Area 6: Goal C.](#)

#### Food for Thought

**One model for how an institution might prepare special education teacher candidates.**

Here is one model for how an institution might prepare secondary special education teacher candidates to be highly qualified in two subject areas and provide broad preparation in all core academic subjects:

- A minor in **mathematics** with a licensing test in mathematics (15 credits): **meets HQT**;
- A minor in general **science** with a licensing test in science (15 credits): **meets HQT**;
- A survey course in American history (3 credits);
- Two survey courses in world history (including ancient history) (6 credits);
- An American literature class (3 credits);
- A British literature class (3 credits); and
- A world literature class (3 credits).

This scenario would require 45-48 credit hours of academic content coursework. Much of this coursework would also fulfill institutions’ general education requirements.

▲ [BACK to Area 6: Goal C.](#)

## AREA 6: GOAL D

### Special Education Teachers and HQT

#### Rationale

**The needs of special education teachers, new or veteran, are different from most other teachers needing to earn highly qualified status.**

Special education teachers face unique pressures, as they must be competent in both the subject areas they teach and in the strategies for teaching children with a variety of special needs. The 2004 reauthorization of the Individuals with Disabilities Education Act recognized these pressures in its proviso allowing new secondary special education teachers to use states’ HOUSSE routes to become “highly

qualified,” a route normally reserved for veteran teachers.

There are several problems common to most states’ traditional HOUSSE routes that make them inappropriate for new secondary special education teachers. First, most state plans are weak on teacher content preparation even though the Congressional intent of the HOUSSE was to address weak subject matter knowledge. Second, in order for teachers to achieve highly qualified status, states place a lot of value on experience—which, of course, a new teacher does not have (see Goal 1-D). Third, state requirements tend to be inordinately complicated, making it hard on a new teacher to figure out how to navigate the system to earn the required credential.

Providing a HOUSSE option to special education teachers was originally envisioned as a way to streamline the process of achieving highly qualified teacher status for teachers who must instruct in multiple subject areas each day. While it is certainly important that a secondary special education teacher has a basic competency in subject matter ranging from mathematics to world history, it is unreasonable to expect this teacher to hold multiple college degrees or pass four or five different content examinations in order to be deemed highly qualified.

### **The special education HOUSSE route needs to be clear and meaningful.**

States can help new secondary special education teachers become highly qualified in multiple subjects by encouraging them to pursue professional development and coursework that is focused on state’s student learning standards. Having available adapted subject matter tests would also add some much-needed flexibility.

Structured properly, HOUSSE would offer an efficient means by which a teacher could get a broad overview of a specific area of content knowledge. One clear option would be for a state to identify focused, content-driven university courses that would provide each teacher with a survey of the information necessary to teach in a given subject area. A single world history course could provide a sufficient basis in social studies; a single quantitative reasoning course could give a broad review of mathematical concepts. This class may not provide expertise, but it could provide the proficiency needed for a teacher to obtain highly qualified teacher status in the subject.

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## **Food for Thought**

### **An illustration of the problems that a new special education teacher faces.**

To illustrate the problems that a new special education teacher faces when trying to achieve “highly qualified teacher” status, it may be helpful to look at a specific state’s requirement, typical of what most teachers would be asked to do.

In Massachusetts, teachers who want to use the HOUSSE option need to have an approved Individual Professional Development Plan (IPDP) that has a total of 120 PDPs (Professional Development Activities) which are doled out for various professional activities that a teacher might complete. The very terms used here illustrate the jargon-heavy nature of most current HOUSSE processes.

Every PDP earned by a new teacher has to be awarded by a registered provider: the Department of Education, a school district or “educational collaboratives.” Accordingly, these groups are each responsible for creating an “appropriate end-of-course assessment” for any sponsored activity.

And what are these activities? A teacher in question might first attend four 10-hour professional development programs sponsored by the Department of Education, worth 60 PDPs. Since these programs can be in either “content or pedagogy related to the content of the core academic subjects,” they might include “Theme Based Science Units” or “Teaching Geometry Through Art.” Next, the teacher might clock 10 hours of inservice time sponsored by the district, worth 10 PDPs. That might be followed by making a presentation at a professional conference, worth 30 PDPs. Again, there’s no requirement that the activity improve teacher knowledge of subject matter. Finally, the teacher might earn the last 20 PDPs by spending 20 hours involved in the school-based implementation of “an activity for students, parents or teachers that incorporates the learning standards of the curriculum framework.” Confusing? Yes. Meaningful? Most likely not.

After these professional development hours, inservice hours, conference presentations, and school-based activities, the teacher would make sure to submit to his district his completed Individual Professional Development Plan, with documentation of each PDP earned.

Contrast what this Massachusetts teacher had to do with what the state could require. Even just a cursory exploration of college and university schedules for Spring 2007

shows that a teacher could enroll in “World Civilization II” or “U.S. History I” at Bunker Hill Community College; a teacher living on the other side of the state might enroll in these same classes at Berkshire Community College. These courses are offered in the evenings and would give a teacher familiarity with both the process of historical inquiry and an outline of modern history.

In terms of mathematics, arguably the most specialized of the content areas, the University of Massachusetts at Amherst offers “Math 100: Basic Math Skills for the Modern World,” while the University of Massachusetts at Boston offers “Quantitative Reasoning.” Each of these classes is again offered in the evening and would give teachers a broad exposure to basic mathematical concepts.

This current incarnation of HOUSSE bogs teachers down in distracting bureaucratic tasks while doing little to ensure that they receive an overview of basic content knowledge.

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## National Council on Teacher Quality

1341 G Street NW, Suite 720, Washington, DC 20005

Tel: 202-393-0020 Fax: 202-478-0838 Web: [www.nctq.org](http://www.nctq.org)

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Sandi Jacobs  
*Vice President for Policy*  
[sjacobs@nctq.org](mailto:sjacobs@nctq.org)  
202-393-0020