2012 State Teacher Policy Yearbook

Improving Teacher Preparation in Tennessee

State Policies in Need of Attention

Admission into Preparation Programs
 Elementary Teacher Preparation
 Middle School Teacher Preparation
 Special Education Teacher Preparation
 Teacher Preparation Program
 Teacher Preparation Program

Acknowledgments

STATES

State education agencies remain our most important partners in this effort, and their continued cooperation has helped to ensure the factual accuracy of the final product. Although this year's edition did not require the extensive review that the comprehensive editions require, we still wanted to make sure that we captured all relevant policy changes and that states' perspectives were represented. Every state formally received a draft of the policy updates we identified in July 2012 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. We thank the states for their ongoing willingness to engage in dialogue with us.

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Improving Teacher Preparation in Tennessee

The 2012 *State Teacher Policy Yearbook* puts a spotlight on the critical issue of teacher preparation. The 2011 edition of the *Yearbook* provided a comprehensive review of all aspects of states' teacher policies, and although considerable progress was noted in areas related to teacher effectiveness, the same could not be said for teacher preparation. While many states have made advancements in teacher evaluation and tenure requirements, teacher preparation has yet to capture states' attention.

Good preparation does not guarantee that teachers will ultimately be effective, but there is much more that can be done to help ensure that new teachers are "classroom ready." This edition of the *Yearbook* offers states a roadmap of their teacher preparation policies, identifying priorities that need critical attention and also identifying low-hanging fruit, policy changes that states can implement in relatively short order.



Current Status of Tennessee's Teacher Preparation Policy

Last year's *State Teacher Policy Yearbook* provided an in-depth analysis of each of the topics identified below. The 2012 score includes any policy changes identified in the last year. The
year of the symbol indicates a score increase from 2011.

Yearbook Goal	Торіс	2012 Score
1-A	Admission into Preparation Programs	•
1-B	Elementary Teacher Preparation	
1-C	Elementary Teacher Preparation in Reading Instruction	•
1-D	Elementary Teacher Preparation in Mathematics	•
1-E	Middle School Teacher Preparation	•
1-F	Secondary Teacher Preparation	•
1-G	Secondary Teacher Preparation in Science	
1-H	Secondary Teacher Preparation in Social Studies	
1-I	Special Education Teacher Preparation	\bigcirc
1-J	Assessing Professional Knowledge	
1-K	Student Teaching	
1-L	Teacher Preparation Program Accountability	

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2012 Policy Update for Tennessee

Based on a review of state legislation, rules and regulations, NCTQ has identified the following recent policy changes in Tennessee:

Middle School Teacher Preparation

All middle school teachers must also pass the Praxis II "Reading Across the Curriculum: Elementary" test. *www.ets.org/praxis*

Special Education Teacher Preparation

All special education teachers must also pass the Praxis II "Reading Across the Curriculum: Elementary" test. *www.ets.org/praxis*

Assessing Professional Knowledge

Tennessee allows the Teacher Performance Assessment (TPA) in lieu of the Praxis series pedagogy test. *State Board of Education Policy*, *5.105*

Tennessee Response to Policy Update

States were asked to review NCTQ's identified updates and also to comment on policy changes related to teacher preparation that have occurred in the last year, pending changes or teacher preparation in the state more generally. States were also asked to review NCTQ's analysis of teacher preparation authority (See Figure 20).

Tennessee was helpful in providing NCTQ with additional information about policy changes related to teacher preparation. The state added that the Tennessee Board of Regents, a body that oversees nine postsecondary institutions in the state, requires that its institutions utilize the Teacher Performance Assessment (TPA) for the six areas where it is available.

Tennessee was also helpful in providing NCTQ with further information about state authority for teacher preparation and licensing.

0		
Delivering well-	2012	2011
prepared teachers	Grade	Grade
Alabama	B-	с
Alaska	F	F
Arizona	D-	D-
Arkansas	C	C
California	D	D
Colorado	D	D-
Connecticut	C+	C-
Delaware	D-	D-
District of Columbia	D	D
Florida	B-	B-
Georgia	C	C
Hawaii	D	D
Idaho	D	D
Illinois	D	D
Indiana	B-	C+
lowa	D	D D
Kansas	D D+	D D+
Kentucky	C+	C-
Louisiana	C	C
Maine	D+	D
Maryland	D+	D+
Massachusetts	C+	C+
Michigan	D+	D+
Minnesota	C+	C
	C+	C
Mississippi Missouri	D+	D+
Montana	F	F
Nebraska	D-	D-
Nevada	D-	D-
New Hampshire	C-	D-
	C-	D+
New Jersey	D+	
New Mexico New York	C-	D+ D+
North Carolina	D-	D+
North Dakota	D-	D-
Ohio Oklahoma	C-	D+ C
		D-
Oregon	D- C	C
Pennsylvania Rhode Island	C	D+
South Carolina	C-	C-
South Dakota		D
TENNESSEE	D B-	B-
		С+
Texas	C+	D
Utah		
Vermont	C-	D+
Virginia	C-	C-
Washington	D+	D+
West Virginia	C-	C-
Wisconsin	D+	D
Wyoming	F	F
Average State Grade	D+	D

COMING SOON

NCTQ Teacher Prep Review

Preparing teachers to be effective and successful in the classroom requires both the strong state policy framework described in the *Yearbook* and quality implementation by states' teacher preparation programs.

How are **Tennessee's** programs doing? NCTQ will soon answer that question with our forthcoming review of the nation's higher education-based teacher preparation programs that produce 99 percent of traditionally-prepared teachers. The *Review* will find the programs that are doing the best job preparing tomorrow's educators, those that need to improve and those that need to be radically restructured.

The *Review* will be released in Spring 2013. Find out more at www.nctq.org/p/edschools.

For a sneak peek, see page 6.

Teacher Preparation Policy Checklist for States

1.	Raise admission standards.	 Require teacher candidates to pass a test of academic proficiency that assesses reading, writing and mathematics skills as a criterion for admission into teacher preparation programs. Require preparation programs to use a common test normed to the general college-bound population.
2.	Align teacher preparation with Common Core State Standards.	 Ensure that coursework and subject-matter testing for elementary teacher candidates are well aligned with standards. Ensure that teacher preparation programs prepare elementary teaching candidates in the science of reading instruction and require a rigorous assessment of reading instruction. Require teacher preparation programs to provide mathematics content specifically geared to the needs of elementary teachers.
3.	Improve clinical preparation.	 Ensure that cooperating teachers have demonstrated evidence of effectiveness as measured by student learning. Require summative clinical experience for all prospective teachers that includes at least 10 weeks of full-time student teaching.
4.	Raise licensing standards.	 Eliminate K-8 generalist licenses. Require subject-matter testing for middle school teacher candidates. Require subject-matter testing for secondary teacher candidates. Require middle school and secondary science and social studies teachers to pass a test of content knowledge that ensures sufficient knowledge of the subjects taught.
5.	Don't lower the bar for special education teachers.	 Do away with K-12 special education teacher licenses. Require special education teachers to pass a subject-matter test for licensure that is no less rigorous than what is required of general education candidates.
6.	Hold teacher preparation programs accountable.	 Collect data that connect student achievement gains to teacher preparation programs. Gather other meaningful data that reflect program performance. Establish the minimum standard of performance for each category of data. Produce and publish an annual report card for each teacher preparation program.

Critical Issues for State Teacher Preparation Policy

Critical Attention: Admission into Teacher Preparation Programs



Tennessee does not ensure that teacher preparation programs admit candidates with strong academic records.

The demands of K-12 classrooms today require teachers with strong academic backgrounds who can positively affect student learning. To ensure that such strong candidates enter classrooms, it is important to set rigorous standards for entry into the teacher pipeline. This begins with teacher preparation program admissions.

Looking to international examples, such top-performing countries as Finland and South Korea admit prospective teacher candidates from the top 10 percent of the college-going population. While a bar that high is a long way from average standards in the United States, it seems reasonable and appropriate that states should limit access to teacher preparation programs to those who are in the top half of the college-going population in terms of academic achievement.

Most states limit their academic screening to basic skills tests, which generally assess only middle school-level skills and which are generally only normed to the prospective teacher population.

At present, Tennessee requires that approved undergraduate teacher preparation programs only accept teacher candidates who have passed a basic skills test (the Praxis California, Colorado, Connecticut, Delaware, District of Columbia, Florida, Georgia, Hawaii, Idaho, 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, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Carolina, South Dakota, **TENNESSEE**, Utah, Vermont, Virginia, Washington, West Virginia, Wisconsin, Wyoming

Alabama, Alaska, Arizona, Arkansas,

Illinois Texas

I). Although the state sets the minimum score for this test, it is normed just to the prospective teacher population. Further, the state allows candidates who fail the Praxis I twice to appeal and possibly gain admission based on other criteria established by the institution. Tennessee also allows candidates to substitute equivalent scores on the SAT or ACT for its basic skills testing requirement. In addition, the state's current 2.5 GPA requirement is too low to be considered a rigorous bar for program admission.

NEXT STEPS FOR TENNESSEE:

Require that teacher preparation programs screen candidates for academic proficiency prior to admission.

Tennessee's appeal policy for the Praxis I might be appropriate if the test were known to be of significant rigor. In this case, since the Praxis I tests candidates on middle school-level reading, writing and mathematics skills, it is not in the best interests of teacher candidates or program resources to let those unable to pass be admitted without first completing remediation and demonstrating academic proficiency.

Require that programs use a common admissions test normed to the general collegebound population.

Tennessee should require programs to use 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 while also facilitating program comparison.

Increase the GPA requirement.

Requiring only a 2.5 GPA sets a very low bar for the academic performance of the state's prospective teachers. Tennessee should consider using a higher GPA requirement for program admission in combination with a test of academic proficiency. A sliding scale of GPA and test scores would allow flexibility for candidates in demonstrating academic ability. When using such multiple measures, a sliding scale that still ensures minimum standards would allow students to earn program admission through a higher GPA and a lower test score, or vice-versa.

Consider requiring that candidates pass subject-matter tests as a condition of admission into teacher programs.

In addition to ensuring that programs require a measure of academic performance for admission, Tennessee might also want to consider requiring content testing prior to program admission as opposed to at the point of program completion. Program candidates are likely to have completed coursework that covers related test content in the prerequisite classes required for program admission. Thus, it would be sensible to have candidates take content tests while this knowledge is fresh rather than wait two years to fulfill the requirement, and candidates lacking sufficient expertise would be able to remedy deficits prior to entering formal preparation.

SNEAK PEEK: Teacher Prep Review

Are Tennessee's undergraduate teacher preparation programs in the Review sufficiently selective?

88% are not sufficiently selective.

The Review will be released in Spring 2013. Find out more at www.nctq.org/p/edschools.

> 1. New Hampshire is in the process of adopting a requirement that will make the test a condition of admission.

Figure 2	BOUNDROBMED TO ADMISSION TO COLLECE	Test named only to teacher candidates before ACCAM to Prep program e admice.	Lest normed only to teacher andidates during to teacher Completion of Disconsideration	/
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West Virginia				
Wisconsin				
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		25	10	9

Critical Attention: Elementary Teacher Preparation

 Tennessee does not ensure that new elementary teachers are ready to teach to the Common Core Standards.

To be effective, elementary teacher candidates need liberal arts coursework relevant to the K-6 classroom, and they should also be required to pass a rigorous content test that ensures appropriate subject-matter knowledge.

The Common Core State Standards, adopted by nearly all states including Tennessee, represent an effort to significantly raise expectations for the knowledge and skills American students will need for college readiness and global competitiveness. And Tennessee, like all states, must ensure that its teachers are prepared to teach to these high standards.

Although a "standards-based" approach grants greater flexibility to teacher preparation programs regarding program design, it is difficult to monitor or enforce absent a rigorous test. Further, alignment of preparation program instruction with student learning standards should be augmented with a broader and deeper content perspective than what will actually be taught in the elementary classroom.

Unfortunately, Tennessee's policies fail to ensure that elementary teacher candidates will have the subject-area knowledge necessary to teach to these standards. The state does not require a subject-matter test that reports subscores

in all areas, and its coursework requirements lack the specificity to guarantee relevancy to the elementary classroom. Commendably, elementary candidates in Tennessee are required to pass the Praxis "Reading Across the Curriculum" test, which covers the science of reading.

NEXT STEPS FOR TENNESSEE:

Require elementary teacher candidates to pass a subject-matter test designed to ensure sufficient content knowledge of all subjects.

Tennessee should ensure that its elementary content test is appropriately aligned with the Common Core State Standards and require separate, meaningful passing scores for each area on the test. Use of a composite passing score offers no assurance of adequate knowledge in each subject area. A candidate may achieve a passing score and still be seriously deficient in a particular subject area.

Require teacher preparation programs to provide mathematics content specifically geared to the needs of elementary teachers and require candidates to pass a rigorous math assessment.

Although Tennessee requires knowledge in some key areas of mathematics, 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. Tennessee should also require a rigorous assessment that reports a separate subscore for and evaluates mathematics knowledge beyond an elementary school level and challenges candidates' understanding of underlying mathematics concepts.

Alaska, Arizona, Arkansas, Colorado, Delaware, District of Columbia, Florida, Georgia, Hawaii, Idaho, Illinois, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Michigan, Mississippi, Missouri, Montana, Nebraska, Nevada, 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

Alabama, California, Connecticut, Indiana, Minnesota, New Hampshire

Massachusetts

Ensure that teacher preparation programs deliver a comprehensive program of study in broad liberal arts coursework.

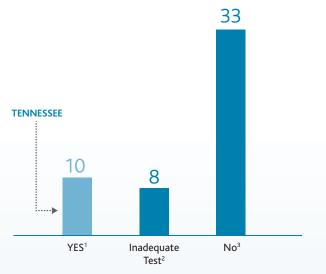
Tennessee should either articulate a more specific set of standards or establish comprehensive coursework requirements for elementary teacher candidates that align with the Common Core Standards to ensure that candidates will complete coursework relevant to the common topics in elementary grades. An adequate curriculum is likely to require approximately 36 credit hours in the core subject areas of English, science, social studies and fine arts. Presently, all teachers in Tennessee are required to complete a general education core curriculum, which must comprise approximately 50 percent of the 120 semester hours of coursework required for the baccalaureate degree. These are good requirements, but they may be too broad to guarantee that the courses used to meet them will be relevant to the topics taught in the PK-6 classroom.

Require elementary teacher candidates to complete a content specialization in an academic subject area.

Tennessee's policy requiring elementary candidates to earn an academic major is undermined because it may be met through an interdisciplinary major. Unlike an academic major, an interdisciplinary major will not necessarily enhance teachers' content knowledge or ensure that prospective teachers have taken higher-level academic coursework. Further, it does not provide an option for teacher candidates unable to fulfill student teaching or other professional requirements to still earn a degree, as an academic major does.

Figure 3

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



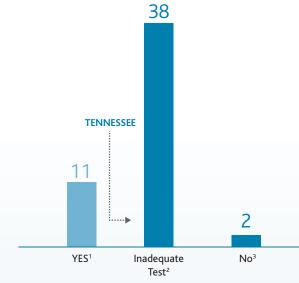
- Strong Practice: Alabama⁴, Connecticut, Massachusetts, Minnesota⁵, New Hampshire, New Mexico⁶, Oklahoma, Tennessee, Virginia, Wisconsin
- 2. California, Florida, Georgia, Idaho, New York, Oregon, Pennsylvania, Texas
- 3. Alaska, Arizona, Arkansas, Colorado, Delaware, District of Columbia, Hawaii, Illinois, Indiana, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Michigan, Mississippi, Missouri, Montana, Nebraska, Nevada, New Jersey, North Carolina⁷, North Dakota, Ohio, Rhode Island, South Carolina, South Dakota, Utah, Vermont, Washington, West Virginia, Wyoming
- 4. Alabama's reading test spans the K-12 spectrum.
- 5. Based on the limited information available about the test on Minnesota's website.
- 6. Test is under development and not yet available for review.
- 7. North Carolina has adopted a task force recommendation to require the Foundations of Reading test. Rules have yet to be promulgated, including whether the test will be required for initial licensure. Current rules require such tests for professional licensure only.

Do states ensure that elementary teachers know core content?



Figure 4

Do states measure new elementary teachers' knowledge of math?



- 1. Strong Practice: Alabama, Connecticut, Indiana, Kentucky, Massachusetts, Minnesota, New Hampshire, New Jersey, Rhode Island, Utah, Vermont
- 2. Alaska, Arizona, Arkansas, California, Colorado, Delaware, District of Columbia, Florida, Georgia, Hawaii, Idaho, Illinois, Iowa, Kansas, Louisiana, Maine, Maryland, Michigan, Mississippi, Missouri, Nevada, New Mexico, New York⁴, North Carolina⁵, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, South Carolina, South Dakota, Tennessee, Texas, Virginia, Washington, West Virginia, Wisconsin, Wyoming
- 3. Montana, Nebraska
- 4. New York is in the process of developing a stand-alone math test.
- 5. North Carolina has adopted a task force recommendation to require the Massachusetts Test of General Curriculum, including the math subtest. Rules have yet to be promulgated, including whether the test will be required for initial licensure. Current rules require such tests for professional licensure only.
 - 1. Testing is not required for initial licensure.
 - The required test is a questionable assessment of content knowledge, instead emphasizing methods and instructional strategies.
 - Massachusetts requires a general curriculum test that does not report scores for each elementary subject. A separate score is reported for math (see Figure 4).
 - 4. North Carolina has adopted a task force recommendation to require the Massachusetts Test of General Curriculum. Rules have yet to be promulgated, including whether the test will be required for initial licensure. Current rules require such tests for professional licensure only.
 - 5. Oregon allows "alternative assessment" for candidates who fail twice.

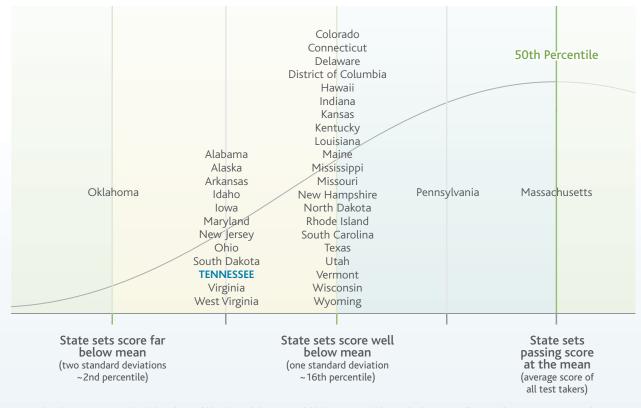
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10 : NCTQ STATE TEACHER POLICY YEARBOOK 2012 TENNESSEE Subject mentioned

★ Subject covered in depth

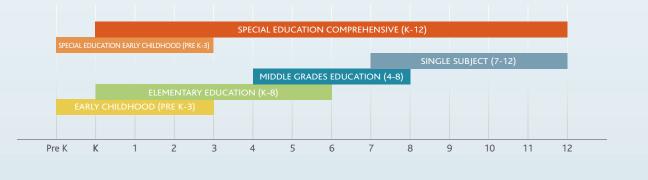
Figure 7 Where do states set the passing score on elementary content licensure tests¹?



1 Based on the most recent technical data that could be obtained; data not available for Arizona, California, Florida, Georgia, Illinois, Michigan, Minnesota, Nevada, 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. Alabama, Connecticut, Indiana, Kentucky, New Hampshire, New Jersey, Rhode Island, Utah and Vermont now require the Multiple Subjects test and Maryland, Nevada and South Carolina now require the Instructional Practice and Applications test. Both are new Praxis tests for which technical data are not yet available; analysis is based on previously required test.

Figure 8

Teacher licensing structure in Tennessee



Critical Attention: Middle School Teacher Preparation



 Tennessee does not ensure that new middle school
 teachers will be prepared to teach appropriate gradelevel content.

The middle school years are critical to students' education, yet the preparation and licensure requirements for middle school teachers often do not ensure that they are sufficiently prepared to teach grade-level content.

Too many states fail to distinguish the knowledge and skills needed by middle school teachers from those needed by an elementary teacher. Whether teaching a single subject in a departmentalized setting or teaching multiple subjects in a self-contained classroom, middle school teachers must be able to teach significantly more advanced content than what elementary teachers are expected to teach.

In Tennessee, candidates are required to earn middle-grades certification (grades 4-8), which includes one of the following: an interdisciplinary major that includes study in English, mathematics, science and social studies; an interdisciplinary major in two disciplines from the arts and sciences; or a major in a single discipline from the arts and sciences with an area of emphasis in at least one additional discipline outside the major. Alaska, Arizona, California, Idaho, Illinois, Iowa, Maine, Michigan, Minnesota, Montana, Nebraska, Nevada, New Hampshire, New Mexico, North Carolina, North Dakota, Oklahoma, Oregon, South Dakota, **TENNESSEE**, Texas, Utah, Washington, Wisconsin, Wyoming

Maryland, Massachusetts, New York

Alabama, Arkansas, Colorado, Connecticut, Delaware, District of Columbia, Florida, Georgia, Hawaii, Indiana, Kansas, Kentucky, Louisiana, Mississippi, Missouri, New Jersey, Ohio, Pennsylvania, Rhode Island, South Carolina, Vermont, Virginia, West Virginia

All new middle school teachers in Tennessee are also required to pass a Praxis II subject-matter test to attain licensure. Regrettably, candidates are only required to pass the general middle school content test, in which subscores are not provided.

NEXT STEPS FOR TENNESSEE:

Require content testing in all core areas.

As a condition of initial licensure, all candidates teaching middle grades in Tennessee should have to pass a subject-matter test in every core academic area they intend to teach.

Differentiate between single- and multiple-subject middle school teachers.

Tennessee may want to consider only requiring two minors for middle school teachers who intend to teach multiple subjects, rather than two majors, or a major and a minor.

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Vermont			
Virginia			
Washington			
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Wisconsin			5
Wyoming			
	32	5	14

- 1. California offers a K-12 generalist license for self-contained classrooms.
- 2. Illinois has repealed its K-9 license and is in the process of revising middle school certification requirements.
- 3. With the exception of mathematics.
- 4. Oregon offers 3-8 license.
- 5. Wisconsin offers 1-8 license.

Figure 10		/	/	/	
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1. Candidates teaching multiple subjects only have to pass the elementary test.

- 2. For K-8 license, Idaho also requires a singlesubject test.
- 3. Illinois has repealed its K-9 license. The state is in the process of revising its middle school certification requirements.
- 4. It is unclear how new legislation will affect testing requirements for middle school candidates.
- 5. Maryland allows elementary teachers to teach in departmentalized middle schools if not less than 50 percent of the teaching assignment is within the elementary education grades.
- 6. For nondepartmentalized classrooms, generalist in middle childhood education candidates must pass new assessment with three subtests.
- 7. Candidates opting for middle-level endorsement may either complete a major or pass a content test. Oregon allows "alternative assessment" for candidates who fail twice.

Critical Attention: Secondary Teacher Preparation



 Tennessee is on track to ensure that new secondary
 teachers will be prepared to teach appropriate gradelevel content.

Secondary teachers must be experts in the subject matter they teach, and only a rigorous test ensures that teacher candidates are sufficiently and appropriately knowledgeable in their content area. Coursework is generally only indicative of background in a subject area; even a major offers no certainty of what content has been covered.

Yet not all states ensure that secondary teachers have sufficient content knowledge in the subjects they are licensed to teach. And nearly all states—even those that do generally require content testing for secondary teachers—allow some science and/or social studies teachers to teach with broad licenses that have significant loopholes.

Most high school science courses are specialized, and the teachers of these subjects are not interchangeable. Nonetheless, most states allow teachers to obtain general science or combination licenses across multiple science disciplines, and, in most cases, these teachers need only pass a general knowledge science exam that does not ensure subject-specific content knowledge. This means that a teacher with a background in biology could be fully certified to teach advanced chemistry or Alaska, Arizona, California, Colorado, Iowa, Montana, Nebraska, New Hampshire, North Carolina, Oregon, Washington, Wyoming

Alabama, Arkansas, Connecticut, Delaware, District of Columbia, Florida, Georgia, Hawaii, Idaho, Illinois, Kansas, Kentucky, Louisiana, Maine, Maryland, Massachusetts, Michigan, Mississippi, Missouri, Nevada, New Jersey, New Mexico, New York, North Dakota, Ohio, Oklahoma, Pennsylvania, Rhode Island, South Carolina, South Dakota, Texas, Utah, Vermont, Virginia, West Virginia, Wisconsin

Indiana, Minnesota, TENNESSEE

physics having passed only a general science test—and perhaps answering most of the chemistry or physics questions incorrectly.

Just as with broad field science, most states offer a general social studies license at the secondary level. For this certification, teachers can have a background in a wide variety of fields, ranging from history and political science to anthropology and psychology. Under such a license a teacher who majored in psychology could teach history to high school students having passed only a general knowledge test and answering most—and perhaps all—history questions incorrectly.

Commendably, Tennessee requires that its secondary teacher candidates pass a Praxis II content test to teach any core secondary subjects. The state does not offer secondary certifications in general science and general social studies.

Figure 11 Do all secondary teachers have to pass a content test in every subject area they are licensed

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	5	28	34	12

1. It is unclear at this point how new legislation will affect content test requirements for secondary teachers.

Critical Attention: Special Education Teacher Preparation



Tennessee does not ensure that new special education teachers will know the subject matter that they will be required to teach.

Across the country, states are raising performance expectations to ensure that students who graduate from high school are college and career ready. These more rigorous standards apply to special education students just as they do to other students.

The challenge of ensuring that teachers are prepared to teach to the new Common Core State Standards is even more pronounced for special education teachers, who typically have had to meet an even lower bar for content preparation than general educators. And certification rules for special education teachers that do not differentiate between teaching at the elementary and secondary levels only exacerbate the problem.

Allowing a generic K-12 special education certification makes it virtually impossible and certainly impractical for states to ensure that these teachers know all the subject matter they are expected to teach; this issue is just as valid in terms of pedagogical knowledge. Alaska, Arizona, California, Colorado, Connecticut, Delaware, District of Columbia, Florida, Georgia, Hawaii, Idaho, Illinois, Indiana, Kansas, Kentucky, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, New Hampshire, New Mexico, Nevada, North Carolina, North Dakota, Ohio, Oklahoma, South Carolina, South Dakota, **TENNESSEE**, Utah, Virginia, Washington, Wyoming

Alabama, Arkansas, Iowa, Louisiana, Maine, Maryland, Massachusetts, New Jersey, New York, Oregon, Pennsylvania, Rhode Island, Texas, Vermont, West Virginia, Wisconsin

0

While a K-12 special education license may be appropriate for low-incidence spe-

cial 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.

Regrettably, Tennessee only offers a generic K-12 special education certification, in addition to an early childhood option. All candidates must complete either an academic major or an interdisciplinary major.

NEXT STEPS FOR TENNESSEE:

Eliminate licenses for special education that do not differentiate between the preparation of elementary teachers and that of secondary teachers.

Tennessee's current model does little to protect some of its most vulnerable students. Failure to ensure that special education teachers are well trained in specific content areas deprives these students of the opportunity to reach their academic potential. Tennessee should limit high-incidence special education certifications to elementary or secondary grades.

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

Tennessee should ensure that special education teacher candidates who will teach elementary grades possess knowledge of the subject matter at hand. Not only should the state require coresubject coursework relevant to the elementary classroom, but it should also require that these candidates pass the same subject-matter test required of all elementary teachers.

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Ensure that secondary special education teachers possess adequate content knowledge.

Secondary special education teachers are frequently generalists who teach many core subject areas. While it may be unreasonable to expect secondary special education teachers to meet the same requirements for each subject they teach as other teachers who teach only one subject, Tennessee's current policy of requiring no subject-matter testing is unacceptable and will not help special education students to meet rigorous learning standards. To provide a middle ground, Tennessee should consider a customized HOUSSE route for new secondary special education teachers and look to the flexibility offered by the Individuals with Disabilities Education Act (IDEA), which allows for a combination of testing and coursework to demonstrate requisite content knowledge in the classroom.

> 1. Although the state does issue a K-12 certificate, candidates must meet discrete elementary and/or secondary requirements.

Which states require subject-matter testing for special education teachers?

Elementary Subject-Matter Test					
Required for an elementary special education license	Alabama, Arkansas, Iowa, Kansas, Louisiana, Massachusetts, Mississippi, New Jersey, New York, Oregon ¹ , Pennsylvania ² , Rhode Island, Texas, West Virginia ³ , Wisconsin				
Required for a K-12 special education license	Colorado, Idaho				
Secondary Subject-Matter Test(s)					
Tests in all core subjects required for secondary special education license	None				
Test in at least one subject required for secondary special education license	Arkansas, Kansas, Louisiana, New Jersey, New York⁴, Oregon¹, Pennsylvania², Rhode Island, West Virginia³				
Required for a K-12 special education license	None				

1. Although Oregon requires testing, the state allows an "alternative assessment" option for candidates who fail twice.

2. In Pennsylvania, a candidate who opts for dual certification in elementary or secondary special education and as a reading specialist does not have to take a content test.

3. West Virginia also allows elementary special education candidates to earn dual certification in early childhood, which would not require a content test. Secondary special education candidates earning dual certification as a reading specialist are similarly exempted from the content test.

4. New York requires a multi-subject content test specifically geared to secondary special education candidates. It is divided into three subtests.

Critical Attention: Student Teaching



 Tennessee is on track ensure that teacher preparation
 programs will provide teacher candidates with a highquality summative clinical experience.

The importance of clinical practice in teacher preparation has become a major area of focus. Student teaching is the final clinical experience of teacher preparation, and teacher candidates have only one chance to experience the best possible placement. Student teaching will shape candidates' own performance as teachers and help determine the type of school in which they will choose to teach. A mediocre student teaching experience, let alone a disastrous one, can never be undone.

Central to the quality of the student teaching experience is the classroom teacher who serves as the teacher candidate's mentor, or cooperating teacher. Only strong teachers with evidence of their effectiveness, as assessed by objective measures of student learning and the teachers' principals, should be able to serve as cooperating teachers. Yet placement is much more likely to be the luck of the draw. NCTQ's study *Student Teaching in the United States* found that three out of four teacher preparation programs fail to require that cooperating teachers must be effective instructors.

Commendably, Tennessee requires candidates to complete at least 15 weeks of full-day student teaching experiences. The state also articulates that cooperating

Alabama, Alaska, Arizona, Arkansas, California, Colorado, Connecticut, Delaware, District of Columbia, Georgia, Hawaii, Idaho, Illinois, 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, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Carolina, South Dakota, Texas, Utah, Vermont, Virginia, Washington, West Virginia, Wisconsin, Wyoming

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Florida, Indiana, **TENNESSEE**

teachers are to be selected according to criteria that include "teaching experience, appropriate certification, evaluation as a highly competent teacher, and willingness to assume the roles expected of a mentor."

Figure 14	Q-	/
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	3	28

1. Based on new REPA II regulations.

2. Candidates can student teach for less than 12 weeks if determined to be proficient.

Critical Attention: Teacher Preparation Program Accountability



Tennessee could do more to hold its teacher preparation programs accountable for the effectiveness of the teachers they produce.

Teacher preparation programs operate by virtue of state approval. As such, it is up to states to connect that approval to accountability measures that ensure that all approved programs meet minimum performance standards. Such an accountability system informs the public—including prospective teachers seeking a program as well as districts hiring graduates—by shining a light on high performers as well as identifying those programs performing poorly.

Further, as more states begin to raise expectations for teachers by way of evaluations focused on effectiveness, there is an even greater need to hold teacher preparation programs accountable for the effectiveness of the teachers they produce. Although the quality of both the subject-matter preparation and professional sequence is crucial, there are also additional measures that can provide the state and the public with meaningful, readily understandable indicators of how well programs are doing when it comes to preparing teachers to be successful in the classroom. Alaska, Arizona, Arkansas, California, Connecticut, Delaware, District of Columbia, Hawaii, Idaho, Illinois, Indiana, Iowa, Kansas, Maine, Maryland, Massachusetts, Minnesota, Mississippi, Missouri, Montana, Nebraska, New Hampshire, New Jersey, New Mexico, New York, North Dakota, Oklahoma, Oregon, Pennsylvania, South Dakota, Utah, Vermont, Virginia, Washington, West Virginia, Wisconsin, Wyoming

Alabama, Colorado, Georgia, Kentucky, Michigan, Nevada, North Carolina, Ohio, Rhode Island, South Carolina, **TENNESSEE**, Texas

Florida, Louisiana

Tennessee collects some program-specific, objective data that reflect program per-

formance, including data on the achievement gains of program graduates' students. Tennessee reports these data for traditional and alternate route programs on the state's website to inform the public with meaning-ful, readily understandable indicators of how well programs are doing. But these data are not disaggregated by certification area, and they are not collected for non-higher education programs. Further, Tennessee has not established minimum performance standards for each category of data it collects that can be used for accountability purposes.

According to the state's winning Race to the Top application, Tennessee plans to study report card redesign options so that its data are clear and easily understood. The state also indicated its intention to work on other accountability issues, such as the renewal or nonrenewal of state approval for programs shown to be ineffective.

NEXT STEPS FOR TENNESSEE:

Establish minimum standards of performance.

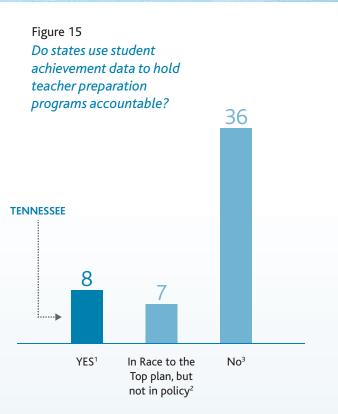
Tennessee should establish precise minimum standards for teacher preparation program performance for each category of data. Programs should then be held accountable for meeting these standards, and there should be consequences for failing to do so, including loss of program approval.

Collect and report data for all teacher preparation programs.

The state should expand its data collection to include all teacher preparation programs in the state, not just those based in universities. These data should then be reported at the program level. Further, data should be presented in a manner that clearly conveys whether programs have met performance standards.

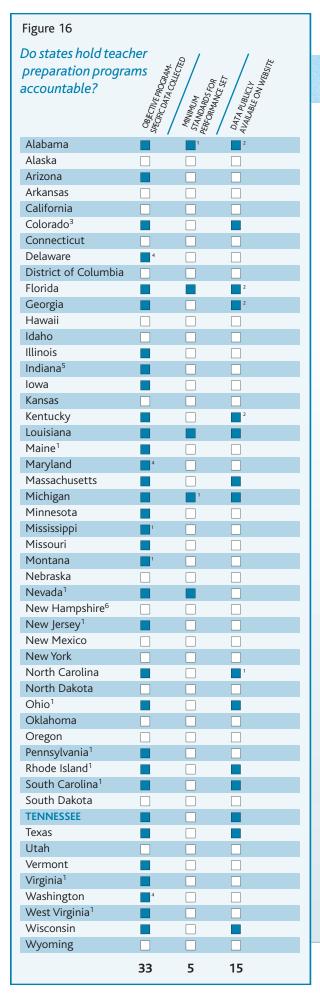
Maintain full authority over teacher preparation program approval.

There appears to be considerable overlap between the public process of state program approval and the private process of national accreditation. While it is not unreasonable that the state may wish to coordinate these processes for institutions also seeking national accreditation, Tennessee should ensure that it is the state that considers the evidence of program performance and makes the decision about whether programs should continue to be authorized to prepare teachers.



1. Strong Practice: Colorado, Florida, Georgia, Louisiana, North Carolina, Ohio, Tennessee, Texas

- 2. Delaware, District of Columbia, Hawaii, Maryland, Massachusetts, New York, Rhode Island
- 3. 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



TEACHER PRODUCTION IN TENNESSEE

States have long established requirements for teacher preparation and licensure and have lately turned their attention toward accountability systems for preparation programs. But one topic that has received little attention from states is the issue of teacher production. From the number of teachers who graduate from preparation programs each year, only a subset are certified and only some of those certified are actually hired in the state; the relationship between these numbers has important implications for related policymaking.

States are rightly focused on areas of chronic teacher shortages, such as secondary mathematics and science, but little consideration is given to areas of consistent oversupply, particularly the overproduction in most states of elementary teachers. While it is certainly desirable to produce a big enough pool to give districts choice in hiring, the substantial oversupply in some teaching areas is not good for the profession. Limited resources are squandered on individuals who will not go on to teach, most critically the scarce supply of student teaching placements with effective cooperating teachers. Admissions criteria, licensure requirements and program accountability standards may be unnecessarily depressed if the dots are not connected from graduation to certification to actual employment in a district.

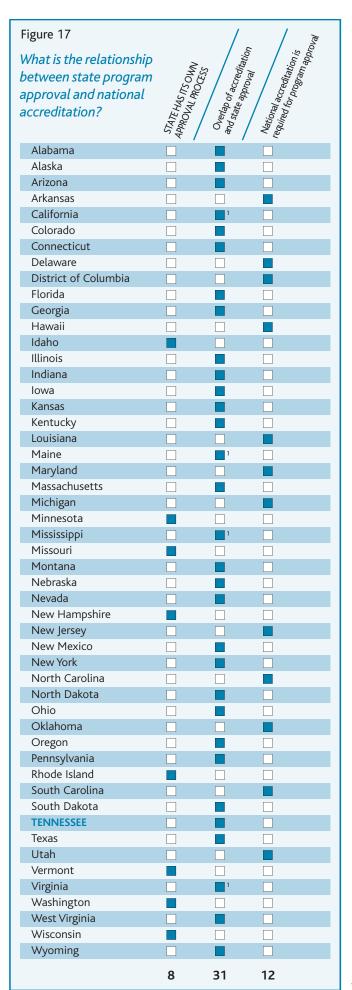
Maryland's "Teacher Staffing Report" provides a model for other states. Published biennially, the report has been tracking staffing trends in the state for almost three decades. While its primary purpose is to determine teacher shortage areas, it also identifies areas of surplus. By collecting hiring data from districts, Maryland has a rich set of data that can inform policy decisions.

The latest edition of the "Teacher Staffing Report" can be found at: http://www.marylandpublicschools.org/MSDE/ divisions/certification/progapproval/mtsr.

Tennessee teacher production data: Tennessee publishes an annual report entitled, "Report Card on the Effectiveness of Teacher Training Programs," which includes the number of program completers per teaching training program as well as their licensure status. The state also provides the number of program completers for its top endorsement areas and endorsements in STEM fields. However, no connection is made between these data and district-level hiring statistics and, consequently, this report provides an incomplete analysis of teacher production in Tennessee.

- 1. Traditional preparation only.
- Reported institutional data do not distinguish between candidates in the traditional and alternate route programs.
- 3. Required, but not yet available.
- 4. Alternate routes only.
- 5. Based on new REPA II regulations.

6. New Hampshire is in the process of adopting new reporting requirements.





There are some areas where a small adjustment would result in significantly stronger policy. Here are some issues that represent low-hanging fruit, policies that can be addressed in relatively short order.

- Tennessee should require all elementary special education teacher candidates to pass the same content test as general elementary education candidates. Special education students, like all students, are expected to meet the Common Core State Standards. The state puts special education students at a disadvantage in meeting these expectations if their teachers are held to lower requirements for content knowledge.
- Tennessee requires objective measures of student growth to be the preponderant criterion of its teacher evaluations. The state should therefore ensure that it is these evaluation results, which provide evidence of effectiveness in the classroom, that are used in the selection of effective cooperating teachers for student teachers. 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 by the student teacher or school district staff.



1. National accreditation can be substituted for state approval.

Alternate Routes to Certification

The policies discussed in the "Critical Attention" section of this report primarily focus on traditional teacher preparation programs because such programs presently train the vast majority of new teachers. Of course, there are some teachers that attain licensure outside of these traditional programs. Alternate routes to certification were developed based on the idea that there should be pathways into the teaching profession for nontraditional candidates who are able to demonstrate strong subject-area knowledge and an above-average academic background.

Unfortunately, most states have considerable work to do to make their alternate routes viable pathways into the teaching profession. Considerable variation remains in both the quality of states' routes and how much of an alternative to traditional preparation such routes actually provide.

A high-quality, genuinely alternative licensure pathway should be rigorous yet flexible in admissions, focused and deliberate in preparation, and open to broad usage across subjects and grades.

State policy for alternate routes to teacher licensure should ensure that:

- Strong academic performance and subject-matter-knowledge testing are prerequisites for program admission.
- Subject-area majors are not required or candidates have the option to test out of any subject-area coursework requirements.
- Coursework is streamlined and not overly burdensome, and it meets the immediate needs of new teachers.
- Program length is reasonable (no more than two years). Practice teaching and/or intensive mentoring is required.
- Limits are not placed on the subjects and/or grades an alternate route teacher can teach, and alternate route providers are not restricted to colleges and universities; districts and nonprofits should be permitted to offer programs as well.

Tennessee has one alternate route: Transitional License. Candidates are required to demonstrate prior academic performance and have a major or 24 semester hours in the subject they plan to teach or pass the Praxis II subject-matter test. While the state provides mentoring support for new teachers as well as broad usage and diversity of alternate route providers, Tennessee's alternate route would be improved if it ensured streamlined, relevant and reasonable coursework requirements.

NEXT STEPS FOR TENNESSEE:

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

Tennessee allows nontraditional candidates flexibility in demonstrating subject-matter knowledge, but the state should require all candidates, including those with a major in the subject, to pass a contentknowledge test. 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.

Ensure that preparation coursework and support target the immediate needs of new teachers.

Tennessee does not ensure that its alternate route candidates will receive streamlined preparation that meets the immediate needs of new teachers. Transitional licensure programs must provide new teachers preparation in two phases: an orientation component and a professional development component. Tennessee provides no specific guidelines about the nature or quantity of coursework for its alternate route during the professional development phase. There is no limit on the amount of coursework that can be required overall nor on the amount of coursework a candidate can be required to take while also teaching.

Tennessee 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.

The state should also consider shortening the length of time it takes a candidate to earn standard certification. The route should allow candidates to earn full certification no later than the end of the second year of teaching.

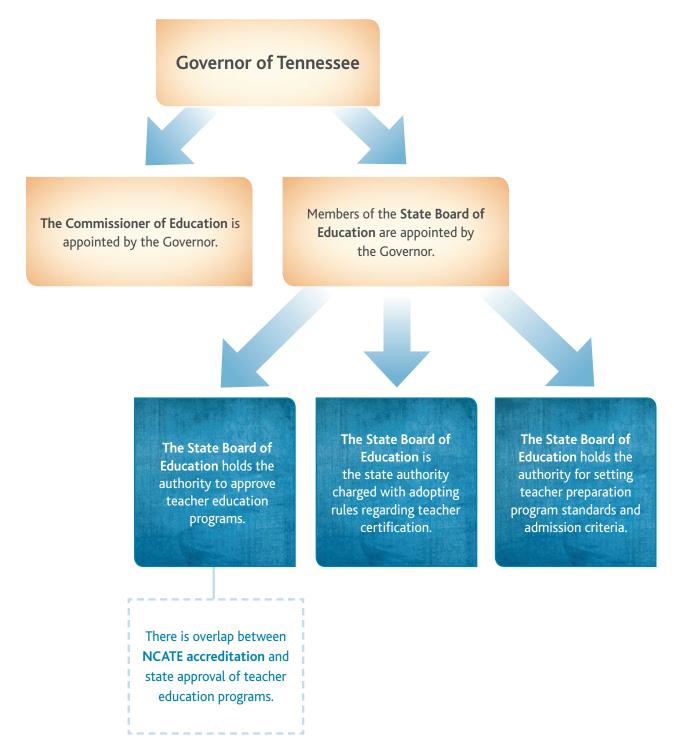
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Alternate Route Policy Checklist for States

1.	Set high standards and provide flexibility for meeting them.	 Screen candidates based on academic ability. Set a higher standard for entry than is set for traditional teacher preparation. Require candidates to pass the state's subject-matter licensing test. Don't require a major in the intended subject area; instead, allow candidates to demonstrate subject-matter knowledge on a rigorous test.
2.	Provide streamlined preparation.	 Limit coursework (ideally to no more than 12 credits a year). Require that the alternate route is an accelerated course of study. Ensure that all coursework requirements target the immediate needs of the new teacher Offer candidates an opportunity to practice teach in a summer training program. Provide intensive mentoring.
3.	Remove regulatory obstacles.	 Allow for a diversity of alternate route providers. Don't limit the use of alternate routes to shortage areas or to certain grades or subjects.

Figure 20 Authority for Teacher Preparation in Tennessee



Critical Attention Summary for Tennessee

Red		
		AUTHORITY
ADMISSION INTO PREPARATION PROGRAMS	 Require that preparation programs use a common admissions test normed to the general college-bound population and limit acceptance to those candidates demonstrating academic ability in the top 50th percentile. 	State Board of Education
ELEMENTARY TEACHER PREPARATION	 Require all elementary teacher candidates to pass a rigorous content test that assesses knowledge of all subjects. Require preparation programs to provide mathematics content specifically geared to the needs of elementary teachers, and require candidates to pass a rigorous math assessment. Require a content specialization in an academic subject area. 	State Board of Education
MIDDLE SCHOOL TEACHER PREPARATION	Require middle school candidates to pass a content test in every core area they intend to teach.	State Board of Education
SPECIAL EDUCATION TEACHER PREPARATION	 Eliminate the K-12 special education certificate, and require licenses that differentiate between preparation of elementary and secondary teacher candidates. Require that elementary special education candidates pass the same content test as general elementary teachers. Ensure that secondary special education teachers possess adequate content knowledge. 	State Board of Education
Yellow		
		AUTHORITY
TEACHER PREPARATION PROGRAM ACCOUNTABILITY	 Set minimum standards for program performance with consequences for failure to meet those standards. Collect and report data publicly on the state's website at the program-level for all teacher preparation programs. 	State Board of Education
Green		
		AUTHORITY
SECONDARY TEACHER PREPARATION		State Board of Education
STUDENT TEACHING		State Board of Education



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