# 2011 State Teacher Policy Yearbook

West Virginia

OVERALL GRADA



# **Acknowledgments**

#### **STATES**

State education agencies remain our most important partners in this effort, and their gracious cooperation has helped to ensure the factual accuracy of the final product. Every state formally received a draft of the *Yearbook* in July 2011 for comment and correction; states also received a final draft of their reports a month prior to release. All but one state responded to our inquiries. While states do not always agree with the recommendations, their willingness to acknowledge the imperfections of their teacher policies is an important first step toward reform.

We also thank the many state pension boards that reviewed our drafts and responded to our inquiries.

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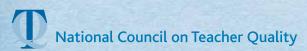
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# **Executive Summary**

For five years running, the National Council on Teacher Quality (NCTQ) has tracked states' teacher policies, preparing a detailed and thorough compendium of teacher policy in the United States on topics related to teacher preparation, licensure, evaluation, career advancement, tenure, compensation, pensions and dismissal.

The 2011 State Teacher Policy Yearbook includes NCTQ's biennial, full review of the state laws, rules and regulations that govern the teaching profession. This year's report measures state progress against a set of 36 policy goals focused on helping states put in place a comprehensive framework in support of preparing, retaining and rewarding effective teachers. For the first time, the Yearbook includes a progress rating for states on goals that have been measured over time. An overall progress ranking is also included, showing how states compare to each other in moving forward on their teacher policies.

# West Virginia at a Glance Overall 2011 Yearbook Grade:



Overall 2009 Yearbook Grade: D+

Area Grades	2011	2009
Area 1 Delivering Well Prepared Teachers	C-	C-
Area 2 Expanding the Teaching Pool	C-	С
Area 3 Identifying Effective Teachers	D+	D
Area 4 Retaining Effective Teachers	D+	D
Area 5 Exiting Ineffective Teachers	D+	C-

# **Overall Progress**



# Highlights from recent progress in West Virginia include:

Teacher preparation program accountability

# How is West Virginia Faring?

# **Area 1** Delivering Well Prepared Teachers



## **Policy Strengths**

- Teacher candidates are required to pass a basic skills test as a criterion for admission to teacher preparation programs.
- Middle school teachers may not teach on a K-8 generalist license, and they must appropriately pass a single-subject content test.
- The state does not offer a K-12 special education certification.
- All new teachers must pass a pedagogy test.

## **Policy Weaknesses**

- Elementary teachers are not adequately prepared to teach the rigorous content associated with the Common Core Standards.
- Although teacher preparation programs are required to address the science of reading, candidates are not required to pass a test to ensure knowledge.
- Neither teacher preparation program nor licensure test requirements ensure that new elementary teachers are adequately prepared to teach mathematics.
- Although most secondary teachers must pass a content test to teach a core subject area, some secondary science and social studies teachers are not required to pass content tests for each discipline they intend to teach.
- Requirements for teacher preparation do not ensure a high-quality student teaching experience.
- The teacher preparation program approval process does not hold programs accountable for the quality of the teachers they produce.

# **Area 2** Expanding the Pool of Teachers



## **Policy Strengths**

Although more could be done to provide streamlined preparation for alternate route teachers, induction supports the immediate needs of new teachers.

## **Policy Weaknesses**

- Admission requirements for alternate routes to certification lack flexibility for nontraditional candidates and do not evaluate past academic performance.
- Usage of alternate routes is restricted, although there is a diversity of providers.
- The state does not offer a license with minimal requirements that would allow content experts to teach part time.
- Out-of-state teachers are not required to meet the state's testing requirements.

# How is West Virginia Faring?

# **Area 3** Identifying Effective Teachers



# **Policy Strengths**

The state data system has the capacity to provide evidence of teacher effectiveness.

## **Policy Weaknesses**

- Objective evidence of student learning is not the preponderant criterion of teacher evaluations.
- Annual evaluations for all teachers are not required.
- Tenure decisions are not connected to evidence of teacher effectiveness.
- Licensure advancement and renewal are not based on teacher effectiveness.
- Little school-level data are reported that can help support the equitable distribution of teacher talent.

# **Area 4** Retaining Effective Teachers



## **Policy Strengths**

All new teachers receive mentoring.

#### **Policy Weaknesses**

- Professional development is not aligned with findings from teachers' evaluations.
- Teacher compensation is controlled by a state salary schedule based on years of experience and advanced degrees.
- The state does not support performance pay or additional compensation for relevant prior work experience, working in high-need schools or teaching in shortage subject areas.
- Teachers are only offered a defined benefit pension plan, and pension policies are not portable, flexible or fair to all teachers.
- The pension system is significantly underfunded and requires excessive contributions.
- Retirement benefits are determined by a formula that is not neutral, meaning that pension wealth does not accumulate uniformly for each year a teacher works.

# **Area 5** Exiting Ineffective Teachers



## **Policy Strengths**

The state has taken steps to ensure that licensure testing requirements are met by all teachers within one year.

#### **Policy Weaknesses**

- Eligibility for dismissal is not a consequence of multiple unsatisfactory evaluations.
- Tenured teachers who are dismissed have multiple opportunities to appeal.
- Seniority, rather than a teacher's performance in the classroom, is considered in determining which teachers to lay off during reductions in force.

# West Virginia Goal Summary

Goal Breakdown			
Best Practice	0	Area 3: Identifying Effective Teachers	
Fully Meets	4	3-A: State Data Systems	
Nearly Meets	3	3-B: Evaluation of Effectiveness	0
Partially Meets	12		
Only Meets a Small Part	7	3-C: Frequency of Evaluations	•
O Does Not Meet	10	3-D: Tenure	0
Progress on Goals Since 2009		3-E: Licensure Advancement	0
♠ 1 ♥ 0 ♠ 28 GOAL 7		3-F: Equitable Distribution	•
Area 1: Delivering Well Prepared Teachers		Area 4: Retaining Effective Teachers	
1-A: Admission into Preparation Programs	•	4-A: Induction	
1-B: Elementary Teacher Preparation	•	4-B: Professional Development	•
1-C: Teacher Preparation in Reading Instruction	•	4-C: Pay Scales	0
1-D: Teacher Preparation in Mathematics	0	4-D: Compensation for Prior Work Experience	0
1-E: Middle School Teacher Preparation		4-E: Differential Pay	0
1-F: Secondary Teacher Preparation		4-F: Performance Pay	0
1-G: Secondary Teacher Preparation in Science	•	4-G: Pension Flexibility	0
1-H: Secondary Teacher Preparation in Social Studies	•	4-H: Pension Sustainability	•
1-I: Special Education Teacher Preparation		4-I: Pension Neutrality	•
1-J: Assessing Professional Knowledge		Area 5: Exiting Ineffective Teachers	
1-K: Student Teaching	0	5-A: Licensure Loopholes	•
1-L: Teacher Preparation Program		5-B: Unsatisfactory Evaluations	•
Accountability	0	5-C: Dismissal for Poor Performance	•
Area 2: Expanding the Pool of Teachers  2-A: Alternate Route Eligibility	0	5-D: Reductions in Force	0
2-B: Alternate Route Preparation	0		
2-C: Alternate Route Usage and Providers	0		
2-D: Part Time Teaching Licenses	0		
2-E: Licensure Reciprocity			

# About the Yearbook

The National Council on Teacher Quality (NCTQ) has long argued that no educational improvement strategies states take on are likely to have a greater impact than policies that seek to maximize teacher effectiveness. In this fifth edition of the *State Teacher Policy Yearbook*, NCTQ provides a detailed examination of state laws, rules and regulations that govern the teaching profession, covering the full breadth of policies including teacher preparation, licensure, evaluation, career advancement, tenure, compensation, pensions and dismissal.

The *Yearbook* is a 52-volume compendium of customized state reports for the 50 states and the District of Columbia, as well as a national summary overview, measuring state progress against a set of 36 specific policy goals. All of the reports are available from NCTQ's website at www.nctq.org/stpy.

The 36 *Yearbook* goals are focused on helping states put in place a comprehensive policy framework in support of preparing, retaining and rewarding effective teachers. The goals were developed based on input and ongoing feedback from state officials, practitioners, policy groups and other education organizations, as well as from NCTQ's own nationally respected advisory board. These goals meet five criteria for an effective reform framework:

- 1. They are supported by a strong rationale, grounded in the best research available. The rationale and research citations supporting each goal can be found at www.nctq.org/stpy.
- 2. They offer practical rather than pie-in-the-sky solutions for improving teacher quality.
- 3. They take on the teaching profession's most pressing needs, including making the profession more responsive to the current labor market.
- 4. They are, for the most part, relatively cost neutral.
- 5. They respect the legitimate constraints that some states face so that the goals can work in all 50 states.

The need to ensure that all children have effective teachers has captured the attention of the public and policy-makers across the country like never before. The *Yearbook* offers state school chiefs, school boards, legislatures and the many advocates who press hard for reform a concrete set of recommendations as they work to maximize teacher quality for their students.

# How to Read the Yearbook

NCTQ rates state teacher policy in several ways.

For each of the 36 individual teacher policy goals, states receive two ratings. The first rating indicates whether, or to what extent, a state has met the goal. NCTQ uses these familiar graphics to indicate the extent to which each goal has been met:









A new feature of this year's *Yearbook* is a progress rating for each goal NCTQ has measured over time. These ratings are intended to give states a meaningful sense of the changes in teacher policy since the 2009 *Yearbook* was published. Using the symbols below, NCTQ determines whether each state has advanced on the goal, if the state policy has remained unchanged, or if the state has actually lost ground on that topic.





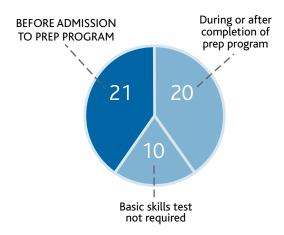


Some goals are marked with this symbol , which indicates that the bar has been raised for this goal since the 2009 *Yearbook*. With many states making considerable progress in advancing teacher effectiveness policy, NCTQ raised the standards for some goals where the bar had been quite low. As this may have a negative impact on some states' scores, those goals are always marked with the above symbol.

States receive grades in the five goal areas under which the 36 goals are organized: 1) delivering well prepared teachers; 2) expanding the pool of teachers; 3) identifying effective teachers; 4) retaining effective teachers and 5) exiting ineffective teachers. States also receive an overall grade that summarizes state performance across the five goal areas, giving an overall perspective on how states measure up against NCTQ benchmarks. New this year, states also receive an overall progress ranking, indicating how much progress each state has made compared to other states.

As always, the *Yearbook* provides a detailed narrative accounting of the policy strengths and weaknesses in each policy area for each state and for the nation as a whole. Best practices are highlighted. The reports are also chock full of reader-friendly charts and tables that provide a national perspective on each goal and serve as a quick reference on how states perform relative to one another, goal by goal.

Another new feature this year makes it easier to distinguish strong policies from weaker ones on our charts and tables. The policies NCTQ considers strong practices or the ideal policy positions for states are capitalized. This provides a quick thumbnail for readers to size up state policies against the policy option that aligns with NCTQ benchmarks for meeting each policy goal. For example, on the chart below, "BEFORE ADMISSION TO PREP PROGRAM" is capitalized, as that is the optimal timing for testing teacher candidates' academic proficiency.



# Goals

#### AREA 1: DELIVERING WELL PREPARED TEACHERS

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#### 1-A: Admission into Preparation Programs

The state should require undergraduate teacher preparation programs to admit only candidates with good academic records.

#### 1-B: Elementary Teacher Preparation

The state should ensure that its teacher preparation programs provide elementary teachers with a broad liberal arts education, the necessary foundation for teaching to the Common Core Standards.

#### 1-C: Teacher Preparation in Reading Instruction

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

#### 1-D: Teacher Preparation in Mathematics

The state should ensure that new elementary teachers have sufficient knowledge of the mathematics content taught in elementary grades.

#### 1-E: Middle School Teacher Preparation

The state should ensure that middle school teachers are sufficiently prepared to teach appropriate grade-level content.

#### 1-F: Secondary Teacher Preparation

The state should ensure that secondary teachers are sufficiently prepared to teach appropriate grade-level content.

## 1-G: Secondary Teacher Preparation in Science

The state should ensure that science teachers know all the subject matter they are licensed to teach.

#### 1-H: Secondary Teacher Preparation in Social Studies

The state should ensure that social studies teachers know all the subject matter they are licensed to teach.

#### 1-I: Special Education Teacher Preparation

The state should ensure that special education teachers know the subject matter they will be required to teach.

#### 1-I: Assessing Professional Knowledge

The state should use a licensing test to verify that all new teachers meet its professional standards.

#### 1-K: Student Teaching

The state should ensure that teacher preparation programs provide teacher candidates with a high-quality clinical experience.

#### 1-L: Teacher Preparation Program Accountability

The state's approval process for teacher preparation programs should hold programs accountable for the quality of the teachers they produce.

## AREA 2: EXPANDING THE POOL OF TEACHERS

**PAGE 57** 

#### 2-A: Alternate Route Eligibility

The state should require alternate route programs to exceed the admission requirements of traditional preparation programs while also being flexible to the needs of nontraditional candidates.

#### 2-B: Alternate Route Preparation

The state should ensure that its alternate routes provide streamlined preparation that is relevant to the immediate needs of new teachers.

#### 2-C: Alternate Route Usage and Providers

The state should provide an alternate route that is free from regulatory obstacles that limit its usage and providers.

#### 2-D: Part Time Teaching Licenses

The state should offer a license with minimal requirements that allows content experts to teach part time.

#### 2-E: Licensure Reciprocity

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

#### **AREA 3: IDENTIFYING EFFECTIVE TEACHERS**

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#### 3-A: State Data Systems

The state should have a data system that contributes some of the evidence needed to assess teacher effectiveness.

#### 3-B: Evaluation of Effectiveness

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

## 3-C: Frequency of Evaluations

The state should require annual evaluations of all teachers.

#### 3-D: Tenure

The state should require that tenure decisions are based on evidence of teacher effectiveness.

#### 3-E: Licensure Advancement

The state should base licensure advancement on evidence of teacher effectiveness.

#### 3-F: Equitable Distribution

The state should publicly report districts' distribution of teacher talent among schools to identify inequities in schools serving disadvantaged children.

#### **AREA 4: RETAINING EFFECTIVE TEACHERS**

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#### 4-A: Induction

The state should require effective induction for all new teachers, with special emphasis on teachers in high-need schools.

#### 4-B: Professional Development

The state should require professional development to be based on needs identified through teacher evaluations.

#### 4-C: Pay Scales

The state should give local districts authority over pay scales.

#### 4-D: Compensation for Prior Work Experience

The state should encourage districts to provide compensation for related prior subject-area work experience.

## 4-E: Differential Pay

The state should support differential pay for effective teaching in shortage and high-need areas.

#### 4-F: Performance Pay

The state should support performance pay but in a manner that recognizes its appropriate uses and limitations.

## 4-G: Pension Flexibility

The state should ensure that pension systems are portable, flexible and fair to all teachers.

#### 4-H: Pension Sustainability

The state should ensure that excessive resources are not committed to funding teachers' pension systems.

#### 4-I: Pension Neutrality

The state should ensure that pension systems are neutral, uniformly increasing pension wealth with each additional year of work.

#### **AREA 5: EXITING INEFFECTIVE TEACHERS**

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#### 5-A: Licensure Loopholes

The state should close loopholes that allow teachers who have not met licensure requirements to continue teaching.

#### 5-B: Unsatisfactory Evaluations

The state should articulate consequences for teachers with unsatisfactory evaluations, including specifying that teachers with multiple unsatisfactory evaluations should be eligible for dismissal.

#### 5-C: Dismissal for Poor Performance

The state should articulate that ineffective classroom performance is grounds for dismissal and ensure that the process for terminating ineffective teachers is expedient and fair to all parties.

#### 5-D: Reductions in Force

The state should require that its school districts consider classroom performance as a factor in determining which teachers are laid off when a reduction in force is necessary.

# Goal A – Admission into Preparation Programs

The state should require undergraduate teacher preparation programs to admit only candidates with good academic records.

## **Goal Components**

(The factors considered in determining the states' rating for the goal.)

- The state should require teacher candidates to pass a test of academic proficiency that assesses reading, writing and mathematics skills as a criterion for admission to teacher preparation programs.
- 2. All preparation programs in a state should use a common admissions test to facilitate program comparison, and the test should allow comparison of applicants to the general college-going population and selection of applicants in the top half of that population.
- 3. Programs should have the option of exempting candidates from this test who submit comparable SAT or ACT scores at a level set by the state.



The components for this goal have changed since 2009. In light of state progress on this topic, the bar for this goal has been raised.

## **Background**

A detailed rationale and supporting research for this goal can be found at www.nctq.org/stpy.



# Area 1: Goal A **West Virginia** Analysis



State Nearly Meets Goal



Rar Raised for this Goal



**Progress Since 2009** 

#### **ANALYSIS**

West Virginia requires that approved undergraduate teacher preparation programs only accept teacher candidates who have passed a basic skills test, the Praxis I. Although the state sets the minimum score for this test, it is normed just to the prospective teacher population.

West Virginia also allows teacher preparation programs to exempt candidates who demonstrate equivalent performance on the SAT or ACT, at a level set by the state.

#### Supporting Research

West Virginia Legislative Rules 126-114-6.2.2, .3

#### **RECOMMENDATION**

Require preparation programs to use a common test normed to the general college-bound population.

The basic skills tests in use in most states largely assess middle school-level skills. To improve the selectivity of teacher candidates—a common characteristic in countries whose students consistently outperform ours in international comparisons—West Virginia should require an assessment that demonstrates that candidates are academically competitive with all peers, regardless of their intended profession. Requiring a common test normed to the general college population would allow for the selection of applicants in the top half of their class, as well as facilitate program comparison.

#### **WEST VIRGINIA RESPONSE TO ANALYSIS**

West Virginia recognized the factual accuracy of this analysis. The state added that it is unable to address the accuracy of the norming process for the test of basic skills and noted its hope that ETS had the opportunity to respond to the analysis.

According to the state, it was subsequently advised that those two tests were designed to predict success during the first year of college and should not be used as a requirement for admission to a teacher education program, an event that usually occurs after the completion of general studies requirements, roughly after the sophomore year or the completion of 60 semester hours. The state added: "Thus, when permitted to do so by the court, Alabama involved teachers in validating the current basic skills assessments based on their perception of what skills beginning teachers must possess to teach effectively."

#### **LAST WORD**

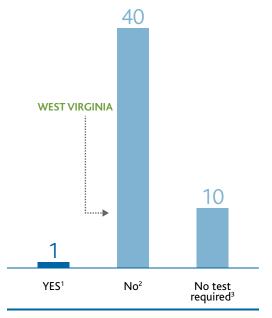
NCTQ is not disputing the accuracy of the norming process for the Praxis but rather is pointing out the limitation presented because this test is only offered to prospective teacher candidates and thus can only be normed to that group. Consequently, no matter how high passing scores are set, they only allow selectivity from within the group of prospective teachers. With much evidence that prospective teachers generally do not come from the top half of their graduating class, it would be more meaningful to have passing scores that reflected the performance of perspective teachers within the general college-bound population. Texas has a test that does just that. Texas requires that its education preparation programs only admit candidates that first pass the Texas Higher Education Assessment (THEA), a basic skills test that is designed for the general college population, not just for teacher candidates. Further, the state has set minimum scores for admission at levels that appear to be relatively selective when compared to the academic qualifications of applicants to education programs nationwide.



Although there are a number of states that require teacher candidates to pass a basic skills test as a criterion for admission to a preparation program, **Texas** is the only state that requires a test of academic proficiency normed to the general college bound population rather than just to prospective teachers. In addition, the state's minimum scores for admission appear to be relatively selective when compared to other tests used across the country.

Figure 2

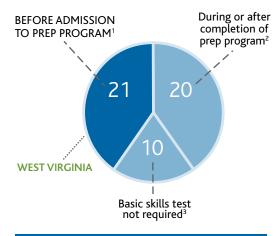
Do states require a test of academic proficiency that is normed to the general college-going population?



#### 1. Strong Practice: Texas

- 2. Alabama, Alaska, Arkansas, California, Connecticut, Delaware, District of Columbia, Florida, Georgia, Hawaii, Illinois, Indiana, Iowa, Louisiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, Nebraska, Nevada, New Hampshire, New Jersey, New Mexico, New York, North Carolina, North Dakota, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Carolina, Tennessee, Vermont, Virginia, Washington, West Virginia, Wisconsin
- 3. Arizona, Colorado, Idaho, Kansas, Kentucky, Montana, Ohio, South Dakota, Utah, Wyoming

Figure 3
When do states test teacher candidates' basic skills?

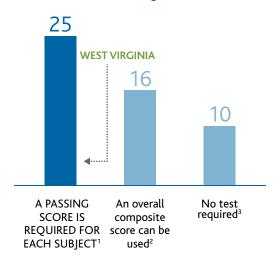


- Strong Practice: Arkansas, Connecticut, Florida, Georgia, Hawaii, Illinois, Indiana, Iowa, Louisiana, Mississippi, Missouri, Nebraska, North Carolina, Rhode Island, South Carolina, Tennessee, Texas, Virginia, Washington, West Virginia, Wisconsin
- Alabama, Alaska, California, Delaware, District of Columbia, Maine, Maryland, Massachussets, Michigan, Minnesota, Nevada, New Hampshire, New Jersey, New Mexico, New York, North Dakota, Oklahoma, Oregon, Pennsylvania, Vermont
- 3. Arizona, Colorado, Idaho, Kansas, Kentucky, Montana, Ohio, South Dakota, Utah, Wyoming



Figure 5

Do states measure performance in reading, mathematics and writing?



- 1. Strong Practice: Alabama, Alaska, Arkansas, Connecticut, Delaware, Florida, Georgia, Illinois, Louisiana, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, Nebraska, Nevada, New Jersey, Oklahoma, Oregon, South Carolina, Tennessee, Texas, Washington, West Virginia, Wisconsin
- California<sup>4</sup>, District of Columbia<sup>4</sup>, Hawaii<sup>4</sup>, Indiana, Iowa, Maine<sup>4</sup>, Maryland, New Hampshire<sup>4</sup>, New Mexico, New York, North Carolina, North Dakota<sup>5</sup>, Pennsylvania<sup>4</sup>, Rhode Island<sup>4</sup>, Vermont, Virginia
- 3. Arizona, Colorado, Idaho, Kansas, Kentucky, Montana, Ohio, South Dakota, Utah, Wyoming
- 4. Minimum score must be met in each section.
- Composite score can only be used if passing score is met on two of three subtests.

# Goal B – Elementary Teacher Preparation

The state should ensure that its teacher preparation programs provide elementary teachers with a broad liberal arts education, the necessary foundation for teaching to the Common Core Standards.

## **Goal Components**

(The factors considered in determining the states' rating for the goal.)

- 1. 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 36 credit hours to ensure appropriate depth in the core subject areas of English, science, social studies and fine arts. (Mathematics preparation for elementary teachers is discussed in Goal 1-D.)
- 2. The state should require elementary teacher candidates to pass a subject-matter test designed to ensure sufficient content knowledge of all subjects.
- 3. The state should require elementary teacher candidates to complete a content specialization in an academic subject area. In addition to enhancing content knowledge, this requirement also ensures that prospective teachers have taken higher level academic coursework.
- 4. Arts and sciences faculty, rather than education faculty, should in most cases teach liberal arts coursework to teacher candidates.

## **Background**

A detailed rationale and supporting research for this goal can be found at www.nctq.org/stpy.



# Area 1: Goal B **West Virginia** Analysis



State Meets Small Part of Goal



Progress Since 2009

#### **ANALYSIS**

Although West Virginia has adopted the Common Core Standards, the state does not ensure that its elementary teacher candidates are adequately prepared to teach the rigorous content associated with these standards.

West Virginia requires candidates to pass the Praxis II test "Elementary Education: Curriculum, Instruction and Assessment," which, unfortunately, not only combines content with a pedagogy assessment but also 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 the state's low passing score. Further, based on available information on the Praxis II, there is no reason to expect that the current version would be well aligned with the Common Core Standards.

Although the state does not specify any general education coursework, West Virginia does require that all elementary teacher candidates complete a minimum of 30 credit hours of combined coursework in areas such as English/language arts, health, physical education, science, social studies and the arts. The state specifically requires that this coursework be "relevant to the curriculum delivered in the elementary K-6 classroom."

In addition, West Virginia has adopted professional teaching standards (WVPTS) that offer broad expectations as to a teacher's requisite content knowledge. For example, teachers are expected to display "deep knowledge of the core content skills and tools and design instructional experiences that move beyond a focus on basic competency in the subject to include, as appropriate, the integration of 21st century interdisciplinary themes of global awareness, economic, business and entrepreneurial literacy, civic literacy and health literacy."

Finally, there is no assurance that arts and sciences faculty will teach liberal arts classes to elementary teacher candidates.

#### Supporting Research

Title 126 Legislative Rules, Board of Education, Series 114, Policy 5100, 6.3, Appendix A-2 Title 126 Legislative Rules, Board of Education, Series 136, Policy 5202 Praxis II www.ets.org

## **RECOMMENDATION**

# Require a content test that ensures sufficient knowledge in all subjects.

West Virginia should ensure that its subject-matter test for elementary teacher candidates is well aligned with the Common Core Standards, which represent an effort to significantly raise the standards for the knowledge and skills American students will need for college readiness and global competitiveness.

The state should also require separate passing scores for each content area on the test because without them it is impossible to measure knowledge of individual subjects. Further, to be meaningful, West Virginia should ensure that these passing scores reflect high levels of performance.

## Provide broad liberal arts coursework relevant to the elementary classroom.

West Virginia should either articulate a more specific set of standards or establish more comprehensive coursework requirements that are aligned with the Common Core Standards to ensure that candidates will complete coursework relevant to the common topics in elementary grades. An adequate curriculum is likely to require approximately 36 credit hours in the core subject areas of English, science, social studies and fine arts.

## Require at least an academic concentration.

An academic concentration, if not a full academic major, would not only enhance West Virginia teachers' content knowledge, but it would also ensure that prospective teachers have taken higher-level academic coursework. Further, it would provide an option for teacher candidates unable to fulfill student teaching or other professional requirements to still earn a degree.

## ■ Ensure that arts and sciences faculty teach liberal arts coursework.

Although an education professor is best suited to teach effective methodologies in subject instruction, faculty from the university's college of arts and sciences should provide subject-matter foundation.

#### WEST VIRGINIA RESPONSE TO ANALYSIS

West Virginia recognized the factual accuracy of this analysis. The state added that it is exploring the option of adopting a new Praxis II elementary education test, which will include subscores for each of the four content areas: reading, math, social studies and science.

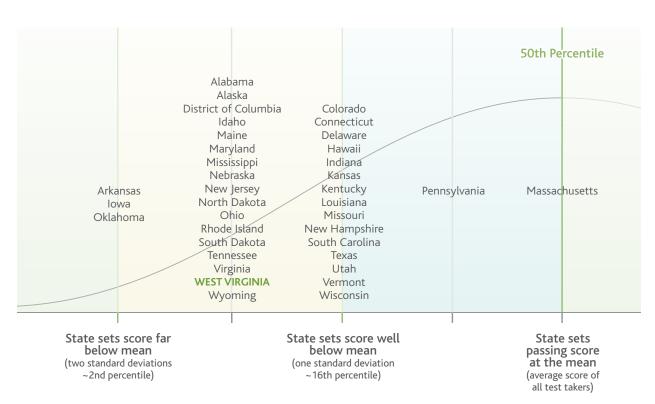
#### **LAST WORD**

NCTQ commends the efforts of states, like West Virginia, that have advocated for a new elementary education test from ETS. Requiring subscores for each of the content areas is a significant step toward ensuring that all elementary teachers possess the requisite knowledge for the classroom. NCTQ looks forward to reviewing West Virginia's progress in future editions of the *Yearbook*.



Although no state meets this goal, three states have noteworthy policies. **Massachusetts's** testing requirements, which are based on the state's curriculum, ensure that elementary teachers are provided with a broad liberal arts education. **Indiana** and **Utah** are the first two states to adopt the new Praxis II "Elementary Education: Multiple Subjects" content test, which requires candidates to pass separately scored subtests in reading/language arts, mathematics, social studies and science.

Figure 7
Where do states set the passing score on elementary content licensure tests<sup>1</sup>?



<sup>1</sup> Based on the most recent technical data that could be obtained; data not available for Arizona, California, Florida, Georgia, Illinois, Michigan, Minnesota, New Mexico, New York, North Carolina, Oregon and Washington. Montana and Nebraska do not require a content test. Colorado score is for Praxis II, not PLACE. Indiana, Maryland, Nevada, South Carolina and Utah now require new Praxis tests for which the technical data are not yet available; analysis is based on previously required test.

Figure 8

Have states adopted the K-12 Common Core State Standards?



1. Alaska, Minnesota, Nebraska, Texas, Virginia

Art History

Music

2. Strong Practice: Alabama, Arizona, Arkansas, California, Colorado, Connecticut, Delaware, District of Columbia, Florida, Georgia, Hawaii, Idaho, Illinois, Indiana, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Massachusetts, Michigan, Mississippi, Missouri, Montana, Nevada, New Hampshire, New Jersey, New Mexico, New York, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Carolina, South Dakota, Tennessee, Utah, Vermont, Washington, West Virginia, Wisconsin, Wyoming

Figure 9
What subjects does West Virginia expect elementary teachers to know?



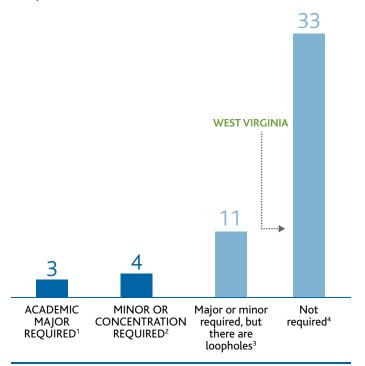
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Subject mentioned

★ Subject covered in depth

Figure 11

Do states expect elementary teachers to complete an academic concentration?



- 1. Strong Practice: Colorado, Massachusetts, New Mexico
- 2. Strong Practice: Indiana, Mississippi, New Hampshire, Oklahoma
- California, Connecticut, Iowa, Michigan, Missouri,
   New Jersey, New York, Tennessee, Texas, Vermont, Virginia
   These states require a major, minor or concentration but
   there is no assurance it will be in an academic subject area.
- 4. Alabama, Alaska, Arizona, Arkansas, Delaware, District of Columbia, Florida, Georgia, Hawaii, Idaho, Illinois, Kansas, Kentucky, Louisiana, Maine, Maryland, Minnesota, Montana, Nebraska, Nevada, North Carolina, North Dakota, Ohio, Oregon, Pennsylvania, Rhode Island, South Carolina, South Dakota, Utah, Washington, West Virginia, Wisconsin, Wyoming

# Goal C – Elementary Teacher Preparation in Reading Instruction

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

## **Goal Components**

(The factors considered in determining the states' rating for the goal.)

- To ensure that teacher preparation programs adequately prepare candidates in the science of reading instruction, the state should require that these programs train teachers in the five instructional components shown by scientifically based reading research to be essential to teaching children to read.
- The state should require that new elementary teachers pass a rigorous test of reading instruction in order to attain licensure.
   The design of the test should ensure that prospective teachers cannot pass without knowing the science of reading instruction.

# Background

A detailed rationale and supporting research for this goal can be found at www.nctq.org/stpy.



# Area 1: Goal C **West Virginia** Analysis



State Partly Meets Goal



Progress Since 2009

#### **ANALYSIS**

In its coursework requirements for elementary teacher preparation programs, West Virginia requires programs to address the science of reading. Elementary teacher candidates must take nine credit hours in reading, which include a focus on the five instructional components of scientifically based reading—phonemic awareness, phonics, fluency, vocabulary and comprehension—as well as how to assess students' reading ability and how to identify and correct reading difficulties. Middle and secondary preparation programs must contain a minimum of three hours of reading in the content area, which include a focus on vocabulary, comprehension and writing.

However, West Virginia does not require teacher candidates to pass a reading assessment prior to certification or at any point thereafter to verify that they have been effectively trained in the science of reading instruction.

## **Supporting Research**

Title 126 Legislative Rules, Board of Education, Series 114, Policy 5100, 6.3.4

#### **RECOMMENDATION**

Require teacher candidates to pass a rigorous assessment in the science of reading instruction.

Although West Virginia is commended for requiring teacher preparation programs to address the science of reading, the state should also require a rigorous reading assessment tool to ensure that its elementary teacher candidates are adequately prepared in the science of reading instruction before entering the classroom. The assessment should clearly test knowledge and skills related to the science of reading, and if it is combined with an assessment that also tests general pedagogy or elementary content, it should report a subscore for the science of reading specifically. Elementary teachers who do not possess the minimum knowledge in this area should not be eligible for licensure.

#### **WEST VIRGINIA RESPONSE TO ANALYSIS**

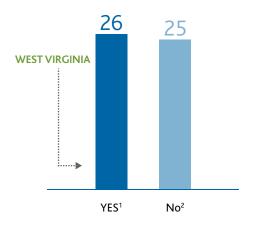
West Virginia recognized the factual accuracy of this analysis. The state added that it is exploring the option of adopting a new Praxis II elementary education test, which will include subscores for each of the four content areas: reading, math, social studies and science.



## **T** EXAMPLES OF BEST PRACTICE

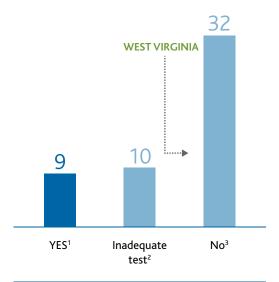
Eight states meet this goal by requiring that preparation programs for elementary teacher candidates address the science of reading and requiring that candidates pass comprehensive assessments that specifically test the five elements of instruction: phonemic awareness, phonics, fluency, vocabulary and comprehension. Independent reviews of the assessments used by Connecticut, Massachusetts and Virginia confirm that these tests are rigorous measures of teacher candidates' knowledge of scientifically based reading instruction.

Figure 13 Do states require preparation for elementary teachers in the science of reading?



- 1. Strong Practice: Alabama, Arkansas, California, Colorado, Connecticut, Florida, Georgia, Idaho, Indiana, Louisiana, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, Ohio, Oklahoma, Oregon, Pennsylvania, Tennessee, Texas, Vermont, Virginia, Washington, West Virginia
- 2. Alaska, Arizona, Delaware, District of Columbia, Hawaii, Illinois, Iowa, Kansas, Kentucky, Maine, Montana, Nebraska, Nevada, New Hampshire, New Jersey, New Mexico, New York, North Carolina, North Dakota, Rhode Island, South Carolina, South Dakota, Utah, Wisconsin, Wyoming

Figure 14 Do states measure new teachers' knowledge of the science of reading?



- 1. Strong Practice: Alabama, Connecticut, Massachusetts, Minnesota<sup>4</sup>, New Mexico<sup>5</sup>, Oklahoma, Pennsylvania<sup>5</sup>, Tennessee,
- 2. Arkansas, California, Florida, Georgia, Idaho, Indiana, Missouri, New York, Oregon, Texas
- 3. Alaska, Arizona, Colorado, Delaware, District of Columbia, Hawaii, Illinois, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Michigan, Mississippi, Montana, Nebraska, Nevada, New Hampshire, New Jersey, North Carolina, North Dakota, Ohio, Rhode Island, South Carolina, South Dakota, Utah, Vermont, Washington, West Virginia, Wisconsin, Wyoming
- 4. Based on the limited information available about the test on the state's website.
- 5. Test is under development and not yet available for review.

Figure 15	DE	REPARATIO	/	TEST REQUIRE	
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Utah					
Vermont					
Virginia					
Washington					
WEST VIRGINIA					
Wisconsin					
Wyoming					
	26	25	9	10	32

<sup>1.</sup> Based on the limited information available about the test on the state's website.

<sup>2.</sup> Test is under development and not yet available for review.

# Goal D – Elementary Teacher Preparation in Mathematics

The state should ensure that new elementary teachers have sufficient knowledge of the mathematics content taught in elementary grades.

# **Goal Components**

(The factors considered in determining the states' rating for the goal.)

- 1. The state should require teacher preparation programs to deliver mathematics content of appropriate breadth and depth to elementary teacher candidates. This content should be specific to the needs of the elementary teacher (i.e., foundations, algebra and geometry with some statistics).
- 2. The state should require elementary teacher candidates to pass a rigorous test of mathematics content in order to attain licensure.
- Such test can also be used to test out of course requirements and should be designed to ensure that prospective teachers cannot pass without sufficient knowledge of mathematics.

## **Background**

A detailed rationale and supporting research for this goal can be found at www.nctq.org/stpy.

# Figure 16 How States are Faring in Teacher Preparation in Mathematics **Best Practice State** Massachusetts States Meet Goal State Nearly Meets Goal Indiana 1 States Partly Meet Goal California, Florida, Minnesota 1, New Mexico, Utah 1 30 States Meet a Small Part of Goal Alabama, Alaska, Arizona, Delaware, District of Columbia, Georgia, Hawaii, Idaho, Illinois, Iowa 1, Kansas, Kentucky, Michigan, Mississippi, Missouri, Montana, New Hampshire, New York, North Dakota, Oklahoma, Pennsylvania, Rhode Island, South Carolina, South Dakota, Tennessee, Texas, Vermont, Virginia, Washington, Wyoming 14 States Do Not Meet Goal Arkansas, Colorado, Connecticut, Louisiana, Maine, Maryland, Nebraska, Nevada, New Jersey, North Carolina, Ohio, Oregon, **WEST VIRGINIA**, Wisconsin Progress on this Goal Since 2009: **↓**:0 **1**:4 •: 47

# Area 1: Goal D **West Virginia** Analysis



State Does Not Meet Goal



Progress Since 2009

#### **ANALYSIS**

West Virginia relies on its coursework requirements as the basis for articulating its requirements for the mathematics content knowledge of elementary teacher candidates.

The state requires that elementary teaching candidates complete a minimum of 30 credit hours of combined coursework in areas that include mathematics. West Virginia then specifically requires that elementary teacher candidates complete a minimum of nine hours of college-level mathematics courses, including a course in college algebra, and a three-hour course in mathematics methods.

Finally, West Virginia requires that all new elementary teachers pass a general subject-matter test, the Praxis II. This commercial test lacks a specific mathematics subscore, so one can likely fail the mathematics portion and still pass the test. Further, while this test does cover important elementary school-level content, it barely evaluates candidates' knowledge beyond an elementary school level, does not challenge their understanding of underlying concepts and does not require candidates to apply knowledge in nonroutine, multistep procedures.

#### **Supporting Research**

Title 126 Legislative Rules, Board of Education, Series 114, Policy 5100, 6.3.3(a)

Title 126 Legislative Rules, Board of Education, Series 136, Policy 5202

http://www.acei.org/standhp.htm

www.ets.org/praxis

"No Common Denominator: The Preparation of Elementary Teachers in Mathematics by America's Education Schools," NCTQ, June 2008 http://www.nctq.org/p/publications/docs/nctq\_ttmath\_fullreport.pdf

#### **RECOMMENDATION**

Require teacher preparation programs to provide mathematics content specifically geared to the needs of elementary teachers.

Although West Virginia requires mathematics coursework, the state should require teacher preparation programs to provide mathematics content specifically geared to the needs of elementary teachers. This includes specific coursework in foundations, algebra and geometry, with some statistics.

Require teacher candidates to pass a rigorous mathematics assessment.

West Virginia should assess mathematics content with a rigorous assessment tool, such as the test required in Massachusetts, that evaluates mathematics knowledge beyond an elementary school level and challenges candidates' understanding of underlying mathematics concepts. Such a test could also be used to allow candidates to test out of coursework requirements. Teacher candidates who lack minimum mathematics knowledge should not be eligible for licensure.

#### **WEST VIRGINIA RESPONSE TO ANALYSIS**

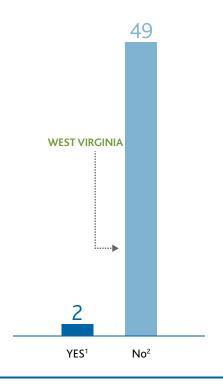
West Virginia recognized the factual accuracy of this analysis. The state added that it is in the process of adopting "elementary mathematics specialist" standards, which would be incorporated into the preparation of elementary educators. West Virginia also noted that it is exploring the option of adopting a new Praxis II elementary education test, which will include subscores for each of the four content areas: reading, math, social studies and science.



## **T** EXAMPLES OF BEST PRACTICE

Massachusetts is the only state that ensures that its elementary teachers have sufficient knowledge of mathematics content. As part of its general curriculum test, the state utilizes a separately scored mathematics subtest that covers topics specifically geared to the needs of elementary teachers.

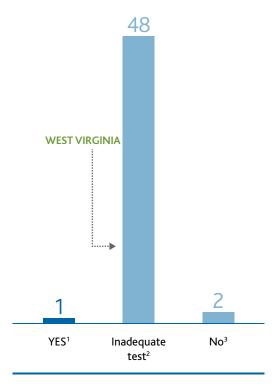
Figure 17 Do states articulate appropriate mathematics preparation for elementary teachers?



#### 1. Strong Practice: Indiana, Massachusetts

2. Alabama, Alaska, Arizona, Arkansas, California, Colorado, Connecticut, Delaware, District of Columbia, Florida, Georgia, Hawaii, Idaho, Illinois, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, 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

Figure 18 Do states measure new elementary teachers' knowledge of math?



## 1. Strong Practice: Massachusetts

- 2. Alabama, Alaska, Arizona, Arkansas, California, Colorado, Connecticut, Delaware, District of Columbia, Florida, Georgia, Hawaii, Idaho, Illinois, Indiana, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Michigan, Minnesota, Mississippi, Missouri, 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
- 3. Montana, Nebraska

# Goal E - Middle School Teacher Preparation

The state should ensure that middle school teachers are sufficiently prepared to teach appropriate grade-level content.

## **Goal Components**

(The factors considered in determining the states' rating for the goal.)

- The state should encourage middle school candidates who intend to teach multiple subjects to earn minors in two core academic areas rather than earn a single major. Middle school candidates intending to teach a single subject area should earn a major in that area.
- The state should not permit middle school teachers to teach on a generalist license that does not differentiate between the preparation of middle school teachers and that of elementary teachers.
- 3. The state should require that new middle school teachers pass a licensing test in every core academic area they intend to teach.

## **Background**

A detailed rationale and supporting research for this goal can be found at www.nctq.org/stpy.



# Area 1: Goal E **West Virginia** Analysis



State Partly Meets Goal



Progress Since 2009

#### **ANALYSIS**

West Virginia requires a middle-level endorsement for middle school teachers. Candidates completing two middle-level programs must complete the minimum of a subject-area minor (15 semester hours) in each subject, which would result in candidates earning two minors. A middle-level endorsement may also be added to another general education specialization such as K-6, an additional 5-9 or 5-adult program. Elementary teacher candidates are not required to earn the equivalent of a major or minor; therefore, this route potentially results in just one minor for the middle-level candidate.

All new middle school teachers in West Virginia are also required to pass a single-subject Praxis II content test to attain licensure; a general content knowledge test is not an option.

#### **Supporting Research**

Title 126 Legislative Rules, Board of Education, Series 114, Policy 5100, 6.3.2 and 10.4.2 www.ets.org/praxis

#### **RECOMMENDATION**

## ■ Strengthen middle school teachers' subject-matter preparation.

Although West Virginia is commended for not allowing middle school teachers to teach on a K-8 generalist license, it should strengthen middle school teachers' subject-matter preparation. West Virginia should encourage middle school teachers who plan to teach multiple subjects to earn two minors in two core academic areas, regardless of the route they take to middle-level licensure. Middle school candidates who intend to teach a single subject should earn a major in that area. In addition, the state is urged to rethink its five-adult general education specialization, as content and pedagogy preparation for grade 5 teachers would most certainly be different from those teaching the adult population.

#### **WEST VIRGINIA RESPONSE TO ANALYSIS**

West Virginia asserted that a middle childhood program must be taken in combination with another general education specialization leading to an endorsement on a professional teaching certificate. A teacher with a middle school endorsement would have to complete an approved program to be issued a minimum of two different endorsements.

#### **LAST WORD**

NCTQ's analysis acknowledges that West Virginia's middle-level endorsement must be added to another general education specialization. However, if a teacher candidate chooses to add the middle-level endorsement to an elementary education endorsement, then he or she would only be required to earn one minor.



# **EXAMPLES OF BEST PRACTICE**

Arkansas, Georgia and Pennsylvania ensure that all middle school teachers are sufficiently prepared to teach middle school-level content. Teachers are required to earn at least two content-area minors. Georgia and Pennsylvania also require passing scores on single-subject content tests, and Arkansas requires a subject-matter assessment with separate passing scores for each academic area.

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WEST VIRGINIA			
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Wyoming			
	29	6	16

<sup>1.</sup> California offers a K-12 generalist license for self-contained classrooms.

<sup>2.</sup> Illinois offers K-9 license.

<sup>3.</sup> With the exception of mathematics.

<sup>4.</sup> Oregon offers 3-8 license.

<sup>5.</sup> Wisconsin offers 1-8 license.

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WEST VIRGINIA					
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Wyoming					
	13	3	9	12	14

<sup>1.</sup> State does not explicitly require two minors, but it has equivalent requirements.

Pennsylvania has two options. One option requires a 30 credit concentration in one subject and nearly a minor (12 credits) in three additional subjects; the second option is 21 credits in two subject-area concentrations with 12 credits in two additional subjects.

# Goal F – Secondary Teacher Preparation

The state should ensure that secondary teachers are sufficiently prepared to teach appropriate grade-level content.

## **Goal Components**

(The factors considered in determining the states' rating for the goal.)

- 1. The state should require that secondary teachers pass a licensing test in every subject they intend to teach.
- 2. The state should require that secondary teachers pass a content test when adding subject-area endorsements to an existing license.

## Background

A detailed rationale and supporting research for this goal can be found at www.nctq.org/stpy.



# Area 1: Goal F **West Virginia** Analysis



State Meets Goal



Progress Since 2009

#### **ANALYSIS**

West Virginia requires that its secondary teacher candidates pass a Praxis II content test to teach any core secondary subjects. Unfortunately, West Virginia permits a significant loophole to this important policy by allowing both general science and general social studies licenses, without requiring subjectmatter testing for each subject area within these disciplines (see Goals 1-G and 1-H).

Further, to add an additional field to a secondary license, teachers must also pass a Praxis II content test. However, as stated above, West Virginia cannot guarantee content knowledge in each specific subject for those secondary teachers who add general science or general social studies endorsements.

## **Supporting Research**

Title 126 Legislative Rules, Board of Education, Series 136, Policy 5202, Appendix B http://wvde.state.wv.us/certification/

#### RECOMMENDATION

Require subject-matter testing for all secondary teacher candidates.

West Virginia wisely requires subject-matter tests for most secondary teachers but should address any loopholes that undermine this policy (see Goals 1-G and 1-H). This applies to the addition of endorsements as well.

#### **WEST VIRGINIA RESPONSE TO ANALYSIS**

West Virginia asserted that individuals with a general science endorsement (5-adult) are required to pass the Biology, Physical Science and General Science Praxis II content exams. A candidate may elect to substitute either the Chemistry or Physics content test for the Physical Science content test.

#### **LAST WORD**

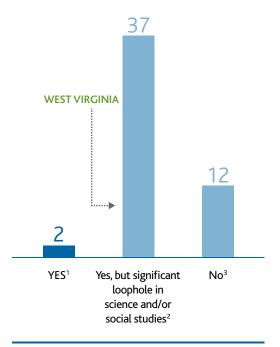
The issue of general science is addressed more fully in Goal 1-G. West Virginia should ensure that its requirements do not make it possible for secondary teachers with insufficient content knowledge to be licensed to teach any core subjects.



## **T** EXAMPLES OF BEST PRACTICE

Not only do Indiana and Tennessee require that secondary teacher candidates pass a content test to teach any core secondary subjects, but these states also do not permit any significant loopholes to this important policy by allowing secondary general science or social studies licenses (see Goals 1-G and 1-H).

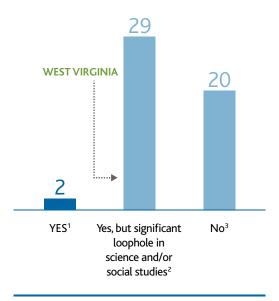
Figure 23 Do all secondary teachers have to pass a content test in every subject area for licensure?



#### 1. Strong Practice: Indiana, Tennessee

- 2. Alabama, Arkansas, Connecticut, Delaware, District of Columbia, Florida, Georgia, Hawaii, Idaho, Illinois, Kansas, Kentucky, Louisiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, Nevada, New Jersey, New Mexico, New York, North Dakota, Ohio, Oklahoma, Pennsylvania, South Carolina, South Dakota, Texas, Utah, Vermont, Virginia, Washington, West Virginia, Wisconsin. (For more on loopholes, see Goals 1-G and 1-H.)
- 3. Alaska, Arizona, California, Colorado, Iowa, Montana, Nebraska, New Hampshire, North Carolina, Oregon, Rhode Island, Wyoming

Figure 24 Do all secondary teachers have to pass a content test in every subject area to add an endorsement?



#### 1. Strong Practice: Indiana, Tennessee

- 2. Alabama, Arkansas, Connecticut, Delaware, Florida, Georgia, Idaho, Illinois, Kansas, Kentucky, Maine, Massachusetts, Michigan, Minnesota, New Jersey, New York, North Dakota, Ohio, Oklahoma, Pennsylvania, South Carolina, South Dakota, Texas, Utah, Vermont, Virginia, Washington, West Virginia, Wisconsin. (For more on loopholes, see Goals 1-G and 1-H.)
- 3. Alaska, Arizona, California, Colorado, District of Columbia, Hawaii, Iowa, Louisiana, Maryland, Mississippi, Missouri, Montana, Nebraska, Nevada, New Hampshire, New Mexico, North Carolina, Oregon, Rhode Island, Wyoming

# Goal G – Secondary Teacher Preparation in Science

The state should ensure that science teachers know all the subject matter they are licensed to teach.

## **Goal Components**

(The factors considered in determining the states' rating for the goal.)

- 1. The state should require secondary science teachers to pass a subject-matter test of each science discipline they intend to teach.
- 2. The state should require middle school science teachers to pass a subject-matter test designed to ensure that prospective teachers cannot pass without sufficient knowledge of science.

# **Background**

A detailed rationale and supporting research for this goal can be found at www.nctq.org/stpy.



# Area 1: Goal G West Virginia Analysis



## State Nearly Meets Goal



# Progress Since 2009

#### **ANALYSIS**

West Virginia offers a secondary endorsement in general science. Because there is no corresponding baccalaureate degree in general science, the state requires not less than 48 credit hours in the content area. Candidates must pass all of the following Praxis II tests: "Biology" (Part 1), "Physical Science," and "General Science" (Part 2). However, the state allows a passing score for either the chemistry or physics subject-specific endorsements to be submitted in substitution for the physical science test requirement outlined above. Teachers with this license are not limited to teaching general science but rather can teach any of the topical areas.

Middle school science teachers in West Virginia must earn a middle level endorsement. Candidates must complete a subject-area minor and, commendably, they must also pass the Praxis II "Middle School Science" test.

#### **Supporting Research**

Title 126 Legislative Rules, Board of Education, Series 114, Policy 5100, 6.3.2 **Praxis Testing Requirements** www.ets.org

#### **RECOMMENDATION**

## Require secondary science teachers to pass tests of content knowledge for each science discipline they intend to teach

States that allow general science certifications—but don't require passing scores on content tests for each subject area taught—are not ensuring that these secondary teachers possess adequate subject-specific content knowledge. Although West Virginia requires more tests than many of the other states that allow a general science endorsement, its requirements still do not ensure adequate subject matter knowledge. For example, a candidate could submit a passing score on the "Chemistry" exam to satisfy the physical science requirement, and then answer many questions incorrectly regarding physics on the "General Science" exam, yet still go on to teach high school physics.

#### **WEST VIRGINIA RESPONSE TO ANALYSIS**

West Virginia asserted that teachers who hold the general science endorsement are not eligible to teach "any of the topical" areas as mentioned above. They are allowed to teach general science in grades 5-8, as well as physical science, earth science and environmental science at the high school level.

#### Supporting Research

http://wveis.k12.wv.us/wveis2004/documents/CourseCodeManual\_008.pdf

#### **LAST WORD**

Even if these are the only classes that general science teachers are allowed to teach at the secondary level, there still is no guarantee that they possess the requisite knowledge in these areas, based on West Virginia's testing requirements. Physical science teachers must be able to teach both chemistry and physics. The Praxis II Physical Science content test does not report subscores for each of these areas, so a candidate could potentially answer many questions incorrectly in one area yet still pass the test. Candidates that choose to substitute either the Chemistry or Physics test for the Physical Science test will be teaching a subject area in which they have never been tested.

Interestingly, biology is the only area in which the state can guarantee requisite knowledge based on its testing requirements, yet this is the one subject general science teachers may not teach in high school.

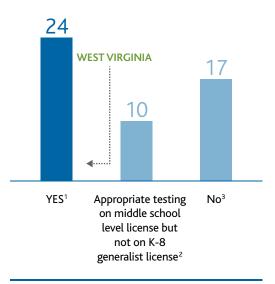
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## **TEXAMPLES OF BEST PRACTICE**

New Jersey does not offer certification in general science for secondary teachers. Although the state allows a combination physical science certificate, it ensure adequate content knowledge in both chemistry and physics by requiring teacher candidates to pass individual content tests in chemistry, physics and general science. Further, middle school science teachers must pass a science-specific content test.

Figure 27 Do states ensure that middle school teachers have adequate preparation to teach science?



- 1. Strong Practice: Alabama, Arkansas, Connecticut, Delaware, District of Columbia, Florida, Georgia, Hawaii, Indiana, Kansas, Kentucky, Louisiana, Maryland, Massachusetts, Mississippi, Missouri, New Jersey, Ohio, Pennsylvania, South Carolina, South Dakota, Vermont, Virginia, West Virginia
- 2. Maine, Minnesota, Nevada, New Hampshire, New Mexico, North Dakota, Oklahoma, Utah, Washington, Wisconsin
- 3. Alaska, Arizona, California, Colorado, Idaho, Illinois, Iowa, Michigan, Montana, Nebraska, New York, North Carolina, Oregon, Rhode Island, Tennessee, Texas, Wyoming

## **Area 1: Delivering Well-Prepared Teachers**

# Goal H - Secondary Teacher Preparation in Social Studies

The state should ensure that social studies teachers know all the subject matter they are licensed to teach.

### **Goal Components**

(The factors considered in determining the states' rating for the goal.)

- 1. The state should require secondary social studies teachers to pass a subject-matter test of each social studies discipline they intend to teach.
- The state should require middle school social studies teachers to pass a subject-matter test designed to ensure that prospective teachers cannot pass without sufficient knowledge of social studies.

## Background

A detailed rationale and supporting research for this goal can be found at www.nctq.org/stpy.

## Figure 28 How States are Faring in Preparation to Teach Social Studies **Best Practice State** Indiana States Meet Goal Georgia, South Dakota States Nearly Meet Goal Minnesota, Oklahoma 32 States Partly Meet Goal Alabama, Arkansas, Connecticut, Delaware, District of Columbia, Florida, Hawaii, Kansas, Kentucky, Louisiana, Maine, Maryland, Massachusetts, Michigan, Mississippi, Missouri, Nevada, New Hampshire, New Jersey, New Mexico, North Dakota, Ohio, Pennsylvania, South Carolina, Tennessee, Utah, Vermont Virginia, Washington, WEST VIRGINIA, Wisconsin, Wyoming State Meets a Small Part of Goal Illinois 13 States Do Not Meet Goal Alaska, Arizona, California, Colorado, Idaho, Iowa, Montana, Nebraska, New York, North Carolina, Oregon, Rhode Island, Texas Progress on this Goal Since 2009: **New Goal**

# Area 1: Goal H **West Virginia** Analysis



State Partly Meets Goal



Progress Since 2009

#### **ANALYSIS**

West Virginia offers a secondary endorsement in general social studies. Because there is no corresponding baccalaureate degree in general social studies, the state requires not less than 48 credit hours in the content area. Candidates must pass the Praxis II "Social Studies" content test. Teachers with this license are not limited to teaching general social studies but rather can teach any of the topical areas.

Middle school social studies teachers in West Virginia must earn a middle level endorsement. Candidates must complete a subject-area minor, and, commendably, they must also pass the Praxis II "Middle School Social Studies" test.

#### **Supporting Research**

Title 126 Legislative Rules, Board of Education, Series 114, Policy 5100, 6.3.2 **Praxis Testing Requirements** www.ets.org

#### **RECOMMENDATION**

Require secondary social studies teachers to pass tests of content knowledge for each social studies discipline they intend to teac

States that allow general social studies certifications—and only require a general knowledge social studies exam—are not ensuring that their secondary teachers possess adequate subject-specific content knowledge. West Virginia's required assessment combines all subject areas (e.g., history, geography, economics) and does not report separate scores for each subject area. Therefore, candidates could answer many—perhaps all—history questions, for example, incorrectly, yet still be licensed to teach history to high school students.

### **WEST VIRGINIA RESPONSE TO ANALYSIS**

West Virginia was helpful in providing NCTQ with facts that enhanced this analysis.

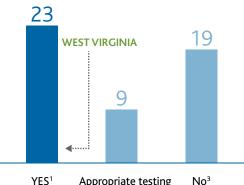
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## **TEXAMPLES OF BEST PRACTICE**

Not only does Indiana ensure that its secondary social studies teachers possess adequate content knowledge of all subjects they intend to teach through both coursework and content testingbut the state's policy also does not make it overly burdensome for social studies teachers to teach multiple subjects. Other notable states include Georgia and South Dakota, which also do not offer secondary general social studies certifications.

Figure 30 Do states ensure that middle school teachers have adequate preparation to teach social studies?



Appropriate testing on middle school level license but not on K-8 generalist license<sup>2</sup>

- 1. Strong Practice: Alabama, Arkansas, Connecticut, Delaware, District of Columbia, Florida, Georgia, Hawaii, Indiana, Kansas, Kentucky, Louisiana, Maryland, Mississippi, Missouri, New Jersey, Ohio, Pennsylvania, South Carolina, South Dakota, Vermont, Virginia, West Virginia
- 2. Maine, Michigan, Minnesota, Nevada, New Hampshire, New Mexico, North Dakota, Oklahoma, Washington
- 3. Alaska, Arizona, California, Colorado, Idaho, Illinois, Iowa, Massachusetts, Montana, Nebraska, New York, North Carolina, Oregon, Rhode Island, Tennessee, Texas, Utah, Wisconsin, Wyoming

1. Massachusetts does not offer a general social studies license, but offers combination licenses.

# **Area 1: Delivering Well-Prepared Teachers**

## Goal I – Special Education Teacher Preparation

The state should ensure that special education teachers know the subject matter they will be required to teach.

### **Goal Components**

(The factors considered in determining the states' rating for the goal.)

- 1. The state should not permit special education teachers to teach on a K-12 license that does not differentiate between the preparation of elementary teachers and that of secondary teachers.
- 2. All elementary special education candidates should have a broad liberal arts program of study that includes study in mathematics, science, English, social studies and fine arts and should be required to pass a subjectmatter test for licensure that is no less rigorous than what is required of general education candidates.
- 3. The state should require that teacher preparation programs graduate secondary special education teacher candidates who are highly qualified in at least two subjects. The state should also customize a "HOUSSE" route for new secondary special education teachers to help them achieve highly qualified status in all the subjects they teach.



The components for this goal have changed since 2009. In light of state progress on this topic, the bar for this goal has been raised.

### **Background**

A detailed rationale and supporting research for this goal can be found at www.nctq.org/stpy.



## Area 1: Goal I **West Virginia** Analysis



State Partly Meets Goal



Bar Raised for this Goal (



**Progress Since 2009** 

#### **ANALYSIS**

Commendably, West Virginia does not offer a K-12 special education certification.

West Virginia also appropriately requires its elementary special education teacher candidates to pass the same subject-matter test as general education candidates. However, the state does not ensure that its elementary special education teachers—who are required to meet the same preparation requirements as all elementary candidates—are provided with a broad liberal arts program of study relevant to the elementary classroom (see Goal 1-B).

Further, West Virginia fails to require that secondary special education teacher candidates are highly qualified in at least two subject areas, and it does not customize a HOUSSE route for new secondary special education teachers to help them achieve highly qualified status in all subjects they teach.

#### Supporting Research

Title 126 Legislative Rules, Board of Education, Series 114, Policy 5100, 10.4.4 **Praxis Test Requirements** www.ets.org

#### **RECOMMENDATION**

Provide a broad liberal arts program of study to elementary special education candidates, and require that they pass the same content test as general education teachers.

West Virginia should ensure that special education teacher candidates who will teach elementary grades possess not only knowledge of effective learning strategies but also knowledge of the subject matter at hand. Although the state commendably requires the same content test for elementary special education teachers as general education teachers, it should also require core-subject coursework relevant to the elementary classroom. Failure to ensure that teachers possess requisite content knowledge deprives special education students of the opportunity to reach their academic

Ensure that secondary special education teacher candidates graduate with highly qualified status in at least two subjects, and customize a HOUSSE route so that they can achieve highly qualified status in all subjects they plan to teach.

To make secondary special education teacher candidates more flexible and better able to serve schools and students, West Virginia should use a combination of coursework and testing to ensure that they graduate with highly qualified status in two core academic areas. A customized HOUSSE route can also help new secondary special education teacher candidates to become highly qualified in multiple subjects by offering efficient means by which they could gain broad overviews of specific areas of content knowledge, such as content-driven university courses. Such a route is specifically permitted in the 2004 reauthorization of the Individuals with Disabilities Education Act (IDEA).

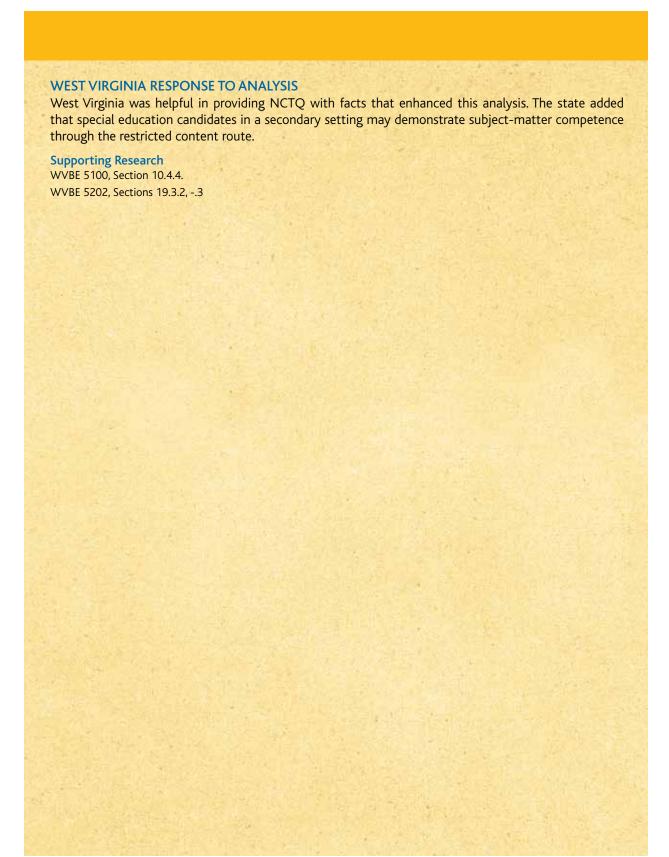


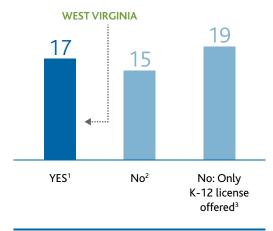
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## **TEXAMPLES OF BEST PRACTICE**

Unfortunately, NCTQ cannot highlight any state's policy in this area. Preparation of special education teachers remains a topic in critical need of states' attention. However, it is worth noting that three states—Louisiana, Pennsylvania and Texas—will no longer issue K-12 special education certifications. Only grade-level specific options will be available to new teachers.

Figure 33 Do states require subject-matter testing for elementary special education licenses?



- 1. Strong Practice: Alabama, Arkansas, Iowa, Kansas, Louisiana, Massachusetts, Michigan, Nebraska, New Jersey, New York, North Dakota, Oregon<sup>4</sup>, Pennsylvania<sup>5</sup>, Rhode Island, Texas, West Virginia, Wisconsin
- 2. Alaska, Georgia, Hawaii, Indiana, Maine, Maryland, Minnesota, Mississippi, Missouri, New Hampshire, South Dakota, Tennessee, Vermont, Washington, Wyoming
- 3. Arizona, California, Colorado, Connecticut, Delaware, District of Columbia, Florida, Idaho, Illinois, Kentucky, Montana, Nevada, New Mexico, North Carolina, Ohio, Oklahoma, South Carolina, Utah, Virginia
- 4. Although Oregon requires testing, the state allows an "alternative assessment" option for candidates who fail the tests twice to still be considered for a license.
- 5. In Pennsylvania, a candidate who opts for dual certification in elementary special education and as a reading specialist does not have to take a content test.

Figure 32

1. Beginning January 1, 2013

# **Area 1: Delivering Well-Prepared Teachers**

# Goal J – Assessing Professional Knowledge

The state should use a licensing test to verify that all new teachers meet its professional standards.

### **Goal Components**

(The factors considered in determining the states' rating for the goal.)

 The state should assess new teachers' knowledge of teaching and learning by means of a pedagogy test aligned to the state's professional standards.

#### **Background**

A detailed rationale and supporting research for this goal can be found at www.nctq.org/stpy.



# Area 1: Goal J **West Virginia** Analysis



State Meets Goal



Progress Since 2009

#### **ANALYSIS**

West Virginia requires all new teachers to pass a popular pedagogy test from the Praxis series in order to attain licensure.

## **Supporting Research**

http://www.ets.org/praxis/wv/requirements

#### **RECOMMENDATION**

■ Verify that commercially available tests of pedagogy actually align with state standards.

West Virginia should ensure that its selected test of professional knowledge measures the knowledge and skills the state expects new teachers to have.

## **WEST VIRGINIA RESPONSE TO ANALYSIS**

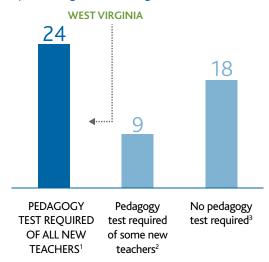
West Virginia recognized the factual accuracy of this analysis.



## **T** EXAMPLES OF BEST PRACTICE

Twenty-three states meet this goal, and although NCTQ has not singled out one state's policies for "best practice" honors, it additionally commends the nine states (Arizona, California, Florida, Illinois, Minnesota, New Mexico, New York, Oklahoma, Texas) that utilize their own assessments to measure pedagogical knowledge and skills.

Figure 35 Do states measure new teachers' knowledge of teaching and learning?



- 1. Strong Practice: Arizona, Arkansas, California, District of Columbia, Florida, Illinois, Kansas, Kentucky, Louisiana, Maine, Minnesota, Mississippi, Nevada, New Mexico, New York, North Dakota, Ohio, Oklahoma, Rhode Island, South Carolina, South Dakota, Tennessee, Texas, West Virginia
- 2. Connecticut, Idaho, Indiana, Maryland, Missouri, North Carolina, Pennsylvania, Utah<sup>4</sup>, Wyoming
- 3. Alabama, Alaska, Colorado, Delaware, Georgia, Hawaii, Iowa, Massachusetts, Michigan, Montana, Nebraska, New Hampshire, New Jersey, Oregon, Vermont, Virginia, Washington, Wisconsin
- 4. Not required until teacher advances from a Level One to a Level Two license.

## **Area 1: Delivering Well-Prepared Teachers**

# Goal K - Student Teaching

The state should ensure that teacher preparation programs provide teacher candidates with a high-quality clinical experience.

### **Goal Components**

(The factors considered in determining the states' rating for the goal.)

- The state should require that student teachers only be placed with cooperating teachers for whom there is evidence of their effectiveness as measured by consistent gains in student learning.
- 2. The state should require that teacher candidates spend at least 10 weeks student teaching.

### **Background**

A detailed rationale and supporting research for this goal can be found at www.nctq.org/stpy.



# Area 1: Goal K **West Virginia** Analysis



State Does Not Meet Goal



Progress Since 2009

#### **ANALYSIS**

West Virginia requires candidates to complete at least a 12-week clinical experience "unless s/he is able to demonstrate to the satisfaction of the college supervisor and the cooperating public school supervisor that s/he has achieved the proficiency level in less than the specified time." The state does not articulate any requirements for cooperating teachers.

#### Supporting Research

Title 126 Legislative Rules, Board of Education, Series 114, Policy 5100, 6.4.2

#### **RECOMMENDATION**

- Require teacher candidates to spend at least 10 weeks student teaching.
  - commitment, as requiring coursework and student teaching simultaneously does a disservice to both. Alignment with a school calendar for at least 10 weeks ensures both adequate classroom experience and exposure to a variety of ancillary professional activities.
- Ensure that cooperating teachers have demonstrated evidence of effectiveness as measured by student learning.
  - In addition to the ability to mentor an adult, cooperating teachers should also be carefully screened for their capacity to further student achievement. Research indicates that the only aspect of a student teaching arrangement that has been shown to have an impact on student achievement is the positive effect of selection of the cooperating teacher by the preparation program, rather than the student teacher or school district staff.
- Explicitly require that student teaching be completed locally, thus prohibiting candidates from completing this requirement abroad.

Unless preparation programs can establish true satellite campuses to closely supervise student teaching arrangements, placement in foreign or otherwise novel locales should be supplementary to a standard student teaching arrangement. Outsourcing the arrangements for student teaching makes it impossible to ensure the selection of the best cooperating teacher and adequate supervision of the student teacher and may prevent training of the teacher on relevant state instructional frameworks.

#### **WEST VIRGINIA RESPONSE TO ANALYSIS**

West Virginia recognized the factual accuracy of this analysis. The state added that although it stipulates an exemption to the 12-week clinical experience, all initial licensure programs have submitted programs that require a clinical experience of at least 12 weeks.

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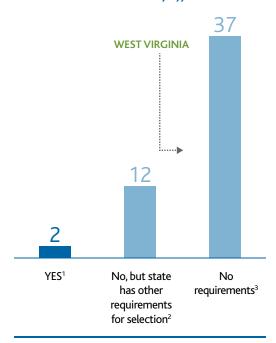
## **EXAMPLES OF BEST PRACTICE**

Although no state has been singled out for "best practice" honors, Florida and Tennessee require teacher candidates to complete at least 10 weeks of full-time student teaching, and they have taken steps toward ensuring that cooperating teachers have demonstrated evidence of effectiveness as measured by student learning.

<sup>1.</sup> Candidates can student teach for less than 12 weeks if determined to be proficient.

Figure 38

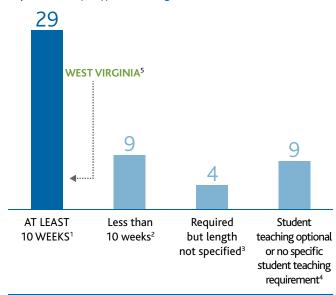
Is the selection of the cooperating teacher based on some measure of effectiveness?



#### 1. Strong Practice: Florida, Tennessee

- 2. Alabama, Connecticut, Indiana, Iowa, Kentucky, Nebraska, New Hampshire, New Jersey, North Dakota, Pennsylvania, Washington, Wisconsin
- 3. Alaska, Arizona, Arkansas, California, Colorado, Delaware, District of Columbia, Georgia, Hawaii, Idaho, Illinois, Kansas, Louisiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, Montana, Nevada, New Mexico, New York, North Carolina, Ohio, Oklahoma, Oregon, Rhode Island, South Carolina, South Dakota, Texas, Utah, Vermont, Virginia, West Virginia, Wyoming

Figure 39
Is the summative student teaching experience of sufficient length?



- Strong Practice: Alabama, Arkansas, Connecticut, Florida, Hawaii, Iowa, Kansas, Kentucky, Michigan, Minnesota, Mississippi, Nebraska, New Hampshire, New Jersey, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Carolina, South Dakota, Tennessee, Texas, Vermont, Washington, West Virginia<sup>5</sup>, Wisconsin
- 2. Idaho, Indiana, Louisiana, Massachusetts, Missouri, Nevada, New York, Virginia, Wyoming
- 3. Illinois, Maine, New Mexico, Utah
- 4. Alaska, Arizona, California, Colorado, Delaware, District of Columbia, Georgia, Maryland, Montana
- 5. Candidates can student teach for less than 12 weeks if determined to be proficient.

## **Area 1: Delivering Well-Prepared Teachers**

## Goal L – Teacher Preparation Program Accountability

The state's approval process for teacher preparation programs should hold programs accountable for the quality of the teachers they produce.

#### **Goal Components**

(The factors considered in determining the states' rating for the goal.)

- 1. The state should collect value-added data that connects student achievement gains to teacher preparation programs.
- 2. The state should collect other meaningful data that reflects program performance, including some or all of the following:
  - a. Average raw scores of teacher candidates on licensing tests, including basic skills, subject matter and professional knowledge tests;
  - b. Number of times, on average, it takes teacher candidates to pass licensing tests;
  - c. Satisfaction ratings by school principals and teacher supervisors of programs' student teachers, using a standardized form to permit program comparison;
  - d. Evaluation results from the first and/or second year of teaching;
  - e. Five-year retention rates of graduates in the teaching profession.
- 3. The state should establish the minimum standard of performance for each category of data. Programs should be held accountable for meeting these standards, with articulated consequences for failing to do so, including loss of program approval.
- 4. The state should produce and publish on its website an annual report card that shows all the data the state collects on individual teacher preparation programs.



The components for this goal have changed since 2009. In light of state progress on this topic, the bar for this goal has been raised.

## Background

A detailed rationale and supporting research for this goal can be found at www.nctq.org/stpy.



## Area 1: Goal L West Virginia Analysis



State Meets a Small Part of Goal Bar Raised for this Goal Progress Since 2009





#### **ANALYSIS**

West Virginia's approval process for its traditional and alternate route teacher preparation programs does not hold programs accountable for the quality of the teachers they produce.

Most importantly, West Virginia does not collect value-added data that connect student achievement gains to teacher preparation programs. However, the state's regulations indicate that "additional data to be collected shall include initiatives underway in the unit and the unit's involvement with P-12 schools."

Commendably, West Virginia does rely on other objective, meaningful data to measure the performance of its traditional teacher preparation programs. Programs must supply the following data to the state on an annual basis: the average raw score of candidates admitted to the program on the preprofessional skills test; the satisfaction rating by cooperating teachers on student teachers from the institution; and the average raw score of candidates on subject matter and pedagogy exams. However, it does not appear that the state applies any transparent, measurable criteria for conferring program approval and does not collect these data for its alternate route.

Further, there is no evidence that the state's standards for program approval are resulting in greater accountability. In the past three years, no programs in West Virginia have been identified in required federal reporting as low performing.

Although West Virginia publishes "The Quality of Teacher Preparation" report—which contains data regarding the performance of teacher education program completers on state assessments, institutionally designed performance assessments, field experiences and student teaching—on the state's website, the most recent report is dated 2007-2008.

#### **Supporting Research**

Title 126 Legislative Rules, Board of Education, Series 114, Policy 5100 126-114-14

The Quality of Teacher Preparation" report http://wvde.state.wv.us/certification/educatorprep/reports.php Title II State Reports https://title2.ed.gov

#### **RECOMMENDATION**

### Collect data that connect student achievement gains to teacher preparation programs.

To ensure that programs are producing effective classroom teachers, West Virginia should consider academic achievement gains of students taught by the programs' graduates, averaged over the first three years of teaching.

#### ■ Gather other meaningful data that reflect program performance.

Although West Virginia relies on some objective, meaningful data to measure the performance of teacher preparation programs, the state should expand its requirements to include other metrics such as evaluation results from the first and/or second year of teaching, and five-year retention rates of graduates in the teaching profession.

#### Establish the minimum standard of performance for each category of data.

Programs should be held accountable for meeting these standards, with articulated consequences for failing to do so, including loss of program approval after appropriate due process.

### Publish an annual report card on the state's website for all teacher preparation programs.

To inform the public with meaningful, readily understandable indicators of how well programs are doing, West Virginia should present all the data it collects on individual teacher preparation programs, including alternate routes. The state should also ensure that the data presented are as current as possible.

#### **WEST VIRGINIA RESPONSE TO ANALYSIS**

West Virginia asserted that it holds institutions responsible for the quality of the candidates they produce by requiring, through the program approval process, a minimum overall GPA of 2.5 for undergraduates and 3.0 for graduates. Further, programs must have an 80 percent or higher content exam pass rate.

The state added that programs must have data from performance assessments that reflect a minimum overall proficiency level for all candidates. Every institution is required to submit a report for all programs leading to licensure, including alternate route programs. Processes are outlined in the state protocol and are part of the accreditation process.

West Virginia also noted that several elements for the "Quality of Teacher Preparation Report" are annually collected and reported to Title II, and are published in the "West Virginia Department of Education Personnel Data Report."

## **Supporting Research**

WVBE Policy 5100, Section 12

http://wvde.state.wv.us/certification/data/personneldata/index.php

### **LAST WORD**

The standards the state describes address the quality of the candidates programs admit, not the quality of their graduates. Further, while the state's 80 percent pass-rate standard is common among many states, it sets the bar quite low and is not a meaningful measure of program performance.

Do states hold teacher preparation programs accountable?  Alabama	Figure 41			ADITIONAI PARATIOI	. /	ALTERNATIVE PREPARATION			
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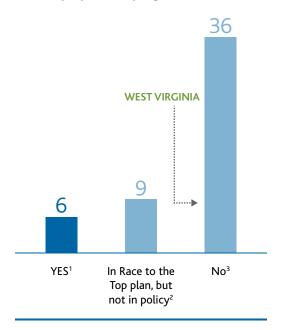
Reported institutional data do not distinguish between candidates in the traditional and alternate route programs.

The posted data do not allow the public to review and compare program performance because data are not disaggregated by program provider.



Florida connects student achievement gains to teacher preparation programs. The state also relies on other objective, meaningful data to measure the performance of teacher preparation programs, and it applies transparent, measurable criteria for conferring program approval. Florida also posts an annual report on its website.

Figure 42
Do states use student achievement data to hold teacher preparation programs accountable?



- 1. Strong Practice: Colorado, Florida, Georgia, Louisiana, Tennessee, Texas
- 2. Delaware, District of Columbia, Hawaii, Maryland, Massachusetts, New York, North Carolina, Ohio, Rhode Island
- Alabama, Alaska, Arizona, Arkansas, California, Connecticut, Idaho, Illinois, Indiana, Iowa, Kansas, Kentucky, Maine, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, Nevada, New Hampshire, New Jersey, New Mexico, North Dakota, Oklahoma, Oregon, Pennsylvania, South Carolina, South Dakota, Utah, Vermont, Virginia, Washington, West Virginia, Wisconsin, Wyoming

#### Figure 43

## Which states collect meaningful data?

#### **AVERAGE RAW SCORES ON LICENSING TESTS**

Alabama, Louisiana, Michigan, New Jersey, Tennessee, **WEST VIRGINIA** 

#### SATISFACTION RATINGS FROM SCHOOLS

Alabama, Arizona, Florida, Iowa, Kentucky, Maryland<sup>1</sup>, Michigan, Mississippi, Missouri, Nevada, New Jersey, Tennessee, Virginia, Washington<sup>1</sup>, WEST VIRGINIA

#### **EVALUATION RESULTS FOR PROGRAM GRADUATES**

Alabama, Arizona, Delaware<sup>1</sup>, Florida, Illiniois, Iowa, Pennsylvania, Rhode Island, South Carolina, Tennessee, Texas, Vermont

#### STUDENT LEARNING GAINS

Colorado, Florida, Georgia, Louisiana, Tennessee, Texas

#### **TEACHER RETENTION RATES**

Arizona, Colorado, Delaware<sup>1</sup>, Missouri, New Jersey

1. For alternate route only

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According to information posted on NCATE's website.

# **Area 2: Expanding the Pool of Teachers**

## Goal A – Alternate Route Eligibility

The state should require alternate route programs to exceed the admission requirements of traditional preparation programs while also being flexible to the needs of nontraditional candidates.

## **Goal Components**

(The factors considered in determining the states' rating for the goal.)

- 1. With some accommodation for work experience, alternate route programs should screen candidates for academic ability, such as requiring a minimum 2.75 overall college GPA
- 2. All alternate route candidates, including elementary candidates and those having a major in their intended subject area, should be required to pass the state's subject-matter licensing test.
- 3. Alternate route candidates lacking a major in the intended subject area should be able to demonstrate subject-matter knowledge by passing a test of sufficient rigor.

### Background

A detailed rationale and supporting research for this goal can be found at www.nctq.org/stpy.



## Area 2: Goal A **West Virginia** Analysis



State Partly Meets Goal



Progress Since 2009

#### **ANALYSIS**

While the admission requirements for West Virginia's alternate routes do not exceed those for traditional preparation programs or provide flexibility for nontraditional candidates, the state does require evidence of subject-matter knowledge.

West Virginia has two alternate routes: alternative route to certification for general education and alternative route to certification for special education. The state-run Transition to Teaching program falls under the admission criteria for the general education route. The route for special education is primarily for adding an endorsement to an existing license and therefore is not included in this analysis.

Transition to Teaching applicants must demonstrate prior academic performance with a minimum 2.5 GPA. Candidates are also required to have a major in, or closely related to, the intended teaching field, and pass a basic skills test and a subject-matter test. The state will accept equivalent scores on the SAT and ACT or a master's degree in lieu of the basic skills requirement. West Virginia also accepts a doctorate degree in lieu of the subject-matter exam. The state does not allow applicants to test out of coursework requirements.

#### **Supporting Research**

West Virginia Code 18A-3-1

http://wvde.state.wv.us/teachwv/teachprep.html

#### **RECOMMENDATION**

### Increase academic requirements for admission.

While a minimum GPA requirement is a first step toward ensuring that candidates are of good academic standing, the current standard of 2.5 does not serve as a sufficient indicator of past academic performance. The standard should be higher than what is required of traditional teacher candidates, such as a GPA of 2.75 or higher. Some accommodation in this standard may be appropriate for career changers. Alternatively, the state could require one of the standardized tests of academic proficiency commonly used in higher education for graduate admissions, such as the GRE.

### Extend subject-matter test requirement to all applicants.

While West Virginia is commended for requiring general education candidates to demonstrate content knowledge on a subject-matter test, it is strongly recommended that the state extend this requirement to all of its candidates. The concept behind alternate routes is that the nontraditional candidate is able to concentrate on acquiring professional knowledge and skills because he or she has strong subject-area knowledge. Teachers without sufficient subject-matter knowledge place students at risk.

### Offer flexibility in fulfilling coursework requirements.

West Virginia should allow any candidate who already has the requisite knowledge and skills to demonstrate such by passing a rigorous test. Rigid coursework requirements could dissuade talented individuals who lack precisely the right courses from pursuing a career in teaching.

## ■ Eliminate basic skills test requirement.

West Virginia's requirement that alternate route candidates pass a basic skills test is impractical and ineffectual, although the state is recognized for allowing candidates to use equivalent scores to fulfill this admission criterion. Basic skills tests measure minimum competency—essentially those skills that a person should have acquired in middle school—and are inappropriate for candidates who have already earned a bachelor's degree. Passage of a basic skills test provides no assurance that the candidate has the appropriate subject-matter knowledge needed for the classroom.

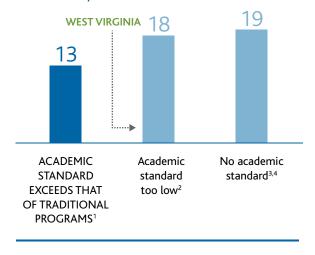
#### **WEST VIRGINIA RESPONSE TO ANALYSIS**

West Virginia noted that the Transition to Teaching program does have a track for initial licensure in special education. The special education track mentioned above does exist, but only for a special education teacher to add a restricted content endorsement in a secondary subject. However, special education candidates are required to pass a Praxis II exam upon completing the alternative route in order to be issued a professional teaching license.



Figure 47

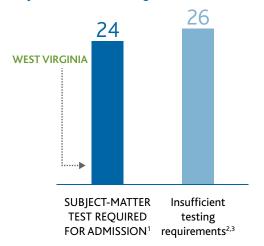
Do states require alternate routes to be selective?



- Strong Practice: Connecticut, District of Columbia, Illinois, Indiana, Iowa, Maryland, Michigan, Minnesota, New Jersey, New York, Pennsylvania, Rhode Island, Tennessee
- Alabama, Alaska, Arkansas, Florida, Kansas, Kentucky, Louisiana, Mississippi, Missouri, Nebraska, North Carolina, Ohio, Oklahoma, South Carolina, South Dakota, Texas, West Virginia, Wyoming
- Arizona, California, Colorado, Delaware, Georgia, Hawaii, Idaho, Maine, Massachusetts, Montana, Nevada, New Hampshire, New Mexico, Oregon, Utah, Vermont, Virginia, Washington, Wisconsin
- 4. North Dakota does not have an alternate route to certification.

Figure 48

Do states ensure that alternate route teachers have subject-matter knowledge?



- Strong Practice: Alabama, Arizona, Arkansas, Connecticut<sup>4</sup>, District of Columbia, Florida, Illinois<sup>4</sup>, Kansas, Kentucky, Louisiana, Massachusetts, Michigan, Minnesota, Mississippi, New Jersey, New York, Ohio, Oklahoma, Pennsylvania, South Carolina, South Dakota, Virginia, Washington, West Virginia
- 2. State does not require test at all, exempts some candidates or does not require passage until program completion. Alaska, California, Colorado, Delaware, Georgia, Hawaii, Idaho, Indiana, Iowa, Maine, Maryland, Missouri, Montana, Nebraska, Nevada, New Hampshire, New Mexico, North Carolina, Oregon, Rhode Island, Tennessee, Texas, Utah, Vermont, Wisconsin, Wyoming
- $\ensuremath{\mathsf{3}}.$  North Dakota does not have an alternate route to certification.
- 4. Required prior to entering the classroom.

#### Figure 46

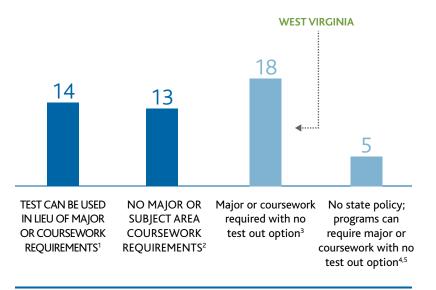
1. North Dakota does not have an alternate route to certification.



The **District of Columbia** and **Michigan** require candidates to demonstrate above-average academic performance as conditions of admission to an alternate route program, with both requiring applicants to have a minimum 3.0 GPA. In addition, neither state requires a content-specific major; subject-area knowledge is demonstrated by passing a test, making their alternate routes flexible to the needs of nontraditional candidates.

Figure 49

Do states accommodate the nontraditional background of alternate route candidates?



Strong Practice: Alabama, California, Colorado, Connecticut<sup>6</sup>, Florida, Georgia, Maine, Maryland, North Carolina, Oklahoma, Oregon, Rhode Island, Tennessee, Texas

- 4. Hawaii, Idaho, Nevada, New Mexico, Wisconsin
- 5. North Dakota does not have an alternate route to certification.
- 6. Test out option available to candidates in shortage areas only.

<sup>2.</sup> Strong Practice: Arizona, Arkansas, District of Columbia, Illinois, Iowa, Louisiana, Massachusetts, Michigan, Minnesota, Mississippi, Ohio, Virginia, Washington

Alaska, Delaware, Indiana, Kansas, Kentucky, Missouri, Montana, Nebraska, New Hampshire, New Jersey, New York, Pennsylvania, South Carolina, South Dakota, Utah, Vermont, West Virginia, Wyoming

# **Area 2: Expanding the Pool of Teachers**

## Goal B – Alternate Route Preparation

The state should ensure that its alternate routes provide streamlined preparation that is relevant to the immediate needs of new teachers.

### **Goal Components**

(The factors considered in determining the states' rating for the goal.)

- 1. The state should ensure that the amount of coursework it either requires or allows is manageable for a novice teacher. Anything exceeding 12 credit hours of coursework in the first year may be counterproductive, placing too great a burden on the teacher. This calculation is premised on no more than six credit hours in the summer, three in the fall and three in the spring.
- 2. The state should ensure that alternate route programs offer accelerated study not to exceed six (three credit) courses for secondary teachers and eight (three credit) courses for elementary teachers (exclusive of any credit for practice teaching or mentoring) over the duration of the program. Programs should be limited to two years, at which time the new teacher should be eligible for a standard certificate.
- All coursework requirements should target the immediate needs of the new teacher (e.g., seminars with other grade-level teachers, training in a particular curriculum, reading instruction and classroom management techniques).
- 4. The state should ensure that candidates have an opportunity to practice teach in a summer training program. Alternatively, the state can require an intensive mentoring experience, beginning with a trained mentor assigned full time to the new teacher for the first critical weeks of school and then gradually reduced. The state should support only 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 effective teachers.

## Background

A detailed rationale and supporting research for this goal can be found at www.nctq.org/stpy.

Figure 50 How States are Faring in Alternate Route Preparation **Best Practice State** Connecticut States Meet Goal Arkansas, Delaware 1, Georgia, New Jersey States Nearly Meet Goal Alabama, Florida, Maryland 1, Mississippi, Rhode Island 1, South Carolina, Virginia 11 States Partly Meet Goal Alaska, California, Kentucky, Louisiana, Massachusetts, Nevada 1, New Mexico, New York, Ohio 1, South Dakota, **WEST VIRGINIA** 18 States Meet a Small Part of Goal Arizona, Colorado, District of Columbia, Idaho, Illinois, Indiana, Iowa↓, Kansas1, Michigan 1, Minnesota 1, Missouri, Oklahoma, Pennsylvania, Tennessee, Texas, Utah, Washington, Wyoming 10 States Do Not Meet Goal Hawaii, Maine, Montana, Nebraska, New Hampshire, North Carolina, North Dakota, Oregon, Vermont, Wisconsin Progress on this Goal Since 2009: **1**:8 **+** : 42 **↓**:1

## Area 2: Goal B **West Virginia** Analysis



State Partly Meets Goal



Progress Since 2009

#### **ANALYSIS**

West Virginia does not ensure that its alternate route candidates receive streamlined preparation that meets the immediate needs of new teachers.

West Virginia requires alternate route candidates to complete a minimum of 18 semester hours of coursework in the areas of student assessment, development and learning, curriculum, classroom management, the use of educational computers and other technology and special education and diversity.

Candidates complete three phases of induction and support during their first year. Phase I consists of intensive mentoring support for at least the first two weeks, not to exceed the fourth week, of school during which time the new teacher is observed daily. Phase II must continue for a period of at least 10 weeks; during this time the teacher is observed a minimum of one time per week and formally evaluated twice. The third phase is an additional period of continued supervision should it be necessary. The state is commended for its mentoring program.

Alternate routes can receive full certification in one year or less.

#### **Supporting Research**

http://wvde.state.wv.us/teachwv/altroute\_coresub.html
Chapter 18A Article 3 Section 1a

#### **RECOMMENDATION**

- Ensure that new teachers are not burdened by excessive requirements.
  - Setting minimum requirements, without established maximums, does not ensure that the new teacher will be able to complete the program in an appropriate amount of time without being overburdened by coursework.
- **Establish coursework guidelines for alternate route preparation programs.** 
  - Appropriate coursework should include grade-level or subject-level seminars, methodology in the content area, classroom management, assessment and scientifically based early reading instruction.

#### **WEST VIRGINIA RESPONSE TO ANALYSIS**

West Virginia recognized the factual accuracy of this analysis.





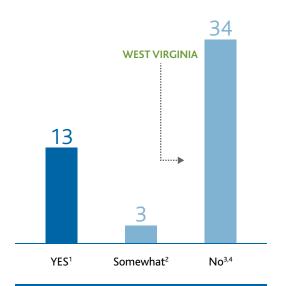
## **TEXAMPLES OF BEST PRACTICE**

Connecticut ensures that its alternate route provides streamlined preparation that meets the immediate needs of new teachers. The state requires a manageable number of credit hours, relevant coursework, a field placement and intensive mentoring. Other notable states include Arkansas, Delaware, Georgia and New Jersey. These states provide streamlined, relevant coursework with intensive mentoring.

<sup>1.</sup> Florida requires practice teaching or intensive mentoring.

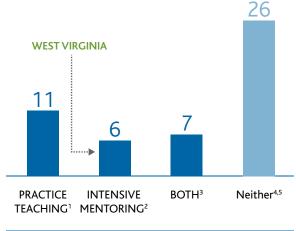
<sup>2</sup> North Dakota does not have an alternate route to certification.

Figure 52 Do states curb excessive coursework requirements?



- 1. Strong Practice: Alabama, Arkansas, Colorado, Connecticut, Delaware, Florida, Georgia, Maryland, Mississippi, New Jersey, Rhode Island, South Carolina, Virginia
- 2. Indiana, Nevada, Wyoming
- 3. Alaska, Arizona, California, District of Columbia, Hawaii, Idaho, Illinois, Iowa, Kansas, Kentucky, Louisiana, Maine, Massachusetts, Michigan,Minnesota, Missouri, Montana, Nebraska, New Hampshire, New Mexico, New York, North Carolina, Ohio, Oklahoma, Oregon, Pennsylvania, South Dakota, Tennessee, Texas, Utah, Vermont,  $Washington, West \, Virginia, Wisconsin$
- 4. North Dakota does not have an alternate route to certification.

Figure 53 Do states require practice teaching or intensive mentoring?



- 1. Strong Practice: Arizona, Indiana, Iowa, Louisiana, Michigan, Nebraska, New Mexico, Ohio, Rhode Island, Vermont, Virginia
- 2. Strong Practice: Arkansas, Georgia, Kentucky, New Jersey, New York,
- 3. Strong Practice: Alaska, Connecticut, Delaware, District of Columbia, Florida<sup>6</sup>, Maryland, Massachusetts
- 4. Alabama, California, Colorado, Hawaii, Idaho, Illinois, Kansas, Maine, Minnesota, Mississippi, Missouri, Montana, Nevada, New Hampshire, North Carolina, Oklahoma, Oregon, Pennsylvania, South Carolina, South Dakota, Tennessee, Texas, Utah, Washington, Wisconsin, Wyoming
- 5. North Dakota does not have an alternate route to certification.
- 6. Candidates are required to have one or the other, not both.



# **Area 2: Expanding the Pool of Teachers**

## Goal C – Alternate Route Usage and Providers

The state should provide an alternate route that is free from regulatory obstacles that limit its usage and providers.

### **Goal Components**

(The factors considered in determining the states' rating for the goal.)

- 1. The state should not treat the alternate route as a program of last resort or restrict the availability of alternate routes to certain subjects, grades or geographic areas.
- The state should allow districts and nonprofit organizations other than institutions of higher education to operate alternate route programs.
- 3. The state should ensure that its alternate route has no requirements that would be difficult to meet for a provider that is not an institution of higher education (e.g., an approval process based on institutional accreditation).

### **Background**

A detailed rationale and supporting research for this goal can be found at www.nctq.org/stpy.



# Area 2: Goal C **West Virginia** Analysis



State Partly Meets Goal



Progress Since 2009

#### **ANALYSIS**

Although it does not place restrictions on providers, West Virginia limits the usage of its alternate routes.

West Virginia's alternate routes can only be used for certification to teach in critical shortage districts and subject areas.

West Virginia authorizes local universities, colleges, schools, school districts, consortia of schools or regional educational service agencies to offer alternate route programs. The state is commended for allowing a diversity of providers. A good diversity of providers helps all programs, both university and non-university based, to improve.

### **Supporting Research**

Chapter 18A Article 3 Section 1

http://wvde.state.wv.us/teachwv/teachprep.html

#### **RECOMMENDATION**

## ■ Broaden alternate route usage.

West Virginia should reconsider subject area restrictions on its alternate route. Alternate routes should not be programs of last resort for hard-to-staff subjects, grade levels or geographic areas but rather a way to expand the teacher pipeline throughout the state.

### **WEST VIRGINIA RESPONSE TO ANALYSIS**

West Virginia recognized the factual accuracy of this analysis.





## **T** EXAMPLES OF BEST PRACTICE

Twenty-six states meet this goal, and although NCTQ has not singled out one state's policies for "best practice" honors, it commends all states that permit both broad usage and a diversity of providers for their alternate routes.

Figure 56 Can alternate route teachers teach any subject or grade anywhere in the state?

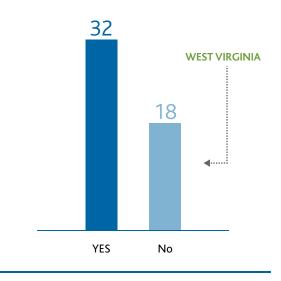
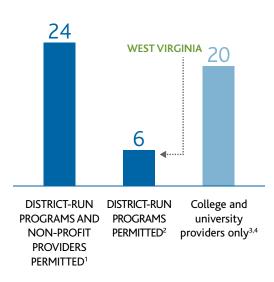


Figure 55 and 56

- 1. Alabama offers routes without restrictions for candidates with master's degrees. The route for candidates with bachelor's degrees is limited to
- 2. North Dakota does not have an alternate route to certification.

Figure 57

Do states permit providers other than colleges or universities?



- Strong Practice: Arizona, Arkansas, Connecticut, Delaware, District of Columbia, Florida, Illinois, Kentucky, Louisiana, Maryland, Massachusetts, Michigan, Nevada, New Hampshire, New York, Ohio, Oklahoma, Pennsylvania, Rhode Island, Tennessee, Texas, Virginia, Washington, Wisconsin
- 2. Strong Practice: California, Colorado, Georgia, North Carolina, Vermont<sup>5</sup>, West Virginia
- Alabama, Alaska, Hawaii, Idaho<sup>6</sup>, Indiana, Iowa, Kansas, Maine, Minnesota, Mississippi<sup>6</sup>, Missouri<sup>6</sup>, Montana, Nebraska, New Jersey<sup>7</sup>, New Mexico, Oregon, South Carolina<sup>6</sup>, South Dakota, Utah<sup>6</sup>, Wyoming
- 4. North Dakota does not have an alternate route to certification.
- 5. Districts can run Peer Review programs only.
- 6. ABCTE is also an approved provider.
- 7. Permits school districts to provide programs without university partnerships in some circumstances.

GENUINE OR NEARLY
GENUINE ALTERNATEROUTE Offered route is disingenuous Figure 58 Alternate oute that need significant improvements Do states provide real alternative pathways to certification? Alabama Alaska Arizona Arkansas California Colorado Connecticut Delaware District of Columbia Florida Georgia Hawaii Idaho Illinois П Indiana Iowa Kansas Kentucky Louisiana Maine Maryland Massachusetts Michigan Minnesota Mississippi Missouri Montana Nebraska Nevada New Hampshire New Jersey New Mexico New York North Carolina North Dakota<sup>1</sup> Ohio Oklahoma Oregon Pennsylvania Rhode Island South Carolina South Dakota Tennessee Texas Utah Vermont Virginia Washington **WEST VIRGINIA** Wisconsin Wyoming 7 25 18

Figure 58

1. North Dakota does not have an alternate route to certification.

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Vermont									
Virginia									
Washington WEST VIRGINIA									
Wisconsin									
Wyoming									
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# **Area 2: Expanding the Pool of Teachers**

# Goal D – Part-Time Teaching Licenses

The state should offer a license with minimal requirements that allows content experts to teach part time.

# **Goal Components**

(The factors considered in determining the states' rating for the goal.)

- Either through a discrete license or by waiving most licensure requirements, the state should authorize individuals with content expertise to teach as part-time instructors.
- 2. All candidates for a part-time teaching license should be required to pass a subjectmatter test.
- 3. Other requirements for this license should be limited to those addressing public safety (e.g., background screening) and those of immediate use to the novice instructor (e.g., classroom management training).

### **Background**



# Area 2: Goal D **West Virginia** Analysis



State Does Not Meet Goal Progress Since 2009



#### **ANALYSIS**

West Virginia does not offer a license with minimal requirements that would allow content experts to teach part time.

#### RECOMMENDATION

Offer a license that allows content experts to serve as part-time instructors.

West Virginia should permit individuals with deep subject-area knowledge to teach a limited number of courses without fulfilling a complete set of certification requirements. The state should verify content knowledge through a rigorous test and conduct background checks as appropriate, while waiving all other licensure requirements. Such a license would increase districts' flexibility to staff certain subjects, including many STEM areas, that are frequently hard to staff or may not have high enough enrollment to necessitate a full-time position.

### **WEST VIRGINIA RESPONSE TO ANALYSIS**

West Virginia recognized the factual accuracy of this analysis. The state added that it "was taken back that in the same document inquiring about teacher quality, that a goal sub-statement would be to waive most licensure requirements."

#### **LAST WORD**

NCTQ is clearly not advocating that this license become the pathway for most teachers to the classroom, as it is only for limited teaching where subject-matter expertise can clearly be demonstrated.

#### Figure 61 Do states offer a license with minimal requirements that allows content experts to teach part-time? YES No Alabama Alaska Arizona Arkansas California Colorado Connecticut Delaware District of Columbia Florida Georgia Hawaii Idaho Illinois Indiana Iowa Kansas Kentucky Louisiana Maine Maryland Mass a chusettsMichigan Minnesota Mississippi Missouri Montana Nebraska Nevada New Hampshire New Jersey New Mexico New York 2 North Carolina North Dakota Ohio Oklahoma Oregon Pennsylvania Rhode Island South Carolina South Dakota Tennessee Texas Utah Vermont Virginia 2 Washington **WEST VIRGINIA** Wisconsin Wyoming 16 35



# **TEXAMPLES OF BEST PRACTICE**

Arkansas offers a license with minimal requirements that allows content experts to teach part time. Individuals seeking this license must pass a subject-matter test and are also required to complete specially-designed pedagogy training that is not overly burdensome.

<sup>1.</sup> License has restrictions.

<sup>2.</sup> It appears that the state has a license that may be used for this purpose; guidelines are vague.

# **Area 2: Expanding the Pool of Teachers**

# Goal E – Licensure Reciprocity

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

# **Goal Components**

(The factors considered in determining the states' rating for the goal.)

- The state should offer a standard license to fully certified teachers moving from other states, without relying on transcript analysis or recency requirements as a means of judging eligibility. The state can and should require evidence of good standing in previous employment.
- 2. The state should uphold its standards for all teachers by insisting that certified teachers coming from other states meet the incoming state's testing requirements.
- 3. The state should accord the same license to teachers from other states who completed an approved alternate route program that it accords teachers prepared in a traditional preparation program.

# **Background**



# Area 2: Goal E **West Virginia** Analysis



State Partly Meets Goal



Progress Since 2009

#### **ANALYSIS**

West Virginia does not support licensure reciprocity for certified teachers from other states.

Regrettably, West Virginia waives its licensing tests for out-of-state teachers who have three years of teaching experience within the last seven years.

However, West Virginia offers its standard license to out-of-state certified teachers, without specifying any additional coursework requirements or relying on transcript analysis or recency requirements to determine eligibility.

West Virginia is also a participant in the NASDTEC Interstate Agreement; however, the latest iteration of this agreement no longer purports to be a reciprocity agreement among states and thus is no longer included in this analysis.

# **Supporting Research**

Code of State Rules 126-136-16

#### RECOMMENDATION

■ To uphold standards, require that teachers coming from other states meet testing requirements.

West Virginia takes considerable risk by waiving its licensing tests for any out-of-state teacher with three years of teaching experience. The state should not provide any waivers of its teacher tests unless an applicant can provide evidence of a passing score under its own standards. The negative impact on student learning stemming from a teacher's inadequate subject-matter knowledge is not mitigated by the teacher's having recent experience.

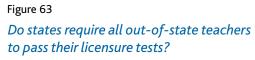
### WEST VIRGINIA RESPONSE TO ANALYSIS

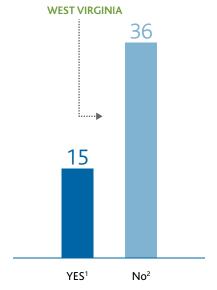
West Virginia recognized the factual accuracy of this analysis.



# **T** EXAMPLES OF BEST PRACTICE

Alabama and Texas appropriately support licensure reciprocity by only requiring certified teachers from other states to meet each state's own testing requirements and by not specifying any additional coursework or recency requirements to determine eligibility for either traditional or alternate route teachers.





- 1. Strong Practice: Alabama, Alaska, Idaho, Illinois, Massachusetts, Minnesota, New York<sup>3</sup>, North Dakota, Ohio, Pennsylvania<sup>3</sup>, South Dakota, Texas, Utah, Washington<sup>3</sup>, Wisconsin
- 2. Arizona, Arkansas, California, Colorado, Connecticut, Delaware, District of Columbia, Florida, Georgia, Hawaii, Indiana, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Michigan, Mississippi, Missouri, Montana<sup>4</sup>, Nebraska<sup>4</sup>, Nevada, New Hampshire, New Jersey, New Mexico, North Carolina, Oklahoma, Oregon, Rhode Island, South Carolina, Tennessee, Vermont, Virginia. West Virginia, Wyoming
- 3. Exception for teachers with National Board Certification.
- 4. No subject-matter testing for any teacher certification.

Figure 64

- 1. For traditionally prepared teachers only.
- 2. Transcript review required for those with less than 3 years experience.



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# Goal A – State Data Systems

The state should have a data system that contributes some of the evidence needed to assess teacher effectiveness.

### **Goal Components**

(The factors considered in determining the states' rating for the goal.)

- 1. The state should establish a longitudinal data system with at least the following key components:
  - a. A unique statewide student identifier number that connects student data across key databases across years;
  - b. A unique teacher identifier system that can match individual teacher records with individual student records; and
  - c. An assessment system that can match individual student test records from year to year in order to measure academic growth.
- 2. Value-added data provided through the state's longitudinal data system should be considered among the criteria used to determine teachers' effectiveness.
- 3. To ensure that data provided through the state data system is actionable and reliable, the state should have a clear definition of "teacher of record" and require its consistent use statewide.

# Background



# Area 3: Goal A **West Virginia** Analysis



State Meets Goal



**Progress Since 2009** 

#### **ANALYSIS**

West Virginia has a data system with the capacity to provide evidence of teacher effectiveness.

West Virginia has all three necessary elements of a student- and teacher-level longitudinal data system. The state has assigned unique student identifiers that connect student data across key databases across years and has assigned unique teacher identifiers that enable it to match individual teacher records with individual student records. It also has the capacity to match student test records from year to year in order to measure student academic growth.

### **Supporting Research**

Data Quality Campaign www.dataqualitycampaign.org

#### **RECOMMENDATION**

# Develop a clear definition of "teacher of record."

West Virginia has not yet established a definition of teacher of record, which is essential in order to use the student-data link for the purpose of providing value-added evidence of teacher effectiveness. To ensure that data provided through the state data system are actionable and reliable, West Virginia should articulate a definition of teacher of record and require its consistent use throughout the state.

### **WEST VIRGINIA RESPONSE TO ANALYSIS**

West Virginia noted that it defines teacher of record as the specific teacher to whom students are assigned, according to the school's master schedule. This definition is used for highly qualified teacher data collection.

### **LAST WORD**

The state should consider whether its current definition will be appropriate and suitable for performance-based teacher evaluations. The indication from states that are ahead in bringing these systems online is that their NCLB definitions need to be reconsidered for this purpose.





# **TEXAMPLES OF BEST PRACTICE**

Although NCTQ has not singled out one state's policies for "best practice" honors, it commends the 35 states that have a data system with the capacity to provide evidence of teacher effectiveness.

Key

indicates that the state assigns teacher identification numbers, but it cannot match individual teacher records with individual student records.

# Goal B – Evaluation of Effectiveness

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

# **Goal Components**

(The factors considered in determining the states' rating for the goal.)

- 1. The state should either require a common evaluation instrument in which evidence of student learning is the most significant criterion or specifically require that student learning be the preponderant criterion in local evaluation processes. Evaluation instruments, whether state or locally developed, should be structured to preclude a teacher from receiving a satisfactory rating if found ineffective in the classroom.
- 2. Evaluation instruments should require classroom observations that focus on and document the effectiveness of instruction.
- 3. Teacher evaluations should consider objective evidence of student learning, including not only standardized test scores but also classroom-based artifacts such as tests, quizzes and student work.
- 4. The state should require that evaluation instruments differentiate among various levels of teacher performance. A binary system that merely categorizes teachers as satisfactory or unsatisfactory is inadequate.



The components for this goal have changed since 2009. In light of state progress on this topic, the bar for this goal has been raised.

### **Background**



# Area 3: Goal B **West Virginia** Analysis



State Meets a Small Part of Goal



Bar Raised for this Goal



**Progress Since 2009** 

#### **ANALYSIS**

West Virginia does not require that objective evidence of student learning be the preponderant criterion of its teacher evaluations.

State policy requires local school districts to observe teachers in the classroom and evaluate them according to a list of performance criteria that include, among others, classroom climate, instructional management and student progress. Under student progress, teachers are expected to monitor and evaluate student achievement. While the guidelines require classroom observation to monitor teachers' success at meeting the performance criteria, the state does not mandate the inclusion of actual student outcomes.

During the 2011-2012 school year, West Virginia will be piloting in 25 schools, a revised evaluation system for teachers that includes student learning outcomes. Teachers must submit two student learning goals for review by November 1; a "distinguished" rating requires that at least one goal is met by May 15. Measures used to assess student learning progress must include two data points, be rigorous and be comparable across classrooms. Under the pilot, 5 percent of the overall score will be calculated using schoolwide data based on standardized assessments.

### **Supporting Research**

West Virginia Legislative Rules 126-142-10 Teacher Evaluation Pilot http://wvde.state.wv.us/teacherevalpilot

#### RECOMMENDATION

Require instructional effectiveness to be the preponderant criterion of any teacher evaluation.

West Virginia should either require a common evaluation instrument in which evidence of student learning is the most significant criterion, or it should specifically require that student learning be the preponderant criterion in local evaluation processes. Whether state or locally developed, a teacher should not be able to receive a satisfactory rating if found ineffective in the classroom.

■ Ensure that classroom observations specifically focus on and document the effectiveness of instruction.

Although West Virginia commendably requires classroom observations as part of teacher evaluations, the state should articulate guidelines that focus classroom observations on 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.

Utilize rating categories that meaningfully differentiate among various levels of teacher performance.

To ensure that the evaluation instrument accurately differentiates among levels of teacher performance, West Virginia should require districts to utilize multiple rating categories, such as highly effective, effective, needs improvement and ineffective. A binary system that merely categorizes teachers as satisfactory or unsatisfactory is inadequate.

#### **WEST VIRGINIA RESPONSE TO ANALYSIS**

West Virginia was helpful in providing NCTQ with facts that enhanced this analysis.





### **T** EXAMPLES OF BEST PRACTICE

NCTQ has not singled out any one state for "best practice" honors. Many states have made significant strides in the area of teacher evaluation by requiring that objective evidence of student learning be the preponderant criterion. Because there are many different approaches that result in student learning being the preponderant criterion, all 10 states that meet this goal are commended for their efforts.

#### Figure 70

Using state data in teacher evaluations

States with Requirements for Student Achievement Data but Lacking Data System Capacity

Arizona, Colorado, Connecticut, Michigan, Nevada

States with Data System Capacity but No Student Achievement Requirements

Alabama, Hawaii, Iowa, Kansas, Kentucky, Mississippi, Missouri, Nebraska, New Hampshire, New Mexico, North Dakota, Pennsylvania, South Carolina, Washington, WEST VIRGINIA, Wisconsin

<sup>1.</sup> District of Columbia Public Schools requires that student learning be the preponderant criterion of its teacher evaluations.

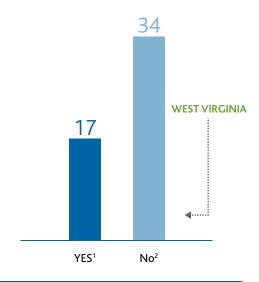
Figure 71
Sources of objective evidence of student learning

Many educators struggle to identify possible sources of objective student data. Here are some examples:

- Standardized test scores
- Periodic 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
- Periodic checks on progress with the curriculum coupled with evidence of student mastery of the curriculum from quizzes, tests and exams

Figure 72

Do states require more than two categories for teacher evaluation ratings?



- Strong Practice: Arkansas, Colorado, Delaware, Florida, Georgia, Illinois, Indiana, Maryland, Massachusetts, Michigan, Nevada, New York, Ohio, Oklahoma, Rhode Island, Tennessee, Washington
- Alabama, Alaska, Arizona, California, Connecticut, District of Columbia, Hawaii, Idaho, Iowa, Kansas, Kentucky, Louisiana, Maine, Minnesota, Mississippi, Missouri, Montana, Nebraska, New Hampshire, New Jersey, New Mexico, North Carolina, North Dakota, Oregon, Pennsylvania, South Carolina, South Dakota, Texas, Utah, Vermont, Virginia, West Virginia, Wisconsin, Wyoming

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<sup>1.</sup> State approval required.

<sup>2.</sup> The state model is presumptive; districts need state approval to opt out.

# Goal C – Frequency of Evaluations

The state should require annual evaluations of all teachers.

# **Goal Components**

(The factors considered in determining the states' rating for the goal.)

- 1. The state should require that all teachers receive a formal evaluation rating each year.
- 2. While all teachers should have multiple observations that contribute to their formal evaluation rating, the state should ensure that new teachers are observed and receive feedback early in the school year.

# Background



# Area 3: Goal C **West Virginia** Analysis



State Partly Meets Goal



Progress Since 2009

#### **ANALYSIS**

Regrettably, West Virginia does not ensure that all teachers are evaluated annually.

Nonprobationary teachers in their fourth and fifth years of teaching must be evaluated once per year. However, nonprobationary teachers with five or more years of experience, who have not received an unsatisfactory rating, are only evaluated when a supervisor deems it necessary or when the teacher requests to be evaluated.

New teachers in West Virginia must be evaluated twice a year. As part of the state's process, they must be observed at least three times in the classroom, with the first observation occurring by November 1. Post-observation conferences are scheduled after each observation to discuss teacher performance.

### **Supporting Research**

West Virginia Code of State Rules, Education, 126-142-9.1 and 9.2

#### **RECOMMENDATION**

# Require annual formal evaluations for all teachers.

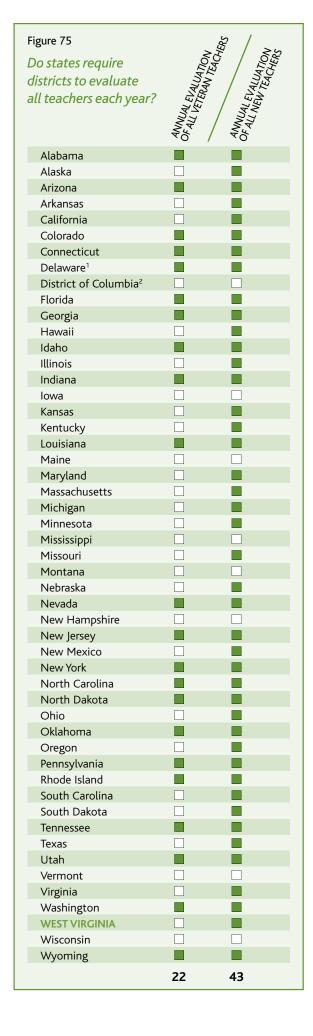
All teachers in West Virginia should be evaluated annually. Rather than treated as mere formalities, these teacher evaluations should serve as important tools for rewarding good teachers, helping average teachers improve and holding weak teachers accountable for poor performance.

# Base evaluations on multiple observations.

To guarantee that annual evaluations are based on an adequate collection of information, West Virginia should require multiple observations for all teachers, even those who have nonprobationary status.

### **WEST VIRGINIA RESPONSE TO ANALYSIS**

West Virginia recognized the factual accuracy of this analysis.



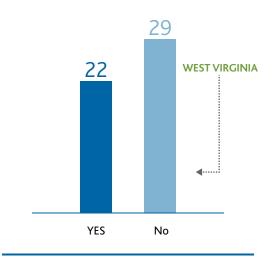


# **T** EXAMPLES OF BEST PRACTICE

Although not awarding "best practice" honors for frequency of evaluations, NCTQ commends all nine states that meet this goal not only by requiring annual evaluations for all teachers, but also for ensuring that new teachers are observed and receive feedback during the first half of the school year.

Figure 76

Do states require districts to evaluate all teachers each year?

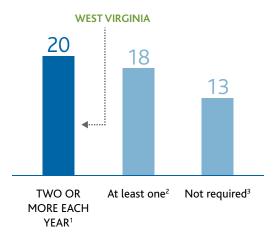


Figures 75 and 76

- Although highly effective teachers are only required to receive a summative evaluation once every two years, the student improvement component is evaluated annually.
- 2. All District of Columbia Public Schools teachers are evaluated at least annually.

Figure 77

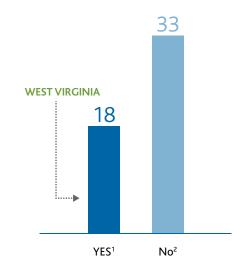
Do states require classroom observations?



- Strong Practice: Alabama, Alaska<sup>4</sup>, Arkansas, Colorado<sup>4</sup>, Delaware, Florida<sup>4</sup>, Georgia, Kentucky<sup>4</sup>, Maryland, Michigan, Missouri<sup>4</sup>, Nevada<sup>4</sup>, New York, North Carolina, Ohio, Oregon<sup>4</sup>, Rhode Island, Tennessee, Washington, West Virginia<sup>4</sup>
- Arizona, California, Connecticut, Hawaii, Idaho, Illinois, Indiana, Louisiana, Massachusetts, Mississippi, New Jersey, New Mexico, Oklahoma, Pennsylvania, South Carolina, Texas, Utah, Wisconsin
- 3. District of Columbia, Iowa, Kansas, Maine, Minnesota, Montana, Nebraska, New Hampshire, North Dakota, South Dakota, Vermont, Virginia, Wyoming
- 4. For new teachers.

Figure 78

Do states require that new teachers are observed early in the year?



- Strong Practice: Alabama, Idaho, Indiana, Kansas, Kentucky, Maryland, Minnesota, Nebraska, Newada, New Jersey, North Dakota, Ohio, Oklahoma, Rhode Island, South Carolina, Tennessee, Washington, West Virginia
- 2. Alaska, Arizona, Arkansas, California, Colorado, Connecticut, Delaware, District of Columbia, Florida, Georgia, Hawaii, Illinois, Iowa, Louisiana, Maine, Massachusetts, Michigan, Mississippi, Missouri, Montana, New Hampshire, New Mexico, New York, North Carolina, Oregon, Pennsylvania, South Dakota, Texas, Utah, Vermont, Virginia, Wisconsin, Wyoming

# Goal D - Tenure

The state should require that tenure decisions are based on evidence of teacher effectiveness.

# **Goal Components**

(The factors considered in determining the states' rating for the goal.)

- A teacher should be eligible for tenure after a certain number of years of service, but tenure should not be granted automatically at that juncture.
- 2. Evidence of effectiveness should be the preponderant criterion in tenure decisions.
- The state should articulate a process, such as a hearing, that local districts must administer in considering the evidence and deciding whether a teacher should receive tenure.
- 4. The minimum years of service needed to achieve tenure should allow sufficient data to be accumulated on which to base tenure decisions; five years is the ideal minimum.



The components for this goal have changed since 2009. In light of state progress on this topic, the bar for this goal has been raised.

# **Background**



# Area 3: Goal D **West Virginia** Analysis



State Does Not Meet Goal



Raised for this Goal



Progress Since 2009

#### **ANALYSIS**

West Virginia does not connect tenure decisions to evidence of teacher effectiveness.

Teachers in West Virginia are awarded tenure automatically after a three-year probationary period, absent an additional process that evaluates cumulative evidence of teacher effectiveness.

# **Supporting Research**

West Virginia Code 18A-2-6

#### **RECOMMENDATION**

End the automatic awarding of tenure.

The decision to grant tenure should be a deliberate one, based on consideration of a teacher's commitment and actual evidence of classroom effectiveness.

- Ensure evidence of effectiveness is the preponderant criterion in tenure decisions.
  - West Virginia should make evidence of effectiveness, rather than the number of years in the classroom, the most significant factor when determining this leap in professional standing.
- Articulate a process that local districts must administer when deciding which teachers get

West Virginia should require a clear process, such as a hearing, to ensure that the local district reviews a teacher's performance before making a determination regarding tenure.

Require a longer probationary period.

West Virginia should extend its probationary period, ideally to five years. This would allow for an adequate collection of sufficient data that reflect teacher performance.

### **WEST VIRGINIA RESPONSE TO ANALYSIS**

West Virginia recognized the factual accuracy of this analysis.

	No	1	2	3	4	5	STATE ONLY AWARDS ANNUAL
	policy	year	years	years	YEARS	YEARS	CONTRACTS
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Teachers may also earn career status with an average rating of at least effective for a four-year period and a rating of at least effective for the last two years.

<sup>2.</sup> Teachers who receive two years of ineffective evaluations are dismissed.





# **T** EXAMPLES OF BEST PRACTICE

Michigan has increased its probationary period to five years and requires that evidence of effectiveness be the primary criterion in awarding tenure.

Figure 82 How are tenure decisions made?

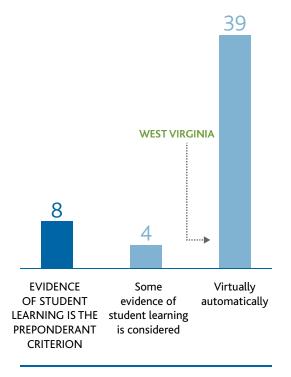


Figure 81

- 1. No state-level policy; however, the contract between DCPS and the teachers' union represents significant advancement in the area of
- 2. The state has created a loophole by essentially waiving student learning requirements and allowing the principal of a school to petition for career-teacher status.

# Goal E – Licensure Advancement

The state should base licensure advancement on evidence of teacher effectiveness.

# **Goal Components**

(The factors considered in determining the states' rating for the goal.)

- 1. The state should base advancement from a probationary to a nonprobationary license on evidence of teacher effectiveness.
- 2. The state should not require teachers to fulfill generic, unspecified coursework requirements to advance from a probationary to a nonprobationary license.
- 3. The state should not require teachers to have an advanced degree as a condition of professional licensure.
- 4. Evidence of effectiveness should be a factor in the renewal of a professional license.



The components for this goal have changed since 2009. In light of state progress on this topic, the bar for this goal has been raised.

### **Background**



# Area 3: Goal E **West Virginia** Analysis



State Does Not Meet Goal



Bar Raised for this Goal



**Progress Since 2009** 

#### **ANALYSIS**

West Virginia's requirements for licensure advancement and renewal are not based on evidence of teacher effectiveness.

To advance from an Initial Professional Teaching Certificate to a Professional Teaching Certificate, teachers must complete six semester hours of college coursework. The state also offers a Permanent Professional Teaching Certificate for teachers with five years' experience and a master's degree.

West Virginia does not include evidence of effectiveness as a factor in the renewal of a professional license. Teachers must renew their licenses every five years by completing professional development requirements. After completing two five-year renewal processes teachers receive permanent certification.

### **Supporting Research**

http://wvde.state.wv.us/teachwv/certification.html

#### **RECOMMENDATION**

- Require evidence of effectiveness as a part of teacher licensing policy.
  - West Virginia should require evidence of teacher effectiveness to be a factor in determining whether teachers can renew their licenses or advance to a higher-level license.
- Discontinue licensure requirements with no direct connection to classroom effectiveness.
  - While targeted requirements may potentially expand teacher knowledge and improve teacher practice, West Virginia's general, nonspecific coursework requirements for license advancement and renewal merely call for teachers to complete a certain amount of seat time. These requirements do not correlate with teacher effectiveness.
- End requirement tying teacher advancement to obtaining master's degrees.
  - West Virginia should remove its mandate that teachers obtain a master's or doctorate degree for any level of license advancement. Research is conclusive and emphatic that master's degrees do not have any significant correlation to classroom performance. Rather, advancement should be based on evidence of teacher effectiveness.

#### **WEST VIRGINIA RESPONSE TO ANALYSIS**

West Virginia asserted that in order to renew a license, teachers must complete coursework, as evidenced on official seal-bearing transcripts—not just professional development.

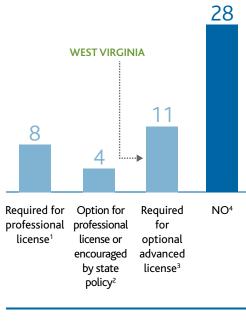
Figure 84	SALCTIVE EVIDENCE OF	_ /	Consideration given to teacher	ress /
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### TEXAMPLES OF BEST PRACTICE

Rhode Island is integrating certification, certification renewal and educator evaluation. Teachers who receive poor evaluations for five consecutive years are not eligible to renew their certification. In addition, teachers who consistently receive 'highly effective' ratings will be eligible for a special license designation.

Figure 85 Do states require teachers to earn advanced degrees before conferring professional licensure?

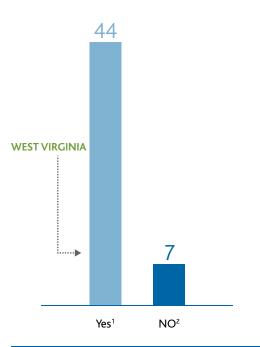


- 1. Connecticut, Kentucky, Maryland, Michigan, Mississippi, Montana, New York and Oregon all require a master's degree or coursework equivalent to a master's degree
- 2. Illinois, Massachusetts, Missouri, Tennessee
- 3. Alabama, Hawaii, Indiana, Iowa, Nebraska, New Mexico, Ohio, South Carolina, Utah, Virginia, West Virginia
- 4. Strong Practice: Alaska, Arizona, Arkansas, California, Colorado, Delaware, District of Columbia, Florida, Georgia, Idaho, Kansas, Louisiana, Maine, Minnesota, Nevada, New Hampshire, New Jersey, North Carolina, North Dakota, Oklahoma, Pennsylvania, Rhode Island, South Dakota, Texas, Vermont, Washington, Wisconsin, Wyoming

- 1. Illinois allows revocation of licenses based on ineffectiveness.
- 2. Maryland uses some objective evidence through their evaluation system for renewal, but advancement to professional license is still based on earning an advanced degree.

Figure 86

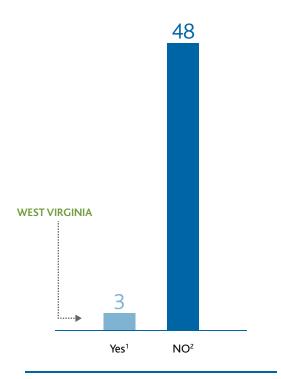
Do states require teachers to take additional, nonspecific coursework before conferring or renewing professional licenses?



- Alabama, Alaska, Arizona, Arkansas, Colorado, Connecticut, Delaware, District of Columbia, Florida, Idaho, Illinois, Indiana, Iowa, Kansas, Kentucky, Maine, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, Nevada, New Hampshire, New York, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, South Carolina, South Dakota, Tennessee, Texas, Utah, Vermont, Virginia, Washington, West Virginia, Wisconsin, Wyoming
- 2. Strong Practice: California, Georgia, Hawaii, Louisiana, New Jersey, New Mexico, Rhode Island

Figure 87

Do states award lifetime professional licenses?



- 1. New Jersey, Pennsylvania, West Virginia
- 2. Strong Practice: Alabama, Alaska, Arizona, Arkansas, California, Colorado, Connecticut, Delaware, District of Columbia, Florida, Georgia, Hawaii, Idaho, Illinois, Indiana, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, Nevada, New Hampshire, New Mexico, New York, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Rhode Island, South Carolina, South Dakota, Tennessee, Texas, Utah, Vermont, Virginia, Washington, Wisconsin, Wyoming

# Goal F – Equitable Distribution

The state should publicly report districts' distribution of teacher talent among schools to identify inequities in schools serving disadvantaged children.

### **Goal Components**

(The factors considered in determining the states' rating for the goal.)

The state should make the following data publicly available:

- An "Academic Quality" index for each school that includes factors research has found to be associated with teacher effectiveness, such as:
  - a. percentage of new teachers;
  - b. percentage of teachers failing basic skills licensure tests at least once;
  - c. percentage of teachers on emergency credentials;
  - d. average selectivity of teachers' undergraduate institutions; and
  - e. teachers' average ACT or SAT scores;
- The percentage of highly qualified teachers disaggregated by both individual school and by teaching area;
- The annual teacher absenteeism rate reported for the previous three years, disaggregated by individual school;
- 4. The average teacher turnover rate for the previous three years, disaggregated by individual school, by district and by reasons that teachers leave.

# **Background**



# Area 3: Goal F **West Virginia** Analysis



State Meets a Small Part of Goal



Progress Since 2009

#### **ANALYSIS**

Providing comprehensive reporting may be the state's most important role for ensuring the equitable distribution of teachers among schools. West Virginia reports little school-level data that can help support the equitable distribution of teacher talent.

West Virginia does not collect or publicly report most of the data recommended by NCTQ. The state does not provide a school-level teacher quality index that demonstrates the academic backgrounds of a school's teachers and the ratio of new to veteran teachers. West Virginia also does not report on teacher absenteeism or turnover rates.

West Virginia does report on the percentage of highly qualified teachers. Commendably, these data are reported for each school, rather than aggregated by district. West Virginia's Highly Qualified Teacher Plan, published in 2006, compares the distribution of teachers according to experience by poverty levels. While the state continues to report annually on highly qualified teachers, there have been no further updates according to poverty levels for each school..

### **Supporting Research**

2009-2010 NCLB School Report Card http://wveis.k12.wv.us/nclb/pub/rpt0910/pickreportcard.cfm?rptnum=99 West Virginia Highly Qualified Teacher Plan http://www.ed.gov/programs/teacherqual/hqtplans/wv.pdf

### **RECOMMENDATION**

# ■ Use a teacher quality index to report publicly about each school.

A teacher quality index, such as the one developed by the Illinois Education Research Council, with data including teachers' average SAT or ACT scores, the percentage of teachers failing basic skills licensure tests at least once, the selectivity of teachers' undergraduate colleges and the percentage of new teachers, can shine a light on how equitably teachers are distributed both across and within districts. West Virginia should ensure that individual school report cards include such data in a manner that translates these factors into something easily understood by the public, such as a color-coded matrix indicating a school's high or low score.

### Publish other data that facilitate comparisons across schools.

West Virginia should collect and report other school-level data that reflect the stability of a school's faculty, including the rates of teacher absenteeism and turnover.

### Provide comparative data based on school demographics.

Providing comparative data for schools with similar poverty and minority populations would yield an even more comprehensive picture of gaps in the equitable distribution of teachers.

### Ensure that data are current.

It is important to keep data updated and current in order to provide the public with an accurate picture of teacher distribution across schools in districts.

### WEST VIRGINIA RESPONSE TO ANALYSIS

West Virginia was helpful in providing NCTQ with facts that enhanced this analysis. West Virginia also noted that the NCLB Report Card identifies the level of education of the teachers in the building.

100 : NCTQ STATE TEACHER POLICY YEARBOOK 2011 WEST VIRGINIA

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No state has an outstanding record when it comes to public reporting of teacher data that can help to ameliorate inequities in teacher quality. However, Connecticut, New Jersey, New York, North Carolina, Rhode Island and South Carolina report more school-level data than other states.

Ideally, percentage of new teachers and percentage of teachers on emergency credentials would be incorporated into a teacher quality index.

# **Area 4: Retaining Effective Teachers**

# Goal A – Induction

The state should require effective induction for all new teachers, with special emphasis on teachers in high-needs schools.

### **Goal Components**

(The factors considered in determining the states' rating for the goal.)

- The state should ensure that new teachers receive mentoring of sufficient frequency and duration, especially in the first critical weeks of school.
- Mentors should be carefully selected based on evidence of their own classroom effectiveness and subject-matter expertise. Mentors should be trained, and their performance as mentors should be evaluated.
- 3. Induction programs should include only strategies that can be successfully implemented, even in a poorly managed school. Such strategies include intensive mentoring, seminars appropriate to grade level or subject area, a reduced teaching load and frequent release time to observe effective teachers.

### Background



# Area 4: Goal A **West Virginia** Analysis



State Meets Goal



**Progress Since 2009** 

#### **ANALYSIS**

West Virginia requires that all beginning teachers receive mentoring. Beginning teachers must be assigned a mentor teacher prior to the start of school and for the first year of employment; the principal may extend this for an additional year if necessary.

Mentors are required to be experienced classroom teachers at the same school, teaching in the same or similar subject and grade level as the beginning teacher. Mentors must observe beginning teachers in the classroom for at least one hour per week during the first half of the school year; mentors may determine that they can reduce observation to one hour every two weeks during the second half of the school year. Beginning teachers and mentors are required to schedule joint planning periods and have weekly meetings to discuss performance. Mentors participate in professional development training, are entitled to release time and receive a stipend of at least \$600.

# **Supporting Research**

West Virginia Code 18A-3-2b

### **WEST VIRGINIA RESPONSE TO ANALYSIS**

West Virginia recognized the factual accuracy of this analysis.

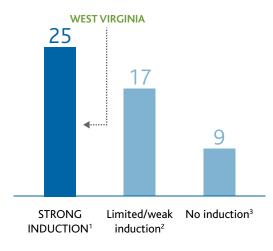
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South Carolina requires that all new teachers, prior to the start of the school year, be assigned mentors for at least one year. Districts carefully select mentors based on experience and similar certifications and grade levels, and mentors undergo additional training. Adequate release time is mandated by the state so that mentors and new teachers may observe each other in the classroom, collaborate on effective teaching techniques and develop professional growth plans. Mentor evaluations are mandatory and stipends are recommended.

Figure 92

Do states have policies that articulate the elements of effective induction?



- Strong Practice: Alabama, Arkansas, California, Colorado, Connecticut, Delaware, Iowa, Kansas, Kentucky, Maine, Maryland, Massachusetts, Michigan, Mississippi, Missouri, Nebraska, New Jersey, New York, North Carolina, Oklahoma, Rhode Island, South Carolina, Utah, Virginia, West Virginia
- Alaska, Arizona, Florida, Idaho, Illinois, Minnesota, Montana, New Mexico, North Dakota, Ohio, Oregon, Pennsylvania, South Dakota, Tennessee, Texas, Washington, Wisconsin
- 3. District of Columbia, Georgia, Hawaii, Indiana, Louisiana, Nevada, New Hampshire, Vermont, Wyoming

106 : NCTQ STATE TEACHER POLICY YEARBOOK 2011 WEST VIRGINIA

# Goal B - Professional Development

The state should require professional development to be based on needs identified through teacher evaluations.

### **Goal Components**

(The factors considered in determining the states' rating for the goal.)

- 1. The state should require that evaluation systems provide teachers with feedback about their performance.
- 2. The state should direct districts to align professional development activities with findings from teachers' evaluations.

# Background



# Area 4: Goal B **West Virginia** Analysis



State Partly Meets Goal



Progress Since 2009

#### **ANALYSIS**

West Virginia requires that teachers receive a signed copy of their observation form after each 30-minute classroom observation as well as have a post-observation conference with the supervisor. In addition, evaluations must provide written recommendations for meeting performance criteria and characteristics.

Professional growth plans and development plans can be requested for teachers with five or more years of experience who have not received an unsatisfactory rating when the supervisor determines it to be necessary. The state does not specify that professional development activities must be aligned with findings from teacher evaluations.

### Supporting Research

West Virginia Code 126-142-10

#### **RECOMMENDATION**

■ Ensure that professional development is aligned with findings from teachers' evaluations.

Professional development that is not informed by evaluation results may be of little value to teachers' professional growth and aim of increasing their effectiveness in the classroom. West Virginia should ensure that districts utilize teacher evaluation results in determining professional development needs and activities for all teachers, not just those requested by supervisors.

#### **WEST VIRGINIA RESPONSE TO ANALYSIS**

West Virginia asserted that the coursework required to renew a license may be prescribed by the county as a result of the teacher's evaluation.

#### Supporting Research

WVBE Policy 5202, Section 10.1.3

#### **LAST WORD**

The policy the state points to does stipulate that credits taken for license renewal may be "prescribed by the county as a result of an applicant's evaluation." However, this policy does not ensure that professional development activities are aligned with teachers' evaluations, particularly because the state offers a lifetime license after a teacher has completed two licensure renewals, which are required every five years. Thus, after teaching in West Virginia for 10 years, a teacher is no longer required to renew his or her license, and any professional development associated with this activity ceases to be required as well.

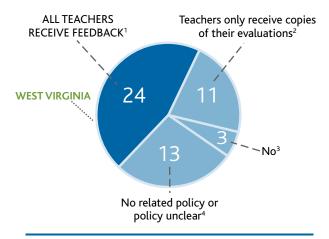


# **EXAMPLES OF BEST PRACTICE**

Ten states meet this goal, and although NCTQ has not singled out one state's policies for "best practice" honors, **Louisiana** is commended for clearly articulating that the feedback provided to a teacher in a post-observation conference must include a discussion of a teacher's strengths and weaknesses.

Figure 94

Do teachers receive feedback on their evaluations?

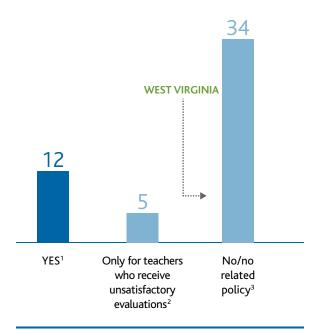


- Strong Practice: Arkansas, Connecticut, Delaware, Georgia, Hawaii, Illinois, Kentucky, Louisiana, Massachusetts, Michigan, Mississippi, Missouri, New Jersey, New Mexico, New York, North Carolina, Oregon, Rhode Island, South Carolina, Tennessee, Texas, Washington, West Virginia, Wyoming
- 2. Alaska, Arizona, California, Colorado, Florida, Indiana, Kansas, Maryland, Nevada, Ohio, Oklahoma
- 3. Minnesota, Pennsylvania, Utah
- 4. Alabama, District of Columbia, Idaho, Iowa, Maine, Montana, Nebraska, New Hampshire, North Dakota, South Dakota, Vermont, Virginia, Wisconsin



Figure 96

Do states require that teacher evaluations inform professional development?



- Strong Practice: Arkansas, Connecticut, Delaware, Florida, Louisiana, Michigan, Minnesota, Missouri, North Carolina, Rhode Island, South Carolina, Wyoming
- 2. Colorado, Georgia, Illinois, Indiana, Texas
- 3. Alabama, Alaska, Arizona, California, District of Columbia, Hawaii, Idaho, Iowa, Kansas, Kentucky, Maine, Maryland, Massachusetts, Mississippi<sup>4</sup>, Montana, Nebraska, Nevada, New Hampshire, New Jersey, New Mexico, New York, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, South Dakota, Tennessee, Utah, Vermont, Viiginia, Washington, West Viiginia, Wisconsin
- 4. Mississippi requires professional development based on evaluation results only for teachers in need of improvement in school identified as at-risk.

# Goal C - Pay Scales

The state should give local districts authority over pay scales.

### **Goal Components**

(The factors considered in determining the states' rating for the goal.)

- While the state may find it appropriate to articulate teachers' starting salaries, it should not require districts to adhere to a state-dictated salary schedule that defines steps and lanes and sets minimum pay at each level.
- 2. The state should discourage districts from tying additional compensation to advanced degrees. The state should eliminate salary schedules that establish higher minimum salaries or other requirements to pay more to teachers with advanced degrees.
- 3. The state should discourage salary schedules that imply that teachers with the most experience are the most effective. The state should eliminate salary schedules that require that the highest steps on the pay scale be determined solely be seniority.

### **Background**



# Area 4: Goal C **West Virginia** Analysis



State Does Not Meet Goal



Progress Since 2009

#### **ANALYSIS**

To determine teachers' salaries, West Virginia provides local districts with a Minimum Salary Schedule. Because the salary schedule provided by the state is based on teachers' years of experience and earned advanced degrees, the state in effect mandates how districts will pay teachers.

## **Supporting Research**

West Virginia Code 18A-4-2

#### **RECOMMENDATION**

■ Give districts flexibility to determine their own pay structure and scales.

While West Virginia may find it appropriate to articulate the starting salary that a teacher should be paid, it should not require districts to adhere to a state-dictated salary schedule.

Discourage districts from tying compensation to advanced degrees.

The inclusion of advanced degrees in the state schedule is particularly problematic, as this sends a clear message to both districts and teachers that attaining such degrees is desirable and should be rewarded; exhaustive research has shown unequivocally that advanced degrees do not have an impact on teacher effectiveness. Further, by establishing a guideline for teacher salaries that includes advanced degrees, the state limits the ability of districts to structure their pay scale in ways that do emphasize teacher effectiveness.

Discourage salary schedules that imply that teachers with the most experience are the most effective.

Similarly, West Virginia's salary schedule sends a message to districts that the highest step on the pay scale should be determined solely by seniority.

#### **WEST VIRGINIA RESPONSE TO ANALYSIS**

West Virginia recognized the factual accuracy of this analysis.

## **TEXAMPLES OF BEST PRACTICE**

Florida and Indiana allow local districts to develop their own salary schedules while preventing districts from focusing on elements not associated with teacher effectiveness. In Florida, local salary schedules must ensure that the most effective teachers receive salary increases greater than the highest annual salary adjustment available. Indiana requires local salary scales to be based on a combination of factors and limits the years of teacher experience and content-area degrees to account for no more than one-third of this calculation.

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<sup>1.</sup> Colorado gives districts the option of a salary schedule, a performance pay policy or a combination of both.

 $<sup>{\</sup>bf 2}.$  Rhode Island requires that local district salary schedules are based on years of service, experience and training.

Figure 99	<i>\\</i>	<sup>1</sup> ≥ /	1 %
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<sup>1.</sup> Rhode Island requires local district salary schedules to include teacher "training".

<sup>2.</sup> Texas has a minimum salary schedule based on years of experience. Compensation for advanced degrees is left to district discretion.

# Goal D - Compensation for Prior Work Experience

The state should encourage districts to provide compensation for related prior subject-area work experience.

### **Goal Components**

(The factors considered in determining the states' rating for the goal.)

1. The state should encourage districts to compensate new teachers with relevant prior work experience through mechanisms such as starting these teachers at an advanced step on the pay scale. Further, the state should not have regulatory language that blocks such strategies.

# Background



# Area 4: Goal D **West Virginia** Analysis



State Does Not Meet Goal



Progress Since 2009

### **ANALYSIS**

West Virginia does not encourage local districts to provide compensation for related prior subject-area work experience. However, the state does not seem to have regulatory language blocking such strategies.

#### **RECOMMENDATION**

Encourage local districts to compensate new teachers with relevant prior work experience.

While still leaving districts with the flexibility to determine their own pay scales, West Virginia should encourage districts to incorporate mechanisms such as starting these teachers at a higher salary than other new teachers. Such policies would be attractive to career changers with related work experience, such as in the STEM subjects.

### **WEST VIRGINIA RESPONSE TO ANALYSIS**

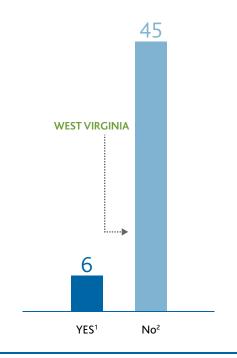
West Virginia recognized the factual accuracy of this analysis.



**North Carolina** compensates new teachers with relevant prior-work experience by awarding them one year of experience credit for every year of full-time work after earning a bachelor's degree that is related to their area of licensure and work assignment. One year of credit is awarded for every two years of work experience completed prior to earning a bachelor's degree.

Figure 101

Do states direct districts to compensate teachers for related prior work experience?



- 1. Strong Practice: California, Delaware, Georgia, North Carolina, Texas, Washington
- Alabama, Alaska, Arizona, Arkansas, Colorado, Connecticut, District of Columbia, Florida, Hawaii, Idaho, Illinois, Indiana, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, Nevada, New Hampshire, New Jersey, New Mexico, New York, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Carolina, South Dakota, Tennessee, Utah, Vermont, Virginia, West Virginia, Wisconsin, Wyoming

# Goal E - Differential Pay

The state should support differential pay for effective teaching in shortage and high-need areas.

### **Goal Components**

(The factors considered in determining the states' rating for the goal.)

- 1. The state should support differential pay for effective teaching in shortage subject areas.
- 2. The state should support differential pay for effective teaching in high-need schools.
- 3. The state should not have regulatory language that would block differential pay.

### Background



# Area 4: Goal E **West Virginia** Analysis



State Does Not Meet Goal



Progress Since 2009

#### **ANALYSIS**

West Virginia neither supports differential pay by which a teacher can earn additional compensation by teaching certain subjects nor offers incentives to teach in high-needs schools. However, the state has no regulatory language that would directly block districts from providing differential pay.

Teachers who are National Board Certified are eligible to receive a \$3,500 annual stipend. However, this differential pay is not tied to high-needs schools or subject-area shortages.

### **Supporting Research**

WV NBCT Resource Center

http://wvde.state.wv.us/nationalboard/faq.html

#### **RECOMMENDATION**

Support differential pay initiatives for effective teachers in both subject shortage areas and high-needs schools.

West Virginia should encourage districts to link compensation to district needs. Such policies can help districts achieve a more equitable distribution of teachers.

■ Consider tying National Board supplements to teaching in high-needs schools.

This differential pay could be an incentive to attract some of the state's most effective teachers to its low-performing schools.

#### **WEST VIRGINIA RESPONSE TO ANALYSIS**

West Virginia recognized the factual accuracy of this analysis.

Figure 103		HIGH NEED SCHOOLS		SHORTAGE SUBJECT	
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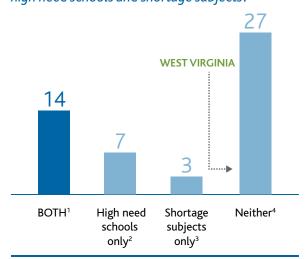
- Connecticut offers mortgage assistance and incentives to retired teachers working in shortage subject areas.
- Maryland offers tuition reimbursement for teacher retraining in specified shortage subject areas and offers a stipend for alternate route candidates teaching in shortage subject areas.
- 3. South Dakota offers signing bonuses and scholarships to fill shortages in high-need schools.
- Shortage subject area differential pay is limited to the Middle School Teacher Corps program.



Georgia supports differential pay by which teachers can earn additional compensation by teaching certain subjects. The state is especially commended for its new compensation strategy for math and science teachers, which moves teachers along the salary schedule rather than just providing a bonus or stipend. The state also supports differential pay initiatives to link compensation more closely with district needs and to achieve a more equitable distribution of teachers. Georgia's efforts to provide incentives for National Board Certification teachers to work in high-need schools are also noteworthy.

Figure 104

Do states support differential pay for teaching in high need schools and shortage subjects?



- Strong Practice: Arkansas, California, Florida, Georgia, Kentucky, Louisiana, Massachusetts, Nevada, New York, Ohio, Oklahoma, Tennessee, Texas, Virginia
- Colorado, Hawaii, Maryland, North Carolina, Washington, Wisconsin, Wyoming
- 3. Idaho, Pennsylvania, Utah
- Alabama, Alaska, Arizona, Connecticut, Delaware, District of Columbia, Illinois, Indiana, Iowa, Kansas, Maine, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, New Hampshire, New Jersey, New Mexico, North Dakota, Oregon, Rhode Island, South Carolina, South Dakota, Vermont, West Virginia

# Goal F – Performance Pay

The state should support performance pay but in a manner that recognizes its appropriate uses and limitations.

### **Goal Components**

(The factors considered in determining the states' rating for the goal.)

- 1. The state should support performance pay efforts, rewarding teachers for their effectiveness in the classroom.
- 2. The state should allow districts flexibility to define the criteria for performance pay provided that such criteria connect to evidence of student achievement.
- 3. Any performance pay plan should allow for the participation of all teachers, not just those in tested subjects and grades.

### **Background**



# Area 4: Goal F **West Virginia** Analysis



State Does Not Meet Goal



Progress Since 2009

#### **ANALYSIS**

West Virginia does not support performance pay. The state does not have any policies in place that offer teachers additional compensation based on evidence of effectiveness.

#### **RECOMMENDATION**

■ Support a performance pay plan that recognizes teachers for their effectiveness.

Whether it implements the plan at the state or local level, West Virginia should ensure that performance pay structures thoughtfully measure classroom performance and connect student achievement to teacher effectiveness. The plan must be developed with careful consideration of available data and subsequent issues of fairness.

■ Consider piloting performance pay in a select number of school districts.

This would provide an opportunity to discover and correct any limitations in available data or methodology before implementing the plan on a wider scale.

### **WEST VIRGINIA RESPONSE TO ANALYSIS**

West Virginia recognized the factual accuracy of this analysis.

# **T** EXAMPLES OF BEST PRACTICE

An increasing number of states are supporting performance pay initiatives. Florida and **Indiana** are particularly noteworthy for their efforts to build performance into the salary schedule. Rather than award bonuses, teachers' salaries will be based in part on their performance in the classroom.



<sup>1.</sup> Nebraska's initiative does not go into effect until 2016.

# Goal G - Pension Flexibility

The state should ensure that pension systems are portable, flexible and fair to all teachers.

### **Goal Components**

(The factors considered in determining the states' rating for the goal.)

- 1. Participants in the state's pension system should have the option of a fully portable pension system as their primary pension plan by means of a defined contribution plan or a defined benefit plan that is formatted similar to a cash balance plan.
- 2. Participants in the state's pension system should be vested no later than the third year of employment.
- 3. Defined benefit plans should offer teachers the option of a lump-sum rollover to a personal retirement account upon termination of employment that includes, at minimum, the teacher's contributions and accrued interest at a fair interest rate. In addition, withdrawal options from either defined benefit or defined contribution plans should include funds contributed by the employer.
- 4. Defined benefit plans should allow teachers to purchase time for unlimited previous teaching experience at the time of employment. Teachers should also be allowed to purchase time for all official leaves of absence, such as maternity or paternity leave.

### Background



# Area 4: Goal G **West Virginia** Analysis



State Meets a Small Part of Goal



Progress Since 2009

#### **ANALYSIS**

West Virginia only offers a defined benefit pension plan to its teachers as their mandatory pension plan. This plan is not fully portable, does not vest until year five and does not provide any employer contribution for teachers who choose to withdraw their account balances when leaving the system. It also limits flexibility by restricting the ability to purchase years of service.

Teachers in West Virginia also participate in Social Security, so they must contribute to the state's defined benefit plan in addition to Social Security. Although retirement savings in addition to Social Security are good and necessary for most individuals, the state's policy results in mandated contributions to two inflexible plans, rather than permitting teachers options for their state-provided savings plans.

Vesting in a defined benefit plan guarantees a teacher's eligibility to receive lifetime monthly benefit payments at retirement age. Nonvested teachers do not have a right to later retirement benefits; they may only withdraw the portion of their funds allowed by the plan. West Virginia's vesting at five years of service limits the options of teachers who leave the system prior to this point.

Teachers in West Virginia who choose to withdraw their employee accounts upon leaving receive only their own employee contributions plus interest. This means that those who withdraw their funds accrue no benefits beyond what they might have earned had they simply put their contributions in basic savings accounts. Further, teachers who remain in the field of education but enter another pension plan (such as in another state) will find it difficult to purchase the time equivalent to their prior employment in the new system because they are not entitled to any employer contribution.

West Virginia limits teachers' flexibility to purchase years of service. The ability to purchase time is important because defined benefit plans' retirement eligibility and benefit payments are often tied to the number of years a teacher has worked. West Virginia's plan allows teachers to purchase time for previous teaching experience, up to 10 years or equal to 50 percent of their West Virginia service, whichever is less.

While better than not allowing any purchase at all, this provision is less than most state's and disadvantages teachers who move to West Virginia with more teaching experience. In addition, the purchased out-of-state service may not be used to establish retirement eligibility, which is a severe disadvantage to those who choose to purchase service. The state's plan does not allow for the purchase of maternity or paternity leaves, which is a severe disadvantage to any teacher who needs to take leave for parental care or for other personal reasons.

#### **Supporting Research**

West Virginia Teachers' Retirement System http://www.wvretirement.com/TRS.html
West Virginia Teachers' Retirement System Brochure http://www.wvretirement.com/forms/TRS-B2011.pdf

#### **RECOMMENDATION**

### Offer teachers a pension plan that is fully portable, flexible and fair.

West Virginia should offer teachers for their mandatory pension plan the option of either a defined contribution plan or a fully portable defined benefit plan, such as a cash balance plan. A well-structured defined benefit plan could be a suitable option among multiple plans. However, as the sole option, defined benefit plans severely disadvantage mobile teachers and those who enter the profession later in life. Because teachers in West Virginia participate in Social Security, they are required to contribute to two defined benefit-style plans.

## Increase the portability of its defined benefit plan.

If West Virginia maintains its defined benefit plan, it should allow all teachers that leave the system to withdraw employer contributions. The state should also allow teachers to purchase their full amount of previous teaching experience, at least one year per approved leave of absence, and decrease the vesting requirement to year three. A lack of portability is a disincentive to an increasingly mobile teaching force.

## Offer a fully portable supplemental retirement savings plan.

If West Virginia maintains its defined benefit plan, the state should at least offer teachers the option of a fully portable supplemental defined contribution savings plan, with employers matching a percentage of teachers' contributions.

#### WEST VIRGINIA RESPONSE TO ANALYSIS

West Virginia was helpful in providing NCTQ with facts that enhanced this analysis.

The state noted that, in addition, it has a defined contribution (DC) plan for those teachers and educational employees who were hired between July 1, 1991, and June 30, 2005, and those members of the defined benefit plan who elected to join the DC plan. Currently, the DC plan has approximately 5,000 members. In 2008, 78.3 percent of actively contributing DC members (15,152) individually and voluntarily elected to transfer out of the DC plan to the Teachers defined benefit plan.

#### **Supporting Research**

See WV Code 18-7A-3 and 18-7A-23 and WVCSR 162-7-3.1.3.

### **LAST WORD**

NCTQ believes that West Virginia's experience with its defined contribution plan presents a cautionary tale for other states—something that has been documented in past editions of the *Yearbook*. While the majority of West Virginia participants did choose to switch back to the defined benefit system—without having to pay the actuarial cost of doing so—over 20 percent did remain. The fact that over 20 percent remained in the defined contribution system, even when offered a generous buy-in opportunity, shows that a defined contribution system is valued by many teachers and should be offered as a choice to new teachers in West Virginia.

**Accrued Liability:** The value of a pension plan's promised benefits calculated by an actuary (actuarial valuation), taking into account a set of investment and benefit assumptions to a certain date.

**Actuarial Valuation:** In a pension plan, this is the total amount needed to meet promised benefits. A set of mathematical procedures is used to calculate the value of benefits to be paid, the funds available and the annual contribution required.

**Amortization Period:** The gradual elimination of a liability, such as a mortgage, in regular payments over a specified period of time.

**Benefit Formula**: Formula used to calculate the amount teachers will receive each month after retirement. The most common formula used is (years of service x final average salary x benefit multiplier). This amount is divided by 12 to calculate monthly benefits.

**Benefit Multiplier:** Multiplier used in the benefit formula. It, along with years of service, determines the total percentage of final average salary that a teacher will receive in retirement benefits. In some plans, the multiplier is not constant, but changes depending upon retirement age and/or years of service.

**Defined Benefit Plan:** Pension plan that promises to pay a specified amount to each person who retires after a set number of years of service. Employees contribute to them in some cases; in others, all contributions are made by the employer.

**Defined Contribution Plan:** Pension plan in which the level of contributions is fixed at a certain level, while benefits vary depending on the return from investments. Employees make contributions into a tax-deferred account, and employers may or may not make contributions. Defined contribution pension plans, unlike defined benefit pension plans, give the employee options of where to invest the account, usually among stock, bond and money market accounts.

**Lump-sum Withdrawal:** Large payment of money received at one time instead of in periodic payments. Teachers leaving a pension plan may receive a lump-sum distribution of the value of their pension.

**Normal Cost:** The amount necessary to fund retirement benefits for one plan year for an individual or a whole pension plan.

Pension Wealth: The net present value of a teacher's expected lifetime retirement benefits.

**Purchasing Time:** A teacher may make additional contributions to a pension system to increase service credit. Time may be purchased for a number of reasons, such as professional development leave, previous out-of-state teaching experience, medical leaves of absence or military service.

**Service Credit/Years of Service:** Accumulated period of time in years or partial years for which a teacher earned compensation subject to contributions.

**Supplemental Retirement Plan:** An optional plan to which teachers may voluntarily make tax-deferred contributions in addition to their mandatory pension plans. Employees are usually able to choose their rate of contribution up to a maximum set by the IRS; some employers also make contributions. These plans are generally in the form of 457 or 403(b) programs.

**Vesting:** Right an employee gradually acquires by length of service to receive employer-contributed benefits, such as payments from a pension fund.

Sources: Barron's Dictionary of Finance and Investment Terms, Seventh Edition; California State Teachers' Retirement System http://www.calstrs.com/Members/Defined%20Benefit%20Program/glossary.aspx; Economic Research Institute, http://www.eridlc.com/resources/index.cfm?fuseaction=resource.glossary

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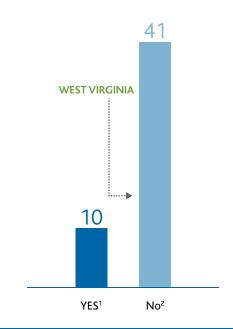
## **T** EXAMPLES OF BEST PRACTICE

Alaska provides a fair and flexible defined contribution pension plan for all teachers. This plan is also highly portable, as teachers are entitled to 100 percent of employer contributions after five years of service. South Dakota's defined benefit plan has some creative provisions, which makes it more like a defined contribution plan. Most notably, teachers are able to withdraw 85 percent of their employer contributions after three years of service. In addition, Florida, Ohio, South Carolina and Utah are noteworthy for offering teachers a choice between a defined benefit or hybrid plan and a defined contribution plan.

- 1. A hybrid plan has components of both a defined benefit plan and a defined contribution plan.
- 2. California offers a small cash balance component but ended most of the funding to this portion as of January 1, 2011.
- 3. Indiana also offers a supplemental defined contribution plan.
- 4. Ohio also offers the option of a hybrid plan and offers a supplemental defined contribution plan.
- 5. Oregon also offers a supplemental defined contribution plan.
- 6. South Carolina also offers a supplemental defined contribution plan.
- 7. Utah offers a choice between a defined contribution or a
- 8. Washington offers a choice between a defined benefit or a hybrid plan.

Figure 110

Do states offer teachers an option other than a nonportable defined benefit plan?



- 1. Strong Practice: Alaska, Florida, Indiana, Michigan, Ohio, Oregon, South Carolina, South Dakota, Utah, Washington
- Alabama, Arizona, Arkansas, California, Colorado<sup>3</sup>, Connecticut, Delaware, District of Columbia, Georgia, Hawaii<sup>3</sup>, Idaho, Illinois, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Massachusetts, Minnesota, Mississippi, Missouri, Montana, Nebraska, Nevada, New Hampshire, New Jersey, New Mexico, New York, North Carolina, North Dakota, Oklahoma, Pennsylvania, Rhode Island, Tennessee, Texas, Vermont, Virginia, West Virginia, Wisconsin, Wyoming
- 3. Although not fully portable, the state's defined benefit plan has some notable portability provisions.

Figure 111

- 1. For teachers who join the system on or after January 1, 2012.
- 2. Florida's defined benefit plan does not vest until year eight; teachers vest in the state's defined contribution plan after one year.
- 3. For teachers who join the system on or after July 1, 2012.
- 4. Ohio's defined benefit plan does not vest until year five; teachers vest in the state's defined contribution plan after one year.
- Oregon offers a hybrid plan in which teachers vest immediately in the defined contribution component and vest in the defined benefit component after five years.
- 6. South Carolina's defined benefit plan does not vest until year five; teachers vest immediately in the state's defined contribution plan.
- 7. Based on Washington's Plan 2. The state also offers a hybrid plan in which teachers vest immediately in the defined contribution component and vest in the defined benefit component after 10 years.

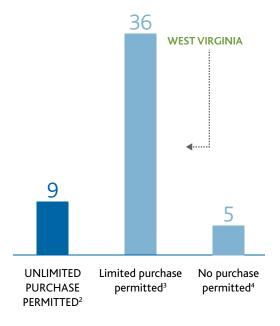
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Idaho						
Illinois						
Indiana						
lowa <sup>4</sup>						
Kansas						
Kentucky						
Louisiana						
Maine						
Maryland						
Massachusetts						
Michigan⁵						
Minnesota						
Mississippi						
Missouri						
Montana						
Nebraska						
Nevada <sup>6</sup>						
New Hampshire						
New Jersey						
New Mexico						
New York						
North Carolina						
North Dakota						
Ohio <sup>7</sup>						
Oklahoma						
Oregon <sup>8</sup>						
Pennsylvania						
Rhode Island						
South Carolina <sup>9</sup>						
South Dakota						
Tennessee						
Texas						
Utah <sup>10</sup>						
Vermont						
Virginia						
Washington <sup>11</sup>						
WEST VIRGINIA						
Wisconsin						
Wyoming						
	4	5	34	6	1	

- States' withdrawal policies may vary depending on a teacher's years of service. Year five is used as a common point of comparision.
- As of July 1, 2006, Alaska only offers a defined contribution plan to new members, which allows teachers leaving the system after five years to withdraw 100 percent of the employer contribution.
- California has a defined benefit plan with a small cash balance component, which allows exiting teachers to withdraw their contributions and any employer contributions plus earnings from their cash balance component, regardless of their actions regarding their defined benefit account.
- 4. Once vested, lowa teachers may withdraw an employer match equal to one-thirtieth of their years of service. Effective July 1, 2012 teachers vest at seven years of service, so a teacher leaving at year five would not be entitled to any employer contribution.
- 5. Michigan only offers a hybrid plan. Exiting teachers may withdraw their own contributions and accrued earnings immediately and the employer contributions to the defined contribution component once vested at year four. Michigan teachers may withdraw their own contributions and accrued interest from the defined benefit component but may not withdraw the employer contribution.
- 6. Most teachers in Nevada fund the system by salary reductions or forgoing pay raises and thus do not have direct contributions to withdraw. The small mintority that are in a contributory system may withdraw their contributions plus interest.
- 7. Ohio has two other pension plans. Ohio's defined contribution plan allows teachers with at least one year of service who are leaving the system to withdraw 100 percent of the employer contribution. Exiting teachers with at least five years of experience in Ohio's combination plan may withdraw their employee-funded defined contribution component and the present value of the benefits offered in the defined benefit component.
- 8. Oregon only has a hybrid retirement plan, which allows exiting teachers to withdraw their contributions plus earnings from their defined contribution component; they still receive the employer-funded defined benefit payments at retirement age.
- South Carolina also has a defined contribution plan, which allows exiting teachers to withdraw 100 percent of their contributions and employer contributions, plus earnings.
- 10. Utah offers a hybrid pension plan, which only has employee contributions when the costs exceed the guaranteed employer contribution. When costs are less than the employer contribution, the excess is contributed to the employee account and refundable after vesting.
- 11. Washington also has a hybrid plan, which allows exiting teachers to withdraw their contributions plus earnings from their defined contribution component; they still receive the employer-funded defined benefit payments at retirement age.

Figure 113

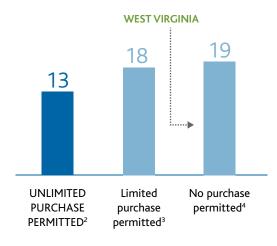
Do states permit teachers to purchase time for previous teaching experience?<sup>1</sup>



- Purchasing time does not apply to defined contribution plans. In states that offer multiple plans or a hybrid plan, the graph refers to the state's defined benefit plan or the defined benefit component of its hybrid plan. Alaska only offers a defined contribution plan and is not included.
- Strong Practice: California, Iowa, Kansas, Louisiana, New Hampshire, North Dakota, South Carolina, South Dakota, Utah
- Alabama, Arizona, Arkansas, Colorado, Connecticut, Delaware, District of Columbia, Florida, Georgia, Idaho, Illinois, Indiana, Kentucky, Maine, Maryland, Massachusetts, Mississippi, Missouri, Montana, Nebraska, Nevada, New Jersey, New Mexico, North Carolina, Ohio, Oklahoma, Pennsylvania, Rhode Island, Tennessee, Texas, Vermont, Virginia, Washington, West Virginia, Wisconsin, Wyoming
- ${\it 4.\ Hawaii,\ Michigan,\ Minnesota,\ New\ York,\ Oregon}$

Figure 114

Do states permit teachers to purchase time for leaves of absence?<sup>1</sup>



- Purchasing time does not apply to defined contribution plans. In states that offer multiple plans or a hybrid plan, the graph refers to the state's defined benefit plan or the defined benefit component of its hybrid plan. Alaska only offers a defined contribution plan and is not included.
- 2. Strong Practice: Alabama, California, Delaware, Illinois, Iowa, Maryland, Minnesota, Missouri, Nebraska, North Dakota, Ohio, South Carolina, South Dakota
- 3. Arizona, Connecticut, District of Columbia, Florida, Idaho, Indiana, Kentucky, Louisiana, Massachusetts, Montana, New Jersey, North Carolina, Oklahoma, Rhode Island, Vermont, Virginia, Washington, Wyoming
- Arkansas, Colorado, Georgia, Hawaii, Kansas, Maine, Michigan, Mississippi, Nevada, New Hampshire, New Mexico, New York, Oregon, Pennsylvania, Tennessee, Texas, Utah, West Virginia, Wisconsin

# Goal H - Pension Sustainability

The state should ensure that excessive resources are not committed to funding teachers' pension systems.

### **Goal Components**

(The factors considered in determining the states' rating for the goal.)

- The state should ensure that its pension system is financially sustainable, without excessive unfunded liabilities or an inappropriately long amortization period.
- Mandatory employer and employee contribution rates should not be unreasonably high, as they reduce teachers' paychecks and commit district resources that could otherwise be spent on salaries or incentives.

### **Background**



# Area 4: Goal H **West Virginia** Analysis



State Meets a Small Part of Goal



Progress Since 2009

#### **ANALYSIS**

As of June 30, 2010, the most recent date for which an actuarial valuation is available, West Virginia's defined benefit pension system for teachers is 46.5 percent funded and has a 23-year amortization period. This means that if the plan earns its assumed rate of return and maintains current contribution rates, it would take the state 23 years to pay off its unfunded liabilities. While its amortization period meets regulatory benchmarks, West Virginia's funding level is extremely low. The state's system is not financially sustainable according to actuarial benchmarks.

In addition, West Virginia requires excessive resources to fund its teachers' retirement system. The current employer contribution rate of 29.2 percent is too high on its own and extremely excessive in light of the fact that districts must also contribute 6.2 percent to Social Security. While this rate allows the state to pay off liabilities relatively quickly, it does so at great cost, precluding West Virginia from spending those funds on other, more immediate means to retain talented teachers. The mandatory employee contribution rate to the defined benefit plan of 6 percent is reasonable.

#### **Supporting Research**

State of West Virginia Retirement Plans http://www.wvretirement.com/Forms/PlanStatistics.pdf

#### **RECOMMENDATION**

Ensure that the pension system is financially sustainable.

The state would be better off if its system was over 95 percent funded to allow more protection during financial downturns. However, West Virginia should consider ways to improve its funding level without raising the contributions of local districts and teachers. Committing excessive resources to pension benefits can negatively affect teacher recruitment and retention. Improving funding levels necessitates, in part, systemic changes in the state's pension system. Goals 4-G and 4-I provide suggestions for pension system structures that are both sustainable and fair.

### **WEST VIRGINIA RESPONSE TO ANALYSIS**

West Virginia recognized the factual accuracy of this analysis.



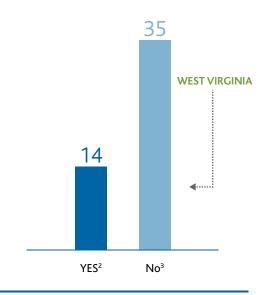


## **T** EXAMPLES OF BEST PRACTICE

**South Dakota, Tennessee** and **Wisconsin** provide financially sustainable pension systems without committing excessive resources. The systems in these states are fully funded without requiring excessive contributions from teachers or school districts.

Figure 117

Are state pension systems financially sustainable?<sup>1</sup>



- Cannot be determined for Michigan or Utah, which recently opened new systems.
- Strong Practice: Alaska, Delaware, District of Columbia, Florida, Georgia, Indiana<sup>4</sup>, Nebraska, New York, North Carolina, Oregon, South Dakota, Tennessee, Washington, Wisconsin
- Alabama, Arizona, Arkansas, California, Colorado, Connecticut, Hawaii, Idaho, Illinois, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Massachusetts, Minnesota, Mississippi, Missouri, Montana, Nevada, New Hampshire, New Jersey, New Mexico, North Dakota, Ohio, Oklahoma, Pennsylvania, Rhode Island, South Carolina, Texas, Vermont, Virginia, West Virginia, Wyoming
- 4. Based on Indiana's current plan only.

Figure 116

- The amortization period is set to be under 30 years; however, the amortization period is not determined because the state is not meeting its annual required contribution.
- 2. Michigan opened a new system in July 2010.
- 3. Utah opened a new system in July 2011.

Figure 118

Real Rate of Return

The pension system funding levels reported here are based on each state's individual actuarial valuation, which use a series of varying assumptions. One of these assumptions concerns rate of return, which greatly affects a system's funding level. If investment returns fall short of assumptions, the fund will have a deficit; if returns are greater than expected, the fund will have a surplus. Higher assumed rates involve more risk, while rates closer to inflation (typically in the 3-5 percent range) are safer.

Most state pension funds assume a rate between 7.5 percent and 8.25 percent. A state using a 7.5 percent rate will report a lower funding level than if it had used 8.25 percent, even though its liabilities remain the same. Many states report that they do meet or exceed an eight percent rate of return over the life of the plan.

However, some economists argue that states' assumed rates of return are too high, and should instead be closer to four percent. They caution that the risk associated with states' higher rates is borne by taxpayers, with the result that tax rates rise to fund pension deficits. A rate closer to four percent would make the vast majority of the nation's pension systems less than 50 percent funded. In light of the current market situation, the debate over the rate of return is particularly timely. With no current consensus by experts or policymakers, NCTQ used states' self-reported numbers rather than recalculate all funding levels based on a standard rate of return. Considering how many states' systems NCTQ found in questionable financial health without using the lower rates some economists prefer, it is clear this is an issue that demands policymakers' attention.

Figure 119

Figure 119

How well funded are state pension systems?

	Funding Level
Alaska <sup>1</sup>	N/A
District of Columbia	118.3%
Washington	116%
New York	103.2%
Wisconsin	99.8%
South Dakota	96.3%
Delaware	96%
North Carolina	95.9%
Indiana <sup>2</sup>	94.7%
Tennessee	90.6%
Wyoming	87.5%
Georgia	87.2%
Florida	86.6%
Utah	85.7%
Oregon	83.2%
Texas	82.9%
Nebraska	82.4%
Iowa	80.8%
Virginia	80.2%
Arizona	79%
Idaho	78.9%
Michigan	78.9%
Minnesota	78.5%
California	78%
Missouri	77.7%
Pennsylvania	75.1%
Alabama	74.7%
Arkansas	73.8%
Nevada	71.2%
North Dakota	69.8%
South Carolina	67.8%
Vermont	66.5%
Maine	65.9%
New Mexico	65.7%
Maryland	65.4%
Montana	65.4%
Colorado	64.8%
Mississippi	64.2%
Massachusetts	63%
Connecticut	61.4%
Hawaii	61.4%
Kentucky	61%
Ohio	59.1%
New Hampshire	58.5%
New Jersey	57.6%
Oklahoma	56.7%
Kansas	56%
Louisiana	54.4%
Illinois	48.4%
Rhode Island	48.4%
WEST VIRGINIA	46.5%

<sup>1.</sup> Alaska has only a defined contribution pension system.

Indiana's current plan is 94.7 percent funded. However, when the current plan is combined with its closed plan, the funding level drops to 44.3 percent.

Figure 120
What is a reasonable rate for pension contributions?

- 4-7 percent each for teachers and districts in states participating in Social Security
- 10-13 percent each for teachers and districts in states not participating in Social Security

Analysts generally agree that workers in their 20's with no previous retirement savings should save, in addition to Social Security contributions, about 10-15 percent of their gross income in order to be able to live during retirement on 80 percent of the salary they were earning when they retired. While the recommended savings rate varies with age and existing retirement savings, NCTQ has used this 10-15 percent benchmark as a reasonable rate for its analyses. To achieve a total savings of 10-15 percent, teacher and employer contributions should each be in the range of 4-7 percent. In states where teachers do not participate in Social Security, the total recommended retirement savings (teacher plus employer contributions) is about 12 percent higher to compensate for the fact that these teachers will not have Social Security income when they retire. In order to achieve the appropriate level of total savings, teacher and employer contributions in these states should each be in the range of 10-13 percent.

#### Sources:

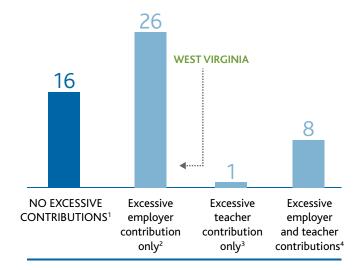
http://www.schwab.com/public/schwab/resource\_center/expert\_insight/retirement\_strategies/planning/how\_much\_should\_you\_save\_for\_retirement\_play\_the\_percentages.html
https://personal.vanguard.com/us/insights/retirement/saving/set-retirement-goals

Figure 121

- The employer contribution rate includes the contributions of both school districts and state governments, where appropriate.
- 2. The contribution rate is set to increase in future years. Some school districts in Georgia do not contribute to Social Security.
- 3. The contribution rate is set to increase in future years.
- 4. Michigan opened a new system in July 2010 and employer contributions are not yet reported.
- New Jersey reports its contributions as a flat dollar amount, and a percentage could not be calculated.
- The contribution rate is set to increase in future years. Most, but not all, school districts in Rhode Island contribute to Social Security.
- 7. The contribution rate is set to decrease in 2012.



Do states require excessive contributions to their pension systems?



- Strong Practice: Alaska, California, Colorado, District of Columbia, Florida, Illinois, Indiana, Minnesota, Nevada, New Jersey<sup>5</sup>, South Dakota, Tennessee, Texas, Vermont, Wisconsin, Wyoming
- Alabama, Arkansas, Connecticut, Delaware, Georgia, Idaho, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Massachusetts, Montana, New Hampshire, New York, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, South Carolina, Utah, Virginia, Washington, West Virginia
- 3. Michigan<sup>6</sup>
- 4. Arizona, Hawaii, Mississippi, Missouri, Nebraska, New Mexico, Pennsylvania, Rhode Island
- While not excessive, the employer and state contribution are quite low. The most recent total employer contribution was only 5.4 percent of the actuarially-determined annual required contribution.
- Employer contribution rates to Michigan's new system have not yet been reported.

Figure 123

- 1. The contribution rate is set to increase in future years.
- Teachers contribute 9.4 percent to the defined benefit component and are automatically enrolled to contribute 2 percent to the defined contribution component; teachers may change the latter rate.
- 3. The contribution rate is set to increase in 2012 and decrease in 2014.
- 4. Teachers share in the employer contribution through salary reductions or foregoing equivalent pay raises.
- 5. For teachers hired after July 1, 2011, the contribution ranges from 7.5-12.3 based on a variety of factors.
- 6. Teachers in the hybrid plan must make a mandatory contribution if the employer contribution does not cover system costs.
- 7. For the defined benefit plan; the rate varies for the defined contribution plan from a minimum of 5 percent.



# **Area 4: Delivering Well-Prepared Teachers**

# Goal I – Pension Neutrality

The state should ensure that pension systems are neutral, uniformly increasing pension wealth with each additional year of work.

### **Goal Components**

(The factors considered in determining the states' rating for the goal.)

- The formula that determines pension benefits should be neutral to the number of years worked. It should not have a multiplier that increases with years of service or longevity bonuses.
- 2. The formula for determining benefits should preserve incentives for teachers to continue working until conventional retirement ages. Eligibility for retirement benefits should be based on age and not years of service.

## **Background**



# Area 4: Goal | West Virginia Analysis



State Partly Meets Goal



Progress Since 2009

#### **ANALYSIS**

West Virginia's pension system is based on a benefit formula that is not neutral, meaning that each year of work does not accrue pension wealth in a uniform way until teachers reach conventional retirement age, such as that associated with Social Security.

Teachers' retirement wealth is determined by their monthly payments and the length of time they expect to receive those payments. Monthly payments are usually calculated as final average salary multiplied by years of service multiplied by a set multiplier (such as 1.5). Higher salary, more years of service or a greater multiplier increases monthly payments and results in greater pension wealth. Earlier retirement eligibility with unreduced benefits also increases pension wealth, because more payments will be received.

To qualify as neutral, a pension formula must utilize a constant benefit multiplier and an eligibility time-table based solely on age, rather than years of service. Basing eligibility for retirement on years of service creates unnecessary and often unfair peaks in pension wealth, while allowing unreduced retirement at a young age creates incentives to retire early. Plans that change their multipliers for various years of service do not value each year of teaching equally. Therefore, plans with a constant multiplier and that base retirement on an age in line with Social Security are likely to create the most uniform accrual of wealth.

West Virginia's pension plan is commended for utilizing a constant benefit multiplier of 2 percent; however, teachers may retire before standard retirement age based on years of service without a reduction in benefits. Teachers with 35 years of service may retire at any age, and those with 30 years of service may retire at age 55, while other vested teachers with less than 30 years of service may not retire until age 60. In addition, teachers who leave the system before age 60 with less than 20 years of service, may not receive benefits until age 62. Therefore, teachers who begin their careers at age 22 can reach 33 years of service by age 55, entitling them to five additional years of unreduced retirement benefits beyond what other teachers would receive who may not retire until age 60.

Not only are teachers being paid benefits by the state well before Social Security's retirement age, but these provisions, along with the state's early retirement with reduced benefits based on years of service, may also encourage effective teachers to retire earlier than they might otherwise. They also fail to treat equally those teachers who enter the system at a later age and give the same amount of service.

### **Supporting Research**

West Virginia Teachers' Retirement System http://www.wvretirement.com/TRS.html
West Virginia Teachers' Retirement System Brochure http://www.wvretirement.com/forms/TRS-B2011.pdf

### RECOMMENDATION

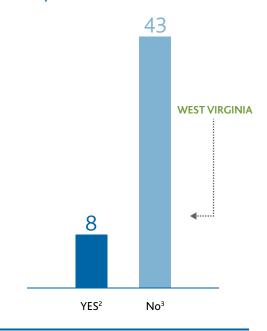
■ End retirement eligibility based on years of service.

West Virginia should change its practice of allowing teachers with 35 years of service to retire at any age and teachers with 30 years of service to retire at age 55, both with full benefits. If retirement at an earlier age is offered to some teachers, benefits should be reduced accordingly to compensate for the longer duration they will be awarded.

■ Align eligibility for retirement with unreduced benefits with Social Security retirement age. West Virginia allows all teachers to retire before conventional retirement age, some as young as 55, without reduced benefits. As life expectancies continue to increase, teachers may draw out of the system for many more years than they contributed. This is not compatible with a financially sustainable system (see Goal 4-H). **WEST VIRGINIA RESPONSE TO ANALYSIS** West Virginia recognized the factual accuracy of this analysis.

Figure 125

Do states base retirement eligibility on age, which is fair to all teachers?<sup>1</sup>



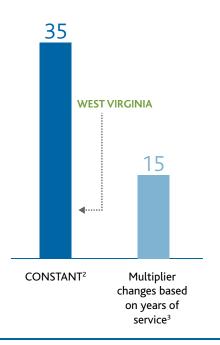
- 1. This only refers to determining retirement eligibility, not retirement benefits.
- 2. Strong Practice: Alaska, Illinois, Louisiana, Maine, Michigan, Minnesota, New Hampshire, New Jersey
- 3. Alabama, Arizona, Arkansas, California, Colorado, Connecticut, Delaware, District of Columbia, Florida, Georgia, Hawaii, Idaho, Indiana, Iowa, Kansas, Kentucky, Maryland, Massachusetts, Mississippi, Missouri, Montana, Nebraska, Nevada, New Mexico, New York, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Carolina, South Dakota, Tennessee, Texas, Utah, Vermont, Virginia, West Virginia, Washington, Wisconsin, Wyoming

#### Figure 126

- 1. All calculations are based on a teacher who starts teaching at age 22, earns a starting salary of \$35,000 that increases 3 percent per year, and retires at the age s/he is first eligible for unreduced benefits. The calculations use states' current benefit formulas and do not include cost of living increases. The final average salary was calculated as the average of the highest three years of salary, even though a few states may vary from that standard. Age 65 was used as a point of comparision because it is the miminum eligibility for unreduced Social Security benefits.
- 2. Does not apply to Alaska's defined contribution plan.
- 3. Minnesota provides unreduced retirement benefits at the age of full Social Security benefits or age 66, whichever comes first.
- California's formula has many options for retirement. A teacher with 40 years of experience at age 62 would reach Califorina's maximum allowable multiplier of 2.4 percent.
- 5. Age 60 is the earlier teachers hired on or after July 1, 2012 may retire. Teachers hired prior to this point may retire at age 55.
- Massachusetts's formula has many options for retirement. A teacher with 35 years
  of experience at age 57 would reach Massachusetts's maximum allowable benefit
  of 80 percent.

How much do states		/ 90 > 7 4
	Total amount in benefits being the time of the of time of	ent a
oay for each teacher	rt in L om t ii age	1, 1, 1, 1, 1, 1, 1, 1, 1, 1, 1, 1, 1, 1
that retires with	hour her fr	st ret ler w. st at a
unreduced benefits at	teac, teac, men	affie feact ching ive un
an early age?¹	Per 7	£, 4 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1
Alaska <sup>2</sup>		
Illinois	\$0	67
Maine	\$0	65
Minnesota <sup>3</sup>	\$0	66
New Hampshire	\$0	65
New Jersey	\$0	65
Washington	\$0	65
Tennessee	\$238,654	52
Michigan	\$289,187	60
California <sup>4</sup>	\$310,028	62
Indiana	\$317,728	55
Hawaii <sup>5</sup>	\$337,385	60
Kansas	\$337,385	60
Oregon	\$361,536	58
North Dakota	\$385,583	60
Oklahoma	\$385,583	60
Maryland Wisconsin	\$413,808	56
Rhode Island	\$416,007	57
New York	\$430,013 \$440,819	59 57
Texas	\$443,421	60
South Dakota	\$447,707	55
Virginia	\$468,982	56
Louisiana	\$481,979	60
Florida	\$485,257	55
Vermont	\$486,832	56
Montana	\$518,228	47
Connecticut	\$520,009	57
Utah	\$520,009	57
lowa	\$551,428	55
Idaho	\$551,743	56
North Carolina	\$568,555	52
South Carolina	\$577,142	50
Nebraska	\$577,687	55
WEST VIRGINIA	\$577,687	55
Delaware	\$577,927	52
District of Columbia	\$585,737	52
Massachusetts <sup>6</sup>	\$594,296	57
Georgia	\$624,786	52
Mississippi	\$624,786	52
Alabama	\$625,747	47
Colorado	\$650,011	57
Pennsylvania	\$650,011	57
Wyoming	\$655,506	54
Arizona Arkansas	\$664,340	55
Ohio Arkansas	\$681,789	50
New Mexico	\$687,265	52
Nevada	\$734,124	52
Missouri	\$780,983	52 51
Kentucky	\$789,343 \$791,679	49
	7131,013	7.7

Figure 127
What kind of multiplier do states use to calculate retirement benefits?<sup>1</sup>



- 1. Alaska has a defined contribution plan, which does not have a benefit multiplier.
- 2. Strong Practice: Alabama, Arkansas, Colorado, Delaware, District of Columbia, Georgia, Hawaii, Idaho, Illinois, Indiana, Kansas, Louisiana, Maine, Maryland, Michigan, Minnesota, Montana, Nebraska, Nevada, New Jersey, New Mexico, North Carolina, North Dakota, Oklahoma, Oregon, Pennsylvania, South Carolina, South Dakota, Tennessee, Texas, Utah, Virginia, Washington, West Virginia, Wisconsin
- 3. Arizona, California, Connecticut, Florida, Iowa, Kentucky, Massachusetts, Mississippi, Missouri, New Hampshire, New York, Ohio, Rhode Island, Vermont, Wyoming



### **T** EXAMPLES OF BEST PRACTICE

Alaska offers a defined contribution pension plan that is neutral, with pension wealth accumulating in an equal way for all teachers for each year of work. In addition, Illinois, Minnesota and New Jersey offer a defined benefit plan with a formula multiplier that does not change relative to years of service and does not allow unreduced benefits for retirees below age 65. Illinois and New Jersey are further commended for ending their previous practices of allowing teachers to retire well before Social Security age without a reduction in benefits.

#### Figure 128

### Double-Dipping: Cure the Disease, Not the Symptom

Benefit recipients in teacher pension plans have recently been under scrutiny for "double-dipping," when individuals receive a pension and salary at the same time. This can occur when teachers reach retirement eligibility, yet wish to keep working without losing pension wealth. Teachers can retire, start receiving their monthly benefits and then return to teaching. The restrictions on a teacher's ability to return to work vary from state to state. Policies can include waiting periods, limitations on earnings or restrictions to working in difficult-to-fill positions.

Some descriptions portray teachers working while collecting their pensions as greedy or somehow taking advantage, when in fact they are just following the system that is in place. When a teacher reaches retirement eligibility in a defined benefit system, her pension wealth peaks and, after that, wealth accrual slows or even decreases because every year a teacher delays retirement, she loses a year of pension benefits. For example, if a teacher could retire with 60 percent of her salary at age 56, then every year she teaches past that point she is, in effect, working for only 40 percent of her pay because she is not receiving her pension. This puts relatively young teachers and the districts who wish to retain them in a difficult position. Districts want to keep effective teachers in schools, but the financial reality for teachers is hard to pass up.

Retirees returning to work are also an issue for defined benefit pension system funding because contributions are not being made to the system that would be made if those positions were held by non-retirees. This adds to the funding imbalances that many states' defined benefit systems face.

Some states have created Deferred Retirement Option Plans (DROP) in which retirees can have their benefits placed in a savings account while they return to work and, once they retire again, they can receive the lump sum in their DROP accounts and resume their monthly benefits.

Returning to work would not be a large policy issue if systems did not allow teachers to retire with unreduced benefits at such relatively young ages and if pension wealth accrual were more neutral. An effective teacher should be able to keep teaching and at the same time know that her pension wealth will not erode. More systemic fixes—like the ones outlined in the *Yearbook*—are needed. Calls to prohibit double-dipping are not addressing the real problem.

144 : NCTQ STATE TEACHER POLICY YEARBOOK 2011
WEST VIRGINIA

### Goal A – Licensure Loopholes

The state should close loopholes that allow teachers who have not met licensure requirements to continue teaching.

#### **Goal Components**

(The factors considered in determining the states' rating for the goal.)

- Under no circumstances should a state award a standard license to a teacher who has not passed all required subject-matter licensing tests.
- 2. If a state finds it necessary to confer conditional or provisional licenses under limited and exceptional circumstances to teachers who have not passed the required tests, the state should ensure that requirements are met within one year.

#### **Background**



# Area 5: Goal A **West Virginia** Analysis



State Nearly Meets Goal



Progress Since 2009

#### **ANALYSIS**

West Virginia allows individuals from out-of-state who have completed an approved teacher education program but have not passed West Virginia licensing tests to teach under a temporary certificate. The state may issue a nonrenewable, one-year temporary certificate to individuals who otherwise meet all of the requirements for a professional certificate but who have not passed licensing tests.

#### **Supporting Research**

West Virginia Legislative Rules 126-136-10.1.1

#### **RECOMMENDATION**

■ Ensure that all teachers pass required subject-matter licensing tests before they enter the classroom.

While West Virginia's policy minimizes the risks brought about by having teachers in classrooms who lack sufficient or appropriate subject-matter knowledge by offering its temporary certificate for one year only, the state could take its policy a step further and require all teachers to meet subject-matter license requirements prior to entering the classroom.

#### WEST VIRGINIA RESPONSE TO ANALYSIS

West Virginia recognized the factual accuracy of this analysis.

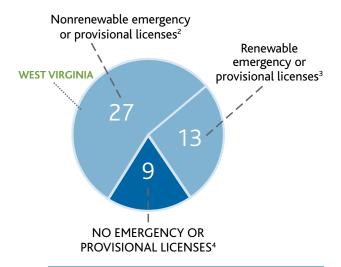
146 : NCTQ STATE TEACHER POLICY YEARBOOK 2011 WEST VIRGINIA



#### EXAMPLES OF BEST PRACTICE

Colorado, Illinois, Mississippi, and New Jersey require all new teachers to pass all required subject-matter tests as a condition of initial licensure.

Figure 130 Do states still award emergency licenses?1



- 1. Not applicable to Montana and Nebraska, which do not require subject matter testing.
- 2. Alabama, Alaska, Arkansas, California, Connecticut, Delaware, District of Columbia, Florida, Georgia, Idaho, Iowa, Kansas, Kentucky, Maryland, Massachusetts, New Hampshire, New York, North Carolina, North Dakota<sup>5</sup>, Ohio<sup>5</sup>, Oklahoma, Oregon, Rhode Island, Vermont, Washington, West Virginia, Wyoming
- 3. Arizona, Hawaii, Indiana, Louisiana, Maine, Michigan, Minnesota, Missouri, Pennsylvania, South Dakota, Tennessee, Texas, Wisconsin
- 4. Strong Practice: Colorado, Illinois, Mississippi, Nevada, New Jersey, New Mexico, South Carolina, Utah, Virginia
- 5. License is renewable, but only if licensure tests are passed.

Figure 131

- 1. Iowa only requires subject-matter testing for elementary teachers.
- 2. Montana does not require subject-matter testing.
- 3. Nebraska does not require subject-matter testing.
- 4. There is a potential loophole in Utah, as alternate route teachers appear able to delay passage of subject-matter tests.
- 5. Wyoming only requires subject-matter testing for elementary and social studies teachers.

How long can new tead	chers			
practice without passir	ng	/	/	Jyears or more
licensing tests?	i	/ /	] Up to 2 years	700. 1ed)
	FER	/ %	/ Leaf	rs or Pecij
	700	b to	lo to	3.7eg /
Alabama	<	Up to 1 year	<i>)</i> 5	/ 10
Alaska				
Arizona				-
Arkansas				
California				
Colorado				
Connecticut	$\overline{}$			
Delaware				
District of Columbia				
Florida				
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# Goal B – Unsatisfactory Evaluations

The state should articulate consequences for teachers with unsatisfactory evaluations, including specifying that teachers with multiple unsatisfactory evaluations should be eligible for dismissal.

### **Goal Components**

(The factors considered in determining the states' rating for the goal.)

- The state should require that all teachers who receive a single unsatisfactory evaluation be placed on an improvement plan, whether or not they have tenure.
- The state should require that all teachers who receive two consecutive unsatisfactory evaluations or two unsatisfactory evaluations within five years be formally eligible for dismissal, whether or not they have tenure.

#### Background



# Area 5: Goal B **West Virginia** Analysis



State Partly Meets Goal



Progress Since 2009

#### **ANALYSIS**

West Virginia requires that all teachers who receive unsatisfactory evaluations be placed on improvement plans. However, the state does not address whether a certain number of unsatisfactory evaluations would make teachers automatically eligible for dismissal.

#### **Supporting Research**

West Virginia Code 126-142-11

#### **RECOMMENDATION**

■ Make eligibility for dismissal a consequence of unsatisfactory evaluations.

Teachers who receive two consecutive unsatisfactory evaluations or have two unsatisfactory evaluations within five years should be formally eligible for dismissal, regardless of whether they have tenure. West Virginia should adopt a policy that ensures that teachers who receive such unsatisfactory evaluations are eligible for dismissal.

#### **WEST VIRGINIA RESPONSE TO ANALYSIS**

West Virginia recognized the factual accuracy of this analysis.

Figure 133	MAROVENENT PLAN AFTER	ELICIBLE FOR DISMISSALATER RATINGS UNSATISSALATER	٠ ا	No articulated consequences
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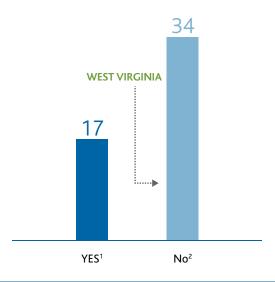
- Teachers could face nonrenewal based on evaluation results, but it is not clear that a teacher is eligible for dismissal after multiple unsatisfactory evaluations.
- While results of evaluations may be used in dismissal decisions, there are no specific criteria for a teacher's eligibility for dismissal.
- 3. Improvement plans are only used for teachers in identified "Schools At Risk." Those same teachers are also eligible for dismissal for multiple unsatisfactory evaluations.
- 4. A teacher reverts to probationary status after two consecutive years of unsatisfactory evaluations, but it is not clear that a teacher is eligible for dismissal.
- 5. Teachers in low performing schools can be dismissed after one negative rating.
- Local school boards must include procedures for using evaluation results for the removal of poorly performing teachers.

### **\*** EXAMPLES OF BEST PRACTICE

Illinois and Oklahoma both require that teachers who receive unsatisfactory evaluations be placed on improvement plans. Teachers in Illinois are then evaluated three times during a 90-day remediation period and are eligible for dismissal if performance remains unsatisfactory. In addition, new legislation in Illinois allows districts to dismiss a teacher without going through the remediation process if that teacher has already completed a remediation plan but then receives an unsatisfactory rating within the next three years. Oklahoma's improvement plan may not exceed two months, and if performance does not improve during that time, teachers are eligible for dismissal.

Figure 134

Do states specify that all teachers with multiple unsatisfactory evaluations are eligible for dismissal?



- Strong Practice: Alaska, Arkansas, Colorado, Delaware, Florida, Hawaii, Illinois, Indiana, Louisiana, Michigan, New Mexico, New York, Oklahoma, Pennsylvania, Rhode Island, Tennessee, Washington
- 2. Alabama, Arizona, California, Connecticut, District of Columbia, Georgia, Idaho<sup>3</sup>, Iowa, Kansas, Kentucky, Maine, Maryland, Massachusetts, Minnesota, Mississippi, Missouri, Montana, Nebraska, Nevada<sup>4</sup>, New Hampshire, New Jersey, North Carolina, North Dakota, Ohio, Oregon, South Carolina, South Dakota, Texas, Utah, Vermont, Virginia, West Virginia, Wisconsin, Wyoming
- 3. Teachers could face nonrenewal based on evaluation results, but it is not clear that a teacher is eligible for dismissal after multiple unsatisfactory evaluations.
- 4. A teacher reverts to probationary status after two consecutive years of unsatisfactory evaluations, but it is not clear that a teacher is eligible for dismissal.

### Goal C – Dismissal for Poor Performance

The state should articulate that ineffective classroom performance is grounds for dismissal and ensure that the process for terminating ineffective teachers is expedient and fair to all parties.

#### **Goal Components**

(The factors considered in determining the states' rating for the goal.)

- 1. The state should articulate that teachers may be dismissed for ineffective classroom performance.
- 2. A teacher who is terminated for poor performance should have an opportunity to appeal. In the interest of both the teacher and the school district, the state should ensure that this appeal occurs within a reasonable time frame.
- 3. There should be a clear distinction between the process and accompanying due process rights for teachers dismissed for classroom ineffectiveness and the process and accompanying due process rights for teachers dismissed or facing license revocation for felony or morality violations or dereliction of duties.

#### Background



### Area 5: Goal C **West Virginia** Analysis



State Meets a Small Part of Goal



Progress Since 2009

#### **ANALYSIS**

In West Virginia, tenured teachers who are terminated have multiple opportunities to appeal. After receiving written notice of dismissal, the teacher may—within five days—request a level three hearing. The state does not specify a time frame for the hearing, just that the administrative law judge must issue a decision within 30 days of the hearing's conclusion. The decision may be appealed to the circuit court.

West Virginia does not distinguish the due process rights of teachers dismissed for ineffective performance from those facing other charges commonly associated with license revocation, such as a felony and/or morality violations. The process is the same regardless of the grounds for cancellation, which include: "immorality, incompetency, cruelty, insubordination, intemperance, willful neglect of duty, unsatisfactory performance, the conviction of a felony or a guilty plea or a plea of nolo contendere to a felony charge." The state does stipulate that "a charge of unsatisfactory performance shall not be made except as the result of an employee performance evaluation."

#### **Supporting Research**

West Virginia Code 6C-2-4 18A-2-8

#### **RECOMMENDATION**

Ensure that teachers terminated for poor performance have the opportunity to appeal within a reasonable time frame.

Nonprobationary teachers who are dismissed for any grounds, including ineffectiveness, are entitled to due process. However, cases that drag on for years drain resources from school districts and create a disincentive for districts to attempt to terminate poor performers. Therefore, the state must ensure that the opportunity to appeal occurs only once and only at the district level. It is in the best interest of both the teacher and the district that a conclusion be reached within a reasonable time frame.

 Distinguish the process and accompanying due process rights between dismissal for classroom ineffectiveness and dismissal for morality violations, felonies or dereliction of duty.

While nonprobationary teachers should have due process for any termination, it is important to differentiate between loss of employment and issues with far-reaching consequences that could permanently impact a teacher's right to practice. West Virginia should ensure that appeals related to classroom effectiveness are only decided by those with educational expertise.

#### WEST VIRGINIA RESPONSE TO ANALYSIS

West Virginia was helpful in providing NCTQ with the facts necessary for this analysis.

In addition, the state noted that NCTQ made certain assumptions based upon the wording of Section 18A-2-8, which is admittedly less than clear, and that appeals of teacher terminations are governed by statutes enacted by the Legislature. The West Virginia Board of Education and the West Virginia Department of Education have no input or governance authority. They are simply employers subject to the same grievance procedures as are the county boards of education.

The state also pointed out that the typical process for termination of a teacher employed by a county board of education is that the teacher is provided notice that the county superintendent will recommend to the county board of education that he or she be terminated. The teacher has a right to have a hearing before the county board of education. It is usually held within two weeks. The county board votes on the superintendent's recommendation at the conclusion of the hearing. The vote is memorialized in a letter sent by the county superintendent.

The state added that regardless of whether the teacher requested a hearing before the county board, the terminated teacher then has a statutory right to file a grievance and almost always proceeds directly to a level three hearing, which is heard de novo. The Grievance Board has the authority to issue subpoenas and there is an opportunity to conduct limited discovery, unlike the hearing before the county board of education. There has been an effort in recent years to employ more hearing officers to expedite the process.

In addition, West Virginia pointed out that it is true that all grievance decisions are appealable to the Circuit Court of Kanawha County, where the State Capitol is located. But the Circuit Court reviews the record; it does not take any evidence. Often times, the parties submit briefs and do not make oral argument.

Finally, the state said that "the West Virginia Department of Education doubts whether the Legislature politically could carve out an exception to the grievance process for professional personnel being terminated for incompetence or unsatisfactory performance and give them less due process than a teacher being terminated for something more serious, such as cruelty, or a school custodian being terminated for any reason. Even if it did, the Department anticipates that the Supreme Court of Appeals of West Virginia would regard such a differentiation as a denial of due process. The expeditious process that NCTQ envisions could only come about if the Legislature abolished the entire Public Employees Grievance Board system and the Supreme Court abolished the common law concepts of writs of mandamus and prohibition (basically an appeal to a Circuit Court from a public agency if the petitioner has no avenue of direct appeal)."

**Supporting Research** 

West Virginia Code Section 6C-2-1 et seq.

#### **LAST WORD**

The issue of long, protracted dismissal processes that cost districts hundreds of thousands of dollars has earned national attention. It has recently been addressed by a number of states, including Florida, Indiana and Oklahoma. West Virginia may find its legislature more willing to revisit this issue than it believes.

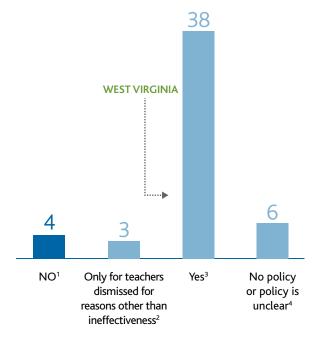
Figure 136			
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#### **T** EXAMPLES OF BEST PRACTICE

Oklahoma clearly articulates that teacher ineffectiveness in the classroom is grounds for dismissal and has taken steps to ensure that the dismissal process for teachers deemed to be ineffective is expedited. Teachers facing dismissal have only one opportunity to appeal.

Figure 137 Do states allow multiple appeals of teacher dismissals?



- 1. Strong Practice: Florida, Louisiana, Oklahoma, Wisconsin
- 2. Teachers in these states revert to probationary status following ineffective evaluation ratings, meaning that they no longer have the due process right to multiple appeals: Colorado, Indiana, Tennessee
- 3. Alabama, Alaska, Arizona, Arkansas, California, Connecticut, Delaware, Georgia, Hawaii, Idaho, Illinois<sup>5</sup>, Iowa, Kansas, Kentucky, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, Montana, New Hampshire, New Jersey, New Mexico, New York, North Carolina, North Dakota, Ohio, Oregon, Pennsylvania, Rhode Island, South Carolina, South Dakota, Texas, Virginia, Washington, West Virginia, Wyoming
- 4. District of Columbia, Maine, Nebraska, Nevada<sup>6</sup>, Utah, Vermont
- 5. The teacher is responsible for the cost of the second appeal.
- 6. Though a teacher returns to probationary status after two consecutive unsatisfactory ratings, the state does not articulate clear policy about its appeals process.

#### Figure 136

- 1. It is left to districts to define "inadequacy of classroom performance."
- 2. A teacher reverts to probationary status after two consecutive years of unsatisfactory evaluations, but it is not articulated that ineffectiveness is grounds for dismissal.
- 3. Dismissal policy includes dismissal for unsatisfactory evaluations, but the state's evaluation system does not measure teacher effectiveness (see Goal 3-B).

### Goal D – Reductions in Force

The state should require that its school districts consider classroom performance as a factor in determining which teachers are laid off when a reduction in force is necessary.

#### **Goal Components**

(The factors considered in determining the states' rating for the goal.)

1. The state should require that districts consider classroom performance and ensure that seniority is not the only factor used to determine which teachers are laid off.

### Background



# Area 5: Goal D **West Virginia** Analysis



State Does Not Meet Goal



Progress Since 2009

#### **ANALYSIS**

In West Virginia, seniority is the sole factor used to determine which teachers are laid off during a reduction in force. Following the release of teachers on temporary permits, "the employee with the least amount of seniority shall be properly notified and released from employment."

#### **Supporting Research**

West Virginia Code 18A-4-7a

#### **RECOMMENDATION**

- Require that districts consider classroom performance as a factor in determining which teachers are laid off during reductions in force.
  - West Virginia should give districts the flexibility to determine their own layoff policies, but it should do so within a framework that ensures that classroom performance is considered.
- Ensure that seniority is not the only factor used to determine which teachers are laid off. Although it may be useful to consider seniority among other criteria, West Virginia's current policy puts adult interests before student needs.

#### **WEST VIRGINIA RESPONSE TO ANALYSIS**

West Virginia recognized the factual accuracy of this analysis.

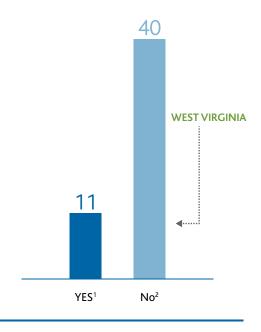




#### **T** EXAMPLES OF BEST PRACTICE

Colorado, Florida and Indiana all specify that in determining which teachers to lay off during a reduction in force, classroom performance is the top criterion. These states also articulate that seniority can only be considered after a teacher's performance is taken into account.

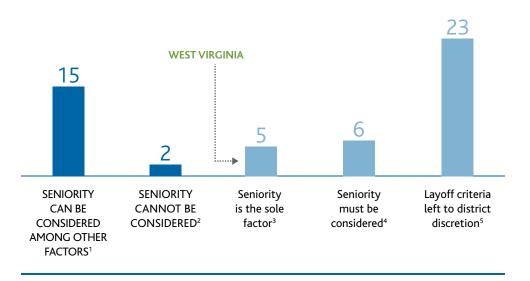
Figure 140 Do districts have to consider performance in determining which teachers are laid off?



- 1. Strong Practice: Colorado, Florida, Illinois, Indiana, Michigan, Missouri, Oklahoma, Rhode Island, Tennessee, Texas, Utah
- 2. Alabama, Alaska, Arizona, Arkansas, California, Connecticut, Delaware, District of Columbia, Georgia, Hawaii, Idaho, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Massachusetts, Minnesota, Mississippi, Montana, Nebraska, Nevada, New Hampshire, New Jersey, New Mexico, New York, North Carolina, North Dakota, Ohio<sup>3</sup>, Oregon, Pennsylvania, South Carolina, South Dakota, Vermont, Virginia, Washington, West Virginia, Wisconsin, Wyoming
- 3. Tenure is considered first.

Figure 141

Do states prevent districts from overemphasizing seniority in layoff decisions?



<sup>1.</sup> Strong Practice: Arizona, Colorado, Florida, Illinois, Indiana, Maine, Michigan, Missouri<sup>6</sup>, Nevada, New Hampshire, Ohio<sup>6</sup>, Oklahoma, Rhode Island, Tennessee, Texas

- 2. Strong Practice: Idaho, Utah
- 3. Hawaii, New York, Pennsylvania, West Virginia, Wisconsin<sup>7</sup>
- 4. California, Kentucky, Louisiana, Minnesota, New Jersey, Oregon
- 5. Alabama, Alaska<sup>6</sup>, Arkansas, Connecticut, Delaware, District of Columbia, Georgia<sup>6</sup>, Iowa, Kansas, Maryland, Massachusetts<sup>6</sup>, Mississippi, Montana, Nebraska<sup>6</sup>, New Mexico, North Carolina, North Dakota, South Carolina, South Dakota, Vermont, Virginia, Washington, Wyoming
- 6. Nontenured teachers are laid off first.
- $7. \ \ Only \ for \ counties \ with \ populations \ of \ 500,000 \ or \ more \ and \ for \ teachers \ hired \ before \ 1995.$

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