# 2011 State Teacher Policy Yearbook

Nebraska

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.

### **FUNDERS**

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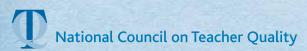
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# **Executive Summary**

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.

# Nebraska at a Glance Overall 2011 Yearbook Grade:



Overall 2009 Yearbook Grade: D-

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

### **Overall Progress**



### Highlights from recent progress in Nebraska include:

■ State data system with the capacity to provide evidence of teacher effectiveness

# How is Nebraska 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.

### **Policy Weaknesses**

- Elementary teachers are not adequately prepared to teach the rigorous content associated with the Common Core Standards, and they are not required to pass a subject-matter test.
- Preparation programs are not required to address the science of reading, and 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.
- Middle school teachers are allowed to teach on a K-8 generalist license.

- Secondary teachers are not required to pass a content test
- The state offers a K-12 special education certification.
- A pedagogy test is not required as a condition of licensure.
- There are no requirements to ensure that student teachers are placed with cooperating teachers who were selected based on evidence of effectiveness.
- 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**

### **Policy Weaknesses**

- Admission criteria for the alternate route to certification are not sufficiently selective or flexible for nontraditional candidates.
- Alternate route preparation is not streamlined or geared toward the immediate needs of new teachers.
- Usage and providers of the alternate route are restricted.
- The state does not offer a license with minimal requirements that would allow content experts to teach part time.
- Obstacles for out-of-state teachers exist that do not support licensure reciprocity.

# How is Nebraska 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.
- Districts are given full authority for how teachers are paid, although they are not discouraged from basing salary schedules solely on years of experience and advanced degrees.
- Teachers can receive performance pay starting in 2016.
- The pension plan is well funded.

### **Policy Weaknesses**

- Professional development is not aligned with findings from teachers' evaluations.
- The state does not support additional compensation for relevant prior work experience, working in highneed schools or teaching in shortage subject areas.
- Teachers are only offered a defined benefit pension plan as their mandatory pension plan, and pension policies are not portable, flexible or fair to all teachers.
- The pension system 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**

### **Policy Weaknesses**

- The state does not have policy in place to ensure teachers' subject-matter knowledge before granting initial licensure, nor has it articulated policy regarding teachers who receive unsatisfactory evaluations.
- Ineffective classroom performance is not grounds for dismissal, and the state could do more to ensure that the appeal process for teacher dismissal occurs within a reasonable time frame.
- Performance is not considered in determining which teachers to lay off during reductions in force.

# Nebraska Goal Summary

Goal	Breakdown					
	Best Practice	0		Area 3: Identifying Effective Teachers		Ų.
	Fully Meets	1		3-A: State Data Systems		
•	Nearly Meets	1		3-B: Evaluation of Effectiveness	0	
•	Partially Meets	8		3-C: Frequency of Evaluations		
0	Only Meets a Small Part	3		, ,		
	Does Not Meet	23		3-D: Tenure	0	
F	Progress on Goals Since 2009  1 2 1 2 26 SOAL 7			3-E: Licensure Advancement	0	
	U ∠ V I W ∠O GOAL /			3-F: Equitable Distribution	0	
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	0		4-B: Professional Development	0	
	Teacher Preparation in Reading Instruction	0		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	0		4-F: Performance Pay	•	
	Secondary Teacher Preparation in Science	0		4-G: Pension Flexibility	•	
	Secondary Teacher Preparation in Social Studies	0		4-H: Pension Sustainability	0	
1-I: S	Special Education Teacher Preparation	0		4-I: Pension Neutrality	0	
1-J: .	Assessing Professional Knowledge	0	K-	Area 5: Exiting Ineffective Teachers		
1-K:	Student Teaching	0		5-A: Licensure Loopholes	0	
	Teacher Preparation Program			5-B: Unsatisfactory Evaluations	0	
	Accountability 2: Expanding the Pool of Teachers			5-C: Dismissal for Poor Performance	0	
	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	0				

### 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 policymakers 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.





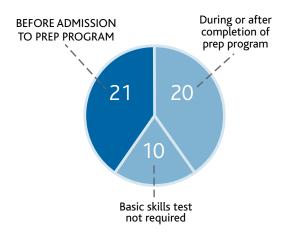


Some goals are marked with this symbol , which indicates that the bar has been raised for this goal since the 2009 *Yearbook*. With many states making considerable progress in advancing teacher effectiveness policy, NCTQ raised the standards for some goals where the bar had been quite low. As this may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

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#### 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.)

- 1. 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.
- 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 **Nebraska** Analysis



State Partly Meets Goal



Rar Raised for this Goal



**Progress Since 2009** 

### **ANALYSIS**

Nebraska 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.

Nebraska does not allow teacher preparation programs to exempt candidates who demonstrate equivalent performance on a college entrance exam.

### Supporting Research

Nebraska Department of Education Rules and Regulations 96-20-005.01, .02

#### **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—Nebraska 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.

Exempt candidates with comparable SAT or ACT scores.

Nebraska should waive the basic skills test requirement for candidates whose SAT or ACT scores demonstrate that they are in the top half of their class.

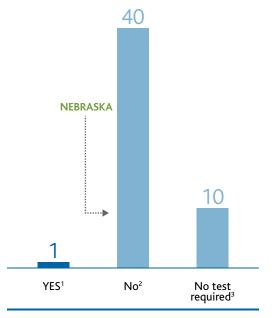
### **NEBRASKA RESPONSE TO ANALYSIS**

Nebraska recognized the factual accuracy of this analysis.

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

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.

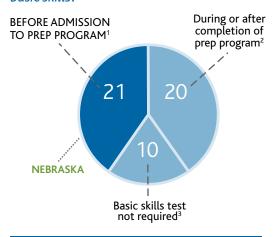
Figure 2 Do states require a test of academic proficiency that is normed to the general college-going population?



### 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?

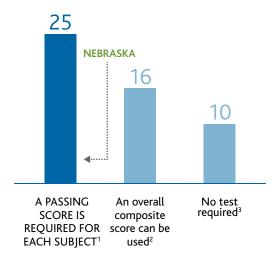


- 1. Strong Practice: Arkansas, Connecticut, Florida, Georgia, Hawaii, Illinois, Indiana, Iowa, Louisiana, Mississippi, Missouri, Nebraska, North Carolina, Rhode Island, South Carolina, Tennessee, Texas, Virginia, Washington, West Virginia, Wisconsin
- 2. Alabama, Alaska, California, Delaware, District 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 **Nebraska** Analysis



State Does Not Meet Goal



**Progress Since 2009** 

### **ANALYSIS**

Nebraska does not ensure that its elementary teacher candidates are adequately prepared to teach a broad range of elementary content.

Unfortunately, Nebraska has yet to adopt subject-matter testing requirements, as a condition of licensure, for any of its teachers.

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

Nebraska also requires elementary teacher candidates to complete at least 30 semester hours of course-work in areas that include English/language arts (communication, including literature, composition and speech), science, and social studies/history. A minimum of six semester hours is required in each area. (For mathematics requirements, see Goal 1-D.) The state also requires an unspecified amount of course-work in fine arts, health and wellness, and humanities. These are all sensible requirements, but, again, they could benefit from a greater degree of specificity. The state's current policies offer no guarantee that its elementary teacher candidates will study American history and government, geography or biological science.

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

#### Supporting Research

Nebraska Department of Education Title 92 Chapter 20, Section 005.08 and Chapter 24, Section 006.19

### **RECOMMENDATION**

■ Require a content test—as a condition of licensure—that ensures sufficient knowledge in all subjects.

Nebraska should adopt a subject-matter test for elementary teacher candidates and 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, Nebraska should ensure that these passing scores reflect high levels of performance.

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

Nebraska should either articulate a specific set of standards or establish more comprehensive coursework requirements that are specifically geared to the areas of knowledge needed by PK-6 teachers. 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 Nebraska 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 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.

### **NEBRASKA RESPONSE TO ANALYSIS**

Nebraska was helpful in providing NCTQ with facts that enhanced this analysis. The state acknowledged its requirement of 40 hours of general education coursework, and pointed out that it also requires 40 hours of professional education coursework, which includes curriculum, methodology and assessment related to teaching K-8 students in all areas of the elementary curriculum. "These courses support acquisition of content and how to use it in the classroom."

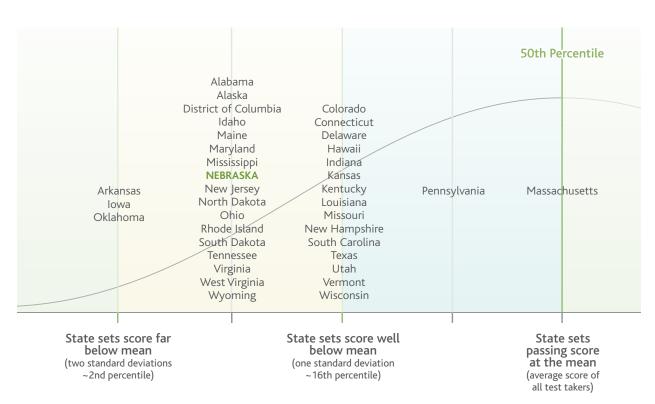
Further, Nebraska contended that its Rule 24 Guidelines provide specific information about the competencies expected of a program completer. "Although the Guidelines imply they are 'recommended,' all institutions are held accountable to the elements in the Guidelines through the program approval process."

Finally, Nebraska disagreed with the determination that elementary teachers are not prepared to teach a broad elementary curriculum. It noted that general education courses and content courses are taught by arts and sciences faculty in all institutions, even though it is not specifically mandated by the state. Nebraska also reiterated its general education requirements, which include coursework in science, social sciences, English/language arts and mathematics. "However, it is true that our educator preparation guidelines are not explicit about the distribution of these courses in the institution's program."



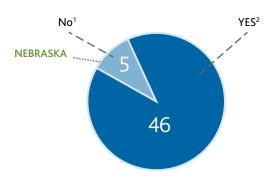
Although no state meets this goal, three states have noteworthy policies. **Massachusetts's** testing requirements, which are based on the state's curriculum, ensure that elementary teachers are provided with a broad liberal arts education. **Indiana** and **Utah** are the first two states to adopt the 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>?



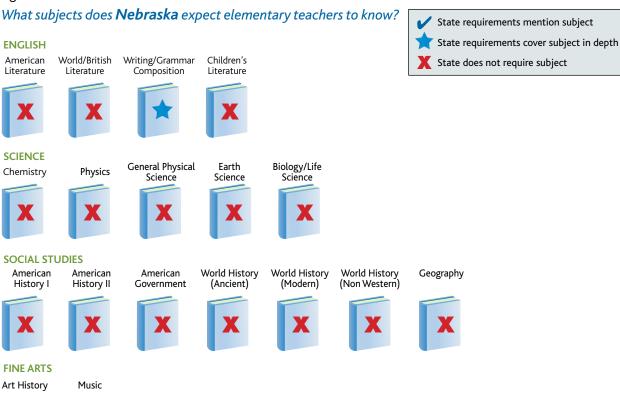
<sup>1</sup> Based on the most recent technical data that could be obtained; data not available for Arizona, California, Florida, Georgia, Illinois, Michigan, Minnesota, New Mexico, New York, North Carolina, Oregon and Washington. Montana and Nebraska do not require a content test. Colorado score is 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
- 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

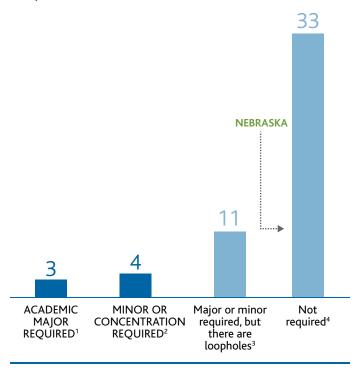


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■ Subject mentioned ★ Subject covered in depth

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 **Nebraska** Analysis



State Does Not Meet Goal



Progress Since 2009

#### **ANALYSIS**

Nebraska does not require that teacher preparation programs for elementary teacher candidates address the science of reading.

The state does require teacher preparation programs to ensure that teacher candidates participate "in activities which will enable them to develop competencies in teaching the reading and writing skills necessary" for their teaching fields. However, Nebraska's standards do not make any mention of the five essential components of reading instruction.

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

Nebraska also does not require teacher candidates to pass an assessment that measures knowledge of scientifically based reading instruction prior to certification or at any point thereafter.

### Supporting Research

Nebraska Department of Education Title 92 Chapter 20 005.10 http://www.education.ne.gov/legal/webrulespdf/Rule%2024%20Guidelines\_2010.pdf

#### RECOMMENDATION

■ Ensure that teacher preparation programs prepare elementary teaching candidates in the science of reading instruction.

Nebraska should ensure that teacher preparation programs adequately prepare elementary teacher candidates in the science of reading by requiring that these programs train candidates in the five instructional components of scientifically based reading instruction: phonemic awareness, phonics, fluency, vocabulary and comprehension. Although Nebraska's endorsement guidelines commendably address the science of reading, these are merely recommendations. There is no assurance that teacher preparation programs will incorporate these components into the curriculum for elementary teacher candidates.

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

Nebraska should 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 class-room. 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.

#### **NEBRASKA RESPONSE TO ANALYSIS**

Nebraska contended that although the Rule 24 Guidelines include the statement "recommended for use with Rule 24," all institutions are held accountable for all elements contained in the guidelines. The state monitors compliance during the annual program approval process as well as during the periodic comprehensive program approval review.

### **LAST WORD**

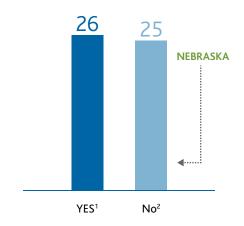
Nebraska should clarify its wording—and ideally codify the requirement—to ensure that elementary teacher candidates are prepared in the science of reading.



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

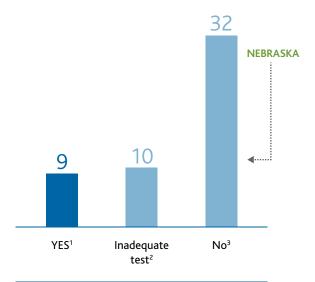
Eight states meet this goal by requiring that preparation programs for elementary teacher candidates address the science of reading and requiring that candidates pass comprehensive assessments that specifically test the five elements of instruction: phonemic awareness, phonics, fluency, vocabulary and 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	
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<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.



### Area 1: Goal D **Nebraska** Analysis



State Does Not Meet Goal



Progress Since 2009

#### **ANALYSIS**

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

The state requires elementary teaching candidates to earn a minimum of six semester hours of credit in mathematics. However, Nebraska specifies neither the requisite content of these classes nor that they must meet the needs of elementary teachers.

Unfortunately, the state has yet to adopt subject-matter testing requirements—as a condition of licensure—for any of its teachers.

### **Supporting Research**

Nebraska Department of Education Title 92 Chapter 24, Section 006.19

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 Nebraska requires some 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.

Nebraska 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.

### **NEBRASKA RESPONSE TO ANALYSIS**

Nebraska was helpful in providing NCTQ with facts that enhanced this analysis. The state also contended that it does specify that coursework in the area of mathematics must meet the needs of elementary teachers and that student standards are included in the preparation coursework.

Supporting Research

Rule 24

### **LAST WORD**

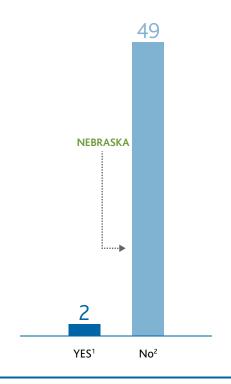
The state's academic coursework guidelines are too vague to ensure that mathematics content will be specifically geared to the needs of elementary teachers. Further, although Nebraska requires that teacher preparation programs prepare elementary teacher candidates to teach to the state's elementary student standards, it is quite hard to monitor or enforce, absent a licensing test that 1) is directly aligned to state student learning standards and 2) reports teacher performance in each subject area, so that teachers cannot fail a subject area or two and still pass the test.



### **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.

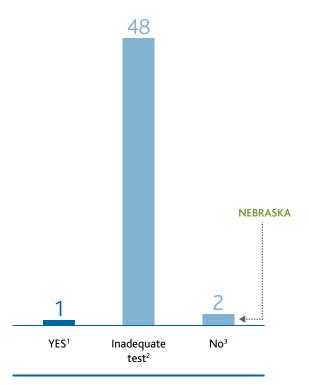
Figure 17 Do states articulate appropriate mathematics preparation for elementary teachers?



#### 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 **Nebraska** Analysis



State Partly Meets Goal



Progress Since 2009

#### **ANALYSIS**

Although Nebraska's elementary license is typically valid for grades 1-6, teacher candidates may teach grades 7 and 8 if they are in self-contained classrooms. The state articulates a middle grades (grades 4-9) endorsement; candidates must earn a minimum of 36 semester hours in two or more content areas. Teachers with secondary licenses may also teach single subjects in middle school; they must earn a major in their intended field.

Middle school teachers in Nebraska who are teaching on the middle grades endorsement or the secondary certificate are not required to pass a subject-matter test to attain licensure. Those seeking the generalist license are required to pass the general content test for elementary education, in which subscores are not provided; therefore, there is no assurance that these middle school teachers will have sufficient knowledge in each subject they teach.

### **Supporting Research**

Nebraska Department of Education Title 92 Chapter 24 www.ets.org/praxis

### **RECOMMENDATION**

### ■ Prepare middle school teachers to teach middle school.

Nebraska should not allow 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. These teachers are less likely to be adequately prepared to teach core academic areas at the middle school level because their preparation requirements are not specific to the middle or secondary levels and they need not pass a subject-matter test in each subject they teach. Adopting middle school teacher preparation policies for all such teachers will help ensure that students in grades 7 and 8 have teachers who are appropriately prepared to teach grade level content, which is different and more advanced than what elementary teachers teach.

### ■ Refine middle school subject-matter preparation policy.

Nebraska should also be more specific about its coursework requirements so that it is requiring the equivalent of two academic minors. Middle school candidates who intend to teach a single subject should earn a major in that area.

### Require subject-matter testing for middle school teacher candidates.

Nebraska should require subject-matter testing for all middle school teacher candidates in every core academic area they intend to teach as a condition of initial licensure.

#### **NEBRASKA RESPONSE TO ANALYSIS**

Nebraska recognized the factual accuracy of this analysis. The state noted that the middle grades endorsement is scheduled for revision in the next academic year, and Nebraska will likely address some of the recommendations made by NCTQ.



### **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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<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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<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 **Nebraska** Analysis



State Does Not Meet Goal



Progress Since 2009

#### **ANALYSIS**

Nebraska does not require secondary teachers to pass content tests.

### **RECOMMENDATION**

Require subject-matter testing for all secondary teacher candidates.

As a condition of licensure, Nebraska should require its secondary teacher candidates to pass a content test in each subject area they plan to teach to ensure that they possess adequate subject-matter knowledge and are prepared to teach grade-level content. While a degree—even an advanced degree—may be generally indicative of background in a particular subject area, only a subject-matter test ensures that teachers know the specific content they will need to teach.

■ Require subject-matter testing when adding subject-area endorsements.

Nebraska should require passing scores on subject-specific content tests, regardless of other coursework or degree requirements, for teachers who are licensed in core secondary subjects and wish to add another subject area, or endorsement, to their licenses.

### **NEBRASKA RESPONSE TO ANALYSIS**

Nebraska recognized the factual accuracy of this analysis. The state added that it does not agree with NCTQ's assertion that Nebraska does not ensure that secondary teachers are sufficiently prepared to teach appropriate grade-level content. NCTQ indicators are focused on testing and the fact that Nebraska does not require tests for licensure. Because the NCTQ standard is to require content tests, rather than focus on whether the preparation program ensures that secondary teachers are sufficiently prepared to teach the content, NCTQ's rating is correct by its standard.

### **LAST WORD**

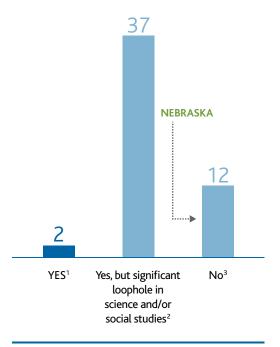
Nebraska is showing unjustified faith in coursework. While coursework certainly can be both rigorous and relevant, there is no assurance that this will always be the case. For example, a teacher candidate could be a history major who studied nearly all European history or ancient history but knows very little about the American history that he or she is expected to teach in the classroom. A rigorous test ensures that teachers know the material the state expects them to know.



### **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).

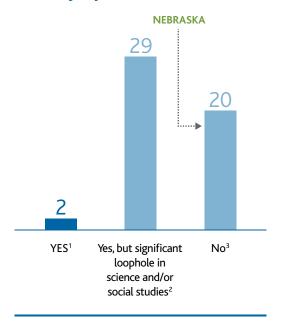
Figure 23 Do all secondary teachers have to pass a content test in every subject area for licensure?



### 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.

### Figure 25 How States are Faring in Preparation to Teach Science **Best Practice State** New Jersey States Meet Goal Florida, Indiana, Kansas, Kentucky, Minnesota, New Hampshire, Virginia 11 States Nearly Meet Goal Arkansas, Georgia, Maine, Maryland, Massachusetts, New York, Ohio, Oklahoma, South Dakota, Utah, West Virginia 16 States Partly Meet Goal Alabama, Connecticut, Delaware, District of Columbia, Hawaii, Louisiana, Mississippi, Missouri, Nevada, New Mexico, North Dakota, Pennsylvania, South Carolina, Tennessee, Vermont, Washington States Meet a Small Part of Goal Arizona, Idaho, Illinois, Wisconsin 12 States Do Not Meet Goal Alaska, California, Colorado, Iowa, Michigan, Montana, NEBRASKA, North Carolina, Oregon, Rhode Island, Texas, Wyoming Progress on this Goal Since 2009: **New Goal**

## Area 1: Goal G **Nebraska** Analysis



State Does Not Meet Goal



Progress Since 2009

#### **ANALYSIS**

Nebraska offers a secondary endorsement in natural science, which is the equivalent of general science found in other states. Candidates must complete 48 semester hours of lab-based coursework in the natural sciences (biology, chemistry, earth science and physics), with half focused on one area and the other half distributed among the remaining three. Teachers with this license are not limited to teaching general science but rather can teach any of the topical areas. A content test is not required.

Nebraska also offers a secondary endorsement in physical science, requiring candidates to earn 40 semester hours of lab-based courses in the sciences—36 in chemistry, earth science and physics, and four in biology. Candidates are not required to pass a content test.

Middle school science teachers in Nebraska must complete a content area of specialization in natural sciences, which requires a minimum of 18 semester hours. A content test is not required. Also, although Nebraska's elementary license is typically valid for grades 1-6, teacher candidates may teach grades 7 and 8 if they are in self-contained classrooms.

### **Supporting Research**

Nebraska Administrative Code 92-24-006.40; .42; .44

#### **RECOMMENDATION**

- Require secondary science teachers to pass tests of content knowledge for each science discipline they intend to teach.
  - Although coursework plays a key role in teachers' acquisition of content knowledge, it should be accompanied by the requirement of an assessment, which is the only way to ensure that teachers possess adequate knowledge of the subject area.
- Require middle school science teachers to pass a test of content knowledge that ensures sufficient knowledge of science.

#### **NEBRASKA RESPONSE TO ANALYSIS**

Nebraska recognized the factual accuracy of this analysis. The state added that it does not agree with NCTQ's assertion that Nebraska does not ensure that secondary teachers are sufficiently prepared to teach appropriate grade-level content. NCTQ indicators are focused on testing and the fact that Nebraska does not require tests for licensure. Because the NCTQ standard is to require content tests, rather than focus on whether the preparation program ensures that secondary teachers are sufficiently prepared to teach the content, NCTQ's rating is correct by its standard.

#### **LAST WORD**

As noted in Goal 1-F, Nebraska is putting unjustified faith in the relevance and rigor of coursework. But even if there were a way to ensure that relevance and rigor, Nebraska's composite science endorsements would be problematic. Under the natural sciences endorsement, a teacher completes 24 semester hours in one area, and another 24 hours distributed among the other three areas. A teacher could therefore teach physics, for example, having taken as few as one or two courses.

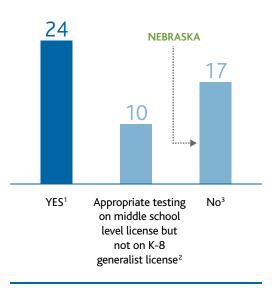
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## **T** EXAMPLES OF BEST PRACTICE

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 **Nebraska** Analysis



State Does Not Meet Goal



Progress Since 2009

#### **ANALYSIS**

Nebraska offers a secondary endorsement in general social science. Candidates are required to take 60 semester hours of coursework in the social sciences (economics, geography, history, political science, psychology, and either anthropology or sociology). This includes at least 21 semester hours in history, of which nine must be in U.S. history and nine in world history. The remaining social science areas require a minimum of six semester hours each. Teachers with this license are not limited to teaching general social studies but rather can teach any of the topical areas. Candidates are not required to pass a content test.

Middle school social science teachers in Nebraska must complete a content area of specialization in social science, which requires a minimum of 18 semester hours. A content test is not required. Also, although Nebraska's elementary license is typically valid for grades 1-6, teacher candidates may teach grades 7 and 8 if they are in self-contained classrooms (see Goal 1-E).

### Supporting Research

Nebraska Administrative Code 92-24-006.40; .55

#### RECOMMENDATION

- Require secondary social studies teachers to pass tests of content knowledge for each social studies discipline they intend to teach.
  - Although coursework plays a key role in teachers' acquisition of content knowledge, it should be accompanied by the requirement of an assessment, which is the only way to ensure that teachers possess adequate knowledge of the subject area.
- Require middle school social science teachers to pass a test of content knowledge that ensures sufficient knowledge of social science.

#### **NEBRASKA RESPONSE TO ANALYSIS**

Nebraska recognized the factual accuracy of this analysis. The state added that it does not agree with NCTQ's assertion that Nebraska does not ensure that secondary teachers are sufficiently prepared to teach appropriate grade-level content. NCTQ indicators are focused on testing and the fact that Nebraska does not require tests for licensure. Because the NCTQ standard is to require content tests, rather than focus on whether the preparation program ensures that secondary teachers are sufficiently prepared to teach the content, NCTQ's rating is correct by its standard.

#### **LAST WORD**

As noted in Goal 1-F, Nebraska is putting unjustified faith in the relevance and rigor of coursework. While the state does make sure there is course coverage of all of the areas included under the social sciences, many can be taught with just six semester hours. It is difficult to see that this could ensure knowledge of appropriate breadth and depth to prepare teachers for the secondary classroom.

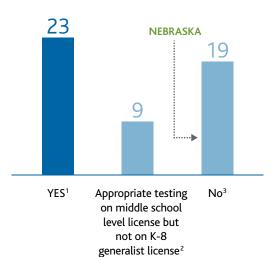
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## **T** EXAMPLES OF BEST PRACTICE

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?



- 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

<sup>1.</sup> 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 **Nebraska** Analysis



State Does Not Meet Goal



Bar Raised for this Goal



Progress Since 2009

### **ANALYSIS**

Regrettably, Nebraska offers a K-12 special education certification, in addition to grade-specific options.

However, Nebraska does appropriately require its elementary special education teacher candidates to pass the same subject-matter test as general education candidates, but the state does not ensure that its elementary special education teachers are provided with a broad liberal arts program of study relevant to the elementary classroom.

Further, Nebraska 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

Nebraska Administrative Code 92 NAC Rule 24 Section 006.62

#### RECOMMENDATION

■ End licensure practices that fail to distinguish between the skills and knowledge needed to teach elementary grades and secondary grades.

It is virtually impossible and certainly impractical for Nebraska to ensure that a K-12 special education teacher knows all the subject matter he or she is expected to be able to teach, especially considering state and federal expectations that special education students should meet the same high standards as other students. While the broad K-12 umbrella may be appropriate for teachers of low-incidence special education students, such as those with severe cognitive disabilities, it is deeply problematic for the overwhelming majority of high-incidence special education students, who are expected to learn grade-level content.

- Provide a broad liberal arts program of study to elementary special education candidates.
  - Nebraska 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 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 potential.
- 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, Nebraska 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).

### **NEBRASKA RESPONSE TO ANALYSIS**

Nebraska asserted that preparation for special education teachers—including different required courses and field-based experiences—does vary depending on the endorsement level being sought.

The state also contended that elementary special education candidates must complete a program of study that includes requirements for science, English, social studies, fine arts and mathematics. However, the state agreed that this is not implicit in the published Rule/Guidelines.

Nebraska questioned why it is "regrettable" that it offers a K-12 special education endorsement, which is critical for meeting the needs of Nebraska students and school districts. "K-12 programs require additional coursework and experiences to appropriately prepare candidates for K-12 responsibilities, as opposed to elementary or secondary level only endorsements. K-12 special educators are uniquely prepared to work with all students, regardless of their developmental level/grade level."

#### **LAST WORD**

It is indeed likely that districts appreciate the flexibility offered by the K-12 license, but the state must consider whether it really meets the needs of special education students. A significant number of states have moved away from the K-12 license, recognizing that it represents an anachronistic view of special education in which little academic progress was expected of students with disabilities. In order for special education students, especially those with high-incidence learning disabilities, to meet the same high standards as typical students, they must have teachers with grade-appropriate knowledge and skills.

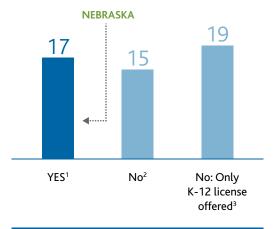
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## **TEXAMPLES OF BEST PRACTICE**

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 **Nebraska** Analysis



State Does Not Meet Goal



Progress Since 2009

## **ANALYSIS**

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

## **Supporting Research**

http://www.ets.org/praxis/ne

## **RECOMMENDATION**

Require that all new teachers pass a pedagogy test.

Nebraska should verify that all new teachers meet professional standards through a test of professional knowledge.

## **NEBRASKA RESPONSE TO ANALYSIS**

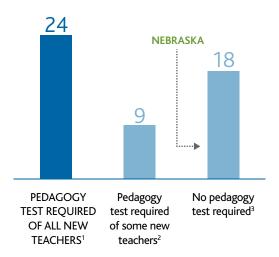
Nebraska recognized the factual accuracy of this analysis.



## **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 **Nebraska** Analysis



State Partly Meets Goal



Progress Since 2009

#### **ANALYSIS**

Commendably, Nebraska requires candidates to complete a full-day student teaching experience for one semester (at least 14 weeks) for any combination of subject endorsements and a field endorsement. The state requires a minimum of 10 weeks full time for each of two or more field endorsements.

However, Nebraska only requires that cooperating teachers have a minimum of three years of experience in the areas they are supervising. Also, the state not only allows student teaching to be conducted in approved Nebraska schools, but it also accepts experience from out-of-state schools approved by another state education agency or in similarly constituted English-speaking schools in another nation.

### Supporting Research

Nebraska Administrative Code 92-20-005.11

#### **RECOMMENDATION**

■ Ensure that cooperating teachers have demonstrated evidence of effectiveness as measured by student learning.

Nebraska's experience requirement for cooperating teachers is not sufficient. 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.

#### **NEBRASKA RESPONSE TO ANALYSIS**

Nebraska asserted that cooperating teachers are carefully selected by the institutions in cooperation with district administrators to ensure that they not only meet the experience requirement, but also they are effective teachers who are well suited to work effectively with the student teacher. This partnership effort results in a much stronger experience for candidates than a "factor" related to student achievement. In addition, faculty provide workshops for cooperating teachers to discuss program outcomes and evaluation expectations.

Nebraska contended that while NCTQ's expectation is that all candidates be placed in professional development schools in a local community, this is not practical, adequate or appropriate to meet Nebraska's standards for field-based/student teaching placements (i.e., demographics, size of school, type of school). The state explained that its out-of-state placements are established through direct contact with personnel in the placement district, and in many cases, supervising teachers continue to make the required onsite supervision visits. Institutions provide in-service and materials to ensure that the candidate's experience is consistent with both Nebraska's and the institution's expectations for candidate outcomes. If a college supervisor is unable to visit, direct contacts and additional in-service are provided to the professionals who will perform student teaching supervision. Technology is also utilized to support candidates who are out of state.

Nebraska added that while out-of-state placements are not very common, the state feels that many times these placements provide candidates with strong experiences because they represent a more diverse student population than some in-state placements can provide.

#### **LAST WORD**

The state's point that it may be unduly difficult, if not impossible, for some of its programs to make local student teaching arrangements is well taken. The key issue is that programs must not cede responsibility for the selection of cooperating teachers or the supervision of candidates. In particular, programs that allow candidates to fulfill student teaching through study abroad are nearly always forfeiting essential oversight.

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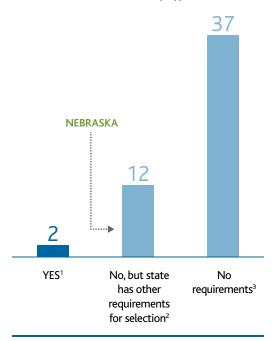


## **EXAMPLES OF BEST PRACTICE**

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.

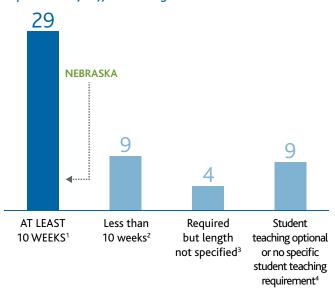
Figure 38 *Is the selection of the cooperating teacher* based on some measure of effectiveness?



#### 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>
- 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.

## Figure 40 How States are Faring in Teacher Preparation Program Accountability **Best Practice State** Florida State Meets Goal Louisiana States Nearly Meet Goal Alabama, Colorado 1, Georgia 1, Tennessee, Texas States Partly Meet Goal Kentucky, Michigan, Nevada, North Carolina, Rhode Island, South Carolina 16 States Meet a Small Part of Goal Arizona, Illinois , Iowa, Maryland, Massachusetts, Mississippi, Missouri, Montana, New Jersey, Ohio, Oklahoma, Pennsylvania, Vermont, Virginia, Washington, West Virginia 1 22 States Do Not Meet Goal Delaware, District of Columbia, Hawaii, Idaho, Indiana, Kansas, Maine, Minnesota, NEBRASKA, New Hampshire, New Mexico, New York, North Dakota, Oregon, South Dakota, Utah, Wisconsin, Wyoming Progress on this Goal Since 2009: **1**:4 **+**: 44 **↓**:3

## Area 1: Goal L **Nebraska** Analysis



State Does Not Meet Goal



Bar Raised for this Goal



**Progress Since 2009** 

#### **ANALYSIS**

Nebraska'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, Nebraska does not collect value-added data that connect student achievement gains to teacher preparation programs.

The state also fails to collect other objective, meaningful data to measure the performance of teacher preparation programs, and it does not apply any transparent, measurable criteria for conferring program approval.

Further, in the past three years, no programs in Nebraska have been identified as low performing—an additional indicator that programs lack accountability.

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

## Supporting Research

Nebraska Administrative Code Title 92, Chapter 20

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, Nebraska 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.

In addition to knowing whether programs are producing effective teachers, other objective, meaningful data can also indicate whether programs are appropriately screening applicants and if they are delivering essential academic and professional knowledge. Nebraska should gather data such as the following: average raw scores of graduates on licensing tests, including basic skills, subject matter and professional knowledge tests; satisfaction ratings by school principals and teacher supervisors of programs' student teachers, using a standardized form to permit program comparison; 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.

To inform the public with meaningful, readily understandable indicators of how well programs are doing, Nebraska should present all the data it collects on individual teacher preparation programs.

### **NEBRASKA RESPONSE TO ANALYSIS**

Nebraska asserted that data regarding candidate performance are collected at the institutional level, and are reviewed during state program-approval visits. These include graduate follow-up data and candidate performance related to endorsement standards. The state added that although there is no statewide standardized final/capstone evaluation, all institutions utilize INTASC standards as the basis for evaluation and include additional elements reflective of the mission/conceptual framework. Further, data regarding basic skills assessments are available via Title II reporting.

Figure 41			ADITIONA PARATIO	/	ALTERNATIVE PREPARATION		
Do states hold teach	er			OBJECTIVE PROCESSIVE			
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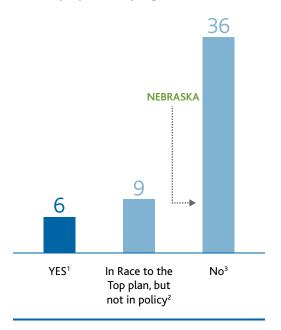
Reported institutional data do not distinguish between candidates in the traditional and alternate route programs.

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 CPA
- 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 **Nebraska** Analysis



State Does Not Meet Goal



Progress Since 2009

#### **ANALYSIS**

Nebraska's alternate route does not exceed the admission requirements of traditional preparation programs and does not provide flexibility for nontraditional candidates.

Nebraska offers an alternate route through the Transitional Teacher Certificate. The state does not require candidates to demonstrate prior academic performance, such as a minimum GPA, as an entrance standard specifically for the alternate route program. The state does require all teacher candidates, traditional or nontraditional, to have a minimum 2.5 GPA.

Candidates must pass a test of basic skills but are not required to demonstrate content knowledge on a subject-matter test.

Applicants must have a major, or have completed 75 percent of the coursework requirements for a major, for the field in which they plan to teach. In addition, candidates must complete a human relations and special education training prior to certification. There is no test-out option for coursework requirements.

### **Supporting Research**

http://www.education.ne.gov/tcert/pdfs/manual.pdf

#### **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.

## Require applicants to pass a subject-matter test for admission.

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.

Nebraska should allow candidates without a major in the subject they plan to teach to pass a rigorous test to demonstrate subject knowledge. While the state is recognized for its attempt to include pedagogical coursework that may increase effectiveness prior to entering the classroom, Nebraska should consider whether it is also appropriate to allow candidates who already have the requisite knowledge and skills to demonstrate such by passing a rigorous test.

### Eliminate basic skills test requirement.

Nebraska's requirement that alternate route candidates pass a basic skills test is impractical and ineffectual. Basic skills tests measure minimum competency—essentially those skills that a person should have acquired in middle school. Passage of a basic skills test provides no assurance that the candidate has the appropriate subject-matter knowledge needed for the classroom. The state should eliminate the basic skills test requirement or, at a minimum, accept the equivalent in SAT, ACT or GRE scores.

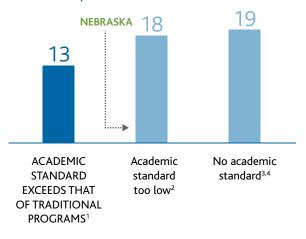
### **NEBRASKA RESPONSE TO ANALYSIS**

Nebraska recognized the factual accuracy of this analysis.



Figure 47

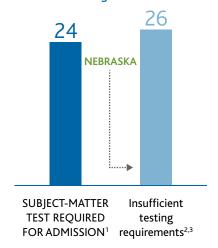
Do states require alternate routes to be selective?



- 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
- 3. 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
- 3. North Dakota does not have an alternate route to certification.
- 4. Required prior to entering the classroom.

### Figure 46

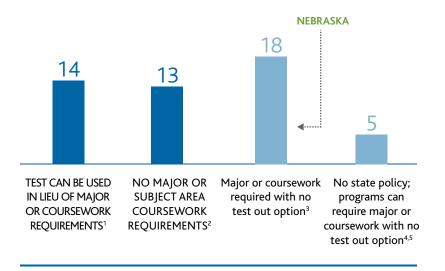
1. North Dakota does not have an alternate route to certification.



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
- 2. 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
- 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.

60 : NCTQ STATE TEACHER POLICY YEARBOOK 2011 NEBRASKA

# **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.)

- 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.



# Area 2: Goal B **Nebraska** Analysis



State Does Not Meet Goal



**Progress Since 2009** 

#### **ANALYSIS**

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

Candidates working under the Transitional Teacher Certificate have their transcripts evaluated by a program certification officer to determine coursework requirements. Six semester hours of coursework must be completed annually. Candidates must also complete a preteaching seminar that includes information and skill development in the areas of diversity, classroom management, curriculum planning and instructional strategies prior to assuming responsibility for the classroom.

In its response to the 2009 *Yearbook* Nebraska stated that teachers complete 18 hours of coursework; however, no documentation of this policy could be found.

Transitional Teacher Certificate candidates complete a semester of student teaching after successful completion of the teacher education coursework. Schools must provide a quality mentor teacher throughout the length of classroom teaching.

A Transitional Teaching Certificate may be renewed for a maximum of five years, provided the applicant is making sufficient progress in the program. Upon completion of the program, an initial teaching certificate is awarded.

### **Supporting Research**

Nebraska Department of Education Title 92, Chapter 21, Section 005.30

#### **RECOMMENDATION**

### **Establish coursework guidelines for all alternate route preparation programs.**

The state should articulate guidelines regarding the nature and amount of coursework required of candidates. Requirements should be manageable and contribute to the immediate needs of new teachers. Appropriate coursework should include grade-level or subject-level seminars, methodology in the content area, classroom management, assessment and scientifically based early reading instruction.

## ■ Ensure program completion in less than two years.

Nebraska should consider shortening the length of time it takes an alternate route teacher to earn standard certification. The route should allow candidates to earn full certification no later than the end of the second year of teaching.

#### Clarify practice teaching requirements.

Ideally, alternate route candidates would have a practice-teaching opportunity before they take on full classroom responsibility as teacher of record. It is unclear how an individual who is already the teacher of record can participate in a traditional student teaching experience, making it questionable whether alternate route candidates receive the appropriate support prior to entering the classroom. It is noted that Nebraska provides mentoring support which, can be a suitable alternative, if provided intensively.

#### **NEBRASKA RESPONSE TO ANALYSIS**

Nebraska noted that the Transition to Teaching (TTT) program is managed by the University of Nebraska at Kearney and that specific requirements of the program are established by the university and approved by the state. Nebraska disagreed with NCTQ's contention that its program is not streamlined, asserting that professional education requirements are limited to 18 hours in a specially packaged online sequence. Transcript reviews document that the candidate received content knowledge in their undergraduate preparation. In the event that the candidate has not had content preparation in the areas specified by the Rule, then they will complete additional content coursework to assure appropriate content knowledge for the subject they will be teaching.

Regarding practice teaching, the state indicated that "although it is termed 'student teaching', the TTT teacher completes this as a 'teacher of record'. It is the capstone assurance that they have achieved a level of quality to be awarded the regular certificate. This 'student teaching' semester is supervised as a traditional candidate experience would be supervised and evaluated with the same evaluation rubrics used for traditional candidates." Nebraska asserted that the analysis implies that candidates are not "supervised" until the "student teaching" semester, which is not correct. "In addition to the mentoring component, the university provides supervision to candidates each semester."

Further, Nebraska pointed out that although policy specifies that an individual can renew the TTT certificate for five years, actual practice was modified to be compliant with NCLB requirements, and the program has been organized to assure that candidates complete the program in three years.

#### **LAST WORD**

NCTQ encourages Nebraska to establish policy that clearly articulates the guidelines outlined in the state's response. Formal policy at present is limited and appears to leave many decisions to the program provider. Rather than relying on informal understandings about policy expectations, formal policy would leave no doubt about how alternate route teachers are prepared.





## **TEXAMPLES OF BEST PRACTICE**

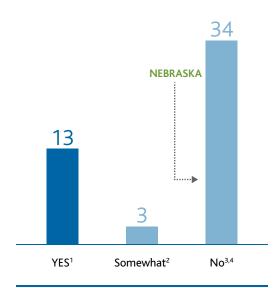
Connecticut ensures that its alternate route provides streamlined preparation that meets the immediate needs of new teachers. The state requires a manageable number of credit hours, relevant coursework, a field placement and intensive mentoring. Other notable states include Arkansas, Delaware, Georgia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

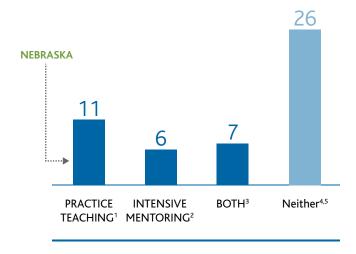
Do states curb excessive coursework requirements?



- 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?



- Strong Practice: Arizona, Indiana, Iowa, Louisiana, Michigan, Nebraska, New Mexico, Ohio, Rhode Island, Vermont, Virginia
- Strong Practice: Arkansas, Georgia, Kentucky, New Jersey, New York, West Virginia
- 3. Strong Practice: Alaska, Connecticut, Delaware, District of Columbia, Florida<sup>6</sup>, Maryland, Massachusetts
- 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 **Nebraska** Analysis



State Does Not Meets Goal



Progress Since 2009

### **ANALYSIS**

Nebraska limits the usage and providers of its alternate route.

Although state law does not place restrictions on the usage of the Transitional Teaching Certificate, the only current provider offers its alternate route only at the secondary level. Further, school districts that employ alternate route candidates as teachers must provide documentation that no other qualified teachers were available for the position.

Only institutions of higher education can provide alternate route programs.

### Supporting Research

Nebraska Rule 21 005.30B

Nebraska Rule 20

#### RECOMMENDATION

### Broaden alternate route usage.

Nebraska should reconsider grade-level and subject area restrictions on its alternate route. The state should also provide a true alternative path to certification and eliminate requirements that alternate route teachers can only be hired if traditionally certified teachers cannot be found. 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.

## Encourage diversity of alternate route providers.

Nebraska should specifically authorize alternate route programs run by local school districts and nonprofits, as well as institutions of higher education. A good diversity of providers helps all programs, both university- and non-university-based, to improve.

#### **NEBRASKA RESPONSE TO ANALYSIS**

Nebraska asserted that although schools are asked to document that an effort was made to find a fully certified/endorsed teacher for the position, districts are "not prohibited from hiring an alternate route teacher if applicants who are fully certified/endorsed do not possess the dispositions or professional qualities (fit) for the district."

The state also disagreed that grade-level and subject-area restrictions should be removed, noting that "these grade levels and subject areas are consistent for all Nebraska teachers." The state further noted that the alternate route program "assumes that the individual brings an undergraduate content degree upon which to build. Not all areas (such as special education and elementary education) have an undergraduate content degree which would support the content background necessary to meet Nebraska's standards for an effective alternative entry candidate."

#### **LAST WORD**

Unfortunately, the state's response illustrates the belief that alternate routes are a lesser certification option, acceptable only when there is not an adequate supply of traditionally prepared teachers. This perspective prevents these routes from being a true alternative that creates another pipeline for talented, nontraditional candidates to enter the classroom. As for the state's concern about elementary and special education teachers, the latter of which is often in short supply, the state could design a program that ensures that requisite content knowledge is present through its admissions requirements and frontloads essential pedagogy.





## **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?

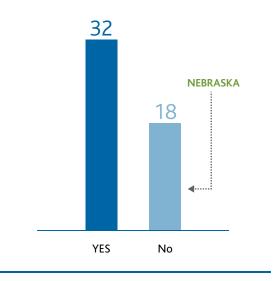
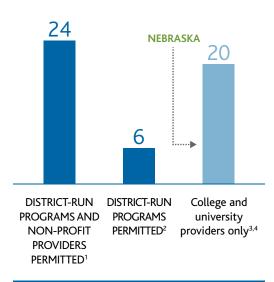


Figure 55 and 56

- 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.

Figure 59 What are the	PREREQUISITE OF STREET	MATTER KNON OF ST	AVAILABILITY OF THE	STREAMINED	OPSEWORR	X /	PRACTICE TENCTH INTENSIGE TENCHM	BROAD USAGE	] DIVERSITY OF PROVINCE	t.H.S
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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.
- 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 **Nebraska** Analysis



State Does Not Meet Goal Progress Since 2009



#### **ANALYSIS**

Nebraska 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.

Nebraska 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.

#### **NEBRASKA RESPONSE TO ANALYSIS**

Nebraska noted that it offers the Dual Credit Certificate and the Career Education Certificate.

### **Supporting Research**

Rule 21

#### **LAST WORD**

Neither the Dual Credit Certificate nor the Career Education Certificate meets the intent of this goal, which is to allow content experts to teach part time in the K-12 classroom. The Dual Credit Certificate authorizes the teaching of college courses, and the Career Education Certificate pertains only to vocational areas.

#### 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.)

- 1. 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.
- 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.
- 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 **Nebraska** Analysis



State Does Not Meets Goal



**Progress Since 2009** 

#### **ANALYSIS**

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

Regrettably, Nebraska has not yet implemented mandatory subject-matter testing for any teachers as part of its certification policy.

Teachers with comparable out-of-state certificates are eligible for Nebraska's standard certificate. Applicants are required to have, within the five years prior to application, one year of experience at the same school. Transcripts are also required for all out-of-state teachers; however, it is not clear whether the state analyzes transcripts to determine whether a teacher was prepared through a traditional or alternate route or whether additional coursework will be required.

Nebraska also requires human relations training, which can either be satisfied with coursework or employment experience.

Nebraska 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**

Nebraska Department of Education, 92-21 www.nde.state.ne.us/LEGAL/documents/Rule21CLEAN2008\_000.pdf

#### **RECOMMENDATION**

Adopt testing requirements and then require that teachers coming from other states meet those requirements.

Nebraska should adopt testing requirements that require all teachers, without exception, to pass licensing tests within one year of hire. The negative impact on student learning stemming from a teacher's inadequate subject-matter knowledge is not mitigated by the teacher's having attained certification.

 Offer a standard license to certified out-of-state teachers, absent unnecessary requirements.

Nebraska should reconsider its recency requirement regarding experience, as it may deter talented teachers from applying for certification. It should also consider discontinuing its requirement for the submission of transcripts. Transcript analysis is likely to result in additional coursework requirements, even for traditionally prepared teachers; alternate route teachers, on the other hand, may have to virtually begin anew, repeating some, most or all of a teacher preparation program in Nebraska.

# Accord the same license to out-of-state alternate route teachers as would be accorded to traditionally prepared teachers.

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

Regardless of whether a teacher was prepared through a traditional or alternate route, all certified out-of-state teachers should receive equal treatment. State policies that discriminate against teachers who were prepared in an alternate route are not supported by evidence. In fact, a substantial body of research has failed to discern differences in effectiveness between alternate and traditional route teachers.

#### **NEBRASKA RESPONSE TO ANALYSIS**

Nebraska asserted that it is not a transcript-review state, and that it generally issues a license to outof-state applicants if they hold a regular license—or qualify for a license—that has been earned by completing a state-approved teacher preparation program at a regionally accredited institution of higher education. "The primary purpose of the transcript submission is to verify that they have completed a state-approved teacher preparation program in a regionally accredited institution, and that they meet [Nebraska's] minimal additional requirements (human relations and special education)." The state added that there are coursework alternatives available for the statutory human relations requirement.

Nebraska also acknowledged that it continues to expect applicants to have completed a state-approved teacher preparation program at a regionally accredited institution of higher education. Further, the state pointed out that out-of-state teachers may receive an initial certificate, and that experience is not the only option—recent credit will also be honored for issuance of the certificate. "For purposes of the standard certificate, these requirements are consistent with in-state candidate requirements, and are not an extra barrier for out-of-state applicants."

Finally, Nebraska contended that it does not consider its policy for verifying that out-of-state candidates are well prepared and that they meet the expected standards as "disingenuous."

### **Supporting Research**

http://www.education.ne.gov/LEGAL/webrulespdf/CLEANRule%2021\_2010.pdf

### **LAST WORD**

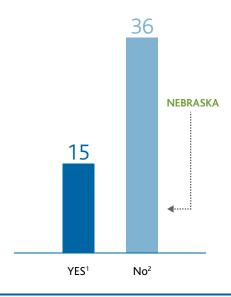
The submission of transcripts should be unnecessary for certified out-of-state teachers, unless the state has some reason to suspect that the certifying state routinely licenses teachers who do not have a degree.



# 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.

Figure 63 Do states require all out-of-state teachers to pass their licensure tests?



- 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 **Nebraska** Analysis



State Meets Goal



**Progress Since 2009** 

#### **ANALYSIS**

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

Nebraska 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 the state to match individual teacher records with individual student records. The state 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."

Nebraska 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, Nebraska should articulate a definition of teacher of record and require its consistent use throughout the state.

#### **NEBRASKA RESPONSE TO ANALYSIS**

Nebraska reiterated that it has implemented a unique student and teacher identifier system and that 2010-2011 reporting links students to courses and teachers. This system also allows Nebraska to track individual student achievement on statewide tests over multiple years. Further, the state will report a teacher of record for all courses.

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# **EXAMPLES 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 **Nebraska** Analysis



State Does Not Meet Goal



Bar Raised for this Goal



**Progress Since 2009** 

#### **ANALYSIS**

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

State policy requires local school districts to develop teacher evaluation instruments that must include basic criteria established by the state. The evaluation instrument must be approved by the state. The criteria include professional and personal conduct, classroom management and organization as well as instructional performance. Although the guidelines imply that classroom observation should be included, the state does not direct districts to include objective measures of student achievement.

#### **Supporting Research**

Nebraska Department of Education Title 92, Chapter 10, 007.06

### **RECOMMENDATION**

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

Nebraska 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 Nebraska 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, Nebraska 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.

#### **NEBRASKA RESPONSE TO ANALYSIS**

Nebraska 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.

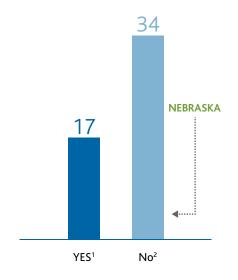
Figure 71
Sources of objective evidence of student learning

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

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

# Figure 74 How States are Faring in Frequency of Evaluations **Best Practice States** States Meet Goal Alabama 1, Idaho, Nevada, New Jersey, North Dakota, Oklahoma, Rhode Island 1, Tennessee 1, Washington 13 States Nearly Meet Goal Arizona, Colorado 1, Delaware 1, Florida 1, Georgia, Indiana ♠, Minnesota ♠, New York, North Carolina 1, Ohio 1, Pennsylvania, Utah 1, Wyoming States Partly Meet Goal Connecticut, Kansas, Kentucky, Louisiana 1, Maryland, Michigan 1, NEBRASKA, South Carolina, West Virginia States Meet a Small Part of Goal Arkansas↓, Missouri 18 States Do Not Meet Goal Alaska, California, District of Columbia, Hawaii, Illinois, Iowa, Maine, Massachusetts, Mississippi, Montana, New Hampshire, New Mexico, Oregon, South Dakota, Texas, Vermont, Virginia, Wisconsin Progress on this Goal Since 2009: **1**:13 **↓**:1 ← : 37

# Area 3: Goal C **Nebraska** Analysis



State Partly Meets Goal



Progress Since 2009

#### **ANALYSIS**

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

The state does not articulate the frequency of evaluations for nonprobationary teachers. Nebraska does, however, require that new teachers be evaluated at least twice a year, a minimum of once a semester.

### **Supporting Research**

Nebraska Statute 79-828(2)

#### **RECOMMENDATION**

### Require annual formal evaluations for all teachers.

All teachers in Nebraska 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, Nebraska should require multiple observations for all teachers, even those who have nonprobationary status. Further, as evaluation instruments become more data driven, it may not be feasible to issue multiple formal evaluation ratings during a single year. Applicable student data will likely not be available to support multiple ratings.

#### **NEBRASKA RESPONSE TO ANALYSIS**

Nebraska recognized the factual accuracy of this analysis.

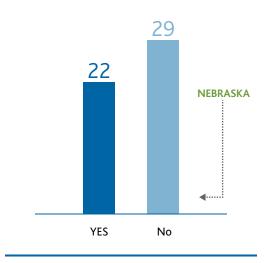
Figure 75		ERS /
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Arkansas		
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Colorado		
Connecticut		-
Delaware <sup>1</sup>		
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# **TEXAMPLES OF BEST PRACTICE**

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?

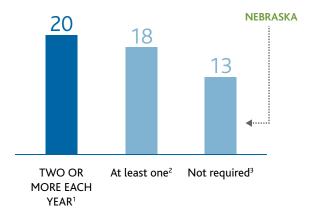


Figures 75 and 76

- 1. 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

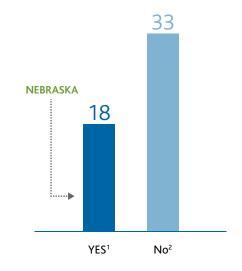
Do states require classroom observations?



- 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, Nevada, 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 **Nebraska** Analysis



State Does Not Meet Goal



Bar Raised for this Goal



Progress Since 2009

#### **ANALYSIS**

Nebraska does not connect tenure decisions to evidence of teacher effectiveness.

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

### **Supporting Research**

Nebraska Revised Statute 79-1234

#### **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.

Nebraska 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 tenure.

Nebraska 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.

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

### **NEBRASKA RESPONSE TO ANALYSIS**

Nebraska recognized the factual accuracy of this analysis.

					STATE ONLY AWARDS		
	No policy	1 year	2 years	3 years	4 YEARS	5 YEARS	ANNUAL CONTRACTS
Alabama							
Alaska							
Arizona							
Arkansas							
California							
Colorado							
Connecticut Delaware							
District of Columbia							
Florida							
Georgia							
Georgia Hawaii							
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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?

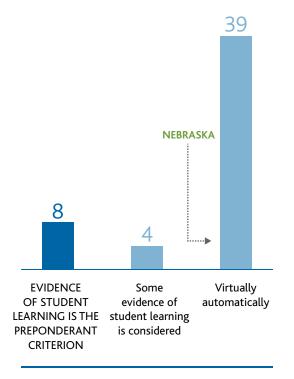


Figure 81

- 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 **Nebraska** Analysis



State Does Not Meet Goal



Bar Raised for this Goal



Progress Since 2009

#### **ANALYSIS**

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

In Nebraska, to advance from an Initial Teaching Certificate to the Standard Teaching Certificate, teachers are required to, within five years prior to application, have taught half-time or more for two consecutive years in the same state school system.

The state also offers a Professional Teaching Certificate, which requires an advanced degree.

Nebraska does not include evidence of effectiveness as a factor in the renewal of a standard or professional teaching license. Teachers must renew their standard or professional licenses every five years by verifying they have taught for at least one year in the last five, or by completing six semester hours in the past five years from an approved teacher education institution.

#### Supporting Research

http://www.education.ne.gov/tcert/pdfs/TeachRenew.pdf http://www.education.ne.gov/tcert/index.html

#### **RECOMMENDATION**

Require evidence of effectiveness as a part of teacher licensing policy.

Nebraska 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, Nebraska'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 master's degrees.

Nebraska should remove its mandate that teachers obtain a master's degree for 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.

#### **NEBRASKA RESPONSE TO ANALYSIS**

Nebraska recognized the factual accuracy of this analysis.

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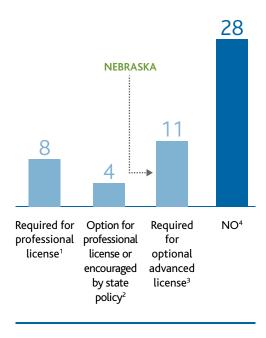


# **T** EXAMPLES OF BEST PRACTICE

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?

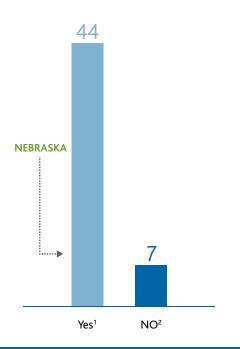


- 1. Connecticut, Kentucky, Maryland, Michigan, Mississippi, Montana, New York and Oregon all require a master's degree or coursework equivalent to a master's degree
- 2. Illinois, Massachusetts, Missouri, Tennessee
- 3. Alabama, Hawaii, Indiana, Iowa, Nebraska, New Mexico, Ohio, South Carolina, Utah, 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

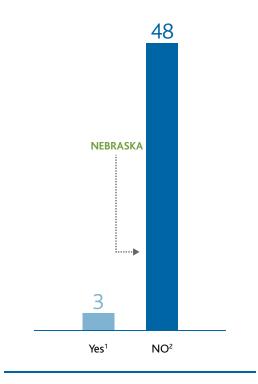
Do states require teachers to take additional, nonspecific coursework before conferring or renewing professional licenses?



- 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 **Nebraska** 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. Nebraska reports little school-level data that can help support the equitable distribution of teacher talent.

Nebraska 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. Nebraska also does not report on teacher absenteeism or turnover rates.

Nebraska does report on the percentage of highly qualified teachers. Commendably, these data are reported for each school, rather than aggregated by district. The state reports on the average years of teaching experience for each school. The state also reports on emergency credentials. However, these data are reported at the district, rather than school, level. Nebraska's Equity Plan, updated in April 2010, looks at the poverty percentage, minority percentage and the percentage of teachers with less than three years of teaching experience in each district. The state's website provides the option for school-level comparisons of faculty experience as well as other factors.

#### Supporting Research

**NCLB Qualified Teachers** 

http://reportcard.education.ne.gov/Page/TeachersNCLB.aspx

Average Teachers of Teaching Experience

http://reportcard.education.ne.gov/Page/Teacher.aspx

Nebraska's Equity Plan

http://www.education.ne.gov/ARRA/PDF/NewestNEBRASKA\_REVISED\_STATE\_PLAN0809\_5\_6\_2010.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. Nebraska 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.

Nebraska 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.

### Report data at the school level.

Nebraska should ensure that it is reporting all currently collected data at the school level, rather than aggregated by district.

#### **NEBRASKA RESPONSE TO ANALYSIS**

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

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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.
- 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 **Nebraska** Analysis



State Nearly Meets Goal



Progress Since 2009

#### **ANALYSIS**

Nebraska requires that all new teachers receive mentoring. The state mandates that new teachers participate in the mentorship program for the first year of employment. Unfortunately, the state reported in 2009 that this program has not been funded for several years.

If the program were operational, mentors would be required to be experienced and certified, but a minimum number of years of teaching experience would not be mandatory. The mentor teacher program guidelines recommend, but do not require, that the mentors and new teachers share endorsement fields and grade level, and the program would have to provide training as well as time for the pair to observe each other in the classroom. Compensation would be recommended, such as release time, stipends or professional growth points. An evaluation component would be required to assess effectiveness.

#### **Supporting Research**

Nebraska Department of Education Title 92, Chapter 26 Sections 003; 004; 005

#### **RECOMMENDATION**

# **Expand guidelines to include other key areas.**

While still leaving districts flexibility, Nebraska should articulate minimum guidelines for a high-quality induction experience. The state should set a timeline in which mentors are assigned to all new teachers throughout the state, ideally soon after the commencing of teaching, to offer support during those first critical weeks of school. Mentors should also be required to be trained in a content area or grade level similar to that of the new teacher.

### Fund and implement induction initiative.

NCTQ points out that this *Yearbook* is based on the existence of regulations, not on the implementation of them. It is unfortunate that this mentoring program has not been funded for several years. Nebraska should either ensure that this program is funded in the near future or remove it from the books altogether because it is, in essence, nonexistent.

#### **NEBRASKA RESPONSE TO ANALYSIS**

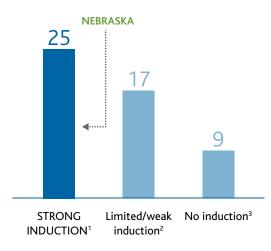
Nebraska recognized the factual accuracy of this analysis.

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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

# 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 **Nebraska** Analysis



State Does Not Meet Goal



Progress Since 2009

#### **ANALYSIS**

Nebraska does not have state-level policy that connects professional development to teachers' evaluations.

#### **RECOMMENDATION**

- Require that evaluation systems provide teachers with feedback about their performance. In order to increase their effectiveness in the classroom, teachers need to receive feedback on strengths and areas that need improvement identified in their evaluations. As such, Nebraska should require that evaluation systems provide teachers with feedback about their classroom performance.
- 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. Nebraska should ensure that districts utilize teacher evaluation results in determining professional development needs and activities.

#### **NEBRASKA RESPONSE TO ANALYSIS**

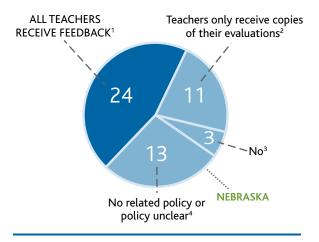
Nebraska recognized the factual accuracy of this analysis.



### **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?

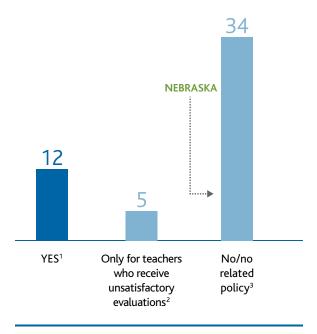


- 1. Strong Practice: Arkansas, Connecticut, Delaware, Georgia, Hawaii, Illinois, Kentucky, Louisiana, Massachusetts, Michigan, Mississippi, Missouri, New Jersey, New Mexico, New York, North Carolina, Oregon, Rhode Island, South Carolina, Tennessee, Texas, Washington, West Virginia, Wyoming
- 2. Alaska, 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.)

- 1. 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 **Nebraska** Analysis



State Partly Meet Goal



Progress Since 2009

#### **ANALYSIS**

Nebraska does not address salary requirements, seemingly giving local districts the authority for pay scales and eliminating barriers such as state salary schedules and other regulations that control how districts pay teachers.

#### **RECOMMENDATION**

■ Discourage districts from tying compensation to advanced degrees.

While still leaving districts the flexibility to establish their own pay scale, Nebraska should articulate policies that definitively discourage districts from tying compensation to advanced degrees, in light of the extensive research showing that such degrees do not have an impact on teacher effectiveness.

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

Similarly, Nebraska should articulate policies that discourage districts from determining the highest steps on the pay scale solely by seniority.

#### **NEBRASKA RESPONSE TO ANALYSIS**

Nebraska pointed out that local districts do in fact control pay scales.

## **\*** EXAMPLES 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>2.</sup> Rhode Island requires that local district salary schedules are based on years of service, experience and training.

Figure 99	<i>5</i> 5≥	,	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 **Nebraska** Analysis



State Does Not Meet Goal



Progress Since 2009

#### **ANALYSIS**

Nebraska 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, Nebraska 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.

#### **NEBRASKA RESPONSE TO ANALYSIS**

Nebraska questioned why the state does not partially meet this goal since the state does not have regulatory language that blocks this practice.

#### **LAST WORD**

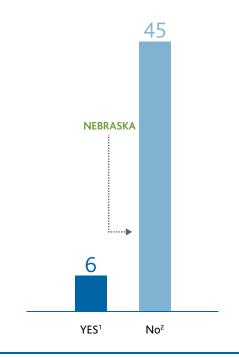
While it is important that the state does not have regulatory language blocking districts from compensating for prior work experience, NCTQ believes that this is an area where states need to be more proactive in encouraging this practice.



**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 **Nebraska** Analysis



State Meets a Small Part of Goal



Progress Since 2009

#### **ANALYSIS**

Nebraska supports incentives earned by teaching certain subjects and in high-needs schools. The state offers a program entitled, "Attracting Excellence to Teaching," which provides high-achieving students who complete a teacher education program with loan repayments of up to \$3,000 annually. Loan forgiveness is doubled if the teacher practices in shortage areas or a high-poverty school.

#### **Supporting Research**

Nebraska Department of Education Rules and Regulations Title 92 Chapter 25 http://www.education.ne.gov/Legal/webrulespdf/Rule%2025\_CLEAN\_2010.pdf

#### **RECOMMENDATION**

Expand differential pay initiatives for teachers in subject shortage areas and high-needs schools.

Although the state's loan forgiveness program is a desirable recruitment and retention tool for teachers early in their careers, Nebraska should expand its program to include those already part of the teaching pool. A salary differential is an attractive incentive for every teacher, not just those with education debt.

#### **NEBRASKA RESPONSE TO ANALYSIS**

Nebraska commented that the Excellence to Teaching Act was revised to provide funds for individuals seeking teacher certificates (AETP) and for individuals seeking master's degrees (EETP). Consideration for awards is given to shortage areas. Loan forgiveness is based upon teaching, with accelerated forgiveness for teaching in high poverty areas. Two years of awards have been made under the EETP. However, new awards will be suspended for the upcoming two years due to budget constraints. Loan forgiveness will continue for all awardees who meet the services requirements.

Figure 103		HIGH NEED SCHOOLS		SHORTAGE SUBJECT	_
Do states provide		3CHOOL3		AREAS	
incentives to teach in		, 5		1 5	
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or shortage subject	ERE		:REV		Poor
areas?	DIFFERENTIAL	/ ueo	DIFFERENTAL	\ ueo	\\ \\ \\ \\ \\ \\ \\ \\ \\ \\ \\ \\ \\
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Arizona					
Arkansas					
California					
Colorado					
Connecticut <sup>1</sup>					
Delaware					
District of Columbia					
Florida			-		
Georgia Hawaii					
Idaho					
Illinois					
Indiana					
lowa					
Kansas					
Kentucky					
Louisiana					
Maine					
Maryland <sup>2</sup>					
Massachusetts					
Michigan					
Minnesota					
Mississippi					
Missouri					
Montana					
NEBRASKA Nevada					
New Hampshire					
New Jersey	П				
New Mexico	П			Ī	ī
New York					
North Carolina					
North Dakota					
Ohio					
Oklahoma					
Oregon					
Pennsylvania					
Rhode Island					
South Carolina					
South Dakota <sup>3</sup>					
Tennessee Texas					
Utah					
Vermont					
Virginia			4		
Washington					
West Virginia					
Wisconsin					
Wyoming					
	21	7	17	11	17

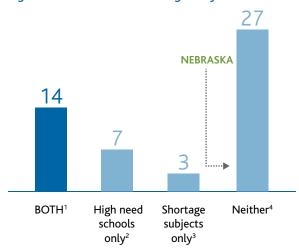
- Connecticut offers mortgage assistance and incentives to retired teachers working in shortage subject areas.
- Maryland offers tuition reimbursement for teacher retraining in specified shortage subject areas and offers a stipend for alternate route candidates teaching in shortage subject areas.
- 3. 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 **Nebraska** Analysis



State Meets a Small Part of Goal



Progress Since 2009

#### **ANALYSIS**

Starting in 2016, teachers will receive performance pay to link teacher performance to compensation. "Indicators of teacher performance may include improving professional skills and knowledge, classroom performance or instructional behavior and instructional outcomes. Teacher performance pay may include predetermined bonus amounts and payout criteria."

#### **Supporting Research**

LB 1014 (2010)

http://nebraskalegislature.gov/FloorDocs/101/PDF/Slip/LB1014.pdf

#### **RECOMMENDATION**

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

While it is commendable that Nebraska is considering a move toward performance-based compensation, it should guarantee a connection to student achievement and prevent local districts from basing financial incentives on other elements that may not be indicative of performance in the classroom. Further, the state should consider moving up the timeline for beginning this initiative.

#### **NEBRASKA RESPONSE TO ANALYSIS**

Nebraska recognized the factual accuracy of this analysis.

## **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.

igure 106	PERFORMANCE FACTORY	PERORMANCERO.	Performance pay permitted	/pa <sub>4</sub> /	Does not support Performance pay,	
o states support	747	ے / ہ	Performance pay permit	Perf.	l page	
erformance pay?	A 7.	FB	417	shest ored	Does not support	,
	\$ 2 3 3 5 2 5 3 3				) / day	
	70 S			initi		
	# \\ \ \ \ \ \ \ \ \ \ \ \ \ \ \ \ \ \	\ \\ \\ \\ \\ \\ \\ \\ \\ \\ \\ \\ \\ \	Pert of		000	
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Arizona						
Arkansas						
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lowa						
Kansas						
Kentucky					_	
Louisiana					Ī	
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Maryland						
Massachusetts						
Michigan						
Minnesota						
Mississippi						
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Montana						
NEBRASKA <sup>1</sup>						
Nevada						
New Hampshire						
New Jersey New Mexico						
New York						
North Carolina						
North Dakota		$\overline{}$				
Ohio						
Oklahoma						
Oregon						
Pennsylvania						
Rhode Island						
South Carolina						
South Dakota						
Tennessee						
Texas						
Utah						
Vermont						
Virginia Washington						
Washington West Virginia						
Wisconsin						
Wyoming						
	3	4	12	5	27	
	5	4	12	5	21	

<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.)

- 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 Nebraska Analysis



State Partly Meets Goal



Progress Since 2009

#### **ANALYSIS**

Nebraska 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 Nebraska 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. Nebraska's vesting at five years of service limits the options of teachers who leave the system prior to this point.

Teachers in Nebraska who choose to withdraw their contributions upon leaving only receive their own 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.

Nebraska 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. Nebraska's plan allows teachers to purchase time for previous teaching experience, up to 10 years. In addition, the amount of years purchased may not exceed teachers' years of Nebraska service at the time of retirement. While better than not allowing any purchase at all, this provision disadvantages teachers who move to Nebraska with more teaching experience. The state's plan also allows teachers to purchase up to four years of service for each approved leave of absence as long as the teacher returns to work for a year following the leave.

The state is commended for offering a fully portable supplemental savings plan. Teachers can participate in the State of Nebraska Deferred Compensation Plan, a 457 retirement plan, if their district does not offer its own 457 plan. However, there are no employer contributions.

#### Supporting Research

Nebraska Public Employees Retirement Systems, School Members Handbook

https://npers.ne.gov/whalecomfb0318c98356c776ad65/whalecom0/SelfService/public/howto/handbooks/handbook-School.pdf

#### RECOMMENDATION

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

Nebraska 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 Nebraska participate in Social Security, they are required to contribute to two defined benefit-style plans.

Increase the portability of its defined benefit plan.

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

Offer an employer contribution to the supplemental retirement savings plan.

While Nebraska at least offers teachers the option of a supplemental defined contribution savings plan, this option would be more meaningful if the state required employers also to contribute.

#### **NEBRASKA RESPONSE TO ANALYSIS**

Nebraska recognized the factual accuracy of this analysis.

**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

Figure 109		Defined benefit plan with	efined en /	CHOICE OF DEFINED RES.	ő / s
What type of pension	Defined benefit 2.	Vino	deju,	86	DEFINED CONTRIBUTION
systems do states offer	2	rian Olan	liene 	/ VED	
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tederiers.	, ber	d be,	Plar	6.6	. \ \ \ \ \ \ \ \ \ \ \ \ \ \ \ \ \ \ \
	finec	efine Itrib.	Hybrid plan	- PAC	FFW C
	9	7 4 8	\ \frac{1}{2}	\ \ \ \ \ \ \ \ \ \ \ \ \ \ \ \ \ \ \	7 0 2
Alabama					
Alaska					
Arizona					
Arkansas					
California <sup>2</sup>					
Colorado					
Connecticut					
Delaware					
District of Columbia					
Florida					
Georgia					
Hawaii					
Idaho					
Illinois					
Indiana <sup>3</sup>					
lowa					
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					
Ohio <sup>4</sup>					
Oklahoma					
Oregon⁵					
Pennsylvania					
Rhode Island					
South Carolina <sup>6</sup>					
South Dakota					
Tennessee					
Texas					
Utah <sup>7</sup>					
Vermont					
Virginia					
Washington <sup>8</sup>					
West Virginia					
Wisconsin					
Wyoming	Ш				
	25	17	4	4	1



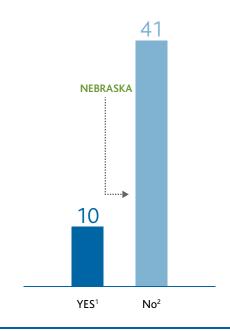
### **T** EXAMPLES OF BEST PRACTICE

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 hybrid plan.
- 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.

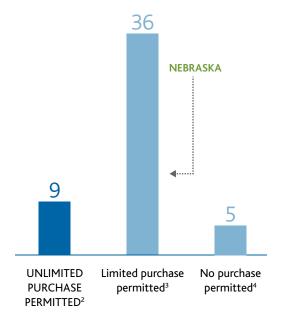
	3 YEARS OR LESS	4 to 5 years	6 to 9 years	10 years
Alabama				
Alaska				
Arizona				
Arkansas				
California				
Colorado Connecticut				
Delaware <sup>1</sup>				
District of Columbia				ā
Florida <sup>2</sup>				
Georgia				
Hawaii <sup>3</sup>				
Idaho				
Illinois				
Indiana Iowa³				
Iowa <sup>3</sup> Kansas				
Kentucky				
Louisiana				- i
Maine				
Maryland				
Massachusetts				
Michigan				
Minnesota				
Mississippi				
Missouri Montana				
NEBRASKA				
Nevada				
New Hampshire				
New Jersey				
New Mexico				
New York				
North Carolina				
North Dakota				
Ohio <sup>4</sup>				
Oklahoma Oregon⁵				
Pennsylvania				
Rhode Island				
South Carolina <sup>6</sup>				
South Dakota				
Tennessee				
Texas				
Utah				
Vermont				
Virginia Washington <sup>7</sup>				
Washington <sup>7</sup> West Virginia				
Wisconsin				
Wyoming		-		

Figure 112		Only their own	, v <sub>o</sub> , /	Their own contribution	THER OWN CONTRIBUTION PLUS INFEREST AND FLUL EMPLOY ON TRIBUTION	^
What funds do states p	ermit		Their own contribution plus interes	rlon / 1		<u>-</u>
teachers to withdraw f	7	-	, opt			
their defined benefit p	lans 👸	· / 🐇				5,5
if they leave after	han i	ieir /	Their own Con			'ER
five years? <sup>1</sup>	ess t. <sup>ntrib</sup>	17/11	heir Is in	Theij	1	
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Florida						
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Hawaii						
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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.
- 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

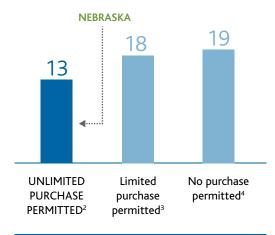
Do states permit teachers to purchase time for previous teaching experience?<sup>1</sup>



- 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 **Nebraska** Analysis



State Partly Meets Goal



Progress Since 2009

#### **ANALYSIS**

As of June 30, 2010, the most recent date for which an actuarial valuation is available, Nebraska's pension system for teachers is 82.4 percent funded and has a 28-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 28 years to pay off its unfunded liabilities. While less than ideal, Nebraska's system is financially sustainable according to actuarial benchmarks.

Nebraska commits excessive resources toward its teachers' retirement system. The current employer contribution rate of 8.88 percent and employee contribution rate of 8.8 are too high, in light of the fact that local districts and teachers are also contributing to Social Security and the fact that the state is also making additional payments.

The rates are set so that the districts pay 101 percent of the employee contribution rate and the state makes a 1 percent payment and an annual appropriation of \$5,639,235, as well as any additional required funding to meet actuarially determined funding needs. The state needs to contribute an additional \$18 million to meet this year's annual required contribution, which brings the total employee, employer and state contribution rate to 19.16 percent. While these rates allow the state to pay off liabilities within the required 30-year period, it does so at great cost, precluding Nebraska from spending those funds on other, more immediate means to retain talented teachers.

Employee contribution rates are set to increase to 9.78 percent on September 1, 2012, and then decrease to 7.28 percent on September 1, 2014, and the state match will decrease to 0.7 percent.

### **Supporting Research**

Nebraska Public Employees Retirement Systems, School Retirement System 2010, Fifty-eighth Actuarial Report https://npers.ne.gov/whalecomfb0318c98356c776ad65/whalecom0/SelfService/public/howto/publications/ActuarialReports/ActuarySchool2010.pdf

#### **RECOMMENDATION**

### Avoid committing excessive resources to the pension system.

While the state meets actuarially benchmarks for a financially sustainable system, it does so at great cost, precluding Nebraska from spending those funds on other more immediate means to retain talented teachers. The state should consider decreasing employer contributions, even more than currently scheduled, to allow the state and local districts to spend those funds on other recruitment and retention strategies. However, it must be careful to maintain its funding level to allow for protection during financial downturns.

#### **NEBRASKA RESPONSE TO ANALYSIS**

Nebraska recognized the factual accuracy of this analysis. However, the analysis has been updated subsequent to the state's review to reflect recent policy changes.

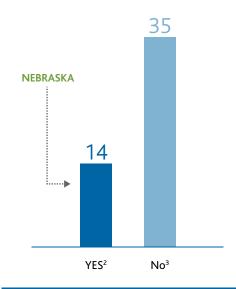
Figure 116	٨	/ & 0
Do state pension	Ę	ZZ /
systems meet standard	PER	\ \&\ \&\ \&\ \&\ \&\ \&\ \&\ \&\ \&\ \
benchmarks for	8	
financial health?	E4S7.8	
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California		
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Delaware		
District of Columbia		
Florida		
Georgia		
Hawaii		
Idaho		
Illinois		
Indiana		
lowa		
Kansas		
Kentucky		1
Louisiana		
Maine		
Maryland		1
Massachusetts		
Michigan <sup>2</sup>		
Minnesota		
Mississippi		
Missouri		
Montana		
NEBRASKA		
Nevada	_	
New Hampshire		
New Jersey		
New Mexico		
New York		
North Carolina		
North Dakota		
Ohio		
Oklahoma		
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South Carolina		_
South Dakota		
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Utah <sup>3</sup>		
Vermont		
Virginia		
Washington West Virginia		
Wisconsin		
Wyoming		
vvyorining		
	16	26



### TEXAMPLES 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?1



- 1. Cannot be determined for Michigan or Utah, which recently opened new systems.
- 2. Strong Practice: Alaska, Delaware, District of Columbia, Florida, Georgia, Indiana<sup>4</sup>, Nebraska, New York, North Carolina, Oregon, South Dakota, Tennessee, Washington, Wisconsin
- 3. 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

- 1. 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%
	64.2%
Mississippi Massachusetts	
Massachusetts	63%
Connecticut	61.4%
Hawaii Kantusla	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

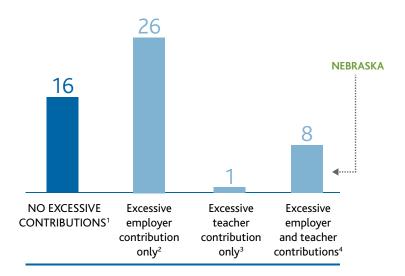
Figure 121

- 1. 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.
- Michigan opened a new system in July 2010 and employer contributions are not yet reported.
- 5. 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.



Figure 122

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 I **Nebraska** Analysis



State Partly Meets Goal



Progress Since 2009

#### **ANALYSIS**

Nebraska'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.

Nebraska'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 who meet the "Rule of 85" can retire at age 55, while other vested teachers may not retire with unreduced benefits until age 65. To qualify for the "Rule of 85," a teacher's age plus years of service must equal 85. Therefore, teachers who begin their careers at age 25 can qualify for the "Rule of 85" with 30 years of service by age 55, entitling them to 10 additional years of unreduced retirement benefits beyond what other teachers would receive who may not retire until age 65. These provisions may encourage effective teachers to retire early, and they fail to treat equally those teachers who enter the system at a later age and give the same amount of service.

### **Supporting Research**

Nebraska Public Employees Retirement Systems, School Members Handbook

https://npers.ne.gov/whalecomfb0318c98356c776ad65/whalecom0/SelfService/public/howto/handbooks/handbook-School.pdf

#### **RECOMMENDATION**

End retirement eligibility based on years of service.

Nebraska should change its practice of allowing teachers whose age and years of service equal 85 to retire at age 55 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.

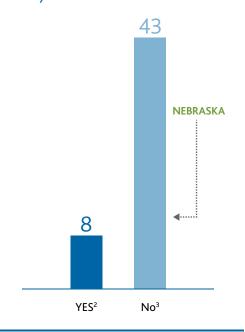
Align eligibility for retirement with unreduced benefits with Social Security retirement age. Nebraska allows all teachers to retire before conventional retirement age, some as young as 55. As life expectancies continue to increase, teachers may draw out of the system for many more years than they contributed. This is not compatible with a financially sustainable system (see Goal 4-H).

#### **NEBRASKA RESPONSE TO ANALYSIS**

Nebraska 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>



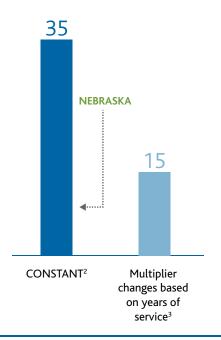
- 1. This only refers to determining retirement eligibility, not retirement benefits.
- 2. Strong Practice: Alaska, Illinois, Louisiana, Maine, Michigan, Minnesota, New Hampshire, New Jersey
- 3. Alabama, Arizona, Arkansas, California, Colorado, Connecticut, Delaware, District of Columbia, Florida, Georgia, 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.

Figure 126  How much do states  pay for each teacher  that retires with	Total amount in benefits pair ettiement from the time the pair	fatiest retiement as teaching at age 25 that receive uno estand that
unreduced benefits at an early age?1	Total amount in Per teacher from 'r retirement until ag	Earliess a teach teaching ceive un
Alaska <sup>2</sup>	72 /	٠ ي
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
California⁴	\$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 \$416,007	56 57
Rhode Island	\$430,013	59
New York	\$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
Iowa	\$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 \$624,786	57
Georgia Mississippi	\$624,786	52 52
Alabama	\$625,747	47
Colorado	\$650,011	57
Pennsylvania	\$650,011	57
Wyoming	\$655,506	54
Arizona	\$664,340	55
Arkansas	\$681,789	50
Ohio	\$687,265	52
New Mexico	\$734,124	52
Nevada	\$780,983	52
Missouri	\$789,343	51
Kentucky	\$791,679	49

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



### TEXAMPLES 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.

## 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.)

- 1. 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**

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

### Figure 129 How States are Faring on Closing Licensure Loopholes **Best Practice States** Colorado, Illinois 1, Mississippi, New Jersey States Meet Goal Nevada, New Mexico, South Carolina, Virginia 13 States Nearly Meet Goal Alabama, Arkansas, Connecticut, District of Columbia, Georgia, Kentucky 1, Massachusetts, North Dakota, Ohio, Oklahoma 1, Rhode Island 1, Utah 1, West Virginia States Partly Meet Goal Iowa, Wyoming States Meet a Small Part of Goal Michigan, Vermont 26 States Do Not Meet Goal Alaska, Arizona, California, Delaware, Florida, Hawaii, Idaho, Indiana, Kansas, Louisiana, Maine, Maryland, Minnesota, Missouri, Montana, NEBRASKA, New Hampshire, New York, North Carolina, Oregon, Pennsylvania, South Dakota, Tennessee, Texas, Washington, Wisconsin Progress on this Goal Since 2009: **1**:5 **+** : 46 **↓**:0

# Area 5: Goal A **Nebraska** Analysis



State Does Not Meet Goal



**Progress Since 2009** 

#### **ANALYSIS**

Nebraska does not require subject-matter testing as part of its teacher certification policy.

#### **Supporting Research**

Nebraska Department of Education Rules and Regulations 92-21 http://www.education.ne.gov/LEGAL/webrulespdf/CLEANRule%2021\_2010.pdf

#### **RECOMMENDATION**

#### Award standard licenses to teachers only after they have passed a subject-matter test.

All students are entitled to teachers who know the subject matter they are teaching. Permitting individuals who have not yet passed state licensing tests to teach neglects the needs of students, instead extending personal consideration to adults who may not be able to meet minimal state standards. Licensing tests are an important minimum benchmark in the profession, and by not requiring such a test, Nebraska is abandoning one of the basic responsibilities of licensure. As such, the state should require all teachers to pass subject-matter tests prior to entering the classroom. The state's current policy puts students at risk.

#### **NEBRASKA RESPONSE TO ANALYSIS**

Nebraska recognized the factual accuracy of this analysis. The state added that it "takes the licensing of teachers very seriously and, although we do not meet your criteria, we do not accept that we are "abandoning" the responsibility of providing effective teachers for Nebraska students. One can find a range of research, including that which supports that there is no substantive research that proves that passing a content test will assure that a teacher will excel as a teacher and produce better student achievement outcomes."

#### **LAST WORD**

NCTQ agrees that passing a content test provides no assurance that a teacher will excel and produce better student achievement outcomes. But one cannot teach what one does not know, and it is therefore virtually a certainty that teachers lacking in sufficient and appropriate content knowledge will not excel nor produce better student achievement outcomes.

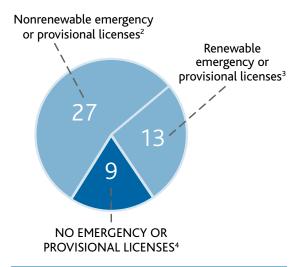
146 : NCTQ STATE TEACHER POLICY YEARBOOK 2011 NFBRASKA



**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?<sup>1</sup>



- Not applicable to Montana and NEBRASKA, which do not require subject matter testing.
- 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 practice without passii		,	,	,
· ·	ng ~	. /	/	Jears or more (or unspecified)
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Tennessee Texas				
Utah <sup>4</sup>				
Vermont				
Virginia				
Washington				
West Virginia				
Wisconsin				
Wyoming <sup>5</sup>				

# 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

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



# Area 5: Goal B **Nebraska** Analysis



State Does Not Meet Goal



Progress Since 2009

#### **ANALYSIS**

Nebraska does not have a policy regarding teachers who receive unsatisfactory evaluations.

#### **RECOMMENDATION**

Require that all teachers who receive unsatisfactory evaluations be placed on improvement plans.

Nebraska should adopt a policy requiring that teachers who receive even one unsatisfactory evaluation be placed on structured improvement plans. These plans should focus on performance areas that directly connect to student learning and should list noted deficiencies, define specific action steps necessary to address these deficiencies and describe how and when progress will be measured.

■ 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. Nebraska should adopt a policy that ensures that teachers who receive such unsatisfactory evaluations are eligible for dismissal.

#### **NEBRASKA RESPONSE TO ANALYSIS**

Nebraska noted that this continues to be a local district responsibility.

Figure 133	MAROVENENT PLAN AFTER	ELICIBLE FOR DISMISSALAFTE	٠ کو /	No articulated consequences
What are the	VAF	5 / 3/5	<b>0</b> /	, suce
consequences for	P. 187.	158 S	] Other consequences	bəs <sub>u</sub>
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evaluations?	42	\ \\ \\ \\ \\ \\ \\ \\ \\ \\ \\ \\ \\ \	<i>\ \ \ \ \ \ \ \ \ \</i>	/ %
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West Virginia				
Wisconsin				
Wyoming				
	27	17	8	17

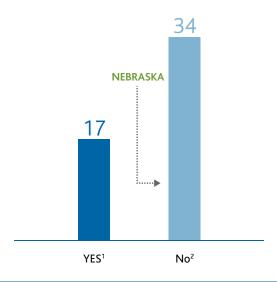
- Teachers could face nonrenewal based on evaluation results, but it is not clear that a teacher is eligible for dismissal after multiple unsatisfactory evaluations.
- While results of evaluations may be used in dismissal decisions, there are no specific criteria for a teacher's eligibility for dismissal.
- 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.
- 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

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



# Area 5: Goal C **Nebraska** Analysis



State Does Not Meet Goal



**Progress Since 2009** 

#### **ANALYSIS**

In Nebraska, tenured teachers who are terminated have at least one opportunity to appeal. After receiving written notice of dismissal, the teacher has seven days to file an appeal, and the hearing must take place within 30 days after the appeal is received. The state does not specify whether the decision of this appeal is final or if a second appeal is possible.

Nebraska does not explicitly make teacher ineffectiveness grounds for dismissal, nor does the state 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 "incompetency, neglect of duty, unprofessional conduct, insubordination, immorality, physical or mental incapacity, or other conduct which interferes substantially with the continued performance of duties."

#### **Supporting Research**

Nebraska Revised Statutes 79-1234; 79-1236

#### RECOMMENDATION

Specify that classroom ineffectiveness is grounds for dismissal.

Euphemistic terms such as "incompetency" are ambiguous at best and may be interpreted as concerning dereliction of duty rather than ineffectiveness. Nebraska should explicitly make teacher ineffectiveness grounds for dismissal so that districts do not feel they lack the legal basis for terminating consistently poor performers.

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

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. Nebraska should ensure that appeals related to classroom effectiveness are only decided by those with educational expertise.

#### **NEBRASKA RESPONSE TO ANALYSIS**

Nebraska provided a reference to the Nebraska Professional Practices Commission, without additional elaboration.

**NFBRASKA** 

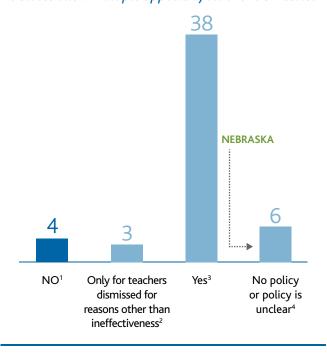




#### TEXAMPLES OF BEST PRACTICE

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.

- 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

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



# Area 5: Goal D **Nebraska** Analysis



State Does Not Meet Goal



Progress Since 2009

#### **ANALYSIS**

In Nebraska, the factors used by districts to determine which teachers are laid off during a reduction in force consider a teacher's tenure status and are decided at the district level. School districts may only lay off tenured teachers after notice has been given to nontenured teachers. In addition, performance is permitted—but not required—to be used as a factor. If "employee evaluation" is used, then "specific criteria such as frequency of evaluation, evaluation forms, and number and length of classroom observations shall be included as part of the reduction in force policy."

#### **Supporting Research**

Nebraska Statute 79-846

#### **RECOMMENDATION**

Require that districts consider classroom performance as a factor in determining which teachers are laid off during reductions in force.

Nebraska can still leave districts flexibility in determining layoff policies, but it should do so within a framework that ensures that classroom performance is considered.

Ensure that tenure is not the only factor used to determine which teachers are laid off.

While it is not unreasonable to lay off probationary teachers before those with tenure, doing this without also considering performance is in effect a proxy for seniority-based layoffs and risks sacrificing effective teachers while maintaining low performers. Further, because probationary teachers draw lower salaries, the state may in fact be mandating that districts dismiss a larger number of effective probationary teachers rather than a smaller group of ineffective tenured teachers to achieve the same budget reduction.

#### **NEBRASKA RESPONSE TO ANALYSIS**

Nebraska recognized the factual accuracy of this analysis.

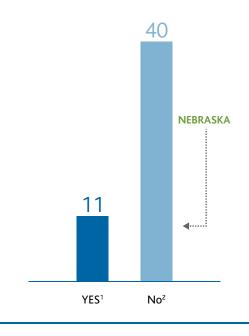
Figure 139		/ ,.
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#### **TEXAMPLES OF BEST PRACTICE**

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.

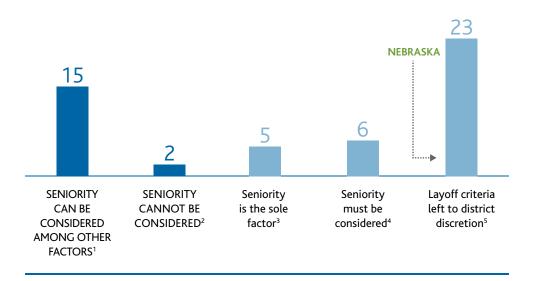
Figure 140 Do districts have to consider performance in determining which teachers are laid off?



- 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?



- 1. 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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