# 2012 State Teacher Policy Yearbook

National Council on Teacher Quality

## Improving Teacher Preparation in Utah

## State Policies in Need of Attention

Admission into Preparation Programs
 Elementary Teacher Preparation
 Middle School Teacher Preparation
 Secondary Teacher Preparation
 Special Education Teacher Preparation
 Student Teaching
 Teacher Preparation Program
 Accountability

#### 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.

#### **FUNDERS**

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### Improving Teacher Preparation in Utah

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 Utah'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 the 
year symbol indicates a score increase from 2011.

Yearbook Goal	Торіс	2012 Score
1-A	Admission into Preparation Programs	$\bigcirc$
1-B	Elementary Teacher Preparation	•
1-C	Elementary Teacher Preparation in Reading Instruction	$\bigcirc$
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-К	Student Teaching	$\bigcirc$
1-L	Teacher Preparation Program Accountability	$\bigcirc$

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## 2012 Policy Update for Utah

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

#### No policy updates were identified for Utah in the area of teacher preparation.

#### Utah 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).

Utah noted that it has adopted Utah Effective Teaching Standards, which must now be used for teacher preparation, regardless of grade level or content. (Board Rule R277-530)

Utah also pointed out that approved preparation programs must submit an annual report to the state board of education that includes responses to designated areas of concern. In addition, comprehensive proposals are required for new program approval, and a cleared USOE background check must now be part of program admission requirements. USOE staff will also be a working member of all accreditation committees, providing an additional layer of approval and insight into the accreditation process (Board Rule R277-502).

Utah was helpful in providing NCTQ with additional information about state authority for teacher preparation and licensing.

5		
Delivering well-	2012	2011
prepared teachers	Grade	Grade
Alabama	B-	C
Alaska	F	F
Arizona	D-	D-
Arkansas	С	С
California	D	D
Colorado	D	D-
Connecticut	C+	C-
Delaware	D-	D-
District of Columbia	D	D
Florida	B-	B-
Georgia	С	С
Hawaii	D	D
Idaho	D	D
Illinois	D	D
Indiana	B-	C+
lowa	D	D
Kansas	D+	D+
Kentucky	C+	C-
Louisiana	С	С
Maine	D+	D
Maryland	D+	D+
Massachusetts	C+	C+
Michigan	D+	D+
Minnesota	C+	С
Mississippi	С	С
Missouri	D+	D+
Montana	F	F
Nebraska	D-	D-
Nevada	D-	D-
New Hampshire	C-	D
New Jersey	C-	D+
New Mexico	D+	D+
New York	C-	D+
North Carolina	D-	D-
North Dakota	D	D
Ohio	C-	D+
Oklahoma	С	С
Oregon	D-	D-
Pennsylvania	С	С
Rhode Island	С	D+
South Carolina	C-	C-
South Dakota	D	D
Tennessee	B-	B-
Texas	C+	C+
UTAH	D	D
Vermont	C-	D+
Virginia	C-	C-
Washington	D+	D+
West Virginia	C-	C-
Wisconsin	D+	D
	F	F
Wyoming	_	
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 **Utah'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.	<ul> <li>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.</li> <li>Require preparation programs to use a common test normed to the general college-bound population.</li> </ul>
2.	Align teacher preparation with Common Core State Standards.	<ul> <li>Ensure that coursework and subject-matter testing for elementary teacher candidates are well aligned with standards.</li> <li>Ensure that teacher preparation programs prepare elementary teaching candidates in the science of reading instruction and require a rigorous assessment of reading instruction.</li> <li>Require teacher preparation programs to provide mathematics content specifically geared to the needs of elementary teachers.</li> </ul>
3.	Improve clinical preparation.	<ul> <li>Ensure that cooperating teachers have demonstrated evidence of effectiveness as measured by student learning.</li> <li>Require summative clinical experience for all prospective teachers that includes at least 10 weeks of full-time student teaching.</li> </ul>
4.	Raise licensing standards.	<ul> <li>Eliminate K-8 generalist licenses.</li> <li>Require subject-matter testing for middle school teacher candidates.</li> <li>Require subject-matter testing for secondary teacher candidates.</li> <li>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.</li> </ul>
5.	Don't lower the bar for special education teachers.	<ul> <li>Do away with K-12 special education teacher licenses.</li> <li>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.</li> </ul>
6.	Hold teacher preparation programs accountable.	<ul> <li>Collect data that connect student achievement gains to teacher preparation programs.</li> <li>Gather other meaningful data that reflect program performance.</li> <li>Establish the minimum standard of performance for each category of data.</li> <li>Produce and publish an annual report card for each teacher preparation program.</li> </ul>

## **Critical Issues for State Teacher Preparation Policy**

## Critical Attention: Admission into Teacher Preparation Programs



Utah does not ensure that teacher preparation programsadmit 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, Utah does not require prospective teachers to pass a test of academic proficiency as a criterion for admission to teacher preparation programs or any time thereafter.

Alabama, Alaska, Arizona, Arkansas, 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



Texas

#### NEXT STEPS FOR UTAH:

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

Teacher preparation programs that do not screen candidates invest considerable resources in individuals who may not be able to successfully complete the program and pass licensing tests. Candidates in need of additional support should complete remediation before entering the program to avoid the possibility of an unsuccessful investment of significant public tax dollars. Utah should require candidates to pass a test of academic proficiency that assesses reading, mathematics and writing prior to program admission. Importantly, candidates should be permitted to submit comparable scores on such rigorous tests as the SAT/ACT/GRE.

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

Utah 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.

#### 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, Utah 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 Utah's undergraduate teacher preparation programs in the *Review* sufficiently selective?

### **50%** 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 Do states appropriately		Test north of the set	Test normed only to test.	er er am	1
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## **Critical Attention:** Elementary Teacher Preparation



Utah does not ensure that new elementary teachers areready 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 Utah, represent an effort to significantly raise expectations for the knowledge and skills American students will need for college readiness and global competitiveness. And Utah, 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.

Although Utah requires elementary teacher candidates to pass the Praxis II "Multiple Subjects" test, which reports subscores for all four core content areas, the state does not adequately test teacher candidates' knowledge of the science

of reading. Further, Utah's coursework requirements lack the specificity to guarantee relevancy to the elementary classroom.

#### NEXT STEPS FOR UTAH:

#### Ensure that the new content test sufficiently measures knowledge in all subjects.

Utah is on the right track with its requirement of a content test for elementary teacher candidates that reports subscores for all four core content areas. However, the state should monitor this new assessment to guarantee that it is appropriately aligned with the Common Core Standards. Utah should also set the passing score for each subtest so that it is meaningful and reflects a high level of performance.

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

Utah should require a rigorous reading assessment to ensure that its elementary teacher candidates are adequately prepared in the science of reading instruction before entering the classroom. The assessment should clearly test knowledge and skills related to the science of reading, and if it is combined with an assessment that also tests general pedagogy or elementary content, it should report a subscore for the science of reading specifically.

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.

Utah should either articulate a more specific set of standards or establish more 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, although Utah's coursework requirements for elementary teachers are sensible indicators of important curricular areas, there is no guarantee that the courses used to meet these requirements will be relevant to the PK-6 classroom, and the national standards for teachers adopted by the state fall far short of the mark by offering no mention of important subject areas.

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

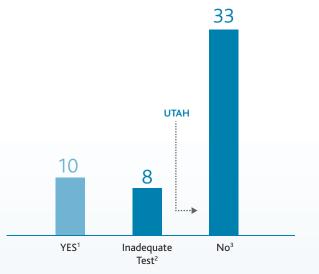
Although national standards for teachers adopted by Utah require some knowledge in key areas of mathematics, the state should require teacher preparation programs to provide mathematics content specifically geared to the needs of elementary teachers. This includes specific coursework in foundations, algebra and geometry, with some statistics.

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

In addition to enhancing content knowledge, this requirement would ensure that prospective teachers in Utah take higher-level academic coursework. This requirement also provides an important safeguard in the event that candidates are unable to successfully complete clinical practice requirements. With an academic concentration (or better still a major or minor), candidates who are not ready for the classroom and do not pass student teaching can still be on track to complete a degree.

#### Figure 3

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



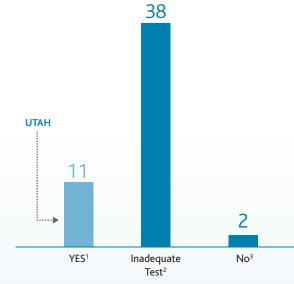
- Strong Practice: Alabama<sup>4</sup>, Connecticut, Massachusetts, Minnesota<sup>5</sup>, New Hampshire, New Mexico<sup>6</sup>, Oklahoma, Tennessee, Virginia, Wisconsin
- 2. California, Florida, Georgia, Idaho, New York, Oregon, Pennsylvania, Texas
- 3. Alaska, Arizona, Arkansas, Colorado, Delaware, District of Columbia, Hawaii, Illinois, Indiana, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Michigan, Mississippi, Missouri, Montana, Nebraska, Nevada, New Jersey, North Carolina<sup>7</sup>, 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 York<sup>4</sup>, North Carolina<sup>5</sup>, 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.

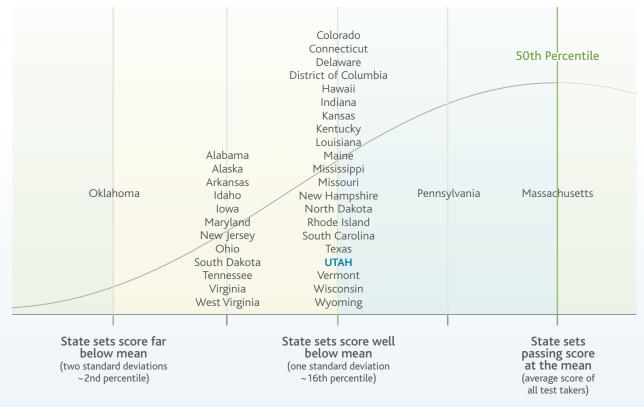
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10 : NCTQ STATE TEACHER POLICY YEARBOOK 2012 UTAH Subject mentioned

★ Subject covered in depth

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



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 Utah



## Critical Attention: Middle School Teacher Preparation



Utah does not ensure that new middle school teachers will be prepared to teach appropriate grade-level 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, including Utah, 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 selfcontained classroom, middle school teachers must be able to teach significantly more advanced content than what elementary teachers are expected to teach.

Regrettably, Utah allows middle school teachers to teach on a generalist 1-8 license, if they are in self-contained classrooms.

Although these elementary candidates are now required to pass the new Praxis II Multiple Subjects test, which provides subscores for each subject area, this assessment does not adequately assess the content knowledge required of middle school teachers. 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

#### NEXT STEPS FOR UTAH:

#### Eliminate the generalist license.

Teachers with a 1-8 license 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. By requiring specific middle grades certification, Utah will help ensure that students in those grades have teachers who are appropriately prepared to teach grade-level content, which is different and more advanced than what elementary teachers teach.

#### Require content testing in all core areas.

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

#### Encourage middle school teachers licensed to teach multiple subjects to earn two subjectmatter minors.

This would allow candidates to gain sufficient knowledge to pass state licensing tests and be highly qualified in both subjects, and it would increase schools' staffing flexibility. However, middle school candidates in Utah who intend to teach a single subject should earn a major in that area.

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- 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.

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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



Utah could do more to ensure that new secondary teachers will be prepared to teach appropriate grade-level 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, Utah requires that its secondary teacher candidates pass a Praxis II content test to teach any core secondary subjects. However, although the state no longer offers a secondary certification in general science, it does offer a physical science endorsement, which combines both physics and chemistry. Further, candidates applying for the chemistry endorsement are required to pass either the Praxis II "Chemistry" content test or the "Chemistry, Physics and General Science" combination test. In addition, Utah offers secondary certification in general social studies, and although the state offers subject-specific endorsements in social studies, such as economics, geography and history, it requires candidates to pass either the subject-specific Praxis II content test or the general social studies assessment.

#### NEXT STEPS FOR UTAH:

#### Require secondary science teachers to pass a content test for each discipline they are licensed to teach.

By allowing a combination certification—and only requiring a comprehensive exam—Utah is not ensuring that these secondary teachers possess adequate subject-specific content knowledge. The state's required assessment combines physics and chemistry and does not report separate scores for each subject area. Further, candidates for the chemistry endorsement should be required to pass a chemistry content test, rather than a combination assessment that cannot ensure adequate subject matter knowledge.

#### Require secondary social studies teachers to pass a content test for each discipline they are licensed to teach.

By allowing a general social studies certification—and only requiring a general knowledge social studies exam—Utah is not ensuring that its secondary teachers possess adequate subject-specific content knowledge. The state's required assessment combines all subject areas (e.g., history, geography, economics) and does not report separate scores for each subject area. Utah should also require specific content tests for its subject certifications, such as history and geography. The state's allowance of a general content test even for its subject-specific certifications undermines its apparent effort to ensure content knowledge in each area of social studies.

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

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## Critical Attention: Special Education Teacher Preparation



Utah 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

Ω

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, Utah only offers a generic K-12 special education certification.

#### NEXT STEPS FOR UTAH:

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

Utah'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. Utah 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.

Utah 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 core-subject 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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yoning	10	10	25
	16	10	25

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, Utah'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, Utah 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 <sup>1</sup> , Pennsylvania <sup>2</sup> , Rhode Island, Texas, West Virginia <sup>3</sup> , 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



Utah does not ensure that teacher preparation programs
 will provide teacher candidates with a high-quality
 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 recent 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.

Utah not only fails to articulate any requirements for cooperating teachers, but the state also lacks any specific requirements for the duration of the student teaching experience.

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

48

Florida, Indiana, Tennessee

#### NEXT STEPS FOR UTAH:

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

In addition to the ability to mentor an adult, cooperating teachers in Utah 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 by the student teacher or school district staff.

#### Require teacher candidates to spend at least 10 weeks student teaching.

Utah should require that student teaching be a full-time commitment, as requiring coursework and student teaching simultaneously does a disservice to both. Alignment with a school calendar for at least 10 weeks ensures both adequate classroom experience and exposure to a variety of ancillary professional activities.

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UTAH		
Vermont		
Virginia		
Washington		
West Virginia		2
Wisconsin		
Wyoming		
	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



Utah does not 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

Utah neither monitors how well programs are preparing teachers to be successful by means of collecting program-specific, objective data that reflect program

performance, nor has it established minimum performance standards that can be used for accountability purposes. Further, the state does not provide the public with meaningful, readily understandable indicators of how well programs are doing.

#### NEXT STEPS FOR UTAH:

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

As one way to measure whether programs are producing effective classroom teachers, Utah should consider the academic achievement gains of students taught by programs' graduates, averaged over the first three years of teaching. Data that are aggregated to the institution (e.g., combining elementary and secondary programs) rather than disaggregated to the specific preparation program are not useful for accountability purposes. Such aggregation can mask significant differences in performance among programs.

#### Collect other meaningful, program-level data that reflect program performance.

Although measures of student growth are an important indicator of program effectiveness, they cannot be the sole measure of program quality for several reasons, including the fact that many programs may have graduates whose students do not take standardized tests. The accountability system must therefore include other objective measures that show how well programs are preparing teachers for the classroom, such as:

- Evaluation results from the first and/or second year of teaching;
- Satisfaction ratings by school principals and teacher supervisors of programs' student teachers, using a standardized form to permit program comparison;

- Average raw scores of teacher candidates on licensing tests, including academic proficiency, subject matter and professional knowledge tests;
- Number of times, on average, it takes teacher candidates to pass licensing tests; and
- Five-year retention rates of graduates in the teaching profession.

#### Establish minimum standards of performance.

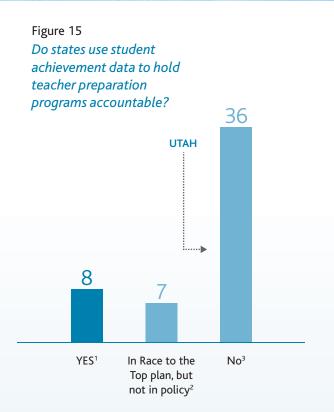
Merely collecting the types of data described above is insufficient for accountability purposes. The next and perhaps more critical step is for the state to establish precise minimum standards for teacher preparation program performance for each category of data. Utah should be mindful of setting rigorous standards for program performance, as its current requirement that 80 percent of program completers must pass their licensing exams is too low a bar. Programs should be held accountable for meeting rigorous standards, and there should be consequences for failing to do so, including loss of program approval.

## Publish an annual report card on the state's website.

Utah should produce an annual report card that shows all the data the state collects on individual teacher preparation programs, which should be published on the state's website at the program level for the sake of public transparency. Data should be presented in a manner that clearly conveys whether programs have met performance standards.

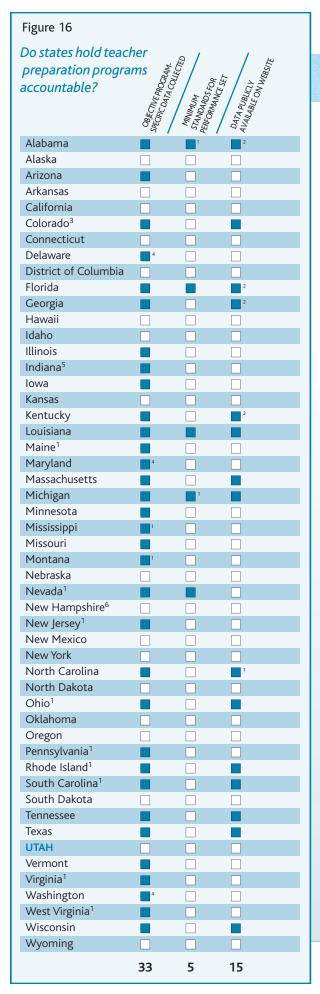
#### Maintain full authority over teacher preparation program approval.

Utah has blurred the line between the public process of state program approval and the private process of national accreditation by requiring accreditation for program approval. Utah should not cede its authority and must 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 UTAH**

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.

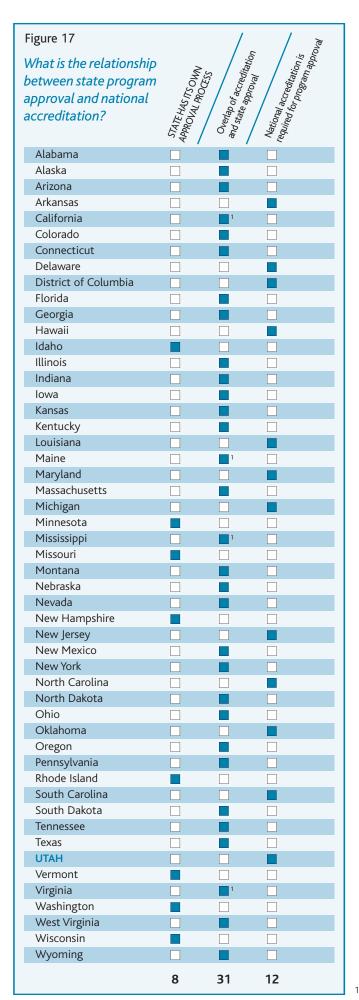
Maryland's "Teacher Staffing Report" provides a model for other states. Published biennially, the report has been tracking staffing trends in the state for almost three decades. While its primary purpose is to determine teacher shortage areas, it also identifies areas of surplus. By collecting hiring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

Utah teacher production data: Utah publishes annually its "Utah University Education Graduates Analysis," which lists the number of licenses issued by area of concentration per recommending institution (not all licensure areas are included), along with how many programs completers from each recommending institution were cumulatively employed by the various districts throughout the state. However, no connection is made between these data and specific district-level hiring statistics and, consequently, this report provides an incomplete analysis of teacher production in Utah.

1. Traditional preparation only.

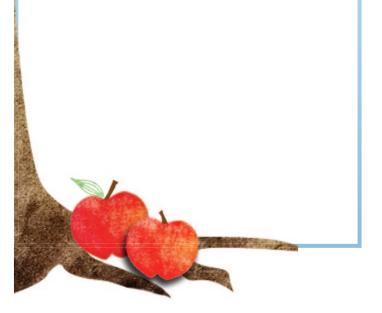
- 2. Reported institutional data do not distinguish between candidates in the traditional and alternate route programs.
- 3. Required, but not yet available.
- 4. Alternate routes only.
- 5. Based on new REPA II regulations.
- 6. New Hampshire is in the process of adopting new reporting requirements.





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.

To ensure adequate subject-area knowledge, Utah should require secondary teachers who obtain a combination science or general social studies certification to pass individual content tests (or a composite test that reports individual subscores), for each discipline they will be licensed to teach, as noted in the secondary critical attention section.



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.

Utah offers an Alternative Route to Licensure. A high-quality, alternative licensure pathway should be rigorous yet flexible in admissions, focused and deliberate in preparation, and open to broad usage across subjects and grades. Unfortunately, Utah's Alternative Route to Licensure fails to meet these criteria and, as a result, does not offer a genuinely alternate route into the teaching profession (see Figure 19).

#### **NEXT STEPS FOR UTAH:**

#### Set high standards for admission into the Alternative Route to Licensure and provide candidates with flexibility for meeting them.

Utah does not require candidates to demonstrate prior academic performance, such as a minimum GPA, as part of its admissions standards. Utah should require that candidates to its alternate routes provide some evidence of good academic performance. The standard should be higher than what is required of traditional teacher candidates, such as a GPA of at least 2.75. 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.

Critically, Utah should require all applicants to demonstrate content knowledge on a subject-mat-

ter 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.

Utah should also provide flexibility for any candidate who already has the requisite knowledge and skills as demonstrated by passing a rigorous test. Rigid coursework and major requirements could dissuade talented individuals who lack precisely the right courses from pursuing a career in teaching.

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

Utah does not ensure that its alternate route candidates will receive streamlined preparation that meets the immediate needs of new teachers. While Utah is commended for developing an individual preparation plan for each candidate, the state should ensure that new teachers are not overburdened by requiring multiple courses to be taken simultaneously during the school year. Setting minimum guidelines, without established maximums, does not ensure that the new teacher will be able to complete the program in an appropriate amount of time without being overburdened by coursework. Further, Utah should ensure that transcript review does not result in alternate route teachers being held to virtually the same requirements as traditionally prepared teachers.

Although Utah requires all new teachers to work with a mentor, there are insufficient guidelines indicating that the induction program is structured for new teacher success. Effective strategies include practice teaching prior to teaching in the classroom, intensive mentoring with full classroom support in the first few weeks or months of school, a reduced teaching load and release time to allow new teachers to observe experienced teachers during the school day.

In addition, Utah should 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. A three-year program does not seem particularly streamlined compared to enrolling in a traditional teacher preparation program.

#### Eliminate restrictions on alternate route providers.

Although Utah does not limit the usage of its alternate route programs, it does place restrictions on providers. With the exception of American Board for Certification of Teacher Excellence, Utah only allows institutions of higher education to offer alternate route programs. Further, the specific requirements are articulated in terms of credit hours, effectively precluding nonhigher education providers.

The state should encourage additional providers, such as school districts and other nonprofit organizations, to operate programs. A good diversity of providers helps all programs, both university- and nonuniversity-based, to improve.

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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									

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## Alternate Route Policy Checklist for States

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

Figure 20 Authority for Teacher Preparation in Utah

#### **Governor of Utah**

The Superintendent of Public Instruction is appointed by the State Board of Education.

Members of the Utah Board of Education are elected.

The State Board of Education holds the authority to approve teacher education programs. The State Board of Education holds the authority for setting teacher preparation program standards and admission criteria.

The State Board of Education is the state authority charged with adopting rules regarding teacher certification.

The State Board of Education requires NCATE accreditation for teacher education program approval.

## Critical Attention Summary for Utah

Red		
		AUTHORITY
ADMISSION INTO PREPARATION PROGRAMS	Require that preparation programs screen candidates prior to admission by using a common 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	<ul> <li>Ensure new content test sufficiently measures knowledge of all subjects.</li> <li>Require a rigorous assessment in the science of reading instruction.</li> <li>Require preparation programs to provide mathematics content specifically geared to the needs of elementary teachers.</li> <li>Require a content specialization in an academic subject area.</li> </ul>	State Board of Education
MIDDLE SCHOOL TEACHER PREPARATION	<ul> <li>Eliminate the generalist K-8 license.</li> <li>Require middle school candidates to pass a content test in every core area they intend to teach.</li> <li>Encourage two subject-matter minors for candidates who are licensed to teach multiple subjects; those who teach single subjects should earn a content major.</li> </ul>	State Board of Education
SPECIAL EDUCATION TEACHER PREPARATION	<ul> <li>Eliminate the K-12 special education certificate, and require licenses that differentiate between preparation of elementary and secondary teacher candidates.</li> <li>Require that elementary special education candidates pass the same content test as general elementary teachers.</li> <li>Ensure that secondary special education teachers possess adequate content knowledge.</li> </ul>	State Board of Education
STUDENT TEACHING	<ul><li>Ensure that cooperating teachers have demonstrated evidence of effectiveness as measured by student learning.</li><li>Require at least 10 weeks of full-time student teaching.</li></ul>	State Board of Education
TEACHER PREPARATION PROGRAM ACCOUNTABILITY	<ul> <li>Collect performance data to monitor programs.</li> <li>Set minimum standards for program performance with consequences for failure to meet those standards.</li> <li>Publicly report performance data.</li> </ul>	State Board of Education
Yellow		
		AUTHORITY
SECONDARY TEACHER PREPARATION	Require secondary science and social studies teachers to pass a content test for each discipline they are licensed to teach.	State Board of Education



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NCTQ is available to work with individual states to improve teacher policies. For more information, please contact:

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