2009 State Teacher Policy Yearbook

Wyoming





Acknowledgments

STATES

State education agencies remain our most important partners in this effort, and their extensive experience has helped to ensure the factual accuracy of the final product. Every state formally received a draft of the *Yearbook* in July 2009 for comment and correction; states also received a final draft of their reports a month prior to release. All states graciously reviewed and responded to our drafts. While states do not always agree with our recommendations, the willingness of most states to acknowledge the imperfections of their teacher policies is an important first step toward reform.

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

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Executive Summary

Welcome to the Wyoming edition of the National Council on Teacher Quality's 2009 *State Teacher Policy Yearbook*. This analysis is our third annual look at state policies impacting the teaching profession. We hope that this report will help focus attention on areas where state policymakers can make changes that will have a positive impact on teacher quality and student achievement.

The 2009 Yearbook presents a comprehensive analysis of state teacher policies. Our evaluation is organized in five areas encompassing 33 goals. Broadly, these goals examine the impact of state policy on 1) delivering well-prepared teachers, 2) expanding the teaching pool, 3) identifying effective teachers, 4) retaining those deemed effective and 5) exiting those deemed ineffective.

Wyoming at a Glance Overall 2009 Yearbook Grade: D-

AREA GRADES:

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

GOAL BREAKDOWN:

Fully meets	1
Nearly meets	2
Partially meets	6
Only meets a small pa	rt 5
O Does not meet	19

MAJOR POLICY STRENGTHS:

- Requires annual evaluations for all teachers
- · Supports differential pay in high-needs schools and shortage subjects

MAJOR POLICY WEAKNESSES:

- Awards tenure virtually automatically
- Fails to make evidence of student learning the preponderant criterion in teacher evaluations
- · Lacks an efficient termination process for ineffective teachers
- Offers a disingenuous alternate route
- Does not ensure that elementary teachers are prepared in the science of reading instruction or are well prepared to teach mathematics

How is Wyoming Faring?

Area 1: D-

Delivering Well Prepared Teachers

Wyoming's policies supporting the delivery of well-prepared teachers are sorely lacking. The state does not require teacher candidates to pass a basic skills test prior to program admission. In addition, Wyoming does not ensure that elementary teachers are provided with a broad liberal arts education. Elementary teacher preparation programs are not required to address the science of reading or provide mathematics content specifically geared to the needs of elementary teachers. The state does not require elementary candidates to pass a test of the science of reading or a rigorous mathematics assessment. Although Wyoming commendably does not allow middle school teachers to teach on a K-8 generalist license, it does not sufficiently prepare middle school teachers to teach appropriate grade-level content. The state also does not ensure that special education teachers are adequately prepared to teach content-area subject matter, nor does it require all new teachers to pass a pedagogy test to attain licensure. Unfortunately, the state does not hold preparation programs accountable for the quality of teachers they produce, and it has not retained full authority over its program approval process. Further, Wyoming lacks any policy that ensures efficient preparation of teacher candidates in terms of the professional coursework that may be required.

Area 2: D

Expanding the Pool of Teachers

Wyoming does not currently provide a genuine alternate route into the teaching profession. The state's alternate route is not sufficiently selective and lacks flexibility for nontraditional candidates. In addition, Wyoming does not ensure that preparation meets the immediate needs of new teacers, limits the usage and providers of its alternate route and does not collect objective data to hold alternate route programs accountable for the performance of the teachers they prepare. Finally, Wyoming's policies targeting licensure reciprocity create unnecessary obstacles for out-of-state teachers.

Area 3: D

Identifying Effective Teachers

Wyoming's efforts to identify teacher effectiveness are lacking. Although the state has all the elements of a studentand teacher-level longitudinal data system, it does not use this data system to provide value-added evidence of teacher effectiveness. It also offers minimal direction to districts about teacher evaluation content, including subjective and objective measures such as standardized tests as evidence of student learning. Wyoming requires multiple evaluations for new teachers but fails to require one early in the year; however, it does require annual evaluations for nonprobationary teachers. In addition, the probationary period for new teachers in Wyoming is just three years, and the state lacks any meaningful process to evaluate cumulative effectiveness in the classroom before teachers are awarded tenure. Further, the state's licensure requirements are not based on evidence of teacher effectiveness, and it does not report any school-level data that can help support the equitable distribution of teacher talent.

Area 4: D

Retaining Effective Teachers

Wyoming does not require mentoring or any other induction support for new teachers. Wyoming gives districts authority for how teachers are paid and supports differential pay for teachers working in high-needs schools and shortage subject areas; however, the state's other policies regarding teacher compensation need improvement. Wyoming does not support retention bonuses, compensation for relevant prior work experience or performance pay. Commendably, the state's pension system for teachers is currently financially sustainable. However, Wyoming only provides a defined benefit pension plan for teachers, and its pension policies are not portable, flexible or fair to all workers. Further, retirement benefits are determined by a formula that is not neutral, meaning that pension wealth does not accumulate uniformly for each year a teacher works.

Area 5: D-

Exiting Ineffective Teachers

Wyoming issues emergency licenses, allowing new teachers who have not passed licensing tests to remain in the classroom for up to one year, and it requires only subject-matter testing for elementary education and social studies teachers. The state fails to articulate policy regarding teachers who receive unsatisfactory evaluations. Regrettably, Wyoming allows tenured teachers who are terminated for poor performance to appeal multiple times, and it fails to distinguish due process rights for teachers dismissed for ineffective performance from those facing license revocation for dereliction of duty or felony and/or morality violations.

About the 2009 Yearbook

The 2009 edition of the *State Teacher Policy Yearbook* is the National Council on Teacher Quality's third annual review of state laws, rules and regulations that govern the teaching profession. This year's report is a comprehensive analysis of the full range of each state's teacher policies, measured against a realistic blueprint for reform.

The release of the 2009 Yearbook comes at a particularly opportune time. Race to the Top, the \$4.5 billion federal discretionary grant competition, has put unprecedented focus on education reform in general, and teacher quality in particular. In many respects, the Yearbook provides a road map to the Race to the Top, addressing key policy areas such as teacher preparation, evaluation, alternative certification and compensation. Our analysis makes clear that states have a great deal of work to do in order to ensure that every child has an effective teacher.

The 2009 Yearbook revisits most of the goals from our first two editions, with a few new goals added for good measure. With ongoing feedback from state officials, practitioners, policy groups and other education organizations, as well as NCTQ's own nationally respected advisory group, we have continued to refine and develop our policy goals. Consequently, many of the goals and related indicators have changed from previous reviews. We therefore have not published comparisons with prior ratings, but look forward to tracking state progress in future editions.

Our goals meet NCTQ's five criteria for an effective reform framework:

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

As is now our practice, in addition to a national summary report, we have customized the *Yearbook* so that each state has its own report, with its own analyses and data. Users can download any of our 51 state reports (including the District of Columbia) from our website at www.nctq.org/stpy. Since some national perspective is always helpful, each state report contains charts and graphs showing how the state performed compared to all other states. We also point to states that offer a "Best Practice" for other states to emulate.

In addition to giving an overall grade, we also give "sub-grades" in each of the five areas organizing the goals. These grades break down even further, with an eye toward giving a full perspective on the states' progress. We rate state progress on the individual goals using a familiar and useful graphic: $\bullet \bullet \bullet \bullet \bullet \circ$.

We hope the *Yearbook* continues to serve as an important resource for state school chiefs, school boards, legislatures and the many advocates who press hard for reform. In turn, we maintain our commitment to listen and learn.

Sincerely,

at Walk

Kate Walsh, President

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Goal A – Admission into Preparation Programs

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

Goal Components

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

 The state should require teacher candidates to pass a basic skills test that assesses reading, writing and mathematics as a criterion for admission to teacher preparation programs. All preparation programs in a state should use a common test to facilitate program comparison. The state, not teacher preparation programs, should set the score needed to pass this test. Programs should have the option of exempting from this test candidates who submit comparable SAT/ACT scores at a level set by the state.

Rationale

- See appendix for detailed rationale.
- The most appropriate time for assessing basic skills is at program entry.
- Screening candidates at program entry protects the public's investment.

SUPPORTING RESEARCH

 Research citations to support this goal are available at www.nctq.org/stpy/citations.

Figure 1 How States are Faring in Admission Requirements **Best Practice States** 7 States Meet Goal Connecticut, Louisiana, Mississippi, North Carolina, South Carolina, Tennessee, West Virginia 7 States Nearly Meet Goal Arkansas, Illinois, Missouri, Nebraska, Texas, Washington, Wisconsin (1 State Partly Meets Goal lowa 5 States Meet a Small Part of Goal California, Florida, Kentucky, Oklahoma, Virginia 31 States Do Not Meet Goal Alabama, Alaska, Arizona, Colorado, Delaware, District of Columbia, Georgia, Hawaii, Idaho, Indiana, Kansas, Maine, Maryland, Massachusetts, Michigan, Minnesota, Montana, Nevada, New Hampshire, New Jersey, New Mexico, New York, North Dakota, Ohio, Oregon, Pennsylvania, Rhode Island, South Dakota, Utah, Vermont, WYOMING

Area 1: Goal A Wyoming Analysis

State Does Not Meet Goal

ANALYSIS

Wyoming does not require aspiring teachers to pass a basic skills test as a criterion for admission to teacher education programs or any time thereafter.

SUPPORTING RESEARCH

Wyoming Professional Teaching Standards Board http://ptsb.state.wy.us/Licensure/BecomingLicensed/ CompleteRequirementsforInitialLicensure/tabid/170/ Default.aspx

RECOMMENDATION

Wyoming does not meet this goal. The state should consider requiring that its approved teacher preparation programs only accept applicants who have first passed a basic skills test or demonstrated equivalent performance on a college entrance exam. Furthermore, the test, the minimum passing score and the equivalent college entrance exam score should be determined by the state.

WYOMING RESPONSE TO ANALYSIS

Wyoming disagreed with NCTQ's analysis. Wyoming asserted that it supports a collaborative working relationship with education stakeholders as opposed to a top down, state-mandated philosophy. Subsequently, the recommendation that criteria be state mandated is not supportive of Wyoming's philosophy.

Wyoming believed that this goal had been met to a large degree based on the following: there is one teacher preparation program in the state of Wyoming, the University of Wyoming (UW). Therefore, comparison data are not possible. UW's entrance requirements for all students include a minimum GPA of 2.5 (for conditional acceptance, a 2.75 for assured admittance) and a minimum score of 20 on the ACT or a minimum score of 960 on the SAT.

The College of Education (COE) reviews multiple assessments to determine acceptance for teacher candidacy versus one test score. The entrance and graduation requirements for teacher education majors at UW include a GPA of 2.75 (during the course of four years, students will have completed more than 50 different courses, and students are assessed multiple times within each course; the GPA is culmination of numerous assessments.), successful faculty ratings on disposition assessments throughout the course of the teacher education program and successful clinical experiences.

SUPPORTING RESEARCH

University of Wyoming Admissions Freshman Requirements http://uwadmnweb.uwyo.edu/ admissions/info.asp?p=2796

UW College of Education Teacher Education Handbook http://www.uwyo.edu/ted/documents/TEHandbook.pdf

University of Wyoming College of Education Majors http://ed.uwyo.edu/majors_elem.asp

LAST WORD

The notion that teacher preparation programs should have a certain amount of flexibility to decide who they can admit is good policy. However, basic skills testing is too critical to allow programs to establish their own requirements. Basic skills tests measure minimum competency, essentially those skills that a person should have acquired in middle school. Teacher preparation programs that do not sufficiently and appropriately screen candidates according to criteria established by the state end up investing considerable resources in individuals who may not be able to successfully complete the program and pass licensing tests. Public teacher preparation programs rely on considerable public funding to support their programs. Responsible spending of public funds begins with admitting only those aspiring teachers who can meet a set of minimum standards.

Examples of Best Practice

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

Figure 2

When do states test teacher candidates' basic skills?



Figure 3

- 1 California requires teacher candidates to take, but not pass, a basic skills test prior to admission.
- 2 Programs in Florida may accept up to 10 percent of an entering class who have not passed a basic skills test.
- 3 Programs in Virginia may accept candidates who have not met the required passing score.

Basic skills test not required During or after Completion Figure 3 Before admission to prep program to When do states test teacher candidates' basic skills? Alabama Alaska Arizona Arkansas \square California¹ \square Colorado \square Connecticut \Box Delaware District of Columbia \Box Florida² Georgia Hawaii Idaho Illinois Indiana lowa Kansas Kentucky Louisiana Maine \square Maryland Massachusetts Michigan Minnesota \square \square Mississippi Missouri Montana Nebraska Nevada \square New Hampshire \square New Jersey New Mexico New York \square North Carolina North Dakota Ohio Oklahoma Oregon Pennsylvania Rhode Island South Carolina South Dakota Tennessee \square Texas \square Utah Vermont Virginia³ Washington \square West Virginia \square Wisconsin WYOMING 15 31 5



Goal B – Elementary Teacher Preparation

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



Goal Components

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

- 1. The state should require that its approved teacher preparation programs deliver a comprehensive program of study in broad liberal arts coursework. An adequate curriculum is likely to require approximately 36 credit hours to ensure appropriate depth in the core subject areas of English, science, social studies and fine arts. (Mathematics preparation for elementary teachers is discussed in Goal 1-D.) An appropriate elementary teacher preparation program should be something like:
 - three credit hours (or standards to justify) of a survey of American literature;
 - three credit hours (or standards to justify) of the technical aspects of good writing and grammar;
 - three credit hours (or standards to justify) of a survey of children's literature;
 - six credit hours (or standards to justify) of general science, covering basic topics in earth science, biology, physics, and chemistry;
 - six credit hours (or standards to justify) of a survey of U.S. history and/or U.S. government;
 - six credit hours (or standards to justify) of a survey of world history, including ancient history;
 - three credit hours (or standards to justify) of world cultures and religion, including geography;
 - three credit hours (or standards to justify) of a survey of music appreciation; and
 - three credit hours (or standards to justify) of a survey of art history.



Goal Components cont.

- 2. The state should require elementary teacher candidates to complete a content specialization in an academic subject area. In addition to enhancing content knowledge, this requirement also ensures that prospective teachers have taken higher level academic coursework.
- 3. Arts and sciences faculty, rather than education faculty, should teach liberal arts coursework to teacher candidates.
- 4. The state should allow elementary teacher candidates to test out of specific coursework requirements, provided the test that is limited to a single particular subject area.

Rationale

- See appendix for detailed rationale.
- Elementary teachers need liberal arts coursework that is relevant to the PK through 6 classroom.
- An academic concentration enhances content knowledge and ensures that prospective elementary teachers take higher level academic coursework.
- Standards-based programs can work when verified by testing.
- Mere alignment with student learning standards is not sufficient.
- Subject-area coursework should be taught by arts and sciences faculty.
- Teacher candidates need to be able to "test out" of coursework requirements.

SUPPORTING RESEARCH

 Research citations to support this goal are available at www.nctq.org/stpy/citations.

Area 1: Goal B Wyoming Analysis

State Does Not Meet Goal

ANALYSIS

Wyoming relies on its standards for teacher preparation programs as the basis for articulating the subjectmatter knowledge that elementary teacher candidates must have across all areas.

The state does not specify any coursework requirements for general education or elementary teacher candidates, except that all teachers must complete coursework in the U.S. and Wyoming Constitutions. A test-out option is available.

Wyoming has adopted NCATE's Association for Childhood Education International (ACEI) standards for approving its elementary programs. However, ACEI standards fall far short of the mark by offering no mention of world and American history; world, British and American literature; American government; or grammar and composition. ACEI standards do mention important topics in science, but even in those areas, its standards consist mainly of extremely general competencies that programs should help teacher candidates to achieve. There also appears to be no guarantee that arts and sciences faculty will teach liberal arts classes to teacher candidates.

Finally, it is not enough for a state to direct teacher preparation programs to teach to its standards, the state must also test candidates on the standards. In Wyoming, all new elementary teachers must pass the Praxis II test "Elementary Education: Curriculum, Instruction and Assessment." While this policy puts the state in technical compliance with NCLB's requirement that all elementary teachers pass a test of broad subject matter, this commercial test is aligned with only the more ambiguous state standards. More importantly, it is combined with a pedagogical assessment and does not report teacher performance in each subject area, meaning that it is possible to pass the test and still fail some subject areas, especially given low state cut scores.

SUPPORTING RESEARCH

PTSB Rules and Regulations, Chapters 2, 3 and 4 http://ptsb.state.wy.us/Home/ NoticeofIntenttoAdoptRulesandRegulations/ tabid/184/Default.aspx

RECOMMENDATION

Wyoming does not meet this goal. The state should ensure that prospective elementary teachers have appropriate and sufficient subject-matter preparation in one of two ways. First, Wyoming could establish comprehensive coursework requirements that are specifically geared to the areas of knowledge needed by elementary teachers. Allowing teacher candidates to pick and choose coursework under ambiguous requirements (e.g., "English" or "history") may lead to far too many gaps in essential knowledge. Arts and sciences faculty should teach this coursework, and teacher candidates should be allowed to test out of core coursework requirements so that qualified candidates may pursue other course selections and are not forced to retake survey courses they may have already had in high school. Alternatively, Wyoming could articulate a more specific set of standards and then administer a licensing test based on it.

WYOMING RESPONSE TO ANALYSIS

Wyoming asserted that it "supports a collaborative working relationship with education stakeholders vs. a top down, state-mandated philosophy. Subsequently, the recommendation that criteria be state mandated is not supportive of Wyoming's philosophy." The state added that specific courses are required by the University of Wyoming College of Education, and arts and sciences faculty teach all content subject-matter courses. Wyoming also contended that with regard to its Praxis Il requirement, it adopted a higher passing score based on the recommendation of the Professional Teaching Standards Board. A review of the past five years of data from this assessment is scheduled, and at that time, consideration will be given to changing the passing score. The state added that it has adopted national standards for elementary education and the test used by the state, which assesses language arts/reading, science, math, social studies and pedagogy, is aligned with these standards.

LAST WORD

Rather than leave coursework requirements up to the preparation program, the state is urged to either establish requirements that are specifically geared to the needs of elementary students, or articulate its own, more specific set of standards. Also, throughout the country, there is an increasing tendency of preparation programs to provide subject-matter content in education schools. To ensure that this does not happen, Wyoming should codify the program's requirement that arts and science faculty teach content courses.

Examples of Best Practice

Although no state meets this goal, two have articulated noteworthy policies. **Massachusetts's** testing requirements, which are based on the state's curriculum, ensure that elementary teachers are provided with a broad liberal arts education. **Texas** articulates detailed standards in which preparation programs must frame instruction for elementary teachers. Both states also require that arts and sciences faculty teach liberal arts courses to teacher candidates. Neither state requires separate passing scores for each subject area on general curriculum tests, but both utilize licensing assessments based on their own standards.



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Figure 7

Do states expect elementary teachers to complete an academic concentration?



- 1 California, Colorado, Connecticut, Iowa³, Massachusetts, Michigan⁴, New Jersey, New Mexico, Tennessee, Texas, Vermont, Virginia.
- 2 Mississippi, New Hampshire. Mississippi requires two content concentrations.
- 3 Although lowa requires a subject-area major, it consists mostly of education courses.
- 4 Michigan also allows a group major with a minor, or three minors.

Goal C – Teacher Preparation in Reading Instruction

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

Goal Components

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

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

Rationale

- See appendix for detailed rationale.
- Reading science has identified five components of effective instruction.
- Most current reading tests do not offer assurance that teachers know the science of reading.

SUPPORTING RESEARCH

 Research citations to support this goal are available at www.nctq.org/stpy/citations.

Figure 8

How States are Faring in Preparing Teachers to Teach Reading

3 **Best Practice States** Connecticut, Massachusetts, Virginia 2 States Meet Goal Oklahoma, Tennessee 6 States Nearly Meet Goal California, Florida, Georgia, Idaho, Oregon, Texas 14 States Partly Meet Goal Alabama, Arkansas, Colorado, Louisiana, Maryland, Michigan, Minnesota, Mississippi, Missouri, Ohio, Pennsylvania, Vermont, Washington, West Virginia 2 States Meet a Small Part of Goal Arizona, New York () 24 States Do Not Meet Goal Alaska, Delaware, District of Columbia, Hawaii, Illinois, Indiana, Iowa, Kansas, Kentucky, Maine, Montana, Nebraska, Nevada, New Hampshire, New Jersey, New Mexico, North Carolina, North Dakota, Rhode Island, South Carolina, South Dakota, Utah, Wisconsin, WYOMING

Area 1: Goal C Wyoming Analysis

State Does Not Meet Goal

ANALYSIS

Wyoming does not require that teacher preparation programs for elementary teacher candidates address the science of reading. The state has neither coursework requirements nor standards related to this critical area. Wyoming has adopted NCATE's ACEI standards for approving its elementary programs. However, ACEI standards do not explicitly require that teachers receive training in the five essential components of reading instruction.

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

WYOMING RESPONSE TO ANALYSIS

Wyoming asserted that according to a 2006 NCTQ report, the University of Wyoming fared quite well compared to most other universities. The state pointed out that this study examined how well programs addressed the science of reading, and also reviewed how well programs incorporated explicit instruction within elementary teacher programs. NCTQ's final assessment was that the University of Wyoming addressed 80 percent of the science of reading areas. "Review of current syllabi for the Wyoming Elementary Education certification program verifies the teaching and assessment of all five components of reading instruction reviewed by NCTQ."

RECOMMENDATION

Wyoming does not meet this goal. The state should ensure that teacher preparation programs adequately prepare elementary teacher candidates in the science of reading by requiring that these programs train candidates in the five instructional components of scientifically based reading instruction: phonemic awareness, phonics, fluency, vocabulary and comprehension. Wyoming should also utilize a rigorous assessment tool to ensure that its teacher candidates are adequately prepared before entering the classroom. The state's assessment should clearly test knowledge and skills related to the science of reading, similar to the assessment adopted by Massachusetts, and if it is combined with an assessment that also tests general pedagogy or elementary content, it should report a subscore for the science of reading specifically. Elementary teachers who do not possess the minimum knowledge in this area should not be eligible for licensure.

LAST WORD

Unfortunately, NCTQ recently released a study of teacher preparation in Wyoming finding courses at the University of Wyoming were covering fewer of the components of effective reading instruction than they had been in our 2006 report. It is for precisely this reason that the *state* needs to require programs--whether there is only one or 101--to ensure that prospective elementary teachers receive this critical training.

SUPPORTING RESEARCH

http://www.nctq.org/p/publications/docs/ nctq_daniels_wyoming.pdf

Figure 9		PREPARA		/	TEST	INC
Do states ensure		REQUIRE		/	REQUIRE	
elementary teachers						
know the science of	S	tt les	less test		test test	test rest
reading?	ddre	scie	scie,	riate	late	ding
reading:	ding ging	artia Iding	o no ading	prop	ndeq.	rea
	Fully address reading sciences	Partially address	Do not address reading science] Appropriate .	Inadequate tax	No reading test
Alabama						
Alaska						
Arizona						
Arkansas	_					
California						
Colorado						
Connecticut						
Delaware						
District of Columbia Florida						
Georgia Hawaii	-					
Idaho						
Illinois						
Indiana						
lowa						
Kansas						
Kentucky						
Louisiana						
Maine						
Maryland						
Massachusetts						
Michigan						
Minnesota						
Mississippi						
Missouri						
Montana						
Nebraska						
Nevada						
New Hampshire						
New Jersey						
New Mexico						
New York						
North Carolina						
North Dakota						
Ohio						
Oklahoma						
Oregon						
Pennsylvania						
Rhode Island						
South Carolina						
South Dakota						
Tennessee						
Texas						
Utah						
Vermont						
Virginia						
Washington						
West Virginia						
Wisconsin						
WYOMING	25	1	25	5	10	36

Figure 10

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



Figure 11

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





Connecticut, **Massachusetts** and **Virginia** presently require preparation programs for elementary teacher candidates to address the science of reading. All three states also require candidates to pass comprehensive assessments that specifically test the five elements of instruction: phonemic awareness, phonics, fluency, vocabulary and comprehension.

Goal D – Teacher Preparation in Mathematics

The state should ensure that new elementary teachers have sufficient knowledge of mathematics content.

Goal Components

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

- 1. The state should require teacher preparation programs to deliver mathematics content of appropriate breadth and depth to elementary teacher candidates. This content should be specific to the needs of the elementary teacher (i.e., foundations, algebra and geometry, with some statistics).
- 2. The state should require elementary teacher candidates to pass a rigorous test of mathematics content in order to attain licensure. Such test can also be used to test out of content requirements. Elementary teachers who do not possess the minimum knowledge needed should not be eligible for a teaching license.

Rationale

- See appendix for detailed rationale.
- Required math coursework should be tailored in both design and delivery to the unique needs of the elementary teacher.
- Most state tests offer no assurance that teachers are prepared to teach mathematics.

SUPPORTING RESEARCH

Research citations to support this goal are available at www.nctq.org/stpy/citations.

Figure 12

How States are Faring in Preparing Teachers to Teach Math



States Partly Meet Goal California, Florida, New Mexico

33 States Meet a Small Part of Goal Alabama, Alaska, Arizona, Delaware, District of Columbia, Georgia, Hawaii, Idaho, Illinois, Indiana, Kansas, Kentucky, Michigan, Minnesota, Mississippi, Missouri, Montana, New Hampshire, New York, North Dakota, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Carolina, South Dakota, Tennessee, Texas, Utah, Vermont, Virginia, Washington, WYOMING

14 States Do Not Meet Goal Arkansas, Colorado, Connecticut, Iowa, Louisiana, Maine, Maryland, Nebraska, Nevada, New Jersey, North Carolina, Ohio, West Virginia, Wisconsin

Area 1: Goal D Wyoming Analysis

State Meets a Small Part of Goal

ANALYSIS

Wyoming relies on national accreditation standards for teacher preparation programs as the basis for articulating its requirements for the mathematics content knowledge of elementary teacher candidates.

The state does not specify any coursework requirements regarding mathematics content; however, Wyoming has adopted NCATE's ACEI (Association for Childhood Education International) standards for approving its elementary programs. ACEI standards address content in mathematics foundations, but these standards lack the specificity needed to ensure that teacher preparation programs deliver other mathematics content of appropriate breadth and depth to elementary teacher candidates. For example, ACEI algebra standards state that teacher candidates should "know, understand and apply algebraic principles," but they make little mention of the actual knowledge that might contribute to such an understanding.

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

SUPPORTING RESEARCH

PTSB Rules and Regulations, Chapter 4 http://ptsb.state.wy.us/Home/ NoticeofIntenttoAdoptRulesandRegulations/ tabid/184/Default.aspx

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

www.ets.org/praxis

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

RECOMMENDATION

Wyoming meets only a small part of this goal. Although ACEI standards require some knowledge of algebra, geometry and data analysis, Wyoming should require teacher preparation programs to provide mathematics content that is specifically geared to the needs of elementary teachers. This includes specific coursework in foundations, algebra and geometry, with some statistics. Wyoming should also test requisite mathematics content with a rigorous assessment tool, such as the test Massachusetts recently adopted; such test could also be used to allow candidates to test out of coursework requirements. Teacher candidates who lack minimum mathematics knowledge should not be eligible for licensure.

WYOMING RESPONSE TO ANALYSIS

Wyoming asserted that the math skills of all teacher education majors are assessed at the time of entrance into the University of Wyoming. "Students are placed in math courses based on results from a math placement exam or waived based on ACT or SAT scores."

LAST WORD

In NCTQ's recently released study of teacher preparation in Wyoming, no evidence was found that the University of Wyoming uses any assessment to screen for academic proficiency in mathematics or any other subject at the time of admission.

SUPPORTING RESEARCH

http://www.nctq.org/p/publications/ docs/nctq_daniels_wyoming.pdf

Figure 13

Do states require appropriate mathematics preparation for elementary teachers?



1 Massachusetts

2 Arkansas, Colorado, Connecticut, Iowa, Louisiana, Maine, Maryland, Nebraska, Nevada, New Jersey, North Carolina, Ohio, West Virginia, Wisconsin

Figure 14

Do states measure new elementary teachers' knowledge of math?



1 Massachusetts

2 Montana

Examples of Best Practice

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

Goal E – Middle School Teacher Preparation

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



Goal Components

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

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

Rationale

- See appendix for detailed rationale.
- States must differentiate middle school teacher preparation from that of elementary teachers.
- Approved programs should prepare middle school teacher candidates to be qualified to teach two subject areas.

SUPPORTING RESEARCH

Research citations to support this goal are available at www.nctq.org/stpy/citations.

Area 1: Goal E Wyoming Analysis

State Partly Meets Goal

ANALYSIS

Wyoming requires a middle level (grades 5-8) endorsement for middle school teachers. However, the state does not explicitly require a major or minor in the subject areas that candidates plan to teach.

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

SUPPORTING RESEARCH

PTSB Rules and Regulations, Chapters 3 and 4 http://ptsb.state.wy.us/Home/ NoticeofIntenttoAdoptRulesandRegulations/ tabid/184/Default.aspx www.ets.org/praxis

WYOMING RESPONSE TO ANALYSIS

Wyoming asserted that as of 2005, it requires all new applicants for a middle school endorsement to have a major in the core content area. The state also contended that according to NCLB, only majors are allowed to be recognized for teacher licensure. "The recommendation to require two minors for middle school teachers is not in compliance with this federal mandate."

SUPPORTING RESEARCH

http://ptsb.state.wy.us, Current Rules and Regulations, Chapter 5

LAST WORD

Wyoming offered its professional standards for middle grade teachers as evidence of a major requirement; however, NCTQ can find no such requirement in the standards.

Middle school teachers with two minors would be in full compliance with NCLB by passing subject-matter tests in each field. The intent of NCLB is certainly not to insist that middle school teachers teaching multiple subjects should have a major in each subject. This issue is discussed further in the rationale for this goal.

RECOMMENDATION

Wyoming meets this goal in part. Although the state is commended for not allowing middle school teachers to teach on a K-8 generalist license, it should strengthen middle school teachers' subject-matter preparation. Wyoming should encourage middle school teachers who plan to teach multiple subjects to earn two minors in two core academic areas. Middle school candidates who intend to teach a single subject should earn a major in that area.

Figure 16

Figure 16			
Do states allow middle			/
school teachers to teach		Under ertain circumstances	/
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Connecticut			
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Kansas			
Kentucky			
Louisiana			
Maine			
Maryland			
Massachusetts			
Michigan			
Minnesota ¹			
Mississippi			
Missouri Montana			
Nebraska ¹			
Nevada			
New Hampshire			
New Jersey			
New Mexico			
New York			
North Carolina			
North Dakota			
Ohio			
Oklahoma ³			
Oregon			
Pennsylvania			
Rhode Island ¹			
South Carolina			
South Dakota			
Tennessee			
Texas Utah ³			
Vermont			
Virginia			
Washington			
West Virginia			
Wisconsin			
WYOMING			
	16		20
	16	5	30

Examples of Best Practice 1

Georgia ensures that all middle school teachers are sufficiently prepared to teach middle school-level content. It requires teachers to earn two minors and pass the state's own single-subject content test. Other notables include Louisiana, Mississippi and New Jersey. These states require either two minors or a major for those teaching one content area, as well as a passing score on a single-subject content test.

Figure 16 1 May teach grades 7 and 8 on generalist license if in self-contained classroom

2 Generalist license is K-9

3 With the exception of mathematics



Figure 17 What academic Major or two minors Loose requirements Less than a major preparation do states Major or more Two minors require for a middle school endorsement or license? Alabama Alaska Arizona Arkansas California Colorado Connecticut Delaware District of Columbia Florida Georgia Hawaii Idaho Illinois Indiana lowa Kansas Kentucky¹ Louisiana \square \square \square \square Maine \square Maryland Massachusetts¹ Michigan

 \square

14

2

9

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7

5

Minnesota

Mississippi

Missouri

Montana

Nebraska¹

New Jersey New Mexico

New York

Ohio

New Hampshire

North Carolina

North Dakota

Oklahoma

Pennsylvania Rhode Island

South Carolina

South Dakota

Tennessee

Vermont

Virginia

Washington

Wisconsin

WYOMING

West Virginia²

Texas

Utah

Oregon

Nevada



J No requirement of content

14

Figure 17

1 State does not explicitly require two minors, but has equivalent requirements.

2 West Virginia elementary candidates need only one minor to teach middle grades.

Goal F – Special Education Teacher Preparation

The state should ensure that special education teachers are prepared to teach content-area subject matter.



28 : NCTQ STATE TEACHER POLICY YEARBOOK 2009 WYOMING

Goal Components

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

- The state should require that teacher preparation programs provide a broad liberal arts program of study to elementary special education candidates. All elementary special education candidates should have preparation in the content areas of math, science, English, social studies and fine arts and should be required to pass a subject-matter test for licensure.
- 2. The state should require that teacher preparation programs graduate secondary special education teacher candidates who are "highly qualified" in at least two subjects. The most efficient route for these candidates to become adequately prepared to teach multiple subjects may be to earn the equivalent of two subject-area minors and pass tests in those areas.
- The state should customize a "HOUSSE" route for new secondary special education teachers to help them achieve highly qualified status in all the subjects they teach.

Rationale

- See appendix for detailed rationale.
- All teachers, including special education teachers, teach content and therefore need relevant coursework.
- HQT requirements place unique challenges on secondary special education teachers.
- Secondary special education teachers need to graduate highly qualified in two subject areas.
- A customized HOUSSE route is needed to meet the needs of new special education teachers to earn highly qualified status.

SUPPORTING RESEARCH

 Research citations to support this goal are available at www.nctq.org/stpy/citations.

Area 1: Goal F Wyoming Analysis

State Does Not Meet Goal

ANALYSIS

Wyoming's requirements do not ensure that special education teachers are prepared to teach content-area subject matter.

Teacher preparation programs in Wyoming are not required to provide a broad liberal arts program to teacher candidates for elementary special education. The state does not require these candidates to receive any preparation in elementary subject areas. In addition, Wyoming requires that elementary special education teachers pass only a Praxis II specialty test that pertains to special education and not the general subject-area test taken by other elementary candidates.

Wyoming also does not ensure that teacher candidates for secondary special education are "highly qualified" in at least two subject areas. In fact, the state does not even require these candidates to complete a subjectmatter major or pass a subject-matter test. It additionally does not require dual certification (in which special education teachers must attain licensure in both special education and a specific subject area), so there is no assurance that secondary special education teachers have sufficient preparation in any of the content they may need to teach.

Finally, Wyoming does not have a unique HOUSSE route for new secondary special education teachers. Although the state has phased out its HOUSSE route for veteran teachers, it allows new secondary special education teachers to continue to use this same route to gain highly qualified status in multiple subjects.

SUPPORTING RESEARCH

PTSB Rules and Regulations, Chapter 3 http://ptsb.state.wy.us/Home/ NoticeofIntenttoAdoptRulesandRegulations/ tabid/184/Default.aspx http://soswy.state.wy.us/Rules/RULES/4897.pdf www.ets.org

RECOMMENDATION

Wyoming does not meet this goal. The state should require that all teacher candidates for elementary special education be well trained in relevant academic subject matter to ensure that special education students, who deserve the opportunity to learn grade-level content, are not shortchanged. Elementary special education candidates should also be required to pass the same subject-area tests as other elementary teachers.

Wyoming should also ensure that secondary special education teachers are adequately prepared to teach multiple subjects. The most efficient way to accomplish this is to require that teacher candidates earn the equivalent of two subject-area minors and pass tests in those areas.

Finally, the state should create a HOUSSE route specifically for new secondary special education teachers. Although ideally these teachers will have graduated with highly qualified status in two core areas, the state should provide a practical and meaningful way for these teachers to achieve highly qualified status in all remaining core subjects once they are in the classroom.

WYOMING RESPONSE TO ANALYSIS

Wyoming asserted that the University of Wyoming requires all special education majors to complete a bachelor's degree in secondary or elementary education in order to be accepted into its master's program for special education. The university does not offer a bachelor's degree in special education. The state added that all secondary education majors at the university complete dual degrees: a content degree and a secondary education teaching degree. Minors are not allowed for teacher licensure as required by the No Child Left Behind Act. Graduate special education majors at the university complete the bachelor's elementary education program. Finally, Wyoming contended that it allows special education teachers to submit a passing score on a Praxis content test to achieve highly qualified status.

SUPPORTING RESEARCH

http://www.uwyo.edu/sped/ http://uwadmnweb.uwyo.edu/registrar/bulletin/ 4edse.html

http://www.ets.org/portal/site/ets/menuitem. c988ba0e5dd572bada20bc47c3921509/? vgnextoid=396baf5e44df4010VgnVCM10000022f95 190RCRD&vgnextchannel=d378197a484f4010VgnVC M10000022f95190RCRD

LAST WORD

NCTQ acknowledges that the University of Wyoming is the only state-funded teacher education program. However, this program's current requirements are not a substitute for state policy.

Figure 19

Examples of Best Practice

Unfortunately, NCTQ cannot highlight any state's policy in this area. Preparation of special education teachers is a topic in critical need of states' attention.

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WYOMING			
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Goal G – Assessing Professional Knowledge

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

Goal Components

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

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

Rationale

- See appendix for detailed rationale.
- A good pedagogy test puts teeth in states' professional standards.

SUPPORTING RESEARCH

Research citations to support this goal are available at www.nctq.org/stpy/citations.

Figure 21

How States are Faring in Assessing Professional Knowledge



23 States Meet Goal Arizona, Arkansas, California, Florida, Hawaii, Illinois, Kansas, Kentucky, Louisiana, Maine, Minnesota, Mississippi, Nevada, New Mexico, New York, North Dakota, Ohio, Oklahoma, South Carolina, South Dakota, Tennessee, Texas, West Virginia



States Nearly Meet Goal Maryland, Rhode Island

- States Partly Meet Goal 4 District of Columbia, Idaho, North Carolina, Utah
- 5 States Meet a Small Part of Goal Connecticut, Indiana, Missouri, Pennsylvania, WYOMING
- 17 States Do Not Meet Goal Alabama, Alaska, Colorado, Delaware, Georgia, Iowa, Massachusetts, Michigan, Montana, Nebraska, New Hampshire, New Jersey, Oregon, Vermont, Virginia, Washington, Wisconsin

Area 1: Goal G Wyoming Analysis

State Meets a Small Part of Goal

ANALYSIS

Wyoming only requires all new elementary teachers to pass a popular content test from the Praxis series that combines both subject-matter knowledge and pedagogy in order to attain licensure. All alternate route teachers are also required to pass pedagogy tests.

SUPPORTING RESEARCH

www.ets.org/praxis

RECOMMENDATION

Wyoming meets only a small part of this goal. The state should require that all new teachers pass a pedagogy test to verify that they meet professional standards. It should also verify that the commercially available tests of pedagogy actually align with state standards, or it may want to consider developing its own test to ensure that new teachers enter classrooms with the requisite knowledge and skills.

WYOMING RESPONSE TO ANALYSIS

Wyoming asserted that it supports the use of multiple measures to determine teacher quality. The state added that all elementary teachers must pass the Praxis II Elementary Education: Curriculum, Instruction and Assessment. "This test assesses the four core content areas and pedagogy. It is aligned with national standards and Wyoming has adopted national standards."

LAST WORD

NCTQ has acknowledged the state's assessment requirement in this goal's analysis. Wyoming should require that all teachers pass a pedagogy test.
Examples of Best Practice

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

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Minnesota					
Mississippi Missouri					
Montana					
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New Hampshire					
New Jersey					
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South Dakota					
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Area 1: Delivering Well Prepared Teachers

Goal H – Teacher Preparation Program Accountability

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



Rationale

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

SUPPORTING RESEARCH

 Research citations to support this goal are available at www.nctq.org/stpy/citations.

Goal Components

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

- 1. The state should collect meaningful data about candidate pass rates on state licensing tests. This means collecting data beyond the pass rate of program completers. The state should require programs to report the percentage of teacher candidates who entered student teaching and who were able to pass state licensing tests.
- In addition to better pass rate information, the state should create a more comprehensive index of program performance by collecting some or all of the following data:
 - Average raw scores of graduates on licensing tests, including basic skills, subject matter and professional knowledge tests;
 - Satisfaction ratings by school principals and teacher supervisors of programs' student teachers, using a standardized form to permit program comparison;
 - Evaluation results from the first and/or second year of teaching;
 - Academic achievement gains of graduates' students averaged over the first three years of teaching; and
 - Five-year retention rates of graduates in the teaching profession.
- 3. The state should also establish the minimum standard of performance for each of these categories of data. Programs must be held accountable for meeting these standards, and the state, after due process, should shut down programs that do not do so.
- 4. The state should produce and publish on its website an annual report card that shows all the data that the state collects on individual teacher preparation programs.

Area 1: Goal H Wyoming Analysis

State Does Not Meet Goal

ANALYSIS

Wyoming does not collect objective, meaningful data to measure the performance of teacher preparation programs, nor does it apply any transparent, measurable criteria for conferring program approval. Wyoming collects programs' annual summary licensure test pass rates (80 percent of program completers must pass their licensure exams). However, the 80 percent passrate standard, while common among many states, sets the bar quite low and is not a meaningful measure of program performance.

Furthermore, there is no evidence that the state's standards for program approval are resulting in greater accountability. In the past three years, no program in the state has been identified as low-performing.

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

SUPPORTING RESEARCH

PTSB Rules and Regulations, Chapter 4 http://ptsb.state.wy.us/Home/ NoticeofIntenttoAdoptRulesandRegulations/ tabid/184/Default.aspx

Title II Report https://title2.ed.gov/title2dr/ LowPerforming.asp

RECOMMENDATION

Wyoming does not meet this goal. To generate the hard, objective data needed to hold programs accountable, the state should make objective outcomes the focus of its teacher preparation program approval process and establish precise standards for program performance that are more useful for accountability purposes. At a minimum, the state should ensure that programs are reporting pass rates for individuals entering student teaching, not program completers, for the former is now the requirement under the 2008 reauthorization of the Higher Education Act. It is also a method that will not mask the number of individuals the program was unable to properly prepare.

Wyoming should also collect meaningful, objective data to create a more comprehensive index of program performance. NCTQ recommends the utilization of average raw scores of graduates on licensing tests (including basic skills, subject matter and professional knowledge tests); satisfaction ratings (by school principals and teacher supervisors) of programs' student teachers, using a standardized form to permit program comparison; evaluation results from first and/or second year of teaching; academic achievement gains of students taught by the programs' graduates, averaged over the first three years of teaching; and five-year retention rates of graduates in the teaching profession. To hold these programs accountable, the state should then establish the minimum standard of performance for each of these categories of data, including raising the minimum pass rate on its licensing test. Programs that do not meet the standard, after due process, should be shut down.

Finally, Wyoming should post an annual report card on its website that details the data it collects and the criteria used for program approval. This report card should also identify the programs that fail to meet these criteria and cite the reasons why they failed.

WYOMING RESPONSE TO ANALYSIS

Wyoming asserted that it has a partnership with NCATE, "recognized as a national accrediting body by the U.S. Department of Education. NCATE is an extremely rigorous quality assurance process in which university or states opt to participate." The state added that NCATE posts university accreditation, including criteria, goals and process, on its website for public review. "NCTQ has missed the move of NCATE to a performance-based accreditation system during the last decade and a half. NCATE requires multiple measures of candidate performance over the course of the preparation program. Accredited schools of education now have sophisticated assessment systems that track candidate qualifications and performance. These schools of education provide specific evidence that their candidates can teach so that students learn."

Wyoming also contended that in January 2008, the University of Wyoming elected for the first time to apply for NCATE approval. "A majority of universities who are NCATE accredited choose to go through state reviews rather than a NCATE program review due to the extreme rigor of NCATE." The state added that 24 programs were reviewed or are under review, and eight University of Wyoming programs have been approved by NCATE. Three programs were approved with conditions and are under revised submission, one program was approved by the Council for Accreditation of Counseling and Related Education Programs, and another was approved by the National Association of Schools of Music.

SUPPORTING RESEARCH

http://www.ncate.org/institutions/institDetail. aspx?ch=106&CO_ID=11937&state=WY http://www.ncate.org/institutions/process.asp

LAST WORD

NCTQ is well aware of NCATE's current standards and finds them lacking in sufficient emphasis on objective data that measure program effectiveness in terms of the quality of programs' graduates. Furthermore, research has not shown that programs with accreditation perform better than those without it.

Figure 24		State eets minimum standards for performance	1.1.1
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preparation programs	cific	r per	s dat Web
accountable?	ollec	ets r ds fo	uo a yeu
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	Program-specific data	sta sta	State makes data pub, arailable on website
Alabama			
Alaska			
Arizona			
Arkansas			
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Connecticut			
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WYOMING			
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Examples of Best Practice

Although no state meets this goal, Alabama, Florida, Louisiana and Michigan rely on some objective, meaningful data to measure the performance of teacher preparation programs, and they also all apply transparent measurable criteria for conferring program approval. Additionally, these four states post program report cards on their websites.

Figure 25

Which states collect meaningful data?

AVERAGE RAW SCORES ON LICENSING TESTS Alabama, Louisiana, Michigan, New Jersey, Tennessee

SATISFACTION RATING FROM SCHOOLS Alabama, Florida, Kentucky, Michigan, Mississippi, Missouri, Nevada, Texas, Virginia

EVALUATION RESULTS FOR PROGRAM GRADUATES Florida, Rhode Island, South Carolina, Tennessee, Vermont

STUDENT LEARNING GAINS¹ New Jersey, Tennessee, Texas

TEACHER RETENTION RATES

Missouri, New Jersey, Oregon, Texas

1 Louisiana is piloting the use of value-added data that connects student achievement to teacher preparation programs, but not yet using the results for accountability purposes.

Area 1: Delivering Well Prepared Teachers

Goal I – State Authority for Program Approval

The state should retain full authority over its process for approving teacher preparation programs.



Goal Components

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

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

Rationale

- See appendix for detailed rationale.
- States should not cede oversight authority over their teacher preparation programs to accreditors.

SUPPORTING RESEARCH

 Research citations to support this goal are available at www.nctq.org/stpy/citations.

Area 1: Goal I Wyoming Analysis

State Meets a Small Part of Goal

ANALYSIS

Wyoming does not require its teacher preparation programs to attain national accreditation in order to receive state approval. The state has, however, delegated its program review to NCATE. Nonetheless, the partnership agreement requires that up to four state representatives work with the NCATE review team during an accreditation visit.

SUPPORTING RESEARCH

PTSB Rules and Regulations, Chapter 4 http://ptsb.state.wy.us/Home/ NoticeofIntenttoAdoptRulesandRegulations/ tabid/184/Default.aspx

NCATE State Partnership Features 2009 http://www.ncate.org/documents/stateRelations/NCA-TEStatePartFeatures2008.pdf

WYOMING RESPONSE TO ANALYSIS

Wyoming was helpful in providing NCTQ with the facts necessary for our analysis. In addition, the state contended that it maintains full authority for program approval of all teacher preparation programs. It added that it "strongly disagrees with the recommendation to create individual state standards. Wyoming supports the creation of a seamless P-16 system."

SUPPORTING RESEARCH

Chapter 4, Section 2 (to be adopted September 2009)

LAST WORD

NCTQ does not advocate that each state needs to have its own standards, but that each state needs to determine whether programs meet its established benchmarks for approval.

RECOMMENDATION

Wyoming meets only a small part of this goal. The state should articulate its own benchmarks for program approval and make that process distinct from national accreditation.



Examples of Best Practice

Thirty-one states meet this goal, and although NCTQ has not singled out one state's policies for "best practice" honors, it commends all states that retain full authority over their program approval process.

Figure 27

What is the relationship between state program approval and national accreditation?



Figure 28

- 1 Maryland requires programs that enroll 2,000 or more students to attain national accreditation.
- 2 West Virginia public preparation programs are required to attain national accreditation.

42 : NCTQ STATE TEACHER POLICY YEARBOOK 2009 WYOMING

Figure 28 Antonal accediation is requir What is the relationship ⁿ distinct Artional accreditation c While of technically from accrediation between state program approval and national accreditation? State Alabama \square Alaska \square \square Arizona Arkansas \square California Colorado \square \square \square \square Connecticut \square Delaware District of Columbia Florida Georgia Hawaii Idaho Π \square \square Illinois Indiana lowa Kansas Kentucky Louisiana Maine Maryland¹ Massachusetts Michigan Minnesota \square Mississippi Missouri Montana Nebraska Nevada New Hampshire New Jersey New Mexico New York North Carolina \square North Dakota Π \square Ohio Oklahoma Oregon Pennsylvania Rhode Island South Carolina South Dakota Tennessee Texas Utah \square Vermont \square \square \square Virginia Washington West Virginia² Wisconsin \square \square \square WYOMING 7 1 5 4 3 31

Area 1: Identifying Effective Teachers

Goal J – Balancing Professional Coursework

The state should ensure that teacher preparation programs provide an efficient and balanced program of study.

Goal Components

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

 The state should adopt policies designed to encourage efficient delivery of the professional sequence, for both its own requirements and those of individual programs.

Rationale

- See appendix for detailed rationale.
- Most states have programs that demand excessive requirements.
- States need to monitor programs' total professional coursework requirements.

SUPPORTING RESEARCH

 Research citations to support this goal are available at www.nctq.org/stpy/citations.

Figure 29

How States are Faring in Balancing Professional Coursework



Area 1: Goal J Wyoming Analysis

State Does Not Meet Goal

ANALYSIS

Wyoming does not monitor the number of credit hours that preparation programs require to ensure efficient delivery of content to teacher candidates. The state relies on a standards-based approach to coursework specifications, which requires that programs commit only to teaching state standards in return for approval.

Regrettably, Wyoming's teacher preparation program is indeed requiring excessive amounts of coursework. Elementary teacher candidates at University of Wyoming must complete 63 credit hours in education and related professional coursework.

SUPPORTING RESEARCH

PTSB Rules and Regulations, Chapter 4 http://ptsb.state.wy.us/Home/ NoticeofIntenttoAdoptRulesandRegulations/ tabid/184/Default.aspx

RECOMMENDATION

Wyoming does not meet this goal. The state should adopt a policy that targets the tendency of preparation programs to require increasing amounts of professional coursework. The state should encourage efficient delivery of content to teacher candidates and ensure that programs focus on preparation that will make teachers ultimately more effective in the classroom. Excessive coursework requirements do not leave room for electives or, in some cases, adequate subject-matter preparation. They may also discourage talented individuals from pursuing teaching careers.

Wyoming should also review these coursework requirements on a regular basis to weigh their benefits and eliminate any requirements that are not relevant to teacher effectiveness. If the state chooses not to limit the amount of professional coursework required by its teacher preparation programs, it should mandate that programs with excessive requirements show measurably superior results over programs with fewer.

WYOMING RESPONSE TO ANALYSIS

Wyoming recognized the factual accuracy of our analysis.

Do states cap the amount of professional coursework programs can require?



1 California, New Jersey², Tennessee, Virginia.

2 Although not technically a cap, New Jersey requires a minimum of 90 credit hours distributed among general education and an academic major.

Figure 31

Coursework that supports teacher effectiveness

In monitoring the amount of professional coursework required by teacher preparation programs, states also need to consider whether professional requirements support teacher effectiveness in the classroom. States should ensure that the following key areas are addressed:

- Methods for teaching subject matter
- Child or adolescent development, with emphasis on cognitive psychology
- Classroom management
- Assessment
- Special education
- Contemporary issues in education, particularly the achievement gap



Examples of Best Practice

Although no state was awarded "best practice" honors, **Virginia** and **Tennessee** are notables because both keep a check on the amount of professional studies that preparation programs may require.

Figure 32 Are states controlling program excesses?



States with at least one approved program that requires 60 or more credit hours in professional coursework

1 California, Connecticut, Massachusetts, New Hampshire, New Jersey, Tennessee, Virginia



Area 2: Expanding the Pool of Teachers

Goal A – Alternate Route Eligibility

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

Goal Components

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

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

Rationale

- See appendix for detailed rationale.
- Alternate route teachers need the advantage of a strong academic background.
- Academic requirements for admission to alternate routes should exceed the requirements for traditional programs.
- Multiple ways for assessing subject-matter competency are needed to accommodate nontraditional candidates.

SUPPORTING RESEARCH

 Research citations to support this goal are available at www.nctq.org/stpy/citations.

Figure 33

How States are Faring in Alternate Route Eligibility

1 Best Practice State

Connecticut O States Meet

0 States Meet Goal12 States Nearly Meet Goal

Arizona, Arkansas, Illinois, Louisiana, Maryland, Massachusetts, New Jersey, New York, Oklahoma, Pennsylvania, Rhode Island, Tennessee

16 States Partly Meet Goal Alabama, Alaska, Delaware, District of Columbia, Florida, Georgia, Indiana, Kentucky, Mississippi, North Carolina, Ohio, South Dakota, Texas, Virginia, Washington, West Virginia

- 16 States Meet a Small Part of Goal California, Colorado, Hawaii, Idaho, Iowa, Kansas, Minnesota, Missouri, Montana, Nevada, New Hampshire, New Mexico, Oregon, South Carolina, Vermont, WYOMING
- 6 States Do Not Meet Goal Maine, Michigan, Nebraska, North Dakota, Utah, Wisconsin



Area 2: Goal A Wyoming Analysis

State Meets a Small Part of Goal

ANALYSIS

Candidates seeking an alternate route to teaching may participate in the Northern Plains Transition to Teaching program. This program is not offered directly by the state of Wyoming. The admissions requirements for the Northern Plains alternate route do not exceed those of traditional programs and lack flexibility for nontraditional candidates.

Candidates are required to demonstrate prior academic performance with a cumulative GPA of at least 2.5. Candidates are further required to have a major in the subject area they plan to teach.

A subject-matter test is not required, nor can a subject-matter test be used to test out of the coursework requirement.

SUPPORTING RESEARCH

http://www.montana.edu/nptt/applicationinfo.html http://ptsb.state.wy.us/Licensure/BecomingLicensed/ tabid/65/Default.aspx

RECOMMENDATION

Wyoming meets only a small part of this goal. Although Wyoming does require applicants to its alternate route to demonstrate evidence of past academic performance, its standard of a 2.5 GPA is typical of what is generally required for admission to a traditional preparation program. The concept behind the alternate route into teaching is that the nontraditional candidate is able to concentrate on acquiring professional knowledge and skills because he or she has demonstrated strong subject-area knowledge and/or an above-average academic background. The state should consider raising its minimum requirement to 2.75.

Wyoming should require all alternate route candidates to pass a subject-matter test. Subject-matter knowledge should be demonstrated in advance of entering the classroom. The state should also consider allowing all candidates to use the subject-matter exam to test out of coursework requirements. Provided the state sets an appropriately high passing score, the test allows the state to uphold its standards while also offering nontraditional candidates important flexibility in how they demonstrate their subject-matter knowledge. Rigid coursework requirements can dissuade talented individuals who lack precisely the right courses from pursuing a career in teaching.

WYOMING RESPONSE TO ANALYSIS

Wyoming noted that although it works closely with the Northern Plains Transition to Teaching alternative program, it is not a Wyoming program.

Wyoming also asserted that this goal conflicts with other goals in this area where NCTQ does not recommend any specific general education curriculum but rather recommends streamlining courses and removing "obstacles."

Finally, Wyoming stated that alternate routes for licensure were initiated due to severe teacher shortages. Fortunately, Wyoming is not in the position that many states find themselves in; it does not have a teacher shortage and thus there is no need to create alternative routes for teacher licensure.

LAST WORD

It is unfortunate that Wyoming considers alternative certification only appropriate to address teacher shortages. Alternate routes provide a different means to bring talented individuals into the teaching profession. As described in Goals 2-A and 2-B, the state can provide a true alternative while holding alternate route candidates to high standards. NCTQ strongly urges Wyoming to offer its own alternate route.

Further, this goal deals with admissions standards. Nothing in this goal recommends specific curriculum requirements. Taken together, Goals 2-A, 2-B and 2-C represent a high-quality alternate route to certification.

Are states' alternate rc fl

Examples of Best Practice 1

Connecticut meets three admission criteria for a quality alternate route: 1) a requirement that candidates have a GPA higher than what is generally expected in a traditional preparation program, 2) a requirement that all candidates pass a subject-area test and 3) flexibility built into its policy that respects nontraditional candidates' diverse backgrounds.

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WYOMING				
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Figure 34 1 Elementary candidates only

Do states require alternate routes to be selective?



1 California, Colorado, Delaware, Hawaii, Maine, Massachusetts, Michigan, Nebraska, Nevada, New Hampshire, New Mexico, Oregon, South Carolina, Utah, Vermont, Virginia, Washington, Wisconsin

2 Arizona, Connecticut, District of Columbia, Illinois, Indiana, Maryland, New Jersey, New York, Pennsylvania, Rhode Island, Tennessee

3 North Dakota

Figure 36

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



- 1 State does not require subject test at all; exempts some candidates; or does not require candidate to pass test until program completion.
- 2 Alaska, Delaware, District of Columbia, Georgia, Hawaii, Indiana, Iowa, Kansas, Maine, Michigan, Minnesota, Missouri, Montana, Nebraska, North Carolina, Oregon, South Dakota, Tennessee, Texas, Utah, Wisconsin, Wyoming
- 3 North Dakota

Figure 37

Do states accommodate the nontraditional background of alternate route candidates?



1 Alabama⁴, Alaska, Connecticut, Georgia, Hawaii, North Carolina, Oklahoma, Oregon, Tennessee, Texas, Virginia

- 2 Arkansas, District of Columbia, Florida, Illinois, Louisiana, Massachusetts, Mississippi, Washington
- 3 North Dakota
- 4 For elementary candidates only

Area 2: Expanding the Pool of Teachers

Goal B – Alternate Route Preparation

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

Goal Components

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

- 1. The state should ensure that the number of credit hours it either requires or allows is manageable for the new teacher. Anything exceeding 12 credit hours of coursework (for which the teacher is required to physically attend a lecture or seminar) in the first year may be counterproductive, placing too great a burden on the teacher. This calculation is premised on no more than 6 credit hours in the summer, 3 in the fall and 3 in the spring.
- 2. The state should ensure that alternate route programs offer accelerated study not to exceed six courses (exclusive of any credit for mentoring) over the duration of the program. Programs should be no longer than two years, at which time the new teacher should be eligible for a standard certificate.
- 3. Any coursework requirements should target the *immediate* needs of the new teacher (e.g., seminars with other grade-level teachers, training in a particular curriculum, reading instruction and classroom management techniques).
- 4. The state should ensure that candidates have an opportunity to practice teach in a summer training program. Alternatively, the state can provide an intensive mentoring experience, beginning with a trained mentor assigned full-time to the new teacher for the first critical weeks of school and gradually reducing the amount of time. The state should support only induction strategies *that can be effective even in a poorly managed school*: intensive mentoring, seminars appropriate to grade level or subject area, a reduced teaching load and frequent release time to observe other teachers.

Rationale

- See appendix for detailed rationale.
- The program must provide practical, meaningful preparation that is sensitive to a new teacher's stress level.

Figure 38

How States are Faring in Alternate Route Preparation

- 附 0 Best Practice States
 - 4 States Meet Goal Arkansas, Connecticut, Georgia, New Jersey
 - 4 States Nearly Meet Goal Alabama, Florida, Mississippi, Virginia
- 14 States Partly Meet Goal Alaska, California, Colorado, Delaware, Iowa, Kentucky, Maryland, Massachusetts, New York, South Carolina, South Dakota, Texas, Utah, West Virginia
 - 17 States Meet a Small Part of Goal Arizona, District of Columbia, Idaho, Illinois, Indiana, Louisiana, Missouri, Montana, Nevada, New Mexico, Ohio, Oklahoma, Pennsylvania, Rhode Island, Tennessee, Washington, WYOMING

12 States Do Not Meet Goal Hawaii, Kansas, Maine, Michigan, Minnesota, Nebraska, New Hampshire, North Carolina, North Dakota, Oregon, Vermont, Wisconsin

Induction support is especially important for alternate route teachers.

SUPPORTING RESEARCH

 Research citations to support this goal are available at www.nctq.org/stpy/citations.

Area 2: Goal B Wyoming Analysis

State Meets a Small Part of Goal

ANALYSIS

Wyoming could do more to provide an alternate route with streamlined preparation that meets the immediate needs of new teachers.

Candidates in the Northern Plains alternate route program must complete a total of 24 credit hours. Courses are offered one at a time, and each course is eight to twelve weeks in length. Courses are also offered during the summer following the first year so as not to overload new teachers during their first year. Coursework includes human development, psychology of learning, diversity, special needs, classroom discipline, curriculum design, pedagogy and assessment.

Candidates do not have the opportunity to practice teach, but they do participate in a year-long internship that includes mentoring from an on-site master teacher and a university supervisor who makes periodic visits.

The program runs for two years, and candidates are eligible for full licensure upon completion.

SUPPORTING RESEARCH

http://www.montana.edu/nptt/programdetails.html

RECOMMENDATION

Wyoming meets only a small part of this goal. While Wyoming is commended for ensuring that new teachers are not required to take multiple courses simultaneously during the school year, the total amount of coursework required is rather high, and not all of it is geared to the immediate needs of new teachers. Coursework that provides the greatest benefit with the least burden to new teachers includes grade-level or subject-level seminars, methodology in the content area, classroom management, assessment and scientifically based early reading instruction. The state should also provide more detailed mentoring guidelines to ensure that new teachers will receive the support they need to facilitate their success in the classroom. Effective strategies include practice teaching prior to starting to teach in the classroom, intensive mentoring with full classroom support in the first few weeks or months of school, a reduced teaching load and relief time to allow new teachers to observe experienced teachers during each school day.

WYOMING RESPONSE TO ANALYSIS

Wyoming disagreed with the statement that "the total amount of coursework is high." The state noted that NCTQ is narrating a contradictory message by referring to the 24 hours in the Northern Plains program as high when NCTQ recommends no more than 36 hours.

LAST WORD

It is unclear from where the state is drawing its conclusion that NCTQ recommends alternate route programs not exceed 36 credit hours. As stated in the indicator for this goal, our recommendation is that programs should not generally require more than 6 courses, which are typically 3 credit hours each.

Figure 39		/	1	Practice teaching opportunia	è /	1
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Wisconsin						
WYOMING						
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			-	10		

Do states curb excessive coursework requirements?



1 Alabama, Alaska, Arkansas, Colorado, Connecticut, Florida, Georgia, Maryland, Mississippi, New Jersey, Oklahoma, South Carolina, Texas, Virginia

2 Indiana, Montana, South Dakota, Wyoming

3 North Dakota

Figure 41

Do states require mentoring of high quality and intensity?



1 Alaska, Arkansas, Connecticut, Delaware, District of Columbia, Georgia, Kentucky, New Jersey, New York, Rhode Island, Utah, West Virginia

2 North Dakota



Arkansas, Delaware, Georgia and New Jersey ensure that their alternate routes provide streamlined preparation that meets the immediate needs of new teachers. Each state requires a manageable number of credit hours, relevant coursework and intensive mentoring.

Area 2: Expanding the Pool of Teachers

Goal C – Alternate Route Usage and Providers

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

Goal Components

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

- The state should not treat the alternate route as a program of last resort or restrict the availability of alternate routes to certain geographic areas, grades or subject areas.
- 2. The state should allow districts and nonprofit organizations other than institutions of higher education to operate alternate route programs.
- 3. The state should ensure that its alternate route has no requirements that would be difficult to meet for a provider that is not an institution of higher education. Such requirements include an approval process based on institutional accreditation or raining requirements articulated in only credit hours and not clock hours.

Rationale

- See appendix for detailed rationale.
- Alternate routes should be structured to do more than just address shortages; they should provide an alternative pipeline for talented individuals to enter the profession.

SUPPORTING RESEARCH

 Research citations to support this goal are available at www.nctq.org/stpy/citations.

Figure 42

How States are Faring in Alternate Route Usage and Providers



Best Practice States



20 States Meet Goal Arkansas, California, Colorado, Delaware, District of Columbia, Florida, Georgia, Kentucky, Louisiana, Maryland, Massachusetts, New Hampshire, North Carolina, Rhode Island, South Dakota, Tennessee, Texas, Utah.

 States Nearly Meet Goal New Jersey, New York, Pennsylvania, West Virginia

Virginia, Wisconsin

10 States Partly Meet Goal Alaska, Arizona, Connecticut, Illinois, Indiana, Minnesota, Mississippi, New Mexico, Oklahoma, Washington

2 Stat

States Meet a Small Part of Goal South Carolina, Vermont

15 States Do Not Meet Goal Alabama, Hawaii, Idaho, Iowa, Kansas, Maine, Michigan, Missouri, Montana, Nebraska, Nevada, North Dakota, Ohio, Oregon, WYOMING

Area 2: Goal C Wyoming Analysis

State Does Not Meet Goal

ANALYSIS

Wyoming limits the usage and providers of its alternate route.

The Northern Plains Transition to Teaching program only offers certification in secondary education and focuses primarily on providing teachers in high-need subject areas such as mathematics and science.

The University of Montana is the only provider of this program.

SUPPORTING RESEARCH

http://www.montana.edu/nptt/programdetails.html

RECOMMENDATION

Wyoming does not meet this goal. Wyoming should reconsider its restrictions and allow new teachers to work across all grades, subjects and geographic areas.

The state should also encourage a diversity of providers, allowing school districts and nonprofit organizations, in addition to institutions of higher education, to operate programs.

WYOMING RESPONSE TO ANALYSIS

Wyoming recognized the factual accuracy of our analysis. Wyoming added that it has offered a Professional, Industry, Careers Permit (PIC) for the sole purpose of assisting qualified people from other professions and trades to enter the teaching profession without a teaching degree. This PIC has been available in Wyoming for over 30 years. PICS are aligned with the national Career and Technical 16 clusters, therefore allowing literally hundreds of qualified persons to enter the teaching profession without a teacher education degree.

SUPPORTING RESEARCH

Ch 14, Section 5 http://ptsb.state.wy.us/RulesRegulations/tabid/62/ Default.aspx

LAST WORD

NCTQ urges Wyoming to provide an alternate route ensuring that individuals with subject-matter knowledge beyond career and technical areas have a means to enter the profession.

t Examples of Best Practice

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

Firmer 42	Bradussee and see and subjects	1	1
Figure 43	ects	, es	
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WYOMING			
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Can alternate route teachers teach any subject or grade anywhere in the state?



Figure 45

Are providers other than colleges or universities permitted?





Figure 46 Do states provide real alternative pathways?

Figure 46		1	1	1
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Figure 47 Do states provide real alternative pathways?



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Area 2: Expanding the Pool of Teachers

Goal D – Alternate Route Program Accountability

The state should ensure that its approval process for alternate route programs holds them accountable for the performance of their teachers.

Goal Components

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

- 1. The state should collect some or all of the following data to create a more comprehensive index of program performance to hold alternate route programs accountable:
 - Average raw scores of graduates on licensing tests, including subject matter and professional knowledge tests;
 - Satisfaction ratings by school principals and teacher supervisors of programs' student teachers, using a standardized form to permit program comparison;
 - Evaluation results from the first and/or second year of teaching;
 - Academic achievement gains of graduates' students averaged over the first three years of teaching; and
 - Five-year retention rates of graduates in the teaching profession.
- 2. The state should also establish the minimum standard of performance for each of these categories of data. Programs must be held accountable for meeting these standards, and the state, after due process, should shut down programs that do not do so.
- 3. The state should produce and publish on its website an annual report card that shows all the data that the state collects on individual teacher preparation programs.

Rationale

- See appendix for detailed rationale.
- Alternate route programs should show they consistently produce effective teachers.

SUPPORTING RESEARCH

Research citations to support this goal are ► available at www.nctq.org/stpy/citations.

Figure 49

How States are Faring in Alternate Route Program Accountability



- States Meet Goal
- 3 States Nearly Meet Goal Florida, Louisiana, Texas



- States Partly Meet Goal Alabama, Delaware, Kentucky, Maryland, Tennessee
- () 8 States Meet a Small Part of Goal Arizona, Arkansas, Georgia, Iowa, Massachusetts, Michigan, Vermont, Washington
 - 35 States Do Not Meet Goal Alaska, California, Colorado, Connecticut, District of Columbia, Hawaii, Idaho, Illinois, Indiana, Kansas, Maine, 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, Utah, Virginia, West Virginia, Wisconsin, **WYOMING**

Area 2: Goal D Wyoming Analysis

State Does Not Meet Goal

ANALYSIS

Wyoming neither collects objective, meaningful data to measure the performance of its alternate route programs nor applies any transparent, measurable criteria for conferring program approval.

In addition, Wyoming's website has no report card that allows the public to review and compare program performance.

Finally, Wyoming should post an annual report card on its website that details the data it collects for all programs, both alternate route and traditional, as well as the criteria used for program approval. This report card should also identify the programs that fail to meet these criteria and cite the reasons why they failed.

WYOMING RESPONSE TO ANALYSIS

RECOMMENDATION

Wyoming does not meet this goal. To generate the hard, objective data needed to hold programs accountable, the state should make objective outcomes the focus of its approval process for alternate route programs and establish precise standards for performance that are useful for accountability purposes.

Wyoming should collect meaningful, objective data to create a comprehensive index of program performance. NCTQ recommends the use of 1) graduates' average raw scores on licensing tests (including subject-matter and professional knowledge tests); 2) satisfaction ratings (by principals and teacher supervisors) of programs' student teachers, using a standardized form to permit program comparison; 3) evaluation results from the first and/or second year of teaching; 4) academic achievement gains of students taught by the programs' graduates, averaged over the first three years of teaching; and 5) five-year retention rates of graduates in the teaching profession. To hold these programs accountable, the state should then establish a minimum standard of performance for each of these categories of data. Programs that do not meet the standard, after due process, should be shut down.

Wyoming recognized the factual accuracy of our analysis.

J State Str minimum standards for performance Figure 50 Jate collects objective program-specific data Do states hold alternate route programs accountable? Alabama Alaska Arizona Arkansas California Colorado Connecticut 2 Delaware District of Columbia 1 Florida Georgia Hawaii Idaho Illinois Indiana lowa Kansas 1 Kentucky Louisiana \square Maine Maryland Π Massachusetts Michigan Minnesota \square Mississippi Missouri Montana Nebraska Nevada New Hampshire New Jersey New Mexico New York North Carolina North Dakota³

AVERAGE RAW SCORES ON LICENSING TESTS Tennessee SATISFACTION RATING FROM SCHOOLS Alabama, Florida, Kentucky, Maryland, Texas, Vermont, Washington **EVALUATION RESULTS FOR PROGRAM GRADUATES** Alabama, Delaware, Michigan, Tennessee STUDENT LEARNING GAINS¹ Florida, Tennessee, Texas

Figure 51

TEACHER RETENTION RATES Arkansas, Delaware, Florida, Texas

1 Louisiana is piloting the use of value-added data that connects student achievement to teacher preparation programs, but not yet using the results for accountability purposes.

Figure 50

- 1 The posted data do not allow the public to review and compare alternate route program performance because institutional data are not dissaggregated.
- 2 The posted data do not allow the public to review and compare program performance because data are not disaggregated by individual program provider.

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

Examples of Best Practice

While no state earns a "best practice" designation for this goal, Louisiana comes the closest. Louisiana uses

objective, meaningful data to measure the performance

of its alternate route programs and posts this data

annually on the state's website. Louisiana is also well

ahead of other states in setting standards for program

performance and measuring each program according

to those standards. Program scores are determined

on the basis of a relatively complex rating formula.

The state provides a system to reward programs that

attain performance scores each year at an Exemplary

or High Performing level. Teacher preparation programs

that are rated as being At Risk for four years or that are

designated as Low Performing and do not become Sat-

isfactory within two years lose their state approval.

Which states collect meaningful data?



16

1

7

Virginia

Washington

West Virginia

Wisconsin

WYOMING

Area 2: Expanding the Pool of Teachers

Goal E – Licensure Reciprocity

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



Goal Components

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

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

Rationale

- See appendix for detailed rationale.
- Using transcripts to judge teacher competency provides little value.
- Testing requirements should be upheld, not waived.
- Signing on to the NASDTEC Interstate Agreement at least signals a state's willingness to consider portability.
- States licensing out-of-state teachers should not differentiate between experienced teachers prepared in alternate routes and those prepared in traditional programs.

SUPPORTING RESEARCH

 Research citations to support this goal are available at www.nctq.org/stpy/citations.

Area 2: Goal E Wyoming Analysis

State Partly Meets Goal

ANALYSIS

Teachers with valid out-of-state certificates are eligible for comparable licensure in Wyoming.

Applicants are required to complete an approved teacher education program with supervised student teaching or, for alternate route teachers, to have three years of experience within the last six years. Wyoming also equires that incoming teachers complete a course in the Wyoming and U.S. constitutions. The state offers a test-out option for these courses.

Unfortunately, Wyoming requires subject-matter testing only for elementary teachers, and it grants a waiver for its licensing tests to any out-of-state teacher who has passed a similar test in another state.

While Wyoming has signed on to a provision in the NASDTEC (National Association of State Directors of Teacher Education and Certification) Interstate Agreement designed to facilitate licensure reciprocity for alternate route teachers with more than three years of experience, it has not signed on to one recognizing less than three years of experience. The state has, however, indicated its willingness to support the portability of teacher licenses by signing other provisions of the agreement. While signing this agreement does not ensure that a state will provide *unconditional* reciprocity, it is, at the very least, symbolically important.

SUPPORTING RESEARCH

PTSB Rules and Regulations, Chapter 3 http://ptsb.state.wy.us/Licensure/BecomingLicensed/ USWyomingConstitution/tabid/153/Default.aspx http://ptsb.state.wy.us/Licensure/OutofStateCountry/ tabid/70/Default.aspx

www.nasdtec.org

RECOMMENDATION

Wyoming meets this goal in part. The state should reconsider its recency requirement regarding experience for alternative route teachers, as it may deter talented teachers from applying for certification, namelythosewhoparticipateinprogramssuchasTeachFor America, an alternate route that bestows only two years of experience. State policies that discriminate against teachers who were prepared in an alternate route are not supported by evidence. In fact, a substantial body of research has failed to discern differences in effectiveness between alternate and traditional route teachers. Regardless of whether a teacher was prepared through a traditional or alternate route, all certified out-of-state teachers should receive equal treatment.

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

While Wyoming is commended for signing the Interstate Agreement signaling its willingness to support portability, it should take specific steps to include reciprocity for all alternate route teachers. Such an adjustment in policy would surely make the state more welcoming to teachers from other states.

WYOMING RESPONSE TO ANALYSIS

Wyoming recognized the factual accuracy of our analysis. The state added that a teacher holding full certification from another state may have completed a program that has never been reviewed by any entity and does not require the rigor recommended by NCTQ. Wyoming cited the example of Texas, with more than 100 alternate certification programs, initiated in 1984, and added that these programs have only begun to be reviewed by a state agency in the past one to two years. Wyoming also pointed out that other states allow initial licensure or the adding of an endorsement via test alone. "These routes to teacher licensure do not meet NCTQ's Goal 2-A."

LAST WORD

NCTQ strongly agrees that, unfortunately, teacher preparation programs are not all rigorous. However, there is no contradiction in recommending the reduction of burdensome policies for granting reciprocal licensure, as long as the state upholds its licensure testing requirements. In this way, the state ensures that it does not license teachers from other states who do not meet its expectations.

Further, states that cite the evidence of uneven quality of alternate route programs are ignoring the similarly uneven quality of traditional teacher preparation programs. The policy is also premised in speculation; there are no research findings to suggest that alternate route teachers who completed a regionally accredited program are more effective than those who did not.

Examples of Best Practice

Alabama makes teacher licenses fully portable among states by not specifying any additional coursework or recency requirements to determine eligibility for either traditional or alternate route teachers. The state also does not grant any waivers of its testing requirements and appropriately requires all out-of-state teachers to meet Alabama's passing scores on assessments. It has also signed on to the NASDTEC agreement, signaling the state's willingness to consider licensure reciprocity for teachers from other states.

Figure 53

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



1 Alabama, Alaska, Idaho, Massachusetts, Minnesota, New Jersey, New York, North Dakota, Ohio, Pennsylvania, South Dakota, Texas, Utah, Washington, Wisconsin

	Ferinsylvania	
	Rhode Island	1
	South Carolina	
	South Dakota	
	Tennessee	
	Texas	
	Utah	
	Vermont	
	Virginia	
	Washington	
	West Virginia	
	Wisconsin	
	WYOMING	
Figure 54 1 For traditionally-prepared teachers only		9

Figure 54

What do states require of teachers transferring from other states?

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California		-	
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Connecticut			
Delaware			
District of Columbia			
Florida		-	
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New York	1		
North Carolina			
North Dakota			
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Oklahoma			
Oregon			
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West Virginia			
Wisconsin			
WYOMING	1		
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Figure 55	4	/	1.5
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they were prepared in a	prep,	ts for	Dolici Crea Tout
traditional or an alternat	e treats	spec.	has tial to Thate
route program?	tate t sardle	State State squire the te	State otent alte
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Utah Vermont			
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Wisconsin			
WYOMING			
	6	7	38

Area 3: Identifying Effective Teachers

Goal A – State Data Systems

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

Goal Components

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

- 1. The state should establish a longitudinal data system with at least the following key components:
 - A unique statewide student identifier number that connects student data across key databases across years;
 - A unique teacher identifier system that can match individual teacher records with individual student records; and
 - An assessment system that can match individual student test records from year to year in order to measure academic growth.
- 2. Value-added data provided through the state's longitudinal data system should be considered among the criteria used to determine teachers' effectiveness.

Rationale

- See appendix for detailed rationale.
- Value-added analysis connects student data to teacher data to measure achievement and performance.
- There are a number of responsible uses for value-added analysis.

SUPPORTING RESEARCH

 Research citations to support this goal are available at www.nctq.org/stpy/citations.

Figure 56

How States are Faring in the Development of Data Systems



18 States Partly Meet Goal Alabama, Arkansas, Delaware, Florida, Georgia, Hawaii, Kentucky, Mississippi, Missouri, New Mexico, North Carolina, Oklahoma, Pennsylvania, Rhode Island, South Carolina, Utah, West Virginia, WYOMING

- 28 States Meet a Small Part of Goal Alaska, Arizona, California, Colorado, Connecticut, District of Columbia, Idaho, Illinois, Indiana, Iowa, Kansas, Maine, Massachusetts, Michigan, Minnesota, Montana, Nebraska, New Hampshire, New Jersey, New York, North Dakota, Oregon, South Dakota, Texas, Vermont, Virginia, Washington, Wisconsin
 -) 2 States Do Not Meet Goal Maryland, Nevada

Area 3: Goal A Wyoming Analysis

• State Partly Meets Goal

ANALYSIS

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

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

However, Wyoming does not use this data system to provide value-added evidence of teacher effectiveness.

SUPPORTING RESEARCH www.dataqualitycampaign.org

RECOMMENDATION

Wyoming meets this goal in part. Having all the necessary elements in place, the state should support the use of value-added data to provide part of the evidence of teacher effectiveness, particularly for decisions about granting teachers tenure. Value-added data are also important and necessary for local districts adopting performance pay plans to reliably measure individual teacher and overall school performance.

WYOMING RESPONSE TO ANALYSIS

Wyoming recognized the factual accuracy of our analysis.
Examples of Best Practice

Tennessee not only has all three elements of a student- and teacher-level longitudinal data system-unique student identifiers that connect student data across key databases across years, unique teacher identifiers that enable the state to match individual teacher records with individual student records and the capacity to match student test records from year to year so as to measure student academic growth-but it is also the only state that uses this valueadded data to measure teacher effectiveness by isolating each teacher's impact on individual students' academic growth. It translates this impact into a "teacher effect" score and then uses it as part of a teacher's evaluation.

Figure 57

Do states use value-added data as a criterion for assessing teacher effectiveness?



1 Louisiana uses value-added data to assess certain aspects of teacher effectiveness; however, this information is not used to decide tenure. Ohio uses value-added data to improve classroom instruction; however, it is not clear whether this information plays a role in teacher evaluations. Tennessee uses value-added data to measure teacher effectiveness by isolating the impact each teacher has on individual students' academic growth, which can be used as part of a teacher's evaluation.

Figure 58

- 1 Nevada prohibits the use of value-added data in teacher evaluations.
- 2 New York prohibits the use of student-achievement data in teacher tenure decisions.

Test records match over time Figure 58 Individual student records Unique student identifier, connects data across date # identifier Do state data systems have the capacity to ² teacher reliably assess teacher Unique System effectiveness? Alabama Alaska Arizona Arkansas California Colorado Connecticut Delaware District of Columbia Florida Georgia Hawaii Idaho Illinois Indiana lowa Kansas Kentucky Louisiana Maine Maryland П Massachusetts Michigan Minnesota \square Mississippi Missouri Montana Nebraska Nevada¹ New Hampshire New Jersey New Mexico New York² North Carolina North Dakota Ohio Oklahoma Oregon Pennsylvania Rhode Island South Carolina South Dakota Tennessee Texas Utah Vermont Virginia Washington West Virginia Wisconsin WYOMING 50 46 48 21

Area 3: Identifying Effective Teachers

Goal B – Evaluation of Effectiveness

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



Goal Components

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

- The state should either require a common evaluation instrument in which evidence of student learning is the most significant criterion or should specifically require that student learning be the preponderant consideration in local evaluation processes. Evaluation instruments, whether state or locally developed, should be structured so as to preclude a teacher from receiving a satisfactory rating if found ineffective in the classroom.
- 2. Evaluation instruments should require classroom observations that focus on and document the effectiveness of instruction.
- Teacher evaluations should consider objective evidence of student learning, including not only standardized test scores, but also classroombased artifacts such as tests, quizzes and student work.

Rationale

- See appendix for detailed rationale.
- Teachers should be judged primarily by their impact on students.

SUPPORTING RESEARCH

Area 3: Goal B Wyoming Analysis

State Does Not Meet Goal

ANALYSIS

Wyoming does not require instructional effectiveness to be the *preponderant* criterion of any teacher evaluation.

Wyoming policy regarding teacher evaluation is minimal. The state requires local school districts to develop teacher evaluation instruments that will also serve as a basis for "improvement of instruction...measurement of both individual teacher performance and professional growth and development and the performance level of all teachers within the school district." However, the state policy does not articulate the specific criteria that constitute the improvements of instruction, for example, including no mention of evaluating teacher effectiveness based on evidence of student learning.

SUPPORTING RESEARCH

Wyoming Statutes 21-3-110 (xvii-xix)

RECOMMENDATION

Wyoming does not meet this goal. Wyoming should consider formally adopting a policy that would use evidence of student learning garnered through objective measures such as standardized test results, in addition to subjective measures, as the *preponderant* criterion of teacher evaluations. The state should also ensure that evaluation instruments do not permit teachers found ineffective in the classroom to receive satisfactory ratings.

WYOMING RESPONSE TO ANALYSIS

Wyoming noted that Amended Rules and Regulations for Teacher Evaluation have been developed by a task force of constituents from across the education community. Included in the proposed rules and regulations is a requirement that evidence of student learning and evidence of effective instruction be significant components of districts' evaluation process. The referenced rules and regulations will be going through the approval process in the next few months.

Figure 60	Ş	l de	/
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Alaska Arizona			
Arkansas			
California			
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Connecticut			
Delaware			
District of Columbia			
Florida			
Georgia			
Hawaii			
Idaho			
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lowa			
Kansas			
Kentucky			
Louisiana ¹			
Maine			
Maryland			
Massachusetts			
Michigan Minnesota ²			
Mississippi			
Missouri			
Montana			
Nebraska			
Nevada			
New Hampshire			
New Jersey			
New Mexico			
New York			
North Carolina			
North Dakota			
Ohio			
Oklahoma			
Oregon			
Pennsylvania			
Rhode Island			
South Carolina South Dakota			
Tennessee			
Texas			
Utah			
Vermont			
Virginia			
Washington			
West Virginia			
Wisconsin			
WYOMING			
	30	16	4

Examples of Best Practice

Florida explicitly requires teacher evaluations to be based primarily on evidence of student learning. The state requires evaluations to rely on classroom observations as well as objective measures of student learning, including state assessment data. South Carolina, Tennessee and Texas also structure their formal evaluations so that teachers cannot get an overall satisfactory rating unless they also get a satisfactory rating on classroom effectiveness

Figure 61

Sources of objective evidence of student learning

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

- Standardized test scores
- Periodic diagnostic assessments
- Benchmark assessments that show student growth
- Artifacts of student work connected to specific student learning standards that are randomly selected for review by the principal or senior faculty, scored using rubrics and descriptors
- Examples of typical assignments, assessed for their quality and rigor
- Periodic checks on progress with the curriculum coupled with evidence of student mastery of the curriculum from quizzes, tests and exams

Figure 60

- 1 Louisiana has an optional teacher evaluation system that does make explicit the need to include objective measures of student learning as part of the teacher evaluation.
- 2 Minnesota has implemented an optional teacher evaluation system based on evidence of student learning as measured by classroom observations and objective measures, such as student achievement data.

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Figure 62 1 The state has no policy regarding any aspect of teacher evaluations.

Area 3: Identifying Effective Teachers

Goal C – Frequency of Evaluations

The state should require annual evaluations of all teachers and multiple evaluations of all new teachers.



Goal Components

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

- 1. The state should require that all nonprobationary teachers receive a formal evaluation
- 2. The state should require that all new, nonpermanent teachers receive a minimum of two formal evaluations annually. At least one evaluation should occur during the first half of the
- See appendix for detailed rationale.
- Annual evaluations are standard practice in most professional jobs.
- Evaluations are especially important for new

SUPPORTING RESEARCH

Area 3: Goal C Wyoming Analysis

State Nearly Meets Goal

ANALYSIS

Wyoming requires new teachers to be formally evaluated twice a year. The state's policy does not include any guidelines on when these evaluations should occur.

Nonprobationary teachers in Wyoming must be evaluated annually.

SUPPORTING RESEARCH

Wyoming Statute 21-3-110 (xvii) and (xviii)

RECOMMENDATION

Wyoming nearly meets this goal. The state is commended for requiring that nonprobationary teachers be evaluated annually and new teachers be formally evaluated twice annually. However, the state should explicitly require that the first formal evaluation for new teachers be conducted during the first half of the teacher's first school year. The point of requiring that one evaluation occur early in the year is to be able to immediately offer feedback and support to new teachers, especially if the observation indicates any unsatisfactory performance. That way, the teacher and school or district leadership can implement a plan for improvement, rather than potentially allow an ineffective new teacher to remain in the classroom without any evaluation until late in the year.

WYOMING RESPONSE TO ANALYSIS

Wyoming recognized the factual accuracy of our analysis.

Do states require districts to evaluate all veteran teachers each year?

	Yes	No
Alabama		
Alaska ¹		-
Arizona		
Arkansas		
California		
Colorado		
Connecticut		
Delaware		
District of Columbia		
Florida		
Georgia		
Hawaii		
Idaho		
Illinois		
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lowa		
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Maine		-
		-
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Michigan Minnesota ²		
		_
Mississippi		-
Missouri		
Montana		
Nebraska		
Nevada		
New Hampshire		
New Jersey		
New Mexico		
New York		
North Carolina ³		
North Dakota		
Ohio		
Oklahoma		
Oregon		
Pennsylvania		
Rhode Island		
South Carolina		
South Dakota		
Tennessee		
Texas ⁴		
Utah		
Vermont		
Virginia		
Washington		
West Virginia		
Wisconsin		
WYOMING		
	15	36

🔶 Examples of Best Practice

Oklahoma not only requires that new teachers be evaluated twice a year, but it also articulates that the first evaluation must be completed by November 15. This allows new teacher performance to be assessed early in the year with an unsatisfactory performance addressed by an improvement plan. Oklahoma also requires that nonprobationary teachers are evaluated annually.

Figure 65

Do states require districts to evaluate all veteran teachers each year?



Figure 64

- 1 Teachers in Alaska who exceed performance standards can waive annual evaluation; they are evaluated every two years.
- 2 Minnesota requires multiple evaluations per year for teachers who participate in the optional QComp program.
- 3 North Carolina allows districts to grant waivers to its annual evaluation requirement.
- 4 Texas's annual evaluation may be waived for teachers rated proficient on most recent evaluation.

Н st ev du

Figure 66

How many times do states require districts to evaluate a new teacher during a school year?



Figure 67

Do states require districts to evaluate new teachers early in the school year?



1 Alabama, Arkansas, Delaware, Idaho, Indiana, Kansas, Kentucky, Maryland, Nebraska, Nevada, New Jersey, North Dakota, Ohio, Oklahoma, South Carolina, Washington, West Virginia

2 District of Columbia, Iowa, Maine, Mississippi, Montana, New Hampshire, Rhode Island, South Dakota, Vermont

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Arkansas ²				
California				
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Delaware ³				
District of Columbia				
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Georgia				
Hawaii				
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Kentucky ¹				
Louisiana				
Maine				
Maryland				
Massachusetts	Π			
Michigan				
Minnesota				
Mississippi				
Missouri ¹				
Montana				
Nebraska				
Nevada				
New Hampshire				
New Jersey				
New Mexico				
New York				
North Carolina ¹				
North Dakota				
Ohio				
Oklahoma				
Oregon				
Pennsylvania				
Rhode Island				
South Carolina				
South Dakota				
Tennessee ¹				
Texas				
Utah				
Vermont				
Virginia				
Washington ³				
West Virginia ¹				
Wisconsin ⁴				
WYOMING				
	~	10	-	10
	9	18	14	10

Figure 68

- 1 State requires multiple observations followed by post-observation conferences.
- 2 The state's mentoring program requires multiple observations followed by formative feedback.
- 3 State requires two observations followed by post-observation conferences.

4 Only applies to first-year teachers

Area 3: Identifying Effective Teachers

Goal D – Tenure

The state should require that tenure decisions be meaningful.



Goal Components

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

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

Rationale

- See appendix for detailed rationale.
- Tenure should be a significant and consequential milestone in a teacher's career.

SUPPORTING RESEARCH

Area 3: Goal D Wyoming Analysis

State Does Not Meet Goal

ANALYSIS

Wyoming does not require any process to ensure that tenure decisions are meaningful.

Wyoming has a three-year probationary period for new teachers, but there is no indication that at the conclusion of this period any additional process evaluating cumulative evidence of teacher effectiveness is required for tenure. The awarding of tenure appears to be virtually automatic.

SUPPORTING RESEARCH

Wyoming Code 21-7-102

RECOMMENDATION

Wyoming does not meet this goal. The awarding of tenure is a milestone in every teacher's career and should be afforded the consideration it deserves, regardless of whether the state is bestowing a lifetime or limitedterm position. The state should consider extending the minimum probationary period for tenure to five years, which would allow for the accumulation of sufficient data on teacher effectiveness to support meaningful tenure decisions. Although it is appropriate for teachers to achieve tenure after a certain number of years, tenure should not automatically be granted at this juncture. To justify this leap in professional standing, most notably a tremendous advantage in due process, the state should identify a process, such as a hearing, that local districts would be required to administer, where the cumulative evidence of teacher effectiveness would be considered for each teacher and a determination made of whether to award tenure. Teacher effectiveness in the classroom, rather than years of experience, should be the preponderant criterion in tenure decisions.

WYOMING RESPONSE TO ANALYSIS

Wyoming recognized the factual accuracy of our analysis.

How long before a teacher earns tenure?

	, li	>∕.	6	. / .	1	. / .	5	5	
	No Polin.	¹ year	2 Jears	³ years	4 years	5 years	6 Jears	⁷ Jears	
Alabama			/ ·v	/ '')		/~~ 			
Alabama									
Alaska									
Arizona									
Arkansas									
California									
Colorado									
Connecticut									
Delaware									
District of Columbia									
Florida									
Georgia									
Hawaii									
Idaho									
Illinois									
Indiana									
lowa									
Kansas									
Kentucky									
Louisiana									
Maine ¹									
Maryland									
Massachusetts									
Michigan									
Minnesota									
Mississippi									
Missouri									
Montana									
Nebraska									
Nevada ²									
New Hampshire									
New Jersey									
New Mexico									
New York									
North Carolina									
North Dakota									
Ohio									
Oklahoma									
Oregon									
Pennsylvania									
Rhode Island									
South Carolina									
South Carolina South Dakota									
Tennessee									
Texas									
Utah									
Vermont									
Virginia									
Washington									
West Virginia									
Wisconsin									
WYOMING									
	1	2	8	32	5	2	0	1	

Examples of Best Practice

Unfortunately, NCTQ cannot highlight any state's policy in this area. All states need to improve how tenure is awarded, but four states have policies that are initial steps in the right direction. Iowa and New Mexico require the consideration of some evidence of teacher performance when making tenure decisions, although it is not the preponderant criterion. Minnesota requires local school boards to consult with peer review committees that evaluate probationary teachers, but there is no requirement that teacher effectiveness must be considered. New policy in North Carolina requires teachers to achieve a minimum "proficient" rating on all five of the state's professional teaching standards on their annual evaluations in order to be recommended for tenure. Regrettably, evidence of student learning is not the preponderant criterion in the evaluation.

Figure 71 How are tenure decisions made?



1 Iowa, New Mexico and North Carolina require some evidence of teacher performance, although evidence of student learning is not the preponderant criterion. Minnesota requires a peer review process, but does not specify that the review include classroom effectiveness.

Figure 70

1 The probationary period must not exceed two years.

2 New teachers with three consecutive satisfactory evaluations may qualify for tenure after one year.

Area 3: Identifying Effective Teachers

Goal E – Licensure Advancement

The state should ensure that licensure advancement is based on evidence of effectiveness.

Goal Components

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

- 1. The state should base advancement from a probationary to a nonprobationary license on evidence of classroom effectiveness.
- 2. The state should not require teachers to fulfill general, nonspecific coursework requirements to advance from a probationary to a nonprobationary license.
- 3. The state should not require teachers to have an advanced degree as a condition of professional licensure.

Rationale

- See appendix for detailed rationale.
- The reason for probationary licensure should be to determine teacher effectiveness.
- Most state requirements for achieving permanent certification have not been shown to impact teacher effectiveness.

SUPPORTING RESEARCH

 Research citations to support this goal are available at www.nctq.org/stpy/citations.

Figure 72 How States are Faring on Licensure Advancement 1 Best Practice State New Mexico 0 States Meet Goal 0 States Nearly Meet Goal 14 States Partly Meet Goal Arkansas, California, Indiana, Iowa, Kansas, Louisiana, North Carolina, Ohio, South Carolina, Tennessee, Utah, Vermont, Washington, Wisconsin 13 States Meet a Small Part of Goal Arizona, Colorado, Florida, Georgia, Illinois, Kentucky, Maine, Massachusetts, Nebraska, New Hampshire, New Jersey, Oklahoma, Rhode Island 23 States Do Not Meet Goal

Alabama, Alaska, Connecticut Delaware, District of Columbia, Hawaii, Idaho, Maryland, Michigan, Minnesota, Mississippi, Missouri, Montana, Nevada, New York, North Dakota, Oregon, Pennsylvania, South Dakota, Texas, Virginia, West Virginia, WYOMING

Area 3: Goal E Wyoming Analysis

State Does Not Meet Goal

ANALYSIS

Wyoming's requirements for licensure renewal include factors that have not been shown to advance teacher effectiveness.

Wyoming employs a single-tier certification, so new teachers apply for the five-year Initial Standard Teaching Certificate, and then, rather than advancing to another level, they renew. The requirement for renewal is completion of five professional development/renewal credits.

SUPPORTING RESEARCH

Wyoming Professional Teaching Standards Board, Rule 6081 http://soswy.state.wy.us/Rules/RULES/6081.pdf

DOE Renewal Requirements http://ptsb.state.wy.us/ Licensure/RenewingaLicenseorPermit/tabid/67/ Default.aspx

RECOMMENDATION

Wyoming does not meet this goal. The state's licensure requirements are not based on factors that measure or advance teacher effectiveness. While targeted requirements may potentially expand teacher knowledge and improve teacher practice, general, nonspecific coursework requirements merely call for teachers to complete a certain amount of seat time. These vague requirements clearly do not correlate with teacher effectiveness and should be clarified for specificity. The state should require evidence of effectiveness to be a factor in determining whether teachers advance to the next licensure level.

WYOMING RESPONSE TO ANALYSIS

Wyoming recognized the factual accuracy of our analysis. The state added that it is in the process of researching tiered licensure.

Figure 73 Do states require teachers to show evidence of effectiveness before conferring professional licensure?	
Arizona	
Arkansas	
California	
Colorado 📃 🗌	
Connecticut	
Delaware	
District of Columbia	
Florida [
Georgia	
Hawaii 🗌 🗌	
Kansas	
Kentucky	-
Louisiana	
Maine	
Maryland	
Massachusetts	
Michigan	
Minnesota	
Mississippi	
Missouri 📃 🗌	
Montana	
Nebraska 📃 🗌	
Nevada	
New Mexico	
New York	
North Carolina	
Ohio	
Oklahoma	
Oregon	
Pennsylvania	
Rhode Island	
South Carolina	
South Dakota	
Tennessee	
Texas 🔲 🗌	
Utah 🗌 📕 [
Vermont	
Virginia 📃 🗌	
Washington	
West Virginia	
Wisconsin	
35 15	1

Examples of Best Practice

In addition to three years' teaching experience and completing the mentoring requirement, New Mexico requires new teachers to submit a professional development dossier to advance from the probationary to the nonprobationary certificate. The dossier is divided into five strands, including evidence of teacher effectiveness and evidence of student learning, and teachers must meet or exceed the standards in all strands to advance.

Figure 74

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



¹ Connecticut, Kentucky, Maryland, New York, Oregon all require a master's degree or coursework equivalent to a master's degree.

² Alabama, Indiana, Iowa, Louisiana, Mississippi, Montana, Nebraska, New Mexico, South Carolina, Virginia, West Virginia

Do states require teachers to take additional, nonspecific coursework before conferring professional licensure?



1 Alabama, Alaska, Connecticut, District of Columbia, Idaho, Kentucky, Maryland, Michigan, Minnesota, Mississippi, Missouri, Montana, Nevada, New York, North Dakota, Oregon, Pennsylvania, South Dakota, Texas, Vermont, Virginia, West Virginia, Wyoming

Area 3: Identifying Effective Teachers

Goal F – Equitable Distribution

The state should contribute to the equitable distribution of teacher talent among schools in its districts by means of good reporting.

Goal Components Figure 76 (The factors considered in determining the How States are Faring on Equitable Distribution states' rating for the goal.) 0 **Best Practice States** The state should make the following data publicly available 0 States Meet Goal 1. An index for each school that includes factors associated with teacher quality, such as: 0 States Nearly Meet Goal ■ teachers' average SAT or ACT scores; 6 the percentage of teachers failing basic skills States Partly Meet Goal licensure test at least once; Connecticut, New Jersey, New York, ■ the percentage of teachers on emergency North Carolina, Rhode Island, South Carolina credentials; average selectivity of teachers' undergraduate **34** States Meet a Small Part of Goal colleges; and Alabama, Alaska, Arkansas, California, the percentage of new teachers; Colorado, Delaware, District of Columbia, Florida, Georgia, Hawaii, Illinois, Indiana, 2. The percentage of highly qualified teachers, Kansas, Kentucky, Louisiana, Maine, disaggregated both by individual school and by Maryland, Massachusetts, Minnesota, teaching area; Mississippi, Missouri, Montana, Nebraska, Nevada, New Mexico, Ohio, Oregon, 3. The annual teacher absenteeism rate reported South Dakota, Tennessee, Texas, Virginia, for the previous three years, disaggregated by Washington, West Virginia, Wisconsin individual school: 11 States Do Not Meet Goal 4. The average teacher turnover rate for the previous Arizona, Idaho, Iowa, Michigan, three years, disaggregated by individual school, New Hampshire, North Dakota, by district and by reasons that teachers leave. Oklahoma, Pennsylvania, Utah, Vermont, WYOMING Rationale See appendix for detailed rationale. Distribution data should show more than just teachers' years of experience and highly qualified status.

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

SUPPORTING RESEARCH

Area 3: Goal F Wyoming Analysis

State Does Not Meet Goal

ANALYSIS

Comprehensive reporting may be the state's most important role for ensuring the equitable distribution of teachers among schools. Wyoming does not report school-level data that can help support the equitable distribution of teacher talent.

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

Wyoming does report on the percentage of highly qualified teacher in high- and low-poverty schools for each district, and these data are included in Wyoming's Equity Plan published in February 2007. In August 2008, the state did report on the distribution of highly qualified teachers in high- and low-poverty schools and high- and low-minority schools statewide. However, the state does not provide the percentage of highly qualified teachers at the school level.

SUPPORTING RESEARCH

Wyoming's Equity Plan http://www.ed.gov/programs/ teacherqual/hqtplans/wyep.doc

RECOMMENDATION

Wyoming does not meet this goal. The state should expand its data collection and reporting efforts to include other areas that would shine a light on the distribution of teachers both across and within districts. Individual school report cards should include an index of teacher quality with such data as teachers' average SAT or ACT scores, the percentage of teachers failing basic skills licensure tests at least once, the percentage of teachers on emergency credentials, the selectivity of teachers' undergraduate colleges and the percentage of new teachers. School report cards should also include the percentage of highly qualified teachers and teacher absenteeism and turnover rates. These data can be used to address issues of staff quality and stability. Providing comparative data for schools with similar poverty and minority populations would yield an even more comprehensive picture of gaps in the equitable distribution of teachers.

WYOMING RESPONSE TO ANALYSIS

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

Figure 77

Does **Wyoming** publicly report school-level data about teachers?

An index for each school that includes factors associated with teacher quality	NO
Percentage of teachers on emergency credentials ¹	NO
Percentage of new teachers ¹	NO
Percentage of highly qualified teachers	NO
Annual turnover rate	NO
Teacher absenteeism rate	NO

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

Figure 78		*	/	1 1	/ /	1 1	
Do statos publichu	An index for indudes for each c.	Percentage of tages	5	Percentage of high	lified		
Do states publicly	Ì	Percentage of teach	alsi	, each	W qua	leacher absenteeign	'' rate
report school-level	eact	Percentage of teach	cdent	high f	Annual tumover	teeis,	
data about teachers?	tex fo. S face	Cher Cher		gge o	nun	absen	
	4n in Clude H	erger, rea	Centa	rcent chers	nual t	Icher.	
	, ii ii			Lea tea	_ ⁴	<u>ب</u> ب	
Alabama							
Alaska							
Arizona Arkansas							
California							
Colorado							
Connecticut							
Delaware							
District of Columbia							
Florida							
Georgia							
Hawaii							
Idaho							
Illinois Indiana							
Indiana							
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							
Texas							
Utah							
Vermont							
Virginia							
Washington							
West Virginia							
Wisconsin WYOMING							
WI OF III O							
	0	18	10	39	7	5	

Examples of Best Practice 1

No state has an outstanding record when it comes to public reporting of teacher data that can help to ameliorate inequities in teacher quality. However, Connecticut, New Jersey, New York, North Carolina, Rhode Island and South Carolina report more school-level data than other states. Each of these states reports four of the five following factors at the school level: the percentage of teachers on emergency credentials, the percentage of new teachers, the percentage of highly qualified teachers, the annual absenteeism rate and the average teacher turnover rate.

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

Area 4: Retaining Effective Teachers

Goal A – Induction

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

Goal Components

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

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

Rationale

- See appendix for detailed rationale. ►
- Too many new teachers are left to "sink or swim" when they begin teaching.
- Vague requirements simply to provide mentoring are insufficient.
- New teachers in high-needs schools particularly need quality mentoring.

SUPPORTING RESEARCH

Figure	e 79	
How	Stat	es are Faring on Induction
*	1	Best Practice State South Carolina
•	9	States Meet Goal Alabama, Arkansas, Indiana, Kentucky, Louisiana, Massachusetts, New Jersey, North Carolina, West Virginia
•	15	States Nearly Meet Goal California, Colorado, Delaware, Iowa, Kansas, Maine, Michigan, Mississippi, Missouri, Nebraska, New York, Oklahoma, Rhode Island, Utah, Virginia
•	10	States Partly Meet Goal Alaska, Arizona, Illinois, Maryland, New Mexico, Ohio, Pennsylvania, Tennessee, Washington, Wisconsin
•	7	States Meet a Small Part of Goal Florida, Hawaii, Idaho, Montana, North Dakota, South Dakota, Texas
0	9	States Do Not Meet Goal Connecticut, District of Columbia, Georgia, Minnesota, Nevada, New Hampshire, Oregon, Vermont, WYOMING

Area 4: Goal A Wyoming Analysis

State Does Not Meet Goal

ANALYSIS

Wyoming does not require a mentoring program or any other induction support for its new teachers.

RECOMMENDATION

Wyoming does not meet this goal. The state should require that new teachers are provided with a highquality mentoring experience. To ensure that provided support is meaningful, Wyoming should require induction strategies that can be successfully implemented, even in poorly managed schools, such as intensive mentoring, seminars appropriate to grade level or subject area, a reduced teaching load and/or frequent release time to observe other teachers.

WYOMING RESPONSE TO ANALYSIS

Wyoming recognized the factual accuracy of our analysis and agreed that the state does not require a mentoring program as described by NCTQ. However, the state commented that many school districts have developed and implemented effective mentoring programs. The state funds Instructional Facilitators in each district; those educators are charged with coaching and mentoring in specific content areas in order to improve instruction that facilitates improved student learning.

Figure 80

Does **Wyoming** policy articulate the elements of an effective induction program?

Mentoring for all new teachers	NO
Mentoring of sufficient frequency and duration	NO
Mentoring provided at beginning of school year	NO
Careful selection of mentors	NO
Mentors must be trained	NO
Mentors must be evaluated	NO
Mentor is compensated	NO
Use of a variety of effective induction strategies	NO

Examples of Best Practice

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

Figure 81





Figure 82		1	1
Statistics of the second s	hat	Limited weak induction	/
Do states have policies to	~	luctio	
articulate the elements of	of	k ind	tion
effective induction?	ction	(mea)	nduc
	indu	lited	il Buc
	No induction	/ Tim	Strong induction
Alabama			
Alaska			
Arizona			
Arkansas			
California			_
Colorado			
Connecticut			
Delaware District of Columbia			
Florida			
Georgia			
Hawaii			
Idaho			
Illinois			
Indiana			
lowa			
Kansas			
Kentucky			
Louisiana			
Maine			
Maryland			
Massachusetts			
Michigan			
Minnesota			
Mississippi			
Missouri			
Montana Nebraska			
Nebraska Nevada			
New Hampshire			
New Jersey			
New Mexico			
New York			
North Carolina			
North Dakota			
Ohio			
Oklahoma			
Oregon			
Pennsylvania			
Rhode Island			
South Carolina			
South Dakota			
Tennessee			
Texas			
Utah			
Vermont			
Virginia			
Washington			
West Virginia			
Wisconsin WYOMING			
WIOMINU			
	10	16	25

Area 4: Retaining Effective Teachers

Goal B – Pay Scales

The state should give local districts full authority for pay scales, eliminating potential barriers such as state salary schedules and other regulations that control how districts pay teachers.

Figure 83 How States are Faring in Pay Scales **Best Practice States**

- 0 States Meet Goal
- 1 State Nearly Meets Goal Minnesota
- **30** States Partly Meet Goal Alaska, Arizona, California, Colorado, Connecticut, District of Columbia, Florida, Idaho, Iowa, Kansas, Maine, Maryland, Massachusetts, Michigan, Montana, Nebraska, Nevada, New Hampshire, New Jersey, New Mexico, New York, North Dakota, Oregon, Pennsylvania, South Dakota, Utah, Vermont, Virginia, Wisconsin, WYOMING
 - 3 States Meet a Small Part of Goal Illinois, Rhode Island, Texas
 - 17 States Do Not Meet Goal Alabama, Arkansas, Delaware, Georgia, Hawaii, Indiana, Kentucky, Louisiana, Mississippi, Missouri, North Carolina, Ohio, Oklahoma, South Carolina, Tennessee, Washington, West Virginia

Goal Components

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

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

Rationale

- See appendix for detailed rationale.
- Compensation reform can be accomplished within the context of local control.
- There is an important difference between a state's setting the minimum teacher salary and setting a salary schedule.

SUPPORTING RESEARCH

Area 4: Goal B Wyoming Analysis

State Partly Meets Goal

ANALYSIS

Wyoming gives local districts the authority for pay scales, eliminating barriers such as state salary schedules and other regulations that control how districts pay teachers.

SUPPORTING RESEARCH

Wyoming Statutes 21-3-110(A)

RECOMMENDATION

Wyoming meets this goal in part. Although the state is commended for not requiring districts to adhere to a state-dictated salary schedule, it should articulate policies that definitively discourage districts from tying compensation to advanced degrees or assuming teachers with the most experience are the most effective. Such policies would ensure that the highest steps on the pay scales are not determined solely by seniority.

WYOMING RESPONSE TO ANALYSIS

Wyoming recognized the factual accuracy of our analysis.

What role does the state play in deciding teacher pay rates?

teacher pay rates?	imum	□ Sets minimum	ll auth 5
	ts min edule	mini	istrici
	Sch	Sets	
Alabama			
Alaska			
Arizona			
Arkansas			
California			
Colorado ¹			-
Connecticut Delaware			
District of Columbia			
Florida			-
Georgia			
Hawaii	-		
Idaho			
Illinois			
Indiana			
lowa			
Kansas			
Kentucky			
Louisiana	-		
Maine			
Maryland			
Massachusetts			
Michigan			
Minnesota			
Mississippi			
Missouri			
Montana			
Nebraska			
Nevada			
New Hampshire			
New Jersey			
New Mexico			
New York			
North Carolina			
North Dakota			
Ohio			
Oklahoma			
Oregon			
Pennsylvania			
Rhode Island ²			
South Carolina			
South Dakota			
Tennessee			
Texas			
Utah			
Vermont			
Virginia			
Washington			
West Virginia			
Wisconsin			
WYOMING			
	17	9	25

n salary Valary hority

Examples of Best Practice

Unfortunately, no state meets this goal. Twenty-five states do not require districts to adhere to salary schedules or minimum salary requirements, giving them full control of teacher pay rate. Although no state has articulated a policy that discourages tying compensation to advanced degrees or basing salary solely on years of experience, **Minnesota's** Quality Compensation for Teachers program is on the right track. Q Comp requirements prevent participating districts' local salary schedules from tying compensation primarily to factors that do not correlate with teacher effectiveness, while still allowing districts the flexibility to establish their own pay system and policies.

Figure 85

What role does the state play in deciding teacher pay rates?



Figure 84

 Colorado gives districts option of a salary schedule, a performance pay policy or a combination of both.

2 Rhode Island requires that local district salary schedules are based on years of service, experience and training.

Do states require districts to pay more to teachers who have earned advanced degrees?

	Yes	No
Alabama		
Alaska		
Arizona		
Arkansas		
California		
Colorado ¹		
Connecticut		
Delaware		
District of Columbia		
Florida		
Georgia		
Hawaii		
Idaho ²		
Illinois		
Indiana		
lowa		
Kansas		
Kentucky		
Louisiana		
Maine		
Maryland		
Massachusetts		
Michigan		
Minnesota		
Mississippi		
Missouri		
Montana		
Nebraska		
Nevada		
New Hampshire		
New Jersey		
New Mexico		
New York		
North Carolina		
North Dakota		
Ohio		
Oklahoma		
Oregon		
Pennsylvania		
Rhode Island ³		
South Carolina		
South Dakota		
Tennessee		
Texas		
Utah		
Vermont		
Virginia		
Washington		
West Virginia		
Wisconsin		
WYOMING		
	18	33

Figure 86

- 1 If Colorado districts choose to have salary schedules, one variable must be teacher's education.
- 2 Idaho refers to "education index" in district-determined schedules.
- 3 Rhode Island requires local district salary schedules to include teacher "training."

Area 4: Retaining Effective Teachers

Goal C – Retention Pay

The state should support retention pay, such as significant boosts in salary after tenure is awarded, for effective teachers.



Goal Components

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

- 1. The state should encourage districts to provide a significant pay increase to teachers awarded tenure, provided tenure is based on sufficient data to determine effectiveness.
- The state should not support longevity bonuses, which are awarded at the end of teachers' careers and do not provide effective retention strategies.

Rationale

- See appendix for detailed rationale.
- Connecting additional compensation to the awarding of tenure would add to its significance and improve teacher retention.

SUPPORTING RESEARCH

 Research citations to support this goal are available at www.nctq.org/stpy/citations.

Examples of Best Practice

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

Area 4: Goal C Wyoming Analysis

State Does Not Meet Goal

ANALYSIS

Wyoming does not support retention pay for effective teachers, such as significant boosts in salary after tenure is awarded. It is up to local districts to determine salary schedules and/or policies.

SUPPORTING RESEARCH

Wyoming Statutes 21-3-110(A)

RECOMMENDATION

Wyoming does not meet this goal. The state should encourage local districts to provide a significant pay increase to teachers awarded tenure, provided tenure is based on sufficient data to determine effectiveness. Offering financial incentives for classroom performance is a valuable tool for keeping effective new teachers in the school system, rather than more commonly employed incentives such as longevity bonuses, which are awarded toward the end of teachers' careers and are not connected to teachers' effectiveness.

WYOMING RESPONSE TO ANALYSIS

Wyoming recognized the factual accuracy of our analysis. Wyoming also pointed out that state support of retention pay for teachers is not policy, but it is encouraged by the state. Districts are encouraged to develop and implement policies and process for providing retention pay for effective teachers.

Area 4: Retaining Effective Teachers

Goal D – Compensation for Prior Work Experience

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



Goal Components

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

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

Rationale

- See appendix for detailed rationale.
- Districts should be allowed to pay new teachers with relevant work experience more than other new teachers.

SUPPORTING RESEARCH

Area 4: Goal D Wyoming Analysis

O State Does Not Meet Goal

ANALYSIS

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

RECOMMENDATION

Wyoming does not meet this goal. The state should encourage local school districts to compensate new teachers with relevant prior work experience through mechanisms such as starting these new teachers at an advanced step on the pay scale.

WYOMING RESPONSE TO ANALYSIS

Wyoming recognized the factual accuracy of our analysis.

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



Examples of Best Practice

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

1 California, Delaware, Georgia, North Carolina, Texas and Washington

Area 4: Retaining Effective Teachers

Goal E – Differential Pay

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

Goal Components

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

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

Rationale

- See appendix for detailed rationale.
- States should take the lead in addressing chronic shortages and needs.

SUPPORTING RESEARCH

Figure	90	
How	State	es are Faring on Differential Pay
*	1	Best Practice State Georgia
•	15	States Meet Goal Arkansas, California, Florida, Hawaii, Kentucky, Louisiana, Massachusetts, Nevada, New York, Ohio, Oklahoma, Tennessee, Texas, Virginia, WYOMING
•	3	States Nearly Meet Goal Maryland, Pennsylvania, Washington
•	5	States Partly Meet Goal Colorado, Iowa, North Carolina, Utah, Wisconsin
•	9	States Meet a Small Part of Goal Connecticut, Illinois, Mississippi, Montana, Nebraska, Oregon, South Carolina, South Dakota, Vermont
0	18	States Do Not Meet Goal Alabama, Alaska, Arizona, Delaware, District of Columbia, Idaho, Indiana, Kansas, Maine, Michigan, Minnesota, Missouri, New Hampshire, New Jersey, New Mexico, North Dakota, Rhode Island, West Virginia

Area 4: Goal E Wyoming Analysis

State Meets Goal

ANALYSIS

Wyoming supports differential pay by which a teacher can earn additional compensation by teaching certain subjects. In its most recent Wyoming Consolidated Grant Manual for 2007-2008, the state provides grants to local districts to help them recruit highly qualified teachers "by offering scholarships, signing bonuses, or other differential pay in academic subjects in which there exists a shortage of highly qualified teachers."

Wyoming also supports differential pay for those teaching in high-needs schools by allowing districts to offer additional compensation "to a teacher as necessary to employ teachers...at locations which because of their unique circumstances require additional pay."

In addition, teachers who are National Board Certified are eligible to receive a \$4,000 annual salary supplement, but this differential pay is not tied to high-needs schools or subject-area shortages.

SUPPORTING RESEARCH

Wyoming Consolidated Grant Manual 2007-2008 http:// www.k12.wy.us/FP/congrant/congrant_manual.pdf Wyoming Statutes 21-13-324 http://legisweb.state. wy.us/statutes/statutes.aspx?file=titles/Title21/ T21CH13AR3.htm

National Board for Professional Teaching Standards Wyoming Profile http://www.nbpts.org/resources/ state_local_information/WY

RECOMMENDATION

Wyoming meets this goal. The state is commended for supporting differential pay initiatives to link compensation more closely with district needs and to achieve a more equitable distribution of teachers.

WYOMING RESPONSE TO ANALYSIS

Wyoming recognized the factual accuracy of our analysis.

***** Examples of Best Practice

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

Figure 91

- 1 Connecticut offers mortgage assistance and incentives to retired teachers.
- 2 Maryland offers tuition reimbursement for retraining in the areas of mathematics and science, if the teacher agrees to teach in the public school system for at least two years following certification. It also offers a stipend to alternative route candidates who agree to teach math, science or special education in a public school for at least three years.
- 3 South Dakota offers scholarships and signing bonuses.

Figure 91					
Do states provide		HIGH-NEED SCHOOLS		HORTAGE	
incentives to teach in					
high-needs schools or		Pay	Pay	enes	
	entia	orgi	entia	orgi	hod
shortage subject areas?	Differentia	Ved nor logiceness	Differential Pay	oan f	No support
Alabama				□ Loan forgiveness	
Alaska					
Arizona					
Arkansas					
California					
Colorado					
Connecticut ¹					
Delaware					
District of Columbia					
Florida					
Georgia					
Hawaii					
Idaho					
Illinois					
Indiana					
lowa					
Kansas					
Kentucky	-				
Louisiana					
Maine					
Maryland ² 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 ³					
Tennessee					
Texas					
Utah					
Vermont					
Virginia Washington					
Washington West Virginia					
Wisconsin					
WYOMING					
		-			
	21	8	20	9	18

Area 4: Retaining Effective Teachers

Goal F – Performance Pay

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



Goal Components

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

- 1. The state should support performance pay efforts, rewarding teachers for their effective-ness in the classroom.
- The state should allow districts flexibility to define the criteria for performance pay; however, the state should ensure that districts' criteria are connected to evidence of student achievement.
- 3. Any performance pay plan should allow for the participation of all teachers, not just those with students who take standardized tests.

Rationale

- See appendix for detailed rationale.
- Performance pay is an important retention strategy.
- States should set guidelines for districts to ensure that plans are fair and sound.

SUPPORTING RESEARCH
Area 4: Goal F Wyoming Analysis

State Does Not Meet Goal

ANALYSIS

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

RECOMMENDATION

Wyoming does not meet this goal. The state should consider awarding teachers for their effectiveness by supporting a performance pay plan, which can be implemented at either the state or local level. However, to ensure its success, the state is encouraged to proceed with caution when implementing such a plan, as criteria must be developed with careful consideration of the available data and subsequent issues of fairness. The state may want to consider piloting a performance pay plan in a select number of school districts. This would provide an opportunity to discover and correct any limitation in available data or methodology before implementing the plan on a wider scale. Of critical importance is that criteria thoughtfully measure classroom performance and connect student achievement to teacher effectiveness.

WYOMING RESPONSE TO ANALYSIS

Wyoming recognized the factual accuracy of our analysis. The state added that it supports the concept of performance pay but has not developed relevant policies. A few districts in the state are working to develop systems for performance pay.

Figure 93			/	HARACTERISTICS
Do states support			/	OF DDOCDAM
performance pay?	Supports performance pay	- /	Comects performance pay to evidence of ance Student achience of	1
performance pay.	nance	Does not support	orma,	Line of teachers
	erforn	ed as	S pert dence	I teac
	orts p	s not iman	Thect to ev	toal
	Supp	Doe	Co Day Stude	Oper
Alabama				
Alaska ¹				
Arizona				
Arkansas				
California ²				
Colorado				
Connecticut				
Delaware				
District of Columbia				
Florida				
Georgia				
Hawaii				
Idaho Illinois				
Illinois Indiana				
lowa				
lowa Kansas				
Kentucky				
Louisiana	-			
Maine				
Maryland				
Massachusetts				
Michigan				
Minnesota				
Mississippi				
Missouri				
Montana				
Nebraska				
Nevada				
New Hampshire				
New Jersey				
New Mexico				
New York				
North Carolina				
North Dakota				
Ohio ¹				
Oklahoma				
Oregon Pennsylvania				
Rhode Island				
South Carolina				
South Dakota ¹				
Tennessee				
Texas				1000
Utah				
Vermont				
Virginia				
Washington				
West Virginia				
Wisconsin				
WYOMING				
	19	32	16	14

🛖 Examples of Best Practice

Tennessee requires differentiated pay plans, which may include performance pay. If districts choose to include a performance pay component, it must be based on student achievement gains and be criterionbased so that all teachers meeting the standard, not just those with students who take standardized tests, are eligible for the reward. Although the state does not indicate specific incentive amounts, it requires that the award be significant enough to make a difference to teachers.

Figure 93 1 Alaska, Ohio and South Dakota fund pilot programs.

² California only offers incentives to teachers in underachieving schools.

Area 4: Retaining Effective Teachers

Goal G – Pension Sustainability

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

Goal Components

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

- 1. The state should ensure that its pension system is financially sustainable. The system should not have excessive unfunded liabilities or an inappropriately long amortization period.
- 2. Mandatory employee and employer contribution rates should not be unreasonably high. Excessively high employee contribution rates reduce teachers' paychecks, while excessive employer contributions commit district resources that could otherwise be spent on salaries or incentives.

Rationale

- See appendix for detailed rationale.
- Many states' pension systems are based on promises they cannot afford to keep.
- Pension plans disadvantage teachers early in their careers by overcommitting employer resources to retirement benefits.

SUPPORTING RESEARCH

Research citations to support this goal are available at www.nctq.org/stpy/citations.

Figure 94

How States are Faring on Pension Sustainability



Delaware, New York, Wisconsin

- District of Columbia, North Carolina, South Dakota, Tennessee
- 11 States Nearly Meet Goal Florida, Idaho, Maryland, Nebraska, Oregon, Pennsylvania, Texas, Utah, Vermont, Washington, WYOMING
- 16 States Partly Meet Goal Alabama, Alaska, Arizona, Arkansas, California, Georgia, Iowa, Kansas, Massachusetts, Michigan, Minnesota, Missouri, Montana, Nevada, New Jersey,
- 15 States Meet a Small Part of Goal Colorado, Connecticut, Hawaii, Illinois, Kentucky, Louisiana, Maine, Mississippi, New Hampshire, North Dakota, Ohio, Oklahoma, Rhode Island, South Carolina, West Virginia
 - States Do Not Meet Goal Indiana, New Mexico

Area 4: Goal G Wyoming Analysis

State Nearly Meets Goal

ANALYSIS

As of January 1, 2009, the most recent date for which an actuarial valuation is available), Wyoming's pension system for teachers is 79 percent funded and has a 30year amortization period. This means that it would take the state 30 years to pay off its unfunded liabilities. While less than ideal, Wyoming's system is financially sustainable according to actuarial benchmarks.

Wyoming does not commit excessive resources toward its teachers' retirement system. The mandatory employee contribution rate to the defined benefit plan is 5.68 percent, and the current employer contribution rate is 5.57 percent. Both of these rates are reasonable, considering that teachers and local districts are also contributing to Social Security.

SUPPORTING RESEARCH

http://retirement.state.wy.us/ret1.asp#CAFR www.publicfundsurvey.org

RECOMMENDATION

Wyoming nearly meets this goal. The state is commended for providing a financially sustainable system without committing excessive resources; however, the state would be better off if its system was over 95 percent funded to allow more protection during financial downturns.

WYOMING RESPONSE TO ANALYSIS

Wyoming was helpful in providing NCTQ with facts that enhanced our analysis. The state noted that a plan's funding ratio can change dramatically from year to year, particularly in times of volatile investment returns or when benefits are enriched. Primarily because of negative investment returns, the January 2009 valuation was noticeably down. As assets rebound, the funding ratio should improve. The state further noted that the combined contribution rate of 11.25 percent has become inadequate to fully support the obligations of the plan. An adequate contribution rate should cover the normal costs, make an amortization payment on any unfunded liability and provide for administrative costs. The state's analysis shows the contribution rate would need to be increased by 2.87 percent annually to be adequate.

Wyoming questioned the need to set a goal regarding the level of resources used to fund retirement benefits. According to a study by the National Institute on Retirement Security, on average 79 cents of every dollar paid in pension benefits comes from investment returns. In 2008, the Wyoming Retirement System (WRS) received \$235 million in contributions to the pension plans; those contributions are invested with a longterm strategy to pre-fund future benefits. According to the same study, every dollar in contributions received by WRS translates into \$9.90 in total economic output in Wyoming.

LAST WORD

NCTQ agrees that funds can have great volatility and commends Wyoming for having a system funded well enough, that, even with the current financial market, it almost reaches the 80 percent minimum funding standard.

NCTQ further notes that even with a 2.87 percent increase, Wyoming's contributions would remain reasonable.

As to the state's point about the need for this goal, it is important to see how much money a state must put in to sustain its system, regardless of how pension benefits are paid. Every dollar spent in the system is one dollar that could have been spent in a different way in the Wyoming economy and would translate into different amounts of economic output. In addition, although not an issue for Wyoming, the worrisome levels of unfunded liabilities carried by some states certainly call into question the resources used to fund retirement benefits.

Pension glossary

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Are state pension systems financially sustainable?



	At le	/	Ma) Olup
Alabama			
Alaska			
Arizona			
Arkansas			
California			
Colorado			
Connecticut			
Delaware			
District of Columbia			
Florida			
Georgia			
Hawaii			
Idaho			
Illinois			
Indiana			
lowa			
Kansas			
Kentucky			
Louisiana			
Maine			
Maryland			
Massachusetts			
Michigan			
Minnesota			
Mississippi			
Missouri			
Montana			
Nebraska			
Nevada			
New Hampshire			
New Jersey			
New Mexico			
New York			
North Carolina			
North Dakota			
Ohio ¹			
Oklahoma			
Oregon			
Pennsylvania			
Rhode Island			
South Carolina			
South Dakota			
Tennessee			
Texas			
Utah			
Vermont			
Virginia			
Washington			
West Virginia			
Wisconsin			
WYOMING ¹			
	31		37

🔶 Examples of Best Practice

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

Figure 97 Are state pension systems financially sustainable?



Figure 96

¹ According to the most recent valuations, Ohio and Wyoming are 79 percent funded.

How well funded are state pension systems

Figure 98	
Real Rate	of Return

The pension system funding levels presented in Goal 4-G are based on each state's individual actuarial valuation, which use a series of varying assumptions. One of these assumptions concerns rate of return, which greatly affects a system's funding level. If investment returns fall short of assumptions, the fund will have a deficit; if returns are greater than expected, the fund will have a surplus. Higher assumed rates involve more risk, while rates closer to inflation (typically in the 3-5 percent range) are safer.

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

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

state pension systems?	,			
,	Below 60%	1	1	1
	60%	60.79%	80.94%	95. 700%
	Seloy	20.2	\$0 [.] 6	95-11
Alabama				
Alaska				
Arizona				
Arkansas				
California				
Colorado				
Connecticut				
Delaware				
District of Columbia				
Florida				
Georgia				
Hawaii				
Idaho				
Illinois				
Indiana				
lowa				
Kansas				
Kentucky				
Louisiana				
Maine				
Maryland				
Massachusetts				
Michigan				
Minnesota				
Mississippi				
Missouri			_	
Montana			_	
Nebraska				
Nevada		-		
New Hampshire				
New Jersey				
New Mexico New York				
North Carolina North Dakota				
Ohio				
Oklahoma				
Oregon				
Pennsylvania				
Rhode Island				
South Carolina				
South Dakota				
Tennessee				
Texas				
Utah				
Vermont				
Virginia				
Washington				
West Virginia				
Wisconsin				
WYOMING				
	-	17	10	11
	5	17	18	11

Figure 100

What is a reasonable rate for pension contributions?

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

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

Sources:

http://www.schwab.com/public/schwab/planning/retirement/saving/strategies?cmsid=P-990053&lvl1=planning&lvl2=retirement&

https://personal.vanguard.com/us/planningeducation/retirement/PEdRetInvHowMuchToSaveContent. jsp#early

Figure 101

1 The employer contribution rate includes the contributions of both school districts and state governments, where appropriate.

- 2 Some school districts in Georgia do not contribute to Social Security.
- 3 The employer contribution to the defined benefit plan is 15 percent for employees hired prior to July 1, 2005.

What are the current empl	loyer¹ contributi	on rates to
state pension systems?		

Employer contribution rate						
Social Security (+6.2%)	0%	5%	10%	15%	20%	25%
					1	
Alabama						
Alaska						
Arizona						
Arkansas						
California						
Colorado						
Connecticut						
Delaware						
District of Columbia						
Florida						
Georgia ²						
Hawaii						
Idaho						
Illinois			By T			
Indiana						
lowa						
Kansas						
Kentucky						
Louisiana				_		
Maine					1.00	
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						
Texas					-	
Utah						
Vermont						
Virginia						
Washington						
West Virginia ³						
Wisconsin						
WYOMING						

Do states require excessive contributions to their pension systems?



Figure 103

How much do state pension systems require teachers to contribute?

Employee contribution rate						
Social Security (+6.2%)	0%	5%	10%	15%	20%	25%
Alabama				1	1	
Alaska						
Arizona						
Arkansas						
California						
Colorado						
Connecticut						
Delaware ¹						
District of Columbia						
Florida						
Georgia						
Hawaii						
Idaho						
Illinois						
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North Carolina						
North Dakota						
Ohio						
Oklahoma						
Oregon						
Pennsylvania						
Rhode Island						
South Carolina						
South Dakota						
Tennessee						
Texas						
Utah						
Vermont						
Virginia						
Washington ^₄						
West Virginia						
Wisconsin				1.1		
WYOMING						

Figure 103 1 There is no employee contribution for income equal to and below \$6,000.

2 The rate is 3.4 percent of pay up to \$15,000.

3 The rate is 3 percent until 10 years of service, after which there is no employee contribution.

4 The rate is 4.26 percent for the defined benefit plan. The rate varies for the defined contribution plan with a minimum of 5 percent.

Area 4: Retaining Effective Teachers

Goal H – Pension Flexibility

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

Figure 104 How States are Faring on Pension Flexibility **Best Practice States** States Meet Goal 2 Alaska, South Dakota 4 States Nearly Meet Goal California, Ohio, South Carolina, Virginia **19** States Partly Meet Goal Alabama, Arizona, Colorado, Florida, Idaho, Indiana, Iowa, Kansas, Maine, Michigan, Minnesota, Nebraska, New Jersey, Oregon, Utah, Vermont, Washington, Wisconsin, WYOMING 14 States Meet a Small Part of Goal Connecticut, Delaware, Hawaii, Illinois, Kentucky, Louisiana, Maryland, Mississippi, Missouri, New York, North Dakota, Oklahoma, Pennsylvania, Tennessee 12 States Do Not Meet Goal Arkansas, District of Columbia, Georgia, Massachusetts, Montana, Nevada, New Hampshire, New Mexico, North Carolina, Rhode Island, Texas, West Virginia

Goal Components

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

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

Rationale

- See appendix for detailed rationale.
- Anachronistic features of teacher pension plans disadvantage teachers early in their careers.

SUPPORTING RESEARCH

 Research citations to support this goal are available at www.nctq.org/stpy/citations.

Area 4: Goal H Wyoming Analysis

State Partly Meets Goal

ANALYSIS

Wyoming does not offer a fully portable pension plan, such as a defined contribution plan, as an option for a teacher's mandatory pension plan. The only mandatory plan available to a teacher is a defined benefit plan. However, teachers in Wyoming also participate in Social Security, so they must contribute to the state's defined benefit plan in addition to their Social Security contributions. Although retirement savings in addition to Social Security are good and necessary for most individuals, the state's policy results in mandated contributions to two inflexible plans, rather than permitting teachers options for their state-provided savings plans.

Wyoming is commended for offering an optional supplementary defined contribution plan, known as the WRS Deferred Compensation 457 Plan. However, teachers are only able to participate if their employer offers the plan. Contributions are invested according to each teacher's direction, and teachers are not taxed on any investment gains until funds are withdrawn. Local districts are not required to provide an employer matching contribution. Because of their low mandatory employee contribution to the defined benefit plan (see Goal 4-G), teachers should be able to contribute meaningfully to the optional defined contribution plan.

Vesting affects defined benefit plans' portability and flexibility because it guarantees a teacher's eligibility to receive lifetime monthly benefit payments and be fully entitled to all other additional benefits. When vested teachers stop working in a particular system, they may leave their funds in the system and later receive benefits when they reach the defined retirement age, or they may withdraw some or all of the funds according to the plan's guidelines. Nonvested teachers may only withdraw funds; they may not receive retirement benefits. Wyoming's defined benefit plan does not vest until year four. Teachers who withdraw their funds when they stop teaching in Wyoming only receive their contributions plus interest. This means that teachers who withdraw their funds accrue no benefits beyond what they might have earned had they simply put their contributions in basic savings accounts. Furthermore, teachers who remain in the field of education but enter another pension plan (such as in another state) will find it difficult to purchase the time equivalent to their prior employment in the new system because they are not entitled to any employer contribution.

The ability to purchase time is important because defined benefit plans' retirement eligibility and benefit payments are often tied to the number of years a teacher has worked. Wyoming's plan allows only vested teachers to purchase service. They may only make a one-time purchase of up to five years, and they may not make additional purchases for previous work experience or approved leaves of absence. Not only are these provisions a severe disadvantage to those who move to Wyoming with more teaching experience, but they are also a disadvantage to any teacher who needs to take a leave for maternity or paternity care (common for teachers at the beginning of their careers), or for other personal reasons.

SUPPORTING RESEARCH

http://retirement.state.wy.us/pdfs/retireguide.pdf

RECOMMENDATION

Wyoming meets this goal in part. Although the state does offer an optional defined contribution plan, it is not necessarily available to all teachers and there is no required employer contribution. The portability of defined contribution plans is attractive to an increasingly mobile teacher workforce, and the low mandatory contribution rates to the defined benefit plan may allow teachers and local districts to meaningfully contribute to the defined contribution plan. The state should look at ways to increase teachers' access to this plan. If Wyoming maintains its defined benefit plan, it should consider allowing vesting at year three instead of year four.

Because purchasing time can be structured as generally cost neutral to the fund, teachers should be allowed to transfer unlimited time from previous teaching experience, and this purchase should be allowed on the first day of employment in the new school system. The state's plan should also allow teachers to purchase time for leaves of absence such as parental leaves, and payment should be allowed at the time of leave without requiring interest.

WYOMING RESPONSE TO ANALYSIS

Wyoming asserted that because more than 600 public employers in Wyoming participate in the WRS Public Employee Pension Plan, it is very portable within Wyoming. Members can move between employment with any of the 48 school districts, as well as most municipalities or the state of Wyoming, without interrupting the accumulation of pension benefits. There is every indication that the school district employees of Wyoming strongly support the plan design of retirement benefits available to them. Specifically, those benefits are primarily a defined benefit plan and a supplementary defined contribution vehicles. The state also noted that 45 of the 49 school districts currently participate in the WRS Deferred Compensation 457 Plan.

Wyoming contended that NCTQ's criterion of a three year vesting period as the optimal vesting period appears unsupported. The source for this criterion should be included in the analysis. A four- or five-year vesting period would be considered typical by most.

In addition, Wyoming asserted that the employer contribution is not refundable to members taking lump sum distributions. By not allowing these contributions to "leak" out of the system, this feature of the plan design benefits the employers as a whole by reducing the employer contributions required.

Finally, the state indicated that service purchase provisions have been made more lenient in recent years. The limitations on the service purchase provision serve to protect the financial strength of the plan and increase the ability of WRS to ensure that any individual purchasing time in the pension plan will fully pay the cost of the increased benefit and/or earlier eligibility. It is imperative that other members of the plan not inadvertently subsidize increases resulting from a service purchase.

LAST WORD

NCTQ acknowledges that the system is portable within Wyoming, but portability across state lines is still valued by many individuals. While the state believes that "every indication" shows that employees support the current system, it does not provide evidence. Furthermore, current employee support does not mean that some employees would not value the option of a more portable plan, or that a different plan may attract new employees that do not "strongly support" the current system.

While it is certainly commendable that so many school districts in the state offer supplementary defined contribution plans, this does not substitute for a statewide option. Teachers and districts are still mandated to send their contributions to the defined benefit system.

A plan would be the most portable if vesting was immediate for all employees. However, within a traditional defined benefit system, immediate vesting may be too burdensome. Four or five years may be considered typical, but that does not mean it is the best for all teachers. Three years was chosen, with advice from independent experts, to provide portability to most teachers, without creating excessive paperwork for state offices.

Allowing employees to withdraw their employer contributions should not be considered a "leak," since the money is remaining with employees that served the system. It is a fair and neutral way to increase portability. The current format saves money for employers at the expense of mobile employees.

Figure 105		Defined benefit plan with optional defined plan with supplemental plan contribution	tion	Choice of defined benefit	5
What type of pension	Defined benefit plan	n wi	5	hefi	neja u
systems do states of	fer 🖉	t pla		ed be	utio
teachers?	efit,	enef Sfine		tefin	Intrij
teachers.	¹ ber	ed b Nal de Thent	Plan	t con	and co
	fine	Defin Defin	brid	hoice	efin,
	مّ /	2007	Hybrid plan i	0.g	Defined contribution
Alabama					
Alaska					
Arizona Arkansas					
Arkansas California			2		
Colorado					
Connecticut					
Delaware					
District of Columbia					
Florida					
Georgia					
Hawaii					
Idaho					
Illinois					
Indiana			2		
lowa					
Kansas					
Kentucky					
Louisiana					
Maine					
Maryland					
Massachusetts					
Michigan					
Minnesota					
Mississippi					
Missouri					
Montana					
Nebraska					
Nevada New Hampshire					
New Jersey					
New Mexico					
New York					
North Carolina					
North Dakota					
Ohio				3	
Oklahoma					
Oregon			2		
Pennsylvania					
Rhode Island					
South Carolina				2	
South Dakota					
Tennessee					
Texas					
Utah					
Vermont					
Virginia			4		
Washington			*		
West Virginia Wisconsin					
WYOMING					
WICHING					
	30	13	4	3	1



1 A hybrid plan has components of both a defined benefit plan and a defined contribution plan.

2 Supplemental defined contribution plan also offered.

3 Ohio also offers the option of a hybrid plan.

4 Washington offers a choice between a defined benefit or hybrid plan.

What type of pension systems do states offer teachers?



1 A hybrid plan has components of both a defined benefit plan and a defined contribution plan

Examples of Best Practice

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

Figure 107 How many years before teachers vest?



- ¹ California offers a hybrid plan in which teachers vest immediately in the defined contribution component and vest in the defined benefit component after five years.
- 2 Florida's defined benefit plan does not vest until year six; teachers vest in the state's defined contribution plan after one year.
- 3 Ohio's defined benefit plan does not vest until year five; teachers vest in the state's defined contribution plan after one year.
- 4 Oregon offers a hybrid plan in which teachers vest immediately in the defined contribution component and vest in the defined benefit component after five years.
- 5 South Carolina's defined benefit plan does not vest until year five; teachers vest immediately in the state's defined contribution plan.
- 6 Based on Washington's Plan 2. The state also offers a hybrid plan in which teachers vest immediately in the defined contribution component and vest in the defined benefit component after 10 years.

Figure 108				
How many years befo	ore			
teachers vest?				
]] 3 years or loc	4 to 5 years	1 5	/
	's or	Jear	6 to 9 years	10 Jears
	3 Jea	4 to 3	5 to 5	Jo Je
Alabama				
Alaska				
Arizona				
Arkansas				
California ¹ Colorado				
Connecticut				
Delaware				
District of Columbia				
Florida ²				
Georgia				
Hawaii Idaho				
Illinois				
Indiana				
lowa				
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Louisiana				
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Massachusetts				
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Minnesota				
Mississippi				
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Montana Nebraska				
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New Hampshire				
New Jersey				
New Mexico				
New York				
North Carolina				
North Dakota Ohio ³				
Oklahoma				
Oregon⁴				
Pennsylvania				
Rhode Island				
South Carolina⁵ South Dakota				
Tennessee				
Texas				
Utah				
Vermont				
Virginia				
Washington ⁶				
West Virginia Wisconsin				
WYOMING				
	3	37	2	0
	5	57	2	9

Figure 109		1	1	1	1	
		/	tion		the r	*
What funds do states perm	nit	. /	tribu	^{trion}	ploy teres	teres
teachers to withdraw fron	n Mo		trih.	ntrib	US in trib	5
their defined benefit plan	sif ន័ទ	om	Cor			
they leave after five years	Less than their own	Only their own	Their own contribution plus interest contribution	Their own contribution	Their own plus interest and full own contribution contribution plus er tion	
Alabama						
Alaska ²						
Arizona						
Arkansas						
California						
Colorado						
Connecticut						
Delaware						
District of Columbia						
Florida ³						
Georgia						
Hawaii						
Idaho Illinois						
Illinois Indiana ⁴						
lowa						
Kansas						
Kentucky						
Louisiana						
Maine						
Maryland						
Massachusetts						
Michigan						
Minnesota						
Mississippi						
Missouri						
Montana						
Nebraska						
Nevada⁵						
New Hampshire						
New Jersey New Mexico						
New York						
North Carolina						
North Dakota						
Ohio ⁶						
Oklahoma						
Oregon ⁷						
Pennsylvania						
Rhode Island						
South Carolina ⁸						
South Dakota						
Tennessee						
Texas						
Utah ⁹						
Vermont						
Virginia						
Washington ¹⁰						
West Virginia Wisconsin						
WYOMING						
WICHING						
	3	5	35	5	2	

1 States' withdrawal policies may vary depending on teachers' years of service. Year five is used as a common point of comparison.

- 2 As of July 1, 2006, Alaska only offers a defined contribution plan to new members, which allows teachers leaving the system after five years to withdraw 100 percent of the employer contribution.
- 3 Since Florida teachers do not contribute to the defined benefit plan, the only funds participants could withdraw upon leaving are those made for special circumstances such as purchasing time. Florida also has a defined contribution plan, which allows teachers with at least one year of service who are leaving the system to withdraw 100 percent of the employer contribution.
- 4 Indiana teachers transfering to another governmental retirement plan may also withdraw the amount necessary to purchase creditable service in the new plan.
- 5 Most teachers in Nevada fund the system through salary reductions or forgoing pay raises, and thus do not have direct contributions to withdraw. The small minority that are in a contributory system may withdraw their contributions plus interest.
- 6 Ohio has two other pension plans. Ohio's defined contribution plan allows teachers with at least one year of service who are leaving the system to withdraw 100 percent of the employer contribution. Exiting teachers with at least five years of experience in Ohio's combination plan may withdraw their employee-funded defined contribution component, but must wait until age 50 to withdraw funds from the employer-funded defined benefit component.
- 7 Oregon only has a hybrid retirement plan, which allows exiting teachers to withdraw their contributions plus earnings from their defined contribution component; they still receive the employer-funded defined benefit payments at retirement age.
- 8 South Carolina also has a defined contribution plan, which allows exiting teachers to withdraw 100 percent of their contributions and employer contributions, plus interest.
- 9 Since Utah teachers do not contribute to the defined benefit plan, the only funds participants could withdraw upon leaving are those made for special circumstances such as purchasing time.
- 10 Washington also has a hybrid plan, which allows exiting teachers to withdraw their contributions plus earnings from their defined contribution component; they still receive the employer-funded defined benefit payments at retirement age.

Food For Thought

West Virginia's Cautionary Tale

Education and individual retirement planning advice is a critical aspect of any state's pension plan, as evidenced by the tribulations of West Virginia's teacher pension system. In 1991, facing financial troubles, West Virginia closed its defined benefit Teachers' Retirement System (TRS) to new members and opened the Teachers' Defined Contribution plan (TDC). However, after widespread dissatisfaction with TDC account balances, it was closed to new members in 2005, and TRS was reopened. In 2008, the state legislature gave TDC participants a one-time option to switch their account balances from TDC to TRS in order to receive retirement payments according to the defined benefit formula. Over 78 percent of teachers elected to transfer.

While these events may appear to argue against states' offering defined contribution plans, West Virginia's experience should be viewed as a cautionary tale of the need for proper investment education. The implementation of the defined contribution plan was not handled well. In fact, some teachers believe they were so poorly advised that they have filed suit against the investment firm managing the plan. About three-fourths of teachers invested solely in low-yield, low-risk annuities that performed only slightly better than some savings accounts. For example, the Associated Press found that from May 2005 to May 2008, these annuities provided only their guaranteed 4.5 percent annual return. Over this same time period, the S&P 500 had an average rate of return of over 7 percent per year.

Defined contribution plans provide teachers flexibility in their retirement savings, but such plans are not without risk. States have a responsibility to educate teachers on their financial options and how to invest at different stages in life.

Figure 110 Do states permit teachers to purchase time for previous teaching experience?¹



- 1 Alaska only offers a defined contribution plan; purchase of time does not apply.
- 2 Hawaii, Idaho, Minnesota, New York, Oregon and Tennessee.
- 3 Arizona, California, Indiana, Iowa, Kansas, Louisiana, Maine, Missouri, New Hampshire, North Dakota, South Carolina, South Dakota, Utah and Wisconsin.

Figure 111

Do states permit teachers to purchase time for leaves of absence?¹



- Alaska only offers a defined contribution plan; purchase of time does not apply.
- 2 Arkansas, Colorado, Georgia, Hawaii, Idaho, Kansas, Maine, Mississippi, New Hampshire, New Mexico, New York, Oregon, Pennsylvania, South Dakota, Tennessee, Texas, West Virginia and Wisconsin.
- 3 Alabama, Arizona, Delaware, Illinois, Iowa, Maryland, Minnesota, Missouri, Nebraska, North Dakota, Ohio, South Carolina and Utah.

Area 4: Retaining Effective Teachers

Goal I – Pension Neutrality

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

Goal Components

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

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

Rationale

- See appendix for detailed rationale.
- It is unfair to all teachers when pension wealth does not accumulate in a uniform way.
- Pension systems affect when teachers decide to retire as they look to maximize their pension wealth.

SUPPORTING RESEARCH

- Research citations to support this goal are available at www.nctq.org/stpy/citations.
- Figure 112 How States are Faring on Pension Neutrality **Best Practice State** Alaska State Meets Goal Minnesota 7 States Nearly Meet Goal Maine, Ohio, Oregon, South Carolina, Virginia, Washington, Wisconsin **29** States Partly Meet Goal Alabama, Arkansas, Colorado, Delaware, Florida, Georgia, Hawaii, Idaho, Illinois, Indiana, Kansas, Louisiana, Maryland, Michigan, Montana, Nebraska, Nevada, New Hampshire, New Jersey, New Mexico, North Carolina, North Dakota, Oklahoma, South Dakota, Tennessee, Texas, Utah, Vermont, West Virginia 1 State Meets a Small Part of Goal Pennsylvania 12 States Do Not Meet Goal Arizona, California, Connecticut, District of Columbia, Iowa, Kentucky, Massachusetts, Mississippi, Missouri,

New York, Rhode Island, WYOMING

Area 4: Goal I Wyoming Analysis

State Does Not Meet Goal

ANALYSIS

Wyoming's pension system is based on a benefit formula that is not neutral, meaning that each year of work does not accrue pension wealth in a uniform way until members reach Social Security retirement age.

To qualify as neutral, a pension formula must not only utilize a constant benefit multiplier to determine retired teachers' benefits, but it must also rely on an eligibility calendar based on age, rather than years of service. In most defined benefit plans, pension wealth peaks for teachers the year they become eligible for retirement, and then it declines every year they work beyond eligibility. Plans that base retirement on years of service create unnecessary peaks, and plans that allow a low retirement age create incentives to retire early. Therefore, plans that base retirement on an age in line with Social Security are likely to create the most uniform accrual of wealth.

Wyoming's pension plan does not utilize a constant benefit multiplier, regardless of years of service. Instead, the plan uses a multiplier of 2.125 percent for years of service up to 15 years, and then a multiplier of 2.25 percent for all subsequent years.

In addition, teachers may retire before standard retirement age based on years of service without a reduction in benefits. Teachers may retire when they qualify for the "Rule of 85," meaning age plus years of service equal 85, while other vested teachers may not retire until age 60. Therefore, teachers who begin their careers at age 23 can reach the "Rule of 85" with 31 years of service by age 54, entitling them to six additional years of unreduced retirement benefits beyond what other teachers would receive who may not retire until age 60. Not only are teachers being paid benefits by the state well before Social Security's retirement age, but also these provisions, along with the state's early retirement with reduced benefits based on years of service, may encourage effective teachers to retire earlier than they might otherwise. They also fail to treat equally those teachers who enter the system at a later age and give the same amount of service.

SUPPORTING RESEARCH

http://retirement.state.wy.us/pdfs/retireguide.pdf

RECOMMENDATION

Wyoming does not meet this goal. The state should not only utilize a constant benefit multiplier, but it should also consider increasing its retirement age to align with Social Security and no longer basing eligibility on years of service. These changes would result in a pension plan that treats all teachers more equitably, regardless of where they are in their careers.

WYOMING RESPONSE TO ANALYSIS

Wyoming asserted that there is every indication that the participating employers and members of the Wyoming Retirement System (WRS) are very satisfied with the benefit structure of the plan and would be opposed to the neutrality goal promoted by NCTQ.

The state also noted that the rule of 85 pertains to when a member is eligible to draw benefits, not to the amount of a member's benefit. While a member's benefit at the rule of 85 is unreduced, it is only the percentage accumulated to the member's current age and is less than it would be at age 60. For example, a member at age 55 with 30 years of service would have a multiplier of 65.6 percent but if the member worked until age 60 it would be 76.9 percent.

LAST WORD

Employers and employees' fondness for a system does not make the system fair and equitable to all teachers, nor justify its cost. Wyoming's system does not treat all teachers fairly.

NCTQ does not deny that teachers' annual pension payments increase as their years of service increase. However, total pension wealth does not follow the same increase. While the hypothetical teacher worked the additional five years to increase her annual pension by 11.3 percent, she would be forgoing five years of pension benefits that totaled 328 percent of her final average salary (not including cost-of-living increases). It would take 29 years of pension benefits, requiring her to live until age 89, for her to recoup the five years of lost pension payments.

Figure 113

Does pension wealth in **Wyoming** accumulate uniformly for all teachers?

Benefit formula is determined by a multiplier that does not change based on years of service	NO
Retirement eligibility is based on age, not years of service ¹	NO

1 This only refers to determining retirement eligibility, not retirement benefits.

How much do states pay for each teacher that retires with unreduced benefits at an early age?¹

cher from the t

	- 20 /	• 5
Alaska ²	-	-
Minnesota ³	\$0	65
Washington	\$0	65
Maine	\$258,357	62
California	\$310,028	62
Indiana	\$317,728	55
New Hampshire	\$321,326	60
Kansas	\$337,385	60
Oregon	\$361,536	58
Wisconsin	\$416,007	57
Rhode Island	\$430,013	59
Texas	\$443,421	60
South Dakota	\$449,151	55
Michigan	\$468,590	52
Tennessee	\$499,973	52
New York	\$517,816	55
Connecticut	\$520,009	57
Vermont	\$520,655	52
New Jersey	\$525,117	55
Virginia	\$531,068	52
lowa	\$551,428	55
Idaho	\$551,743	56
North Dakota	\$551,743	56
Oklahoma	\$551,743	56
Florida	\$557,112	52
Maryland	\$562,308	52
North Carolina	\$568,555	52
Illinois	\$572,010	57
South Carolina	\$577,142	50
Hawaii	\$577,687	55
Nebraska	\$577,687	55
West Virginia	\$577,687	55
Delaware	\$577,927	52
District of Columbia	\$585,737	52
Massachusetts ⁴	\$594,296	57
Montana	\$600,768	47
Mississippi	\$621,861	47
Georgia	\$624,786	52
Utah	\$624,786	52
Alabama	\$625,747	47
Pennsylvania	\$650,011	57
WYOMING	\$655,506	54
Arkansas	\$681,789	50
Ohio⁵	\$687,265	52
Arizona	\$694,622	51
Colorado	\$722,108	55
New Mexico	\$730,686	47
Louisiana	\$780,983	52
Missouri	\$780,983	52
Kentucky	\$791,679	49
Nevada	\$834,090	52

Examples of Best Practice

Alaska offers a defined contribution pension plan that is neutral, with pension wealth accumulating in an equal way for all teachers for each year of work. **Minnesota** offers a defined benefit plan with a formula multiplier that does not change relative to years of service and does not allow unreduced benefits for retirees below age 65.

Figure 115

What kind of multiplier do states use to calculate retirement benefits?¹



Figure 115

1 Alaska has a defined contribution plan, which does not have a benefit multiplier.

2 Arizona, California, Connecticut, District of Columbia, Florida, Iowa, Kentucky, Massachusetts, Mississippi, Missouri, New Hampshire, New York, Ohio, Rhode Island and Wyoming.

Figure 114

- 1 All calculations are based on a teacher who starts teaching at age 22, earns a starting salary of \$35,000 that increases 3 percent per year, and retires at the age when he or she is first eligible for unreduced benefits. The calculations use states' current benefit formulas and do not include cost of living increases. The final average salary was calculated as the average of the highest three years of salary, even though a few states may vary from that standard. Age 65 was used as the point of comparison for standard retirement age because it is the miminum eligibility age for unreduced Social Security benefits.
- 2 Does not apply to Alaska's defined contribution plan.
- 3 Minnesota provides unreduced retirement benefits at the age of full Social Security benefits or age 66, whichever comes first.
- 4 Massachusetts's formula has many options for retirement. A teacher with 35 years of experience at age 57 would reach the maximum benefit.
- 5 Applies only to Ohio's defined benefit plan.

Area 5: Exiting Ineffective Teachers

Goal A – Licensure Loopholes

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

Goal Components

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

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

Rationale

- See appendix for detailed rationale.
- Teachers who have not passed licensing tests may place students at risk.

SUPPORTING RESEARCH

 Research citations to support this goal are available at www.nctq.org/stpy/citations.

Figure 116

How States are Faring on Closing Licensure Loopholes



Washington

NCTQ STATE TEACHER POLICY YEARBOOK 2009 : 129 WYOMING

Area 5: Goal A Wyoming Analysis

State Partly Meets Goal

ANALYSIS

Wyoming allows new teachers who have not met licensure requirements to teach under an "exception authorization." This authorization is issued in emergency situations to individuals who, due to extenuating circumstances, cannot meet the requirements for full licensure. It is only valid for one year and allows the individual to teach while completing the requirements. However, the state requires that only elementary education and social studies composite teachers pass a subject-matter test before obtaining an initial license.

SUPPORTING RESEARCH

Wyoming Professional Teacher Standards Board Exception Authorization http://ptsb.state.wy.us/Licensure/ TypesofLicensure/ExceptionAuthorization/tabid/90/ Default.aspx

Complete Requirements for Initial Licensure in Wyoming http://ptsb.state.wy.us/Licesnure/BecomingLicensed/ CompleteRequirementsforInitialLicensure/tabid/170/ Default.aspx

RECOMMENDATION

Wyoming meets this goal in part. The state should ensure that all teachers pass all required licensure tests before they enter the classroom. Exceptions place students at risk of having teachers who lack sufficient or appropriate subject-matter knowledge. Although the state's policy does minimize the risk by granting only a one-year exception certificate to teachers who have not passed all tests, the state should prevent any teachers who have not met licensure requirements from being in classrooms. However, even more importantly, the state should adopt subject-matter testing requirements for all new teachers and require that they pass those tests in their first year of teaching.

WYOMING RESPONSE TO ANALYSIS

Wyoming recognized the factual accuracy of our analysis. The state noted that it supports the use of multiple measurements to determine teacher quality. Also, the state pointed out that it is in compliance with NCLB. NCLB recognizes a major as a "demonstration of competency". Secondary and middle level education majors have a content major. NCLB specifically states that Elementary Education and Social Studies Composite majors are not recognized as a demonstration of competency; consequently, applicants with these majors are required to submit a passing score on an approved test.

LAST WORD

NCTQ urges Wyoming to require subject-matter testing for all new teachers. Demonstration of content mastery is a vital part of ensuring teacher effectiveness in the classroom. While Wyoming's policy may be in compliance with NCLB, the state takes considerable risk by assuming that any prospective teacher with a subject-area major has the specific knowledge needed to teach the state's standards.



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

Figure 118

Figure 117

Do states still award emergency licenses?¹



1 Not applicable to Montana or Nebraska, which do not require subject-matter testing.

2 Arizona, Colorado, Illinois, Mississippi, Nevada, New Jersey, New Mexico, South Carolina, Virginia

3 Hawaii, Indiana, Kentucky, Louisiana, Maine, Michigan, Minnesota, Missouri, Ohio, Oklahoma, Pennsylvania, Rhode Island, South Dakota, Tennessee, Texas, Wisconsin

Figure 118		/	/	/
How long can new		/	/	/
teachers practice with	out	/	/	a ³ Jears or more lor unspecified)
passing licensing tests	2	1.	2	nore fied)
passing licensing lesis	No deferral	Up to 7 Jear	$\Box t_{b t_0 \neq y_{ears}}$	s or
	def	10	to.	Jean uns
	× /	3 /	3 /	<i>m</i> 0
Alabama				
Alaska				
Arizona				
Arkansas				
California				
Colorado Connecticut				
Delaware				
District of Columbia				
Florida				
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New Hampshire				
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New Mexico				
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North Carolina				
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Oregon Pennsylvania				
Rhode Island				
South Carolina				
South Dakota				
Tennessee				
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Utah				
Vermont				
Virginia				
Washington				
West Virginia				
Wisconsin				
WYOMING ⁴				
	9	11	8	21
	9		0	21

1

Figure 118

1 lowa only requires subject-matter testing for elementary teachers.

2 Montana and Nebraska do not currently require licensing tests.

3 Nevada has no deferral as of 2010.

4 Wyoming only requires subject-matter testing for elementary and social studies teachers.

Area 5: Exiting Ineffective Teachers

Goal B – Unsatisfactory Evaluations

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



Goal Components

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

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

Rationale

- See appendix for detailed rationale.
- Negative evaluations should have meaningful consequences.
- Employment status should not determine the consequences of a negative evaluation.

SUPPORTING RESEARCH

 Research citations to support this goal are available at www.nctq.org/stpy/citations.

Area 5: Goal B Wyoming Analysis

O State Does Not Meet Goal

ANALYSIS

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

RECOMMENDATION

Wyoming does not meet this goal. The state should adopt a policy whereby all teachers who receive a single unsatisfactory evaluation are placed on a structured improvement plan. Teachers who receive two consecutive, unsatisfactory evaluations or have two unsatisfactory evaluations within five years should be formally eligible for dismissal, regardless of whether they have tenure.

WYOMING RESPONSE TO ANALYSIS

Wyoming recognized the factual accuracy of our analysis.

Figure 120	Introvement plan after a	¹ ^{ating} ^{fligble} for dismissal after ^{multiple} unausador after	53 / 5
What are the consequences	er a	ting ther	Do articulated consequences
What are the consequences	n aft	Sal a, Cton	li-
for teachers who receive	it pla	tismi	id co
unsatisfactory evaluations?	veme, Insati	e for e uns	culate
	npro Igle L	ligib I ultip	oarti
	".is	ΨĒ	×
Alabama Alaska	-		
Alaska Arizona	-		
Arkansas			
California			
Colorado			
Connecticut			
Delaware			
District of Columbia			
Florida			
Georgia			
Hawaii ¹			
Idaho			
Illinois Indiana			
lowa			
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Kentucky ²			
Louisiana			
Maine			
Maryland			
Massachusetts			
Michigan			
Minnesota			
Mississippi ³			
Missouri			
Montana			
Nebraska Nevada			
New Hampshire			
New Jersey			
New Mexico			
New York			
North Carolina ⁴			
North Dakota			
Ohio			
Oklahoma			
Oregon			
Pennsylvania			
Rhode Island South Carolina⁵			
South Carolina ² South Dakota			
Tennessee			
Texas			
Utah			
Vermont			
Virginia ⁶			
Washington			
West Virginia			
Wisconsin			
WYOMING			
	25	13	22

Examples of Best Practice 1

Illinois and Oklahoma both require that teachers who receive unsatisfactory evaluations be placed on improvement plans. Teachers in Illinois are then evaluated three times during a 90-day remediation period and are eligible for dismissal if performance remains unsatisfactory. Oklahoma's improvement plan may not exceed two months, and if performance does not improve during that time, teachers are eligible for dismissal.

Figure 121

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



1 Alaska, Colorado, Delaware, Florida, Hawaii, Illinois, Louisiana, New Mexico, Oklahoma, Pennsylvania, Washington

Figure 120

- 1 Any teacher with an unsatisfactory evaluation is immediately dismissed.
- 2 Kentucky does require multiple observations the year following an unsatisfactory evaluation.
- 3 Improvement plans are only used for teachers in identified "Priority Schools." Those same teachers are also eligible for dismissal for multiple unsatisfactory evaluations.
- 4 Only teachers in low performing schools can be dismissed after just one negative rating.
- 5 Only teachers on annual contracts are eligible for dismissal after unsatisfactory evaluations.
- 6 Only probationary teachers can be dismissed following an unsatisfactory evaluation.

Area 5: Exiting Ineffective Teachers

Goal C – Dismissal for Poor Performance

The state should ensure that the process for terminating ineffective teachers is expedient and fair to all parties.

Goal Components

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

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

Rationale

- See appendix for detailed rationale.
- States need to be explicit that teacher ineffectiveness is grounds for dismissal.
- Due process must be efficient and expedited.
- Decisions about teachers should be made by those with educational expertise.

SUPPORTING RESEARCH

Research citations to support this goal are available at www.nctq.org/stpy/citations.

Figure 122

How States are Faring in Dismissal for Poor Performance



Iowa, Kansas, Kentucky, Maine, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, Nevada, New Jersey, New Mexico, North Carolina, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Carolina, South Dakota, Tennessee, Texas, Utah, Vermont, Virginia, Washington, West Virginia, WYOMING

Area 5: Goal C Wyoming Analysis

State Does Not Meet Goal

ANALYSIS

In Wyoming, tenured teachers who are terminated for poor performance may appeal multiple times. After receiving written notice of dismissal, the teacher may--within 7 days--request a hearing, which must occur within 45 days, and a decision must be rendered within 20 days of the hearing's conclusion. The board reviews the findings and issues its order within another 20 days. The aggrieved teacher may then file an additional appeal with the district court. The state does not specify the time frame for this appeal.

Regrettably, the state also does not distinguish its due process rights for teachers dismissed for ineffective performance from those facing license revocation for dereliction of duty or felony and/or morality violations. The process is the same regardless of the grounds for cancellation, which include "incompetency, neglect of duty, immorality, insubordination, unsatisfactory performance or any other good or just cause."

SUPPORTING RESEARCH Wyoming Statutes 21-7-110

RECOMMENDATION

Wyoming does not meet this goal. Although the state should provide tenured teachers an opportunity to appeal district decisions to terminate their contracts, multiple appeals should not be permitted, and such an appeal should not be made in a court of law but before a panel of educators. It is in the best interest of both the teacher and the district that a conclusion be reached in a reasonable time frame. Prolonged appeals tax limited resources and may dissuade districts from attempting to terminate ineffective teachers.

The state should also distinguish the process for dismissing ineffective teachers from dismissal or license revocation for dereliction of duty or felony and/or morality violations. While teachers should have due process for any termination, it is important to differentiate between poor performance and issues with far-reaching consequences that could permanently impact a teacher's right to practice.

WYOMING RESPONSE TO ANALYSIS Wyoming recognized the factual accuracy of our analysis.

Examples of Best Practice

Unfortunately, no state has an exemplary policy that NCTQ can highlight as "best practice" in this area. Only Florida, New Hampshire and Wisconsin ensure that their processes for terminating ineffective teachers should be concluded within a reasonable time frame. Regrettably, even these states do not distinguish due process rights for teachers dismissed for ineffective performance from those facing license revocation for dereliction of duties, or felony and/or morality violations.

Figure 123





1 District of Columbia, Florida, Louisiana, North Dakota, Wisconsin 2 G

Georgia, Hawaii, Ida	ho, Indiana	, Maine, Nebra	aska, New Jers	sey, Utah

		,	,
Figure 124		/	/
Do states distinguish due		/	/
			No Policy addressing
process for dismissal for		/	dres
classroom ineffectiveness		/	253
from felony or morality			² ofic
violations?	<i>kes</i>	2	No
Alabama			
Alaska			
Arizona			
Arkansas			
California			
		_	
Colorado			
Connecticut			
Delaware			
District of Columbia			
Florida			
Georgia			
Hawaii			
Idaho			
Illinois			
Indiana			
lowa			
Kansas			
Kentucky			
Louisiana			
Maine			
Maryland			
Massachusetts			
Michigan			
Minnesota			
Mississippi			
Missouri			
Montana			
Nebraska			
Nevada			
New Hampshire			
New Jersey			
New Mexico		-	
New York			
North Carolina			
North Dakota			
Ohio			
Oklahoma			
Oregon		_	
Pennsylvania			
Rhode Island			
South Carolina			
South Dakota			
Tennessee			
Texas			
Utah			
Vermont			
Virginia			
Washington			
West Virginia			
Wisconsin			
WYOMING			
	1	47	2
	1	47	3

Appendix

Area 1: Goal A

Admission into Preparation Programs

Rationale

The most appropriate time for assessing basic skills is at program entry.

Basic skills tests were not intended to be licensing tests, but rather to be used at the point of admission into a teacher preparation program. These tests generally assess middle school-level skills, and states should use them as a minimal screening mechanism to ensure that teacher preparation programs do not admit anyone who is not prepared to do college-level work. Admitting prospective teachers who have not passed these tests may result in programs devoting limited time to basic skill remediation rather than preparation for the classroom.

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

Teacher preparation programs that do not screen candidates, particularly programs at public institutions that are heavily subsidized by the state, invest considerable taxpayer dollars in the preparation of individuals who may not be able to successfully complete the program and pass the licensing tests required to become a teacher. Candidates needing additional support should complete remediation prior to program entry, avoiding the possibility of an unsuccessful investment of significant public tax dollars.

Area 1: Goal B Elementary Teacher Preparation

Rationale

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

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

In addition to the common-sense notion that teachers ought to know the subjects they teach, research supports the benefits to be gained by teachers being broadly educated. Teachers who are more literate--who possess richer vocabularies--are more likely to be effective. In fact, of all the measurable attributes of a teacher, teacher literacy correlates most consistently with student achievement gains. Some states still require that elementary teacher candidates major in elementary education, with no expectation that they be broadly educated. Others have regulatory language that effectively requires the completion of education coursework instead of liberal arts coursework by mandating only teaching methods courses in subject areas without also requiring content-based coursework in the areas themselves.

An academic concentration enhances content knowledge and ensures that prospective elementary teachers take higher level academic coursework.

Few states require prospective elementary teachers to major or minor in an academic subject area. Consequently, in most states these teachers can meet subject-matter requirements without taking any advanced-level coursework. At minimum, states should require a concentration in an academic area. In addition to deepening subject-matter knowledge in a particular area, building this concentration into elementary education programs ensures that prospective teachers complete academic coursework on par with peers earning bachelor's degrees in other areas.

A concentration also provides a fallback for education majors whose programs deem them unready for the classroom. In most education programs, virtually all coursework is completed before candidates begin student teaching. The stakes are high once student teaching begins: if a candidate cannot pass, he or she cannot meet requirements for a major or graduate. This may create a perverse incentive for programs to set low standards for student teaching and/or pass candidates whose clinical experience is unsatisfactory. If they were required to have at least an academic concentration, candidates who failed student teaching could still complete a degree with minimal additional coursework.

Standards-based programs can work when verified by testing.

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

However, a significant disadvantage is that the standards-based approach is far more difficult to monitor or enforce. While some programs respond well to the flexibility, others do not. Though the ACEI/NCATE standards may be beneficial, they are too general for states to rely on in their efforts to ensure adequate subject-matter training. For example, ACEI's standard for social studies requires that elementary teacher candidates be "able to use knowledge, skills and dispositions from social studies to organize and provide integrated instruction in grades K-6 for the study of major themes, concepts, and modes of inquiry drawn from academic fields that address: (1) culture; (2) time, continuity, and change; (3) people, places, and environment; (4) individual development and identity; (5) individuals, groups, and institutions; (6) power, governance, and authority; (7) production, distribution, and consumption; (8) science, technology, and society; (9) global connections; and (10) civic ideals and practices." These broad concepts do very little to articulate the actual knowledge that elementary teacher candidates should possess.

Standards are important but essentially meaningless absent rigorous tests to ensure that teacher candidates have met them. Most states that have chosen the standards-based approach have not implemented such tests. In their absence, verifying that teacher preparation programs are teaching to the standards requires an exhaustive review process of matching every standard with something taught in a course. This approach is neither practical nor efficient. Tests of broad subject matter are also not the solution, given that it is possible to pass without necessarily demonstrating knowledge in each subject area. For instance, on many tests of teacher content knowledge, a passing score is possible while answering every mathematics question incorrectly.

Mere alignment with student learning standards is not sufficient.

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

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

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

States cannot leave these decisions entirely to teacher preparation programs because sending teacher candidates to the college of arts and sciences to complete coursework can run counter to programs' financial interests.

Teacher candidates need to be able to "test out" of coursework requirements.

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

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

Area 1: Goal C Teacher Preparation in Reading Instruction

Rationale

Reading science has identified five components of effective instruction.

Teaching children to read is the most important task teachers undertake. Over the past 60 years, scientists from many fields have worked to determine how people learn to read and why some struggle. This science of reading has led to breakthroughs that can dramatically reduce the number of children destined to become functionally illiterate or barely literate adults. By routinely applying in the classroom the lessons learned from the scientific findings, most reading failure can be avoided. Estimates indicate that the current failure rate of 20 to 30 percent could be reduced to 2 to 10 percent.

Scientific research has shown that there are five essential components of effective reading instruction: explicit and systematic instruction in phonemic awareness, phonics, fluency, vocabulary and comprehension. While elementary teachers need to be well versed in these components, even secondary teachers need at least some knowledge of this process, particularly if they work in high-poverty schools.

Many states' policies still do not reflect the strong research consensus in reading instruction that has emerged over the last few decades. Many teacher preparation programs, still caught up in the reading wars, resist teaching scientifically based reading instruction. NCTQ's report "What Education Schools Aren't Teaching about Reading and What Elementary Teachers Aren't Learning" found that only 15 percent of teacher preparation programs in a national sample were providing even minimal exposure to the science of reading. Whether through standards or coursework requirements, states must ensure that their preparation programs graduate only teacher candidates who know how to teach children to reads.

Most current reading tests do not offer assurance that teachers know the science of reading.

A few states, such as Massachusetts and Virginia, have developed strong, stand-alone assessments entirely focused on the science of reading. Other states rely on either pedagogy tests or content tests that include items on reading instruction. However, since reading instruction is addressed only in one small part of most of these tests, it is often not necessary to know the science of reading to pass. States need to make sure that a teacher candidate cannot pass a test that purportedly covers reading instruction without knowing the critical material.

Area 1: Goal D Teacher Preparation in Mathematics

Rationale

Required math coursework should be tailored in both design and delivery to the unique needs of the elementary teacher.

Aspiring elementary teachers must begin to acquire a deep conceptual knowledge of the mathematics that they will teach, moving well beyond mere procedural understanding. Their training should focus on the critical areas of numbers and operations; algebra; geometry and measurement; and, to a lesser degree, data analysis and probability.

To ensure that elementary teachers are well trained to teach the essential subject of mathematics, states must require teacher preparation programs to cover these four areas in coursework that it specially designed for prospective elementary teachers. Leading mathematicians and math educators have found that elementary teachers are not well served by courses designed for a general audience and that methods courses also do not provide sufficient preparation. According to Dr. Roger Howe, a mathematician at Yale University: "Future teachers do not need so much to learn more mathematics, as to reshape what they already know."

Most states' policies do not require preparation in mathematics of appropriate breadth and depth and specific to the needs of the elementary teacher. NCTQ's report "No Common Denominator: The Preparation of Elementary Teachers in Mathematics by America's Education Schools" found that only 13 percent of teacher preparation programs in a national sample were providing high quality preparation in mathematics. Whether through standards or coursework requirements, states must ensure that their preparation programs graduate only teacher candidates who are well prepared to teach mathematics.

Most state tests offer no assurance that teachers are prepared to teach mathematics.

Only Massachusetts has developed a rigorous assessment for elementary teachers entirely and solely focused on mathematics. Other states rely on subject-matter tests that include some items (or even a whole section) on mathematics instruction. However, since subject-specific passing scores are not required, one need not know much mathematics in order to pass. In fact, one might answer every mathematics question incorrectly and still pass. States need to ensure that it is not possible to pass a licensure test that purportedly covers mathematics without knowing the critical material.

Area 1: Goal E Middle School Teacher Preparation

Rationale

States must differentiate middle school teacher preparation from that of elementary teachers.

Middle school grades are critical years of schooling. It is in these years that far too many students fall through the cracks. However, requirements for the preparation and licensure of middle school teachers are among the weakest state policies. 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 setting, middle school teachers must be able to teach significantly more advanced content than elementary teachers do. The notion that someone should be identically prepared to teach first grade or eighth grade mathematics seems ridiculous, but states that license teachers on a K-8 generalist certificate essentially endorse this idea.

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

Since No Child Left Behind requires most aspiring middle school teachers to have a major or pass a test in each teaching field, the law would appear to preclude them from teaching more than one subject. However, middle school teacher candidates could

instead earn two subject-area minors, gaining sufficient knowledge to pass state licensing tests and be highly qualified in both subjects. This policy would increase schools' staffing flexibility, especially since teachers seem to show little interest in taking tests to earn highly qualified teaching status in a second subject once they are in the classroom. Research offers little evidence that middle school teachers with a major will be more effective than middle school teachers with a minor, and in fact most middle schools do not require this credential of teachers.

Area 1: Goal F Special Education Teacher Preparation

Rationale

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

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

While special educators should be valued for their critical role in working with students with disabilities and special needs, the state identifies them not as "special education assistants" but as "special education teachers," presumably because it expects them to provide instruction. Inclusion models, where special education students receive instruction from a general education teacher paired with a special education teacher to provide instructional support, do not mitigate the need for special education teachers to know content. Providing instruction to children who have special needs requires both knowledge of effective learning strategies and of the subject matter at hand. Failure to ensure that teachers are well trained in content areas deprives special education students of the opportunity to reach their academic potential.

HQT requirements place unique challenges on secondary special education teachers.

No Child Left Behind (NCLB) and the 2004 reauthorization of the Individuals with Disabilities Education Act (IDEA) present conflicting expectations for the subject-matter preparation of new secondary special education teachers. Although the latter, which was passed after NCLB, offers greater flexibility and is more realistic than what NCLB suggests, it may not adequately address teachers' subject-matter knowledge. States can provide some middle ground, while meeting the requirements of both laws. Under IDEA, states can award "highly qualified teacher" status to new secondary special education teachers who:

- have a major or have passed a subject-matter test in one of three content areas: language arts, mathematics, or science (without explanation, the law excludes social studies); and
- complete a single HOUSSE route for multiple subjects in all other subjects that they are likely to teach during their first two years of teaching.

States need to provide more-specific guidance on this issue. They should require secondary special education teachers to have broad coursework in multiple subjects and to become highly qualified in two core academic areas. This will make teachers more flexible and thus better able to serve schools and students. States can use a combination of testing and coursework to meet this goal.

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

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

A customized HOUSSE route is needed to meet the needs of new special education teachers to earn highly qualified status.

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

Whether or not states have discontinued the HOUSSE route for veteran teachers, it is this traditional route that most states make available for secondary special education teachers. However, several problems are common among traditional HOUSSE routes that make them inappropriate for new secondary special education teachers. First, most state plans are weak on teacher content preparation even though the intent of the law was for HOUSSE to address weak subject-matter knowledge. Second, for teachers to achieve highly qualified status, states highly value experience, which, of course, a new teacher does not have. Third, state requirements tend to be inordinately complicated, making
it hard on a new teacher to know how to navigate the system to earn the required credential.

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

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

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

Area 1: Goal G Assessing Professional Knowledge

Rationale

A good pedagogy test puts teeth in states' professional standards.

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

States use too many tests to measure new teachers' professional knowledge that utterly fail to do so, either because the passing score is set so low that anyone--even those who have not had professional preparation--can pass or because one can discern the "right" answer on an item simply by the way it is written.

Area 1: Goal H Teacher Preparation Program Accountability

Rationale

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

The state should examine a number of factors when measuring the performance of and approving teacher preparation programs. The quality of both the subject-matter preparation and professional sequence is crucial. However, in addition to consideration of program content, NCTQ recommends measures that can provide the state and the public with meaningful, readily understandable indicators of how well programs are doing in what is most important: preparing teachers to be successful in the classroom.

Average scores on basic skills tests of individuals admitted to programs can help the state know, "Are programs appropriately screening applicants?" Pass rate data on licensing tests can help inform states, "Are programs delivering essential academic and professional knowledge?" Classroom performance data and evaluation ratings can help the state determine, "Are programs producing effective classroom teachers?"

Collecting effective pass rate data on state licensing tests is especially important. At a minimum, the state should ensure that programs are reporting pass rates for individuals entering student teaching, not program completers, because the former is now required under the 2008 reauthorization of the Higher Education Act. It is also a method that will not mask the number of individuals the program was unable to properly prepare.

Area 1: Goal I State Authority for Program Approval

Rationale

States should not cede oversight authority over their teacher preparation programs to accreditors.

The recent growth in the popularity of national accreditation has led some states to adopt policies that blur the line between the public process of state program approval and the private process of national accreditation. The factors considered for accreditation are broader and more formative in nature than the factors that should be considered by the state when approving programs. The state's primary interest is--or should be--narrower, more sharply focused on only those aspects of teacher preparation that directly relate to teacher effectiveness and those measures that can be quantified (see Goals 1-H). While both the state and the accrediting body share the same ultimate goal--quality teachers--the questions that each asks differ. Furthermore, although there may be a growing consensus as to what teachers should know and be able to do--a consensus that could eventually strengthen the accreditation movement--no solid evidence exists that shows that nationally accredited teacher preparation programs produce better teachers than unaccredited programs.

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

Area 1: Goal J Balancing Professional Coursework

Rationale

Most states have programs that demand excessive requirements.

NCTQ's research shows that most states have teacher preparation programs where teacher candidates are required to complete more than 60 credit hours of professional coursework. These are excessive requirements that leave little room for electives and often leave insufficient room for adequate subjectmatter preparation. Though there is no research data to confirm this, it seems likely that such excessive requirements would discourage talented individuals from pursuing teacher preparation and public school teaching.

States need to monitor programs' total professional coursework requirements.

Although some states specify a reasonable amount of minimum professional coursework that new teachers must complete, teacher preparation programs often require far more. Requiring teachers to complete a minimum amount of coursework does nothing to ensure that approved programs will limit themselves to those minimums. It is also not necessarily the case that programs should be limited to those minimums.

Area 2: Goal A Alternate Route Eligibility

Rationale

Alternate route teachers need the advantage of a strong academic background.

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

Academic requirements for admission to alternate routes should exceed the requirements for traditional programs.

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

Multiple ways for assessing subject-matter competency are needed to accommodate nontraditional candidates.

Rigid coursework requirements can dissuade talented, qualified individuals who lack precisely the "right" courses from pursuing a career in teaching. States can maintain high standards by using appropriate tests to allow individuals to prove their subject-matter knowledge. For instance, an engineer who wishes to teach physics should face no coursework obstacles as long as he or she can prove sufficient knowledge of physics on a test. A good test with a sufficiently high passing score is certainly as reliable as courses listed on a transcript, if not more so.

Area 2: Goal B Alternate Route Preparation

Rationale

The program must provide practical, meaningful preparation that is sensitive to a new teacher's stress level.

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

Induction support is especially important for alternate route teachers.

Most new teachers--regardless of their preparation--find themselves overwhelmed upon taking responsibility for their own classrooms. This is especially true for alternate route teachers, who may have had considerably less classroom exposure or pedagogy training than traditionally prepared teachers. While alternate route programs will ideally have provided at least a brief student teaching experience, not all programs can incorporate it into their models. States must ensure that alternate route programs do not leave new teachers to "sink or swim" on their own when they begin teaching.

Area 2: Goal C Alternate Route Usage and Providers

Rationale

Alternate routes should be structured to do more than just address shortages; they should provide an alternative pipeline for talented individuals to enter the profession.

Many states have structured their alternate routes as a streamlined means to certify teachers in shortage subjects, grades or geographic areas. While alternate routes are an important mechanism for addressing shortages, they also serve the wider-reaching and more consequential purpose of providing an alternative pathway for talented individuals to enter the profession. A true alternate route creates a new pipeline of potential teachers by certifying those with valuable knowledge and skills who did not prepare to teach as undergraduates and are disinclined to fulfill the requirements of a new degree. Some states claim the limitations they place on the use of their alternate routes impose quality control. However, states control who is admitted and who is licensed. With appropriate standards for admission (see Goal 2-A) and program accountability (see Goal 2-D), quality can be safeguarded without casting alternate routes as routes of last resort or branding alternate route teachers "second-class citizens."

Area 2: Goal D Alternate Route Program Accountability

Rationale

Alternate route programs should show they consistently produce effective teachers.

All data that are collected on alternate route programs should focus on the central question of whether they produce effective teachers. Although many components are involved in a good alternate route program, the output of productive teachers is the only true indicator of success. The indicators NCTQ recommends capture a comprehensive vision of teacher effectiveness.

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

Area 2: Goal E Licensure Reciprocity

Rationale

Using transcripts to judge teacher competency provides little value.

In an attempt to ensure that teachers have the appropriate professional and subject-matter knowledge base when granting certification, states often review a teacher's college transcript, no matter how many years earlier a bachelor's degree was earned. A state certification specialist reviews the college transcript, looking for course titles that appear to match state requirements. If the right matches are not found, a teacher may be required to complete additional coursework before receiving standard licensure. This practice holds true even for experienced teachers who are trying to transfer from another state, regardless of experience or success level. The application of these oftencomplex state rules results in unnecessary obstacles to hiring talented and experienced teachers. Little evidence indicates that reviewing a person's undergraduate coursework improves the quality of the teaching force or ensures that teachers have adequate knowledge.

Testing requirements should be upheld, not waived.

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

Signing on to the NASDTEC Interstate Agreement at least signals a state's willingness to consider portability.

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

States licensing out-of-state teachers should not differentiate between experienced teachers prepared in alternate routes and those prepared in traditional programs.

It is understandable that states are wary of accepting alternate route teachers from other states, since programs vary widely in quality. However, the same wide variety in quality can be found in traditional programs. If a teacher comes from another state with a standard license and can pass the state's licensure tests, whether the preparation was traditional or alternative should be irrelevant.

Area 3: Goal A State Data Systems

Rationale

Value-added analysis connects student data to teacher data to measure achievement and performance.

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

For example, at one time a school might have known only that its fifth-grade teacher, Mrs. Jones, consistently had students who did not score at grade level on standardized assessments of reading. With value-added analysis, the school can learn that Mrs. Jones' students were reading on a third-grade level when they entered her class, and that they were above a fourth-grade performance level at the end of the school year. While not yet reaching appropriate grade level, Mrs. Jones' students had made more than a year's progress in her class. Because of value-added data, the school can see that she is an effective teacher.

The school could not have seen this effectiveness without a data system that connects student and teacher data. Furthermore, multiple years of data are necessary to enable meaningful determinations of teacher effectiveness. Value-added analysis requires both student and teacher identifiers and the ability to match test records over time.

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

Assessing Individual Teachers: With three years of good data, value-added analysis can identify the strongest and weakest teachers; however, it is not as useful at distinguishing differences among teachers in the middle range of performance. This is why value-added analysis should be used only to provide part of the evidence of teacher effectiveness.

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

Applicability to All Teachers: Many critics of value-added models dismiss them because they can only be used for teachers in tested subjects. While some subjects do not lend themselves to a value-added model, more teachers may be eligible than may be immediately obvious. For example, student reading scores are affected by the quality of social studies and science instruction, not just language arts instruction. Reading comprehension is directly connected to student learning of broad subject matter, including history, geography and science. **High School:** A value-added model is theoretically most useful at the high school level, where teachers are typically assigned many more students, making annual results more reliable. Data from an elementary class size of 20 to 30 students can produce relatively unstable results for a single year. A high school teacher, however, will be assigned on average 120 students, which would yield a much more stable, reliable indicator of actual teacher performance. Use at the high school level would require states to adopt reliable pre- and post-tests in core subject areas.

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

Evaluating Teacher-Preparation Programs: Another innovative use for value-added analysis is its inclusion in the evaluation of teacher preparation programs. Value-added analysis that measures the effectiveness of program graduates can provide valuable information that can be used to hold poor teacher preparation programs accountable, as well as identify strong programs that can be models for best practices.

Area 3: Goal B Evaluation of Effectiveness

Rationale

Teachers should be judged primarily by their impact on students.

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

Many evaluation instruments give as much weight, or more, to factors that lack any direct correlation with student performance, for example, taking professional development courses, assuming extra duties such as sponsoring a club or mentoring, and getting along well with colleagues. Some instruments hesitate to hold teachers accountable for student progress. Teacher evaluation instruments should include factors that combine both human judgment and objective measures of student learning.

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

A. Observation

1. Ratings should be based on multiple observations by multiple persons, usually the principal and senior faculty, within the same year to produce a more accurate rating than is possible with a single observation. Teacher observers should be trained to use a valid and reliable observation protocol (meaning that it has been tested to ensure that the results are trustworthy and useful). The observers should assign degrees of proficiency to observed behaviors.

2. The primary observation component should be the quality of instruction, as measured by student time on task, student grasp or mastery of the lesson objective and efficient use of class time.

3. Other factors often considered in the course of an observation can provide useful information, including:

- questioning techniques and other methods for engaging class;
- differentiation of instruction;
- continual student checks for understanding throughout lesson;
- appropriate lesson structure and pacing;
- appropriate grouping structures;
- reinforcement of student effort; and
- classroom management and use of effective classroom routines.

Other elements commonly found on many instruments, such as "makes appropriate and effective use of technology" and "ties lesson into previous and future learning experiences" may seem important but can be difficult to document reliably in an observation. Having too many elements can distract the observer from the central question: "Are students learning?"

B. Objective Measures of Student Learning

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

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

Area 3: Goal C Frequency of Evaluations

Rationale

Annual evaluations are standard practice in most professional jobs.

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

Further, teacher evaluations are too often treated as mere formalities, rather than as important tools for rewarding good teachers, helping average teachers improve, and holding weak teachers accountable for poor performance. State policy should reflect the importance of evaluations so that teachers and principals alike take their consequences seriously (see Goal 5-B).

Evaluations are especially important for new teachers.

Individuals new to a profession frequently have reduced responsibilities coupled with increased oversight. As competencies are demonstrated, new responsibilities are added and supervision decreases. Such is seldom the case for new teachers, who generally have the same classroom responsibilities as veteran teachers, including responsibility for the academic progress of their students, but may receive limited feedback on their performance. In the absence of good metrics for determining who will be an effective teacher before he or she begins to teach, it is critical that schools and districts closely monitor the performance of new teachers.

States should require that districts formally evaluate new teachers at least twice annually. A formal evaluation results in a rating that becomes part of the teacher's record. Evaluations should not be treated as formalities; they are an important tool for identifying teachers' strengths and areas that need improvement. Although the goal should always be to provide feedback and support that will help teachers address weaknesses, evaluations also serve an important purpose in holding weak teachers accountable for continued poor performance.

The state should specifically require that districts evaluate new teachers early in the school year. This policy would help ensure that new teachers get the support they need early and that supervisors know from the beginning of the school year which new teachers (and which students) may be at risk. Requiring at least one additional evaluation provides important data about the teacher's ability to improve. Data from evaluations from the teacher's early years of teaching can then be used as part of the performance-based evidence to make a decision about tenure.

Area 3: Goal D Tenure

Rationale

Tenure should be a significant and consequential milestone in a teacher's career.

The decision to give teachers tenure (or permanent status) is usually made automatically, with little thought, deliberation or consideration of actual evidence. State policy should reflect the fact that initial certification is temporary and probationary, and that tenure is intended to be a significant reward for teachers who have consistently shown effectiveness and commitment. Tenure and advanced certification are not rights implied by the conferring of an initial teaching certificate. No other profession, including higher education, offers practitioners tenure after only a few years of working in the field.

To make tenure meaningful, states should require a clear process, such as a hearing, for districts to use when considering whether a teacher advances from probationary to permanent status. Such process would ensure that the local district reviews the teacher's performance before making a determination. This also protects the teacher's rights, as he or she knows of the process and has an opportunity to participate.

States should also ensure that evidence of effectiveness is the preponderant (but not the only) criterion for making tenure decisions. Most states confer tenure at a point that is too early for the collection of sufficient and adequate data that reflect teacher performance. Ideally, states would accumulate such data for five years. This robust data set would prevent effective teachers from being unfairly denied tenure based on too little data and ineffective teachers from being granted tenure.

Area 3: Goal E Licensure Advancement

Rationale

The reason for probationary licensure should be to determine teacher effectiveness.

Most states grant new teachers a probationary license that must later be converted to an advanced or professional license. A probationary period is sound policy as it provides an opportunity to determine whether individuals merit professional licensure. However, very few states require any determination of teacher performance or effectiveness in deciding whether a teacher will advance from the probationary license. Instead, states generally require probationary teachers to fulfill a set of requirements to receive advanced certification. Thus, ending the probationary period is based on whether a checklist has been completed, rather than on teacher performance and effectiveness.

Most state requirements for achieving permanent certification have not been shown to impact teacher effectiveness.

Unfortunately, not only do most states fail to connect advanced certification to actual evidence of teacher effectiveness, but the requirements teachers must most often meet are not even related to teacher effectiveness. The most common requirement for permanent licensure is completion of additional coursework, often resulting in a master's degree. Requiring teachers to obtain additional training in their teaching area would be meaningful; however, the requirements are usually vague, allowing the teacher to fulfill coursework requirements from long menus that include areas having no connection or use to the teacher in the classroom. The research evidence on requiring a master's degree is quite conclusive: these degrees have not been shown to make teachers more effective. This is likely due in no small part to the fact that teachers generally do not attain master's degrees in their subject areas. According to the National Center for Educational Statistics, fewer than one-fourth of secondary teachers' master's degrees are in their subject area, and only 7 percent of elementary teachers' master's degrees are in an academic subject.

In addition to their dubious value, these requirements may also serve as a disincentive to teacher retention. Talented probationary teachers may be unwilling to invest time and resources in more education coursework. Further, they may well pursue advanced degrees that facilitate leaving teaching.

Area 3: Goal F Equitable Distribution

Rationale

Distribution data should show more than just teachers' years of experience and highly qualified status.

The first step in addressing the distribution of teachers is bringing transparency to the issue. States generally report little more than what is required by No Child Left Behind, which highlights years of experience and HQT status. However, while teaching experience matters, the benefits of experience are largely accumulated within the first few years of teaching. School districts that try to equalize experience among all schools are overestimating its impact. There is no reason why a school with many teachers with only three or five years' experience cannot outperform a school with teachers who have an average of more than ten years' experience.

For this reason, states need to report data that are more informative about a school's teachers. States can accomplish this by using an index for quantifying important teacher credentials found to correlate with student achievement. A good example of a strong index is the academic capital index developed by the Illinois Education Research Council, incorporating teachers' average SAT or ACT scores; the percentage of teachers failing basic skills licensure test at least once; the percentage of teachers on emergency credentials; average selectivity of teachers' undergraduate colleges; and the percentage of new teachers. These factors are complicated, so the state should install a system that translates them into something more easily understood, such as a color-coded matrix indicating a high or low score for a school.

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

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

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

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

Area 4: Goal A Induction

Rationale

Too many new teachers are left to "sink or swim" when they begin teaching.

Most new teachers are overwhelmed and undersupported at the outset of their teaching careers. Although differences in preparation programs and routes to the classroom do affect readiness, even teachers from the most rigorous programs need support once they take on the myriad responsibilities of a teacher of record. A survival-of-the-fittest mentality prevails in many schools; figuring out how to successfully negotiate unfamiliar curricula, discipline and management issues, and labyrinthine school and district procedures is considered a rite of passage. However, new teacher frustrations are not limited to low performers. Many talented new teachers become disillusioned early by the lack of support they receive, and it may be the most talented who will more likely explore other career options.

Vague requirements simply to provide mentoring are insufficient.

Although many states recognize the need to provide mentoring to new teachers, state policies merely indicating that mentoring should occur will not ensure that districts provide new teachers with quality mentoring experiences. While allowing flexibility for districts to develop and implement programs in line with local priorities and resources, states also should articulate the minimum requirements for these programs in terms of the frequency and duration of mentoring and the qualifications of those serving as mentors.

New teachers in high-needs schools particularly need quality mentoring.

Retaining effective teachers in high-needs schools is especially challenging. States should ensure that districts place special emphasis on mentoring programs in these schools, particularly when limited resources may prevent the district from providing mentoring to all new teachers.

Area 4: Goal B Pay Scales

Rationale

Compensation reform can be accomplished within the context of local control.

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

The state can ensure that all teachers are treated fairly by determining a minimum starting salary for all teachers. However, a state-mandated salary schedule that locks in pay increases or requires uniform pay deprives districts of the ability to be flexible and responsive to supply-and-demand problems that may occur.

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

What is the difference between establishing a minimum starting salary and a salary schedule? Maine, for example, set a minimum starting salary of \$30,000 for its teachers in 2007-2008. No district may pay less. In contrast, Washington, like many states, has established a salary schedule that lays out what the minimum salary must be at every level. A teacher who has been teaching for four years and has a master's degree may not be paid less than \$40,998. One who has taught for four years and does not have a master's degree may not be paid less than \$34,464. While most districts exceed the state minimum, setting the salary schedule forces districts to adhere to a compensation system

that is primarily based on experience and degree status, even when they would like to have other options.

It should also be noted that the minimums set by many states--whether a minimum starting salary or a complete schedule--are woefully out-of-date, not having been updated for 20 years or more in some cases. The starting salary in Louisiana, for example, has been just over \$12,000 since 1987; the Massachusetts minimum of \$18,000 dates to 1988. Rather than maintain policies lacking meaningful guidance to districts or assurance to teachers, states should remove these regulations and send a clear message to districts that they can decide how to compensate their teachers.

Area 4: Goal C Retention Pay Rationale

Connecting additional compensation to the awarding of tenure would add to its significance and improve teacher retention.

Starting salaries for teachers have risen significantly in many states over the last decade. While this may help attract promising candidates, the small pay increases that generally follow, particularly in the first few years of teaching, may deter retention. Most state and district salary schedules provide only small percentage increases in the early years, with the percentage increases widening later. Longevity bonuses are also common. A better strategy would be to connect a significant pay increase to the awarding of tenure, but only if tenure is based on a determination of effectiveness.

A tenure-connected pay increase, whether a significant salary increase or a single lump-sum payment, would serve two important and complementary purposes. First, connecting this payment to a meaningful process for awarding tenure to effective teachers would enhance public understanding that tenure is not awarded automatically to just anyone. In addition, it would provide an important retention strategy, as teachers at the beginning of their careers would know that they will receive additional compensation at the conclusion of their probationary periods if their effectiveness is demonstrated.

Area 4: Goal D Compensation for Prior Work Experience

Rationale

Districts should be allowed to pay new teachers with relevant work experience more than other new teachers.

State and district salary structures frequently fail to recognize that new teacher hires are not necessarily new to the workforce. Some new teachers bring with them deep work experience that is directly related to the subject matter they will teach. For example, the hiring of a new high school chemistry teacher with 20 years experience as a chemical engineer would most certainly be a great boon to any district. Yet most salary structures would place this individual at the same point on the schedule as a new teacher straight out of college. Compensating these teachers commensurate with their experience is an important retention (as well as recruitment) strategy, particularly when other, nonteaching opportunities in these fields are likely to be more financially lucrative.

As discussed in Goal 4-B, specifics of teacher pay should largely be left to local decision making. However, states should use policy mechanisms to inform districts that it is not only permissible but also necessary to compensate new teachers with related prior work experience appropriately.

Area 4: Goal E Differential Pay

Rationale

States should take the lead in addressing chronic shortages and needs.

As discussed in Goal 4-B, states should ensure that state-level policies (such as a uniform salary schedule) do not interfere with districts' flexibility in compensating teachers in ways that best meet their individual needs and resources. However, when it comes to addressing chronic shortages, states should do more than simply get out of the way. They should provide direct support for differential pay for effective teaching in shortage subject areas and high-needs schools. Attracting effective and qualified teachers to high-needs schools or filling vacancies in hard-to-staff subjects are problems that are frequently beyond a district's ability to solve. States that provide direct support for differential pay in these areas are taking an important step in promoting the equitable distribution of quality teachers. Short of providing direct support, states can also use policy levers to indicate to districts that differential pay is not only permissible but necessary.

Area 4: Goal F Performance Pay

Rationale

Performance pay is an important retention strategy.

Performance pay provides an opportunity to reward those teachers who consistently achieve positive results from their students. The traditional salary schedule used by districts pays all teachers with the same inputs (i.e., experience and degree status) the same amount regardless of outcomes. Not only is following a mandated schedule inconsistent with most other professions, it may also deter high-achieving teachers from staying in the field, because it offers no opportunity for financial reward for success.

States should set guidelines for districts to ensure that plans are fair and sound.

Performance pay plans are not easy to implement well. There are numerous examples of both state and district initiatives that have been undone by poor planning and administration. The methodology that allows for the measurement of teachers' contributions to student achievement is still developing, and any performance pay program must recognize its limitations (see Goal 3-A for more on the appropriate uses of this methodology). There are also inherent issues of fairness that should be considered when different types of data must be used to assess the performance of different kinds of teachers.

States can play an important role in supporting performance pay by setting guidelines (whether for a state-level program or for districts' own initiatives) that recognize the challenges in implementing a program well. Because this is an area in which there is still much to learn about best practice, states should consider piloting local initiatives as a way to expand the use of and knowledge base around performance pay.

Area 4: Goal G Pension Sustainability

Rationale

Many states' pension systems are based on promises they cannot afford to keep.

Teacher salaries are just one part of the compensation package that teachers receive. Virtually all teachers are also entitled to a pension, which, upon vesting, provides compensation for the rest of their lives after retirement. In an era when retirement benefits have been shrinking across industries and professions, teachers' generous pensions remain fixed. In fact, nearly all states continue to provide teachers with a defined-benefit pension system, an expensive and inflexible model that neither reflects the realities of the modern workforce nor provides equitable benefits to all teachers.

Under defined benefit systems, states have made an obligation to fund fixed benefits for teachers at retirement. However, the financial health and sustainability of many states' systems are questionable at best. Some systems carry high levels of unfunded liabilities, with no strategy to pay these liabilities down in a reasonable period, as defined by standard accounting practices. Without reform, these systems are a house of cards, vulnerable to collapse as funding cannot keep up with promised benefits. And it is taxpayers who will have to pay if it all tumbles down.

Pension plans disadvantage teachers early in their careers by overcommitting employer resources to retirement benefits.

The contribution of employers to their workers' retirement benefits is a valuable benefit, important to ensuring that individuals have sufficient retirement savings. Compensation resources, however, are not unlimited, and they must fund both current salaries and future retirement benefits. Mandated employer contributions to many states' teacher pension systems are extremely high, leaving districts with little flexibility to be more innovative with their compensation strategies. This is further exacerbated for states in which teachers also participate in Social Security, requiring the district to pay even more toward teacher retirement. While retirement savings in addition to Social Security are necessary, states are mandating contributions to two inflexible plans, rather than permitting options for teachers or their employing districts.

This approach to compensation disadvantages teachers early in their careers, as the commitment of resources to retirement benefits almost certainly depresses salaries and prevents incentives. Lower mandatory employer contribution rates (in states where they are too high; in some states they are shamefully low) would free up compensation resources to implement the kinds of strategies suggested elsewhere in the *Yearbook*. In addition, some states require high employee contributions; the impact this has on teachers' paychecks may impact retention, especially early in teachers' careers.

Area 4: Goal H Pension Flexibility

Rationale

Anachronistic features of teacher pension plans disadvantage teachers early in their careers.

Nearly all states continue to provide teachers with a defined benefit pension system, an expensive and inflexible model that neither reflects the realities of the modern workforce nor provides equitable benefits to all teachers. To achieve the maximum benefits from such a plan, a teacher must begin and end his or her career in the same pension system. Teachers who leave before vesting--which is as much as 10 years in some states--are generally entitled to nothing more than their own contributions plus some interest. This approach may well serve as a retention strategy for some, but on a larger scale, it fails to reflect the realities of the current workforce. At present, the United States is experiencing an explosion in school-age populations in some states, while others decline. The nation's workforce needs to be able to respond to these changes. The current workforce is increasingly mobile, with most entering the workforce expecting to change jobs many times. All workers, including teachers, may move to jobs in other states with no intention of changing careers. To younger teachers in particular, a defined benefit plan may seem like a meaningless part of the compensation package and thus fail to attract young talent to the profession. A pension plan that cannot move across state lines and requires a longterm commitment may not seem like much of a benefit at all.

There are alternatives. Defined contribution plans are fair to all teachers, at all points in their careers. These plans are more equitable because each teacher's benefits are funded by his or her

own contributions plus contributions from the employer specifically on the individual employee's behalf. This is fundamentally more equitable than defined benefit plans, which are generally structured to require new teachers to fund the benefits of retirees. Moreover, defined contribution plans are inherently portable and give employees flexibility and control over their retirement savings. It must also be noted that defined benefit plans can be portable and fair, if structured as cash balance plans or plans that permit the withdrawal of employer contributions.

Area 4: Goal I Pension Neutrality

Rationale

It is unfair to all teachers when pension wealth does not accumulate in a uniform way.

In addition to the ways defined benefit pension systems disadvantage teachers described in Goal 4-H, the way pension wealth accumulates in some systems further compounds the inequity. All pension systems use a multiplier to calculate the benefits an individual is entitled to receive based on salary levels and years of service. For example, a pension system may have a multiplier of 2.0. In such case, pension benefits are determined by multiplying average final annual salary by years of service and then multiplying the product by 2.0. Thus, someone working fewer years with a lower final salary would appropriately receive less in benefits than someone with more years of service and/or a higher final salary. However, the multiplier in many pension systems is not fixed; it increases as years of service increase. When a higher multiplier is used, teachers receive even more generous benefits.

Another way that pension benefits are awarded unfairly is through the common policy of setting retirement eligibility at different ages and years of service. In Hawaii, for example, a teacher with 30 years of service may retire at age 55, while teachers with fewer years of service may not retire until age 62. This means that a teacher who started teaching in Hawaii at age 25 would reach 30 years of service at age 55 and receive seven additional years of full retirement benefits beyond what a teacher that started at age 32 and cannot retire with full benefits until age 62 would receive. A fair system would set a standard retirement age for all participants, without factoring in years of service.

Pension systems affect when teachers decide to retire as they look to maximize their pension wealth.

The year teachers reach retirement eligibility by age and/or years of service, their pension wealth peaks; pension wealth then declines for each year they work beyond retirement age. Plans that allow retirement based on years of service create unnecessary peaks, and plans that allow a low retirement age create an incentive to retire earlier in one's career than may be necessary. For every year teachers continue to work beyond their eligibility for unreduced retirement benefits, they lose that year of pension benefits, thus decreasing their overall pension wealth. Although their yearly pension benefits would continue to rise as they earn additional service credit, it would only be at a small percentage per year, which would not make up for the loss of each year of benefits.

To try to balance this incentive to retire, some states have created DROP (Deferred Retirement Option Plan) programs. DROP programs allow participants to place their monthly pension benefits in a private investment account while still teaching and earning a salary, thus retaining those benefits. These teachers are, in effect, earning their pension and salary at the same time, and often at a relatively young age.

A DROP program is a band-aid on the problem; it does not fix what is structurally wrong--retirement at an early age without reduction of benefits. For example, the hypothetical teacher above decides to forgo retiring at age 47 in order to wait and qualify for her state's DROP program at age 55. She now has 33 years of service and has reached a pension equal to 66 percent of her salary. She remains in DROP for the maximum allowable five years. During that time, her five years of lost pension benefits plus her five years of mandatory employee pension contribution have been deposited in a private investment account. Upon retiring at age 60, she would receive the total of that private account plus a lifetime pension benefit annually of 66 percent of her final salary. With the lump-sum payment of her DROP account and monthly pension benefit, she will receive 100 percent of her final average salary for at least 10 years, and, depending on the state, she may also receive Social Security benefits. This generous guaranteed payout would be hard to find in any other profession.

DROP programs do create an incentive for some teachers to remain past their eligible retirement, but at a high cost. DROP programs mean that districts still must find the funds to pay pension benefits to teachers at a relatively young age when those dollars could be more effectively spent.

Area 5: Goal A Licensure Loopholes

Rationale

Teachers who have not passed licensing tests may place students at risk.

While states may need a regulatory basis for filling classroom positions with a few people who do not hold full teaching credentials, many of the regulations permitting this put the instructional needs of children at risk, often year after year. For example, schools can make liberal use of provisional certificates or waivers provided by the state if they fill classroom positions with instructors who have completed a teacher preparation program but have not passed their state licensing tests. These allowances are permitted for up to three years in some states. The unfortunate consequence is that students' needs are neglected in an effort to extend personal consideration to adults who cannot meet minimal state standards. While some flexibility may be necessary because licensing tests are not always administered with the needed frequency, the availability of provisional certificates and waivers year after year signals that even the state does not put much value on its licensing standards or what they represent. States accordingly need to ensure that all persons given full charge of children's learning are required to pass the relevant licensing tests in their first year of teaching, ideally before they enter the classroom. Licensing tests are an important minimum benchmark in the profession, and states that allow teachers to postpone passing these tests are abandoning one of the basic responsibilities of licensure.

Area 5: Goal B Unsatisfactory Evaluations

Rationale

Negative evaluations should have meaningful consequences.

Teacher evaluations are too often treated as mere formalities, rather than as important tools for rewarding good teachers, helping average teachers to improve and holding weak teachers accountable for poor performance. State policy should reflect the importance of evaluations so that teachers and principals alike take their consequences seriously. Accordingly, states should articulate the consequences of negative evaluations. First, teachers that receive a negative evaluation should be placed on improvement plans. These plans should focus on performance areas that directly connect to student learning and should list noted deficiencies, define specific action steps necessary to address these deficiencies and describe how progress will be measured. While teachers that receive negative evaluations should receive support and additional training, opportunities to improve should not be unlimited. States should articulate policies wherein two negative evaluations within five years are sufficient justification for dismissal.

Employment status should not determine the consequences of a negative evaluation.

Differentiating consequences of a negative evaluation based on whether a teacher has probationary or nonprobationary status puts the interests of adults before those of students. Ideally, weaknesses and deficiencies would be identified and corrected during the probationary period: if the deficiencies were found to be insurmountable, the teacher would not be awarded permanent status. However, in the absence of meaningful tenure processes based on teacher effectiveness, limiting significant consequences to the probationary period is insufficient. Any teacher who receives a negative evaluation, regardless of employment status, should be placed on an improvement plan, and any teacher who receives multiple negative evaluations, regardless of employment status, should be eligible for dismissal.

Area 5: Goal C Dismissal for Poor Performance

Rationale

States need to be explicit that teacher ineffectiveness is grounds for dismissal.

Most states have laws on their books that address teacher dismissal; however, these laws are much more likely to consider criminal and moral violations than performance. When performance is included, it is usually in a euphemistic term such as "incompetency," "inefficiency" or "incapacity." These terms are ambiguous at best and may be interpreted as concerning dereliction of duty rather than ineffectiveness. Without laws that clearly state that teacher ineffectiveness is grounds for dismissal, districts may feel they lack the legal basis for terminating consistently poor performers.

Due process must be efficient and expedited.

Teachers who are dismissed for any grounds, including ineffectiveness, are entitled to due process. However, process rights that allow for multiple levels of appeal are not fair to teachers, districts and especially students. All parties have a right to have disputes settled quickly. Cases that drag on for years drain resources from school districts and create a disincentive for districts to attempt to terminate poor performers. Teachers are not well served by such processes either, as they are entitled to final resolution quickly.

Decisions about teachers should be made by those with educational expertise.

Multiple levels of appeal almost invariably involve courts or arbitrators who lack educational expertise. It is not in students' best interest to have the evidence of teachers' effectiveness evaluated by those who are not educators. Teachers' opportunity to appeal should occur at the district level and involve only those with educational expertise. This can be done in a manner that is fair to all parties by including retired teachers or other knowledgeable individuals who are not current district employees.

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